

Registration Date:	01-Jun-2015	Applic. No:	P/00789/028
Officer:	Francis Saayeng	Ward:	Central
		Applic type:	Major
		13 week date:	31st August 2015

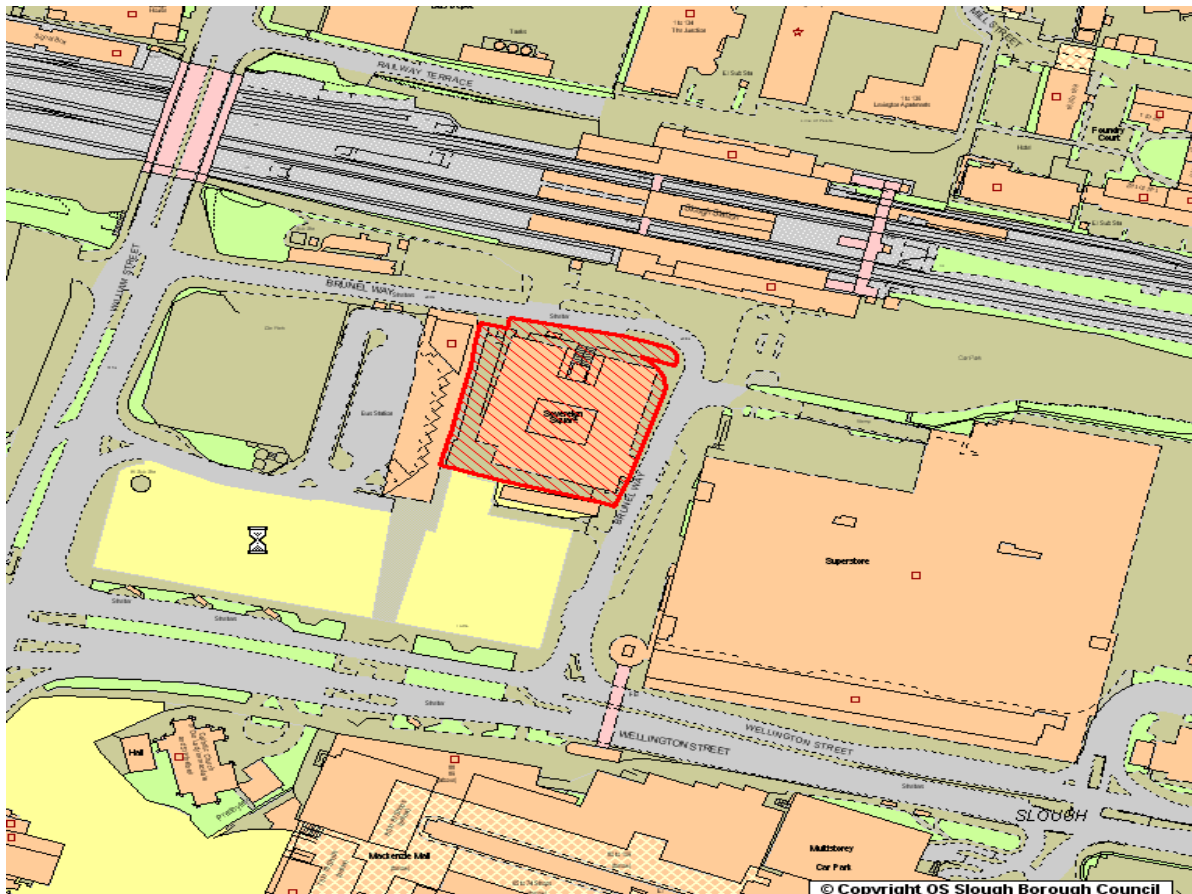
Applicant: Ms. Claire Freeland, BW Slough Ltd

Agent: Mr. James Buckley, TP Bennett 1, America Street, London, SE1 0NE

Location: 1, BRUNEL WAY, SLOUGH, BERKS, SL1 1XL

Proposal: Demolition of existing building and erection of five - storey office building (class B1a) with ancillary ground floor unit with flexible class A1 / A3 / A4 / D2 use; including 100 car parking spaces and associated servicing arrangements enhanced landscaping and associated public realm improvements and other associated works.

Recommendation: Delegate to Planning Manager



1.0 **SUMMARY OF RECOMMENDATION**

- 1.1 Delegate the planning application to the Planning Manager, for consideration of outstanding consultations, any minor design changes, finalising conditions completion of a S106 Agreement and final determination.
- 1.2 Having considered the relevant Policies below, the development is considered not to have an adverse affect on the sustainability and the environment for the reasons set out.

PART A: BACKGROUND

2.0 **Proposal**

- 2.1 The proposal is for demolition of existing building and erection of a five storey office building (Class B1a) with rooftop plant room and ancillary ground floor unit with flexible Class A1 / A3 / A4 / D2 use. Provision of 100 car parking spaces and associated servicing arrangements enhanced landscaping and associated public realm improvements and other associated works.
- 2.2 The application is accompanied by existing and proposed floor plans, site layout plans, elevations, sections and 3 “D” images. In addition the following supporting statements have been submitted:
 - Design, Access and Heritage Statement
 - Transport Statement and Interim Travel Plan
 - Energy Strategy
 - Sustainability Statement (including BREEAM pre-assessment)
 - Air Quality Assessment
 - Phase 1 Contaminated Land Assessment
 - Drainage and SUDS Strategy
- 2.3 Car parking for 100 vehicles is provided within the rear ground floor and mezzanine parking deck accessed directly from a new vehicular ingress/egress point from Brunel Way (east). Cycle storage is provided for 100 bicycles (with shower and changing facilities).
- 2.4 A new landscaped perimeter is proposed including public realm improvements to Brunel Way. A roof top terrace to the north of the roof-space provides amenity space for the office accommodation and roof plant is provided within an enclosure. Provision for renewable energy generating plant and a biodiverse roof are also provided.
- 2.5 Double height glazing at ground level creates a prominent active presence to Brunel Way and the station forecourt. The building’s main elevations are further enhanced at ground level by active flexible A1/A3/A4/D2 use and a business lounge, which together provide a street presence along the building’s key frontages and create a visual connection with the public realm.
- 2.6 A raised landscaped perimeter is provided along the southern and western boundaries of the site designed to enhance the setting of the building when viewed from key public vantage points (the approach to and from the Town Centre and the Bus Station; the Bus Station concourse is a key pedestrian thoroughfare linking the Transport Hub and the site with the Town Centre.

- 2.7 The table below compares the floorspace of the existing building and that granted via the extant planning permission with that currently being proposed.

B1 office floor space (m2)		Car parking spaces	
Net internal area		Gross internal area	
Existing building	5,438	7,555	166
Extant permission	9,702	11,028	148
Proposed building	10,674	16,403	100

- 2.8 Following the initial submission amendments have been submitted showing the plant room to be located on the roof forming a part sixth floor. 3 “D” images have been further submitted to demonstrate that the plant room would not visible from the immediately surrounding public realm.

3.0 **Application Site**

- 3.1 The proposal site contains an existing, vacant five-storey office (B1a) building. The existing building comprises car parking at ground floor level and partly on the first floor deck with office accommodation provided on this level and on three further upper floors giving approximately 5,815m2 net floor area. The office accommodation is accessed from Brunel Way (north) via a somewhat unsatisfactory arrangement of centrally-located steps opposite Slough railway station, with the ground floor level car parking accessed via Brunel Way (east). The first floor deck of car parking is accessed via two ramps from Brunel Way (east) and Brunel Way (north). In total the existing parking facility accommodates 166 vehicles.
- 3.2 The site occupies a prominent position within the Heart of Slough regeneration area that will see the currently vacant sites comprehensively redeveloped. Outline permission has been granted for a major scale office-led mixed-use redevelopment on the two sites immediately south and southwest of the site. The redevelopment of the bus station to the west has been completed, as have public realm improvements outside the railway station, and a walkway between the redevelopment sites provides a link to the town centre. To the east is a Tesco superstore and on the south side of Wellington Street is the Church of our Lady Immaculate St Ethelbert's, which is a grade II listed building.
- 3.3 Slough railway station is a Grade 2 listed building constructed in 1882. A full listing description of the railway station is given in the Design, Access and Heritage Statement.
- 3.4 The site has excellent pedestrian and cycling links, with the recently-widened pedestrian area outside the railway station and a cycle path running the length of Brunel Way (east) which connects the site with the Town Centre. The site is also located opposite Slough train station, its proximity to the major transport hub, the Heart of Slough masterplan area and vacant plots south and west of the site all underline its prominent strategic position.
- 3.5 The massing of the immediate surroundings presents a varied relationship with a range of low to high building heights, with taller buildings coming forward to meet the ever increasing commercial and residential needs of Slough.

The surrounding building heights includes;

- Small scale 3-4 storey retail and commercial industrial buildings situated to the north

- east and directly opposite(north side of the railway)
- 5 story office buildings to the south east and west along Wellington Street.
- A new 14 storey residential buildings(north side of the railway)
- A 10 storey hotel adjacent to the 14 storey residential development (north side of the railway)
- Proposals for a 9/10 storey and 13/14 storey high office development (Development Securities) immediately south of the application site.

4.0 **Relevant Site History & Background**

4.1

P/00789/027	06-May-2015	08-Jun-2015	Prior Approval; Permission Granted/Inf
Proposal:	Application for prior notification for the demolition of existing building.		
P/00789/026	10-Sep-2014	21-Oct-2014	Conditions Complied With; Informatives
Proposal:	SUBMISSION OF DETAILS PURSUANT TO CONDITION 8 (LANDSCAPING PLAN DETAILS) OF PLANNING PERMISSION REFERENCE P/00789/022 DATED 22.05.2014 FOR EXTENSION AND REFURBISHMENT OF EXISTING OFFICE (B1A) BUILDING TO PROVIDE A FIVE STOREY OFFICE BUILDING WITH GRADE LEVEL ENTRANCE, REVISED LANDSCAPING, CAR PARKING LAYOUT AND PLANT.		
P/00789/025	01-Sep-2014	21-Oct-2014	Conditions Complied With; Informatives
Proposal:	SUBMISSION OF DETAILS PURSUANT TO CONDITION 12 (STRATEGY FOR THE MANAGEMENT OF CONSTRUCTION TRAFFIC TO AND FROM SITE TOGETHER WITH DETAILS OF PARKING / WAITING) OF PLANNING PERMISSION REF:P/00789/022 DATED 22.05.2014 FOR EXTENSION AND REFURBISHMENT OF EXISTING OFFICE (B1A) BUILDING TO PROVIDE A FIVE STOREY OFFICE BUILDING WITH GRADE LEVEL ENTRANCE REVISED LANDSCAPING, CAR PARKING LAYOUT AND PLANT.		
P/00789/024	13-Aug-2014	08-Oct-2014	Conditions Complied With; Informatives
Proposal:	SUBMISSION OF DETAILS PURSUANT TO CONDITION 13 (DISPOSAL OF SURFACE WATER FROM THE HIGHWAY) OF PLANNING PERMISSION REFERENCE P/00789/022 DATED 22.05.2014 FOR EXTENSION AND REFURBISHMENT OF EXISTING OFFICE (B1A) BUILDING TO PROVIDE A FIVE STOREY OFFICE BUILDING WITH GRADE LEVEL ENTRANCE, REVISED LANDSCAPING, CAR PARKING LAYOUT AND PLANT.		
P/00789/023	30-Jul-2014	21-Aug-2014	Conditions Complied With; Informatives

Proposal:	SUBMISSION OF DETAILS PURSUANT TO CONDITIONS 06 (CYCLE PARKING) AND 11 (BIN STORE) OF PLANNING PERMISSION REFERENCE P/00789/022 DATED 22/05/2014 FOR EXTENSION AND REFURBISHMENT OF EXISTING OFFICE (B1A) BUILDING TO PROVIDE A 5 STOREY OFFICE WITH GRADE LEVEL ENTRANCE / REVISED LANDSCAPING, CAR PARKING LAYOUT AND PLANT.
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P/00789/022	18-Dec-2013	22-May-2014	Approved with Conditions; Informatives
Proposal:	EXTENSION AND REFURBISHMENT OF EXISTING OFFICE (B1A) BUILDING TO PROVIDE A 5 STOREY OFFICE WITH GRADE LEVEL ENTRANCE, REVISED LANDSCAPING, CAR PARKING LAYOUT AND ROOF PLANT.		

- 4.2 The existing building was a redevelopment of a site formerly occupied by the Royal Hotel, which opened in 1842. Outline planning permission was granted on 26 April 1998 for the erection of an office building of 6,039m².
- 4.3 Following pre-application consultation with Slough Borough Council in July 2013, planning permission for application P/00789/022 was granted 22 May 2014. The permission for refurbishment and extension comprised a predominantly glazed, five-storey office building with grade level entrance, revised landscaping, parking layout and roof plant.
- 4.4 A pre-application meeting regarding this application proposal was held in March 2015, where two schemes (one of five, one of six storeys) designed on the same architectural principles were discussed. The general approach of both schemes was agreed to be acceptable by officers, subject to detailed design. A further pre-application meeting was held in April 2015 to discuss detailed design matters relating to the preferred five-storey option including the building's interface with the public realm, landscaping to the western boundary and façade material selection. It was agreed that final revisions to the proposal were to be made before full submission. Final revisions regarding the building interface with the public realm, façade material selection and other design matters were presented to and agreed by officers at a further meeting in May 2015.

5.0 **Neighbour Notification**

- 5.1 The Occupier, Tesco Stores Ltd, Brunel Way, Slough, SL1 1XW
The Occupier, Thames Trains Ltd, Slough Railway Station, Brunel Way Slough, SL1 1XW

Notices placed on site

Notice published in local press

NO OBJECTIONS RECEIVED

6.0 **Consultation**

.1 **Highways and Transport**

No comments received to date, other than in relation to the interim travel plan as set out below. Further comments will be reported on the Amendment Sheet.

Introduction / site characteristics and accessibility

Senior management support is given for the travel plan, initially by the developer, and to be adopted by the occupiers, which is welcomed. Access to the site by all modes is noted.

Baseline travel information

This is given, from TRICS data, and as expected from this central location in the borough, the mode split is in favour of sustainable modes, with car use at only approx. 30% which is an excellent starting point in terms of sustainability for this centrally-located site.

Objectives and benefits

These are given and are focused on increasing the use of sustainable modes of travel to the site, which is acceptable.

Targets

Both interim (Year 3) and long term (Year 5) targets are given; these are more stretching and ambitious than the targets given in the previous travel plan, and are acceptable.

Measures

A range of measures are proposed for the development, including information provision, information for new starters, cycling initiatives, walking initiatives, promotion of public transport and car sharing. Proposed cycle parking is of very good quality (and an increase on the previous application's quantity), as are the showering / changing facilities (conveniently located right next door to the cycle parking facilities). The provision of 10% of car share bays has been committed to, which is welcomed.

For the previous application, the applicant had agreed to the provision of 6no. Electric vehicle (EV) charging bays, to be provided in the site's ground floor parking area. There is no mention of EV charging points in this document, this must be committed to by the applicant.

Travel Plan Coordinator (TPC) and management support

A TPC role is committed to for the five year period of the travel plan, which is welcomed. Contact details of an interim contact at Landid are given within the document.

Monitoring and reporting strategy

Within the monitoring section, the developer has committed to undertaking TRICS SAM monitoring surveys for the development at 1, 3 and 5 years. The data will be reported to the local authority. Reporting will also include any remedial measures and additional monitoring should the targets not be on track. This is acceptable.

Action Plan

An action plan is given and is acceptable.

Recommendation – Travel Plan

The travel plan is not currently of an acceptable standard as the applicant has not committed to the provision of EV charging points within the development. As this site sits adjacent to an Air Quality Management area, this is particularly important.

6.2 Environmental Quality

CONSTRUCTION DUST

The assessment predicts that during construction there will be dust impacts and a package of mitigation measures are required to minimise dust emissions. In order to reduce the residual effects to 'not significant' Section A5 of the report a suite of Construction Mitigation that should be employed and I would recommend you place a condition on the permission to include dust control and the requirements to develop a Dust Management Plan.

OPERATION IMPACT ON LOCAL AIR QUALITY

The assessment models impacts on the 11 most sensitive residential receptors (for 2013). Particulate emissions will remain below the UK Air Quality Objective. All these receptors are located within the existing AQMA due to exceedances of NO₂. The changes in concentrations are predicted not to be very high but because they occur when the air quality is already in breach of the Objectives the predicted worse case impacts are slight to moderate using the current IAQM significance assessment. Mitigation is required and these relate to transport based measures within a Travel Plan for the development and implementation of measures within Slough Borough Council's Air Quality Plan. .

The Council are developing a Low Emission Strategy to tackle poor air quality within the Borough. The Town Centre Low Emission Programme has currently identified as part of the development of the Councils Low Emission Strategy which is due to be published in 2016 a programme of air quality monitoring and mitigation measures 8 air quality/low emission projects see below . The total cost of the programme is £1.1 million for town centre and focuses on Air quality monitoring, and low emission infrastructure to accelerate the take up of low emission vehicles as well as setting up a low emission car club. Additionally the Council are requiring all Town Centre Developments to include low emission infrastructure within their designs and as part of their Travel Plan.

PROGRAMME 4 – TOWN CENTRE, BATH ROAD AQMA 4

Project 1: Town Centre Air Quality Monitoring – contributions sought to purchase a continuous air quality monitor/analyser (monitoring NO_x Concentrations, MCERTS approved), maintain, service, audit, repair and ratify air quality data over 10 years (2016 – 2026) and maintain fully functional air quality website. The total cost profile for this project over 10 years is £110,000.

Project 2: Development of Comprehensive low emission on street rapid Charging Infrastructure for Town Centre (A total of 5 rapid chargers (we currently have 1 rapid charger installed at Brunel Way) will be installed within and around the town centre to promote ultra low emission vehicle take-up to improve air quality. The Total cost profile for this project to cover procurement, civil works, installation and commissioning, data and revenue management systems is £200,000

Project 3: Development of Comprehensive low emission on street fast Charging Infrastructure for Town Centre (A total of 10 fast chargers will be installed within and around the town centre to promote ultra low emission vehicle take-up to improve air quality. The Total cost profile for this project to cover procurement, civil works, installation and commissioning, data and revenue management systems is £140,000.

Project 4: Development of Comprehensive low emission off street (Council Car Parks) Charging Infrastructure for Town Centre (A total of 10 fast chargers and 2 rapid chargers will be installed within and around the town centre council car parks to promote ultra low emission

vehicle take-up to improve air quality. The total cost profile for this project to cover procurement, civil works, installation and commissioning, data and revenue management systems is £250,000.

Project 5: Windsor Road EV Car Club –to set up 2 bays and one electric charging point on Windsor Road (3 year contract period part of overall procurement of Town Centre Electric Car Club. The total cost profile for 3 year contract plus installation of dedicated EV charging point, TRO, Signage and civil works is £100,000

Project 6: Brunel Way EV Car Club to set up 2 bays and one electric charging point on Windsor Road (3 year contract period part of overall procurement of Town Centre Electric Car Club. The total cost profile for 3 year contract plus installation of dedicated EV charging point, TRO, Signage and civil works is £100,000

Project 7: High Street EV Car Club to set up 2 bays and one electric charging point on Windsor Road (3 year contract period part of overall procurement of Town Centre Electric Car Club. The total cost profile for 3 year contract plus installation of dedicated EV charging point, TRO, Signage and civil works is £100,000

Project 8: Alpha Street EV Car Club to set up 2 bays and one electric charging point on Windsor Road (3 year contract period part of overall procurement of Town Centre Electric Car Club. The total cost profile for 3 year contract plus installation of dedicated EV charging point, TRO, Signage and civil works is £100,000

The consultant has calculated the air quality damage costs of the proposed development following DEFRA methodology. This will also be included within our proposed Low Emission Strategy and will become the basis to determine the level of contribution sought for off-site measures as detailed above. The damage costs relate to the cost to human health of emissions generated by the proposed development. The air quality damage costs calculation has estimated a 5-year damage cost of £49,137 for this development.

I would suggest the damage cost should be over a longer timescale and it is unlikely we will seek full compliance with the UK Air Quality Objectives for the Town Centre by 2020.

I recommend the following measures:

CONDITION/106 CONTRIBUTIONS TOWARDS SUSTAINABLE AIR QUALITY

Conditions + S106 Air Quality Contribution

1. The Developer installs on site electric vehicle charging points to 10% of all parking spaces within the development and this is included within the travel plan either within S106 or as a condition of consent
2. The Developer installs low NOx boilers within the scheme as recommended by IAQM guidance and advised by the air quality consultant section 1.3
3. The Developer contributes £50,000 towards off-site air quality measures detailed in PROGRAMME 4: TOWN CENTRE, BATH ROAD, AQMA 4 as follows:
 - Project 1 £10,000
 - Project 2 £30,000
 - Project 6 £10,000

6.3

Land Contamination

No comments received to date. Any comments received will be reported on the Amendment Sheet

6.4 **Heritage Consultant**

This proposed new development will enhance the setting of the station (Grade II Listed Building) through the harmonious use of similar materials.

“The NPPF (2012) 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)”. In this case it is the grade II listed Slough railway station. Built in 1882, it is red brick with grey brick dressings, lacing courses and stone dressings built with a central booking hall block and two smaller blocks either side, now the booking hall and travel centre. The central block has an eye catching pavilion roof with zinc fish-scale tiles and four oeil de boeuf attic windows and wrought iron balustrade around the flat top of the roof. The effect is highly decorative. In the 1960s and 1970s the area to the south of the station was redeveloped according to the urban planning fashions of the time and the setting of the station was significantly degraded and would now benefit from a sensitive rebuilding of the building opposite.

The existing office building is a combination of concrete and glass with irregular elevations, a front entrance up a flight of stairs which is hard to see from street level and two vehicular access points. The combination of these elements is unappealing and creates a disconnection between the street and the building and ultimately does not enhance the setting of the station opposite. The irregular massing of the concrete and glass building does not allow for any connection to the decorative Victorian building opposite. Its demolition is supported.

An earlier application to refurbish and extend the existing office block following pre-application advice received planning permission in May 2014 (P/00789/022). However, following the design of the new building aims to improve on the weaker design aspects of the existing building. A simple and regular block design with a symmetrical frontage opposite the station allows for the building to make strong and positive impact on visitors arriving from the train station. A commercial unit on the north east corner of the block, a centrally planned entrance at pavement level and landscaping all help to improve the interaction of the public and the building.

The applicants have been guided in pre-application advice to consider improving the setting of the listed train station. In response to this they have abandoned the earlier schemes’ exclusive use of glass and have used a combination of two tones of grey brick and clear glass instead. The brick forms a regular grid across the elevations interspersed by single height windows on the top three floors and double height windows on the ground and first floors. The use of brick is to be welcomed. It adds texture and character to a street scene that has the rear of a large bland Tesco Extra to the east and a more interesting and dynamic fire station to the west clad in metal. On the other side of the road is the red brick train station.

The applicants plan to plant similar trees to the north and east of the building and new paving, both of which will match the existing trees and paving used in the new public piazza outside the station. This will enhance the setting of the station through the harmonious use of similar materials”.

*Overall this is a thoughtful application that tries hard to improve on the mistakes of the past and I therefore **recommend approval**.*

6.5 **Neighbourhood Enforcement**

No comments received to date. Any comments received will be reported on the Amendment Sheet

6.6 **Environment Agency**

No comments received to date. Any comments received will be reported on the Amendment Sheet

6.7 **Thames Water**

No response to date Any late objections will be reported on the Amendment Sheet

7.0 **PART B: PLANNING APPRAISAL**

7.1 **Policy Background**

7.2 The application will be assessed against the following policies:

7.3 **The National Planning Policy Framework (NPPF) 2012**

The NPPF states a presumption in favour of sustainable development and 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.

7.4 In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

In determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

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 securing its optimum viable use.

7.5 **Local Development Framework, Core Strategy 2006-2026, Development Plan Document December 2008**

- Core Policy 1 (Spatial Strategy)
- Core Policy 5(Employment)
- Core Policy 7 (Transport)
- Core Policy 8 (Sustainability and the Environment)
- Core Policy 9 (Natural and Built Environment)

- 7.6 **Adopted Local Plan for Slough 2004**
- Policy EMP2 (Criteria for Business Development)
 - Policy EMP5 (Proposed Town Centre Offices)
 - Policy EN1 (Standard of Design)
 - Policy EN3 (Landscaping Requirements)
 - Policy EN5 (Design and Crime Prevention)
 - Policy T2 (Parking Restraint)

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

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

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

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

- 7.8 The main planning considerations are considered to be:
- Principle of development
 - Design and appearance on the character of the area
 - Heritage impact
 - Transport, highways and parking
 - Air Quality
 - Sustainable Drainage System
 - Sustainability and Renewable Energy
 - Landscaping
 - S106 Requirements

Principle of Development

- 7.9 Core Policy 5 of the Slough Core Strategy DPD (2008) states that intensive employment-generating uses such as offices (B1a) will be located in the town centre in accordance with the Spatial Strategy. The main effect of this policy is to encourage major employment-generating development to take place in the town centre and allow for the gradual renewal of other existing business areas. The proposal clearly meets the requirement of the Core Strategy and the Spatial Strategy by creating new major office (B1a) development within the Town Centre and the Heart of Slough with immediate access to the Transport Hub and future Cross Rail site.
- 7.10 The development accords with the objectives the NPPF (2012) by redeveloping a brownfield site and focusing economic development within the Town Centre and meets the principles of the Sequential test as set out in saved Policy EMP1 of the adopted Local Plan for Slough.

- 7.11 Core Policy 5 of the LDF Core Strategy, requires that the location, scale and intensity of new employment development must reinforce the Spatial Strategy and transport strategy. This includes the application of a parking cap upon new developments unless additional parking is required for local road safety or operational reasons. Intensive employment-generating uses such as B1 (a) offices will be located in the town centre in accordance with the spatial strategy.
- 7.12 Saved Policy EMP2, Proposals for business developments will only be permitted if they comply with all of the following criteria:
- a) the proposed building is of a high quality design and is of a use and scale that is appropriate to its location;
 - b) It does not significantly harm the physical or visual character of the surrounding area and there is no significant loss of amenities for the neighbouring land uses as a result of noise, the level of activity, over-looking, or overbearing appearance of the new building;
 - c) the proposed development can be accommodated upon the existing highway network without causing additional congestion or creating a road safety problem;
 - d) appropriate servicing and lorry parking is provided within the site;
 - e) appropriate contributions are made to the implementation of any off-site highway works that are required and towards other transport improvements such as pedestrian and cycle facilities, that are needed in order to maintain accessibility to the development without increasing traffic congestion in the vicinity or in the transport corridors serving the site;
 - f) the proposal incorporates an appropriate landscaping scheme;
 - g) the proposal would not significantly reduce the variety and range of business premises;
- 7.13 With respect to Core Policy 5 and the criteria set out in saved Policies EMP2 and EMP5 the additional following matters are established in support of the principle of development for the site:
- Proposal reduces number of on-site car parking spaces by 66 no. spaces
 - Proposed office is located within Slough Town Centre
 - Proposal is of high quality design and retains the existing employment use
 - Proposal improves both physical and visual character of the site and its surroundings
 - Ancillary A1, A3, A4, D2 accommodation improves amenities for business community and commuting public
 - Improved vehicular circulation and access arrangement improves road safety and reduces pedestrian conflict
 - Appropriate servicing arrangements are proposed from dedicated laybys on Brunel Way (north and east)
 - Proposal incorporates an appropriate landscaping scheme improving visual appearance of the building and its setting
 - Proposal replaces outmoded office floor space with modern facilities capable of subdivision to attract a range of end users
 - The proposal by virtue of introducing Grade A office space suited to high quality operators significantly improves the variety and range of businesses premises in the area

Design and appearance on the character of the area

- 7.14 A Design, Access and Heritage Statement submitted in support of this application analyses the building and its wider surrounding context fully to understand the key issues that any proposals should address. Informed by this analysis, the Statement goes on to set the design vision for the site and the significant benefits the proposal generates.

- 7.15 Existing site constraints arising from the building's dated office design comprise:
- Poor entrance location
 - Weak corner to main façade giving a lack of prominence to building when viewed from main station
 - Voids & terraces take away valuable office space
 - Unattractive planters & grilles at street frontage
 - Poor efficiency from stair and core configuration and U-shaped floor plate
 - Poor relationship with bus station
- 7.16 The applicants advise that the design has evolved from the initial concept presented to the council during pre-application discussions. A number of design options have been explored in response to the site constraints and the pre-application advice received. The key design drivers may be summarised as follows:
- Create a landmark building
 - Create a prominent ground level entrance to reinforce building's prominence
 - Create an active, double height glazed frontage defining its function as a modern office with ancillary accommodation suited high quality occupiers
 - Consolidate vehicular ingress/egress into a single entry point
 - Improve relationship with the public realm on all public-facing façades
 - Provide a flexible internal floor-plate to suit modern occupiers and enable subdivision
 - Introduce landscaping and create an enhanced public realm
- 7.17 The proposal seeks to create a landmark office building in this prominent location by introducing a five-storey contemporary office (B1a) with a flexible A1, A3, A4, D2 ground floor unit, creating an opportunity for a high end operator to serve the upgraded business community and commuters at Slough rail station and the future Cross Rail interchange. The proposal will significantly improve the quality of the built form and the impression of Slough to visitors, improving the visual appearance of the building through high quality built form and landscaping along key pedestrian desire lines into the Town centre.
- 7.18 Overall the proposal provides a high quality design in response to the site's constraints and improves significantly the visual appearance of this key gateway site and the surrounding environment. Further detail relating to the design approach is set out in the submitted Design, Access and Heritage Statement.
- 7.19 With respect to matters of design and in relation to Core Policy 8 and Saved Policy EN1 the development achieves the following:
- Design is high quality, responds appropriate to its surroundings, the listed railway station building and the public realm
 - Design is of high quality, attractive and accessible being in a highly sustainable location next to major transport infrastructure
 - Proposal significantly lifts the image and appearance of the surrounding area and the setting of the listed train station building
 - Revised landscape strategy enhances interface with public realm and improves visual amenity
 - Architectural merit of the building will be far greater as a result of the proposal, as the dated building will be replaced with a high quality contemporary design

- the building is appropriate in its scale, height, massing
- internal layout meets modern office standards
- siting is improved with increase activation and orientation fronting public realm
- Proposal creates high quality built form and materials reflect the industrial brick vernacular with a brick and glazed contemporary façade composition.

Heritage Impact

- 7.20 The Heritage Statement contained within section 5 of the Design, Access and Heritage Statement assesses the impact of the proposal upon the Grade 2 listed railway station buildings. The Heritage Statement concludes that the proposal is anticipated to have an indirect, moderate beneficial impact upon the listed railway station buildings
- 7.21 With respect to matters of heritage, Core Policy 9 states that:
Development will not be permitted unless it:
- Enhances and protects the historic environment;
 - Respects the character and distinctiveness of existing buildings, townscapes and landscapes and their local designations;
- 7.22 As set out above the NPPF states that:
In determining planning applications, local planning authorities should take account of:
- *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
 - *the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
 - *the desirability of new development making a positive contribution to local character and distinctiveness.*
- 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 securing its optimum viable use.*
- 7.23 The Council's heritage consultant advises that: *This proposed new development will enhance the setting of the station (Grade II Listed Building) through the harmonious use of similar materials. Overall this is a thoughtful application that tries hard to improve on the mistakes of the past and I therefore recommend approval.*

Transport, Highways and Parking

- 7.24 A Transport Statement has been submitted as part of the application and which concludes:
- The development is centrally located within the town centre and can be accessed by modes of transport other than the private car. Bus and rail services are located adjacent to the site and there are existing pedestrian and cycle networks within the area which are accessible from the development, providing opportunities to access local facilities and the wider area. Cyclists have been considered and catered for in the design of the scheme and the development includes provision for cycle storage.*
- The proposals will provide at-grade access into the development for pedestrians from both Brunel Way and parking levels.*

The development will provide less on-site parking than the extant planning permission. The car parking will be accessed via a proposed new access off Brunel Way and the existing four access and egress locations will be removed.

7.25 At the time of writing this report no comments have been received from the Council's transport and highways consultant. However, these will be included on The Amendment Sheet.

7.26 An Interim travel Plan has been submitted which concludes:
A Travel Plan for the proposed development will bring about an array of benefits for those travelling to and from the site, whilst minimising the environmental impact on the surrounding community.

Through a combination of surveys, focus groups and input from the Travel Plan Coordinator, the Travel Plan will maximise opportunities to encourage the use of sustainable transport. Furthermore, a flexible and adaptable approach will ensure that the Travel Plan remains responsive to the needs of those travelling to and from the site.

This Interim Travel Plan has been developed as part of the design stages of the project and considers all types of travel relevant to the building type and users, for example, employees, visitors and personnel who make deliveries to the development.

7.27 The Interim Travel Plan has been assessed by the Council's Transport Section who has commented that:

The travel plan is not currently of an acceptable standard as the applicant has not committed to the provision of EV charging points within the development. As this site sits adjacent to an Air Quality Management area, this is particularly important.

Air Quality

7.28 An Air Quality Assessment has been undertaken for the site which draws the following conclusions:

The construction works have the potential to create dust. During construction it will therefore be necessary to apply a package of mitigation measures to minimise dust emission. With these measures in place, it is expected that any residual effects will be 'not significant'. However, the guidance recognises that, even with a rigorous dust management plan in place, it is not possible to guarantee that the dust mitigation measures will be effective all of the time, for instance under adverse weather conditions. The local community may therefore experience occasional, short-term dust annoyance. The scale of this would not normally be considered sufficient to change the conclusion that the effects will not be significant.

The operational impacts of increased traffic emissions arising from the additional traffic on local roads, due to the development, have been assessed. Concentrations have been modelled for eleven potential worst-case receptors, representing existing properties where impacts are expected to be greatest. Modelling has been carried out for the year 2013 assuming the development traffic is on the roads in 2013 is a worst-case approach because air quality is expected to improve in the future.

It is concluded that concentrations of PM10 and PM2.5 will remain below the objectives at all existing receptors in 2013, whether the scheme is developed or not. This conclusion is consistent with the outcomes of the reviews and assessments prepared by Slough Borough

Council, which show that exceedences of the PM10 objective are unlikely at any location.

In the case of nitrogen dioxide, the annual mean concentrations remain above the objective at most existing receptors in 2013, whether the scheme is developed or not. The receptors are located within the AQMA and therefore this is consistent with the outcomes of the reviews and assessments prepared by Slough Borough Council.

The proposed scheme is predicted to lead to negligible impacts in terms of PM10 and PM2.5. In the case of nitrogen dioxide, the worst-case predicted impacts are slight to moderate adverse, though these are based on worst-case model assumptions with respect to traffic volumes and vehicle emissions.

Overall, it is judged that the air quality impacts of the proposed development are not significant, however, as the development will lead to an increase in nitrogen dioxide emissions within an existing AQMA it is deemed appropriate to consider mitigation for the proposed development.

Mitigation measures are provided in the form of best practice design, as well as a series of transport-related measures which are set out within a draft travel plan for the development. Additionally, improvements in local air quality will be made through improved vehicle emissions standards and implementation of measures within Slough Borough Council's Air Quality Action Plan.

The air quality damage costs of the proposed development have been calculated following a Defra methodology. The damage costs relate to the predicted cost to human health of emissions generated by the proposed development. The air quality damage costs calculation has estimated a 5-year damage cost of £49,137. The development will include significant investment in measures to encourage sustainable transport and reduce emissions to air, which may in part offset the air quality damage costs, however it is not possible to estimate the value of this investment at this time.

7.29 The findings of the Air Quality assessment have been broadly accepted by the Council's Environmental Quality Section, subject to the following S106 Obligations being achieved:

- 1 The Developer installs on site electric vehicle charging points to 10% of all parking spaces within the development and this is included within the travel plan either within S106 or as a condition of consent
- 2 The Developer installs low Nox boilers within the scheme as recommended by IAQM guidance and advised by the air quality consultant section 1.3
- 3 The Developer contributes £50,000 towards off-site air quality measures detailed in PROGRAMME 4: TOWN CENTRE, BATH ROAD, AQMA 4 as follows:

Project 1 £10,000 (Town Centre Air Quality Monitoring)

Project 2 £30,000 (Development of Comprehensive low emission on street rapid Charging Infrastructure for Town Centre)

Project 6 £10,000 (Brunel Way EV Car Club)

Sustainable Drainage System

7.30 On 6th April 2015, the government introduced a requirement for all major development schemes to comply with the current Sustainable Drainage Regulations. This is now a material consideration in the determination of major planning applications, which necessitates the drainage system being designed in detail at an early stage in the planning process. The

applicants were advised at the pre application stage that a detailed drainage design was required as part of any future planning submission and given a guide for the preparation of such a scheme.

- 7.31 A Drainage Strategy has been submitted together with a Flood risk Assessment, which concludes:

The site is assessed as being in National Flood Zone 1 and is therefore at low risk of flooding from tidal or fluvial sources. The site is currently served by separate foul and surface water drainage systems which discharges into the Public Sewer in Brunel Way. A new surface system serving the whole building via a surface water pumping station with a high level overflow at the downstream chamber in the event of a pump or power failure. A foul water network serving the upper building floors discharging into the Foul Water Sewer in Brunel Way East and a foul water network serving the ground floor discharging into the Foul Water Sewer in Brunel Way North are proposed.

Sustainable Urban Drainage Systems have been considered in accordance with the National Planning Policy Framework (NPPF). The new surface water system will feature both a rain water harvesting system and a biodiversity roof. The surface water effluent will connect into a below ground attenuation tank with a restricted discharge rate via the pumping station into the Surface Water Sewer in Brunel Way North. The surface water pumping station will feature a duty and standby pump with a high level overflow in the case of both pumps failing.

The new foul water system is proposed to imitate the discharge distribution from the existing system to reduce the impact on the Foul Water Sewer. As such the foul effluent from all upper floors will drain to the centre of the building where an existing 225mm diameter drain discharges into the Foul Water Sewer in Brunel Way East. The foul effluent from the ground floor will discharge via the existing 150mm diameter drain into the Foul Water Sewer in Brunel Way North.

- 7.32 The drainage proposals have been assessed by the Council as lead flood authority and the following comments have been made:

- *Measures for 'interception' of first 5mm of rainfall*
- *The attenuated storage for 100yr + 20% (6hr event) for 8l/s and checking exceedance of this for other standard events.*
- *Exceedance path – overflow/bypass details for flow control (suggest failure scenario for PS for basement carpark is looked at) include any warning / alarm systems for failure of elements*
- *Maintenance schedules and risk assessments together with long term responsibilities for maintenance (suggest permanent record kept of maintenance carried out).*

I'm not looking for detailed design of internal pipework just the critical outfall / attenuation/ control elements.

The safety issues of confined spaces and explosion risk with much of the drainage in a basement area should be well covered.

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The safety issues of confined spaces and explosion risk with much of the drainage in a basement area should be well covered.

- 7.33 Discussions are still on going with respect to Sustainable Drainage measures but the applicants are gradually moving towards an acceptable solution.

Sustainability and Renewable Energy

- 7.34 An Energy Statement has been submitted which has the following findings:

The building's envelope will be designed to perform significantly better than the minimum Building Regulation standards with low U-values and design air permeability;

Natural day lighting into perimeter zones will improve occupant comfort and reduce the requirement for artificial lighting;

Good solar control will be provided by the selection of glazing/shading so as to avoid overheating in summer and increase passive gains in winter;

The development will use low energy lighting together with occupant and daylight linked lighting controls;

All energy supplies will be metered using smart meters to enable building users to be responsible for their own consumption and hence CO2 emissions;

The mechanical ventilation systems will be specified with high efficiency fans and a high heat recovery efficiency;

Gas boilers and air cooled chillers will heat and cool the displacement ventilation system air and provide a reduction in carbon emissions.

A Photo-Voltaic (PV) array of 138m² could be accommodated on the roof of the proposed development. This could potentially provide a 3.6% reduction in the site's CO2 emissions.

A PV array is proposed to provide a 3.6% reduction, although the impact of a potential development to the south of the site will need to be reviewed to ensure that any over shading does not make the PV array unviable.

The combination of the above measures could result in the development achieving an improvement of 5.0% over the Part L2A 2013 Building Regulations standards

- 7.35 The proposed development has been designed to achieve a BREEAM level of 'very good'. The proposal includes the scope for renewable energy generation to the effect of 5% of its total carbon emissions in the form of photovoltaic panels at roof level. The building's façade has been designed to maximise natural light and minimise heat loss.

Landscaping

- 7.36 Saved Policy EN3 Landscaping states that:

Comprehensive landscaping schemes will be required for all new development proposals. Where there are existing mature trees, or other features such as watercourses, which make a significant contribution to the landscape, these should be retained and incorporated into the new scheme. Landscaping should be carried out in the first planting season following the completion of the proposed development and a scheme for the subsequent maintenance and retention of the existing and proposed planting should be established. Off-site planting may be required for development proposals where there is a substantial loss of landscaping on site or where there is the opportunity to enhance existing landscaping in the vicinity of the development.

- 7.37 In accordance with Policy EN3, an indicative landscaping layout has been included in the application. Three principal areas will be planted with appropriate species of trees and shrubs:

The landscaped belt that wraps around the west and south elevations – hardy and evergreen species retaining colour all year round to act as screening of car park ventilation on the building perimeter and as a calming outlook from within the building

The area of extended public realm on the remaining elevations – to enhance the setting of the building with new street trees (native species) that successfully frame and announce the main building entrance and provide a setting, potential, for outdoor seating. Designed to incorporate hard surfacing that matches the materials already used in the piazza area outside the station building

A rooftop garden – a terrace available to all building occupiers as a further amenity, offering panoramic views of the town and a restful and calming environment

- 7.38 A full landscaping proposal including planting details will be secured and delivered by planning condition.

S106 Agreement

- 7.39 Obligations to meet transport and highway requirements will be reported on the Amendment Sheet, but it is noted that the following Heads of Terms were agreed in relation to the extant planning permission:

Prior to commencement of development, the applicant to enter into a Section 278 Agreement of the Highways Act 1980 with Slough Borough Council for the following works-

- *Reconstruct the footway on all necessary sides (as necessary) of the application site using the agreed palette of materials to be consistent with those materials used by the Heart of Slough/Station Forecourt public realm scheme (natural stone*

- granite);
 - Drainage connections;
 - Construction of the paving areas on the Brunel Way frontages using the agreed palette of materials to be consistent with those materials used by the Heart of Slough/Station Forecourt public realm scheme;
- b) Pay a Transportation Contribution to fund improvements to station forecourt (north side) and/or to fund pedestrian, cycle and public realm improvements within and leading to Slough town centre
- c) Pay a Traffic Regulation Order contribution to amend the existing pay and display bays to allow the loading bay to be extended;
- d) Submission of an Integrated Travel Plan to include initiatives which target a reduction in emissions associated with car trips to and from the development.
- e) Pay a Travel Plan monitoring contribution;

Pay a contribution to allow O2 to be reimbursed for the loss of the shelter and the removal costs of the shelter;

With respect to Air Quality the following contributions will be sought:

- 1 The Developer installs on site electric vehicle charging points to 10% of all parking spaces within the development and this is included within the travel plan either within S106 or as a condition of consent
- 2 The Developer installs low NOx boilers within the scheme as recommended by IAQM guidance and advised by the air quality consultant section 1.3
- 3 The Developer contributes £50,000 towards off-site air quality measures detailed in PROGRAMME 4: TOWN CENTRE, BATH ROAD, AQMA 4 as follows:

Project 1 £10,000 (Town Centre Air Quality Monitoring)

Project 2 £30,000 (Development of Comprehensive low emission on street rapid Charging Infrastructure for Town Centre)

Project 6 £10,000 (Brunel Way EV Car Club)

The Council is seeking to secure payment prior to the commencement of development, however further discussions are required with the applicant with respect to the timing of these contributions.

8.0 **SUMMARY**

- 8.1 The principle of offices on this site is well established and complies with both national and local planning policies. The scheme is acceptable in terms of its design scale height bulk and massing. Detailed changes to the design of the scheme have improved its acceptability given its prominent siting and location opposite Slough railway station and will improve the heritage setting for this important listed building. The building combined with its associated public realm improvements will build upon those enhancements which have already been achieved through the Heart of Slough development project.

9.0 **PART C: RECOMMENDATION**

9.1 **Recommendation**

9.2 Delegate the planning application to the Planning Manager, for consideration of outstanding consultations, any minor design changes, finalising conditions completion of a S106 Agreement and final determination.

9.3 **PART D: CONDITIONS AND INFORMATIVES**

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

9.4 **CONDITIONS:**

1. Time limit, 3 years
2. Approved Plans
3. Samples of materials
4. Samples of Surface Materials
5. Maximum Parking Provision
6. Vision splays
7. Travel plan (Business)
8. Cycle parking
9. Ceiling Height for Cycle Store
10. Landscaping Scheme
11. Restriction on Use to B1(a) offices
12. Working hours
13. Construction Traffic Management Plan
14. External lighting
15. Landscaping Management Plan
16. Noise – plant & air conditioning units
17. Means of Access
18. Car Park Management and Servicing Plan
19. No gates or Barriers to open across public highway
20. Development to be carried out in accordance with the recommendations contained within: the energy statement, sustainability statement, Flood Risk Assessment, Drainage Strategy, Air Quality assessment and Interim Travel Plan
21. Electric vehicle charging points
22. Development to achieve BREEAM
23. Restrict range of commercial/retail uses