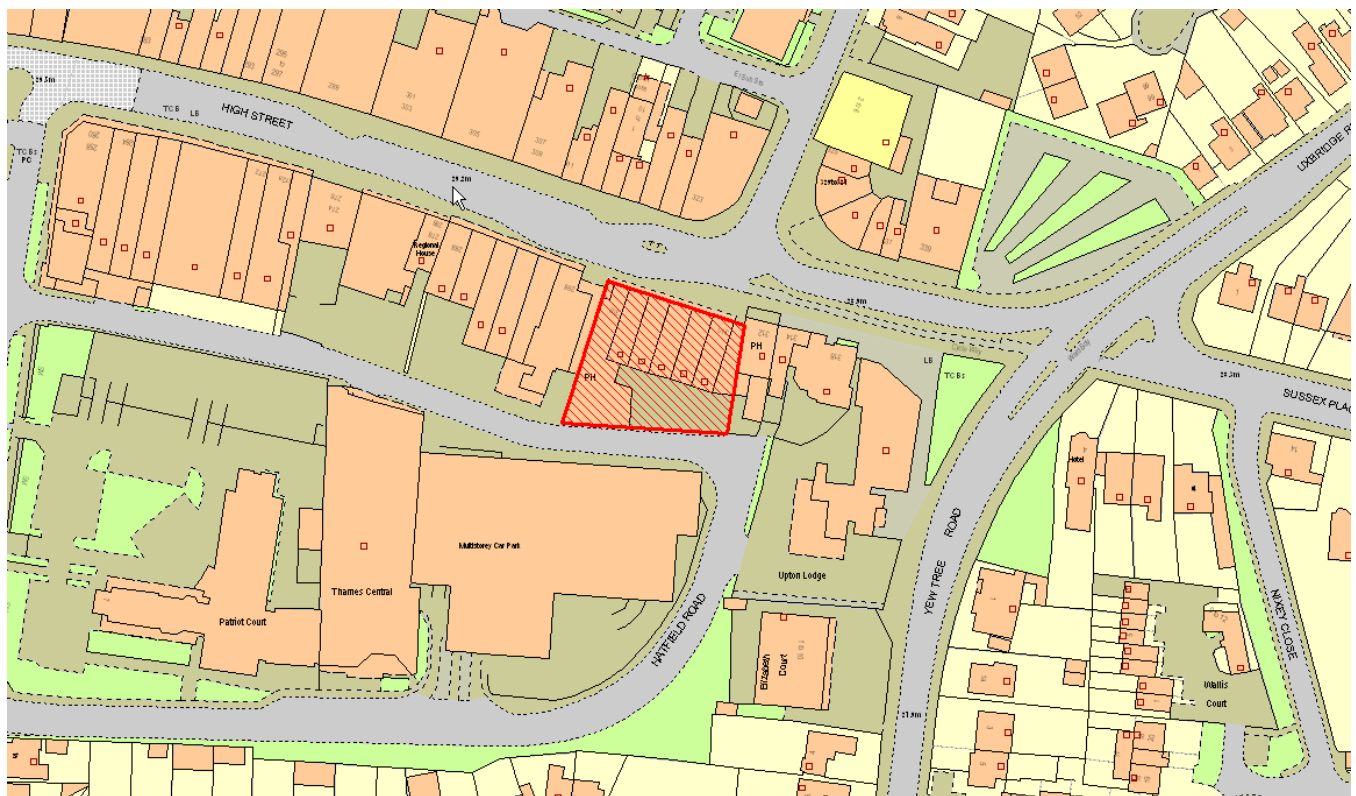


Registration Date:	25-Feb-2015	Applic. No:	P/08145/005
Officer:	Ian Hann	Ward:	Central
Applicant:	Mr. C/O Agent	Applic type:	Major
Agent:	Miss Eleanor Smith, Danks Badnell Architects Ltd Kings Stables, 3-4, Osbourne Mews, Windsor, Berks, SL4 3DE	13 week date:	27 th May 2015
Location:	Salisbury House, 300-310 High Street, Slough, SL1 1NB		
Proposal:	CONSTRUCTION OF AN ADDITIONAL FLOOR AND CHANGE OF USE OF UPPER FLOORS TO RESIDENTIAL ACCOMMODATION COMPRISING A TOTAL OF 30 FLATS (25NO X 1 BED AND 5NO X 2 BED), FENESTRATION CHANGES AND REAR FIRE ESCAPE.		

Recommendation: Delegated to Planning Manager



1.0 **SUMMARY OF RECOMMENDATION**

- 1.1 Delegate the planning application to Planning Manager for the consideration of any outstanding consultation responses, minor design changes, finalising conditions and final determination.
- 1.2 This application is to be determined by the Planning Committee as it is a major development.

PART A: BACKGROUND

2.0 **Proposal**

- 2.1 Planning permission is sought for the extension and refurbishment of the existing building into a residential building. The scheme would comprise:
- erection of an additional floor and conversion of the upper floors of the building to provide 30 no. flats (25 no. one bedroom and 5 no. two bedroom).
 - Changes to the fenestration and fascia of the building and new fire escape stair case
 - Provision of cycle parking and refuse storage.
- 2.2 The proposed extension to the building would consist of the addition of a new floor making the building a 5 stories in height although the top floor will have a reduced floor print (36m by 12.5m). The maximum height would be 15.3m with an additional 0.9m for the lift overrun and with a set back so that it is not as visible from street level. The building has been designed with a flat roof as per the existing.
- 2.3 A new enclosed fire escape serving all floors would be provided at the rear of the building and new windows would be provided in the front and rear elevations and new cladding and glazing would be used to modernise the appearance of the building.
- 2.4 The flats would be accessed via a secure communal entrance and corridor at ground floor level facing onto High Street leading to a lift and stair access providing access between the levels. Access to the bin store and cycle store would also be from this entrance. Ten parking spaces would be provided for the whole building.
- 2.5 There would be no changes to the existing ground floor retail units.
- 2.6 The application is accompanied by plans showing the site location, site layout, elevations and floor plans. A Design and Access Statement has also been submitted.
- 2.7 Prior approval was granted in December 2014 for the conversion of the existing building into 24 residential units. As that part of the scheme is already approved this application only looks at the extended element of the building, changes to the appearance of the building and additional flats above the 24 previously allowed.
- 2.8 There is currently an application elsewhere on the Committee agenda for the

extension of the building and conversion into residential accommodation of Sapphire Court which is situated at 274-276 High Street and in close proximity to the application site.

3.0 **Application Site**

- 3.1 The site is irregularly shaped site which has a maximum depth of 37m deep and a road frontage of 36m and currently has a four storey building on it with retail, restaurant and drinking establishment uses at ground floor and office uses above with parking to the rear accessed from Hatfield Road.
- 3.2 The site is located on the south side of the eastern end of the High Street.
- 3.3 The site is adjoined by:
- A 10 storey commercial building to the west ;
 - Hatfield Road with a multi storey car park beyond to the south;
 - The two storey Rose and Crown pub, which is a grade II listed building, to the east.
- 3.4 The site is located within the Slough Town Centre and the Core Town Centre Area as defined in the proposals map for The Local Plan for Slough 2004.

4.0 **Site History**

- 4.1 Planning permission was approved for the alteration to the entrance and front elevation as well as the erection of a front canopy in December 1988 (P/08145/000) and September 1989 (P/08145/001).
- 4.2 Permission was also granted for the conversion of the upper floor office accommodation into residential flats and a fourth floor roof extension in June 2005 (P/08145/003) but was not implemented after the withdraw of a previous application in May 2005 (P/08145/002).
- 4.3 Prior approval was granted for the conversion of the existing building into 24 residential units in December 2014 (F/08145/004) but is still to be implemented.

5.0 **Neighbour Notification**

- 5.1 298, 312, 317, 317a, 319, Flats 1-2 319, 321, 323, High Street, Slough

Notice published in local press

No comments have been received to date, any comments will be reported on the Committee Amendment Sheet.

6.0 **Consultations**

- 6.1 Highways and Transport
No comments have been received to date, any comments will be reported on the

PART B: PLANNING APPRAISAL

7.0 Policy Background

7.1 The application is considered alongside the following policies:

National guidance

- National Planning Policy Framework (NPPF) and technical guidance notes.

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

Local Development Framework, Core Strategy, Development Plan Document

- Core Policy 1 (Spatial Strategy)
- Core Policy 4 (Type of Housing)
- Core Policy 7 (Transport)
- Core Policy 8 (Sustainability and the Environment)
- Core Policy 10 (Infrastructure)
- Core Policy 11 (Social Cohesiveness)
- Core Policy 12 (Community Safety)

Adopted Local Plan for Slough

- H9 (Comprehensive Planning)
- H10 (Minimum Density)
- H11 (Change of Use to Residential)
- H14 (Amenity Space)
- EN1 (Standard of Design)
- EN2 (Extensions)
- EN3 (Landscaping Requirements)
- EN5 (Design and Crime Prevention)
- T2 (Parking Restraint)

Annex 1 to the NPPF states that for 12 months from the day of publication, decision takers may continue to give full weight to relevant policies adopted since 2004 even if there is a limited degree of conflict with this framework. Slough Borough Council adopted a “Composite” Plan which will bring all of Slough’s current planning policies into a single document with a “Self Assessment” of Slough planning policies in terms

of their compliance with the National Planning Policy Framework.

7.2 The main planning considerations for this proposal are:

- The principle of the development
- The design and appearance/ impact on the street scene
- Impacts on nearby residential properties
- Living conditions for future occupants
- Traffic/ highway/ parking and servicing
- Contributions

8.0 **Principle of the Development**

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

8.2 Core Policies 1 and 4 of the Council's Core Strategy states that high density flatted development shall be contained to the Town Centre only. This site is within the defined Slough Town Centre and flatted development would be in accordance with these policies. This site is not a site that has been identified in the Councils Site Allocations Document. Although this in itself does not stop it from being developed it should be noted that the Council has a 5, 10 and 15 year supply of dwellings and therefore any proposals that come forward have to be in accordance with the Councils approved and adopted policies.

8.3 The building currently has an extant prior approval to be converted into flats in any event which would result in the loss of office accommodation and see the site put to a residential use.

8.4 Therefore the site is considered suitable for housing. The number of residential units which could be accommodated on the site is dictated by the design and constraints that arise from the site and neighbouring uses.

9.0 **Design and Appearance/ Impact on Street Scene and Surrounding Area**

9.1 The National Planning Policy Framework confirms the following:

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

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

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

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

- 9.2 Core Policy 8 of the Core Strategy requires that, in terms of design, all development:
- a) Be of high quality design that is practical, attractive, safe, accessible and adaptable;
 - b) Respect its location and surroundings;
 - c) Provide appropriate public space, amenity space and landscaping as an integral part of the design; and
 - d) Be in accordance with the Spatial Strategy in terms of its height, scale, massing and architectural style.
- 9.3 Policy EN1 of the adopted Local Plan states that development proposals are required to reflect a high standard of design and must be compatible with and/ or improve their surroundings in terms of scale, height, massing/ bulk, layout, siting, building form and design, architectural style, materials, access points and servicing, visual impact, relationship to nearby properties, relationship to mature trees; and relationship to watercourses.
- 9.4 The proposed extension to the existing building would result in the building being a five storey flat roof building fronting High Street, with the top floor being recessed from the frontage.
- 9.5 The buildings facing this part of High Street have various heights from two to 10 stories in height. These application proposals will see the introduction of a new floor that is recessed from the front of the building allowing the building to retain its mass and bulk when viewed from High Street. The additional floor would however be visible from Hatfield Road to the rear but would not look out of context with the surrounding buildings and step down from the taller buildings to the west and would not look overly large or bulky from this area. The rear fire escape would also be visible from the rear of the building and would be clad in a material to contrast with the main element of the building. This would be in a scale and appearance which is in keeping with the existing building and would add further interest to the rear elevation breaking up any visual impact of the building. It is considered that the proposed additional floor and fire escape would not have any detrimental impact upon the character or appearance of the street scene.
- 9.6 The application building is on the south side of High Street and is of similar design to the existing building, with the recladding of the building improving the current tired appearance of the building. While the submitted plans shows the windows on both the front and rear elevations inserted in a hap hazard manner negotiations are being

undertaken to ensure that the windows line up so that it will be in keeping with the existing building and the prevailing character of the area.

- 9.7 The appearance of the building will see a mixture of cladding and brick which would be in keeping with the surrounding area and would update the tired appearance of the building and is considered to be acceptable and not dissimilar to other schemes approved in the town centre and in keeping with the character of the area.
- 9.8 Overall the design and appearance is considered to be acceptable subject to changes to the fenestration and is not considered to have a detrimental impact on the street scene.

10.0 **Impact on Residential Amenities**

- 10.1 The National Planning Policy Framework outlines the following:

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

- 10.2 Core Policy 8 states *“The design of all development within the existing residential areas should respect the amenities of adjoining occupiers and reflect the street scene and the local distinctiveness of the area ... Development shall not give rise to unacceptable levels of pollution including air pollution, dust, odour, artificial lighting or noise”.*
- 10.3 Policy EN1 of the Local Plan requires that *“Development proposals are required to reflect a high standard of design and must be compatible with and/or improve their surroundings in terms of a) scale, b) height, c) massing/Bulk, d) layout, e) siting, f) building form and design, g) architectural style, h) materials, i) access points and servicing, j) visual impact, k) relationship to nearby properties, l) relationship to mature trees and m) relationship to water courses. These factors will be assessed in the context of each site and their immediate surroundings. Poor designs which are not in keeping with their surroundings and schemes which result in over-development of a site will be refused.”*
- 10.4 The proposed development will see the increase in the height of the building with an additional floor but the floor print of the building will remain the same so that there will be no detrimental impact upon the neighbouring properties in terms of loss of light or have an overbearing impact. The number of windows that are included in the proposed remodelled building is of a similar number to the existing building and will not result in additional overlooking and in any event no residential amenity areas will be overlooked so will not impact on residential amenity.
- 10.5 The proposed rear fire escape will add additional mass and bulk close to 298 High Street but due to the limited size of this area at a depth of 4m and the fact that No. 298 is a commercial building it will have no impact upon residential amenity and will not impact residential amenity.

- 10.6 For the reasons set out above, the proposal is considered not to have a detrimental impact on the amenity of surrounding properties and is considered to be in accordance with NPPF, Core Policy 8 and Local Plan Policy EN1, which require that development be of a high quality design which respects its surroundings and the amenities of adjoining occupiers.

11.0 **Living Conditions for Future Occupants**

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

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

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

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

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

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

Internal Living Space – room sizes and layout

- 11.3 The proposal has been assessed against the Council's Guidelines for Flat Conversions (1992) looking at the adequacy of the internal living spaces and the layout of the proposed flats. The guidelines set out minimum room sizes to which the rooms comply apart from the second bedrooms and living areas for the 2 bedroom units which have a shortfall of 1.4m² and 3.94m² respectively. The Applicant's agent has been asked to amend these units, which are in the extended fourth floor so that they will meet the required standards.
- 11.4 In terms of layout, the units would be accessed off a common lobby/ common hallways with lift and stair access providing access between the floor levels. The units have been stacked so as to be compatible with one another. All of the units would have kitchens with their own source of external light, or with the open plan layout the kitchens would receive light from the adjacent living rooms. Appropriate levels of light and outlook would be provided to the units.

Amenity Space

- 11.5 The proposal would not have any private amenity space. Although not ideal it would not form a basis for refusal of the application as the site is within a Town Centre location where there is very limited private amenity space and is in close reach to publicly accessible amenity areas, such as at the High Street / Yew Tree Road junction or Upton Park slightly further afield.

12.0 **Traffic and Highways Issues**

- 12.1 The NPPF states that :

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

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

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

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

- 12.2 Core Policy 7 (Transport) seeks to ensure that all new developments are sustainable, located in accessible locations and hence reduces the need to travel. It requires that development proposals will, either individually or collectively, have to make appropriate provisions for:
- Reducing the need to travel;
 - Widening travel choices and making travel by sustainable means of transport more attractive than the private car;
 - Improving road safety; and
 - Improving air quality and reducing the impact of travel upon the environment, in particular climate change.
- 12.3 Local Plan Policy T2 requires residential development to provide a level of parking appropriate to its location and overcome road safety problems while protecting the amenities of adjoining residents and the visual amenities of the area.
- 12.4 Under the proposal the site would have ten car parking spaces for the residential and commercial uses. Details of the split of these spaces between the residential and commercial uses are still to be determined. However the Local Plan states that nil

parking would be acceptable in a town centre location and as such the provision of some parking spaces would be in accordance with the approved parking standards and is considered to be acceptable for such a sustainable location.

- 12.5 Secure cycle parking provision is required at a ratio of 1 secure space per flat (30 spaces). Whilst a cycle store has been shown at ground floor level it does not detail how many spaces would be provided and this can be dealt with by way of a condition.
- 12.6 The proposal is considered to comply with Core Policy 7 and will have no detrimental impact on highway safety.

13.0 **Contributions**

- 13.1 In this case, although the applicant has applied for planning permission for 30 units, 24 of them are being created by a change of use as already approved under prior approval. The other part of the permission is for the creation of 6 new flats as a result of the building being extended. If they were applied for separately, these 6 units would be below the threshold whereby contributions would normally be sought for affordable housing, education or open space.
- 13.2 As a result given the fact that it could go ahead without any requirements to make sec 106 contributions it is considered that a relaxation to planning policy can be made in this case and no affordable housing sought from the scheme.

14.0 **Summary**

- 14.1 The site occupies a sustainable location within the Town Centre Commercial Core Area which is well served by public transport and there is good access to shops and essential services. The proposal, if supported would involve effective and efficient use of a brownfield in site in accordance with government guidance given in NPPF. It would also contribute to a sustained regeneration of the eastern end of the High Street and contribute to the vitality and viability of Slough Town Centre. It would also reinforce the Council's objectives of seeking to concentrate higher density flatted schemes within the Town Centre area.

PART C: RECOMMENDATION

15.0 **Recommendation**

- 15.1 Delegate the planning application to Planning Manager for the consideration of any outstanding consultation responses, minor design changes, finalising conditions and final determination.

PART D: LIST OF CONDITIONS AND INFORMATIVES

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

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

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

Drawing No. 14/44/10, dated Jan 2015, received 24/02/2015

Drawing No. 14/44/11, dated Jan 2015, received 24/02/2015

Drawing No. 14/44/12, dated Jan 2015, received 24/02/2015

Drawing No. 14/44/13, dated Jan 2015, received 24/02/2015

Drawing No. 14/44/14, dated Jan 2015, received 24/02/2015

Drawing No. 14/44/15, dated Jan 2015, received 24/02/2015

REASON To ensure that the site is developed in accordance with the submitted application and to ensure that the proposed development does not prejudice the amenity of the area and to comply with the policies in The Local Plan for Slough 2004.

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

REASON To ensure a satisfactory appearance of the development so as not to prejudice the visual amenity of the locality.

4. No part of the development shall commence until details of the secure cycle store have been agreed in writing by the Local Planning Authority and shall be constructed in accordance with the approved details and maintained thereafter.

REASON To provide sufficient infrastructure to allow convenient and accessible cycle parking to be provided on site to comply with the requirements of the Local Plan.

5. No part of the development shall be occupied until the details of the controlled entry to the residential scheme have been submitted to and approved in writing by the Local Planning Authority. The controlled entry shall be implemented in accordance with the approved details and maintained thereafter.

REASON To ensure the security of the future occupants of the development.

6. No development shall commence until details of the refuse and recycling storage and collection facilities for the development (to include bin sizes and location, and access arrangements including access gates and crossovers) have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be completed prior to first occupation of the development and retained at all times in the future for this purpose.

REASON In the interests of visual amenity of the site.

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

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

8. For the period of demolition and construction, works which are audible at the site boundary shall only be carried out between the hours of 8.00 and 18.00 Monday to Friday, on Saturdays between the hours of 8.00 and 13.00 and at no time on Sundays or Bank Holidays.

REASON To safeguard the amenities of neighbouring occupiers.

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

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

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

REASON In the interests of the amenities of the area.

10. No development shall take place until details in respect of measures to:

- (a) Minimise, re-use and re-cycle waste, including materials and waste arising

from demolition;

- (b) Minimise the pollution potential of unavoidable waste;
- (c) Dispose of unavoidable waste in an environmentally acceptable manner;
- (d) Have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented during the course of building operations and the subsequent use of the buildings.

REASON In the interests of the amenities of the area.

11. During the construction phase of the development hereby permitted, there shall be no deliveries to the site outside the hours 0800 to 1800 hours Mondays - Fridays, 0800 - 1300 hours on Saturdays and at no time on Sundays and Bank/ Public Holidays.

REASON In the interests of the amenities of the area.

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

REASON In the interests of the amenities of the area and to comply with Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, Submission Document, November 2007.

INFORMATIVE(S):

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