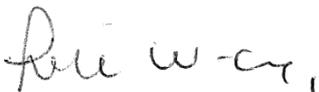


Date of issue: Tuesday, 29 October 2019

MEETING	PLANNING COMMITTEE (Councillors Dar (Chair), M Holledge (Vice-Chair), Davis, Gahir, Mann, Minhas, Plenty, Sabah and Smith)
DATE AND TIME:	WEDNESDAY, 6TH NOVEMBER, 2019 AT 6.30 PM
VENUE:	COUNCIL CHAMBER - OBSERVATORY HOUSE, 25 WINDSOR ROAD, SL1 2EL
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

AGENDA
ITEM

REPORT TITLE

PAGE

WARD

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 2nd October 2019	3 - 6	-
4.	Human Rights Act Statement - To Note	7 - 8	-

PLANNING APPLICATIONS

5.	P/00094/039 - Horlicks Factory, Stoke Poges Lane, Slough, Berkshire, SL1 3NW	9 - 168	Elliman
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*Officer's Recommendation: Delegate to Planning
Manager for approval*

MISCELLANEOUS REPORTS

6.	Annual Monitoring Report 2018/19	169 - 184	All
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MATTERS FOR INFORMATION

7.	Members' Attendance Record	185 - 186	-
8.	Date of Next Meeting - 4th December 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, 2nd October, 2019.

Present:- Councillors Dar (Chair), Davis, Gahir, Mann, Minhas, Plenty, Sabah and Smith

Apologies for Absence:- Councillor M Holledge

PART I

34. Declarations of Interest

Agenda item 5 (Minute 38): P/02683/013 – Former BHS, 204-206 High Street
All Committee Members declared that they had received an email from the applicant about the proposed development. All Members stated that they would stay and vote on the item.

Agenda item 5 (Minute 38): P/02683/013 – Councillor Mann declared that she had met the applicant as part of the consultation process. She stated that this did not prejudice her opinion and she would consider the application with an open mind. She would participate in the discussion and vote on the item.

35. Guidance on Predetermination/Predisposition - To Note

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

36. Minutes of the Last Meeting held on 31st July 2019

Resolved – That the minutes of the meeting held on 31st July 2019 be approved as a correct record.

37. Human Rights Act Statement - To Note

The Human Rights Act Statement was noted.

38. Planning Application

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.

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: P/02683/013 – Former BHS, 204-206 High Street; an objector and the Agent addressed the Committee.

Application: P/05806/007 – 23-25 Mill Street, Slough; the Agent addressed the Committee.

Planning Committee - 02.10.19

Resolved – That the decisions be taken in respect of the planning application 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.

39. P/02683/013 - Former BHS 204-206 High Street, Slough, Berkshire

Application	Decision
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 78 residential dwellings within 3 buildings at podium level across the site with heights of 5, 11 and 4 storeys. Shared amenity space provided at first floor podium level, with cycle, waste and recycling storage facilities at ground floor level, and provision of two accessible car parking spaces (for the residential uses), loading and drop off facilities and servicing area within ground floor level with access from Herschel Street (Revised Description of Development and Revised Plans submitted 03/09/2019)	Delegated to the Planning Manager for approval.

40. P/05806/007 - 23-25, Mill Street, Slough, Berkshire, SL2 5AD

Application	Decision
Demolition of the existing building and redevelopment of the site to provide two connected residential blocks for 30 x 2 bedroom and 25 x 1 bedroom units, associated parking and cycle parking facilities; with a new public pedestrian and cycle route connecting Fleetwood Road and Mill Street.	Deferred to allow a traffic and parking survey on the local area to be conducted and further negotiations to be held with the Applicant regarding the feasibility of providing affordable social housing units within the scheme.

Planning Committee - 02.10.19

41. Langley Business Park, Station Road, Slough

The Committee received a pre-application presentation on the proposals for Langley Business Park, Station Road, Slough. Members were reminded of the purpose, scope and format of the discussion, as outlined in the Code of Conduct for Councillors and Officers in relation to planning and licensing matters.

The pre-application presentation was given by representatives of the applicant, Columbia Threadneedle. The proposal was to redevelop the site for a large scale data centre with a mixed-use scheme fronting onto Station Road. It was submitted that the development would not put pressure on the existing infrastructure and public realm improvements would also extend to public footpath widening and improvements across the north part of the site. It was highlighted that there was a potential for heat generated by the data centre to be redistributed and could provide heating for up to 5,000 homes.

There had been a recent public consultation event and one arranged for the next couple of days. Members were given the opportunity to ask a number of questions and made initial observations on the proposal.

At the conclusion of the discussion, the presentation was noted.

Resolved – That the pre-application presentation be noted.

42. ICI Paints, AkzoNobel, Wexham Road, Slough, SL2 5DS

Representatives of the Applicant, Panattoni, outlined details of the planning application for the site. The site was approximately 12.7 hectares of brownfield land which had previously been used for general industrial purposes. The proposal was divided into two defining elements:

Northern part of the site - construction of up to 71,535 sqm of floor for business purposes falling under B2 (General Industry), B8 (Storage or Distribution) Use classes and Data Centre (Sui Generis Use Class)

Southern part of the site – construction of up to 1,000 residential flats at an indicative mix of 279 x 1 bed flats; 272 x 2 bed; 274 x 3 bed; 44 x 4 bed.

A public consultation was carried out in September 2019 with only 25 attendees. A website regarding the development had also been established.

Members raised a number of issues in the ensuing question and answer session:

- Members stated that the affordable housing element of the scheme to be fully compliant with Council policy and the Applicant's representatives noted that whilst every effort would be made to comply with policy, the remediation costs of the site were likely to be significant.

Planning Committee - 02.10.19

- It was noted that extensive works would be required to ensure that the site was safe for development and the Committee were informed that the Applicant had experience of working on similar sites.
- Referring to the poor response to the consultation, a Member suggested that, given the demographics of the area, other options should be explored for public engagement.
- It was confirmed that the existing single entry and exit points to the site would be improved.

At the conclusion of the discussion, the presentation was noted.

Resolved – That the pre-application presentation be noted.

43. Members' Attendance Record

Resolved – That the Members' Attendance Record be noted.

44. Date of Next Meeting - 6th November 2019

The date of the next meeting was confirmed as 6th November 2019.

Chair

(Note: The Meeting opened at 6.30 pm and closed at 9.00 pm)

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

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

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

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

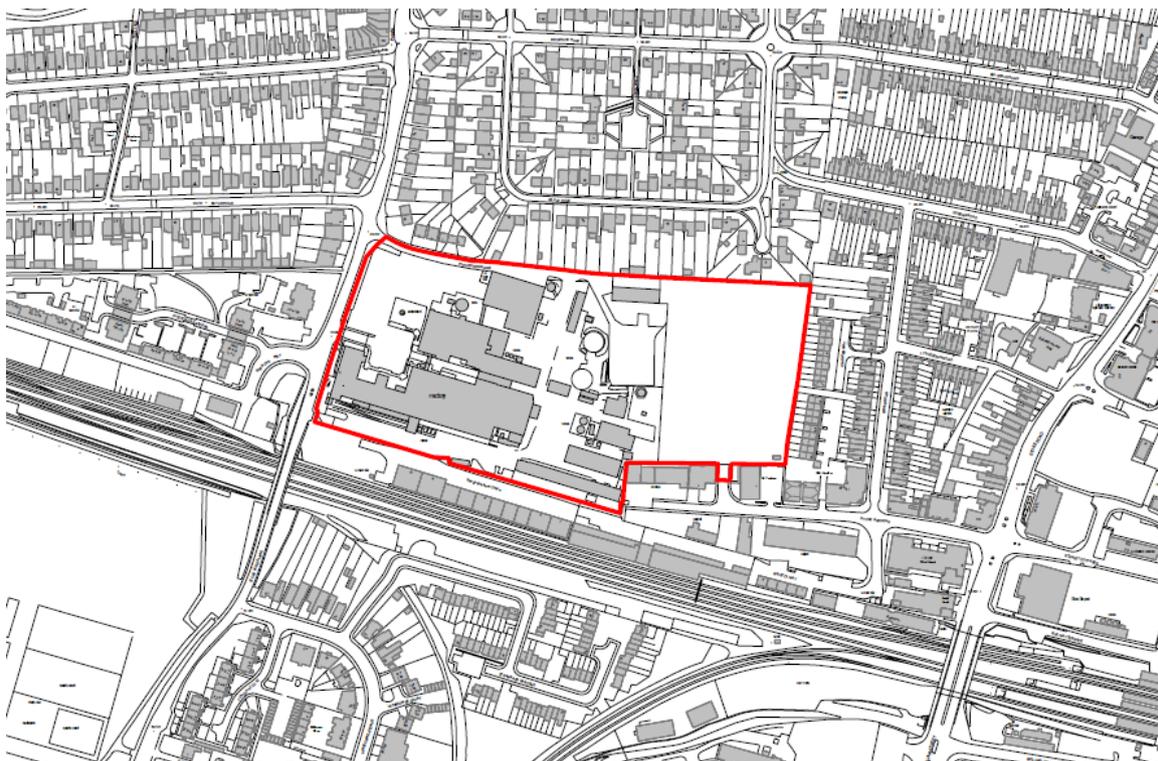
	USE CLASSES – Principal uses
A1	Retail Shop
A2	Financial & Professional Services
A3	Restaurants & Cafes
A4	Drinking Establishments
A5	Hot Food Takeaways
B1 (a)	Offices
B1 (b)	Research & Development
B1 (c)	Light Industrial
B2	General Industrial
B8	Warehouse, Storage & Distribution
C1	Hotel, Guest House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

	OFFICER ABBREVIATIONS
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:	18-June-2018	Application No:	P/00094/039
Officer:	Neil Button	Ward:	Elliman
Applicant:	Berkeley Homes (Oxford and Chiltern) Ltd	Application Type:	Major
		13 Week Date:	17-Sept-2019
Agent:	Daniel Lampard, Lichfields, Unit 7, The Aquarium, 1-7, King Street, Reading, RG1 2AN		
Location:	Horlicks Factory, Stoke Poges Lane, Slough, Berkshire, SL1 3NW		
Proposal:	<p>A hybrid planning application for part outline/part detailed planning permission for a residential-led mixed use development of up to 1,300 new homes comprising; Outline planning permission for the provision of up to 746 new homes (Use Class C3), commercial (Use Class A1-A3) and ancillary facilities within new buildings extending up to 77m AOD in height; car and cycle parking; public realm, landscaping and amenity space and all associated works (with all matters reserved); and Full planning permission for the part demolition of the existing Horlicks Factory, and demolition of factory outbuildings and structures, to facilitate the erection of five new buildings ranging from one storey to 10 storeys including change of use, two storey rooftop extension, ground floor extensions and alterations to the remaining parts of the Factory, to provide 554 new homes (Use Class C3), upto 239sqm commercial floorspace (Use Classes A1-A3) and a nursery (Use Class D1), and ancillary facilities; relocation of the war memorial; car and cycle parking; public realm, landscaping and amenity space; access from Ploughlees Lane, Stoke Poges Lane and Stokes Gardens; and all associated works.</p>		

Recommendation: Delegate to the Planning Manager for Approval



Reference: P/00094/039

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:

A. Approval subject to:

- (i) the satisfactory completion of a Section 106 Agreement to secure affordable housing, financial contributions towards education improvements, sustainable transport and air quality improvements, biodiversity enhancements, recreation/open space enhancements, Travel Plans, employment and training initiatives, Control Parking Zone (CPZ) review and implementation of measures, CPZ restrictions, off-site highways works, cycle hire docking station provision and an Electrical Vehicle (EV) Car Club with review mechanism;
- (ii) resolution on the form of mitigation necessary (if any) following consideration of the Habitats Regulation Assessment (HRA); in respect of the objection raised by Natural England on the potential impact on Burnham Beeches Special Area of Conservation (SAC).
- (iii) finalising conditions and any other minor changes; OR

B. Refuse the application if the completion of the Section 106 Agreement is not finalised by 31st December 2019 unless a longer period is agreed by the Planning Manager, in consultation with the Chair of the Planning Committee;

1.2 The application is being brought to Committee for decision as it comprises a major development.

PART A: BACKGROUND

2.0 The Proposal

2.1 A hybrid planning application for part outline/part detailed planning permission for a phased residential-led mixed-use scheme for the

comprehensive redevelopment of the Horlicks Factory Site to provide up to 1,300 new homes (including 25% Affordable Homes) and commercial/nursery uses comprising:

- Outline planning permission for the provision of up to 746 new homes (Use Class C3), commercial (Use Class A1-A3) and ancillary facilities within new buildings extending up to 77m AOD in height; car and cycle parking; public realm, landscaping and amenity space; and all associated works (with all matters reserved); and
- Full planning permission for the part demolition of the existing Horlicks Factory, and demolition of factory outbuildings and structures, to facilitate the erection of five new buildings ranging from one storey to 10 storeys including change of use, two storey rooftop extension, ground floor extensions and alterations to the remaining parts of the Factory, to provide 554 new homes (Use Class C3), up to 239 sqm commercial floorspace (Use Classes A1-A3) and a nursery (Use Class D1), and ancillary facilities; relocation of the war memorial; car and cycle parking; public realm, landscaping and amenity space; access from Ploughlees Lane, Stoke Poges Lane and Stoke Gardens; and all associated works.”

2.2 Listed Building Consent is being sought separately for the relocation of the Grade II Listed Horlicks War Memorial from its current location to a proposed new square (Memorial Square) situated in a more prominent location adjacent to the retained main Horlicks Factory building. The proposed ‘indicative’ masterplan indicates the proposed blocks subject to the detailed planning permission is sought.

Detailed Application

2.3 The detailed element of the proposals will comprise the partial demolition and partial restoration and conversion of the Factory including the addition of a two-storey rooftop extension and single storey ground floor extension to form:

(Within the refurbished/enlarged factory)

- (i) 161 new homes (Use Class C3);
- (ii) Ancillary Facilities (Use Class C3) such as cinema room, gym and resident lounges, concierge and other facilities;
- (iii) 464 sqm Nursery (Use Class D1); and
- (iv) 121 sqm Cafe (Use Class A3); and

2.4 The new build components comprise of the provision of 393 new build homes within 4 flatted blocks and row of terraces; ranging from 1 to 3 bedrooms as both apartments and mews housing. The proposed new build blocks comprise:

- (i) The Warehouse (part 5 part 6 storey building with undercroft parking);
- (ii) Darjeeling House (part 6 part 7 storey building);
- (iii) Artesian House (6 storeys);
- (iv) Aquifer House, to include 118 sqm of commercial floorspace (use Class A1-A3) (part 8 part 9 and part 10 storeys);
- (v) Engineering Mews (3 storeys); and
- (vi) Workshop Mews (3 storeys).

Figure 1: Illustrative Masterplan with Detail Application Red Line



2.5 For the detailed component, 201 parking spaces and 554 cycle parking spaces are proposed within the a mix of undercroft, on-plot parking for the mews houses and on-street spaces.

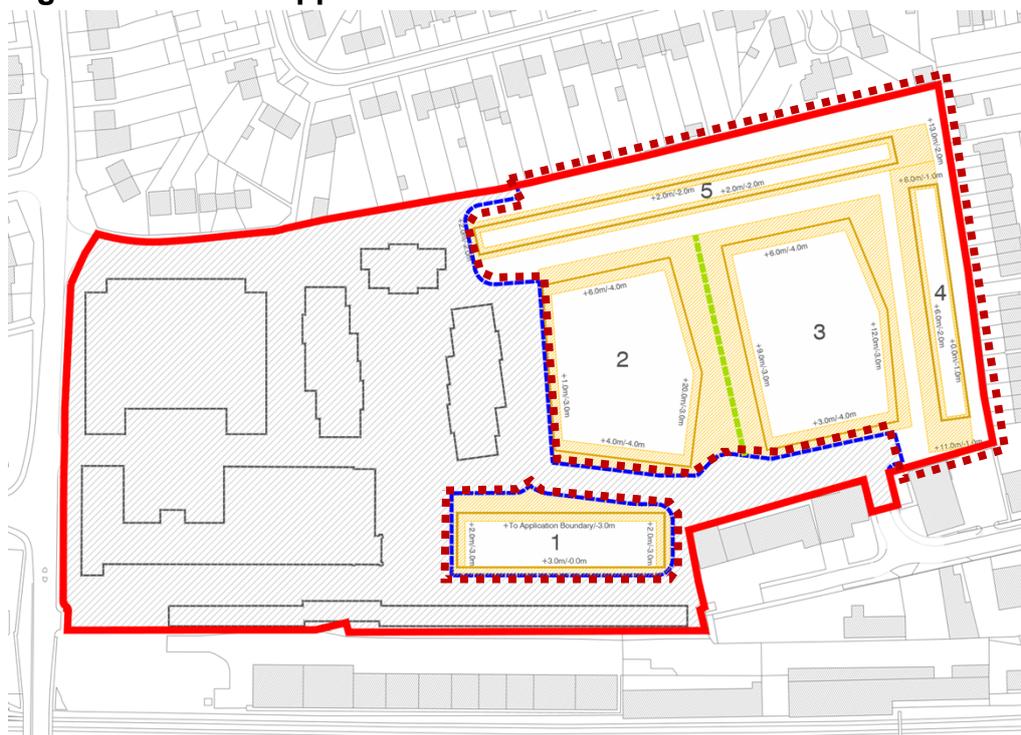
2.6 The proposals require the relocation of the existing Grade II Listed War Memorial 'Grief Statue' to form part of a new public square identified in the masterplan as Memorial Square.

2.7 The proposals include the creation of new public realm and amenity space around Aquifer Gardens and Clocktower Place, Engineering Mews, Memorial Square and the urban realm north of The Warehouse block adjacent to Ploughlees Lane.

- 2.8 The proposed dwelling mix in the detailed component comprises 5 x 1bed studios, 207 x 1 bed apartments, 304 x 2 bed apartments, 11 x 3 bed maisonettes and 27 x 4 bed dwellinghouses. 408 dwellings will be market dwellings for sale and 146 will comprise affordable dwellings. The residential mix of the outline element of the proposals will be fixed at the reserved matters stages.
- 2.9 25% of the overall provision (incorporating both the detailed and outline elements) is proposed as affordable housing (a total of 325 homes). This will be a mix of 50% shared ownership and 50% affordable rent.
- 2.10 The proposed detailed application relates to the western parts of the site including works to the existing (and proposed refurbished) factory building and includes the pedestrian/cycle access connecting Stoke Poges Lane with Stoke Gardens.

Outline Component

Figure 2: Outline Application Area Red Line Plan



- 2.11 The outline phase of the proposals (the areas in the dotted line) will comprise 746 new build homes range from studios to 3 bedrooms as both apartments and mews housing. An indicative layout and parameter plans have been submitted in relation to this phase of the development. The indicative plans identify 5 blocks (numbered 1-5 in

the above plan) which comprise 3 flatted blocks (James Horlick House, William Horlick House and The Maltings) and 2 linear rows of mews/maisonettes (Horlicks Terrace and Barley Mews); up to 160 sqm (GIA) of commercial floorspace (Use Class A1-A3); parking comprising up to 240 parking spaces and 746 cycle parking spaces; and creation of new public realm and amenity space.

2.12 The land uses will be distributed to accommodate commercial uses on the ground floor of part of The Maltings. Undercroft car parking is located at ground floor of James Horlick House and William Horlick House with residential units at some ground floor levels and above. 2x rows of terraces are proposed on the eastern and northern boundaries of the site. The eastern terrace (Barley Mews) has an indicative three storey height and comprises houses with rear gardens and integral on-plot car parking. The northern terrace (Horlicks Terrace) has a four storey indicative height and comprises two storey maisonettes.

2.12 The indicative building height plan suggests James & William Horlicks House could range from 4 storeys to 8 storeys with taller elements up to 14 storeys. The Maltings could range from 5 to 7 storeys. The following image comprises a 3D version of the masterplan.

Figure 3: 3D Indicative Masterplan (taken from Daylight Report)



- 2.13 The outline blocks have been indicatively illustrated on the above 3D masterplan. However, the applicant has submitted parameter plans and design codes to provide a planning framework for future reserved matters to come forward. The parameter plans indicate the locations for the maximum building height and the locations where the height of the blocks step down towards the lower rise housing areas to the north and east.

Access, Servicing and Car Parking

- 2.14 It is proposed that three vehicle accesses to the site will be provided at the existing factory entrance on Stoke Poges Lane; an improved Ploughlees Lane access onto Stoke Poges Lane; and a new access onto Stoke Gardens.

- 2.15 The internal road layout has been designed as a mixture of standard carriageways and shared surface home zones that comprise a group of streets design primarily to meet the needs of pedestrians, cyclists and residents where motor traffic is limited. which form a group of s To improve pedestrian/cycle connectivity between Stoke Poges Lane and Stoke Gardens, a comprehensive network of footpaths will be provided within the site. This will ensure that all aspects of the development are accessible by foot and will provide new routes for the local community to access the town centre and the local public transport interchanges through the site.

- 2.16 The proposed layout has been designed to prevent vehicular rat-running with the development being constructed in two halves. An emerging access link has been provided between the two halves which will be controlled by removable bollards. The internal layout has been designed to provide adequate access to all parts of the development by the emergency services, refuse vehicles and delivery vehicles.

- 2.17 Slough Borough Council (SBC) operates a kerbside collection routine and this will be extended to the proposed development. For the proposed houses, refuse will be collected from the kerb outside the plots, whilst apartment refuse will be collected at ground level from each block's communal bin stores.

- 2.18 In total, the scheme proposes 441 parking spaces for the 1,300 dwellings (equating to a provision of 0.34 per dwelling) within a managed site with parking controls for those with a 'right to park'. Visitor parking is being provided at 5% of the proposed spaces,

therefore a total of 22 spaces for visitors will be spread around the development.

- 2.19 10% Electric vehicle car parking spaces will be provided within the site with EV charging points located in each of the 3 and 4 bed dwelling houses and the remainder of EV charging points located within the under-croft parking areas or within on-street locations. There will be a further 10% passive provision of EV charging points within the site to ensure there is suitable infrastructure built into the development to future proof the car parking areas to enable them to respond to future up-take of Electric Vehicles.
- 2.20 In terms of cycle parking, 1,300 spaces will be provided (one per dwelling). Secure and covered cycle parking will be provided within cycle storage areas within the apartments and within the demise of the houses. In addition to this, cycle hire spaces will be provided within the site within a docking station located adjacent to the central cycle route close to Clocktower Place in the heart of the site.
- 2.21 The proposals include provision in the detailed component for supporting infrastructure and installation of 6 EV car club bays within an EV hub to be located in Memorial Square. The EV Car Club is anticipated to be utilised as part of the council's network of car clubs which is programmed for implementation across the Borough in the next few years. The proposals make provision for 4 x additional EV rapid charger units within this area. Provision will be made for an extension to the EV Car Club for the outline component and the specific provisions will be detailed in the report and secured by way of planning obligations.

Revised Plans

- 2.22 Since the submission of the application in June 2019 the following changes have been made following officer and consultee feedback;
- The Warehouse – amended the northern elevation to create a more active frontages along Ploughlees Lane including the provision of 4 additional units.
 - Artesian House - repositioned the entrance onto the western elevation to activate Darjeeling Corner, and replaced the proposed glazed balustrades with metal balustrades.
 - Darjeeling House – replaced the proposed glazed balustrades with metal balustrades.

- Aquifer House - replaced the proposed glazed balustrades with metal balustrades and reduced the height on the southern part of the building to nine storeys (resulting in loss of 4 units).
- Horlicks Factory – provided a new access from Memorial Square utilising the existing main entrance into the building, and added a new window along the southern elevation on the lower ground floor to provide more natural light into the building. The design of the rooftop extension has been revised making the frame more slender and changing the materials to reflect the industrial character of the site. The factory café has been amended to reflect the modified form/materiality of the rooftop extension.
- Engineering Mews – incorporated new windows on the western elevation to provide natural surveillance for the adjacent car park and new pedestrian access from Stoke Poges Lane.
- Landscaping –Direct access is provided from the private gardens for Darjeeling, Artesian and Aquifer House to Aquifer Gardens, and amended the north-east corner car park to improve the access to the landscaped areas of open space. In addition to this, a new pedestrian access from Stoke Poges Lane to Engineering Mews is introduced.
- Information/display boards are proposed at the ground floor southern façade of the retained factory building to provide animation at ground level adjacent to the public realm.

Application Documentation

2.23 The applicant has provided the following information to:

- Site Location Plan
- Application Boundary Plan
- Proposed Demolition Plan
- Parameter Plan
- Proposed Horizontal Limits of Development Plots (Indicative)
- Illustrative Landscape Masterplan (Overall Site)
- Landscape Planting Framework (Overall Site)
- Detailed Plans of The Factory (Revised), The Warehouse (Revised), Darjeeling House, Aquifer House (Revised), Artesian House (Revised), Workshop and Engineering Mews (Revised)
- Planning Statement
- Statement of Community Involvement
- Design and Access Statement and additional Indicative CGIs
- Design Code (Revised)
- Heritage Impact Assessment

- Townscape, Heritage and Visual Impact Assessment (THVIA) and Addendum Report
- Ecological Assessment
- Aborigicultural Impact Assessment
- Transport Assessment and Addendum Report
- Travel Plan
- Air Quality Assessment (Revised)
- Noise and Vibration Impact Assessment (Revised)
- Ground Investigation Report
- Drainage and Flood Risk Assessment
- Flood Risk Assessment Addendum
- Foul Sewage and Utilities Assessment
- Archaeology Assessment and Written Scheme of Investigation (Revised)
- Daylight / Sunlight Assessment
- Sustainability and Energy Statement
- Wind Microclimate Assessment
- Fire Strategy
- Ground Contamination Interpretative Report
- Habitats Regulation Assessment (HRA)

2.24 In addition to the above technical plans and documents, the applicant has submitted further responses to the consultation representations seeking to address issues raised by the consultees and officers. These expand upon some of the technical information set out in the above documents and will be taken into account in the planning assessment.

3.0 Site and Surrounding Area

The Site

3.1 The site comprises 4.95 hectares of land which includes the existing factory, ancillary buildings, a Grade II listed war memorial, extensive areas of hard-standing for car parking, access and vehicular movements and an area of undeveloped grass-land (formerly a private staff recreation ground) to the east. The Factory building is locally listed in the Local Plan 2004. The site was in operation between 1908 and 2018 to produce Horlicks malted milk. The site is bound by Stoke Poges Lane to the west, industrial units and the Great Western Railway line to the south and existing residential buildings to the north and east.

3.2 The site is in a sustainable location with various public transport modes being within reasonable distance of the site. The Slough train

station and Slough bus station are approximately 0.3 miles southeast. The nearest bus routes are located on Stoke Poges Lane and Stoke Road with bus stops in walking distance of the site.

- 3.3 Slough Town Centre, which provides a wide range of retail, leisure, office, civic and other services, is also in close proximity to the site. The site is also accessible by car with the nearest M4 junction located 1.2 miles south-west of the site to the south east.
- 3.4 The site currently has three existing vehicular/pedestrian access points; one on Stoke Poges Lane and two on Ploughlees Lane. There is also public highway abutting the site from Stoke Gardens. It is considered that the majority of the site is brownfield as it comprises previously developed land. The site does incorporate some undeveloped land (at the former staff recreation ground) but this was used in association with the factory and is within the same single ownership.
- 3.5 The whole Horlicks Factory site is identified on the adopted Proposals Map (2010) as an Existing Business Area. The site is also located within the 'Centre of Slough' area where SBC is seeking to deliver major comprehensive redevelopment. Improvements to the infrastructure of the town centre are also proposed including Crossrail and the western rail link to Heathrow.

The Horlicks Factory

- 3.6 The Horlicks Factory was constructed in three main phases, in 1908, 1929 and 1939, respectively, to designs by engineer, A. G. Christiansen and company architect T. H. F. Burditt. The factory has been incrementally altered and extended throughout the 20th and 21st centuries and the wider site contains various industrial buildings associated with the manufacturing process. The factory comprises a main range with link blocks constructed with an iron frame and faced in red brick. It is four storeys plus basement and has a flat roof in felt. It is bounded to the west by a brick wall dating from c. 1939 topped by metal railings.
- 3.7 The building was continuously occupied by the Horlick's company since its construction until it was acquired by BHOC in November 2018. The factory ceased operation in July 2018.

Surrounding Area

- 3.8 There is a mix of land uses in the wider area with predominantly low rise residential areas to the north and small to medium scale industrial/commercial uses to the south and east. To the east of the site lies two-three storey residential properties at 1-12 Reet Terrace (of Stoke Gardens) and 1-11 & 32-42 Chaucer Way. The properties on Chaucer Way lie at a lower ground level to the site and contain small gardens at the rear which back onto the site. To the north of the site, the immediately adjoining properties comprise 1-3 (odd) Ploughlees, Lane 13 and 15 Stoke Poges Lane, 22-60 (even) Gilliat Road, 1-6 Shackleton Road (odd and even) which comprise two storey semi-detached and detached buildings. To the west of Stoke Poges Lane, lies 1-34 & 114-132 Pickford Gardens which comprises a 6/7 storey flatted development set back from the street and 2-6 Stoke Poges Lane (two storey properties).
- 3.9 The land immediately to the south comprises warehouses and distribution centres, with car repairs, other industrial uses on Stoke Gardens to the south east. Stoke Gardens also contains some residential uses including the new 4 storey development at 4 Stoke Gardens and the 6 storey flatted block at West Central at the corner of Stoke Road. Slough town centre is located further to the south east. Slough Trading Estate, a significantly sized mixed employment area, is approximately 1.2km northeast of the site. Salt Hill Park is located to the south west of the site and contains a variety of recreation facilities and open space.
- 3.9 The surrounding area is planned for significant change notably within the 'Centre of Slough' area. Further strategic mixed use developments are anticipated at the Thames Valley University site to the south which is understood to be proposing buildings of up to 18 storeys. A resolution to grant planning permission also exists for the redevelopment of the Queensmere Shopping Centre consisting of towers between 15 and 23 storeys and the Octagon site for 26 storeys.
- 3.10 Further east of Stoke Road, and to the north of the Great Western Mail Line railway, are a variety of uses including hotel, office and residential development have replaced the former industrial land uses. Building heights in this area to the east of the generally comprise of 2 to 15 storeys, reflecting the extension of the town centre to the north of the railway line.

4.0 Planning History

- 4.1 The planning history records for the site commence from 1972. There are several decisions for minor alterations or extensions to the Horlicks Factory site since this time. The most relevant decision identified is a planning permission granted in 1972 for the “erection of a factory for the manufacture of soft drinks, fruit juice and beverages and for ancillary purposes” at land to the rear of the Horlicks Factory. This permission granted approval for 99,440 sqft of floorspace with the approved site layout showing a significant quantum of development located on the undeveloped land on the site to the east. The following applications/pre-application inquiries are of note:
- 4.2 P/00094/037 - Environmental Impact Assessment (EIA) Screening Opinion for the redevelopment of the Horlicks Factory Site to provide up to 1300 new homes, with mixed uses in support of a hybrid planning application comprising outline planning (with all matters reserved) for approximately 800 homes including commercial floor space, ancillary facilities, car and cycle parking, public realm, landscaping and amenity space and all associated works; and; full planning for part demolition, change of use and part extension of the existing Horlicks factory along with development of approximately 500 new build homes, commercial floor space and nursery with ancillary facilities, car and cycle parking, on site relocation of war memorial, public realm, landscaping, amenity space, access and all associated works. EIA Not Required 18-June-2019
- 4.3 P/00094/038 - Application for a Prior Notification of proposed demolition of North building and ancillary buildings at the Horlicks Factory. Approved with conditions 25-June-2019
- 4.4 P/00094/040 - Relocation of the Grade II listed Horlicks War Memorial, as part of comprehensive redevelopment of the former Horlicks Factory Site – Pending determination of this hybrid application.
- 4.5 P/00094/041 - Application for a Prior Notification of proposed part demolition of the Horlicks Factory and ancillary structures - Pending
- 4.6 PREAPP/0964 – A pre-application inquiry was submitted in 2018 for the comprehensive redevelopment of the site to provide approx. 760 homes including the retention and refurbishment of the Factory, provision of new public open spaces and routes and some limited non-residential use. Officers concluded that the principle for a residential led scheme would be acceptable subject to detailed design/planning considerations and that the loss of business area should be fully

justified as an exception. Officers noted that material considerations would need to be identified in order to determine whether these outweigh the business area's designation and the loss of employment policy.

Officers concluded at the time that to justify loss of any business area any proposal needs to be fully policy compliant in terms of affordable housing, infrastructure and good design (etc) and include benefits that outweigh the business area loss such as additional affordable housing.

5.0 Neighbour Notification

5.1 Site Notices (dated 2nd July 2019) were placed on Stoke Poges Lane, Stranraer Gardens, Ploughlees Lane, Stoke Gardens, Gilliat Road and Grays Road. A press notice was issued in the Slough Express on the 5th July 2019. The Local Planning Authority has carried out a consultation exercise which expired on 27th July 2019. Any responses received after the report has been written and prior to the meeting will be reported and considered on the amendment sheet.

5.2 A very extensive neighbour notification process has been carried out, and 763 letters have been sent to addresses on Ploughlees Lane, Stranraer Gardens, Stoke Gardens, Stoke Poges Lane, Lansdowne Avenue, Reet Avenue, Belgrave Gardens, Gilliat Road, Bradley Road, Baylis Road, Shackleton Road, Bristol Way, Grays Road, Littledown Road, Belmont Works, Pickfords Gardens, Chaucer Way, Queens Road & Pool Lane (including all flats and non-residential units).

5.3 10 letters of support have been received raising the following points:

- Support the preservation and restoration of the locally listed Horlicks Factory and bringing it back into long-term sustainable use for the benefit of the whole community.
- Support plans to open up the Horlicks Factory to create a new cycle and pedestrian route through the site which will provide a safer route to and from the town centre as well as encouraging sustainable travel throughout the town.
- Supports a high quality scheme that creates new publicly accessible spaces with restored local landmarks including the Chimney and Clocktower at the centre, which will deliver a range of benefits to the whole community.
- Support additional provision of restaurants given the limited choice in the town.

- Slough desperately needs more new, high-quality homes.
- We should be regenerating brownfield former industrial sites like the Horlicks Factory.
- I would like to see a variety of high quality homes from one bed homes to three bed family houses, including affordable housing, built amongst high quality public spaces.
- I would like to see a high quality scheme that creates new publicly accessible spaces with restored local landmarks including the Chimney and Clocktower at the centre, which will deliver a range of benefits to the whole community.
- I think the new development will be great for the area. Horlicks is an iconic building and being restored is better than a new build as it brings great character.

5.4 2 letters of objection have been received raising the following points:

- Concern about traffic impact.
- Lack of car parking for development.
- Concern about visual impact of development in views from Belgrave Road.
- No consideration is give to height development blocking light to surrounding properties.
- No mention of effects on living conditions.
- No mention of impact on sunlight or moonlight levels in adjoining properties.
- View from Copper Horse has not been considered.;
- High rise buildings in the area should not be considered as precedents.
- High rise buildings will have a significant impact from the colour palette.
- Unclear about protection of artesian well.
- Important to consider impact on Salt Hill Stream.
- Concern about whether listed war memorial is being demolished;
- Concern about lack of detail in the application.

5.5 Any additional comments received will be set out in the Committee Amendment Sheet.

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 Environment Agency

No objections. The previous use of the proposed development site as a factory presents a risk of contamination that could be mobilised during construction to pollute controlled waters. Controlled waters are particularly sensitive in this location because the proposed development site is located over several Principal Aquifers a source Protection Zone 2.

The Ramboll Ground Contamination Interpretive Report and Ground Investigation Report dated June 2019 demonstrate that it will be possible to manage the risks posed to controlled waters by this development. Further detailed information will however be required before built development is undertaken. We believe that it would place an unreasonable burden on the developer to ask for more detailed information prior to the granting of planning permission but respect that this is a decision for the local planning authority.

In light of the above, the proposed development will be acceptable if a planning condition is included requiring the submission of a remediation strategy. This should be carried out by a competent person in line with paragraph 178 of the National Planning Policy Framework.

6.3 Natural England:

Objection - further information required to determine impacts on designated sites. As submitted, the application could have potential significant effects on Burnham Beeches Special Area of Conservation. Natural England requires further information in order to determine the significance of these impacts and the scope for mitigation.

The following information is required:

- A Habitats Regulations Assessment (HRA) to identify aspects of the proposed development that have the potential to cause a likely significant effect on Burnham Beeches SAC.

Without this information, Natural England may need to object to the proposal. Please re-consult Natural England once this information has

been obtained. Natural England's advice on other issues is set out below.

6.4 Thames Valley Police (Crime Prevention Design Advisor)

No objections to the proposals. However, some aspects of the design and layout could be problematic in crime prevention design terms and therefore the development may not meet the requirements of the National Planning Policy Framework 2018, Section 12 'Achieving well-designed places', point 127 (part f) and HMCLG's Planning Practice Guidance on 'Design'.

The DAS states that physical security will be designed and specified with the principles and standards of Secured by Design (SBD) in mind. A gold award should be the target for the development. A condition should be placed upon any approval for this application which could be worded as such:

Prior to commencement of development, an application shall be made for Secured by Design accreditation on the development hereby approved. The development shall be carried out in accordance with the approved details, and shall not be occupied or used until confirmation of SBD accreditation has been received by the authority

The following Issues would need to be addressed before accreditation could be achieved:

- Routes to be clearly identified to aid way-finding
- Avoid loops within the road layout to prevent joy riding
- Increase surveillance and overlooking of car parking areas in the south west and north west corners;
- Increase active frontages throughout;
- Car parking management
- A holistic approach should be taken in relation to surveillance, landscape, lighting and CCTV;
- The proposed hard landscape features and furniture in the public realm.
- Recommend that bollards are not used as they provide only low level illumination;

The following comments apply to the detailed parts of the development:

- Internal doors should be separated the stairwells and lifts from the main entrance door.

- Too many linked cores;
- Appropriate compartmentation must be provided, by provision of permanent physical features or robust access control measures to restrict unauthorised access and foster community spirit amongst neighbours, whilst also reducing the anonymity of strangers.
- Laminate glazing at ground floors needed to secure SBD accreditation;
- Too many recessed individual flat entrance doors;
- A comprehensive access control/entry system must be provided;
- A secure post/delivery system must be provided.
- Utility meters should be placed where access can be gained by authorised personnel without entering private spaces.
- Lighting of internal communal areas should be 24hr, controlled by switched, photoelectric cells .
- A CCTV system that covers all access points (internally and externally) and private parking areas as a minimum should be provided. .
- The door at the western end of the gym (of the Horlicks Factory) should be emergency exit only.
- More detail is needed on how the Residents Lounge and Roof Terrance in the Clock Tower will be used safely and securely.
- The specification of the vehicle gates/shutters at the entrance of the Warehouse Building car park is needed;
- Car parking allocations needs clarifying as does the location of secure motorcycle parking.
- The Workshop & Engineering Mews front doors of these houses are all recessed. Could this be avoided?

6.5 Lead Local Flood Risk Authority

Surface Water Drainage: LLFA have reviewed the Flood Risk Assessment Addendum report (Issue 1, 16 August 2019) in relation to the above planning application and note that the general principles for the surface water drainage proposals are acceptable. LLFA recommend that further information should be submitted within a detailed Surface Water Drainage proposals as part of a more detailed design phase.

6.6 BEAMS (Heritage Advisors)

No objection. The former Horlicks Factory is a landmark building in the town, it lies close to the town centre, adjacent to the railway line and with the familiar 'Horlicks Factory' lettering at roof level and its crenelated clock tower and chimney being notable features. The former factory is a 'locally listed building' (undesigned heritage asset), it was

considered for statutory listing by Historic England but was found to lack the necessary architectural interest for formal designation. The factory was built in 1908 to produce 'Horlicks' in the UK with various extensions and alterations occurring throughout the 20th century.

A detailed Heritage Impact Assessment has been prepared by Lichfields in support of this application in accordance with NPPF para. 189 and this provides a comprehensive report on the history and development of the site and an assessment of the proposals.

The proposal comprises the residential conversion of the main Horlicks factory building and the redevelopment of the wider site with residential development of varying scale and design.

Generally the approach to the redevelopment of the site and the proposed alterations to the former Horlicks Factory, including retention of the factory (with later extensions and accretions removed) and retention of the clock tower and the chimney are welcomed. The proposals ensure the most significant parts of this locally listed building will be preserved with a new long term use for the former Horlicks factory building as residential flats / apartments achieved. The site will also be opened up with new residential development of varying scale throughout the site.

In terms of alterations to the former Horlicks Factory the raising in height of the parapet of the existing building is supported in principle. The application plans show how the existing details, including cornice, will be replicated. To ensure a good overall finish an appropriate matching brick will be required (this should be a condition of any consent).

The newly created internal atrium with glazed roof will retain much of the existing steel structure of the factory building and is considered an acceptable alteration to this non-designated heritage asset.

In terms of the interior it seems as if the whole is to be gutted as part of the redevelopment, and it seems unlikely the existing offices which contain timber panelling or other decorative detailing will be retained. As such, it is recommended a level 2 to 3 Historic Building Recording of the Horlicks Factory (internally and externally) and all other associated buildings / structures on the site should form a condition of any consent.

The proposed plans include a 2-storey roof top extension to a large part of the Horlicks Factory building. Some concerns were raised at the pre-application stage regarding the 2-storey nature of the set in roof top extension and its impact upon the character / appearance of the locally important building. BEAMS would prefer to see the factory converted without any upwards extension, or if it were, it is considered a single storey rooftop extension would sit more comfortably atop the existing building and be less overbearing. Despite this, it is recognised that the roof top extension has an understated design and verticality and that the grey aluminium finish provides a contemporary addition to the existing factory. It would be useful if some Accurate Visual representations of all the elevations of the Horlicks factory (as per page 13 of the Heritage Impact Assessment) could be provided as the elevation plans do not really give a clear idea of the resulting appearance of this rooftop extension.

The relocation / replacement of the Horlicks Factory sign is considered acceptable, the existing sign is not that old and historic photos show how the signage has changed over the last century. Its position adjacent to the proposed roof garden on top of the factory building is considered appropriate.

In terms of the development on site, the new block to the north of the Horlicks factory, whilst blocking street scene views from Stoke Poges Lane, is of an appropriate design, material finish and scale.

The scale of development increases further to the east side of the site, with development of up to 13 storeys proposed here. The Heritage Impact Assessment considers the potential impact of the proposed development upon various designated Heritage Assets in the locality and further afield in terms of their setting; BEAMS generally agrees with the approach and conclusions Lichfields have reached.

Views from the Copper Horse statue looking towards Windsor Castle are of particular importance and the decision maker should be satisfied the proposed new taller development within the Horlicks site does not impact upon the setting of Windsor Castle - the application suggests the new development would not be visible in this view.

As previously advised the conversion of the Horlicks Factory to residential use and the redevelopment of the site is fully supported. BEAMS considers that there will be some harm to the Horlicks factory building as a result of loss of built fabric, the 2-storey roof extension

and the change in character of the wider site, the chimney will have a lesser role as a landmark locally due to the height of development to the east. However, the development will also ensure the retention, refurbishment and continued use of the Horlicks Factory building, with residential use ensuring the building remains in use and maintained. BEAMS would like to see further Accurate Visual Representations of the Horlicks Factory with its roof top extension from all elevations, to better assess the visual impact and appearance of this element.

6.7 Berkshire Archaeology

The WSI as submitted is acceptable and sufficient to discharge Part A of the condition (recommended in the initial response from Berks Archaeology) and therefore in the opinion of Berkshire Archaeology, works should be allowed to proceed in line with the WSI as stated in Part B of the condition.

6.8 Historic England

No objections.

6.9 Chiltern District Council & South Bucks District Council

This Council has considered the above application and raises No Objection to the application subject to your authority ensuring that the proposal complies with all relevant policies contained in the adopted Development Plan and guidance contained in the National Planning Policy Framework.

The documents submitted by the applicant have been reviewed It is considered that, although in relatively close proximity to the South Bucks District boundary the distance to properties within South Bucks combined with the nature of the development should mitigate any potential visual impact on the South Bucks region from the development. Whilst additional impact to traffic, school placements and other publically provided facilities within South Bucks is a consideration consultation should also have been had with relevant the relevant Authority (Buckinghamshire County Council) in relation to these matters and it is requested that their response be given full and appropriate consideration.

It is therefore considered that no objection should be raised to the proposal provided that a full assessment is made in relation to the potential impact on neighbouring properties located within the South Bucks area.

6.10

Sport England:

No objection. SE's Facilities Planning Model (FPM) shows that there is a current under provision of water/swimming pool space of 795m² for the existing residents, and an overprovision of 1.5 courts for the sports hall (based on data collected in January/February 2019). SE consider that there would be demand created by the new development for Sports Halls, Swimming Pools, Artificial Grass Pitches and Indoor Bowls. Contributions should be sought for built sports facilities given the existing levels of provision.

The fact that the current playing field is private has no bearing on the National Planning Policy Framework, as it does not make any distinction between private and public playing fields. SE are reviewing Slough's Playing Pitch Strategy and it is acknowledged that there is a lack of provision for some playing pitch sports within the borough. SE strongly advocate that a higher contribution is sought for the delivery of playing pitch sports provision.

SE note the amount of contribution offered by the developer is £250,000 towards sport, which appears to be extremely low. SE considers the authority should produce more up to date policies and evidence bases to support better investment in to sport.

On balance Sport England withdraws its non-statutory objection to the planning application, but still would urge the authority to seek a higher contribution towards the sporting infrastructure to meet the needs of the new residents of the development.

6.11

Heathrow Airport:

The proposed development has been examined from an aerodrome safeguarding perspective and could conflict with safeguarding criteria unless any planning permission granted is subject to the condition requiring a Bird Hazard Management Plan to be submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include details of management of any flat/shallow pitched on buildings within the site which may be attractive to nesting, roosting and "loafing" birds.

Wind Turbines can impact on the safe operation of aircraft through interference with aviation radar and/or due to their height. Any proposal that incorporates wind turbines must be assessed in more detail to determine the potential impacts on aviation interests.

6.12 Thames Valley Police

Given the scale and significance of the proposal Thames Valley Police consider it appropriate that the developer should contribute towards the provision of infrastructure to mitigate the impact of the development. In order to mitigate against the impact of growth TVP have calculated that the “cost” of policing new growth in the area equates to £175,715 to fund the future purchase of infrastructure to serve the development.

The contribution represents a pooled contribution towards the provision of new infrastructure to serve the site and surrounding area. The contribution will mitigate against the additional impacts of this development because our existing infrastructures do not have the capacity to meet these and because like some other services we do not have the funding ability to respond to growth

6.13 Windfoul & Wetlands Trust (WWT)

WWT has advised SBC that they want to stay involved with the scheme particularly as it has the potential to impact positively or negatively on the stream. There is concern about the lack of detail about how much water is to be used for “aquifer gardens” and if this will mean a reduction to the stream discharge (i.e. will it return to the stream from the gardens or represent a 100% loss?). Clarification is sought on this in order to determine to what extent this reduce discharge from the current levels.

Clarification and further details are needed and a condition would be recommended to ensure no loss of volume or quality of stream discharge compared to current situation; and/or if the scheme includes current abstraction in a new feature then it should be returned to the stream (as above with no loss of volume/quality) afterwards (i.e the new feature discharges back to the pipe or alternative arrangement e.g. surface channel with wildlife habitat provision). The above provisions could allow oxygenation and cooling of the warmer groundwater but only if flows to the stream itself are not reduced.

6.14 Slough Borough Council Leisure Services

No objections but would support contributions towards play area replacement and/or sport court improvements in Salt Hill Park, extra stream works at Salt Hill stream, Phase 2 of the Wetlands scheme in Baylis Park or Shrub and rose bed refurbishment in Salt Hill Park or Baylis Park.

6.15 Slough Borough Council Special Projects Officer

Energy – the overall approach is reasonable. A condition should be applied to ensure the Council’s Core Strategy policy 8 is complied with in accordance with guidance in the Developers Guide part 2 Page 15 (2017). The applicant should indicate how the energy proposal relates to Building regs 2013 TER.

Overheating (residential) – applicant needs to explain how the proposal will limit overheating in accordance with recent recognised guidance on the matter and the relationship to noise attenuation measures in some homes.

Ecology: No comments.

6.16 Slough Borough Council Environmental Quality – Noise

(Original Comment Summary): Overall, Further assessment has been requested by Environmental Quality to consider whether higher specifications of glazing and ventilation is required to mitigate night time noise given the number of exceedances. Concerns have been raised in the consultation responses in connection with the approach to assessing demolition and construction noise, aircraft noise (including the implications from Heathrow Airport Expansion), noise from passing trains and the need to mitigate for a worst case scenario (in the parts of the site where there is a high frequency of exceedance).

(Revised Comments): SBC are satisfied that noise limits on blocks A and M can be achieved with the new trickle ventilation acoustic performance specification (previously was 40dBnew for block M). Can it be confirmed that this acoustic ventilation improvement will also apply to the bedrooms in the block N ‘The Maltings’ (5th floor)? Appendix 5 highlights these bedrooms as red, achieving 45-48dB LAFmax during night periods with 40dB Dnew open vents, which will need to be reduced to 45dB.

SBC will expect an additional report on the construction noise assessment, which will indicate the noise level expected during construction and suitable mitigation. It is expected that this will also include modelling and assessment on the suitability of the proposed (Noise) 2.4m barrier.

6.17 Slough Borough Council Environmental Quality – Air Quality

The Council has appointed an external consultant to assess the technical documents submitted in connection with the air quality impacts. The Council’s consultant (Ricardo) has raised the following queries (that are summarised below):

- In general, the approach to the AQA is in line with best practice. Following the provision of the “Additional Information Relating to Construction Phase” and Ramboll UK Limited’s response to the initial review, Ricardo consider the conclusion on the significance of the impacts on air quality resulting from the construction and operation of the proposed Horlicks Factory Development to be acceptable. The assessment concludes “Overall, air quality at the site is therefore considered to be suitable for residential purposes and the proposed development would not have a significant impact on air quality.

The Council’s Air Quality Officers recommend that the mitigation scheme prioritises the implementation of on-site measures to deliver on the objectives of the Low Emissions Strategy for the Borough. The recommended provisions are as follows:

Car Club Requirements/specifications

Phase 1 and Phase 2

EV car club specification Phase 1

1. The developer will provide 6 dedicated EV car club bays as part of Phase 1 (these bays shall be clearly marked out on a site plan and approved by the LPA).
2. The dedicated bays shall be clearly marked up with appropriate car club signage, which will need to be submitted and approved by the LPA.
3. The EV car club shall be operated by the Councils car club partner who will also provide the EVs on the site.
4. The EV car club shall be accessible to all site users and members of the public outside the site development. The EV car club bays shall be accessible 24 hours a day.
5. The developer’s car park management plan shall include details on how the EV hub and EV car club bays will be operated, managed and enforced on the development site.

EV car club specification Phase 2

1. Up to an additional 8 dedicated EV car club bays are proposed as part of Phase 2 of the development, but this is subject to a detailed review of the car club operation and its viability on the development site after 3 years of operation to determine the number of car club bays for phase 2.

The developer shall EV Car club EV charger specification (see Twin Datasheet):

1. During Phase 1 the developer is to install 3 dual 22kW post mounted charging points with a 3 phase 2 x 32 amp supply for each charging point,
2. Each charging post shall be capable of serving two car clubs bays (please refer to twin datasheet attached) and capable of charging two EVs simultaneously.
3. These charges shall have pay as you go functionality to enable the car club user to charge the EV car using a bank card.
4. These EV chargers shall be owned by the Council and operated and maintained by the Councils car club EVCP partner.
5. These EV chargers shall be open source, meaning they do not require a membership scheme to operate them.
6. The developer does not need to install pod point units but does need to use a reputable EVCP company with a successful track record for installing EV charging infrastructure and the details of the proposed EV chargers need to be submitted and approved by the LPA.

Car club phase 1 financial contribution (up to 500 homes)

The financial contribution towards the operation of the EV Car Club during phase 1, its ongoing maintenance and servicing including for the EV chargers, and also incentivising the use of the car club amongst all the new residents with the development scheme (via 1 year free membership and 20 hours free car rental per dwelling) **is £100,000**. This should be payable to the Council on commencement of first occupation of the development. The Council will manage the membership scheme and use a voucher or code for free rental with its car club partner.

Car club phase 2 financial contribution (up to 800 homes)

The financial contribution towards the operation of the EV Car Club during phase 2, its ongoing maintenance and servicing including the EV chargers, and also incentivising the use of the car club amongst all the new residents with the development scheme (via 1 year free membership and 20 hours free car rental per dwelling) **is £150,000**. This should be payable to the Council on commencement of first

occupation of the development. The Council will manage the membership scheme and use a voucher or code for free rental.

Phase 1 EV Hub Requirements/specifications (V50 Datasheet):

The EV Hub minimum requirements for Phase 1 are:

1. A provision of 4 dedicated rapid chargers in one location with easy access on the development site (to be clearly shown on the site plan and agreed with the LPA)
2. The chargers must meet the minimum attached specifications (refer to V50 Datasheet), there is a minimum requirement for four 50 kW DC chargers on site.
3. The developer does not need to install Pod Point rapid chargers (but does need to use a reputable EV charging company with a track record of successful commercial and residential delivery of EV charging infrastructure) and the details of the proposed Rapid chargers need to be submitted and approved by the LPA prior to their installation.
4. The provision of four dedicated rapid charger bays on the site, EV signage and crash barrier protection for the rapid chargers, the details to be submitted and approved by the LPA prior to their installation.
5. The Rapid Chargers will be available 24/7 to all site and non site (public EV users).
6. In addition the chargers will need to operate a 'pay as you go' card system and be open sourced (meaning they can be used by any EV user without the requirement to be a member of the EV network). This is line with Government policy which requires public EV charging to be more accessible to the all EV drivers.
7. Slough BC will operate an EV network and membership scheme, they will offer free membership to all new residents of the site during Phase 1 for a period of 1 year.
8. In addition the EV chargers will need to meet the latest Open Charge Point Protocols this is an application protocol for communication between Electric vehicle (EV) charging stations and a central management system, also known as a charging station network, similar to cell phones and cell phone networks. The details shall be submitted and approved by the LPA.

Financial Contribution

The financial contribution towards the operation of the EV hub, and its ongoing maintenance as well as incentivising its use for all the new

residents with the development scheme (through free membership or similar incentive) is **£50,000**. This should be payable to the Council on commencement of first occupation of the development and completion of the EV hub.

Phase 2: EV hub contribution

A financial contribution for **£400,000** will be payable to the Council prior to the commencement of Phase 2 to enable the Council to build a super charger EV hub close to the mainline Slough Train Station (transport hub).

6.18 Slough Borough Council Environmental Quality – Ground Contamination

The main Conclusions and Recommendations for this stage of development are as follows:

- Further consideration needs to be given to the remediation of the soils impacted by asbestos, metals, PAHs and TPHs, and VOC, depending on the proposed design for each area.
- Groundwater contamination by Boron, PAHs and TPHs was confirmed in a significant number of boreholes. However, further monitoring and analysis is required in order to fully characterise the site and develop a Site Specific Remediation Strategy.
- Ground gas monitoring revealed a potential classification of CS1, but due to limitations and lack of specific design, it is early to say if this will be appropriate later in the development. Further ground gas monitoring and assessment is recommended.
- The initial waste assessment identified all three types of waste on site, which should be disposed of/re-used under the appropriate Duty of Care procedures, and the details described in a site specific Materials management Plan.
- I concur with the Recommendations of the report (page 64), and advise that these are carried out accordingly, but actions should not be limited to this list alone.

Based on the above, I recommend the following land contamination conditions are secured requiring a Phase 3 Quantitative Risk Assessment and Site Specific Remediation and Remediation Validation.

6.19 Slough Borough Council Building Control

No objections. Building Control have recently received and reviewed the proposed fire strategy documents for the site as a whole. The document sets out the principals for fire safety (not the specific design details) for the buildings across the site and was provisionally approved based on some minor changes. At this stage, only internal layout issues were noted but the design manager (from the developer) is aware.

6.20 Slough Borough Council Neighbourhood Enforcement Team
No comments

6.21 Slough Borough Council Housing Officer

The proposal put forward by Berkley Homes is for 25% affordable of the 1300 homes. This level is below policy however we note BPS (SBC's independent surveyors) suggest this is a fair offer under circumstances. The tenures split of 50% Slough Living Rent (SLR) and 50% Shared ownership is also not policy compliant, in particular SAR (target or social rent) is omitted. The affordable unit types are predominantly 1 bed (117) and 2 bed flats (164). 3 bed houses (24) and some studio apartments (20) are also proposed.

Given BPS's review and recommendations, the 25% affordable proposed is appropriate, and note BPS recommendation not to request a review mechanism.

However our comments on the proposals of the affordable housing are;

- The unit mix proposed is representative of the overall development however the councils highest demand is for 2 bed and 3 bed properties. Our preference would be no studios, and a higher proportion of 2/3 beds.
- Our preference would be a higher proportion of rented 60:40%
- Policy compliant requires some properties at Slough Affordable Rent (target rent). Whilst Housing are willing to fore go SAR units we are mindful this is the first large scheme since the AH policy was established in 2017. Scenario options may need to be discussed with Cabinet. It will set a precedent and contradicts inclusion of SAR in the revised AH policy.

We recognise that the above will have an adverse impact on the overall levels of affordable proposed but would welcome some further investigation on whether there is scope for changes in the tenure and size mix.

6.22 Fire and Access Officer
No comments

6.23 Slough Borough Council Public Health, Adults and Communities
No objections. It is noted that CCG will need to confirm whether with the additional properties at Horlicks, combined with the potential development on the old Montem ground will significantly impact on local primary care. Initial thoughts are that there could be impacts noting that 2 local GP's (Bharani and Shreeji) are already at capacity.

6.24 Slough Borough Council Asset Management - Education Planning
The Early Years Team support the provision of an 84 place nursery of 464 square meters and are seeking a second (non-dedicated) provision in phase 2 instead of the contribution (for phase 2). It is considered that an 84 place nursery is a sustainable number and the second building can then support early years and childcare. If the applicant agrees to a second provision (in phase 2) it should be a multi purpose space (with two-four main rooms, toilet facilities, kitchen, office, staff room and an outdoor space). The size of the overall building will need to be approx. 370 square meters plus additional outside space.

Notwithstanding the above, if there are no phase 2 on-site provisions, a contribution is sought towards Secondary, Primary, SEND and Post 16 years education facilities (at Grove Academy) for the detailed component (which includes a waiver for the infant places). A contribution is also sought towards Secondary, Primary, SEND, Early Years and Post 16 year education facilities for the outline component.

6.25 Slough Borough Council Tree & Landscape Design Officer
No objection on arboricultural or landscape grounds subject to the submission of details.

The submitted arboricultural impact assessment identifies 42 individual and 7 groups of trees within and the site and on adjoining land. Of these 26 individuals and 2 groups will be removed to accommodate this development. Most of these trees do not have significant public amenity as they are hidden by existing buildings.

The most prominent and high value are two lime trees T1 and T2 (applicants plan) located at the junction of ploughlees and Stoke Pougues Lane. Unfortunately, these cannot be retained due to road safety requirements and the relocation of gas pipe line.

Trees T18, T20 and T22 are shown to be retained these large landscape scale trees will in the short-term help soften the development. However, located at around 10m from the property there is unlikely to any long-term merit due to post development pressure. Hence these trees will not qualify of special protection.

New tree planting proposed around the development should mitigate the loss of trees in the medium term.

An arboricultural method statement and tree protection plan in accordance with guidance within BS5837:2012 Trees in relation to design demolition and construction will be required to be submitted and approved prior to any works commencing.

A landscape master plan has been developed for the site which includes open spaces, trees shrubs water features and play areas. The general thrust of the plan is good and subject to details that can be submitted under condition the proposal is acceptable.

Large areas of landscape will be on podium (car parking below) the tree planters must be created as large as possible and where ever possible these planters need to be linked in order have large planters. The core tree species are broadly acceptable apart from the following: Acer platanoides 'Emerald Queen', Quercus robur 'Koster' these species due are prone to pests and poor form.

Acer platanoides should be changed for Liriodendron tulipifera; Quercus robur plant Fagus sylvatica 'Dawyck' or other species similar. New tree planting in hard surface areas must where ever possible have below ground modular rooting space provided. This will help ensure successful tree establishment, reduce damage to surfacing and act as part of the Suds systems.

The shrub list should contain a core group of native species for ecological reasons to encourage pollinating insects and food sources for birds. Currently the species list is overly biased towards ornamental plantings.

6.26 Slough Borough Council Transport and Highways
Comments set out in the report

6.27 Slough Borough Council Libraries
No objection.

6.28 Slough Borough Council Environmental Quality – Senior Carbon Project Officer
No comments

6.29 Slough Borough Council Economic Development Team
Whilst it is a negative that the site is moving from designated Employment land to residential land we recognise that its proximity to the town centre will impact on increased levels of footfall and spend. The site does provide some commercial space which will create a number of jobs. In addition the nursery will provide a number of jobs. It will be good to ensure these jobs are fulfilled by a local workforce. We welcome the high quality landscaping and public realm which adds to Slough's attractiveness as a destination for live / work / play and stay. The affordable homes element provides a good mix of residents and opportunities for inclusivity.

Any section 106 employment and skills opportunities should be seized both at construction and occupation phase. Financial Contributions towards the following initiatives (in order to mitigate the impact of the loss of employment generating floorspace) is sought:

- Town Centre Innovation Hub (setting up and management of the facility);
- Construction Academy and partnership with local education institutions;
- Affordable Workspace in the Borough to support start up enterprises and local businesses;

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)

H14 Amenity Space

EMP12 Remaining Existing Business Areas

EN1 Standard of Design

EN3 Landscaping

EN5 Design and Crime

EN17 Locally Listed Buildings

EN34 Utility Infrastructure

OSC4 Protection of private playing fields

OSC5 Public Open Space requirements

OSC8 Green Space

OSC15 New facilities in residential Developments
T2 Parking
T8 Cycling Network and Facilities
T9 Bus Network and Facilities

7.4 Other Relevant Documents/Guidance
Slough Borough Council Developer's Guide Parts 1-4
Proposals Map 2010

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 June 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 identified in Table 1 (Strategic Sites) of the Emerging Preferred Spatial Strategy update report (dated February 2018) as a strategic housing site. Therefore, it is recognised that site has potential to make a very useful contribution towards meeting the increasing housing targets for the Borough, by increasing the residential quantum close to 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.

In the supporting Appendix to the Emerging Strategy, the Horlicks Site Key Site Development Requirements are noted as follows:

- Retain the main historic building and war memorial
- Setting of war memorial and historic building to be protected (particularly when viewed from Stoke Poges Lane and from William Street)
- New development to be primarily residential and include a significant proportion of family homes.
- Community and small scale retail use to serve the development
- Some employment use to be incorporated.
- In terms of character of development the site can be treated as a transition site between town centre and adjacent suburban area provided it is linked to the town centre via Stoke Gardens. The character of the development should not be town centre in

terms of scale and appearance.

- New buildings to be no higher than 6 storey.
- Buildings to be lower than parapet of existing building.
- Open space minimum of 0.48 hectares and green infrastructure throughout the site.
- Pedestrian and cycle link to Stoke Gardens (access to town centre)
- Provide for public pedestrian and cycle access through site (Stoke Poges Lane to Stoke Gardens)
- Mitigation for loss of former playing field through recreation/landscape enhancement off site.
- Retain artesian well water flow to Salt Hill Stream.
- High quality design including public realm and building materials that last.
- Long term maintenance/management of public realm to be secured.
- Policy compliant affordable housing on site taking account of greenfield portion of site.
- Affordable housing to include some family homes.
- Development to be in accordance with the Council's planning policies and guidance including Section 106 planning obligation infrastructure etc. and any necessary air quality mitigation

7.7 Interim Framework for the Centre of Slough

Slough Borough Council has produced an Interim Planning Framework for the Centre of Slough which comprises a "land use" framework which sets out how sites could come forward for development in a comprehensive way.

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. The Framework was considered at Planning Committee on the 31st July 2019 and members endorsed the approach taken in the strategy.

The Framework sets out the broad principles for how the centre should look in terms of building heights, street patterns, key linkages and design quality.

The Framework aims to direct development to key areas and sites and ensure new development is coordinated to ensure it ties in with

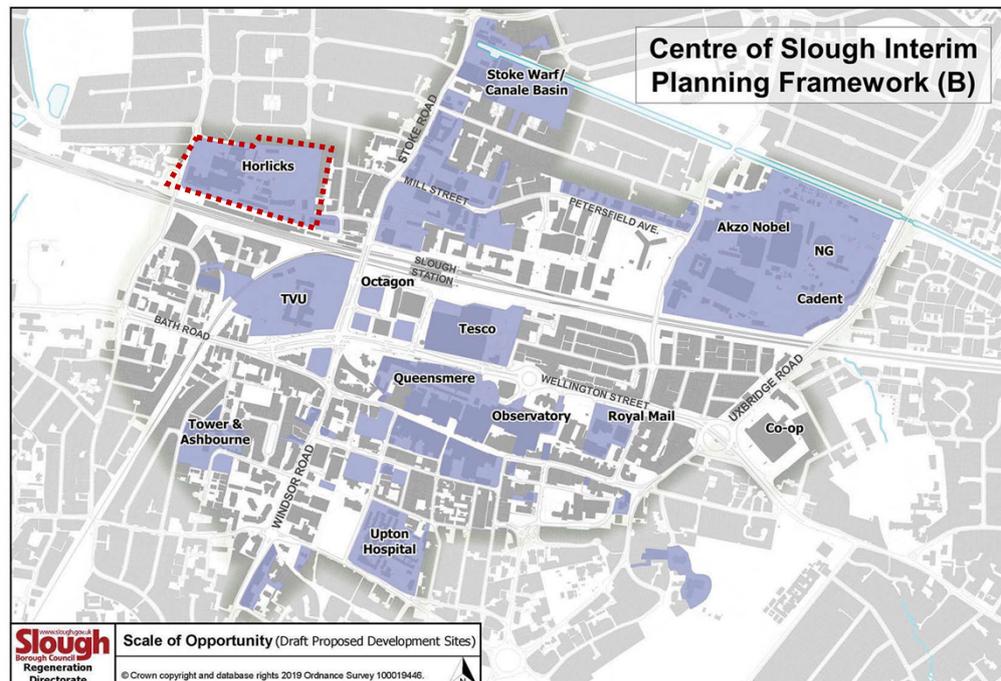
transport objectives and contributes to an improved image of the town through good quality design and place-making.

The policy objectives set out in Part 7 of the Interim Planning Framework states that the Council will work with partners to shape a regeneration plan for the former Horlicks factory. The supporting text confirms that the Council has identified sites and areas within the Centre of Slough that could accommodate around 9,000 new homes (Areas of Change on Plan 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.

Appendix B identifies the key town centre development sites (including Horlicks)

Figure 4: Appendix B of Interim Planning Framework



7.8

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.

7.9 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**

Existing Business Area Loss

8.2 The site is not within the 2010 Strategic Site Allocations Development Plan. The site is within an area identified on the Proposals Map (2010) as existing business area. Core Strategy policy 5 (employment) requires there to be no loss of existing business areas to non-employment uses. There are no specific saved policies or criteria in the Local Plan (2004) to assess the suitability of residential uses on designated employment land, other than the Proposals Map which identifies the site as being in an Existing Business Area.

8.3 As part of the Council's review of the Local Plan - Issues and Options January 2017 - the option of allowing some business area sites to go to residential use was included. The Horlicks site was not specifically identified as one of them (at the time, the Factory was still in use). An update on progress on the preferred spatial strategy was presented on February 21st 2018 Planning Committee including a list of 4 strategic residential development sites, in which Horlicks was identified. It was recommended that residential use of the site should be explored

because it could be a sustainable location for residential use if suitably linked to the town centre to help secure the future of the Locally Listed building and provide some new family housing near the town centre.

- 8.4 Notwithstanding the emerging strategy which supports residential use on the site, any loss of business area needs to be justified as an exception and whether there are material considerations identified that are capable of outweighing the business area designation.
- 8.5 The employment use has now ceased on the site, and in accordance with the NPPF the site is a brownfield site in a sustainable location and therefore substantial weight should be given to the benefit of using the site for new homes to meet clear housing need.
- 8.6 The proposals result in the comprehensive redevelopment of a brownfield site for a significant new residential urban quarter within Slough which seeks to provide up to 1300 new homes, new landmark buildings of a good architectural quality, the part retention and refurbishment of a locally listed building and a substantial amount of high quality landscaping and public open spaces within a pedestrian and cycle friendly environment. The proposed residential development delivers 325 affordable dwellings that will significantly boost the supply of affordable housing for people within the Borough in most need of the accommodation. In addition, in order to mitigate the loss of employment generating floorspace, the applicant has agreed to make a financial contribution of £750,000 towards promoting employment generation and businesses in the Borough through council initiatives including (but not limited to) (i) the Town Centre Business Innovation Hub, (ii) a Construction Academy in partnership with local educational institutions and (iii) affordable start-up workspace in the Borough. The applicant has also agreed to enter into non-financial obligations which seek to promote opportunities for construction jobs and local business procurement and ensure local residents and business have increased access to these.
- 8.7 A combination of the above factors suggest that there are exceptional circumstances and benefits to arise from the development which support the council's emerging proposals to promote the redevelopment of the site through the Local Plan and justify the loss of the Existing Business Area to make way for a new sustainable urban development scheme. It is considered that with the above provisions in place, the proposals will result in moderate benefits in terms of

supporting economic growth in accordance with the NPPF (2019) which off-set the loss of bespoke industrial floorspace.

Loss of Private Field

- 8.8 Local Plan Policy OSC4 (Protection of Private Playing Fields and Courts) states that planning permission will not be granted for the development of private playing fields or courts unless they are replaced by a facility of an equivalent or better quality and quantity and in a suitable location within a timescale to be agreed by the Local Planning Authority, or an appropriate financial contribution is made towards the cost of replacing any leisure facilities lost by redevelopment or enhancing existing leisure facilities in the vicinity.
- 8.9 The site comprises 1.32 ha of grassland at the north eastern corner used historically as a sports field for employees of the factory. It is reported that this land was only ever used for occasional and infrequent recreation (by factory staff) within the private land and was never open to the public for use. The applicant has provided a letter from the previous owners GSK which confirmed the above.
- 8.10 In this case, there is evidence to suggest that the field was only ever used as ancillary to the factory and therefore its bespoke function has very limited value in the context of policy OSC4. It would be unreasonable to seek to re-provide a similar type of private facility through the development, as the former field is considered surplus to requirements. The Council has expanded its leisure facilities at Arbour Vale, Montem Ice Rink and Farnham Road (Swimming Pool and Fitness Centre). There are also numerous local facilities available in Salt Hill Park opposite the site. These provisions demonstrate that the area is well served by existing sport facilities.
- 8.11 Notwithstanding the above, Sports England have raised concerns about the loss of playing fields and therefore query whether the proposals accord with any of the exceptions to Sport England's Playing Fields Policy or with Paragraph 97 of the NPPF.
- 8.12 NPPF Paragraph 97 states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:
- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or

- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

- 8.13 The applicant has confirmed that the site has not been used as sports field for a number of years and was only ever a staff facility and not available to the public. The land is therefore of very limited benefit to the community and is surplus to requirements as the factory is vacant and the site derelict. It is considered there would be no demand for such a bespoke facility tied to the use of the factory. The proposals therefore comply with criterion (a). Secondly, Salt Hill Park opposite (to the west) comprises a large publicly accessible Green Flag open space which caters for local recreational and open space needs. It is anticipated that this park would serve residents of the development (being as it is the nearest facility). In light of the proximity to the site, and due to the quantum of residential proposed, the applicant has agreed to make a financial contribution of £250,000 (as part of a planning obligation) towards improvements to the sports facilities in Salt Hill Park. The Council's Leisure Services Manager advises that the contribution should be used towards replacement play area surfaces or sports court improvements.
- 8.14 In light of the above financial contribution to be secured by way of a s106 planning obligation, officers consider that the impacts from the increased population (from the development) and resulting additional pressure on local open space and recreational facilities would be appropriately mitigated, fulfilling criterion (b) of NPPF paragraph 97. This would also negate the notional loss of the former playing fields, although sufficient evidence exists to demonstrate the sports use was very limited and did not make a meaningful contribution towards the range of sports and recreation facilities in the local area.
- 8.15 Officers consider the loss of the private playing field and loss of employment generating floorspace is justified and the land use principles for the redevelopment of the site for a residential led mixed use development are considered to be acceptable.

Non-Residential Land Uses

- 8.16 The proposed development includes the provision for a Nursery (Class D1) comprising 464 sqm within the refurbished Horlicks Factory in addition to the provision of 121 sqm Café/Restaurant (Class A3) within the same building as part of an extension at ground level. 118 sqm (GIA) of flexible Classes A1-A3 is proposed within Aquifer House at ground level and 160 sqm (GIA) flexible Class A1-A3 is proposed within the ground floor of the Maltings block in the outline phase.
- 8.17 The proposed nursery would provide space for 100 children at pre-school ages and is located within the lower ground floor of the former factory building at the south western corner. The nursery includes an external area outside of the building for nursery use. It is envisaged that the facility would primarily serve children within the development, in addition to children living in the surrounding area. Due to the absence of designated nursery on-site car parking, it is expected the facility will be mainly used for residents who are not car bound. Visitor drop-off bays for short stay parking (for parents dropping off their children) are provided in Memorial Square and on the parking area adjacent to the nursery to the south of the factory building which will be managed through the Management Company or Managing Agent. However, it is anticipated that the Travel Plan will require that information is provided to nursery customers that limited on-site parking is available and they are encouraged to use other forms of transport. The parking controls will be set out in the Car Park Management Plan which will be conditioned with the Travel Plans being secured by way of a legal agreement. The provision of the new pedestrian access at the south western corner of the site on Stoke Poges Lane provides the nursery with a direct entrance and prominence on the corner of the former factory building. The detailed plans show adequate access and facilities for pushchairs and the approach would be via either from Memorial Square or the southern side of the factory adjacent to the new pedestrian access.
- 8.18 The proposed additional non-residential uses provide additional variety of uses within the development which would be accessible for residents in the development and the wider community when passing through the site (if traveling towards the stations or town centre). This is considered to enhance the level of activity on the site and would sustain supporting uses for the residents thereby reducing the need to travel. The provision of these use classes are considered to be acceptable subject to conditions controlling their hours of use and operations.

8.19 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 OSC4 and EMP12.

8.20 The Need for Additional Housing within Slough

8.21 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.

8.22 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. The Council's Housing Delivery Action Plan (July 2019) confirms that the objectively assessed housing need for the plan period is 893 dwellings per annum (dated April 2019). The emerging targets are for the delivery of near 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.

8.23 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. In the Council's Interim Planning Framework for the Centre of Slough the Council have identified sites and areas within the Centre of Slough that could accommodate around 9,000 new homes.

8.24 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.

8.25 Due to the above context, the provision of housing at this sustainable location close to the town centre is supported in principle subject to a

consideration of detailed planning requirements identified in the Local Plan, Supplementary Guidance, Core Strategy and NPPF.

Housing Types and Mix

- 8.26 Core Policy 4 requires high-density housing to be located in Slough town centre. The policy also states that in the urban areas outside the town centre, new residential development will predominantly consist of family housing and be at a density related to the character of the surrounding area, the accessibility of the location, and the availability of existing and proposed local services, facilities and infrastructure. 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.
- 8.27 The development proposes a total of up to 1300 new homes across both outline and detailed components within a predominantly flatted development.. The proposed dwelling mix in the detailed component comprises 5 x 1bed studios, 207 x 1 bed apartments, 304 x 2 bed apartments, 11 x 3 bed maisonettes and 27 x 4 bed dwellinghouses (a total of 554 dwellings). 408 dwellings will be market dwellings for sale and 146 will comprise affordable dwellings.
- 8.28 An additional 746 dwellings are proposed within the outline component which are planned to comprise a mix of one, two, three bed flats & maisonettes and 4 bed houses. The residential mix of the outline element of the proposals will be fixed at the reserved matters stages. 25% of the overall provision (incorporating both the detailed and outline elements) is proposed (a total of 325 homes). This will be a mix of 50% shared ownership and 50% affordable rent. The density is 263 dwellings per hectare.
- 8.29 The site is not located within the town centre, but is located in a highly accessible part of the town in close proximity to the town centre which contains a range of local facilities and services. The site is as accessible as parts of the town centre and due to its size and linear shape, the site has the potential to provide a strategic and local linkage between Stoke Poges Lane and Stoke Road (via Stoke Gardens) which would reduce travel times (for pedestrians and cyclists) travelling towards the centre of Slough and the rail and bus stations. The high

level of current accessibility and the potential to improve sustainable travel (in the area) combined with the imposing urban scale of the Horlicks Factory and outbuildings, and relationship with the adjoining larger urban scale industrial units on Stoke Gardens and Bristol Way suggest that the site forms a part of the wider town centre context. Officers therefore consider it is appropriate to consider the site, as a town centre development for the purposes of the planning assessment. The mix policy set out in the Core Strategy should therefore be applied flexibly given the proposals form a part of and support the wider plans for regeneration in the town centre.

8.30 Although the Council's Core Strategy suggests that as the site is located outside the town centre and predominantly family accommodation should be provided, there are considerations (highlighted above) which dictate a different approach to justify why a predominantly flatted development is suitable on this site.

8.31 Firstly, it is recognised that there is a significant need for family housing in the Borough and the applicant has sought to respond to this need by proposing 11 x 3 bed maisonettes and 27 x 4 bed dwellinghouses in the detailed component. In addition to the provision of terraced houses and a row of maisonettes in the outline component which would equate to approx. 70 family sized (3 bed+) houses across the site. This provision is welcomed and will make a valuable contribution to the local housing need. The development comprises predominantly flatted blocks in both outline and detailed elements which would also provide for the need for such accommodation, thus increasing the range of accommodation within the town centre.

8.32 Core Strategy Policy 4 also requires new residential development outside the town centre to be at a density related to the character of the surrounding area, the accessibility of the location, and the availability of existing and proposed local services, facilities and infrastructure. In this case, the density of the development is higher than the densities in the residential areas to the north. However, for the reasons sited in paragraph 8.29 the site is considered to demonstrate characteristics of a town centre development and so a higher residential density is considered appropriate. The site is also highly accessible and in close proximity to services and infrastructure such as Salt Hill Park, Slough Rail and Bus Stations and the town centre civic facilities.

8.33 The applicant is proposing to deliver 16 wheelchair accessible units (to Part M4 (3) of the Building Regulations) within the outline component.

A condition is recommended to secure this compliance and to ensure that the apartments are designed to exceed the nationally described space standards. In light of the above provisions, it is considered that the scheme proposals accord with Core Strategy Policy 4 in terms of the housing mix whilst significantly boosting supply of housing in accordance with the NPPF.

Residential Quality

8.34 The proposed quality of the residential units and private, communal and public amenity areas has been considered by officers and regard has been given to the detailed floor plans submitted for each apartment as part of the detailed application.

8.35 The below accommodation schedule demonstrates that the average floorspace area for the proposed dwellings in the detailed component will meet or exceed the minimum internal space standards set out in the Nationally Described Space Standards for studios, 1, 2 and 3 bed flats, 3 bed maisonettes and 3/4 bed houses.

Figure 5: Average Floor Area for Dwellings (detailed element)

Horlicks Factory (Block M)			
	No.	Av Sq Ft	Av Sq m
Studios	5	506	47
1 Bed	57	520	48
2 Bed	88	758	70
3 Bed	11	1328	123
Totals	161	113,482	10,543
The Warehouse (Block A)			
1 Bed (Slough Living Rent (SLR))	68	538	50
2 Bed 3 person (SLR)	14	657	61
2 Bed 4 person (SLR)	20	753	70
Total	102	45,776	4,253
1 Bed (Shared Ownership (SO))	8	538	50
2 Bed 3 person (SO)	20	657	61
2 Bed 4 person (SO)	20	753	70
Totals	48	17,436	1,620
	150		

Artesian House (Block B)			
1 Bed	17	474	44
2 Bed	16	692	64
Totals	33	19,130	1,777
Aquifer House (Block K)			
1 Bed	34	474	44
2 Bed	70	690	64
Totals	104	64,416	5,984
Darjeeling House (Block L)			
1 Bed	26	474	44
2 Bed	53	692	64
Totals	79	49,000	4,552
Engineering & Workshop Mews			
3 Bed	27	1071	99
Totals	27	28,917	2,686
Total	554		

Private & Communal Amenity Spaces

8.36

A large percentage of apartments are planned to have access to their own private balcony, with some apartments containing a defined private terrace at the front. The 4 bed Mews houses have upper level terraces and a small front yard. The dwellings within the factory include access to communal spaces within the atrium, the roof terraces in addition to the lower ground floor cinema, gym and residents lounges. The private amenity space provisions are typical of an urban town centre development and in this case, the on-site provisions will deliver good quality communal facilities and amenity spaces (of approx. 0.6 acres in addition to the public open spaces). Across the detailed phase 53% of the dwellings have access to private amenity space whether that is through a balcony, terrace or garden area. However, this does not reflect the on-site constraints including to the Horlicks Factory and the sewer easement (at the north western corner of the site). For the new build; Darjeeling House, Aquifer House, Artesian House and Engineering Mews, 100% of the dwellings have private amenity space (93% have balconies, 7% have a garden area). For the Horlicks Factory, a sensitive approach to the elevations has been taken and therefore there are no balconies. However, there are 14 apartments located on the lower ground floor with a sunken terrace/ garden area and a 0.08 acre communal roof garden. The Warehouse building is constrained by a sewer easement that runs along the north and western face of the building which restricts the use of balconies or private gardens. Therefore, the Warehouse contains 38 apartments

with balconies equating to 25% alongside a 0.12 acre communal landscape courtyard.

- 8.37 However, as the proposed development provides circa 2.2 acres of landscaped public spaces around the site, it is considered the proposals provide a high level of amenity for the residents which offset the shortfall of private amenity space. Consideration is given to the provision of public open spaces within Clock Tower Place, Memorial Square, Aquifer Park (in the detailed component) and the Green Streets within the outline component. The detailed design of these publicly accessible areas will augment the private and communal spaces within the blocks.

Internal Daylight and Sunlight within Development

- 8.38 The Internal daylight results within the proposed development as identified in the daylight and sunlight report show for the New-Build blocks, that 95% (993 rooms) of the 1,042 rooms assessed, readily meet the daylight target criteria (Average Daylight Factor) which is considered to demonstrate good daylight provision to the majority of habitable rooms assessed within the New-Build blocks.
- 8.39 In terms of the converted/refurbished factory despite difficulties in the constraints of seeking to suitably adapt a period industrial property to modern residential, the analysis results confirm that 80% (350 rooms out of 437) are still able to meet ADF target criteria within this block. Of the rooms not meeting target criteria, it is recognised that the majority of rooms not meeting target are within the atrium feature with inherent limitations resulting from the required provision of suitable access walkways obstructing direct daylighting to rooms with windows facing the atrium, especially at lower levels; thus constraints in seeking adaption of this retained locally listed building. Improvements to the internal atrium have been developed from the pre-application scheme and these include reducing the depth of the walkways, including white painted walls to maximise reflectivity and modifying the atrium canopy roof to ensure light can penetrate into the space. It is considered that the flats which address the atrium have been reconfigured with both living rooms and bedrooms addressing the central area and the resulting accommodation quality is somewhat compromised, but on balance is considered to be acceptable.

- 8.40 Overall, the 91% (1343 rooms) in the detailed component meet the ADF target criteria which is considered a reasonable percentage for such a site with some inherent constraints.
- 8.41 In regards to the outline components, where the layouts, scale and heights are unknown, the applicant has submitted a technical daylight/sunlight report which considers daylight on the basis of the Vertical Sky Component (VSC) analysis to the façade of the block massing on the basis of the development being constructed to its maximum parameters.
- 8.42 The daylight report suggests that a significant extent of the facades to the Outline Scheme blocks which is above the target (of 27%) which confirms good daylight availability to these facades. The facades also demonstrate VSC values of circa 16-21%, or a lower VSC at isolated areas at internal corners and ends of blocks. The report contends that this is a common occurrence and the result of the massing context overall, including an element of 'self-obstruction' – such isolated areas of lower VSC are considered in the report to be fairly limited and ordinarily possible to overcome with good design. In summary, the daylight report considers that the façade VSC review of the Outline Scheme blocks are considered to demonstrate typically good availability of daylight for future detailed design.
- 8.43 Notwithstanding the above analysis, officers consider the extent of VSC values above 16%-27% is over-stated in the report whereas, it is apparent (and demonstrated in the 3D colour massing plans) that there are numerous parts of facades within the outline component whereby the levels extend below 16% which would be sub-BRE standard. The internal courtyard facing buildings (James and William Horlicks House) perform poorly at lower levels as do the lower levels within the facing blocks. It is considered that through the imposition of the design codes coupled with further detailed design development of the layouts of these blocks at reserved matters stage could ensure that higher levels of VSC could be achieved. The design codes are targeting an 85% overall BRE compliance which would constitute a good level of daylight across the outline component in addition to the code requiring a minimum 17.5m separation distance between facing parts of the buildings (at the rear elevations).
- 8.44 The sunlight assessment for the outline component also indicates similar challenges to the daylight provisions. However, the technical

report advises that through good internal design that improved levels of sunlight could be achieved.

- 8.45 In conclusion, although the indicative massing of the outline blocks present challenges for the future reserved matters submissions to ensure the residential accommodation would provide good levels of daylight and sunlight, there are sufficient controls which could be applied at a later stage in the planning process and therefore, the current concerns are not in the officers opinion, sufficient to warrant a refusal of this application.
- 8.46 In terms of sunlight to development amenity spaces, the BRE Guide target criteria is for such areas to have the ability to receive 2 hours or more of sunlight at the Equinox (21st March) to 50% or more of the amenity area.
- 8.47 A technical analysis for all applicable amenity areas within the development proposal (both for Detailed Scheme and the indicative plans for the Outline Scheme). From the analysis results, all public amenity areas, accessible to both residents within the development and the surrounding community (Memorial Square, Aquifer park, Clock Tower Place & Rain Gardens), all readily meet the BRE target criteria. In terms of the private amenity areas, whilst there are two podium gardens below BRE Guide target criteria, the applicant considers that the provision of such podium gardens / amenity still provides meaningful amenity and for all such residents, and they will have the benefit to utilise all of the public amenity areas which do readily meet BRE Guide target criteria in terms of availability of sunlight.
- 8.48 Officers draw attention to the two podium gardens at James & William Horlicks House, which marginally fail to receive 2 hours of sunlight within over 50% of the amenity areas. This indicates that the heights and massing of the blocks are causing obstruction to the private communal amenity areas and that reductions in the massing are required to ensure the podium areas benefit from increased access to sunlight.
- 8.49 It is concluded that the reserved matters submissions (for these blocks) are capable of being designed to overcome the potential sub-standard levels of sunlight within the podium areas. As such, the shortfalls in the indicative layout could be resolved at the detailed design stage and therefore such concerns at this stage do not warrant a refusal of the outline application.

Accessibility

- 8.50 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. The proposals provide 5% of the affordable housing (16 dwellings) to be designated wheelchair user dwellings and comply with Approved Document M, Part 1, M4(3). All the other units have been designed to be fully compliant with the Approved Document M, Part 1, M4(2) Category 2: Accessible and adaptable dwellings. The wheelchair user dwellings will need to be identified in the accommodation schedule and corresponding floorplans for the relevant outline element(s). 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.
- 8.51 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 buildings and the execution of landscape detailing.

Affordable Housing

- 8.52 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 lead 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.
- 8.53 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). The guidance has been prepared to permit a slightly reduced level of affordable provision (in this case 35%) which may be accepted without a full viability assessment process taking place.

- 8.54 Notwithstanding the above, the applicant has submitted a comprehensive viability appraisal in accordance with the Developer Guide in order to seek to demonstrate that no additional affordable housing is justified. The Applicant's Financial Viability Assessment (FVA) has adopted a Benchmark Land Value adopted based on an Existing Use Value plus a premium on the industrial and office premises and market value for the undeveloped land, all as presented in the formal valuation. The FVA includes market values and build costs which are supported by independent reports and take account of the high specification of the landscaping and housing proposed. The FVA submitted by the applicant concludes that the scheme fails to produce an acceptable profit margin prior to any market growth assumptions. For this reason, the FVA concludes that the proposed provision of on-site affordable housing totalling 25% far exceeds the maximum reasonable level.
- 8.55 The Council has sought technical advice from BPS (Independent Surveyors) as to whether the development could provide any additional affordable housing in accordance with the policy requirements, or whether adjustments to the affordable tenure split is justified. The report concluded that the applicant's appraisal inputs relating to use build costs, finance and other costs appear broadly reasonable. The Council's independent review has identified that a marginally higher residential pricing for the development could be achieved and also considers the benchmark land value to be over-stated in the applicant's appraisal. Further queries on the affordable housing values have also been raised. But, as the appraisal considers a valuation of the proposed combined tenures (Intermediate Shared Ownership and Slough Living Rent), the inputs are accepted and are considered reasonable based on the evidence provided.
- 8.56 Notwithstanding the above, even after the adjustments to the FVA to reflect the Council's advisor's inputs and updates, the development would not represent a substantially more viable position than identified by the applicant. It is accepted that the current proposals could not viably support any additional housing (based on today's market conditions) whilst sustaining a reasonable profit margin in accordance with the Developer Guide.
- 8.57 The report concludes that the development cannot sustain additional affordable housing or s106 contributions above what is offered.

- 8.58 Notwithstanding the conclusions, the development is acknowledged to constitute a significant phased scheme which will come forward over time. As such, it is recognised that the applicant has taken a longer term view of the market whilst acknowledging the requirement in the NPPF (2019) paragraph 64 to provide a minimum of 10% low cost affordable housing, and has proposed to deliver 25% affordable housing across the site which equates to 325 dwellings. 25% will be provided within the detailed component (in the first phase of development). The affordable housing comprises a mix of 50% affordable rented units and 50% shared ownership Intermediate units. The affordable rent units will be capped at Slough Living Rent levels to ensure that the residents on local housing allowance levels are eligible to reside in these units. The rents will also need to be set to ensure service charges and building charges are kept to a minimum to ensure the housing costs do not exceed a reasonable proportion of the household incomes. These provisions can be secured within the S106 agreement.
- 8.59 The applicant has made the above affordable offer in lieu of a review mechanism which would normally be required for such a large development and where the level of affordable housing was sub-policy if planning permission is issued. The Council's advisors have also outlined that the Council may look to impose a late stage review of viability. However, we have been advised that a review mechanism may not be justified in this instance given that the current proposals are carrying a significant deficit, in order to provide the proposed 25% affordable housing.
- 8.60 The above proposals have been considered by the Council's Housing Officers who conclude that the provision of 25% affordable at a 50% split between intermediate and Slough Living Rent properties is acceptable subject to further amendments to the dwelling mix. It is therefore considered that the 25% provision totalling 325 affordable dwellings with a mix of affordable rent and shared ownership represents a significant betterment offer which negates the need to secure a late stage review mechanism. It is also considered that the quantum of affordable housing, when considered in the context of the recent delivery of affordable housing in the Borough, absence of a 5 year housing supply and increased emerging housing targets is a welcome proposition and is capable of being afforded further weight to the considerable benefits given to the provision of new housing, in the planning balance, in NPPF terms,

8.61 It is concluded that there is clear and demonstrable evidence which indicates that the current proposals cannot viably sustain additional on-site provision of affordable housing or further changes to the tenure of the affordable housing proposed.

8.62 Design and Impact on the Streetscene and Local Townscape

8.63 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.

8.64 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.

8.65 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.

8.66 The applicant has regularly engaged with officers in the design process in accordance with the advice set out in the NPPF and has sought to justify the proposed height and scale of the development within the Design and Access Statement (including addendums) and Townscape Visual Impact Assessment (TVIA) (including addendums). Frequent

Design Workshops have been held with officers from pre-application to post submission stage in order to seek to refine and improve upon the overall design, layout, appearance and architectural characteristics of the development.

8.67 The applicant carried out a formal presentation of the submission proposals with Design South East which comprises a Design Review Panel (DRP) after the application had been submitted to the Council. The Design Review Panel concluded the following points (summarised);

- Boldness of a landscape and community led vision for the site is commended;
- Support the ambition to return the iconic building into positive use.
- Queried the Council's strategic vision for the area;
- Is the housing density suitable in Slough?
- Height and bulk of the proposed buildings and Horlicks Factory roof extension are incongruous given the site's predominant 2-storey suburban hinterland to the west and north;
- Concerned if the development visually dominates the area.
- Landscaping does not appear designed with day-to-day well being in mind;
- Incoherent unit mix, landscape type, and play
- The stated ambition of a 'landscape and community led' scheme has not been robustly prioritised and followed through.
- Masterplan and massing strategy for the site is not evidenced through exploration.
- Concerns about edge connectivity and weak entrances that create the feeling of an insular commune;
- a lack of hierarchy and distinction between key routes and public spaces;
- homogenous architectural material character with no distinction between the proposed and existing factory;
- large parts of un-activated ground floor frontage;
- tall building blocks whose massing overshadows and dominates the human experience;
- Overbearing and unsympathetic roof extension to the main factory building.
- Sustainability and energy strategy, access and servicing, historical and local references, apartment typology, internal layouts and daylighting, architectural character and relocation of the memorial were not reviewed in sufficient depth.

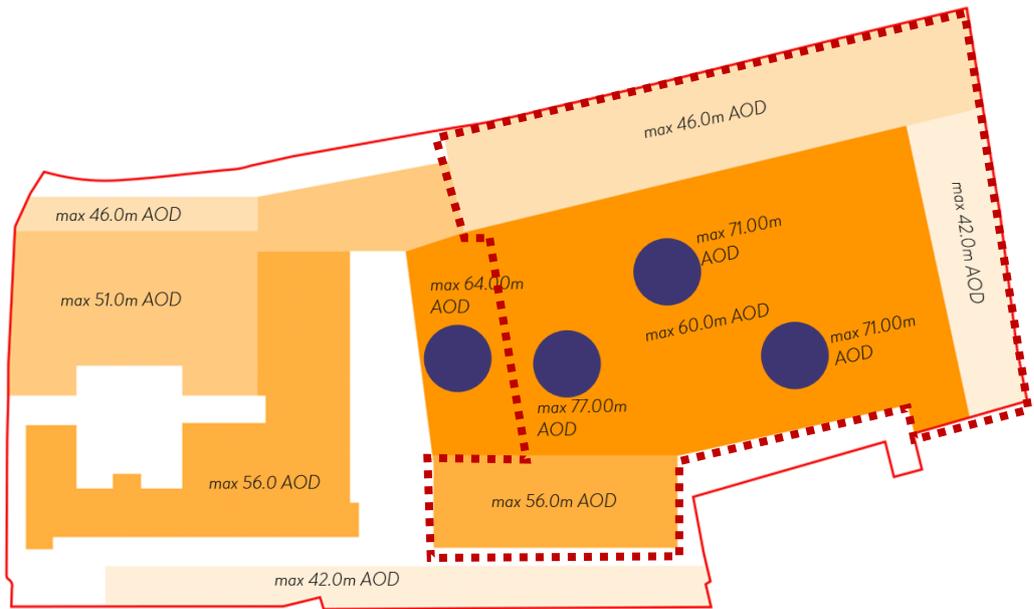
- 8.68 The applicant has submitted a number of revisions to the detailed component of the development to respond to officer, consultee and the DRP concerns. In addition, a further response document has been produced by the applicant that seeks to address the issues raised by the DRP. The revised proposals included a range of amendments to the plans and elevations which are listed in para 2.21 of this report. On the whole, the amendments are welcomed by officers and go a considerable way to addressing the issues raised in connection with the detailed elements following consultation and review with officers.
- 8.69 There remain concerns in regards to the outline component of the proposals and the applicant has opted not to revise the parameter plans in response. The forthcoming sections of the report will appraise the design quality of the development in detail, and will review the townscape, heritage and visual impacts (including the technical reports and addendums) acknowledging the above advice from the DRP and consultee responses from Transport Officers, Crime Prevention Design Advisor and neighbours.

Masterplan

- 8.70 The proposed masterplan has been designed to respond to the setting close to the town centre and to create a new urban quarter with buildings of an urban scale rising towards the centre of the site and stepping down at the boundaries to respect the immediately adjoining neighbouring areas. The geometry of the blocks has been designed to provide a direct east-west pedestrian and cycle link between Stoke Poges Lane through to Stoke Gardens and the town centre. This opens up the site at both ends and provides increased opportunities for walking/cycling to and from the town centre.
- 8.71 The detailed component as described in this report is planned around the refurbishment of the retained and extended factory which aims to deliver a range of housing typologies (including flats and houses) and new buildings of an urban scale which optimises the density in this part of site whilst respecting the scale of the factory. The detailed component includes provision of two new public landscaped areas at Memorial Square and Aquifer Park/Clocktower Place which would establish a new sense of place within the development and promote a sense of community. A third open space is proposed between the two central outline blocks on the eastern part of the site.

- 8.72 The masterplan has been arranged to provide three pedestrian/cycle connections from Stoke Poges Lane (at the western side) at accessible locations which join up with a network of shared surface routes within the site designed to promote cycle and pedestrian movement. The masterplan includes a north-south connection to the pedestrian link to Gilliat Road at the north. To the east, the central east-west route connects to the access onto Stoke Gardens.
- 8.73 The proposed refurbished factory and Aquifer Gardens facing buildings provide an urban context for the public spaces to be laid out with the buildings addressing the urban spaces and complementing the retained factory.
- 8.74 The periphery of the site comprises 3 storey mews housing at the southern and eastern sides and 4 storey maisonettes on the northern terrace. The scale and height of the terraces provides a transition from the taller urban scale of the buildings in the centre of the site and the lower rise housing areas to the north and east. The eastern and northern terraces are in outline form, to be defined by the details set out in the parameter plans which set vertical and horizontal levels of deviation.
- 8.75 The two taller perimeter blocks are located in the centre of the site and comprise parts of the outline component. The detailed design of these is subject to reserved matters and the applicant has submitted design codes and parameter plans to provide controls over the quality of the architecture and landscaping. The illustrative scheme envisages that these blocks will comprise (notionally) part 4, part 8-14 storey buildings incorporating podiums. The parameter plans identify the maximum building heights for the outline element (within the highlighted area) which are at 77m and 71m Above Ordnance Datum (AOD) (for the 3 taller elements) with secondary medium maximums at 64m 60m and 56m AOD. The terraces are up to 42m AOD (Barley Mews) and 46m AOD (Horlicks Terrace). (See Figure 6 below).

Figure 6: Maximum Heights Parameter Plan



8.76 The proposal also comprises a second urban block in the outline component to the south of the taller blocks which is adjacent to the factory to the east (The Maltings). This building is proposed to respect the scale of the factory and continue the long south facing façade next to the factory. There is also a transition to the proposed taller blocks to the north.

Layout

8.77 The streets are proposed to be laid out with east-west and a north-south orientation with linear buildings maximising the east and western aspects. The proposed pedestrian/cycle accesses and their connection to the network of on-site routes create a layout which is permeable and easy to navigate. The retained chimney provides a focal point for the development which is located within Clock Tower Place at the southern end of Aquifer Park. The chimney and new Memorial Square with its relocated War Memorial statue provide further way-finding cues.

Figure 7: Hierarchy of Routes (From DAS)



8.78 The above image illustrates the shared vehicular/cycle/pedestrian routes (in orange), the east-west cycle pedestrian route in green, the pedestrian routes in yellow and the main vehicular routes in blue.

8.79 The layout provides through east-west access for emergency vehicles and pedestrians/cyclists only. The cycle/pedestrian route is clearly laid out on the landscape masterplan with the surface material delineated from the vehicular route.

Scale, Massing and Height

8.80 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.

8.81 The proposed Factory comprises part 5 part 7 storeys. The Warehouse building (to the north) comprises part 5 part 6 storeys. To the east comprises Darjeeling House which comprises a part 6 part 7 storey building and Aquifer House which comprises part 8 part 9 and part 10 storey building. To the north lies Artesian House which is 6 storeys. Workshop Mews and Engineering Mews to the south comprise 3 storey terraced Mews housing. The applicant has submitted an illustrative

heights plan with plotted heights of the detailed element and the indicative (suggested) heights of the outline component.

Figure 8: Indicative Heights Plan



- 8.82 The approved 'maximum' heights of the outline blocks are set out in the parameters plans which identify maximum heights within specified parts of the site. Further design details of the external appearance and scale would be set out in forthcoming reserved matters in accordance with the maximum heights set by the parameter plans.

Detailed Components:

Horlicks Factory Refurbishment, Demolitions and Extensions

- 8.83 The proposed works to the Horlicks Factory involve internal and external alterations to the remaining part of the building subsequent to the demolition of parts of the later additions of the factory. The demolition plans include a comprehensive plan of the parts of the building that will be demolished. These include the pitched roof on the western wing, the removal of flooring and part of the roof to make way for the atrium structure. The canopy structure on the southern façade and loading dock at the base of the building and associated elements are also being removed. The applicant has submitted a prior approval application for the removal of these structures.
- 8.84 The proposed replacement works involve utilising a significant amount of the structural frame of the building to insert the new internal floors

and walls. In addition, the central section of the main building will be cut back to make way for the atrium which retains much of the exposed columns and steel frame. Residential units will be located on parts of the lower floors up to the fourth floor levels and within the two storey roof extension which is set back from the parapet on all sides. Two new cores will be inserted at the corners of the Memorial Square façade with a third core positioned behind the clock tower. Sunken amenity terraces are inserted at the southern and northern facades of the central part of the factory. The exposed chimney will be structurally reinforced and refurbished.

8.85 The proposals also include extensions to the factory at roof level comprising the raising of the parapet level on all sides of the building to provide additional residential floorspace, the installation of replacement roofing above the central atrium, a single storey ground floor extension to provide a café/restaurant adjacent to the Clock Tower Place, a two storey roof extension encased in an aluminium frame with glazed set back facades, the relocation of the 'Horlicks' lettering on the roof and other external alterations to the facades. At the southern façade, where there are blank frontages a condition is recommended which requires the submission of display panels/information boards which provide details of the history of the building in order to make an appropriate record of the heritage asset. The display of information boards/panels and Horlicks lettering on the roof will require advertisement consent.

8.86 The proposed external and internal alterations listed in the report are considered to be sensitive in terms of the materiality and extent and will enhance the physical appearance of the locally listed building. The Council's Heritage Advisor considers that the works are broadly acceptable subject to detailed section drawings, glazing and samples of materials. The DRP and BEAMS raised some concern about the submitted two storey roof extension, along with officers. The applicant has sought to refine the design by reducing the prominence of the two storey frame and selecting a darker colour tone which reflects the industrial character of the original building. In addition, the vertical fins have been reduced (in their number) and thickness and the glazed facades are simplified to give a lighter feel and appearance. These measures could result in a sensitive addition to the building which is appropriately subordinate to the proportions and scale of the building, and therefore conditions are recommended to ensure the detailed design and material samples are of the highest quality.

- 8.87 In conclusion, it is considered that the proposed works to the heritage asset will celebrate the building and significantly extend the life of the building.

The Warehouse

- 8.88 The applicant states that the design inspiration for the part 5 and 6 storey Warehouse building is taken from the existing factory in terms of aesthetic, scale, proportions and rhythm. The building responds to these elements on the four sides. The western elevation fronts onto Stoke Poges Lane and is raised above a landscaped and undulating ground level. The northern revised façade contains two main core entrances and active frontages to ground floor residential units in addition to the provision of the vehicular entrance into the podium. This elevation successfully responds to the Ploughlees Lane context and the corner Horlicks lettering provides an additional feature which reinforces the identity of the site. The eastern elevation contains softened ground level facades (adjacent to the undercroft car parking) that are less successful in design terms. The southern elevation provides a calm backdrop to Memorial Square which responds to the landscaped lawn area that accommodates the relocated War Memorial.

- 8.89 The Warehouse contains communal entrances at the 4 corners defined by a reconstituted Portland stone surround. The elevations are comprised of brickwork stretcher bond with rusticated double floor base. String courses are incorporated to differentiate the lower two levels and the top floor level. In addition, additional rusticated brickwork is proposed under the brick window cills to provide further articulation and depth of façade. Coloured UPVC windows are proposed to be compatible with the brickwork. It is considered the Warehouse building would provide an appropriate scale, height and massing to relate well to the factory building. The colour and sample of the brickwork must be of a high quality to ensure the detailed design is successful. As such, conditions are recommended which require brick samples to be erected on site in addition to detailed window designs and profiles/sections of the rusticated brickwork and parapet detailing to be submitted for approval.

Artesian House, Aquifer House and Darjeeling House

- 8.90 Artesian House, Aquifer House and Darjeeling House form a group of brick built buildings which frame the setting of Aquifer Gardens. These buildings range in height from 6 to 10 storeys and consist of a lighter

brick as the main façade material. The buildings have a stepped profile which provides articulation of the facades and opportunities for projecting balconies to establish a strong vertical rhythm. Revisions have been submitted to ensure active frontages are provided onto Aquifer Gardens (from all three buildings) by introducing direct entrance thresholds from the ground floor apartment amenity areas, relocating the northern residential entrance of Artesian House to the west to provide a positive feature terminating the view from Stoke Poges Lane and by reducing the height of Artesian House.

8.91 Like in the Warehouse composition, the architectural principles for the three blocks are a response to the Horlicks factory with the external elevations being expressed by a series of pilasters framed with cornice to the tops and a simple plinth at the base. A lighter buff brick is proposed as a contrast to the red brick of the factory and Warehouse block. Further articulation is provided by the rustications to the brickwork between the windows and the Portland Stone fascia detailing of the entrances and ground level.

8.92 It is considered the scale, height, materials and massing of the three Aquifer Garden buildings would form a cohesive group of buildings that will deliver an attractive urban setting to Aquifer Park. The elevational treatment of the facades and stepped plan form will create high quality buildings with a refined vertical emphasis. The colour and sample of the brickwork must be of a high quality to ensure the detailed design is successful. As such, conditions are recommended which require brick samples to be erected on site in addition to detailed window designs and profiles/sections of the rusticated brickwork and parapet detailing to be submitted for approval.

Engineering Mews and Workshop Mews

8.93 The three storey Engineering Mews and Workshop Mews are considered to pay homage to the historic workshop buildings which sit adjacent to the industrial uses and railway lines. The scale and height of the buildings is subservient to the scale of the retained Horlicks Factory. The mews establishes a row of terraced houses which provides a new residential setting adjacent to the southern frontage of the factory.

8.94 The design approach incorporates workshop style features with large windows and well proportioned frontages. The second floor levels contain external screened roof terraces and non-habitable room

windows on the rear elevations which would respond to the industrial setting to the south. The façade strategy takes inspiration from the industrial engine sheds with the regular rhythm of windows, simple decorative brick detailing and simple paired metal windows. The brickwork envelope incorporates vertical soldier courses around the windows and rusticated brickwork to identify the entrances.

- 8.95 It is considered the mews houses will deliver a high quality architectural response to the setting at a more domestic and modest scale which will deliver family housing to address the need in the area. The colour and sample of the brickwork must be of a high quality to ensure the detailed design is successful. As such, conditions are recommended which require brick samples to be erected on site in addition to detailed window designs and profiles/sections of the rusticated brickwork and parapet detailing to be submitted for approval.

Outline Components

- 8.96 The outline components comprise residential blocks identified in the illustrative masterplan which are defined as The Maltings (to the east of the Factory), James and William Horlicks Houses (two central blocks), Barley Mews (terraced row adjacent to the eastern boundary) and Horlicks Terrace (terraced row adjacent to the northern boundary).
- 8.97 The parameter plans seek to establish maximum heights across the outline scheme area and locate the height of 3 spots (refer to Figure 4: Maximum Heights Parameter Plan) where the tallest buildings can be sited.
- 8.98 No design details are submitted for approval as part of the outline component. However, the applicant has submitted a revised set of design codes to respond to officer concerns and the Design Review Panel. The Design Codes provide detailed design guidance to assist the preparation of the reserved matters submissions. The Codes comprise mandatory, advisory and optional guidelines that the future designers should consider when bringing forward the detailed designs for these buildings. A checklist of these has been provided and this will need to be submitted with future reserved matters applications.
- 8.99 It is considered that the parameter plans are acceptable in respect of establishing the lower rise blocks adjacent to the boundaries which act as a transitional scale between the taller flatted blocks and the two storey residential housing to the north and east. The parameter heights

of the Maltings building is considered to relate well to the factory and would not compete or challenge the proportions or scale of the retained building.

8.100 Notwithstanding the above, it is considered that the location of the three taller elements within James and William Horlicks House does give rise to some concern in terms of the townscape impact and in regards to the internal daylight and overshadowing conditions within the development. Officers consider that it would be reasonable and more sympathetic in townscape terms if the three taller elements were reduced to two, and potentially re-siting the northernmost taller block further south to ensure a more transitional height change between the development and the low rise suburban housing to the north. The current indicative massing models appear to show a mass of development blocks emerging with little space between and this would challenge the prominence of the factory in views of the site from the south (see townscape assessment). The parameter plans could allow for the suggested change. However, as the plans are submitted for approval in this application, it is considered necessary and reasonable to impose a condition restricting the taller elements to 'no more than two blocks' extending up to the maximum height within the outline element (notwithstanding the information included in the plan). The plans are not accompanied by a development specification report which allows three buildings of this scale, and so a condition is considered reasonable to overcome officer's concerns.

8.101 In conclusion, subject to the imposition of the above condition and application of the design codes, it is considered the outline components are capable of achieving a good standard of design in accordance with Policy EN1 of the Local Plan, Policies 8 and 9 of the Core Strategy and the NPPF (2019)

Landscaping and Public Open Spaces

8.102 The proposed development is centred around a landscape led concept which provides a range of varied landscapes and urban character areas articulated through green streets, durable high quality ground materials, water features and ornamental planting. The masterplan provides a range of public spaces that are fully accessible and offer a variety of experiences. The main formal open spaces comprise Clocktower Place, Aquifer Gardens and Memorial Square which are described in detail below. The proposed connecting streets and routes

are also articulated through a comprehensive high quality landscaping scheme to soften the urban character of the development.

- 8.103 The base of the exposed chimney sits within Clocktower Place at the heart of the development. This space is orientated north-south with the Aquifer Gardens to the north. The proposed factory café/restaurant and non-residential flexible uses are proposed within Aquifer House and The Maltings to address this space which is located on the axis of the primary east to west pedestrian/cycle route through the development. The space is planned to be able host community events such as art exhibitions, outdoor cinemas, markets or community hub. Seating is integrated into the raised walls with timber benches providing resting points. The central area comprises a water feature where water is channelled into a rill that connects to Aquifer Gardens. The space is also defined through trees planted to frame views through the spaces which provides further greenery and biodiversity value.
- 8.104 Aquifer Gardens provides the largest open space within the development which is addressed on three sides by Darjeeling House, Artesian House and Aquifer House. The open space extends northwards from Clocktower Place and terminated by Artesian House at the northern end. At ground level the private terraces extend outward from the buildings and these include gates providing direct access onto the main green space. The gardens are characterised by soft landscape elements including groups of tree planting and native planting. Water is again celebrated through the use of the existing aquifer to animate the space through connected water features and rills. Informal spaces exist within the gardens for play.
- 8.105 Memorial Square is located at the western end of the site and provides a formal space with a civic character. The Square acts as a gateway into the site and provides a new formal setting for the relocated Grade II listed war memorial. The square includes reflection pools and tree and shrub planting to define the space in a contemporary way. The southern end of the Square is terminated by the raised Horlicks Factory entrance door into the factory which is being reused as a primary residential entrance. The EV Car Club Hub and visitor car parking spaces are incorporated into the southern part of the square addressed on three sides by the retained factory building.
- 8.106 The proposals also include landscaping within the Stoke Poges Lane frontage alongside the factory (which includes an enclosed nursery play area) and adjacent to the Warehouse building which extends around to

the Ploughlees Lane gateway. The landscaping scheme includes planting new trees and shrubs and includes rising parts of the land to accommodate the planting areas in light of the sewer which lies under the ground at the north western corner.

- 8.107 The detailed component also includes further soft landscaping within the shared surface routes around the development including at Engineering Terrace to the south of the refurbished factory and the north-south Garden Street between the Warehouse and Darjeeling House. The quality of the external ground surface materials is critical to ensure the success of the landscaping scheme and conditions are recommended to ensure the quality is executed well at the implementation stage.
- 8.108 The outline component includes provision for a generous north-south open space in between James Horlick and William Horlick House which could include further naturalistic play facilities and communal amenity spaces for sitting and relaxing. The detailed landscaping within the outline component is reserved for future submissions.
- 8.109 It is considered that the proposed landscaping scheme has the potential to significantly add value to the environmental quality of the development by softening the urban character of the scheme and by contributing to the overall site wide sustainable drainage strategy (SUDs). The landscape scheme will be subject to detailed conditions requiring the details of the external surface materials, planting schedules (including for Bee friendly species), tree planting plans, street furniture, water feature design, seating, external lighting and play equipment. In addition, the detailed design will need to ensure that all SUDs features are in accordance with the site wide surface water drainage strategy which will also be conditioned accordingly. In principle, the proposed landscaping scheme will deliver a high quality design which would comply with Local Plan policy EN3 and Core Strategy Policies 8 and 9, and the NPPF (2019).

Creating a Safe and Secure Environment

- 8.110 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.

- 8.111 The Crime Prevention Officer has commented on the detailed and outline components of the proposals and has raised a number of technical issues which need to be incorporated into the detailed landscape scheme, external lighting proposals and boundary treatments as well as the building designs.
- 8.112 The layout and building designs have been modified to respond to concerns about a lack of overlooking and active frontages within parts of the site and these go some way to address the comments. The communal parking courts have been redesigned to include further landscape buffers, lighting and re-orientated facades to ensure the spaces are overlooked, softened and well-lit. The north-east corner has been re-planned to include landscape buffers on the boundaries to provide a clear sense of separation between adjoining garden spaces and the development.
- 8.113 The internal access provisions are considered to be issues that could be resolved at the detailed design stage. Therefore, a planning condition is recommended to ensure that the applicant uses best endeavours to achieve a gold standard Secure by Design certificate for the development.
- 8.114 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.

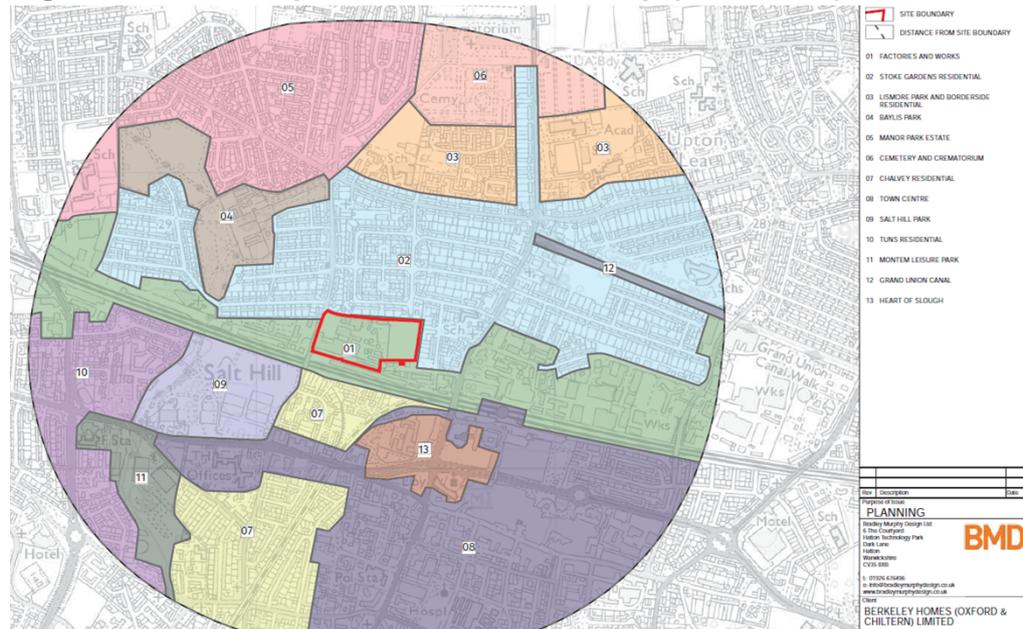
Townscape

- 8.115 A comprehensive Townscape and Visual Impact Assessment (TVIA) and Addendum Note have been submitted which set out a detailed analysis of the site context, and that assess the impacts of the development on the local townscape and landscape areas and considers the heritage impacts on nearby listed buildings and locally listed buildings. The TVIA also considers the impacts during

construction stages and operational stages on years 0 and 15 post completion.

8.116 The TVIA identifies Landscape Townscape Character Areas (see below location of the LTCAs) upon which the impacts of the application scheme are assessed.

Figure 9: Townscape Character Areas Map (from TVIA)



8.117 The TVIA concludes that there will be a range of negligible to beneficial impacts on Local Townscape Character Areas (LTCAs). The TVIA concludes that there will be minor adverse impacts on LTCA 9 (Salt Hill Park) and Negligible adverse impacts on LTCAs 4 (Baylis Park and LTCA 7 (Chalvey Residential). The below table summarises the assessment where impacts either adverse or beneficial are reported.

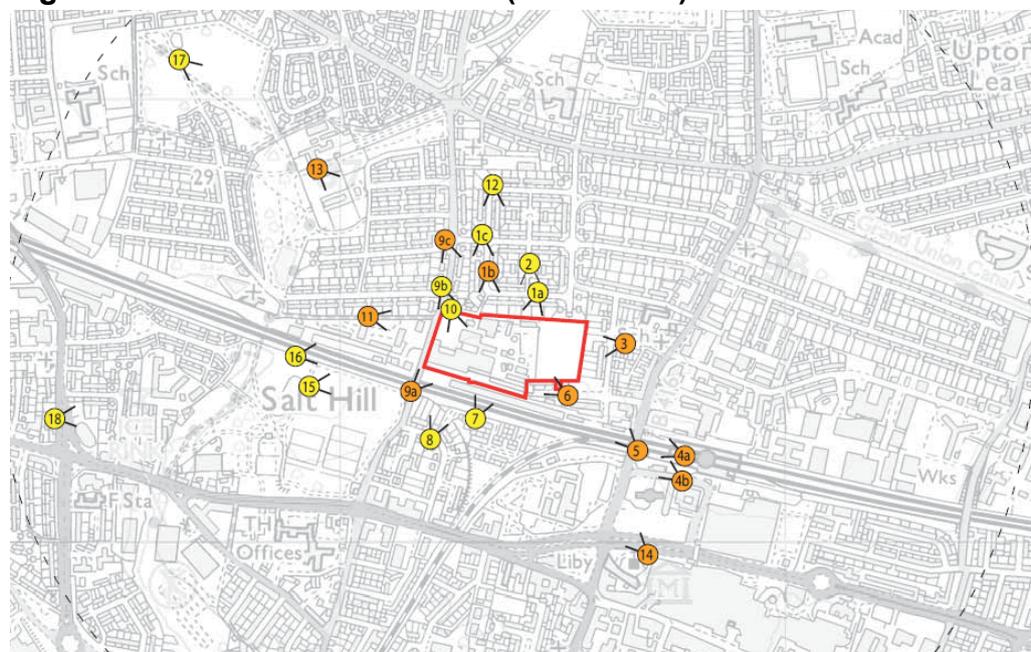
Figure 10: Summary of TVIA Impacts on LTCAs (From TVIA).

Landscape & Townscape Character Area (LTCA)	Impact On Year 15	Map Key colour
LTCA1 Factories & Works	Minor-Moderate Beneficial	Light Green
LTCA2 Stoke Residential	Negligible-Minor Beneficial	Blue
LTCA4 Baylis Park	Negligible Adverse	Brown
LTCA7 Chalvey Residential	Negligible Adverse	Yellow
LTCA8 Town Centre	Negligible Beneficial	Purple
LTCA9 Salt Hill Park	Negligible-Minor Adverse	Light Purple
LTCA13 Heart of Slough	Negligible Beneficial	Orange

8.118

In addition to assessing the impacts on Landscape and Townscape Character Areas, the TVIA also considers the impacts on visual receptors within the surrounding area. The TVIA includes a series of viewpoints with the visual impacts described and with specified verified views of the site with the development in wireframe form. A total of 25 representative viewpoints were agreed with the Local Planning Authority planning officers to be considered from the surrounding area within the TVIA. Excluding the longer range views from the Copper Horse Statute Langley Park, Stoke Place, Home Park and Eton College the below map identifies the position and orientation of the local Viewpoints (no.s 1-18).

Figure 11: View Point Locations (From TVIA)



Viewpoint No.	Location	Viewpoint No.	Location
1a	Gilliat Road	9a	Stoke Poges Lane (looking north)
1b	Gilliat Road	9b	Stoke Poges Lane (looking south)
1c	Gilliat Road	9c	Stoke Poges Lane (looking south)
2	South Green	10	Ploughlees Lane
3	Littledown Road	11	Footpath 25 (Simpson Way)
4a	Slough Train Station (Grade II Listed)	12	Carrington Road
4b	Slough Train Station	13	Baylis Memorial

	(Outside Station)		Gardens
5	Stoke Road Bridge	14	Church of Our Lady and Ethelbert
6	Stoke Gardens	15	Salt Hill Park
7	Stranraer Gardens	16	Salt Hill Park (Railway Line)
8	Stranraer Gardens & Lansdown Avenue	17	Godolphin Playing Fields
		18	Three Tuns Pub

8.119 The below table identifies the TVIA conclusions of the impacts on receptors from the viewpoints on years 0 and 15.

Figure 12: Viewpoint Impacts (years 0 and 15) (Table 5.4 of TVIA)

Viewpoint	Receptor	Operational (Years 0 and 15) Short & Long Term Effect
Viewpoint 1a, 1c & 1c	Residents Road users, pedestrians and cyclists	Minor Beneficial Negligible Beneficial

Viewpoint	Receptor	Operational (Years 0 and 15) Short & Long Term Effect
Viewpoint 2	Residents Road users, pedestrians and cyclists	Moderate Adverse Minor Adverse
Viewpoint 3	Residents Road users, pedestrians and cyclists	Minor Adverse Negligible Adverse
Viewpoint 4a & 4b	Station users	Negligible Beneficial
Viewpoint 5	Road users, pedestrians and cyclists	Negligible Beneficial
Viewpoint 6	Residents People at work, road users, pedestrians and cyclists	Minor Beneficial Negligible - Minor Beneficial
Viewpoint 7	Residents Road users, pedestrians and cyclists	Moderate Adverse Minor Adverse
Viewpoint 8	Residents Road users, pedestrians and cyclists	Negligible Beneficial Negligible Beneficial
Viewpoint 9a, 9b & 9c	Road users, pedestrians and cyclists	Negligible Beneficial
Viewpoint 10	Residents Road users, pedestrians and cyclists	Minor - Moderate Adverse Negligible – Minor Beneficial
Viewpoint 11	PRoW users	Negligible Beneficial
Viewpoint 12	All Receptors	Negligible Beneficial
Viewpoint 13	Visitors to heritage assets PRoW 23b users	Minor Adverse
Viewpoint 14	Visitors to heritage asset People at work place Road users, pedestrian and cyclists	Minor Beneficial Negligible - Minor Beneficial Negligible - Minor Beneficial
Viewpoint 15	Visitors to Salt Hill Park	Minor Adverse
Viewpoint 16	Visitors to Salt Hill Park	Negligible - Minor Adverse
Viewpoint 17	All Receptors	Negligible Adverse

8.120 The applicant's TVIA concludes that;

The Proposed Development will inevitably introduce an increased density of built form with a greater range of building heights compared to the current built form on Site. However, the massing and scale are intended to align with the retained Horlicks Factory Building, whilst partly reflecting other recently completed and planned development on the edge of the Centre of Slough area. The retained Horlicks Factory Building will remain as a landmark feature in the townscape however, it will be seen in the context of other new built form. Overall, the local skyline would change, albeit seen in the majority of directions as part of

the Centre of Slough. Overall, the impacts and effects upon physical townscape resources are considered to be direct and mostly Beneficial. The influence will be largely limited to the Site and its immediate context, albeit opening up landscape / townscape amenity resources to the wider community.

8.121 In terms of sequential views, the TVIA considers that the cumulative visual effect is also considered to be negligible or neutral, with cumulative schemes located within the densely built urban environment of the Town Centre and glimpsed views interrupted by the layering of surrounding built form. When travelling along major roads through the Town Centre, these glimpsed views would be seen in the context of enhancements to the Town Centre.

8.122 Officers broadly agree with the conclusions of the TVIA in terms of the above assessments. However, it is considered that the TVIA and TVIA addendums underplays the level of impacts on the surrounding residential character areas particularly Stoke and Chalvey. Officers consider that minor adverse impacts will occur to these character areas due to the considerable increase in scale of the development. The impacts in viewpoints (within these LTCAs) also emphasise the magnitude of the townscape effects on visual receptors. Officers consider that there will be moderate adverse visual impacts at viewpoints 1a, 1b 1c (in Gilliat Road), and 3 (Littledown Road) (as opposed to minor adverse). Officers consider there will be minor adverse visual impacts on receptors at viewpoints 6 (Stoke Gardens), 9a and 9b (Stoke Poges Lane).

8.123 Officers consider that the scale and height of the outline component is likely to contribute to the adverse visual impacts more than the detailed component which is lower rise and relates to the scale of the existing factory. The applicant has submitted CGIs from Viewpoint 9 (Stoke Poges Lane bridge) and Viewpoint 5 (Stoke Road bridge) looking northwards to the site which provide indicative illustrations of the outline elements with the extended factory and detailed elements illustrated. These visuals indicate that more detailed design work is required on James Horlick and William Horlick House blocks (in the outline element) to improve their townscape impact in these prominent local views. In particular, due to the height of these blocks, the visuals indicate in both images that the taller elements would challenge the primary Horlicks Factory for prominence. This undermines the local visual importance of the factory. It is also considered that the northernmost taller block in James Horlick House would appear visually

obtrusive in viewpoints and from residential properties to the north of the site and this should be reduced at detailed design stage to provide a more transitional height between the taller blocks and the 2 storey residential area beyond.

8.124 In conclusion, the proposed height, scale, massing and bulk of the development, as revised, has been carefully considered through extensive townscape analysis massing studies and pre-application feedback. Overall, it is considered that the resulting development would result in some adverse townscape impacts on the surrounding townscape character areas and in some viewpoints. This is due to the increased scale and height (of the parts of the outline component) appearing out of context with the prevailing heights of the neighbouring buildings, particularly in views from Gilliat Road and streets to the north east. However, the detailed elements and majority of the outline elements are considered to be acceptable in design and townscape terms. In addition, the detailed scale of the outline buildings is a matter for detailed design stage for reserved matters submissions and so it is considered that improvements could be secured later in the planning process to overcome these concerns.

8.125 Although there are elements of the development which does not fully comply with the specific criteria set out in within Policy EN1 of the Saved Local Plan, the resulting visual impact does not cause a considerable level of harm to any sensitive townscape or heritage context or to any sensitive receptors in terms of daylight, sunlight or overshadowing.

8.126 Weighted accordingly, it is considered that the shortcomings of the height in parts of the site would not constitute a major contravention with the design Policies or with Core Policy 8 which require new development to relate to the surrounding context and as such, through securing design quality through conditions, design codes and reserved matters, it is considered that a satisfactory standard of design could be achieved, on balance.

Future Development

8.127 The development has been designed to consider the development of adjoining sites on Stoke Gardens which might come forward for redevelopment in the future. There is considered ample scope to

extend the shared surface street serving Engineering and Workshop Mews to Stoke Gardens if the site to the east came forward for development. Likewise, the heights and siting of buildings on the development site are considered to safeguard development potential on other sites in Stoke Gardens and will therefore constitute neighbourly development.

Conclusions on Design

- 8.128 Overall, the outline application proposal is capable of achieving an acceptable standard of design subject to conditions.
- 8.129 It is considered that the proposed development would result in a material improvement to the physical appearance of the current site and would deliver a well designed group of urban buildings that could stimulate potential regeneration close to the town centre of Slough.
- 8.130 In conclusion, the design and resulting appearance of the development is considered to be acceptable, on balance, noting that the proposals result in some harm to the local townscape character by virtue of the scale and height of the central buildings and their relationship with the immediately neighbouring low rise buildings.
- 8.131 Notwithstanding this, the overall proposals would therefore be considered to constitute an acceptable design and an appropriate form of development on this site.
- 8.132 It is recognised that the scale, massing and height has been optimised to enable a sustainable mix of uses and delivery of affordable housing with adequate servicing, delivery and parking provisions, and this results in some harm in planning terms which makes this a finely balanced judgement.
- 8.133 In conclusion, it is the officer's view that the level of harm to the townscape is not significant enough to warrant a refusal on townscape grounds, on balance. It is considered that the development is capable of achieving a sufficient level of compatibility with the surrounding townscape which, over time, and would address the criteria in the Local Plan Saved Policy EN1, Core Strategy Policy 8 and Core Strategy Policy 9 and the NPPF which seeks to deliver well designed places.

Trees

- 8.134 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.
- 8.135 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).
- 8.136 The submitted arboricultural impact assessment identifies 42 individual and 7 groups of trees within and the site and on adjoining land. Of these 26 individuals and 2 groups will be removed to accommodate this development. Of these 3 trees are moderate value and 18 are of low value and 3 are of no value (in arboricultural terms).
- 8.137 The Council's arboricultural officer advises that most of these trees do not have significant public amenity as they are hidden by existing buildings. The highest value trees are two lime trees T1 and T2 which are of moderate value located at the junction of ploughlees and Stoke Poges Lane. It is acknowledged these cannot be retained due to road safety requirements and the relocation of gas pipe line. Trees T18, T20 and T22 are shown to be retained these large landscape scale trees will in the short-term help soften the development. However, located at around 10m from the property (to the north) there is unlikely to any long-term merit due to post development pressure. Hence these trees do not qualify of special protection.
- 8.138 It is considered that the significant new tree planting proposed around the development should mitigate the loss of trees in the medium term. An arboricultural method statement and tree protection plan in accordance with guidance within BS5837:2012 Trees in relation to design demolition and construction will be required to be submitted.
- 8.139 A landscape master plan has been developed for the site which includes open spaces, trees shrubs water features and play areas. The general thrust of the plan is good and subject to details that can be submitted under condition the proposal is acceptable. The Borough's Arboricultural Officer raises no objections to the proposals.
- 8.140 The proposals are considered to be compliant with Local Plan policy EN4.

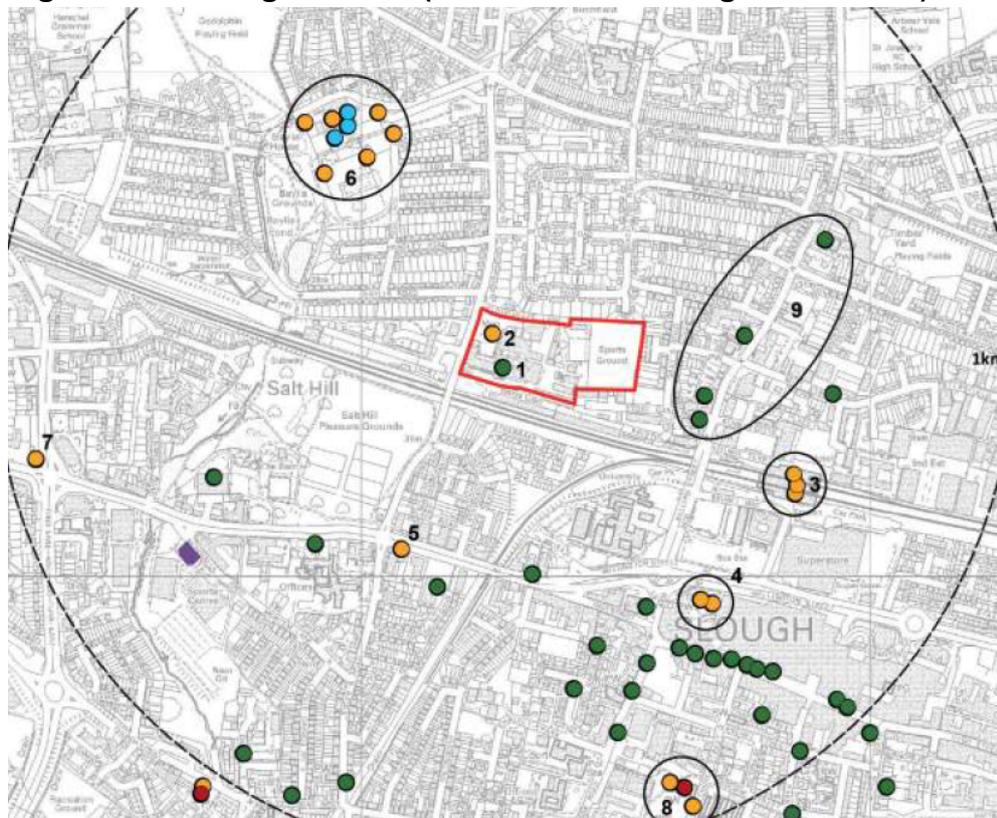
Heritage

- 8.141 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.
- 8.142 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.
- 8.143 Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 provides that in considering whether to grant permission for development which affects a listed building or its setting, the Local Planning Authority shall 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. As a consequence the desirability of preservation must be given considerable importance and weight in the decision making process.
- 8.144 Paragraph 184 of the NPPF 2019 states that Heritage assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.
- 8.145 Paragraph 190 of the NPPF 2019 states that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
- 8.146 Paragraph 193 of the NPPF 2019 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

- 8.147 Paragraph 194 of the NPPF 2019 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:
- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
 - b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional
- 8.148 Paragraph 196 of the NPPF 2019 states that “Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use”.
- 8.149 NPPF (Para 197) requires the effect of an application on the significance of non-designated heritage assets to be taken into account in determining applications. 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.
- 8.150 The following heritage assets have been identified in the Heritage Statement that could be potentially affected by the development:
1. The Horlicks Factory (locally listed);
 2. The Horlicks War Memorial (Grade II);
 3. Group:
Slough Station Booking Hall; Booking Office and Travel Centre (Grade II), Slough Station Area Managers Office, Traffic Assistants Office and Red Star Parcel Office (Grade II) and Island Platform Building (Grade II);
 4. Group:
Church of Our Lady Immaculate and St Ethelbert (Grade II) and St Ethelbert’s Presbytery (Grade II);
 5. Milestone at SU (Grade II);
 6. Group:
Baylis House (Grade I), Former Service Block Ad joining Baylis House to North East (Grade I), Godolphin Court (Grade I), Wall,

- 5 x Gate piers and Gates Adjoining Baylis House (all Grade II), Coach House and Adjoining Outhouse (Grade II)
- 7. The Three Tuns Inn (Grade II);
- 8. Group:
Church of St Mary (Grade II*), Wall, Gate piers and Gates (Grade II) and Slough Town War Memorial in Churchyard of St Mary (Grade II);
- 9. 19 Stoke Road, 21 Stoke Road, Little down Primary School and Gilliat Hall, Stoke Road (St Paul's Church) (all locally listed);
- 10. Windsor Castle (Grade I & SM).

Figure 13. Heritage Assets (extract from Heritage Statement)



The green dots comprise locally listed buildings, the yellow dots comprise Grade II Listed Buildings, the red dots comprise Grade II* Listed Buildings and the blue dots comprise Grade I Listed Buildings. Groups of the heritage assets are circled.

Horlicks Factory

- 8.151 As a non-designated heritage asset, the Horlicks factory building is considered to be of low significance in NPPF terms. At the time that it was locally listed details of the main building were recorded in the Draft Slough Local Plan (1999) including as an “*Important landmark on the Slough skyline, especially the tall round chimney and the distinctive*

crenelated square tower It is significant from an historic and status point of view as it is possibly one of the oldest and largest factories of its type surviving in Berkshire ... ”.

- 8.152 The Horlicks factory was considered by Historic England for statutory listing in 2018. HE concluded in May 2018 that the factory complex should be excluded from the list as it did not exemplify special architectural or historic interest.
- 8.153 The wider Site plays an important role in the setting of the Horlicks factory. The factory forms part of the Site. The surrounding buildings, structures and hard surfacing that make up the former Horlicks factory site are from various dates and are generally of low architectural quality and in a dilapidated state of repair or modern replacements of no interest. A number of these have been demolished under Prior Approval application (ref: P/00094/038). The demolition of all buildings surrounding the former factory is considered to be acceptable as they are of limited visual or historic interest and they do not contribute to the significance of the locally listed main factory building. In conclusion, although the factory is of a low sensitivity in NPPF terms, it is considered that the site does have a landmark status, due to its scale, distinctive architectural features (the clock tower and chimney).
- 8.154 The proposed scheme would have both direct (through partial demolition and alteration of fabric) and indirect (setting) effects on the former Horlicks factory. The proposed refurbishment of the former Horlicks factory would require the removal of some secondary elements. The elements of the building that are proposed for removal are of limited architectural interest.
- 8.155 The Council's Heritage Consultant's (BEAMs) advises that the proposals ensure the most significant parts of this locally listed building will be preserved with a new long term use for the former Horlicks factory building as residential flats / apartments achieved. The site will also be opened up with new residential development of varying scale throughout the site.
- 8.156 In terms of alterations to the former Horlicks Factory, the raising in height of the parapet of the existing building is considered to be acceptable in heritage terms. The application plans show how the existing details, including cornice, will be replicated. To ensure a good overall finish an appropriate matching brick will be required (and this should be a condition of any consent).

- 8.157 The newly created internal atrium with glazed roof will retain much of the existing steel structure of the factory building and is considered an acceptable alteration to this non-designated heritage asset.
- 8.158 The whole interior is to be gutted as part of the redevelopment, and it seems unlikely the existing offices which contain timber panelling or other decorative detailing will be retained. As such, BEAMS advise that it is recommended a level 2 to 3 Historic Building Recording of the Horlicks Factory (internally and externally) and all other associated buildings / structures on the site should form a condition of any consent.
- 8.159 The proposed plans include a 2-storey roof top extension to a large part of the Horlicks Factory building. Some concerns were raised at the pre-application stage regarding the 2-storey nature of the set in roof top extension and its impact upon the character / appearance of the locally important building. BEAMS consider a single storey addition would sit more comfortably on top the existing building and be less overbearing than a two storey extension. BEAMS considered that the original proposals for the roof top extension had an understated design and verticality and that the grey aluminium finish provides a contemporary addition to the existing factory.
- 8.160 Proposed amendments have been sought by officers to simplify the design further and ensure the extension respects the scale and materiality of the building more sensitively. The number of vertical fins have been reduced which draws less attention to the double height of the structure. The set back glazed facades have also been re proportioned to correspond to the simplified frame and reduction of the number of fins. The applicant is proposing a darker more industrial black finish to the frame as an alternative to the grey aluminium finish previously proposed. The darker finish comprises a reference to the structure at the roof level of the water tower building within the site. The roof extension sits back from the parapet walls on all sides of the building and is set in further at the corners. The roof of the frame overhangs the set back area with the vertical elements of the frame projecting slightly in front of the lightweight façade.
- 8.161 Officers consider that the proposed roof extension has the potential to form a modern and modest crown to the factory which respects the industrial architecture and scale of the building. It is vital therefore that the architectural detailing, external materials and finishes and junctions

of the contrasting materials are of the highest quality. It is considered that subject to these details being secured by conditions, that a good standard of design could be achieved. Therefore conditions are recommended which will require the submission of samples panels for inspection on site, 1:20 detailed drawings and sections and profiles, finishes and colour strategy and details of the glazing system and panels.

- 8.162 The relocation / replacement of the Horlicks Factory sign is considered acceptable, the existing sign is not original and historic photos show how the signage has changed over the last century. Its position adjacent to the proposed roof garden on top of the factory building is considered appropriate.
- 8.163 In terms of the development on site, the new block to the north of the Horlicks factory, whilst blocking street scene views from Stoke Poges Lane, is of an appropriate design, material finish and scale to relate to the Factory. The scale of development increases further to the east side of the site, with development of up to 14 storeys proposed.
- 8.164 In summary, it is considered that the various internal and external alterations to the locally listed building, subject to conditions, are acceptable in accordance with Policy EN17 of the Local Plan and Policy 9 of the Core Strategy, in addition to the guidance set out in the NPPF (2019).

War Memorial

- 8.165 The proposals include the relocation of the Grade II listed Memorial within the former Horlicks factory grounds which would be only a short distance from its original location. The proposed relocation of the memorial is subject to a current application for Listed Building Consent which will be determined following the determination of this application. The proposed incorporation of the memorial within the development proposals would ensure that its historic significance was preserved. Historic England raises no objection to the proposed works to the memorial. Conditions could be secured on the listed building consent to ensure the structure is adequately preserved during the works and a full schedule of works and protection measures will be included within the condition.
- 8.166 It is considered that the historic and communal significance of the Memorial would be enhanced by the proposals which provide a formal

setting for the statue, surrounded by and addressed by buildings. The new entrance adjacent to the square which accommodates the statue ensures that the Memorial is more publicly accessible (than present). The new setting of the Memorial is significantly improved by the introduction of landscape features such as the lawn, formal planting, informal seating, stone paving and through naming the square ‘ Memorial Square’.

Impact on Other Heritage Assets

- 8.167 There are only two instances where the settings of designated heritage assets would experience some less than substantial harm which includes Baylis House and the walls and gate piers adjoining Baylis House. However, it is considered that the proposed development in both cases would preserve the significance of these buildings which are located a considerable distance from the site. BEAMs advise that the Heritage Impact Assessment correctly concludes upon the potential impact of the proposed development upon various designated Heritage Assets in the locality and further afield in terms of their setting. Views from the Copper Horse statue looking towards Windsor Castle are of particular importance and officers are satisfied that the proposed new taller development within the Horlicks site does not impact upon the setting of Windsor Castle. Any harm identified would be at the lower end of the less than substantial harm scale.
- 8.168 In the cases where less than substantial harm is identified, Sec. 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the decision maker to have special regard to the desirability of preserving the settings of the listed building; and therefore, to give special regard to the (negligible and minor) harm caused to setting.
- 8.169 Paragraph 193 of the NPPF requires great weight to be given to conserving the significance of designated heritage assets (the more important the asset, the greater the weight should be). Paragraph 196 requires less than substantial harm to the significance of a designated heritage asset to be weighed against the public benefits of the proposal including securing its optimum viable use. As the significance of Baylis House and its listed walls is unharmed, the public benefits do not need to be taken into account in accordance with the NPPF. However, the public benefits include the long-term preservation of a locally listed heritage asset, regeneration of an unused brownfield site to provide a new urban quarter in Slough and the delivery of a substantial amount of new housing which provides social, economic and environmental

benefits. Special regard has been given by officers in recognising the less than substantial harm to the setting of Baylis House (Grade 1) and to the setting of the adjacent wall (Grade II listed). It is concluded that the level of harm to setting does not affect the significance of the heritage assets and the public benefits listed in the report significantly outweigh the less than substantial harm to the setting of the listed buildings.

- 8.170 The combined effect of the proposed external alterations to the Horlicks factory would preserve its character and contribute to its future conservation. It is considered that the development of the whole site is sympathetic and considerate of the statutory assets. Therefore the proposal complies with the requirements of Local Plan Policy EN17. 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

- 8.171 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.

- 8.172 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. A density range of 40-75 dwellings per hectare is recommended for urban sites (outside of town centres) which constitutes the suggested range for this development. No maximum

density is allocated to Town Centre sites. As noted in this report, the proposed development and location of the site demonstrate design, scale and locational characteristics of a town centre urban development. 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.

8.173 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 600 net dwellings on the site which suggests that a higher density development could be acceptable, subject to detailed design.

8.174 The proposed scheme has a density of 263 dwellings per hectare which is above the upper levels set out in the Core Strategy for town centres and urban locations.

8.175 The design approach results in the significant intensification of use of the site which would provide floorspace for 1300 new homes. The housing is to be designed to meet the needs for smaller households, including small and larger families within the housing and maisonettes provided. All the units will meet or exceed internal space standards and the proposed layout has been designed to minimise north facing single aspect units and ensure all residents have access to a significant amount of high quality landscaped spaces on the site. Due to the dense nature of the development and quantum of smaller flatted units there are a large number of single aspect units with the majority having eastern or western aspects. The limited number of north facing single aspect units is a consequence of the masterplan layout which has linear blocks such as Darjeeling House, Aquifer House and James and William Horlicks Houses which locate the majority of housing facing east and west.

8.176 The layout of the development provides sufficient separation distances between each of the blocks which is appropriate to the urban character of the development. These generally exceed 15m between building frontages (which contain more public/active edges) and 17.5m between the rear elevations (which are more private). It is considered that there will be no significant overlooking or privacy intrusions between

individual units in the detailed component. The design codes have been prepared to include a code which advises 17.5m is the minimum window to window separation distance between facing habitable room windows for the outline components.

8.177 The proposed development constitutes the creation of a new urban quarter within Slough that will provide a significant quantum of new housing and therefore provide a sizeable contribution towards the Borough's 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. In conclusion it is considered that the proposals make effective use of land in accordance with the NPPF.

8.178 Highways and Transport

8.179 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

8.180 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.

8.181 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.

- 8.182 The applicant has prepared a Transport Assessment and a Transport Assessment Addendum to consider the transport and highways impacts of the development. The TA Addendum provides technical responses to arise out of the consultation with the local planning and highways authority officers.
- 8.183 Car and Cycle Parking:
- 8.184 Car Parking: 441 car parking spaces are proposed on site including 5% (22) spaces with disabled access, a ratio of 0.34 spaces per unit. 5% (22) of the spaces will be provided as visitor spaces. 10% of the spaces (44) will comprise EV charging points. It is proposed that all of the spaces will be unallocated, with the exception of the on-plot parking associated with the houses on Engineering Mews, Workshop Mews and Barley Mews and the double spaces within The Warehouse's undercroft car park.
- 8.185 The applicant has submitted an updated car parking plan for the detailed component within the development identifying the location of the 10 visitor car spaces, EV Car Club Hub (for 6 x EV charging points) and 10 x wheelchair accessible parking spaces. The applicant has agreed to install rapid charger points to 4 EV spaces within the hub area at Memorial Square which can be secured under the s106 agreement and planning conditions. Details of the car parking provisions, including the EV Car Club provisions within the outline component will be subject to reserved matters, conditions and planning obligations.
- 8.186 The applicant is proposing a comprehensive car park management plan for the estate to control, monitor and enforce parking in the development. The TA considers that it is more efficient not to allocate car parking spaces for a flatted development and refers to research previously undertaken by the Department for Communities and Local Government and set out within their 2007 report entitled 'Residential Car Parking Research'. The TA also refers to the experience of this developer in delivering restricted parking developments in London. In the case of Horlicks, for the flatted parts of the site, the applicant proposes to sell a 'right to park' with a certain number of properties. The current proposals are for two types of permit to be offered. One version allowing holders to use the on-plot spaces for the houses and the double spaces within The Warehouse and another permit for those who are able to use any other space.

- 8.187 The applicant proposes that the parking will be managed by the on-site concierge to ensure that residents who do not have a right to park on site do not park illegally. The Management Plan will need to ensure that prospective tenants will be made aware of this policy and that the development provides a focus on the use of sustainable modes of travel over the private car when they first express an interest in the development and throughout the process of purchasing their apartment. The detailed Car Park Management Plan can be subject to a planning condition when further details are known.
- 8.188 The TA submitted with the application considers that the reduced parking provision is supported on this site by the excellent accessibility of the site to Slough railway station, Slough bus station and the town centre. These facilities are all within a ten minute walk of the site and provide travel options throughout Slough and the surrounding area and to local services. The TA also considers that the layout of the site will greatly improve connectivity between Stoke Poges Lane and Stoke Road providing improved pedestrian and cycling routes to other areas of the town including Slough Trading Estate, the main employment centre within the town.
- 8.189 The Council's parking standards (set out as guidelines in the SPG) would require the following provisions (based on the indicative mix for the outline element):
- 1 bed flats (communal parking) – minimum of 1.25 spaces per unit - 570 units = 712 spaces required;
 - 2/3 bed flats (communal parking) – minimum of 1.75 spaces per unit - 660 units = 1155 spaces required;
 - 3 bed/4 bed houses – minimum of 2 spaces per unit – 70 units = 140 spaces required.
 - Total = 2007 spaces minimum
- 8.190 The proposed 441 car spaces are therefore below those defined within the current SBC Developers Guide Part 3 for a residential development of this type within this area outside of the current Town Centre boundaries, but within the central area covered by the Council's Interim Planning Framework for the Centre of Slough. Notwithstanding this, Core Strategy Policy 7 outlines that maximum restraint will be applied to parking for residential schemes in the town centre and the site is considered an extension to the town centre, which 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 will require developments in sustainable locations to reduce the reliance on car ownership and encourage more sustainable modes of transport. The applicant has provided an extensive justification for the lower parking ratio which has been duly considered by officers in assessing the proposals.

8.191 The applicant has put forward evidence of local car ownership levels determined from 2011 Census data for Slough (factoring in growth in car ownership up to 2018). This results in an estimated car ownership level of 0.5 spaces per flat and 0.7 spaces per dwelling. The evidence indicates the parking levels within the development are consistent with the area for houses, but slightly lower than the local level for flats.

8.192 The applicant suggests that the significant proportion of the areas assessed are located further away from the town centre and the public transport Interchanges than the site. Therefore it is considered that within the central areas and edge of central areas where the site is located, car ownership is likely to be much lower than the average.

8.193 There are 5 precedents for residential developments within Slough for which parking ratios of 0.13 to 0.57 spaces per unit have been agreed by the Local Planning Authority. These developments are located at the following sites:

- Northgate House, William Street – 0.13 spaces per dwelling
- Crossways - Windsor Road – 0.4 spaces per dwelling
- Octagon Site, Brunel Way – 0.17 spaces per dwelling
- Tower and Ashbourne House, The Crescent – 0.57 spaces per dwelling
- Queensmere Shopping Centre development, Wellington Street – 0.15 spaces per dwelling

8.194 It is noted that these application sites lie mainly within the town centre boundary, but some are a similar proximity to public transport nodes at the Bus Station and Rail Station to the development. As such, these comparisons are of relevance to the development. The applicant has

also provided further examples of schemes with low car parking ratios within other Berkeley Homes developments in similar sites that are close to town centres (outside of London). These are set out in the below table (Figure 14).

Figure 14: Recent Consented Developments with Similar Parking Provisions (Table 6 from Transport Assessment)

Development (planning reference)	Location	No. of Apartments	No. of residential parking spaces	Parking Provision (spaces per dwelling)	Accessibility to Station
Victoria Square (PLAN/2014/0014)	A320 Victoria Road, Woking	392	200	0.5	400m (5 minute walk)
Huntley Wharf (17/0509)	Kenavon Drive, Reading	765	323	0.42	200m (2.5 minute walk)
Charter Square Ph1b (17/01923/FUL)	A308 High Street, Staines	104	27	0.26	520m (6.5 minute walk)
Land at York Road (18/01608/FULL)	York Road, Maidenhead	229	95	0.41	450m (5.6 minute walk)
The Landing (18/01576/FULL)	King Street & Queen Street, Maidenhead	520	189	0.36	250m (3.1 minute walk)

- 8.195 The above examples demonstrate the acceptable planning principle of low car parking provisions within major urban developments close to and adjoining town centres in similar geographical contexts to Slough.
- 8.196 The application site is located in close proximity to the town centre boundary, with easy access to the A4 which is served by regular bus services. It is also within a 10 minute walk of Slough Railway and Bus Stations and has good access to local facilities and shopping areas both in Stoke Poges Lane, Stoke Road and the Town Centre. The factory provided 196 parking spaces so the proposals provide a net increase in 247 spaces albeit the 196 spaces were used in connection with the factory.
- 8.197 In addition to the car parking provisions, the proposal benefits from a full complement of 1300 cycle parking spaces on site in addition to the provision of a cycle hire docking station 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.
- 8.198 Given the proximity of the site to the town centre, combined with the easy access to alternative public transport modes in vicinity of the site and the fact that the parking ratio has not been reduced on site, it is considered that the proposal for 0.34 parking spaces per dwelling (441

spaces in total) would be acceptable. Officers consider that the appropriate balance has been proposed between car parking provisions and providing accessible good quality public realm which is uncluttered with excessive presence of on-street car parking.

8.199 Furthermore, the proposals are supported on the basis that the development would provide an on-site EV Car Club Hub with 6 parking spaces (including the necessary infrastructure) within the detailed phase in addition to further provisions within the outline component (or by way of a contribution towards off-site bays). The provision of the EV Car Club coupled by provision of 10% EV charging points within the development for the residential dwellings would be in compliance with the Low Emission Strategy (LES) for the Borough by encouraging a modal shift in transport and would therefore reduce air quality emissions from vehicles. The applicant is prepared to make a further contribution towards the EV Car Club scheme by promoting its use through discounted or free memberships. The proposed measures will incentivise residents in the development to use the car club and thereby promote a more sustainable form of travel.

8.200 Further conditions 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 any local CPZ. It may be necessary to undertake a review of the nearby car parking controls to determine whether a new CPZ or amendments to the existing CPZs are required. The s106 agreement will secure the mechanism for ensuring the development makes a contribution towards the cost of carrying out the review and implementation of any measures as a result. 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.

8.201 It is recognised that the level of car parking is often a major concern raised by local residents. However, the reduced provision for this site is supported acknowledging 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 level of car parking would not cause severe harm in NPPF terms, subject to the provisions set out in the planning application and planning conditions/obligations.

Pedestrian movement

- 8.202 To encourage residents to walk or cycle rather than use/own a private car, the pedestrian and cycling infrastructure both within the site and in the surrounding off-site area is proposed to be improved as part of the development works. This will improve cycling connectivity between Stoke Poges Lane and Stoke Road, by providing a direct link through which will benefit both residents and the local community. These improvements will be further augmented through potential wider improvements to the local area through s106 contributions from the development. This will be covered later in the report.
- 8.203 The proposed strategic route will comprise a continuous 3m wide footway / cycleway through the site from the access on Stoke Poges Lane adjacent to Memorial Square to the new access onto Stoke Gardens. Further linkages to this route are proposed at the north west and south west accesses to the site. The proposals have been revised to reintroduce the access at the south western corner of the site. The central east-west cycle route will be accessible to non-residents and will be segregated from the carriageway thereby providing a safe, direct and well-designed cycle link through the site.
- 8.204 At the western end of this link, the applicant proposes a new Tiger crossing (a combined zebra and cycle crossing) on Stoke Poges Lane which will be provide across Stoke Poges Lane, whilst the eastern footway adjacent to the site will be widened to 3m to provide footway / cycleway. This crossing is intended to provide a cycle friendly link between the internal footway / cycleway link to Public Footpath 25 and the residential areas and Slough Trading Estate to the west of Stoke Poges Lane.

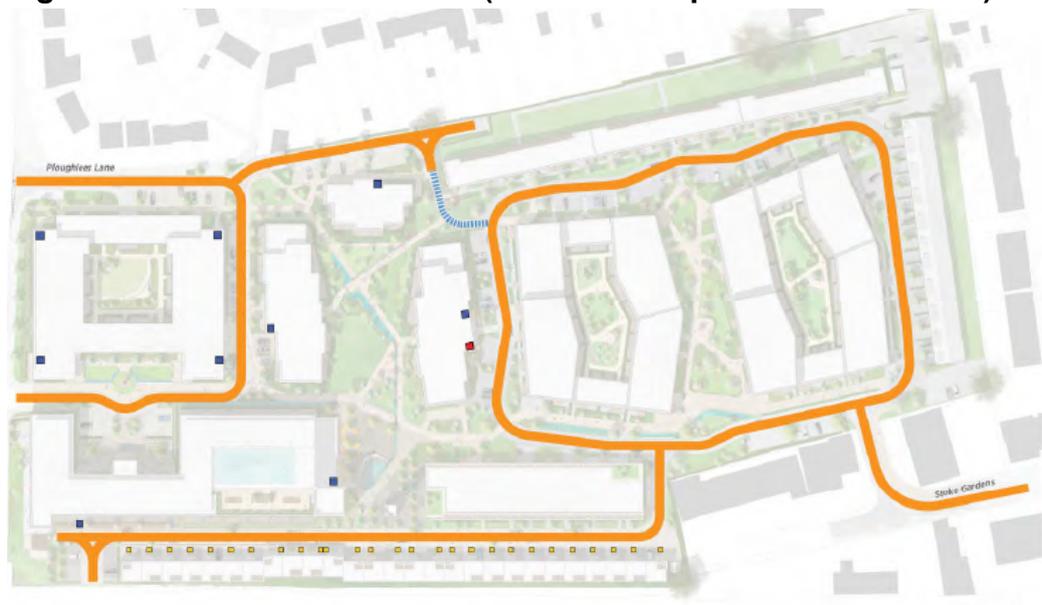
8.205 At the Stoke Gardens access, the applicant proposes to extend the 3m footway / cycleway along the northern side of Stoke Gardens to its junction with Stoke Road leading toward a new toucan crossing. This link will provide a cycle connection to the existing cycle infrastructure on Stoke Road which provides access to Slough town centre and the railway and bus stations. A second 3m wide footway / cycleway will be provided to the north of the site. This will connect Ploughlees Lane to the internal loop (within the outline component) and will double as an emergency access link with vehicular access controlled by removable bollards.

8.206 The internal layout of the site will provide a network of footpaths combined with shared surfaces and home zones to ensure all parts of the development are accessible by pedestrians. In addition to these improvements, the TA confirms that the site will have a design speed of 20mph thereby reducing vehicle speeds to provide safe cycling routes through the development.

Refuse Storage & Collection

8.207 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 proposed bin stores are located in the following locations.

Figure 15: Bin Store Locations (detailed component - From DAS)



8.208 The location of the bin stores in the outline component is to be confirmed at reserved matters stage and these can be conditioned in

respect of the design and capacity of the bin stores and of the waste management and collection arrangements.

8.209 The number of bins required has been calculated for each detailed block as follows:

Figure 16: Bin Store Provisions

Block	No of dwellings	Bins proposed	Bins required
A (The Warehouse)	150	24	20
B (Artesian House)	33	5	5
L (Darjeeling House)	79	11	11
K (Aquifer House)	104	14	14
M (Horlicks Factory)	161	22	22
Q (Engineering & Workshop Mews)	27	all individual private bins	
Totals excluding houses		76	72

8.210 The LHA confirms the location of the proposed bin stores are acceptable and are accessible for refuse vehicles following the submission of detailed tracking plans.

Servicing & Deliveries

8.211 Delivery vehicles will access the detailed component of the development (to the west of the site) via the one-way existing access, departing the site via Ploughlees Lane with deliveries to the outline component using the Stoke Garden access. The swept path assessments within the site show a supermarket delivery vehicle negotiating the site. They will utilise the visitor bays for dropping off their provisions. A swept path assessment has also been submitted showing a 11.4m refuse vehicle within the development, and accessing and departing the site. There are some parts of the site where the swept path analysis indicates the turning areas are tight. The applicant has submitted amended proposals to address the concerns which are considered by Officers to be acceptable subject to detailed designs being conditioned/secured under s278 agreement.

8.212 The locations of the loading vehicles for the non-residential components are set out in the Transport Assessment Addendum which as been reviewed by the Council's Highways Officers and is considered to be acceptable in principle. The details of the loading bays will be

secured via condition along with details of minor adjustments of the junction of Stoke Poges Lane/Ploughlees Lane as referred to above.

- 8.213 In accordance with advice from the Highways Officers, it is recommended that a Delivery and Servicing Management Plan (DSMP) is submitted for the proposed development which can be conditioned. The DSMP will need to include details of managing the loading bays, delivery times and temporary suspension of parking bays.

Highway Safety

- 8.214 The highways officer has raised some concerns about the conclusions contained in the Personal Injury Collision (PIC) Assessment. Notwithstanding this, the accident assessment has been undertaken for the latest five year period based on data provided by Slough Borough Council. This assessment showed that there are no significant highway deficiencies in the vicinity of the Horlicks site that would adversely affect the safety of road users. Although officers have queried some of the conclusions in the assessment, it is considered that the overall conclusions are acknowledged.. The proposals include a comprehensive set of off-site highways works which will improve the environmental quality of the surrounding area in addition to improving highway safety.

Trip Generation and Impact

- 8.215 The methodology for determining the potential traffic generation of the consented by the Council's Highways Officers to be generally sound on the basis that the baseline condition (of the former factory) is accurate in terms of actual staff numbers, shift patterns and hours of operations (when the factory was in use). The previous owners provided information to assist with setting the baseline. The submitted trip rates of the non-residential and residential uses have been agreed with officers for the purposes of the TA. The applicant has submitted further TA addendums to address additional queries raised by highways officers in connection with the nursery, ancillary residential uses (ie; cinema, facilities) and TRICS data.

- 8.216 In accordance with the advice from Highways Officers, a highway impact assessment has been undertaken using a standalone junction modelling (LinSig and PICADY) based on Census 2011 trip distribution data; and the Slough town centre VISSIM model with the trips being distributed using the Strategic Highway Model.

8.217 The standalone assessment set out in the TA concluded that the cumulative impact of the development (upon junctions) shows that once the development is fully occupied in 2032, the majority of the junctions assessed would not experience an increase in traffic flows greater than 2.1% with the Stoke Poges Lane junctions south of the site experiencing a decrease in traffic when compared to the full utilisation of the factory for industrial use. The TA concluded that the only junction that would experience an increase in traffic flows greater than 2.1% would be the Stoke Road / Stoke Garden junction which would see an increase of 9.7% and 9.1% in the 2032 AM and PM peak hours respectively. This is because the junction will form the eastern access to the site and therefore would experience a large increase in flows compared to the existing low industrial related traffic movements.

8.218 In terms of junction capacity, the TA concluded that the resulting assessments for the 2026 and 2032 'with' and 'without' development scenarios (upon the nearby junctions) are as follows:

1. Ploughlees Lane Site Access – This junction would operate within capacity during both the 2026 and 2032 'with' and 'without' development scenarios. The only queueing experienced at the junction results from the introduction of the Tiger crossing but this is considered in the TA to be minimal.
2. Stoke Gardens / Stoke Road Site Access – This junction would operate within capacity within all of the scenarios. Following the provision of the Toucan crossing across Stoke Gardens, the PM Peak cycle time would increase from 64s to 72s.
3. A4 Bath Road / Stoke Poges Lane – This junction would exceed capacity in both the 'with' and 'without' development as a result of the increase in background traffic. The proposed development would reduce delay across the whole junction, with the majority of arms experiencing a small improvement in operation. Where there is an increase in saturation, queue or delay, the increase is small and the TA considers that the impact cannot be considered as significant.
4. Stoke Poges Lane / Elliman Avenue / Oatlands Drive - This junction would exceed capacity in both the 'with' and 'without' development as a result of the increase in background traffic. There would be increases in saturation, delay and queueing as a result of the proposed development, although the total delay would decrease. However, the increase in traffic at this junction is small (0.5%). The TA considered that the modelling exaggerates the impact as the

junction is operating significantly over capacity in the without development scenario. The TA considers that the impact of the development on this junction is not significant.

5. Stoke Road / Elliman Avenue / Shaggy Calf Lane – This junction exceeds capacity during the AM Peak hour in both ‘with’ and ‘without’ development scenarios. It is considered that the impact of the proposed Horlicks development is not significant. However, it has been identified that the provision of a short flare on the Stoke Road northbound approach, through revisions to the road markings, would provide a nil detriment solution. This would formalise the right turn flare and would ensure that the straight ahead and left turning traffic would not be delayed by traffic waiting to turn right. It is considered that works to this junction could form a part of the Town Centre Vision improvements which the council is in the process of drawing up detailed plans for.
6. A4 Wellington Street / Stoke Road – This junction would exceed capacity in both the ‘with’ and ‘without’ development as a result of the increase in background traffic. The proposed development would result in small increases in saturation, queue and delay on each approach. The TA considers that these increases would be minimal and therefore the impact of the proposals cannot be considered as significant.

8.219 Highways officers have reviewed the above findings and have raised no objections to the conclusions. Although the technical findings suggest minimal impact on the network overall, it is possible that a greater impact could occur on junctions if further cumulative planned development or unplanned development takes place in the town and this cumulatively places further pressure on the highway network. Therefore, a strategic assessment has been carried out that looks at the wider network and the potential impacts of the development (on a cumulative basis, and, on a ‘with’ or ‘without’ development basis against future baseline year of 2032 when the development is to be completed). This comprises a VISSIM assessment which has been undertaken by Atkins Transport Consultants in consultation with Slough Borough Council. The following points provide a concise summary of the applicant’s technical conclusions on the VISSIM assessment:

- The results outlined in the TA Addendum indicate that the impact on queueing will be minimal at each junction with queueing decreasing on a number of the links with small increases on others.

- Whilst some links would experience an increase in journey times, others would experience a decrease. When the total across the twelve links is calculated, the journey times would increase by only 1s in the AM peak hour and 11s in the PM peak hour. Consequently, it is considered that the impact of the site on journey times cannot be considered severe.
- Based on the results of the VISSIM modelling contained within Tables 8, 9 and 10, it is considered that, whilst there are some increases in queueing, delay and journey times, this is balanced against a large number of decreases elsewhere within the highway network. Consequently, it is considered that the modelling results back up the conclusions of the LinSig modelling within the Transport Assessment by confirming that the impact of the development cannot be considered as severe.

8.220

The detailed VISSIM report and TA Addendum submitted by the applicant have been reviewed by the Council's Highways Officers. Broadly, the conclusions indicate a very modest change in traffic conditions as a direct consequence of the development but a greater impact could occur on the highways network on a cumulative basis if unmitigated. Notwithstanding the planned growth, and un-planned growth anticipated in the next few years, it is considered reasonable and proportionate to ensure sustainable transport improvements are delivered to minimise any resulting harm and to promote other more sustainable forms of transport in accordance with the Council's Emerging Local Plan and Transport Vision. In light of the potential standalone and cumulative impacts on public transport, the local highways network, the town centre and parking within the area, it is considered necessary and proportionate to secure planning obligations to fulfil the requirements of the adopted and emerging planning policies which underline the need to deliver sustainable development in accordance with the NPPF. For the above reasons, the following planning obligations are recommended to be secured by way of a section 106 legal agreement. This will seek to mitigate the impact from the development and plan for sustainable development in the Borough as a direct consequence of the proposals. Planning obligations will comprise:

- Financial Contribution (of £2,100,000) towards Sustainable Transport Improvements within the Borough including but not limited to:

- Specified local highways mitigation and public realm improvements [including but not limited to those projects identified in the Emerging Transport Vision] to deliver on the policies set out in the Core Strategy and NPPF to enhance and improve the walking, cycling and public transport infrastructure and improve safety, manage capacity/flows and improve the environment [eg Tuns Lane scheme];
 - Initiatives to improve local public transport services such as (but not limited to) improvements to accessibility, Real Time Displays, Bus Services capacity/routes, EV charging bus infrastructure & promoting the mass rapid transit schemes;
 - Rapid Charger and Super Charger EV Infrastructure on or off site (up to £750,000) to encourage modal shift away from petrol-based motor cars towards more environmentally friendly and sustainable forms of travel in accordance with the Council's Low Emissions Strategy;
 - Incentives and measures to promote the use of the EV Car Club, on site, through subsidised memberships and free/discounted usage (for residents of the development) and advertisement, promotion through information packages within tenancy/lease/freehold contracts and other forms of publicity (up to £250,000) in accordance with the Council's Low Emissions Strategy;
 - Costs of a review of CPZs in the area (and costs of implementation of changes/introduction/Traffic Regulation Orders in connection with any new or modified CPZ scheme);
- Travel Plans (for residential, nursery and flexible land uses) and monitoring
 - Car Park Management Plan which details the car parking 'right to park' scheme, the management of the EV charging points and EV car club spaces.
 - S278 off-site highways works comprising (but not limited to):
 - A new Tiger crossing on Stoke Poges Lane to connect the proposed east / west cycle link through the site to Public Footpath 25.

- Stoke Poges Lane Footway upgrade comprise widening of footway to 3m and upgraded to a footway / cycleway to provide a connection between the on-site footway / cycleway and the Tiger Crossing.
- A 3m footway / cycleway will be provided along the northern side of Stoke Gardens to link the site to the existing cycle infrastructure on Stoke Road;
- Provision of a Toucan Crossing across the Stoke Gardens approach at its junction with Stoke Road to provide an off-street connection to the existing cycle infrastructure on Stoke Road.

Travel Plans

8.221 As part of the suggested heads of terms for a planning obligation, a travel plan for the residential and non-residential uses will be needed that includes aims and objectives to meet these requirements.

8.222 Subject to the provision of detailed information and compliance with the aforementioned conditions and planning obligations, 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.

8.223 Relationship with Neighbouring Properties

Sunlight, Daylight, Overshadowing, Privacy

8.224 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.

8.225 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. The buildings to the south on Bristol

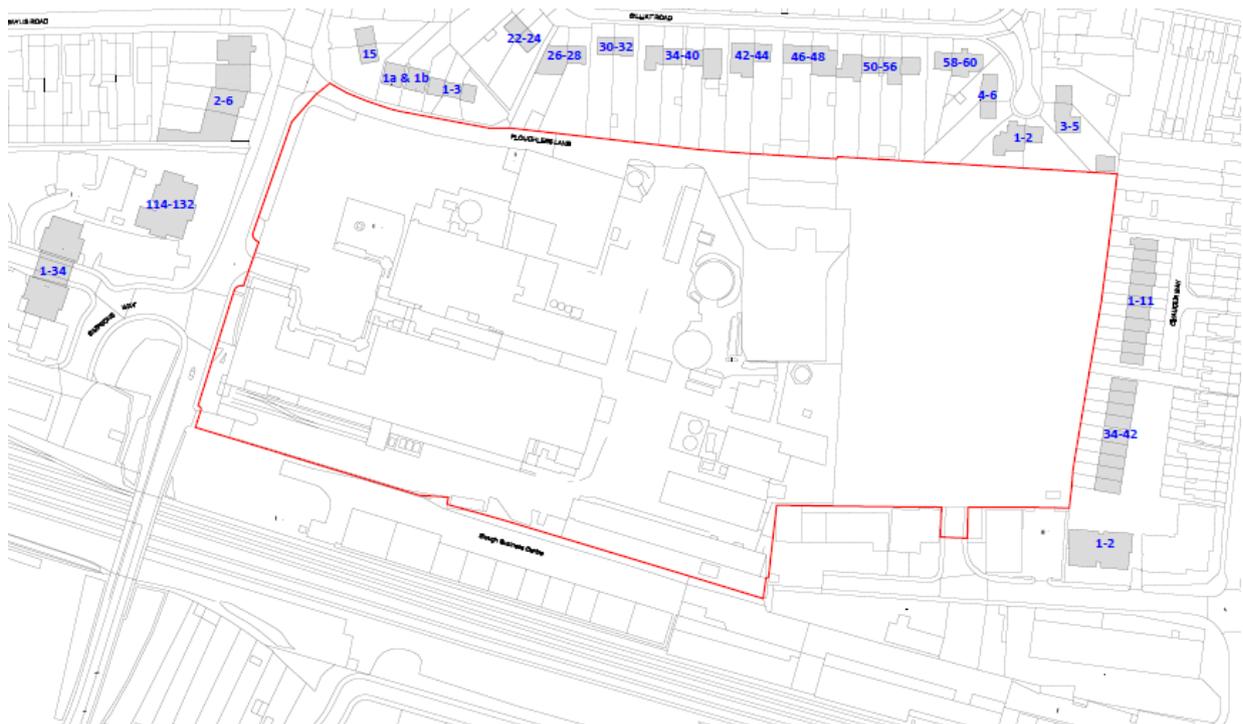
Way and Stoke Gardens comprise employment uses and so these uses would not be affected in terms of sunlight, daylight, overshadowing or privacy.

8.226 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.

8.227 The following properties comprise the nearest dwellings which are adjacent to the development and will potentially be affected the most by the development.

- **Pickford Gardens (to the west):** Within Apartment Blocks Nos 1-34 & 114-132
- **Stoke Poges Lane (to the west):** Houses at Nos 2, 4, 6, & 15
- **Ploughlees Lane (to the north):** Houses at Nos 1a, 1b & 1-3
- **Gilliat Road (to the north):** Houses at Nos 22-24, 26-28, 30-32, 34-38, 40, 42-44, 46-48, 50-56, 58-60
- **Shackleton Road (to the north east):** Houses at Nos 1&2, 3&5, 4&6
- **Chaucer Way (to the east):** Nos 1-11
- **Reet Gardens (to the east):** Nos 1-12 & 34-42

Figure 17: Adjacent properties tested in BRE Daylight/Sunlight Assessment



8.228 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 Daylight Distribution (DD). The assessment for sunlight to the existing neighbours is undertaken using the Annual Probable Sunlight Hours (APSH). In this case, the VSC, DD and the ASPH tests have been carried out to assess the impact of the development and officers have reviewed the conclusions of the BRE tests (for measuring the daylight and sunlight effects).

8.229 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. The Daylight, Sunlight and Overshadowing Report also assesses the impacts on adjacent properties and public spaces, the proposed accommodation, the external landscaped open areas, public realm and the communal landscaped podiums.

Daylight

8.230 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 96% (344 windows) of the 358 windows assessed, readily meet or are very close to meeting the BRE Guide target criteria. This is considered to demonstrate a very high level of compliance, noting the emerging

urban context. There are just 14 windows (4%) of all windows analysed where the scheme has a greater impact (a VSC of 0.7 of the former value or less) and these relate to; 2 & 4 Stoke Poges Lane, 1a & 1b Ploughlees Lane, 26-28 Gilliat Road and 1& 2 Shackleton Road.

8.240 The submitted daylight report considers that where technical transgressions have been identified, the resulting VSC levels are appropriate for its urban context. The report also identifies that some windows are also materially affected by way of existing obstructions (ie: canopies, soffits or overhangs) or are to windows which are otherwise served by other habitable rooms. Notwithstanding this, the resulting daylight levels to the most affected dwellings are considered to be reasonable for an urban setting.

8.241 The Daylight Distribution test confirms that 85.5% (242 rooms) of the 283 rooms assessed, readily meet BRE Guide target criteria and a further 7.1% (20 rooms) are considered to be relatively close to target criteria with reductions ranging >20% to 30% (could typically be considered 'minor adverse'). In conclusion, 93% of the rooms are considered to be broadly BRE compliant. There are 21 windows (7.4%) of all rooms analysed where the scheme has a greater impact and these relate to; 114-132 Pickford Gardens, 2 Stoke Poges Lane, 1a, 1b & 1-3 Ploughlees Lane, 1-11 Chaucer Way and 34-42 Reet Gardens.

8.242 In summary, for the aforementioned properties the daylight distribution for such rooms could still be considered reasonable in respect of retained values in context with an urban site development. In respect of 1-11 Chaucer Way & 34-42 Reet Gardens to the east, there are limiting existing factors (such as the deep room dimensions and the ground levels being lower than the site) which disproportionately distorts the results. On this basis, on balance, officers do not consider that any daylight distribution reductions could be considered material in view of the very high adherence to be BRE Guide target criteria for the majority of all neighbouring rooms assessed in respect of the scheme.

Sunlight

8.243 Sunlight availability to neighbouring residential properties that face within 90° of south demonstrates that BRE's recommended values would be satisfied in all of the tested locations (excluding north facing windows). The Sunlight Assessment confirms that the proposal does

not result in any material reductions to sunlight in reference of the BRE Guide to the neighbouring properties

Over-shadowing

- 8.244 In relation to overshadowing, the BRE Guide states that for the garden (amenity space) of an existing property, it is recommended that for it to appear adequately sunlit throughout the year; at least half of a garden or amenity area should receive at least two hours of sunlight on 21st March; OR If as a result of a new development an existing garden or amenity area does not meet the above, and the area which can receive two hours of sun on 21st March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable. If a detailed calculation cannot be carried out, it is recommended that the centre of the area should receive at least two hours of sunlight on 21st March.
- 8.245 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 amenity areas and garden spaces adjacent to and surrounding the site.
- 8.246 In terms of transient shadow studies, the proposed, are taken at two-hourly intervals through the day on the Equinox (21st March) to show the cast of the shadows pictorially. The analysis inevitably shows some increased shadowing given the limited massing currently on site. Notwithstanding this, the proposals are fully compliant with the BRE Guide 2 hour amenity test confirms there is no adverse material effect.
- 8.247 In summary, the proposals are considered to adhere to the BRE Guide target criteria and there is would be no material effect in respect of sunlight to amenity areas from the proposal.

Privacy and Overlooking

- 8.248 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.
- 8.249 It is considered that the development has an acceptable relationship between the proposed buildings and the existing surrounding properties and business in these terms. All existing residential properties to the west, north, south and east would be well over 20m from the development. The closest residential properties at 1-5 Ploughlees Lane

are approx. 20m away from The Warehouse block to the north. 1-6 Shackleton Road is located 35m away from the indicative rear elevations of Horlicks Terrace to the north. The properties on Gilliat Road are over 46m from Horlicks Terrace and Artesian House to the north. The properties to the east on Chaucer Way and Reet Gardens are a minimum 17.5m from the indicative rear elevations of Barley Mews (outline). As such, the development will not give rise to unacceptable levels of overlooking of any existing residential property.

8.250 The proximity of the flats within the development is considered to be within acceptable tolerances accepting that a 17.5m separation distance is generally the absolute minimum ideal distance between facing windows (to avoid overlooking). It is considered that as the development is located close to the town centre, and will provide a large quantum of housing (including affordable housing) within a high quality development 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).

8.251 The proposal results in separation distances less than 17.5m within the development. However, these are generally between frontages rather than between private facing courtyard dwellings or within the atrium of the factory. Therefore, it is considered acceptable to reduce the standards in these circumstances. The design codes which are submitted to accompany the outline component confirm that 17.5m will be achieved within all facing habitable room windows.

8.252 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 close to 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 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.

8.253 Environmental Impacts

Environmental Impact Assessment (EIA)

- 8.254 The Local Planning Authority have confirmed that an Environmental Impact Assessment (EIA) was not required to assess the environmental impacts of the proposal. The EIA Screening Response concluded that at the time of assessing the Screening Opinion, it is considered that the information to be submitted with any planning application for the development of the site for approx. 1300 homes will be sufficient to address the potential environmental impacts of the proposal on the area. In addition to the above sections of this report which cover Townscape, Heritage, Transport, Land Use and Sunlight/Daylight, the following environmental topics are considered through a series of technical reports which cover Noise, Air Quality, Ground Conditions, Ecology, Archaeology, Flood and Water, Sustainability, Energy and Socio Economic issues.

Noise

- 8.254 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.
- 8.255 The site is located within an existing employment area which is adjacent to warehouses, industrial workshops and offices to the south (Bristol Way) and east on (Stoke Gardens). Notwithstanding the former industrial use of the site, the surrounding area to the north and west and north east comprises largely residential areas. The proposed development has been designed to consider the operations and proximity of noise generating uses in the area. This includes noise from trains passing to the south and from aircraft arriving/leaving Heathrow Airport.
- 8.256 The applicant has submitted a Noise and Vibration Assessment (June 2019) and Noise and Vibration Assessment Addendum (September 2019) and a revised note was submitted on 21st October 2019 confirming that the applicant will increase the ventilation acoustic performance specification of the worst affected windows.

- 8.257 The Assessment comprises a comprehensive assessment of the current and anticipated noise sources and their impact on the proposed development. Two unattended noise monitors were installed at the southern site boundary to measure railway noise and one at the western site boundary to measure road traffic noise. A vibration monitor was installed to monitor vibration exposure from passing railway traffic at the southern site boundary. Attended noise measurements were taken in the undeveloped area of the site along the eastern boundary.
- 8.258 The Assessment concluded that, dependent on dwelling location, the noise levels within the development represent low-high risk of adverse effects (prior to mitigation). The Assessment concluded that the Vibration Dose Values measured from passing railway traffic are below the 'low probability of adverse comment' criteria of BS6472:2008. Therefore, it is expected that vibration levels from the railway will not give rise to adverse comments.
- 8.259 The results of the noise surveys have been input to a noise prediction model, to determine the likely noise exposure upon the proposed development and outline mitigation requirements. Internal ambient noise levels within the proposed dwellings can be controlled to achieve the recommended levels of BS8233:2014 and ProPG (2017). Maximum night-time noise levels within the proposed dwellings on the ground, first and second floors of the blocks closest to Stoke Poges Lane and the railway are expected to be up to 50 dB LAF_{max}. Noise levels of up to 50 dB LAF_{max} are also expected for the upper floors of the blocks to the east of the site, due to occasional night flights from Heathrow airport. For the majority of the site, night-time maximum noise levels will be controlled to less than 45 dB LAF_{max}. The applicant has revised the ventilation acoustic performance specification of the worst affected windows to 44 dB D_{new}. This is expected to reduce the number of exceedances of the 45 dB L_{AFmax} threshold to within the 10 times a night guideline.
- 8.260 The Noise report considers that noise levels in external amenity areas (across most of the site) are expected to be below the lower guideline value of 50 dB LA_{eq} to BS8233:2014. Some areas are expected to have external amenity noise levels between the lower and upper guideline values of BS8233:2014. Roof terraces closest to the railway are expected to have some areas that exceed the upper guideline value of 55 dB LA_{eq,T} to BS8233:2014.

- 6.261 Demolition noise is expected to exceed the BS5228: 2009+A1: 2014 limits at some locations. Recommendations are provided for inclusion of site hoarding, along with appropriate management of activities, to help reduce noise levels at the nearest receptors. The Council's Environmental Quality officer advises that further details of the demolition and construction noise and the mitigation measures will be required to be submitted which will form part of a Construction Management Plan condition.
- 6.262 The Noise Assessment predicts that the change in road traffic noise levels on the local road network is expected to be negligible in the long-term, except for on Stoke Gardens where a minor impact is expected in the long-term, as this road is proposed to be used as a new access road into the site.
- 8.263 Plant noise limits have been set based on the guidance of BS4142:2014. If plant noise is designed to achieve these limits, low impacts are expected. A condition is recommended to ensure that the level of plant noise is controlled to avoid further increases in noise and disturbances to residents in the development.
- 8.264 Subject to the above recommended conditions, the Environmental Quality 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

- 8.265 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.

- 8.266 The Applicant has submitted an Air Quality Assessment (June 2019) alongside a Revised Air Quality Assessments (September and October 2019 – which include an assessment of construction operations) which has been reviewed by the Council’s Air Quality Consultants and Environmental Quality Officers. The Council’s advisor concludes that overall, air quality at the site is therefore considered to be suitable for residential purposes and the proposed development would not have a significant impact on air quality. The Assessment concluded that in general, the approach to the AQA is in line with best practice. Following the provision of the Additional Information Relating to Construction Phase are broadly in acceptance of the conclusions regarding the significance of the proposed facility on air quality. However, it is recommended the “Medium” and “Low” priority issues are addressed by the applicant. Specifically, the provision of dispersion plots for the pollutants and scenarios assessed, and confirmation of the committed developments factored into the traffic data.
- 8.267 The financial contributions for Phase 1 are £100,000 for EV car club and £50,000 for Rapid Charger Hub towards membership (car club and EV charging network), and free car rental to incentivise the scheme – this has been agreed with the applicant. The financial contributions for Phase 2 are £150,000 EV car Club and £400,000 towards the provision of an off-site EV super charger Hub or an increased on-site provision to expand the EV car club. The cost of the EV car club and rapid charger provisions will be allocated from the £2.100,000 Sustainable Transport Contribution identified in this report.
- 8.268 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.
- 8.269 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

8.270 The desk-based preliminary risk assessment (PRA) concludes that further consideration needs to be given to the remediation of the soils in light of the ground water contamination confirmed within a number of boreholes. The Council's Contaminated Land Officer recommends that further gas monitoring and analysis is required in order to fully characterise the site and a Site Specific Remediation Strategy is required.

8.271 The Council's Ground Contamination Officer advises that the report is acceptable, its findings are agreed. A Phase 3 Quantitative Risk Assessment and Site Specific Remediation Strategy and Remediation Validation are recommended as conditions.

Ecology

8.272 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.

8.273 Draft Policy DM NP3 Natural – Burnham Beeches Special Area of Conservation (in the Chiltern District and South Bucks Local Plan) is of some limited relevance to the consideration of ecological impacts which states that beyond 400 metres (of Burnham Beeches SAC) a precautionary approach will be taken for the protection and conservation of the SAC. The draft emerging Policy states that planning permission will only be granted provided that the Council is satisfied that this will not give rise to significant adverse effects upon the integrity of the SAC in view of its conservation objectives. A full Habitats Regulations Assessment of the potential impacts of development and, if appropriate, proposed mitigation measures must be submitted prior to the determination of the planning application(s) and suitable mitigation measures, as approved by the Council, will be implemented prior to the completion / occupation of development as appropriate.

8.274 An Ecological Assessment (EA) and Habitat Regulation Assessment (HRA) have been submitted with the planning application. The EA report describes an Ecological Appraisal, including a Phase 1 bat scoping survey and Badger survey. The Ecological Appraisal considers that the proposed development would not be expected to result in any adverse impact on non-statutory designated areas in view of their distance from the site (only one LWS is located within 2km of the site), the scale and nature of the proposed development, the relative resilience of the habitats present and/or the location of the site within a substantial urban area.

8.275 The Ecological Assessment confirms that no statutory or non-statutory designated areas pertain to the site or its immediate surrounds. The closest area of international nature conservation importance is Burnham Beeches SAC and associated SSSI, located approximately 4.2km to the north-west of the site. The site falls within the 3-5km SSSI Impact Risk Zone (IRZ) for Burnham Beeches SAC and SSSI, as identified from the MAGIC online database. The Ecological Assessment considers that residential development on any scale is not identified as a potentially damaging activity for the IRZ within which the site is located and as such the Ecological Assessment indicates that it is unlikely that the proposed development of the site would have a detrimental effect of the integrity of this SSSI/SAC either alone or in combination or any other of the statutory designated areas in the site surrounds. Notwithstanding the above conclusions in the Ecological Assessment, the site falls within 5.6k radius of the Burnham Beeches boundaries which is set out in the Emerging Chiltern District and South Bucks Council Local Plan as the buffer zone for new development. The 5.6k radius is proposed relevant as this is the distance that 75% of the visitations occur. The Supporting draft policy DM NP3 text in the emerging Local Plan for Emerging Chiltern and South Bucks Local Plan states:

(Para 9.3.4) It is understood that any additional development within 5.6 kilometres of the site is likely to result in a level of additional recreational visits which, without mitigation, would adversely affect the SAC and that recreational pressures from residential development within 400m of the SAC are likely to result in adverse effects which cannot be mitigated. The policy below seeks to avoid these impacts by restricting development within 400 metres of Burnham Beeches.

(Para 9.3.5) Development sites outside this area, but within 5.6 kilometres of the SAC, are still likely to result in additional recreational visits. An Access Management and Mitigation Scheme has been agreed with Natural England, the Highway Authority and the City of London Corporation in order to provide on-site mitigation for these additional visits. The effectiveness of this scheme will be monitored and the scheme reviewed if necessary. Development within this wider zone of influence will need to make financial contributions towards this or any subsequently agreed mitigation scheme.

8.276 In light of the above emerging evidence base, Natural England has raised an objection and has requested that a Habitat Regulations Assessment (HRA) be carried out to assess the impact on Burnham Beeches SAC. Natural England has provided the Council with a Footprint Evidence Report (which forms part of the evidence base in the Chiltern District and South Bucks District Council Emerging Local Plan) which considers that there will be an 11% increase in visitations to the SAC (of which 5% will be from Slough). This equates to an additional 28,310 visitations per annum from Slough. As such, Natural England considers mitigation may be required for within this development. No further evidence is provided to determine how to derive the size of contributions from development proposals. Mitigation is expressed in general terms with emphasis on maintenance and management. It is important to note that this evidence has not been subject to an examination in public through the local plan and as only limited consultation has taken place, it can only be afforded very limited weight in the decision making process. It is also noted that Chiltern District and South Bucks District Council raises no objections to the application.

8.277 In response to the above Natural England response, the applicant submitted a Habitat Regulation Assessment (HRA) to provide a technical ecological assessment of the impacts of the development upon the Burnham Beeches SAC.

8.278 The HRA concludes:

“in the absence of avoidance or mitigation measures, it is likely that some residents of the proposed development would still visit the SAC on at least an occasional basis resulting in a low level of increased recreational pressure on the SAC. Although this is considered extremely unlikely to cause any measurable impact on the integrity of the SAC in isolation, when considered in combination with additional

pressure arising from other plans and projects on the SPA , the increased pressure could potentially contribute towards problems of recreational disturbance such as trampling of habitats, uncontrolled fires and enrichment of soils through dog fouling (Footprint Ecology, 2012, Footprint Ecology, 2014; Footprint Ecology, 2019)”.

“Although any contribution from the proposed development towards an impact may be negligible given the site specific considerations outlined above, in keeping with the precautionary principle required under the Habitats Regulations described in Section 2, it is recommended that as a precautionary measure the proposed development of the Horlicks Factory site secures mitigation to ensure that any risk of potential cumulative effects of recreational pressure are avoided”.

8.279 Due to HRA’s suggestion that there is a risk of increased cumulative effects of recreational pressure in the absence of avoidance or mitigation measures, an Appropriate Assessment of the proposed redevelopment of the Horlicks Factory site is therefore required in accordance with the CJEU’s *People over Wind* judgement.

8.280 In considering the Appropriate Assessment, officers draw attention to Footprint Ecology’s 2019 report (referred to above) which identifies use of improvements to other local greenspaces to deflect access. It is noted that Natural England supported avoidance measures to relieve recreational pressure on other sensitive European protected sites such as the Dorset Heaths SAC and the Dorset Heathlands SPA.

8.281 Officers also consider that the redevelopment of the Horlicks Factory site is not expected to result in the same degree of risk of effects of recreational pressure as might be expected of other new development within 5.6km of the Burnham Beeches SAC (for the reasons set out in the HRA). It is also considered that given the site’s urban context the provision of a Suitable Alternative Natural Greenspace (SANG) is not an appropriate approach to ensure risk of cumulative effects are avoided

8.282 Taking the above into consideration, it is considered that the provision of 2.22 acres of publicly accessible open space within the development site would assist deflecting access away from Burnham Beeches SAC. In addition, as a precautionary measure, a financial contribution of £450,000 (equating to approximately £346 per dwelling) is to be secured towards a selection of the mitigation measures described above for areas of open space in the local area. In particular,

contributions are planned to go towards the maintenance and enhancement of Salt Hill Park, a fully landscaped 30 acre park located approximately 150m to the west. These contributions could help to ensure the ongoing maintenance of footpaths, park entrances, dog-waste bins, litter bins, sports facilities and targeted tree safety work. The contributions could also go towards improving the biodiversity of Salt Hill Park, including enhancement of the stream which comprises an on-going project (Save Salt Hill Stream). Officers have consulted with the Borough's Parks and Leisure Department and it has been identified that the proposals could reduce the impact from increased visitor pressure on local recreational facilities by contribution towards biodiversity and recreational improvements within Salt Hill Park or Baylis Park which are within walking distance of the site. These contributions are considered to be directly related, reasonable, necessary and proportionate to the development.

- 8.283 In addition to these contributions, improved access to Salt Hill Park is to be secured as part of S278 works which comprises of a new tiger crossing on Stoke Poges Lane. Given Salt Hill Park's proximity to the site, ease of access, facilities and open green space it is likely that the residents at the site will use Salt Hill Park in preference to travelling 4.2km to Burnham Beeches, and as such could minimise the risk of cumulative effects on the SAC.
- 8.284 It is recognised that the extent to which mitigation is to be provided should be proportionate to the limited risk posed by the proposed development in view of its distance from the SAC, the type of accommodation provided and its urban context. Notwithstanding the above, a financial contribution towards Burnham Beeches could be secured which is proportional to its limited cumulative impact. The Council also recognises the concerns raised by Natural England and therefore proposes to engage with Natural England in order to determine the scale of any financial contribution derived from the £450,000 sum allocated to biodiversity and recreational mitigations.
- 8.285 Under Section 28 (I) of the Wildlife and Countryside Act, Officers have given due regard to the evidence in the HRA and have consulted an independent ecologist (Capita) to verify the conclusions of the HRA. In coming to a view officers have also considered the advice from Natural England, the HRA and the evidence in the Footprint Report which identifies the potential for increased usage of the SAC.

- 8.286 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.
- 8.287 Heathrow Airport Ltd have examined the proposed development from an aerodrome safeguarding perspective and advises the council that this could conflict with safeguarding criteria without a condition requiring a Bird Hazard Management Plan to be submitted to and approved in writing by the Local Planning Authority. HAL recommended that the submitted plan shall include details of management of any flat/shallow pitched on buildings within the site which may be attractive to nesting, roosting and “loafing” birds. It is noted that this could conflict with the above condition which seeks bat and bird boxes on the site. However, subject to an investigation into the bird hazard management (which can be conditioned), it is recommended that the bat and bird box condition should remain, but be subsequent to the submission (and approval of) the bird hazard management plan details.
- 8.288 Subject to conditions, and planning obligations 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

- 8.289 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.
- 8.290 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 provisions could be secured by way of conditions that require 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.

- 8.291 The proposed development includes provision for water features within the public realm. These include rills, reflection ponds and fountains. The applicant has advised that they are proposing to retain the existing borehole that feeds Salt Hill Stream. It will form a feature within a new public green open space, Aquifer Gardens, to create a 'water story' for the development. It is considered that visitors to the site will be able to interact with water features as well as appreciating the history. Currently all of the water within the existing borehole feeds Salt Hill Stream and with the proposals this won't change. The applicant confirms that the proposals will only extract a small amount of water from the borehole to feed some of the water features within the development. The Windfoul & Wetlands Trust (WWT) has advised officers that the loss of this water should be avoided and has requested further details of how the water from the borehole could be recycled as part of the development proposals. It is considered that the method for processing water and recycling water could be conditioned although it is advised that the applicant should seek to maximise the amount of recycled water to ensure the residual water feeds the Salt Hill Stream.
- 8.292 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

- 8.293 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.
- 8.294 An Energy Statement and Sustainability Statement have been submitted with the planning application which sets out how the proposed outline and detailed components of the development responds to the planning requirements for energy and sustainability, in

terms of energy efficiency, renewable energy sources, overheating and water reduction. The Sustainability and Energy Statement confirms that an all-electric Energy Strategy has been determined as the best scenario to achieve real CO2 reductions for the site through utilising SAP10 carbon factors, which are a more up-to-date method of calculating CO2 emissions.

- 8.295 The applicant considers the all-electric solution is justified due to the existing carbon factors being outdated and not representative of the real CO2 emission. The applicant considers that the adoption of SAP10 figures are a truer representation of the real carbon emissions that can be achieved. The applicant concludes that an all-electric solution incorporating PV under SAP10 would provide an energy strategy that is compliant with local planning requirements as well as providing long term savings in real CO2 emissions.
- 8.296 The Energy Report confirms that CO2 saving of 166,499 kg/CO2/year could be made from the PV installation. The SAP 10 calculations in the Energy Statement indicate a Dwelling Emissions Rate of 922,855 (kg/CO2/yr) and a Target Emissions Rate of 1,248,618 (kg/CO2/yr) which equates to a 26% CO2 saving above Part L.
- 8.297 The scheme also 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.
- 8.298 To meet the Energy & CO2 performance targets outlined in the Energy Statement sufficient PV shall be installed to all available roof space to meet compliance. It has initially been estimated that this may need ~940kWp of PV, which would require approximately 7500m² of roof space. The precise amount and detailed design will be specified at the detailed design stage.
- 8.299 Overall, the proposed development achieves a reduction in regulated CO2 emissions of above 26% 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.
- 8.300 A Sustainability Statement has been submitted to demonstrate that the proposed flexible uses are capable of achieving a “Very Good” BREEAM rating including all mandatory requirements.

- 8.301 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.
- 8.302 With regards to overheating, it is considered that there is a low risk within the scheme as there is no communal heat network providing additional heat gain. Officers consider that an assessment on the roof-top extension to the Factory, and the Stoke Poges Road facing facades of the Warehouse and Factory Buildings should be submitted to avoid risk of over-heating given the level of glazing and requirement for mechanical ventilation proposed in this part of the development. As the design of the outline components is not yet known, it is considered the condition should also extend to the outline components.
- 8.303 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

- 8.304 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'.
- 8.305 The entire site occupies an area of approximately 4.95ha, however, approximately half of this area is covered by buildings and 0.12ha is covered by hardstanding for car parking and access routes. The remaining 13,300sqm is the non-developed part of the site, which is located at the eastern edge of the site.
- 8.306 The applicant has submitted a Desk Based Assessment to Berkshire Archaeology which concluded that
- "it has been concluded that most of the Horlicks Factory site at Slough can be considered as being of low heritage sensitivity. However, the study did identify a number of areas of heritage interest and regards them as having a moderate heritage sensitivity".*

- 8.307 The applicant has submitted a Written Scheme of Investigation (WSI) which considers that the non-developed part has the highest potential for the preservation of archaeological remains and in line with the recommendations of the desk based assessment produced by ERM in 2017, the area will be subject to field evaluation as an initial phase of archaeological fieldwork. The results of this survey will then influence any further potential works.
- 8.308 The WSI proposes a total of 29 x 25m long trenches which will be excavated within the previously undeveloped area of the site and open areas within the factory complex. A typescript report will be prepared immediately site works are completed to fulfil the requirements set out in the specification. This will include a full written description and interpretation of the results, including specialist reports.
- 8.309 Berkshire Archaeology has submitted representations advising that the WSI is acceptable. Therefore, the proposals are considered to comply with the requirements set out in the NPPF paragraph 141.

Socio Economic

- 8.310 The NPPF seeks to achieve healthy, inclusive and safe places, promoting social interaction, safe and accessible development and support healthy life-styles. This should include the provision of sufficient choice of school places, access to high quality open spaces and opportunities for sport and recreation and the protection and enhancement of public rights of way, and designation of local spaces.
- 8.311 The report identifies that the proposals are anticipated to result in impacts on local parks and open spaces, educational facilities, transport and local services and sports/leisure facilities. To address the possible impacts, the applicant has provided a range of on-site measures to cater in part for the needs of the residents in the development in addition to proposing financial contributions towards off-site infrastructure. As set out in heads of terms, and in consultation with the relevant department contributions will be secured by way of s106 planning obligations towards the following infrastructure:
- Education Provision
 - Parks and Open Spaces
 - Biodiversity Improvements
 - Public Realm/Transport Improvements/Mitigation
 - Air Quality Improvements/Mitigation

- Economic Development Initiatives

- 8.312 The education contribution (of £1,434,338) comprises a full contribution towards Early Years, Secondary and SEND provisions within the detailed phase (for the first 546 dwellings) which includes the on-site provision of the 100 space nursery. There is a 3/7 reduction of the full amount of the primary provision in light of the recent enhanced education capacity at Claycotts School which is close to the site. A further contribution will be secured as part of the outline component which at this time which comprises £515,662. The total education financial contribution would equate to £1,950,000. The financial contributions are derived from the formula set out in the Council's Developer Guide Part 2 (Section 4). The outline component is reduced given the plans for education provisions are yet to be detailed as this part of the development is due for completion around 2032. It is anticipated that the contributions specified will go towards the Grove Academy. .
- 8.313 The Local Thames Valley Police has submitted representations seeking s106 contributions towards policing infrastructure as set out in para 6.12 of this report. Given the scale and significance of the proposal Thames Valley Police consider it appropriate that the developer should contribute towards the provision of infrastructure to mitigate the impact of the development. In order to mitigate against the impact of growth, TVP have calculated that the "cost" of policing new growth in the area equates to £175,715 to fund the future purchase of infrastructure to serve the development. Although TVP has justified this provision, it is considered that the proposed contribution would not be necessary in order to grant permission for this development. The Council currently has no Community Infrastructure Levy (CIL) and so the requirements for extra policing are not identified in any current adopted planning policy guidance documentation or its supporting evidence base. It is also considered that further contributions could make the development less viable and or reduced infrastructure provisions in other vital areas so, for the combined reasons set out above, this provision is not recommended to be included in the s106 provisions.
- 8.314 The Council is currently working on its locality strategy for healthcare provisions and as such, is not currently able to identify any additional major projects which development could contribute towards. The strategy for the locality which will set out the provision for new GP/healthcare provisions will provide an evidence base to inform the

wider emerging Local Plan process which will ensure that the planned growth in housing will be catered for by the provision of services. It is understood that there are a number of Medical and Dental Practices in the locality (including Bharani, Shreeji, Herschel, Crosby Road and Wexham Road) with the closest hospitals being located at Upton Hospital and Wexham Park which has recently undergone refurbishment. Based on the proximity of local facilities in the area, and the phased nature of the development being brought forward over time, it is considered the additional demand for healthcare provisions would generate an impact on existing facilities but this can be planned for as part of the wider Town Centre regeneration strategy and the Local Plan process which seeks to enable the provision of adequate healthcare provision to cater for the new development. It is considered that there is sufficient provision of local services and infrastructure serving the development in order to plan for healthy communities in accordance with the NPPF.

8.315 **Planning Obligations**

8.316 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 infrastructures 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.

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

- Provision of **25% Affordable Housing** comprising 50% Intermediate Dwellings (for sale) and 50% Affordable Rented Dwellings (capped at Slough Living Rent levels);
- Provision of on-site **EV car club for 6 spaces** in phase 1 (+ 4 rapid chargers) and delivery of infrastructure, power supply and charging points within a hub located in Memorial Square. Review Mechanism (as part of Car Park Management Plan) to determine the level of on-site EV car club spaces/provisions within phase 2]
- Provision of on-site **cycle and pedestrian routes**;
- Provision of land for a **cycle hire docking station/hub**;
- Financial Contribution (of **£750,000 towards employment and training initiatives** in the borough including (but not limited to):

- Establishment of and participation in a Local Construction Academy in partnership with local education institutions;
 - Establishment of a Town Centre Innovation Hub for start-up businesses and local companies;
 - Affordable Workspaces in the Borough;
 - Slough Aspire; or other local training schemes.
- A commitment to on-site construction apprenticeships/traineeships, business engagement, procurement and local employment provisions
 - Financial Contribution of **£1,950,000 towards education** (based on standard formula in Developer Guide with reductions applied in the outline phase and with respect to the primary level contribution and early years contribution (given the on-site delivery of the 100 place nursery) in the detailed phase.
 - Financial Contribution of **£250,000 towards biodiversity improvements and projects** within the local area (thereby providing precautionary measures reducing recreational and visitor pressure on Burnham Beeches SAC) including but not limited to Salt Hill Stream and Wetlands at Baylis Park, and/or towards management and maintenance of visitor facilities within Burnham Beeches SAC;
 - Financial Contribution of **£200,000 towards sports/leisure improvements** within Salt Hill Park (including replacement of the play area OR sports courts upgrades) thereby reducing recreational and visitor pressure on Burnham Beeches SAC and/or towards management and maintenance of visitor facilities within Burnham Beeches SAC;
 - Financial Contribution of **£2,100,000 towards Sustainable Transport Improvements** (including the EV Car Club and Rapid Charger Provisions) within the Borough including but not limited to:
 - Specified local highways mitigation and public realm improvements [including but not limited to those projects identified in the Emerging Transport Vision] to deliver on the policies set out in the Core Strategy and NPPF to enhance and improve the walking, cycling and public transport infrastructure and improve safety, manage capacity/flows and improve the environment [eg Tuns Lane scheme];
 - Initiatives to improve local public transport services such as (but not limited to) improvements to accessibility, Real Time Displays, Bus Services capacity/routes, EV charging bus infrastructure & promoting the rapid transit schemes [Including the Tuns Lane Scheme];

- Up to £250,000 towards incentivising the use of the car club by way of subsidised memberships and publicity of the on-site EV Car Club, as part of the implementation of Slough Borough Council's Low Emissions Strategy (LES);
- £350,000 towards the infrastructure and installation of a scheme for rapid vehicle chargers in the detailed phase (4 x 50Kw DC rapid chargers) and £400,000 towards the costs of an on-or-off site super charger EV hub on the outline phase (or off-site);
- Costs of a review of CPZs in the area (and costs of implementation of changes/introduction of new CPZ scheme and any required Traffic Regulation Orders);
- **Travel Plans** (for residential, nursery and flexible land uses) and monitoring
- **Car Park Management Plan** which details the car parking 'right to park' scheme, the management of the EV charging points and EV car club spaces.
- **S278 off-site highways works** comprising (but not limited to):
 - o A new Tiger crossing on Stoke Poges Lane to connect the proposed east / west cycle link through the site to Public Footpath 25.
 - o Stoke Poges Lane Footway upgrade comprise widening of footway to 3m and upgraded to a footway / cycleway to provide a connection between the on-site footway / cycleway and the Tiger Crossing.
 - o A 3m footway / cycleway will be provided along the northern side of Stoke Gardens to link the site to the existing cycle infrastructure on Stoke Road;
 - o Provision of a Toucan Crossing across the Stoke Gardens approach at its junction with Stoke Road to provide an off-street connection to the existing cycle infrastructure on Stoke Road.

8.318

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.

8.319 **Equalities Considerations**

8.320 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).

8.321 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 such as additional active frontages, landscaping improvements and creating additional entrances to the development. These measures will combine 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.

8.322 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.

- 8.323 As noted in this report, the proposals provide 5% of the affordable dwellings (x16) as being compliant with Part M4(3) of the Building Regulations to ensure a reasonable amount of residential apartments are provided to meet the needs of wheelchair bound residents. Detailed layouts of the specified flats will be required at the reserved matter stages to demonstrate compliance and with M4(3) standards which will ensure the apartments will provide adequate space and provisions.
- 8.324 The provision of a nursery on the site provides facilities for people with younger children and the access to this facility has been designed with the needs of visitors in mind eg: level accesses and ramps are provided with storage for push chairs/prams.
- 8.325 The proposed detailed component has been designed to provide level threshold access where possible within the development. All individual and communal entrances to the dwellings, commercial units, nursery are accessed by way of ramps and level thresholds which considers the needs to people with characteristics such as those with disabilities, pregnancy/maternity or age characteristics. The proposed landscaping scheme includes a range of ornamental planting features, water features and trees which will need to be clearly delineated to avoid causing obstructions to people with specified characteristics such as age, maternity, pregnancy and disability. Planning conditions can be secured to ensure that external ground surface materials contain tactile paving where appropriate in order to delineate the pedestrian and cycle routes, and the vehicular routes. The 20mph speed limit is to be introduced to ensure speeds are low within the shared surface areas..
- 8.326 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 by virtue of the provision of wheelchair accessible car parking units on-site and 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.

8.327 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.

9.0 Planning Conclusion

9.1 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.”

9.2 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 loss of designated employment land and the substantial height of the buildings in the centre of the site and the adverse townscape impacts to arise.

9.3 The development would make a significant positive contribution to the housing supply in the Borough to which significant positive weight is afforded. The provision of a significant quantum of affordable housing (above what is supported in the viability appraisal) in particular is also welcomed and is a further added benefit to be weighed in the balance. 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 moderate/considerable weight should be attached. The s106 financial obligations will enable the provision of replacement employment opportunities to mitigate the loss of existing employment floorspace and a reduction of the business area. There will also be social benefits arising from the provision of new nursery and commercial facilities and in addition to the uplift in the population and the role in the community (moderate positive).

9.4 The resulting townscape and visual impacts are considered to result in some harm to the local character of the townscape areas to the north, east and west of the site, which will also be harmful in specified viewpoints within the area, as a result of the height and massing of the proposals, in NPPF terms. There will be some less than substantial harm to the setting of the listed buildings located in Baylis Park, and

there will be some harm to the Horlicks Factory building as a result of the loss of fabric and due to the scale and massing of the extensions and outline development blocks. The harm to the setting of the locally listed factory and the loss of the historic fabric (from the demolitions) is outweighed by the significant modifications and comprehensive refurbishment of the factory which will bring the building back into use which would be in accordance with Local Plan Policy EN17 and would optimise the use of the site. The less than substantial harm to the setting of the listed buildings is at the lower end of the scale and would be significantly outweighed by the public benefits of the proposed development that are identified in this report in accordance with the NPPF and having regard to the statutory duty to give special regard to the preservation of the assets.

- 9.5 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. With regards to transport impacts, the proposals are afforded neutral weight as the development would provide sustainable levels of car parking (in an accessible location) alongside integral improvements to the local environment and local walking and cycling infrastructure and with in-built mitigation measures encouraging modal shift away from the use of the motor car.
- 9.6 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 proposals are supported. It is recognised that the redevelopment of a major site on the edge of the town centre will deliver a significant quantum of housing at a time when the Council cannot demonstrate a 5 year supply of housing including a substantial amount of on-site affordable housing. The proposal has the potential to deliver major wider environmental, community/social gains or economic benefits which could assist in the regeneration of the town centre and wider area and this also weighs heavily in favour of the development. In applying paragraph 11 of the NPPF, it is considered that the adverse impacts listed in this report will not demonstrably outweigh the benefits of the proposals.

PART C: RECOMMENDATION

10.0 Recommendation

10.1 Delegate to Planning Manager for approval subject to:

A. Approval subject to:

- (iv) the satisfactory completion of a Section 106 Agreement to secure affordable housing, financial contributions towards education improvements, sustainable transport and air quality improvements, biodiversity enhancements, recreation/open space enhancements, Travel Plans, employment and training initiatives, Control Parking Zone (CPZ) review and implementation of measures, CPZ restrictions, off-site highways works, cycle hire docking station provision and an Electrical Vehicle (EV) Car Club with review mechanism;
- (v) resolution on the form of mitigation necessary (if any) following consideration of the Habitats Regulation Assessment (HRA); in respect of the objection raised by Natural England on the potential impact on Burnham Beeches Special Area of Conservation (SAC).
- (vi) finalising conditions and any other minor changes; OR

B. Refuse the application if the completion of the Section 106 Agreement is not finalised by 31st December 2019 unless a longer period is agreed by the Planning Manager, in consultation with the Chair of the Planning Committee;

PART D: DRAFT CONDITIONS

The following Draft Conditions are recommended. However, the specific wording of the conditions will be , finalised and agreed in consultation with relevant internal and external consultees, and with the applicant as appropriate.

1. In respect of development blocks C, F, H, J and N and any relevant part or parts thereof, approval of the details of the layout , scale, design, landscaping and external appearance (the reserved matters) shall be obtained in writing from the Local Planning Authority before the relevant development works (excluding any demolition) are commenced on the relevant block or part thereof. The development shall be completed in accordance with the approved details and retained thereafter.

REASON: To comply with the Town and Country Planning (Development Management Procedure) Order 2015 (as amended)

2. Time Limits

Development of Blocks A, B, K, L, M and Q and associated external spaces hereby permitted under the detailed application, shall be begun not later than 3 years from the date of this planning permission.

Application(s) for the approval of reserved matters in respect of Development Blocks C, F, H, J or N specified by condition 1, shall be made to the Local Planning Authority before expiration of 5 years from the date of this permission. Development shall be begun before the expiration of 2 years from the date of approval of the last reserved matters to be approved in respect of that development block to be approved pursuant to condition 1.

REASON: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended). Extended time periods for which the planning permission can be implemented is given in light of the exceptional circumstances of the site and the scale of the development.

3. Outline Permission

The Development hereby permitted shall not be carried out except in accordance with the following drawing and information; unless otherwise agreed in writing by the Local Planning Authority

- 433.PL.001 Planning Statement
- 433.PL.003 Statement of Community Involvement
- 433.PL.004 Design and Access Statement
- 433.PL.006 Heritage Impact Assessment
- 433.PL.007 Townscape and Visual Impact Assessment
- 433.PL.008 Ecological Assessment
- 433.PL.009 Aboricultural Impact Assessment
- 433.PL.010 Transport Assessment
- 433.PL.011 Travel Plan
- 433.PL.012 Air Quality Assessment
- 433.PL.013 Noise and Vibration Assessment
- 433.PL.014 Ground Investigation Report
- 433.PL.015 Drainage and Flood Risk Assessment
- 433.PL.016 Foul Sewage and Utilities Assessment
- 433.PL.017 Archaeology Assessment Rev A
- 433.PL.018 Daylight / Sunlight Assessment

- 433.PL.019 Sustainability and Energy Statement
- 433.PL.020 Wind Microclimate Assessment
- 433.PL.021 Fire Strategy
- 433.PL.022 Ground Contamination Interpretative Report
- 433.PL.005 Design Code A
- 433.PL.002 Viability Assessment
- HH4180238/DK/079 Transport Assessment Addendum 2
- 433.PL.005SUPPCODES Design Code
- 1620005443 Noise and Vibration Impact Assessment
- 1620005443-001/ENV/AQ01 Air Quality Assessment Rev C
- 433.PL.001 Proposed Demolition Plan
- 433.PL.PP.101 Indicative Proposed Horizontal Limits of development plots
- 433.SK.PP.001 Parameter Plan Rev C
- 6213-SRA-SW-00-DR-A-00001 Site Location Plan P01
- 6213-SRA-SW-00-DR-A-00002 Application Boundary Plan P01
- 6213-SRA-SW-XX-DR-A-00031 (P02) Site Sections - Illustrative
- 6213-SRA-SW-XX-DR-A-00032 (P02) Site Sections - Illustrative
- 6213-SRA-SW-XX-DR-A-00033 (P02) Site Sections - Illustrative
- BMD.18.025.DR.P001 Illustrative Landscape Masterplan A
- BMD.18.025.DR.P003 Landscape Planting Framework Plan A

REASON: To ensure a satisfactory form of development and appearance and to comply with policies Policy EN1 of The Local Adopted Plan for Slough 2004, Core Policy 9 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

4. Approved plans

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

The Horlicks Factory (Block M)

- 81806180-4401A Existing Basement Floor Plan
- 81806180-4402A Existing Basement Floor Plan
- 81806180-4403A Existing Ground Floor Plan
- 81806180-4404A Existing Ground Floor Plan
- 81806180-4405 Existing First Floor Plan
- 81806180-4406 Existing First Floor Plan
- 81806180-4407 Existing Second Floor Plan
- 81806180-4408 Existing Second Floor Plan

- 81806180-4409 Existing Third Floor Plan
- 81806180-4410 Existing Third Floor Plan
- 81806180-4501 Existing North Elevation
- 81806180-4502A Existing East Elevation
- 81806180-4503A Existing South Elevation
- 81806180-4504A Existing West Elevation
- 433.PL.M.100B Proposed Lower Ground Floor Plan
- 433.PL.M.101A Proposed Ground Floor Plan
- 433.PL.M.102 Proposed First Floor Plan
- 433.PL.M.103 Proposed Second Floor Plan
- 433.PL.M.104 Proposed Third Floor Plan
- 433.PL.M.105B Proposed Fourth Floor Plan
- 433.PL.M.106B Proposed Fifth Floor Plan
- 433.PL.M.107A Proposed Roof Plan
- 433.PL.M.200B Proposed Northern Elevation A-A
- 433.PL.M.201C Proposed Southern Elevation B-B
- 433.PL.M.202B Proposed Western Elevation C-C and Eastern Elevation D-D
- 433.PL.M.300A Proposed Section E-E & G-G
- 433.PL.M.301A Proposed Section F-F & H-H
- 433. PL.M.302A Proposed Section J-J & K-K
- 433.PL.M.303A Proposed Section L-L
- 433.PL.M.304A Proposed Section M-M

The Warehouse (Block A)

- 6213 - SRA - A - 00 - DR - A - 05 100 (P03) Building A - Ground Floor Plan
- 6213 - SRA - A - 01 - DR - A - 05 101 (P03) Building A - First Floor Plan
- 6213 - SRA - A - 02 - DR - A - 05 102 (P03) Building A -- Second Floor Plan
- 6213 - SRA - A - 03 - DR - A - 05 103 (P03) Building A - Third Floor Plan
- 6213 - SRA - A - 04 - DR - A - 05 104 (P03) Building A - Fourth Floor Plan
- 6213 - SRA - A - 05 - DR - A - 05 105 (P02) Building A - Fifth Floor Plan
- 6213 - SRA - A - 06 - DR - A - 05 106 (P02) Building A - Sixth Floor / Roof Plan
- 6213 - SRA - A - XX - DR - A - 05 201 (P02) Building A - Sections
- 6213 - SRA - A - XX - DR - A - 05 202 (P03) Building A - North, East Elevations and Bay Study
- 6213 - SRA - A - XX - DR - A - 05 203 (P03) Building A - South, West Elevations and Bay Study

Artesian House (Block B)

- 6213 - SRA - B - ZZ - DR - A - 05 110 (P06) Building B - Ground Floor to Sixth Floor / Roof Plan
- 6213 - SRA - B - XX - DR - A - 05 211 (P04) Building B - Sections BB and BA

- 6213 - SRA - B - XX - DR - A - 05 212 (P03) Building B – South, East Elevations and Bay Study
- 6213 - SRA - B - XX - DR - A - 05 213 (P04) Building B – North, West Elevations and Bay Study

Aquifer House (Block K)

- 6213 - SRA - K - ZZ - DR - A - 05 130 (P03) Building K - Ground Floor to Second Floor Plan
- 6213 - SRA - K - ZZ - DR - A - 05 131 (P02) Building K -Third Floor to Fifth Floor Plan
- 6213 - SRA - K - ZZ - DR - A - 05 132 (P02) Building K - Sixth Floor to Eighth Floor
- 6213 - SRA - K - ZZ - DR - A - 05 133 (P03) Building K - Sixth Floor to Ninth Floor / Roof Plan
- 6213 - SRA - K - XX - DR - A - 05 231 (P04) Building K - Sections
- 6213 - SRA - K - XX - DR - A - 05 232 (P04) Building K - North, West Elevations and Bay Study
- 6213 - SRA - K - XX - DR - A - 05 233 (P04) Building K - South, East Elevations and Bay Study

Darjeeling House (Block L)

- 6213 - SRA - L - ZZ - DR - A - 05 120 (P04) Building L - Ground Floor to Second Floor Plan
- 6213 - SRA - L - ZZ - DR - A - 05 121 (P02) Building L - Third Floor to Fifth Floor Plan
- 6213 - SRA - L - ZZ - DR - A - 05 122 (P02) Building L - Sixth Floor to Seventh Floor / Roof Plan
- 6213 - SRA - L - XX - DR - A - 05 221 (P03) Building L - Sections
- 6213 - SRA - L - XX - DR - A - 05 222 (P04) Building L - East, North Elevations and Bay Study
- 6213 - SRA - L - XX - DR - A - 05 223 (P04) Building L - West, South Elevations and Bay Study

Engineering and Workshop Mews (Block Q)

- 6213 - SRA - Q - ZZ - DR - A - 05 141 (P03) Building Q - East - Ground Floor to Third Floor /Roof Plan
- 6213 - SRA - Q - ZZ - DR - A - 05 142 (P04) Building Q - West - Ground Floor to Third Floor/Roof Plan
- 6213 - SRA - Q - XX - DR - A - 05 240 (P04) Building Q - Elevations - North, South, East & West Elevations
- 6213 - SRA - Q - XX - DR - A - 05 241 (P02) Building Q - North Façade Bay Study

- 6213 - SRA - Q - XX - DR - A - 05242 (S1) Building Q – Building Q – Proposed Section

REASON: For the avoidance of doubt, 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 to comply Policy EN1 of The Local Adopted Plan for Slough 2004, Core Policies 8 and 9 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

5. Parameters Plans and Design Codes

All reserved matters applications shall include a statement to demonstrate how the reserved matters have been prepared in accordance with the parameter plans and design codes set out in condition 3, or other versions of the design codes and parameter plans that are subsequently agreed in writing with the Local Planning Authority.

REASON: To ensure the development is designed and constructed in accordance with the design guidelines on which this decision is based and to be consistent with the principles of good masterplanning in accordance with Policy EN1 of The Local Adopted Plan for Slough 2004, Core Policies 8 and 9 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

6. Construction Phasing Plan

The development shall not commence until a phasing plan has been submitted to and approved in writing by the Local Planning Authority. The phasing plan shall include details of the construction phase and sub-phases and timeframes including any enabling works. The phasing plan shall be submitted prior to commencement of works on site and the development shall be carried out in accordance with the phasing plan thereafter.

REASON: In the interests of the amenities of the area in accordance with Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance set out in the National Planning Policy Framework (2019).

7. Details and Samples of materials

Prior to the commencement of any above ground works on the detailed and outline blocks, details of the samples of materials, paint colours, stonework, brickwork (including patterns of rustication) glazed facades, and aluminium framing; including the details of bond, colour, mortar mix and mortar colour to be

used on the relevant block on all external facades and roofs of the buildings, shall be submitted to and approved in writing by the Local Planning Authority. Samples shall be displayed on site for inspection prior to works commencing on the relevant part of the development. No part of the development block shall be used or occupied prior to the implementation of the approved details. The development of each block or relevant part thereof shall be carried out strictly in accordance with the approved details for the development block, or relevant part thereof.

REASON: To ensure a satisfactory external appearance of the development and to ensure the proposed materials and facades comprise sympathetic extensions to the locally listed factory to safeguard its historic and architectural significance in accordance with Policies EN1 and EN17 of the Local Adopted Plan for Slough 2004, Core Policies 8 and 9 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

8. Notwithstanding the information within the maximum height parameter plans, the reserved matters submission for the outline parts of the development shall be designed with the height of the western block H (James Horlick House) to be limited to 77 (m (AOD) in one of the two indicative locations as plotted in the Maximum Heights Parameter Plan (Dwg 433.SK.PP.001 Parameter Plan Rev C) only, OR if the central block is constructed as a single block, the maximum height shall be limited to no higher than 77m (AOD) in no more than two of the three locations as plotted on the Maximum Heights Parameter Plan (Dwg 433.SK.PP.001 Parameter Plan Rev C).

REASON: To ensure the scale of the reserved matters submission is designed in accordance with the condition and the parameter plans, to reduce the visual impact of the development in views from the south, to ensure the outline elements form a better relationship with the retained Horlicks Factory, to reduce the level of overshadowing within the podium level courtyards, improve the levels of daylight and sunlight within the courtyard facing dwellings (within Block H) and ensure an improved transition height between the development and existing height levels within properties to the north of the site in accordance with Policies EN1 and EN17 of the Local Adopted Plan for Slough 2004, Core Policies 8 and 9 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

9. Notwithstanding the information in the approved plans, detailed elevations and sections of the shopfront, facade treatment including signage zones for the café/retail and nursery uses within the detailed and outline blocks shall be submitted to and approved by the Local Planning Authority in writing. The details

in connection with the relevant block shall be submitted prior to the commencement of any works above ground within the relevant development block and the works shall be carried out in accordance with the approved plans.

REASON: To ensure a satisfactory appearance of the development so as not to prejudice the visual amenity of the locality in accordance with Policy EN1 of The Adopted Local Plan for Slough 2004, Core Policies 8 and 9 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

10. Architectural details – Block M (Factory Building)

No development within the Factory Block (M) shall commence above ground floor level until full architectural detailed drawings at a scale of not less than 1:20 (elevations, plans, profiles and sections) of the following have been submitted to and approved in writing by the Local Planning Authority:

- All windows, doorways and external entrance doors (including surroundings and reveals);
- Raised Parapet detail on all sides;
- Aluminium structural frame of two storey roof extension and single storey café extension at ground level;
- Façade fenestration patterns and glazing details of two storey roof extension and single storey café extension at ground level;
- Clock tower details of the clock face;
- Horlicks's Lettering and Font to the relocated signage on the roof level;
- Display boards and Information panels at ground floor level facades
- All down pipes, and gutters;
- Edging details to flat roofs;
- Lift over-runs; and
- Balustrades and balconies.

The development shall be carried out in accordance with the approved details and retained thereafter.

REASON: To ensure a satisfactory appearance of the development so as not to prejudice the visual amenity of the locality in accordance with Policies EN1 and EN17 of The Adopted Local Plan for Slough 2004, Core Policies 8 and 9 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

11. Architectural details – Detailed and Outline Components

No development within any block (excluding Block M which is covered by condition 10) shall commence above ground floor level until full architectural detailed drawings at a scale of not less than 1:20 (elevations, plans, profiles and sections) of the following have been submitted to and approved in writing by the Local Planning Authority:

- All windows, doorways and external entrance doors (including surroundings and reveals);
- All down pipes, and gutters;
- Edging details to flat roofs;
- Louvres;
- Shopfronts and fascia provisions
- Lift over-runs;
- Balustrades and balconies

The development shall be carried out in accordance with the approved details and retained thereafter.

REASON: To ensure a satisfactory appearance of the development so as not to prejudice the visual amenity of the locality in accordance with Policy EN1 of The Adopted Local Plan for Slough 2004, Core Policies 8 and 9 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

12. Approved Uses

Notwithstanding the information in the approved plans and subject to the provisions within the relevant conditions set out in this planning permission, the following specified land uses are permitted within the specified floorspace:

Class A1 (Retail)

Class A2 (Financial and Professional Services)

Class A3 (Restaurant)

The maximum permitted floorspace for which the flexible uses are allowed comprises up to 121 sqm floorspace within the specified area on the ground floor within The Factory Building (Block M) and 118 sqm floorspace within the specified area on the ground floor in Aquifer House (Block K) in the detailed application and up to 160 sqm floorspace within The Maltings (Block N) within the outline component.

As set out in Class E, Part 3, schedule 2 of the General Permitted Development Order 2015 (as amended) or the provisions of the relevant Class/Part upon implementation, this permission benefits from a period during which changes of

use of the above specified floorspace between uses A1, A2 and A3 as set out in the description of development may take place without the need for further planning permissions. This flexibility is for a period of ten years from the date of the approval or first occupation, whichever is the later. Upon the expiry of 10 years, the use which is in situ, or most recent at the date of the expiry shall be the lawful authorised use of the floorspace within the relevant part of the development.

Reason: To ensure the uses are compatible with the adjoining land uses and to ensure that the amenity of occupiers residing in surrounding residential properties would be safeguarded in accordance with policies EMP2 and OSC15 of The Adopted Local Plan for Slough 2004, Core Policies 1, 5 and 6 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

13. Hours of Operation

(A) The Class A1, A2 and A3 uses hereby permitted shall operate only between 07:00 hours and 23:00 hours, on weekdays and on Saturdays and on 07:00 hours to 21:30 hours on Sundays and Bank Holidays.

(B) The Class D1 Nursery Use hereby permitted shall operate only between 07:00 hours and 21:00 hours, on weekdays and on Saturdays and on 10:00 hours to 27:00 hours on Sundays and Bank Holidays

Reason: To ensure that the amenities of surrounding occupiers are not unduly affected by noise and other disturbance, in accordance with Policy EMP2 and OSC15 of The Adopted Local Plan for Slough 2004, Core Policies 1 and 6 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

14. Bin storage

Prior to first occupation of the development, a refuse management strategy ('the strategy') to be used by the management company for the transfer of waste/recycling bins to collection points and the collection of bins shall be submitted to and approved in writing by the Local Planning Authority. The waste/recycling storage facilities shall be provided in accordance with the approved drawings and shall be retained at all times in the future for this purpose, and the strategy shall be complied with for the duration of the development.

REASON: In the interests of visual amenity of the site and in the interests of highway safety and convenience in accordance with Policy EN1 of The Adopted

Local Plan for Slough 2004, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

15. Cycle parking

The cycle parking racks and storage facilities within the detailed parts of the development shall be provided in accordance with the approved plans.

Details of the cycle parking racks and storage facilities, including any external cycle storage/racks in the public realm within the outline component shall be submitted to and approved in writing by the Local Planning Authority, prior to the commencement of works above ground on the relevant part of the development.

The cycle facilities shall be implemented prior to the occupation of the relevant part of the development and shall be retained thereafter at all times in the future for this purpose.

REASON To ensure that there is adequate cycle parking available at the site in accordance with Policy T8 of The Adopted Local Plan for Slough 2004, to meet the objectives of the Slough Integrated Transport Strategy, Core Policy 7 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

16. Lighting Scheme

Construction of the development, or a phase of development, above the ground level shall not commence until details of a lighting scheme (to include the location, design of lighting features, the nature and levels of illumination) for that part or phase of development has been submitted to and approved in writing by the Local Planning Authority and the scheme shall be implemented prior to first occupation of the relevant part or phase of development and maintained in accordance with the details approved.

REASON: To ensure that a satisfactory lighting scheme is implemented as part of the development in the interests of residential and visual amenity and in the interest of crime prevention to comply with the provisions of Policies EN1 and EN5 of The Adopted Local Plan for Slough 2004 and policy 12 of the adopted Core Strategy 2006-2026 and the National Planning Policy Framework (2019).

17. Boundary treatment, walls, fences and gates

Construction of the buildings above ground floor level, within part of the site or relevant part of the site shall not commence on site until details of the proposed

boundary treatment including position, external appearance, height and materials of all boundary walls, fences and gates have been submitted to and approved by the Local Planning Authority. The development shall not be occupied until the approved boundary treatment has been implemented on site. It shall be retained at all time in the future.

REASON: In the interests of the visual amenity of the area and to reduce opportunities for crime and anti-social behaviour in accordance with Policies EN1 and EN3 of The Adopted Local Plan for Slough 2004, Core Policies 1 and 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

18. Landscaping Scheme for each phase, or block

Prior to commencement of works on the relevant part, phase or block of the development, a detailed landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority. This scheme should include the type, density, position and planting heights and include provision for Bee friendly species, along with staking/guying, mulching, feeding, watering and soil quality, of any new trees and shrubs, and details of hard-surfaces which shall include compliance with the surface water drainage mitigation as approved under condition 19 of this planning permission.

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

REASON In the interests of the visual amenity of the area and accordance with Policy EN3 of The Adopted Local Plan for Slough 2004 and to ensure that surface water discharge from the site is satisfactory and shall not prejudice the existing sewerage systems in accordance with Policies 8 and 9 of the adopted Core Strategy 2006 - 2026 and the National Planning Policy Framework (2019).

19. Management & Maintenance of Surface Water Drainage Scheme

Prior to commencement of works within a phase, or block, or part thereof, details of the Surface Water Drainage Plan and a Whole Life Management and Maintenance Scheme for measures within that phase, block or relevant part

thereof, shall be submitted to and approved in writing by the Local Planning Authority. The Surface Water Drainage Scheme shall include the following:

- BRE 365 soakage tests to be undertaken to determine the soakage rate of the soil.
- Method of the treatment of the surface water.
- Information evidencing that the correct level of water treatment exists in the system is required in accordance with the Ciria SuDS Manual C753
- Whole Life Management and Maintenance Plan of the SUDs

The Surface Water Drainage measures and Whole Life Management and Maintenance Scheme shall be implemented in accordance with the approved details prior to first occupation of the development hereby permitted, and will thereafter be permanently retained and maintained.

Reason: To ensure that surface water discharge from the site is satisfactory and shall not prejudice the existing sewerage systems in accordance with Policies 8 and 9 of the adopted Core Strategy 2006 – 2026, the Council’s Development Plan Document – Developer’s Guide Part 4 Section 6 (2016) and the National Planning Policy Framework (2019).

20. Designing out crime

No development above ground floor level within a phase or development block , or relevant part thereof shall commence until evidence has been provided to demonstrate how the applicant has used best endeavours to incorporate measures to comply with Secured by Design Gold Award for the relevant phase or development block or part thereof. The evidence shall be submitted and approved in writing by the Local Planning Authority, prior to commencement of any development above ground within the relevant phase or development block. The development within the relevant phase or development block shall be carried out in accordance with the approved Secured by Design Application, and shall not be occupied or used until the Council acknowledged in writing that it has received written confirmation of compliance. The approved security measures shall be maintained and retained thereafter.

REASON: In order to minimise opportunities for crime and anti-social behaviour in accordance with Policy EN5 of The Adopted Local Plan for Slough 2004 and Core Policies 8 and 12 of the adopted Core Strategy 2006-2026 and the National Planning Policy Framework (2019).

21. Internal loading

There shall be no occupation within the relevant part of the development until the details of the internal loading and turning provisions for the relevant part of the development have been submitted to and approved in writing by the Local

Planning Authority. The unloading and loading facilities shall be provided in accordance with approved plans and retained thereafter.

REASON: To ensure that the proposed development does not prejudice the free flow of traffic or conditions of general safety on the local highway network in accordance with Policy T3 of The Adopted Local Plan for Slough 2004, Policies 7 and 10 of the adopted Core Strategy 2006-2026 and the guidance contained in the Council's Developer's Guide Part 3 (2008) and the National Planning Policy Framework (2019).

22. Sustainable Development

The proposed energy efficiency and low carbon measures incorporated within the development shall be carried out in accordance with the Energy Statement which calculates the reduction in annual CO₂ emissions to 166,499 kg/CO₂ per year corresponding to a reduction across the site of at least 26% over Building Regulations 2013 Part L and associated Approved Documents. No part of the Development shall be used or first occupied (other than for construction purposes) until it has been carried out in accordance with the approved details and shall be retained for the lifetime of the development.

REASON: In the interest of sustainable development in particular reducing carbon emissions and in accordance with policy 8 of the Core Strategy 2008 and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

Energy Statement Compliance (Residential)

23. Within 3 months of final occupation of the residential dwellings within a Development block, or phase, evidence shall be submitted that the energy statement approved pursuant to Condition 22 above have been implemented in accordance with the approved details within the relevant development block or phase.

Reason: In the interests of energy conservation and reduction of CO₂ emissions, in accordance with policies CP8 and the National Planning Policy Framework (2019).

Energy Statement Compliance (Non-residential)

24. Within 3 months of final occupation of the non-residential units within the Development, evidence shall be submitted that the energy statements approved pursuant to Condition 22 above have been implemented in accordance with the approved details.

Reason: In the interests of energy conservation and reduction of CO2 emissions, in accordance with policies CP8 and the National Planning Policy Framework (2019).

25. Green Roofs

Prior to the commencement of work on the relevant part of the buildings hereby approved, details of green roofs, including planting and maintenance schedules, and ecological enhancement measures for the relevant development block or blocks shall be submitted to and approved in writing by the Local Planning Authority. The green roofs shall be laid out on the relevant building(s), prior to first occupation within the relevant building(s) in accordance with the details as approved. The green roofs shall be permanently retained thereafter.

Reason: To ensure the provision of green roofs in the interests of sustainable urban drainage and habitat provision, in accordance with policies policy 8 of the Core Strategy 2008 and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

26. Construction Management Scheme

No development shall take place until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority, which shall include details of the provision to be made to accommodate all site operatives', visitors' and construction vehicles loading (to a minimum Euro 6/VI Standard), off-loading, parking and turning within the site and wheel cleaning facilities during the construction period, non-road mobile machinery (NRMM) controls to be in line with Table 10 in the Low Emission Strategy (LES) guidance and that all heating systems (when the development is operational) shall meet the emission standards laid out in table 7 of the LES guidance. The Plan shall thereafter be implemented as approved before development begins and be maintained throughout the duration of the construction works period.

REASON In the interest of minimising danger and inconvenience to highway users and in the interests of air quality in accordance with policies 7 and 8 of the Core Strategy 2008 and the National Planning Policy Framework (2019).

27. Construction and Demolition Plan

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

- (i) control of noise;
- (ii) A construction noise assessment and modelling, to determine suitable mitigation measures and works programming to minimise impacts to the

nearest sensitive receptors, once detailed information is available regarding construction methodologies, programme and plant are available. This will include modelling and assessment on the suitability of the proposed 2.4m barrier.

- (iii) control of dust, smell and other effluvia
- (iv) control of surface water run off
- (v) site security arrangements including hoardings
- (vi) proposed method of piling for foundations

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

REASON: In the interests of the amenities of the area in accordance with Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance set out in the National Planning Policy Framework (2019).

28. Phase 1 Desk Study and Preliminary Risk Assessment

Development works shall not commence until a Phase 1 Desk Study (DS) has been submitted to and approved in writing by the Local Planning Authority. The Phase 1 Desk Study shall be carried out by a competent person in accordance with Government, Environment Agency and Department for Environment, Food and Rural Affairs (DEFRA) guidance and approved Codes of practices, including but not limited to, the Environment Agency model procedure for the Management of Land Contamination CLR11 and Contaminated Land Exposure Assessment (CLEA) framework, and CIRIA Contaminated Land Risk Assessment Guide to Good Practice C552. The Phase 1 Desk Study shall incorporate a desk study (including a site walkover) to identify all potential sources of contamination at the site, potential receptors and potential pollutant linkages (PPLs) to inform the site preliminary Conceptual Site Model (CSM) and Preliminary Risk Assessment (PRA).

REASON: To ensure that the site is adequately risk assessed for the proposed development and in accordance with Policy 8 of the Core Strategy 2008.

29. Phase 2 Intrusive Investigation Method Statement

Should the findings of the Phase 1 Desk Study approved pursuant to the Phase 1 Desk Study condition identify the potential for contamination, development works shall not commence until an Intrusive Investigation Method Statement (IIMS) has been submitted to and approved in writing by the Local Planning Authority. The IIMS shall be prepared in accordance with current guidance, standards and approved Codes of Practice including, but not limited to, BS5930, BS10175, CIRIA C665 & C552 and BS8576. The IIMS shall include, as a minimum, a position statement on the available and previously completed site investigation

information, a rationale for the further site investigation required, including details of locations of such investigations, details of the methodologies, sampling and monitoring proposed.

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

30. Remediation Validation

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

REASON: To ensure that remediation work is adequately validated and recorded, in the interest of safeguarding public health in accordance with Policy 8 of the Core Strategy 2008 and the National Planning Policy Framework (2019).

31. Watching Brief

The developer shall carry out a watching brief during site work and shall draw to the attention of the Local Planning Authority to the presence of any unsuspected contamination (to soil or/and water, determined by either visual or olfactory indicators) encountered during the development. In the event of contamination to land and/or water being encountered, no development or part thereof shall continue until a programme of investigation and/or remedial work to include details of the remedial scheme and methods of monitoring, and validation of such work undertaken has been submitted to and approved in writing by the Local Planning Authority. None of the development shall be commissioned and/or occupied until the approved remedial works, monitoring and validation of the works have been carried out and a full validation report has been submitted to and approved in writing by the Local Planning Authority. In the event that no significant contamination is encountered, the developer shall provide a written statement to the Local Planning Authority confirming that this was the case, and only after written approval by the Local Planning Authority shall the development be commissioned and/or occupied.

Reason: To ensure that any ground and water contamination is identified and adequately assessed, and that remediation works are adequately carried out, to safeguard the environment and to ensure that the development is suitable for the proposed use in accordance with Policy 8 of the Core Strategy 2008 and the National Planning Policy Framework (2019).

32. Piling

No piling shall take place within any phase of development, until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works within that relevant phase) has been submitted to and approved in writing by the Local Planning Authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

Reason: To prevent any potential to impact on local underground water and sewerage utility infrastructure ensure that any ground and water contamination is identified and adequately assessed, to safeguard the environment and to ensure that the development is suitable for the proposed use in accordance with Policies 8 and 9 of the Core Strategy 2008 and the National Planning Policy Framework (2019).

33. Foul drainage

Construction works shall not commence within any phase or development block until a drainage strategy detailing any on and/or off site foul drainage works (within the relevant phase or development block), has been submitted to and approved by, the Local Planning Authority in consultation with the sewerage undertaker. No discharge of foul water from the site shall be accepted into the public system until the drainage works referred to in the strategy have been completed, for the relevant part of the development.

Reason: The development may lead to sewage flooding; to ensure that sufficient capacity is made available to cope with the new development; and in order to avoid adverse environmental impact upon the community in accordance with Policies 8 and 9 of the Core Strategy 2008 and the National Planning Policy Framework (2019).

34. Impact Studies

Prior to commencement of development details of Impact Studies which identifies the existing water supply infrastructure in order to determine the magnitude of any new additional capacity required in the system and the location of a suitable

connection point shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the water supply infrastructure has sufficient capacity to cope with the additional demand in accordance with Policies 8 and 9 of the Core Strategy 2008 and the National Planning Policy Framework (2019).

35. Car Parking Permit Restrictions

No occupier of the residential units with the exception of disabled persons that are registered blue badge holders, shall be entitled to a car parking permit or retain such a permit for any Controlled Parking Zone (CPZ) in the Borough. If such a permit is issued to a resident of the development, it shall be surrendered to the Council within seven days of receipt.

Reason: In order to ensure that the development does not harm the existing amenities of the occupiers of neighbouring residential properties by adding to the level of on-street car parking stress in the area, in accordance with Policy T2 of the Adopted Local Plan (2004), Policies 7 and 8 of the Core Strategy 2008, the guidance contained in the Council's Developer's Guide Part 3 (2008) and the National Planning Policy Framework (2019).

36. Car Park Permit Restriction Scheme

The development hereby permitted shall not be occupied until such time as a scheme has been submitted to and approved in writing by the Local Planning Authority to ensure that all occupiers of the residential units as labelled on approved plans listed in condition 2 other than those with disabilities who are registered blue badge holders, have no entitlement to parking permits from the Council and to ensure that occupiers are informed, prior to occupation, of such restriction. The development shall not be occupied otherwise than in accordance with the approved scheme.

Reason: In order that the prospective occupiers of the new residential units are made aware of the fact that they will not be entitled to an on-street car parking permit, in the interests of the proper management of parking, and to ensure that the development does not harm the existing amenities of the occupiers of neighbouring residential properties by adding to the level of on-street car parking stress in the area, in accordance with Policy T2 of the Adopted Local Plan (2004), Policies 7 and 8 of the Core Strategy 2008, the guidance contained in the Council's Developer's Guide Part 3 (2008) and the National Planning Policy Framework (2019).

37. Wheelchair User Dwellings and Adaptable Dwellings

A minimum of 16 (5%) of the total no. of affordable units within the development shall be provided as Wheelchair Adaptable Homes and shall be provided to Building Regulation requirement M4 (3) as Wheelchair User Dwellings. The detailed plans of these dwellings shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of works within the relevant development block. The Wheelchair Adaptable Homes shall be shown on the submitted plans and shall be implemented in accordance with the approved plans.

All other remaining flats and houses as shown on the approved plans, and within the outline elements hereby approved shall be provided to meet Building Regulation requirement M4 (2) 'accessible and adaptable dwellings'.

Reason: To ensure that the development provides for the changing circumstances of occupiers and responds to the needs of people with disabilities, in accordance with Policy EN1 of The Adopted Local Plan for Slough 2004, Core Policies 3, 4 and 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

38. Level Accesses/Thresholds

The ground floor entrance doors to the Development shall not be less than 1 metre wide and the threshold shall be at the same level to the paths fronting the entrances to ensure level access. Level thresholds shall be provided throughout the development between the residential units and the external amenity/balconies and the main lobbies.

Reason: In order to ensure the development provides ease of access for all users, in accordance with Policy EN1 of The Adopted Local Plan for Slough 2004, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

39. No Telecommunications Equipment

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking or re-enacting that Order with or without modification), no aerials, antennae, satellite dishes or related telecommunications equipment shall be erected on any part of the development hereby permitted, without planning permission first being obtained.

Reason: To ensure that the visual impact of telecommunication equipment can be considered in accordance with Policy EN1 of The Adopted Local Plan for Slough 2004, Core Policy 8 of the Slough Local Development Framework Core

Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

40. No other alterations to the buildings

No alterations shall be carried out to the external appearance of the development hereby approved, including the installation of air conditioning units, water tanks, ventilation fans or extraction equipment, not shown on the approved drawings.

Reason: To ensure a satisfactory external appearance and prevent harm to the street scene, and to safeguard the amenities of neighbouring residential occupiers, in accordance with Policy EN1 of The Adopted Local Plan for Slough 2004, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

41. Bird Hazard Management Plan

Development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include details of:

- management of any flat/shallow pitched on buildings within the site which may be attractive to nesting, roosting and "loafing" birds. The management plan shall comply with Advice Note 8 'Potential Bird Hazards from Building Design' (See informative)
- monitoring of any standing water within the site temporary or permanent

The Bird Hazard Management Plan shall be implemented as approved on completion of the development and shall remain in force for the life of the building. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Local Planning Authority.

Reason: It is necessary to manage the site in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Heathrow Airport.

42. Bat and Bird Boxes

Prior to occupation of any part of the development, and in accordance with the recommendations of the approved Bird Hazard Management Plan (condition 41), details of a scheme for Bird Bat and Boxes shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall detail the location, design, size and material of the bat and bird boxes and elevations and plans shall be provided to identify the bat and bird boxes to the satisfaction of the Local Planning Authority. The development shall be carried out in accordance with the

scheme prior to any occupation of the development and shall be permanently retained and maintained thereafter.

REASON: To safeguard habitats for birds and to deliver net gains in biodiversity in accordance with the National Planning Policy Framework (2019).

43. Overheating

Prior to the construction on the two storey roof extension to Block M (The Factory Building) or the outline blocks, a dynamic overheating analysis shall be submitted to and approved in writing by the Local Planning Authority for the relevant part of the development. The overheating assessment shall assess the risks of overheating within the dwellings in the two storey part glazed roof extension or outline blocks that are located in positions which have exposure to solar radiation. The assessment shall also include where necessary, proposed mitigation measures including the need for air cooling or air conditioning systems. The proposed mitigation scheme within the relevant development block shall be implemented in accordance with the approved details prior to occupation of the relevant part of the development.

REASON: To reduce the risk of overheating within the development to ensure the proposed residential accommodation will be constructed to a good standard in accordance with Policy EN1 of The Adopted Local Plan for Slough 2004, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance contained in the Council's Developer's Guide Part 4 (2008) and the National Planning Policy Framework (2019).

44. Car Park Management Plan

There shall be no development works above ground within the detailed component until a Car Park Management Plan (CPMP) for the detailed component has been submitted to and approved in writing by the Local Planning Authority. The CPMP shall include details of the management and enforcement regime of the proposed car parking spaces within the development including how the 'right to park' permits will be issued, managed and enforced by the management company or agent, or other appropriate body/organisation. The Car Park Management Plan will also set out the details of the management and maintenance regimes for the EV Car Club schemes (if appropriate) and on-site provision of rapid EV chargers. The development within the detailed component shall be carried out strictly in accordance with the approved Car Park Management Plan and the measures therein shall continue to operate in perpetuity for the duration of the occupation of the site.

Prior to any subsequent above ground works, within the outline component an updated Car Park Management Plan (CPMP) for the outline component (incorporating the approved CPMP measures where necessary within the

detailed component) has been submitted to and approved in writing by the Local Planning Authority. The updated CPMP shall include details of the management and enforcement regime of the proposed car parking spaces within the development including how the 'right to park' permits will be issued, managed and enforced by the management company or agent, or other appropriate body/organisation. The Car Park Management Plan will also set out the details of the management and maintenance regimes for the EV Car Club schemes (if appropriate) and on-site provision of rapid EV chargers. The development within the outline component shall be carried out strictly in accordance with the approved Car Park Management Plan and the measures therein shall continue to operate in perpetuity for the duration of the occupation of the site.

REASON: To provide an appropriate managed car parking scheme for residents and visitors to the development , to ensure the low car parking levels are maintained in perpetuity and to provide car parking restraint generally in accordance with Policy T2 of the Adopted Local Plan (2004), Policies 7 and 8 of the Core Strategy 2008, the guidance contained in the Council's Developer's Guide Part 3 (2008) and the National Planning Policy Framework (2019).

45. Treatment of Water from Aquifer/Borehole within Development

Prior to the commencement of works on the approved landscaping scheme within the detailed component, or relevant part thereof, or upon the part of the site which accommodates the existing Artesian Well Borehole, details of the method for abstraction of water from the borehole including how and where the water will be distributed within the landscape scheme and integral system of rills and water features before being redirected to the Salt Hill Stream shall be submitted to the Local Planning Authority for approval. The details shall seek to achieve no loss of volume or quality of discharge to the stream compared to the current levels. The proposed development shall be carried out in accordance with the approved details and shall be permanently retained and maintained thereafter for the duration of the development.

REASON: To ensure the use of natural water is optimised within the development and to avoid adverse environmental impact upon the Salt Hill Stream in accordance with Policies 8 and 9 of the Core Strategy 2008 and the National Planning Policy Framework (2019).

46. Trees

Prior to completion or first occupation of the development hereby approved, whichever is the sooner; details of treatment of all parts on the site not covered by buildings shall be submitted to and approved in writing by the Local Planning Authority. The site shall be landscaped strictly in accordance with the approved

details in the first planting season after completion or first occupation of the development, whichever is the sooner. Details shall include:

- a scaled plan showing vegetation to be retained and trees and plants to be planted:
- proposed hardstanding and boundary treatment:
- a schedule detailing sizes and numbers of all proposed trees/plants
- Sufficient specification to ensure successful establishment and survival of new planting.

There shall be no excavation or raising or lowering of levels within the prescribed root protection area of retained trees unless agreed in writing by the Local Planning Authority. Any new tree(s) that die(s), are/is removed, become(s) severely damaged or diseased shall be replaced and any new planting (other than trees) which dies, is removed, becomes severely damaged or diseased within five years of planting shall be replaced. Replacement planting shall be in accordance with the approved details (unless the Local Planning Authority gives its written consent to any variation).

Reason: Required to safeguard and enhance the character and amenity of the area, to provide ecological, environmental and bio-diversity benefits and to maximise the quality and usability of open spaces within the development, and to enhance its setting within the immediate locality in accordance with Policy EN2 & EN3 of the Local Plan.

47. Tree Protection:

Prior to the commencement of the development hereby approved (including demolition and all preparatory work), a scheme for the protection of the retained trees, in accordance with BS 5837:2012, including a tree protection plan(s) (TPP) and an arboricultural method statement (AMS) shall be submitted to and approved in writing by the Local Planning Authority.

- Specific issues to be dealt with in the TPP and AMS:
- Location and installation of services/ utilities/ drainage.
- Details of construction within the RPA or that may impact on the retained trees (cycle storage sheds).
- A full specification for the installation of boundary treatment works.
- A specification for protective fencing to safeguard trees during both demolition and construction phases and a plan indicating the alignment of the protective fencing.
- Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area.

- details of site access, temporary parking, on site welfare facilities, loading, unloading and storage of equipment, materials, fuels and waste as well concrete mixing and use of fires
- Boundary treatments within the RPA
- Methodology and detailed assessment of root pruning
- Arboricultural supervision and inspection by a suitably qualified tree specialist;
- Reporting of inspection and supervision
- Methods to improve the rooting environment for retained and proposed trees and landscaping

The development thereafter shall be implemented in strict accordance with the approved details.

Reason: Required prior to commencement of development to satisfy the Local Planning Authority that the trees to be retained will not be damaged during demolition or construction and to protect and enhance the appearance and character of the site and locality, in accordance with policy EN3 of the Local Plan and pursuant to section 197 of the Town and Country Planning Act 1990

48. Details of Car Parking

The residential car parking provision for the development shall not exceed 441 car parking spaces or as spaces per residential unit ratio of 0.34 on the whole site and shall include 10% Electrical Charging Points and 90% passive provision for future Electrical Charging Provisions.

REASON: To reduce the level of car-based traffic within the surrounding road network and encourage alternative sustainable modes of travel in accordance with Policy T2 of the Adopted Local Plan (2004), Policies 7 and 8 of the Core Strategy 2008, the guidance contained in the Council's Developer's Guide Part 3 (2008) and the National Planning Policy Framework (2019).

49. Delivery and Servicing Plan

Prior to first occupation of any residential or commercial use within each Development block, phase or relevant part thereof, a site servicing strategy or Delivery and Servicing Plan(DSP) for the relevant phase or block, including vehicle tracking, for the relevant Development Plot shall be submitted to and approved in writing by the Council. The DSP shall detail the management of deliveries, emergency access, collection of waste and recyclables, times and frequencies of deliveries and collections/ silent reversing methods/ location of loading bays and vehicle movement in respect of the relevant phase or block. The approved measures shall be implemented and thereafter retained for the lifetime of the residential or commercial uses in the relevant part of the site.

Reason: In order to ensure that satisfactory provision is made for refuse storage and collection and to ensure that the amenity of occupiers of the development site and surrounding premises is not adversely affected by noise, in accordance with Policy T3 of The Adopted Local Plan for Slough 2004, Policies 7 and 10 of the adopted Core Strategy 2006-2026 and the guidance contained in the Council's Developer's Guide Part 3 (2008) and the National Planning Policy Framework (2019).

50. Street Furniture

Details including the locations of the benches, litter bins and signage shall be submitted to and approved in writing by the Local Planning Authority, prior to occupation of the relevant Development Plot. The street furniture listed above shall be designed and sited to be fully inclusive and accessible for all users and will not provide any obstruction to disabled persons or people of impaired mobility and/or sight. The relevant development plot shall not be open to users until the benches, litter bins and signage as approved have been provided, and must be permanently retained thereafter.

Reason: To ensure the satisfactory provision of facilities, in accordance Policies EN1 and EN3 of The Adopted Local Plan for Slough 2004 and to ensure that surface water discharge from the site is satisfactory and shall not prejudice the existing sewerage systems in accordance with Policies 8 and 9 of the adopted Core Strategy 2006 - 2026 and the National Planning Policy Framework (2019).

51. Wind Microclimate Measures

Prior to commencement of works above ground level within any Development Plot within the outline planning application area, details of micro climate mitigation measures necessary to provide an appropriate wind environment throughout and surrounding the development shall be submitted to and approved in writing by the Council. Approved details shall be implemented prior to first occupation of the relevant outline blocks, and permanently retained thereafter.

REASON: To ensure that suitable measures are incorporated to mitigate potential adverse wind environments arising from the development, in accordance with the NPPF (2019).

52. Odour Abatement System

Prior to commencement of works on the relevant part of each Development Plot, details of the installation, operation, and maintenance of the best practicable odour abatement equipment and extract system shall be submitted to and approved in writing by the Local Planning Authority, including the height of the extract duct and vertical discharge outlet, in accordance with the `Guidance on

the Control of Odour and Noise from Commercial Kitchen Exhaust Systems' January 2005 by DEFRA. Approved details shall be implemented prior to occupation of the relevant development plot or part thereof and thereafter be permanently retained, unless subsequently otherwise approved in writing by the Local Planning Authority.

Reason: To ensure that nearby premises are not unduly affected by odour and disturbance in the interests of the amenities of the area in accordance with Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance set out in the National Planning Policy Framework (2019).

53. Ventilation Performance of Windows in Blocks A and M

Prior to the commencement of works on the relevant part of Development Blocks A and M, whereby exceedances of the 45 dB LAF_{max} threshold are recorded within the Noise Assessment, details of the mitigation measures (e.g. mechanical ventilation or NO_x filters) to be installed within the residential component of the relevant block or phase shall be submitted to the Local Planning Authority in writing, for approval. The details shall increase the ventilation acoustic performance specification to 44 dB D_{new} and include the method by which clean air will be supplied to residential areas which exceed national air quality objectives. Ventilation extracts must be positioned a suitable distance away from ventilation intakes, balconies, roof gardens, terraces and receptors to reduce exposure of occupants to acceptable levels. The measures will be implemented in accordance with the approved plans prior to first occupation of the relevant development blocks and retained until no longer required to supply clean air. The maintenance of the system implemented shall be undertaken regularly in accordance with the manufacturer specifications and shall be the responsibility of the primary owner of the relevant building.

Reason: To ensure that the residential buildings have access to satisfactory air quality levels and are not unduly affected by odour and noise disturbance in accordance with policy EN1 of the Local Plan, Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance set out in the National Planning Policy Framework (2019).

54. Sound Insulation

Prior to commencement of the relevant works within a Development Plot, details shall be submitted to and approved in writing by the Council, of the sound insulation of the floor/ ceiling/ walls separating the [podium plant rooms] [podium car parks] [communal facilities] [specify other] from [dwellings] [noise sensitive premises]. Details shall demonstrate that the sound insulation value D_{nT,w} [and L'_{nT,w}] is enhanced by at least 10-15dB above the Building Regulations value and where necessary, additional mitigation measures are implemented to

contain noise from communal areas and machinery so as not to exceed the criteria of BS8233:2014 within dwellings/ noise sensitive premises. Approved details shall be implemented prior to occupation of the development and thereafter be permanently retained.

Reason: To ensure that the amenity of occupiers of the development site/ adjacent dwellings/ noise sensitive premises is not adversely affected by noise, in the interests of the amenities of the area in accordance with Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance set out in the National Planning Policy Framework (2019).

55. Enhanced Sound Insulation

Prior to commencement of the relevant work within a Development Plot or relevant part thereof, unless otherwise agreed in writing with the Local Planning Authority, details shall be submitted to and approved in writing by the Council, of an enhanced sound insulation value $D_{nT,w}$ and $L'_{nT,w}$ for the floor/ceiling/ wall structures separating different types of rooms/ uses in adjoining dwellings, namely living room and kitchen adjoining bedroom of separate dwelling. The enhanced values shall be 5dB more stringent than the requirements of Approved Document E of the Building Regulations. Approved details shall be implemented prior to occupation of the relevant phase of development and thereafter be permanently retained.

Reason: To ensure that the amenity of occupiers of the development site/ adjacent dwellings/ noise sensitive premises is not adversely affected by noise, in the interests of the amenities of the area in accordance with Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance set out in the National Planning Policy Framework (2019).

56. Sound Insulation – non-residential uses

Prior to commencement of the relevant work within a Development Plot, unless otherwise agreed in writing with the Local Planning Authority, details shall be submitted to and approved in writing by the Council, of the sound insulation of the floor/ ceiling/walls separating noise sensitive premises from non-residential uses (including plant, car park and communal facilities). Details shall demonstrate that the sound insulation value $D_{nT,w}$ [and $L'_{nT,w}$] is enhanced by at least 10-20dB above the Building Regulations value and, where necessary, additional mitigation measures implemented to contain commercial noise within the commercial premises and to achieve the 'Good' criteria of BS8233:2014 within new-build dwellings/ noise sensitive premises. Approved details shall be implemented prior to any occupation of the residential development within the part(s) of the site covered by this condition and shall be permanently retained

thereafter

Reason: To ensure that the amenity of occupiers of the development site within the new-build residential parts of the site will not be adversely affected by noise from transport or industrial/ commercial noise sources, in accordance with Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the guidance set out in the National Planning Policy Framework (2019).

57. Shopfronts

The window glass of any shopfront hereby approved shall be clear and shall not be mirrored, tinted or otherwise obscured and shall be permanently retained as such.

REASON: To ensure a satisfactory external appearance and to prevent harm to the street scene, in accordance with Policy EN1 of The Adopted Local Plan for Slough 2004, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the National Planning Policy Framework (2019).

58. Level 3 Historic Building Recording

Prior to commencement of any intrusive works to the retained Horlicks Factory Building (Block M), a Level 3 Historical Recording of the Horlicks Factory (internally and externally) shall be submitted to and approved in writing by the Local Planning Authority. The Historic Building Recording shall provide an analytical record comprising an introductory description followed by a systematic account of the building's origins, development and use. The record will include an account of the evidence on which the analysis has been based, allowing the validity of the record to be re-examined in detail. It will also include all drawn and photographic records that may be required to illustrate the building's appearance and structure and to support an historical analysis.

Reason: To ensure an appropriate recording of the factory is carried out in proportion to the significance of the historic interest of the non-designated heritage asset in accordance with Local Plan Policy EN17 and the NPPF (2019).

59. Removal of PD Rights.

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) (or any order revoking and re-enacting that order with or without modification) no development within any of the approved three storey dwellinghouses relating to Classes A, B, D and E of Part 1 Schedule 2 shall be undertaken without the prior written approval of the Local Planning Authority.

Reason: To ensure and maintain a satisfactory external appearance of the dwellinghouses and to prevent harm to the street scene, in accordance with Policies EN1 and EN2 of The Adopted Local Plan for Slough 2004, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, and the National Planning Policy Framework (2019).

60. Fire Safety

The development shall be implemented in accordance with the design guidance and measures set out in the Fire Strategy by Haris TPS (dated June 2019).

Reason: To ensure that the Development contributes to the minimisation of potential fire risk in accordance with National Planning Policy Framework (2019).

61. Accessible Car Parking Spaces (TBC)

62. Details of ramp (TBC)

63. Re-aligned Vehicular Entrance at Stoke Poges Lane (TBC)

Informatives

1. In accordance with paragraphs 38 and 39 of the National Planning Policy Framework (2019), Slough Borough Council takes a positive and proactive approach to development proposals and is focused on seeking solutions where possible and appropriate. Slough Borough Council works with applicants/agents in a positive and proactive manner by offering a pre-application advice service and updating applicants/agents of any issues that may arise in the processing of their application as appropriate and, where possible and appropriate, suggesting solutions. In this case, the applicant entered into a Planning Performance Agreement with the Local Planning Authority and was informed of the issues arising from the proposal and given the opportunity to submit amendments or provide additional information in order to address those issues prior to determination. The applicant responded by submitting revised plans and additional technical information which was considered to be acceptable.
2. This notice DOES NOT convey any consent that you may require for Building Regulations. If you are unsure whether you need Building Regulations approval and before you start any work please contact Building Control Services independently on (01753) 875810 to check whether they require an application.
3. The applicant is advised that the decision notice should be read alongside a s106 Legal Agreement which contains Planning Obligations entered into in connection with the planning permission.

4. The applicant is advised that an application for advertisement consent is required for any signage, adverts or shopfront fascia displays.
5. The applicant will need to apply to the Council's Local Land Charges on 01753 875039 or email to 0350SN&N@slough.gov.uk for street naming and/or numbering of the unit/s.
6. No water meters will be permitted within the public footway. The applicant will need to provide way leave to Thames Water Plc for installation of water meters within the site.
7. The development must be so designed and constructed to ensure that surface water from the development does not drain onto the highway or into the highway drainage system.
8. The applicant is advised that if it is intended to use soakaways as the method of dealing with the disposal of surface water then the permission of the Environment Agency will be necessary.
9. The permission hereby granted shall not be construed as authority to obstruct the public highway by the erection of scaffolding, hoarding, skip or any other device or apparatus for which a licence must be sought from the Highway Authority.
10. The applicant must apply to the Highway Authority for the implementation of the works in the existing highway. The council at the expense of the applicant will carry out the required works.
11. The applicant will need to take the appropriate protective measures to ensure the highway and statutory undertakers apparatus are not damaged during the construction of the new unit/s.
12. During the construction phase of the development hereby permitted the developer is asked to ensure contractors are engaged without reliance upon working unusual hours on site nor reliance upon unusual practices that are likely to cause a nuisance to nearby residents or road users. In general no work should be carried out on the site outside the hours of 08.00 hours to 18.00 hours Mondays - Fridays, 08.00 hours - 13.00 hours on Saturdays and at no time on Sundays and Bank/Public Holidays. Car parking for construction workers and space for deliveries should be within the application site.

13. A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. Thames Water would expect the developer to demonstrate what measures they will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing wwqriskmanagement@thameswater.co.uk. Application forms should be completed on line via www.thameswater.co.uk/wastewaterquality.
14. With regard to surface water drainage it is the responsibility of the developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. The contact number is 0800 009 3921.
15. With regard to water supply it is the responsibility of the developer to ensure that there would be sufficient capacity for the future residents of the development. Prior approval from Thames Water Developer Services will be required. The contact number is 0800 009 3921.

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SLOUGH BOROUGH COUNCIL

REPORT TO: Planning Committee **DATE:** 6th November 2019

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

WARD(S): ALL

PART I
FOR DECISION**ANNUAL MONITORING REPORT 2018/19**1. **Purpose of Report**

The purpose of this report is to inform Members about the key results of the latest Annual Monitoring Report (AMR) 2018/19 which will be published on the Council's website. This provides important evidence for the review of the Local Plan for Slough and other work streams.

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

The Committee is requested to resolve:

- a) That the key results from the Annual Monitoring Report 2018/19, which are highlighted in this report, be noted.
- b) That a full version of the Annual Monitoring Report 2018/19 be published on the Council's website.

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

This will have an impact upon the following SJWS priorities:

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

3b. **Five Year Plan Outcomes**

The Annual Monitoring Report will help deliver the following Five Year Plan's outcomes:

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

4. **Other Implications**

(a) Financial

There are no financial implications

(b) Risk Management

<i>Recommendation</i>	<i>Risk/Threat/Opportunity</i>	<i>Mitigation(s)</i>
That the Committee approve the Annual Monitoring Report for publication as it is a statutory requirement.	Failure to publish the Annual Monitoring Report would not meet statutory requirements.	Agree the recommendations.

(c) Human Rights Act and Other Legal Implications

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

(d) Equalities Impact Assessment

There are no equality impact issues

(e) Workforce

This Annual Monitoring report is produced within the existing planning policy team work programme.

5. **Supporting Information**

- 5.1 The Annual Monitoring Report is a crucial part of the 'feedback loop' in the policy making process. It highlights the main achievements of 2018/19, the progress of planning policies and records development trends in Slough. It also provides an update on our Local Plan progress.
- 5.2 The statistical basis for the report is the financial year from April 2018 to March 2019, but additional information has been included where relevant. A copy of the full AMR 2018/19, which is summarised in this report, will be made available on the Council's website.
- 5.3 The Localism Act 2011 made changes to way monitoring is carried out. The regulations (Town and Country Planning 2012) stated that there is still a statutory duty to produce monitoring report for local people but they don't have to be submitted to the Secretary of State. The local authority has more flexibility to decide what goes into the report. However it needs to be made available at council offices and on the website.
- 5.4 The main content of the full document will be as follows:
- Introduction to the Borough, including key contextual characteristics, issues and challenges facing the area;

- Progress in the preparation of local development documents against the timetable in the Local Development Scheme;
- Duty to cooperate
- Extent to which saved policies from the Local Plan for Slough and Core Strategy 2006-2026 are being implemented;
- Indicators on housing, employment, retail number of appeals
- Statistics on Development control and enforcement statistics.
- The identification of any trends and changes from the previous AMR;
- Extent to which the SPZ is achieving its purpose;
- Implementation of Site Allocations

5.5 The key results from this year's Monitoring Report can be summarised as follows:

Housing

5.6 The monitoring report shows that 534 net additional dwellings were completed in Slough in 2018/19. There were actually 585 new builds last year but 51 were lost due to demolitions or change of use. The average net completions over the last 5 years is 654 dwellings per year.

Table 1: Housing completions 2006-2019

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

5.7 There are a number of housing schemes in the pipeline with 858 under construction and 1297 with planning permission that had not started by April 2019.

Housing Requirement

5.8 Housing targets for Local Plans and 5 year land availability calculations are now required to be calculated using the Government's 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.

- 5.9 The latest Local Housing Need figure for Slough is an average of 893 per annum. This is the figure that will be used for the preparation of the Local Plan and five year land supply calculations.

Five Year Land Supply Calculations

- 5.10 Paragraph 73 of the NPPF states that Local Planning Authorities are required to “*identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement*”.
- 5.11 The Five Year Housing supply situation has changed significantly since last year when we had a 6.5 year supply. It has gone down as a result of four main factors.
- 5.12 Firstly the housing requirement for Slough using the standard methodology is now much higher than the 315 dwellings a year that was in the Core Strategy or the 550 interim target that we were using.
- 5.13 Secondly it is no longer possible to use the “residual method” for calculating the requirement going back over the plan period if the plan is more than three years old. This means that we no longer get the benefit of previous years “over supply”.
- 5.14 Thirdly National Planning Guidance has changed the definition as to what sites can be considered to be “deliverable” in the five year period which means that essentially only sites with full planning permission can be counted.
- 5.15 Finally there has been a fall in the number of dwellings completed and currently under construction in Slough compared to what could be expected.

5 year housing land supply	
Annual Housing Requirement (average)	893
Annual Housing Requirement x 5 years	4,465
5 year requirement inclusive of 5% buffer	4,688
Annual Housing Requirement inclusive of 5 % buffer	938
5 year identified supply	1,986
Number of years supply (1,986/938)	2.1

- 5.16 The table above shows that Slough has 42% of the 4,688 requirement which equates to a 2.1 year supply as at 1st April 2019. Consequently Slough does not have a five year supply of new housing as defined by the Government.
- 5.17 The calculation includes a 5% buffer which is required to be added. It should be noted that paragraph 73 of the NPPF states that where there has been a significant under delivery of housing over the previous three years a 20% buffer should be added to the requirement. The Housing Delivery Test defines

“significant under delivery” as being below 85% of the housing requirement .The results of this year’s delivery test showed that Slough had provided 86% of the requirement and so avoided having to apply the 20% buffer.

- 5.18 Where Local Planning Authorities cannot demonstrate a five years supply of deliverable housing the development plan policies are considered to be out of date. This means that the ‘tilted balance’ must be applied in determining planning applications for housing development. This requires local planning authorities to apply the presumption in favour of sustainable development which is set out in paragraph 11d) of the NPPF paragraph 11. This states that applications should be granted planning 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, 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.
- 5.19 This makes it difficult to refuse planning permission for residential development in principle. It is, however, still possible to refuse planning applications which are contrary to policies provided they are consistent with the NPPF. For example paragraph 130 of the Framework states that “permission should be refused for development of poor quality design that fails to take the opportunities available for improving the character and quality of an area and the way that it functions, taking into account any local design standards or style guides in plans or supplementary planning documents”.
- 5.20 The important thing to note is that under the “tilted balance” the harm would have to significantly and demonstrably outweigh the benefits”.

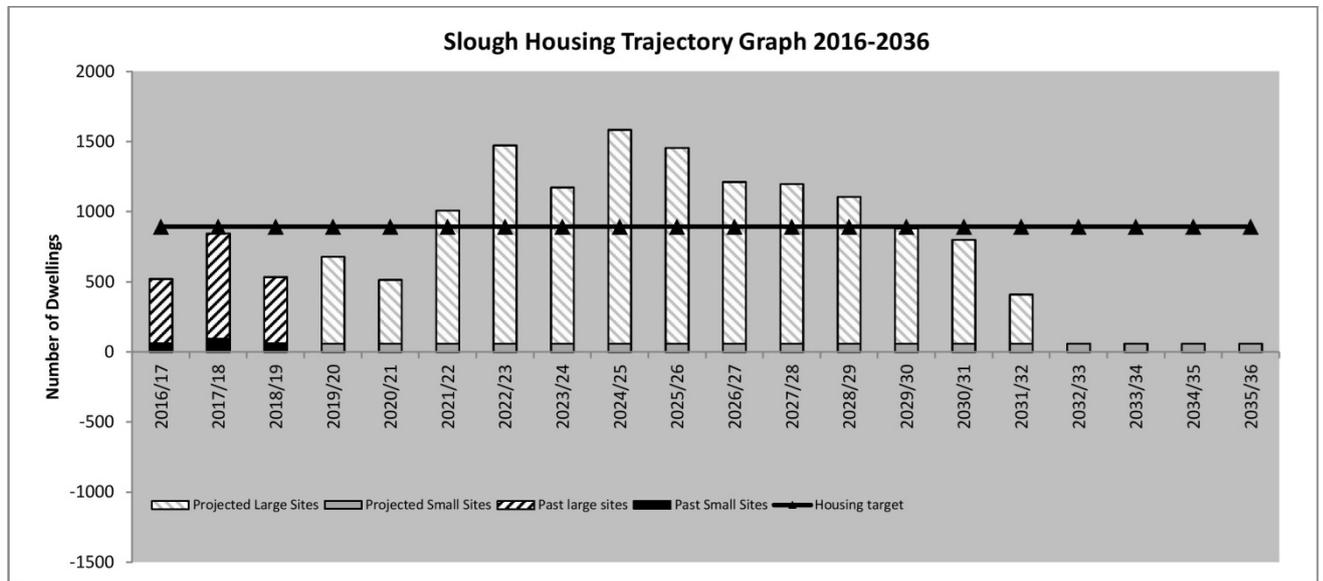
Local Plan Housing Trajectory

- 5.21 An updated Housing Trajectory for the review of the Local Plan period from 2016 to 2036 is below. This shows that from 2030 onwards no potential major housing sites have been identified. Overall it is expected that, after applying a discount rate for sites coming forward there could be a shortfall of around 6,000 dwellings compared to the Local Plan housing requirement. This does not take account of any windfalls that may come forward over the plan period. This is why the emerging Preferred Spatial Strategy is promoting the northern expansion of Slough into South Bucks to assist Slough meeting local housing needs as close as possible to where they arise.
- 5.22 The trajectory graph shows recent past development completions and expected completions in the future. It includes sites with planning permission, current planning applications likely to be approved, site allocations and other sites where there is potential for redevelopment including some from the 2016 ‘call for sites’ exercise and strategic housing sites agreed in principle by the Planning Committee February 2018. It is updated annually and is an estimate of supply and not fixed list of development sites. Information for the 5 year land supply is extracted from the table but the first five years of the graph includes sites that will or are likely to

be developed but fall outside the Governments strict and more limited definition of 'supply'.

5.23 The Housing Target line on the graph is the 893 average homes per year referred to in para 5.9 above. It has been back dated to 2016, in line with Government guidance, but it should be noted a lower target was in use until last year.

Housing Trajectory 2016-2036



Housing Type and Mix

5.24 In addition to monitoring the total number of houses being delivered it is also important to identify the type and mix of residential accommodation that is coming forward.

5.25 For the first time in 2018/19, 100% of housing completions were on previously developed land (known as brownfield). This trend is likely to continue since the supply of greenfield land for housing is running out. This has an impact on the viability of residential schemes because the cost of brownfield land is higher and the cost of demolition and construction can be more expensive.

5.26 There were 38 affordable housing completions in 2018/19, which is lower than the 116 we provided in 17/18. The average number of affordable housing completions over the three years is 64 per year.

5.27 The supply of affordable homes is affected by a number of factors. One of these is that we are unable to get contributions from office conversions that have come forward under the Prior Approval process. Another is that applications now come forward with viability studies which show that it is not possible to provide the full quota of affordable housing.

5.28 The results of monitoring for 2018/19 also showed that 83% of residential completions were flats. This is partly due to the high number of Prior Approvals for conversions from offices to flats that have come forward. 182 prior approvals were completed in 2018/19. It also reflects the fact that only brownfield development is taking place.

5.29 Housing mix is a new indicator that we started to monitor in recent years in the AMR. The breakdown by bedroom size for housing completions this year for developments that were granted planning permission is:

- 10% four bed
- 11% 3 bed,
- 41% 2 bed
- 38% 1 bed or bedsit.

5.30 It should be noted that 31% of housing completions came via the Prior Approval process where information on the housing mix is not always known. It is likely that most of these would have been smaller units.

5.31 It should be noted that the recent draft Housing Needs Assessment shows that in Slough only 5% of market housing need be one bedroomed and 19% two bedroomed. There is, however, a need for 44% of affordable rented housing to be one bedroomed and 27% two bedroomed.

5.32 The lack of new family sized housing coming forward in Slough provides further justification for the Local Plan Spatial Strategy of protecting the existing stock in the suburbs and promoting the northern expansion of Slough in the form of a garden suburb which would help to rebalance the housing market.

Housing Delivery Action Plan

5.33 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.

5.34 A Housing Delivery Action Plan was produced in July 2019 and published on the website. This suggests ways in which the supply of housing in Slough could be increased. The key ones include:

- 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.
- Continue the Council's joint partnership with Slough Urban Renewal SUR to deliver housing sites.
- 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.

Other Housing Document

5.35 The Brownfield Register was published in December. This provides a list of brownfield land that is suitable for residential development. This is available on the Council's website and updated every year.

5.36 There is now a duty on local councils in England to keep and have regard to a register of people who are interested in self build or custom build projects in their area. There were 121 individuals on the Self-Build List at 1st September 2019.

5.37 The monitoring shows that there was a net loss of -13,080 square metres of employment floor space in 2018/19. The table below shows that the general trend is a net loss of employment floor space over the last five years. The only exception was last year 2017-18 when there was a net gain in employment floorspace of 11,312 sqm due to completion of two office buildings on Brunel Way.

Employment Floorspace lost over the last five years (sqm)

2018-19	2017-18	2016-17	2015-16	2014-15
-13,080	11,312	-7080	-33308	-38929

5.38 The table above shows that there has been a net loss around 80,000 m2 of employment floorspace in the last few years. Much of this has been the result of the change of use of offices to residential.

5.39 This shows there is not much commercial development happening apart from on the Slough Trading Estate with the new data centres. The data centres do not generate many employment opportunities.

5.40 The Thames Valley Office Market Report for 2018/19 produced by Lambert Smith Hampton shows that Slough has 4.7 years supply of office space. This has decreased from 7.5 years supply of office space last year. There is no office development currently under construction.

5.41 Recent interest in taking offices in Slough means that the prime rent has, however, increased to £37 per sq ft. It was £34 per sq ft last year. This could be due to the lower supply of offices.

5.42 The majority of office space available in Slough is good quality Grade A or B. There is only a limited supply of grade C office space mainly because this has been converted to residential.

5.43 The Loss of employment space needs to be monitored and is an issue that will have to be addressed through the review of the Local Plan.

Retail and Leisure

5.44 There was a net loss of -3005 m2 retail and leisure floorspace in Slough as a result of development in 2018/19.

5.45 Slough has not had any major retail or leisure completed schemes in the last few years as table below shows. The increase in floorspace in leisure development this year is a result of the slight increase in floorspace of the replacement leisure building the centre on Farnham Road and the extension of the Ice Arena.

Completed Retail and Leisure Development over the last 5 years

	USE CLASS ORDER- Retail and leisure		
	A1	A2	D2
2014/2015	1518	1358	1095
2015/2016	3049	68	465
2016/2017	3307	248	3544
2017/2018	2629	0	3373
2018/2019	-611	-4232	1838

Slough Town Centre

- 5.46 A retail vacancy survey was undertaken in February 2019. This showed that 11% of units in Slough High Street were vacant, 12% in the Queensmere and 8% in the Observatory Shopping Centres. The total vacancy rate for Slough Town Centre is 10%.
- 5.47 Slough shopping centre is in decline. Even though the retail vacancy rate doesn't seem particularly high, this does not indicate the true health of Slough High Street and the shopping centres.
- 5.48 Two of Slough High Street's largest stores are vacant with a combined floorspace of around 125,600 sqft. These are the former Marks and Spencer and BHS stores.
- 5.49 Some of the existing stores are no longer trading from all floors. This includes Boots, Wilko and Debenhams who are now trading from only one floor. These stores have closed upper floors which equate to an additional 50,000 sqft of vacant retail space. The vacancy rate figures do not take this into account.
- 5.50 A further indication of the decline of Slough town centre can be seen from its national ranking, which amongst other things measures the number of multiples. In 2006 Slough was ranked as 57th in the country. This fell to 150th in 2016 and has now declined to 190th in 2018/19 (Javelin Group, VENUESCORE).
- 5.51 Slough Business Improvement District (BID) has been set up. More than £2 million investment over the five year term of the BID. Hopefully this will make positive changes to improve our business environment, encourage growth, and improve the perception of Slough.
- 5.52 The introduction of "meanwhile" uses is being promoted in order to boost the town centre in the interim period.

Other Retail Centres

- 5.53 Retail Vacancy survey was undertaken at the Farnham Road District Centre, Langley. This showed a vacancy rate of 1% for Farnham Road and no retail vacancies for Langley. Chalvey was not surveyed this year. These are healthy centres and have a range of shops that meet the daily needs of the local residents.

Local Plan update

5.54 The “emerging” Preferred Spatial Strategy, as agreed at the November 2018 Planning Committee, can be summarised as one of:

- ***Delivering*** major comprehensive redevelopment within the “Centre of Slough”;
- ***Selecting*** other key locations for appropriate development;
- ***Protecting*** the built and natural environment of Slough including the suburbs
- ***Accommodating*** the proposed third runway at Heathrow and mitigating the impact;
- ***Promoting*** the northern expansion of Slough in the form of a “Garden Suburb”;

5.55 In order to implement the Spatial Strategy the Council has produced a number of supporting documents.

Interim Centre of Slough Framework

5.56 In order to help deliver major comprehensive development in the centre of Slough, the Council has produced an Interim Planning Framework which was approved in July 2019. This is a “land use” framework which sets out how sites could come forward for development in a comprehensive way. 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.

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

5.58 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. 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.

5.59 The Framework also sets out the broad principles for how the centre should look in terms of building heights, street patterns, key linkages and design quality.

5.60 This is the start the process of producing a Master Plan for the Centre of Slough which can help to resolve outstanding issues and promote sustainable growth and investment in the area.

Heathrow

- 5.61 In order to try to accommodate the proposed third runway and mitigate its impact, the Council has been carrying out a significant amount of work on the proposals for the expansion of Heathrow.
- 5.62 A formal response to Heathrow's consultation on its master plan was made in March 2018.
- 5.63 In June 2018 Slough responded to the Planning Inspectorate on the Scoping Report for the Environmental Impact Assessment which will accompany the Development Consent Order application.
- 5.64 In order to set out this Council's aspirations for way that the proposed third runway and associated development could be accommodated in the Colnbrook and Poyle area we produced a Spatial Strategy for the area in December 2019. This set out nine guiding principles which should be applied to the expansion of Heathrow. These were:
- Protect Colnbrook and Poyle villages in a "Green Envelope" and enhance the Conservation Area and built realm.
 - Prevent all through traffic but provide good public transport and cycle routes to the airport
 - Provide for the replacement of Grundons energy from waste plant and the rail depot north of the new runway
 - Ensure that there are good public transport links into Heathrow from Slough.
 - Enlarge the Poyle Trading Estate for airport related development but with access only from the M25.
 - Provide mitigation for the Colne Valley Park and ensure that existing connectivity is maintained through Crown Meadow.
 - Develop tangible measures to improve air quality in the Heathrow area
 - Ensure that all homes in the Borough that are eligible for noise insulation are provided for under the Quieter Homes Scheme.
 - Ensure measures to address flood risk from the proposals include mitigation to reduce the risk of existing flooding for residents and businesses in Colnbrook and Poyle.
- 5.65 The Colnbrook and Poyle Spatial Strategy was used in discussions with Heathrow about the development of their masterplan and subsequently informed the Council's formal response to consultations which was approved by Cabinet in September 2019.

- 5.66 The Council is now working with other authorities in the Heathrow Strategic Planning Group (HSPG) to produce a non-statutory Joint Spatial Planning Framework for the core area. This will focus upon identifying the future strategic planning issues and opportunities of the Sub-region addressing both background growth and growth projected over the next 30 years and additional growth arising from Heathrow's expansion.

Wider Growth Study

- 5.67 In order to help promote the northern expansion of Slough, the Council has worked with Windsor & Maidenhead, South Bucks and Chiltern Councils to undertake a joint Growth Study.
- 5.68 This Wider Area Growth Study is being undertaken in two parts. Part 1, has already been carried out by PBA who published their report in June 2019. The purpose of this was to define the geographic area of the study and the area of search for accommodating the future housing needs of the Slough, Windsor and Maidenhead core areas.
- 5.69 The Study concluded that the future housing needs of Slough are best met as close to Slough as possible, in areas where house prices are, or house prices in new developments could be, no higher than in Slough and close to areas that Slough residents commute out to.
- 5.70 As a result the Study had identified a very small 'narrow area of search', restricted to parts of adjoining local authority areas plus Hillingdon Borough. The later was included, not because it would necessarily be expected to take net migration from Slough, but because the inter relationship is such that if more housing was built in Hillingdon the net migration outflow to Slough is likely to be reduced.
- 5.71 Part 2 of the study will identify the potential locations within the respective areas of search that could accommodate the future housing need growth of the Slough, Windsor and Maidenhead core areas, in line with national policy, regardless of administrative boundaries.
- 5.72 As part of this work a draft Local Housing Needs Assessment has been produced by GL Hearn which identifies a potential shortfall of 4,300 homes in the southern part of South Bucks over the next 20 years. This is in addition to Slough's potential unmet need which has been identified above.
- 5.73 The results of the Wider Area Growth Study will be submitted to the Chiltern and South Bucks Local Plan examination in support of this Council's request that there should be an immediate partial review of the plan to bring forward the Northern Expansion of Slough to meet unmet needs from South Bucks and Slough.

Local Development Scheme

- 5.74 An updated Local Development Scheme was produced for the review of the Slough Local Plan in May 2019.
- 5.75 We have met the milestones in producing an Issues and Options consultation document and a draft emerging Preferred Spatial Strategy.

5.76 We aim to put a planning committee report on the update to the Emerging Preferred Strategy in February 2020 and go out to consultation in Summer 2020.

5.77 Key milestones identified in the LDS in May 2019 can be seen in the table below:

Key Milestones	
Evidence Base preparation	2015 ongoing
Call for Sites consultation	January 2016
Issue and Options Consultation	January 2017
Preferred Options Consultation	February 2020
Publication	Summer 2021
Submission to the Secretary of State	Winter 2021
Independent examination	Spring 2022
Receipt of binding report	Summer 2022
Adoption	Summer 2022

Performance Indicators

5.78 The development control statistics monitor the performance of the planning department.

Slough: Scale of Housing Development Applications 2018-2019	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%

*This compares to the national figures for England

Major residential – 82% granted

Major residential – 90% determined in time

Minor residential – 74% granted

Minor residential – 82% determined in time

5.79 The Government requires Local Planning Authorities to measure the speed in which it determines planning applications. It sets targets for each category of application as follows:

5.80 Major applications: 60% of planning applications within thirteen weeks of registration.

Minor applications: 65% of planning applications within eight weeks of registration

Householder applications: 80% of planning applications within eight weeks of registration

5.81 These statistics are reported to the government yearly as a means of assessing the performance of individual planning authorities. However, although the performance statistics state determination within a period of weeks depending on the category, satisfaction of the Governments performance requirements also include those applications which are determined to an agreed timescale between

the LPA and the applicant which are outside of the stated timescales above. Furthermore, government reviewed performance criteria in 2018 as an incentive to deliver development by measuring quality of decision making. This requires a minimum of 70% major and minor applications to be decided in time, and that no more than 10% of an authority's total number of decisions on applications made during a two year assessment period being overturned at appeal.

- 5.82 The Council encourages prospective applicants, landowners and developers to enter into pre-application discussions to help facilitate the right development in the right place to enable sustainable communities to be created. For larger schemes, the Council encourages applicants to enter into a planning performance agreement to help deliver sustainable development.
- 5.83 Planning applications are either determined in the statutory time frame (13 weeks for major development, 8 weeks for non-major development), or under an agreement between the LPA and the applicant, known as an extension of time (EOT) agreement. Article 29 of The Town and Country Planning (Development Management Procedure) (England) Order 2015. Our objective is for applicants, landowners and developers to enter into pre-application discussions and planning performance agreements which should reduce reliance on the use of EOT.
- 5.84 However, the value of EOT's are that developments that otherwise may have been refused can, in some instances be made acceptable through the modification of a scheme and/or the submission of further information. Slough Planning Department seeks to reach a positive outcome for planning applications in those cases where unacceptable development can be made acceptable through minor amendments

Enforcement

- 5.85 Enforcement statistics are also reported to central government. Four enforcement notices were issued in 2018/19. This is lower compared to last year when 29 Enforcement Notices were issued.
- 5.86 We have had no temporary notices; one planning contravention notice and two breach of conditions were served in the last year.

Appeal Decisions

- 5.87 The AMR also has to look at whether there are any lessons to be learnt from appeal decisions. There were 24 appeals against the refusal of planning applications in Slough in the 12 months from April 2018. This is a comparatively low number of appeals.
- 5.88 4 appeals (16%) were allowed by Inspectors which is lower than previous years. Generally 20% have been allowed in past years. It should be noted that nearly all of the appeals that were allowed related to design, character of the area or amenity which tend to be subjective judgements.
- 5.89 None of the appeal decisions are considered to indicate that there is a need to review any policies.

6. **Conclusion**

- 6.1 Members' approval is being sought for the production of an Annual Monitoring Report 2018/19 as summarised above, so that it can be published on the council's website to meet statutory requirements.

7. **Background Papers**

'1' Residential and Employment Planning Commitments 2005-2019

'2' Annual Monitoring Reports 2005-2019

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MEMBERS' ATTENDANCE RECORD 2019/20
PLANNING COMMITTEE

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

P = Present for whole meeting
 Ap = Apologies given

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

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