

SLOUGH BOROUGH COUNCIL

REPORT TO: Planning Committee

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PART I FOR DECISION

PROPOSED TEMPORARY PARK & RIDE, UPTON COURT PARK.

CONSULTATION WITH SLOUGH BOROUGH COUNCIL UNDER SPHERES OF MUTUAL INTEREST

1. Purpose of Report

- 1.1 The purpose of this report is to seek the views of Members in relation a cross boundary planning application for a proposed temporary park and ride facility at Upton Court Park submitted to the Royal Borough of Windsor and Maidenhead.

2. Recommendation

That the Royal Borough of Windsor and Maidenhead be advised that Slough Borough Council raises no objections to the planning application, subject to no adverse comments being received, arising from consultations undertaken in respect of planning application P/15180/000.

3. Community Strategy Priorities

- **Celebrating Diversity, Enabling inclusion**

No implications

- **Being Safe, Feeling Safe**

Matters of security would need to be addressed through the licence with the Olympic Delivery Authority.

- **A Cleaner, Greener place to live, Work and Play**

Whilst there may be some temporary localised affects on air quality, managing arrivals and bussing spectators to the Olympic event will help to relieve traffic congestion and help to minimise impacts on air quality within the wider area of Slough

- **Prosperity for All**

No implications

4. **Other Implications**

(a) **Financial**

Any financial implications for Slough would be addressed through the licence with the Olympic Delivery Authority

(b) **Risk Management**

Any risks would need to be addressed through the licence with the Olympic Delivery Authority

(c) **Human Rights and Other Legal Implications**

There are no specific issues arising as a result of this report

(d) **Equalities Impact Assessment**

There is no specific adverse impact on equalities issues.

Supporting Information

5.0 **Background**

5.1 This is a cross boundary planning application with the lion share of the proposal falling within the administrative boundaries of the Royal Borough of Windsor and Maidenhead. The elements of the proposal which fall within the administrative boundaries of Slough, are more minor in nature and included within a separate planning application reference P/15180/000, which is included on the agenda for separate decision. However, given that the proposal in total is a major development and given that the proposal has a wider than local significance, it is brought before this Committee to seek its views.

5.2 The nature of the application, submitted to the Royal Borough of Windsor and Maidenhead, upon which the Council is being consulted under spheres of mutual interest and which is closely inter-related with planning application reference P/15180/000, is for: *“Change of Use of Land to a temporary park and ride to be used in connection with the 2012 Olympic Games together with temporary structures and associated works together with two access routes from Upton Court Road Slough and one access from Slough Road Datchet”*.

5.3 The purpose of this report is to seek the views of Members in relation to this application and having regard to all relevant national and local planning policies, it is recommended that the Royal Borough of Windsor and Maidenhead be advised that Slough Borough Council raises no objections to the planning application, subject to

no adverse comments being received, arising from consultations undertaken in respect of planning application P/15180/000.

6. **Proposal**

- 6.1 A full detailed planning application has been submitted to the Royal Borough of Windsor and Maidenhead for the change of use from public open space to a temporary park and ride site to be used in connection with the London 2012 Olympic and Paralympic Games together with associated temporary buildings, structures and works. The proposal is temporary in nature and will be in operation for 14 days between 28th July 2012 and 11th August 2012 (inclusive) and for 3 days during the Paralympic Games from 31st August 2012 and 2nd September 2012 (inclusive). Any enabling works that may be required will take place from 15th January 2012 to 15th February 2012 (inclusive) and site set up will take place from 23rd July 2012 to 28th July 2012 (inclusive). Demobilisation works will be implemented during a one week period after the final event has taken place on 2nd September 2012.
- 6.2 The proposed temporary park and ride scheme is anticipated to accommodate 2,009 parking spaces with an additional 30 spaces for blue badge holders, to serve spectators attending the Olympic and Paralympic Games events at Eton Dorney. During the Olympic Games the site will be open to members of the public from 04:30 and will close to members of the public at varying times from between 15:00pm and 18:00 (events at Eton Dorney will finish between 11:10 and 14:10). The hours of operation during the Paralympic Games are to be confirmed but will not exceed those during the Olympic Games. The proposed scheme has been set up so that cars will enter via the existing entrance at the north-eastern part of the site, closest to Quaves Road, before following the existing access road to the southern part of the site where the vehicles will park. Spectators will then make their way to the shuttle bus loading areas where they will be held in pens before boarding the buses to the venue. The buses will enter the park via the existing northern entrance, opposite Lascelles Road, where they will be held on the existing road until they can enter one of the 4 loading bays. They will then leave the site via the southern entrance onto Datchet Road.
- 6.3 While part of the application site falls within the borough boundaries of Slough Borough Council and is subject to a full planning application to be determined by this Committee and appears elsewhere on this agenda, the majority of the site, where the actual physical parking of vehicles will take place falls within the boundaries of The Royal Borough of Windsor and Maidenhead, although the land itself is owned by Slough Borough Council, who have to grant a license in order for the whole area to be used as a park and ride. This application has been submitted to the Royal Borough of Windsor and Maidenhead as the land falls within their control as a Local Planning Authority and deals with the parking area and three temporary buildings. Slough Borough Council have been consulted on this application as neighbouring authority and have the option of raising no objections or objecting to the scheme. Members should note that another report within this agenda deals with the full application with regards to the shuttle bus drop off area and temporary buildings, fencing and works element of the scheme, all of which falls under the control of Slough Borough Council as a Local Planning Authority, rather than just as a landowner.

- 6.4 The proposals that fall to be determined under this application involve the temporary use of the southern element of the site for the parking of cars. This would involve the setting out of 5 parking zones that will be filled up in turn. Temporary surfacing for pedestrians will also be laid to form and demarcate the pedestrian walkways. Facilities will also be provided in the form of a disabled toilets / baby changing area, a temporary site office and a temporary welfare building for workers and marshals on the site. The temporary disabled toilets / baby changing units would have a width of 1.96m, length of 1.96m and a height of 2.31m. The welfare unit would have a width of 2.29m, length of 4.88m and a height of 3.05m. The site office would have a width of 3.05m, length of 3.6m and a height of 3.05m. The waste created from these facilities will be removed from site by appropriately approved contractors.
- 6.5 The accompanied with plans showing the locations and layout of the site as well as the elevations of the temporary buildings together with the following documents:
- Planning Statement
 - Design and Access Statement
 - Statement of Community Involvement
 - Transport Assessment
 - Arboricultural Report
 - Flood Risk Assessment
 - Phase One Habitat Survey
 - Information to Inform Appropriate Assessment (in relation to Habitat and Species).

7. **Application Site**

- 7.1 The application site covers an area of approximately 12.7ha located within Upton Court Park and is set within the Metropolitan Green Belt. The site forms part of the existing park, which has a number of formal and informal recreation areas and facilities, including a children's play area, playing fields, remote control race tracks, equestrian facilities, associated clubhouses and changing room facilities.
- 7.2 The application site primarily occupies the southernmost playing fields area of the park, avoiding areas of nature conservation interest and the race tracks. The main car park site is the subject of this application lies within the Royal Borough of Windsor and Maidenhead, whereas the routes into the park for buses and cars, shuttle bus loading area and temporary buildings lie within the Borough of Slough.
- 7.3 The entire site is bounded by mature hedging with various access points into the park.
- 7.4 The nearest dwellings to the site, that fall within the control of Slough Borough Council are opposite the bus and car access points and are approximately 310m from the parking areas.

8.0 **Site History and Background**

8.1 There are a number of historical planning applications affecting the use and appearance of Upton Court Park from the cricket, rugby and hockey clubs that use the are south eastern part of the site, to the addition of new play facilities. Such applications are not wholly relevant to the current application.

8.2 Upton Court Park is also regularly used for major events such as the Mela Festival, fairs and the bonfire night firework displays for example although many of these events would benefit from deemed consent as granted by the Town and Country Planning (General Permitted Development) Order 1995 (as amended). This does however indicate the fact the Upton Court Park is capable of being used for large events as well as formal and informal recreation.

9.0 **Neighbour Notification**

9.1 Neighbouring properties have not been consulted on this particular application, as it falls outside of the administrative boundaries of Slough. However, neighbouring properties within Slough were consulted on those elements of the proposal, including the shuttle bus loading area, which formed the basis of planning application reference P/15180, which is up for separate decision on the agenda.

10.0 **Consultation**

10.1 Consultations have been undertaken with respect to planning application reference P/15180, which is on the agenda for separate decision. With respect to matters of traffic, contamination, and drainage, it is anticipated that any observations made could relate to the proposal in total and as such any observations relevant to this application should be forwarded to the Royal Borough of Windsor and Maidenhead for consideration.

11. **Policy Background**

11.1 Although this is a cross boundary application, with the proposals in Slough and the neighbouring Royal Borough of Windsor and Maidenhead being closely inter-related as a single scheme, this application, upon which Slough's observations are being sought, will be assessed by the Royal Borough having regard to national planning policies and local planning policies adopted by the Royal Borough

11.2 In terms of national planning guidance, the following are relevant:

- Planning Policy Statement 1 (Creating Sustainable Communities)
- Planning Policy Guidance 2 (Green Belts)
- Planning Policy Statement 9 (Biodiversity and Geological Conservation)
- Planning Policy Guidance 13 (Transport)
- Planning Policy Statement 23 (Planning & Pollution Control)
- Planning Policy Guidance 24 Planning and Noise
- Planning Policy Statement 25 Development and Flood Risk

11.3 The planning considerations for this proposal are:

- The design and appearance/ impact on the street scene and appearance of the local area and the Green Belt
- The impact on the living conditions of the adjoining residential properties
- Traffic and highway implications
- Flooding implications
- Ecological and tree implications

12.0 **The design and appearance/ impact on the street scene and appearance of the local area and the Green Belt**

12.1 Design and external appearance is assessed against PPS1, , while Green Belt policy is assessed against PPG2.

12.2 Planning Policy Statement 1 (Delivering Sustainable Development) advises that 'Good design should contribute positively to making places better for people. Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted'.

12.3 Planning Policy Guidance 2 (Green Belts) states that "Inappropriate development is, by definition, harmful to the Green Belt. It is for the applicant to show why permission should be granted. Very special circumstances to justify inappropriate development will not exist unless the harm by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. In view of the presumption against inappropriate development, the Secretary of State will attach substantial weight to the harm to the Green Belt when considering any planning application or appeal concerning such development"

12.4 Paragraphs 3.12 to 3.20 of PPG 2 relate to park and ride development and the guidance states that park and ride sites are not inappropriate in the Green Belt provided that the following criteria has been met:

- The site is a sustainable option,
- The purposes of the Green belt is not compromised,
- A thorough impact of travel impacts is assessed,
- Buildings are for essential facilities only,
- An assessment of all potential sites has been carried out.

12.5 Annex E to Planning Policy Guidance 13 – Transport states park and ride development is not inappropriate within the Green Belt provided that a thorough and comprehensive assessment of potential sites has been carried out. It outlines that such an assessment should include both non-Green Belt and if appropriate other Green Belt locations, having regards to sustainable development objectives and the need to be flexible about size and layout.

- 12.6 The proposals with regards to this application will see the area used for temporary parking and the laying of pedestrian footways 3 temporary buildings for a limited time of 7 weeks, including the set up and demobilisation works. Once the use upon the site has ended the site shall be restored so that it is in the same condition as it was before the use commenced.
- 12.7 As the site will only be used for a short temporary time period with minor construction and building works required and with no permanent changes to the park no objections are raised to the impact on the character of the area or the street scene. Any impact upon the street scene during the time of the park and ride operation will be mitigated by the fact that the parking area it will be set back approximately 130m from the entrance, which combined with the limited amount of works required for the use will ensure that the proposals will have no real detrimental impact upon the street scene.
- 12.8 In terms of Green Belt it is considered to be there may be cases where a Green Belt location is the most sustainable of the available options and would not be inappropriate development provided certain criteria are met. This is contained within PPG2 – Green Belt which was amended by Annex E of PPG13 -Transport which inserted this new assumption and is considered below.
- 12.9 An assessment has been carried out by the applicants who have confirmed that other sites were assessed and considered as not being suitable at John Hampton Sports Ground for the impact it would have on neighbouring residential properties and Ascot Racecourse due to the operational problems of having to run from two sites on either side of a busy main road, as would be required at this site. Other park and ride sites have also been set up at Stafferton Way and Braywick Park, both near Maidenhead, as well as in Windsor Great Park. Therefore it is considered that there are no suitable or viable sites for the proposed use that would be able to provide the required objectives and be suitable flexible with regards to size and layout. Furthermore the use of this site is considered to be appropriate due to its previous use for large scale events and its existing infrastructure (access and roadways) to facilitate such a use.
- 12.10 The proposed scheme will not seriously compromise the purposes of designating land as Green Belt as the proposals will not increase the sprawl of large built up areas, prevent towns from merging into one another, encroach upon the countryside by the fact that the proposals in clued small scale temporary works and buildings in relation to a parking area for a limited time period only.
- 12.11 The proposals are based upon the Olympic Transport Plan as prepared by the Olympic Delivery Agency and the traffic impacts have been considered as set out elsewhere in this report and the report dealing with the physical parking element of the site.
- 12.12 It should further be considered that there will be no more built development upon the site. Once the temporary structures have been removed and there would be no further harm upon the Green Belt.

12.13 No objection is therefore raised in terms of the design, scale, Green Belt and external appearance of the development. The proposal is considered to be consistent with guidance given in PPS1 and PPG2 . The Royal Borough of Windsor and Maidenhead will assess matters of design and street scene impact against its own adopted local planning policies.

13. Impact on Adjoining Residential Properties

13.1 The impact on adjacent residential properties is assessed against Planning Policy Statement 23.

13.2 PPS23, states that, the following matters should be considered in the preparation of development plan documents and may also be material in the consideration of individual planning applications where pollution considerations arise: the existing, and likely future, air quality in an area, including any Air Quality Management Areas (AQMAs) or other areas where air quality is likely to be poor. PPG13 states that "*local air quality is a key consideration in the integration between planning and transport*".

13.3 With respect to the impact of the proposals in terms of air quality, the site is not located within a designated Air Quality Management Area, and subject to any observations from the Environmental Services Division to the contrary, whilst it is acknowledged that the proposals will have a temporary impact on air quality this will be a limited increase for a temporary period and will not harm the long term amenity of local residents in Slough.

13.4 While it is noted that the site will be open from 04:30 and the Travel Assessment indicates that cars will start arriving from 05:30 at the rate of approximately 400 cars every half hour until 08:00. It is not considered that the vehicle movements themselves would be harmful to the amenity of neighbouring properties as visiting vehicles will be required to display the relevant parking passes in the front windscreen of the vehicle and will enter the site without the need of being stopped, thereby ensuring queues of vehicles do not develop on Upton Court Road, which could have detrimental impact on residential amenity. Those cars not displaying the required pass will be held at a holding area close to the access, while checks are undertaken to see if they are able to enter the site and car engines will be switched off for this purpose, as not to disturb nearby residential amenity.

13.5 By reference to PPG 13 and PPG 23, no objection is therefore raised in terms of the impacts on adjoining residential properties. The Royal Borough of Windsor and Maidenhead will assess matters of residential impact against its own adopted local planning policies.

14.0 Traffic and Highways

- 14.1 PPG13 states: *“Park and ride schemes, in appropriate circumstances, can help promote more sustainable travel patterns, both at local and strategic levels..... Well-designed and well-conceived schemes - which accord with the advice in this guidance - should be given favourable treatment through the planning system”*.
- 14.2 A detailed Transport Assessment has been submitted as part of the planning application.
- 14.3 It should be noted that the main traffic and highways implications for the park and ride scheme will come from the parking element of the scheme as the vehicles will be accessing the park for the car parking provision rather than for the shuttle bus service.
- 14.4 Vehicles will arrive at the site between 05:30 to 08:00 in time for the events to start at 09:30 at the games venue and will have left the site by 16:00, thereby causing no additional congestion during the peak period hours of travel between 08:00 to 09:00 and 17:00 to 18:00. It should also be noted that the use will be during the school summer holidays so trip numbers on local roads are reduced. Although the proposals will result in an approximate additional 4678 single way car and bus trips a day they will not be at times that will cause an unreasonable increase in traffic movements.
- 14.5 Cars will arrive at the site in staggered time slots that would have been allocated to them at the time that they would have purchased their parking tickets. This will ensure that there will not be a rush of cars entering the site at any one time with approximately 400 cars arriving during each half hour period between 05:30 and 08:00. This together with the long accessway to the parking area will ensure that there will not be a backlog of cars onto Upton Court Road.
- 14.6 Buses will access the site via the entrance close to Lascelles Road and will leave the site via the access onto Datchet road where they will turn right to the red cow roundabout and from there along Albert Street and Windsor Road before joining the Windsor Relief Road and onto Windsor Racecourse where passengers will disembark. The maximum number of bus movements will be between 30 and 40 per hour arriving and leaving the site, again outside of the main peak period hours of travel so will not have an impact upon the local road network.
- 14.7 Local Parking Orders will be enforced during the time of the use to avoid parking outside of the site and this will be patrolled by enforcement officers and Police, the cost of which will need to be negotiated for in the licence agreement for the use of the park, over which Slough Borough Council will have control.
- 14.8 Having regard to PPG 13, no objections are raised, from the information that has been received to date, on highway grounds and that the proposals, and traffic generated thereon, will not have a detrimental impact upon highway congestion or

safety. The Royal Borough of Windsor and Maidenhead will assess matters of traffic impact against its own adopted local planning policies.

15.0 **Flooding implications**

- 15.1 The site falls within Flood Zone 2 as identified on the Environment agency's latest Flood Map.
- 15.2 The levels will remain as existing and the use is considered to be appropriate land use within a flood zone, although if the access road was to flood the site would be closed. A surface water run off strategy would ensure that there would not be an increased risk of flooding else where.
- 15.3 Having regard to PPS 25, and subject to not receiving any adverse comments from the Environment Agency, it is considered that these proposals would not result in additional flood risk issues.

16.0 **Ecological and tree implications**

- 16.1 These proposals have been considered from an ecological view point in relation to PPS9 and with the proposed car parking area will be positioned away from the woodland and wetland areas there would be no impact upon the ecology of the park. Spill kits will be provided should there be a vehicle spill on the site.
- 16.2 The proposed parking area will be around a group of trees which will be appropriately fenced, in accordance with the submitted details to protect these trees from damage.
- 16.3 Having regard to PPS 9, these proposals are not considered to impact upon the ecology or the trees within the site. The Royal Borough of Windsor and Maidenhead will assess matters of ecological / arboricultural impact against its own adopted local planning policies.

17.0 **Summary**

- 17.1 This application seeks to change the use of part of the site into a parking area for a shuttle bus loading area used in association with a wider park and ride scheme for the site for a temporary period associated with the Olympic and Paralympic Games and temporary works and buildings. It is considered that the proposed use would not detract from the appearance or character of the area or have a detrimental impact upon the Green Belt. It is not considered that the proposal would be harmful to the living conditions of residential properties or have any detrimental impact upon the existing highway network in Slough. It is therefore considered that the proposal is considered to comply with relevant policy.