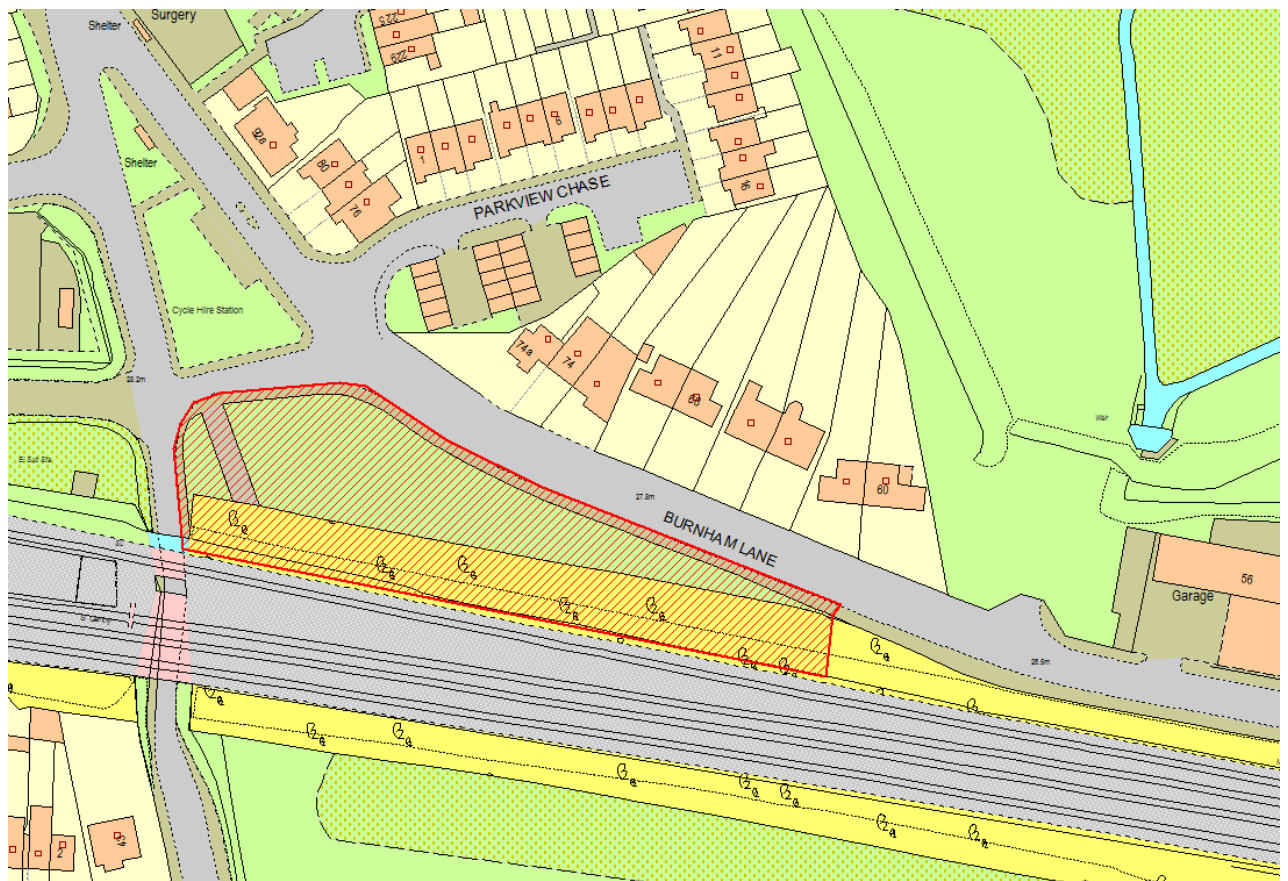


Registration Date:	15 th September 2016	Applic. No:	S/00725/000
Officer:	Christian Morrone	Ward:	Haymill and Lynch Hill
Applicant:	Slough Borough Council	Applic type:	Major
Agent:	N/A	13 week date:	10 th November 2016
Location:	Land Opposite Burnham Train Station, Slough, SL1 6LS		
Proposal:	Proposed pay and display car park for 41 car parking spaces. Proposal relates to development within the red line only as shown on the submitted site plan.		

Recommendation: Delegate to the Planning Manager for Approval



1.0 SUMMARY OF RECOMMENDATION

- 1.1 Having considered the relevant policies set out below, the representations received from consultees and third parties, and all other relevant material considerations, it is recommended that planning application be delegated to the Planning Manager for approval, subject to minor highway alterations; no further substantive objections, and the conditions set out at the end of this report.
- 1.2 This application is to be determined at Planning Committee as it has been submitted by the Local Authority and objections have been received.

PART A: BACKGROUND

2.0 Proposal

- 2.1 This is a full planning application submitted by the Local Highway Authority for Slough Borough Council. The application proposes a pay and display car park for 41 car parking spaces within an existing grass island on the southern side of Burnham Lane.
- 2.2 The plans have been submitted by the Local Highway Authority and show some works outside of the red line which may be undertaken through the Highways Act and/or permitted development. These works do not form part of this planning application. The proposal relates to development within the red line only as shown on the submitted site plan.

3.0 Application Site

- 3.1 The site is a green island site on the south side of Burnham Lane. The site currently occupies mature and recently planted trees, a small Network Rail compound, and some public benches.
- 3.2 The site is bounded by the public highway and the train line to the south. The site is positioned adjacent to the Slough Trading Estate to the east, where there are a number of commercial buildings varying in form and appearance, and to the north and west are residential dwellings.

4.0 Relevant Planning History

P/15357/000 TEMPORARY CONSTRUCTION ARRANGEMENTS FOR
CROSSRAIL INFRASTRUCTURE WORKS.
Approved Unconditional; Informatives; 18-Sep-2012

5.0 **Neighbour Notification**

- 5.1 60, Burnham Lane, Slough, SL1 6LS, 70, Burnham Lane, Slough, SL1 6LS, 74, Burnham Lane, Slough, SL1 6LS, 66, Burnham Lane, Slough, SL1 6LS, 72, Burnham Lane, Slough, SL1 6LS, 62, Burnham Lane, Slough, SL1 6LS, 68, Burnham Lane, Slough, SL1 6LS, Burnham Lane Garage, 56, Burnham Lane, Slough, SL1 6LP, 64, Burnham Lane, Slough, SL1 6LS, 74a, Burnham Lane, Slough, SL1 6LS, Burnham Taxis, Station Road, Cippenham, Slough, SL1 6JT.

Neighbour letters were sent out on 19/09/2016. The plans were then revised to omit some highways works shown outside the red line. On receipt of these plans, further neighbour letters were sent out on 14/10/2016 giving 14 days consultation.

To date, three letters of representation have been received from occupiers of the neighbouring properties objecting to the proposal with comments based on the following:

- The application is unclear as there are works outside the red line which are not in the description
- Planning notice not displayed for appropriate time [Officer Response: the Council are not required to display a site notice for this proposal]
- The application would have an impact on the Burnham Cars (private hire), and its employees
- Traffic generation
- Highways safety, particularly for the existing vehicular accesses to the dwellings on the opposite side of Burnham Lane
- Overshadowing and overlooking to the dwellings on the opposite side of Burnham Lane
- Detrimental impact on visual amenity
- Increase in noise generation impacting residents
- Loss of public amenity space

RESPONSE: These are material planning considerations and are considered in the report below. Any further comments received will be reported on the amendment sheet.

6.0 **Consultation Responses**

6.1 **Contaminated Land**

I reviewed the information submitted for the above application and I have no objections to the proposed scheme

6.2 Parking and Highways

Scheme Purpose

No supporting information is provided with the application to explain the need for the scheme, however the business case submitted to the Local Growth Fund to secure funding for this scheme is available on the Council's website.

This scheme responds to the arrival of the new Crossrail services, which in the local highway authority's view will attract more passengers and lead to greater demand for short stay car parking and dropping off facilities of the station. Pedestrian and cycle demand will also increase. This scheme provides more car and cycle parking to serve this need.

Car Parking

Car parking for disabled users, drop off and private hire was previously provided within the forecourt of the station, but the proposed scheme relocates drop off and disabled use to this new car park. The location of the private hire office is issue for Network Rail / First Great Western who manage the station and is not a planning consideration.

- The car park dimensions have been checked and each spaces measures a minimum of 2.4m x 4.8m with disabled spaces measuring 3.5m x 4.8m, car park aisles are 6m;
- The applicant must ensure that there is a vehicle restraint barrier, knee rail fence or some other physical measure (a single kerb will not be enough) that prevents vehicles egressing from the car park by driving over the footway. This will be a great temptation given that it is a considerable route around (turning left out of the car park, then up Station Road and turning right into Burnham Lane) in order to travel in an easterly direction out of the car park;
- The vehicle restraint barrier shall also prevent vehicles driving onto the green area to the east of the car park;
- I would recommend the applicant installs a height restriction barrier on the new car park so that the misuse of the car park is prevented as far as possible;
- The car park is proposed to be a pay and display car park, although the submitted drawings show no locations for parking payment meters. The designer should avoid locating this meter on the 1.8m wide footway as this will obstruct pedestrian movement.

Cycle Parking

New cycle parking is to be provided as part of the new station building. It is not quite clear when this is building is proposed to come forward or whether the basic layout is what is to be implemented. The designer does need to be aware that the dimensions of the store, as shown on the drawing, do not work as there would be insufficient aisle space to manoeuvre bikes into the two rows of racks.

Cycle Access

It is not clear from the submitted design how cyclists will access the station from the north.

- Station Road does not have a contra-flow cycle lane, although it is possible that some cyclists will attempt to cycle against the flow in the proposed northbound cycle lane. This situation already occurs on Ledgers Road;
- I would envisage cyclists from the north utilising the zebra crossing (in front of 92a Burnham Lane) to access the station and therefore the whole of the paved area on the central green island should be made shared cycle/pedestrian use. The 2 sections of cordoroy paving should be deleted;
- Under the new TSRGD designers can now provide a parallel pedestrian / cycle crossing, which would appear to be appropriate outside of 92a Burnham Lane;
- Cyclists using the hire bikes are likely to cycle around the southern side of the central green island to head south under the railway bridge. They would have to dismount and use the footway, but my experience would suggest that they are not going to dismount until the last moment so that is why all of the footway in central green area should be provided as shared unsegregated cycle/pedestrian use; and
- The width of the cycle lanes on Burnham Lane are below the recommended standard, but they are existing and without widening the carriageway it is not possible to widen them to the preferred minimum width of 1.5m wide. Widening the carriageway to achieve this would be cost prohibitive and it is not proposed nor would it be reasonable to request it.

Pedestrian Access

With the increase in passenger demand resulting from Crossrail the proposed scheme design will help to enhance the pedestrian environment in the vicinity of the station. However there are a few detailed points that need to be considered in respect of the pedestrian layout.

- It is known that the pedestrian desire line to the station from the Trading Estate is along the southern footway and the existing provision for pedestrians crossing Station Road and walking along the Station Access Road is limited and therefore the proposed scheme will make a substantial difference. But the shortest route between the station and the Trading Estate for pedestrians will be to hug the edge of the car park, but strangely this footway is only 1.8m wide, whereas the footway that is not on the desire line is 2.5m wide. The 1.8m wide footway will have vehicles overhanging it and therefore it will be circa 1.2m wide and therefore I do not follow logic of the two path design as pedestrians will just walk across the grass, which in time will become muddy and

- unkept;
- The tactile paving is also in the wrong location for the desire line;
- There is no need for two paths in this location. The path neither needs to be hard against the car park edge nor does it need to be hard against the carriageway. Pedestrians generally prefer to walk a couple metres back from the carriageway, as they are slightly safer, it is less noisy, less polluted and more pleasant walking away from the carriageway edge. Therefore the scheme can be tweaked to reduce the amount of footway (lower construction and maintenance cost) and achieve a better desire line and more pleasant route for pedestrians;
- The scheme provides two new zebra crossings which will greatly assist pedestrians to cross Burnham Lane, which is a heavily trafficked road. As commented below the northern of the two zebra crossings should be a combined cycle / pedestrian zebra crossing, otherwise pedestrians will have to share it with cyclists;
- The footway to the north of the junction of Sandringham Court is constrained in width as the bank is collapsing. The designer should widen the footway in this location, by regarding the bank so the pedestrians have a consistent wide path to walk along in this location;
- Where the existing traffic island is located, outside No. 80 Burnham Lane, the existing tactile paving should be removed and the full height kerb re-established across 50% of the frontage of No. 80 and then a joint crossover provided for No. 80 and No. 78. The detail of this will need to be shown on the plans otherwise the crossover will not comply the Council's adopted vehicular crossover policy;
- The carriageway width on Station Road south of station forecourt access is being narrowed to widen the already narrow footway for pedestrians, which is a benefit of the scheme.

Bus Stops

From the drawing it would appear that both the bus stops are being removed on Burnham Lane and being replaced by one stop in front of Burnham Station. The new stop does not benefit from a bus shelter or RTPI screen.

- The new stop location will clearly make it easier for bus passengers to access the bus stops as they will not need to cross either Station road or Burnham Lane;
- The use of the new stop by southbound buses will add significant additional journey time to services and therefore their commitment to this new location is important, otherwise there is a real risk that buses will not use the stop;
- Has the bus operator agreed to stop both northbound and southbound services at the new stop?
- If the bus operator is not willing to use the new stop for southbound services then the local highway authority will need to

- reinstate the existing stop or identify another location;
- Has the designer investigated the feasibility of implementing a bus shelter for the new stop? The shelter could be located within the embankment area if a retaining wall was constructed to hold back the bank;
- Without a shelter and RTPI screen the new stop will be less attractive for waiting customers;

Vehicle Tracking

The applicant should submit vehicle tracking drawings demonstrating that a bus can turn left (north) into Burnham Lane from Station Road without overrunning the southbound carriageway as a new traffic island has been implemented between the cycle lane and the traffic lane?

Traffic Flow on Burnham Lane

- The removal of the bus stops on Burnham Lane will improve traffic flow, which will help to reduce delays;
- The implementation of the zebra crossing should help to create a few more gaps in the flow for traffic egressing from Parkview Close.

Road Safety Audit

Taking account of the significant change to the highway layout in this location, the applicant should undertake a Road Safety Stage 1, if it has not already done so, and submit it with a Designers Response as part of the supporting documents with the planning application.

Drainage

A drainage design has not been submitted with the scheme, but it would need to be SuDs compliant.

Recommendation

Within these comments I recommend a number of small changes to the design, which in my view will improve the scheme for all users. Subject to the design changes being made and a safety audit being submitted with the Designers Response addressing the issues identified then I would not raise a highway objection.

6.3 Crime Prevention Officer

No comments received. Any comments received will be reported on the amendment sheet.

6.4 Environment Agency

No comments received. Any comments received will be reported on the amendment sheet.

PART B: PLANNING APPRAISAL

7.0 Policy Background

7.1 The application is considered alongside the following policies:

National guidance

- National Planning Policy Framework
- National Planning Policy Guidance

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 or 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.

National Planning Policy Framework

- Core Policies: Achieving Sustainable Development
- Chapter 1: Building a strong, competitive economy
- Chapter 4: Promoting sustainable transport
- Chapter 7: Requiring good design
- Chapter 11: Conserving and enhancing the natural environment
- Chapter 12: Conserving and enhancing the historic environment

Local Development Framework, Core Strategy 2006-2026, Development Plan Document

- Core Policy 1 (Spatial Vision and Strategic Objectives for Slough)
- Core Policy 5 (Employment)
- Core Policy 6 (Retail, Leisure and Community Facilities)
- Core Policy 7 (Transport)
- Core Policy 8 (Sustainability & the Environment)

Adopted Local Plan for Slough

OSC8 – Green Spaces

EN1 – Standard of Design

EN3 – Landscaping

T2 - Parking

7.2 The main planning considerations are therefore considered to be

- Transport Highways Implications
- Impact on Visual Amenity
- Impact on Neighbouring Amenity
- Impact on Trees
- Impact on Archeology
- Impact on Ecology
- Loss of Public Amenity Space
- Impact on Surrounding Businesses

8.0 **Impact on Transport and Highways**

- 8.1 Policy T2 of the Local Plan states it will be necessary to adopt a whole range of measures to encourage a greater number of journeys to be made on foot, by cycling and use of the bus or the train. These will include a combination of improving public transport and bicycling facilities.
- 8.2 Core Policy 7 requires provisions for widening travel choices and making travel by sustainable means of transport more attractive than the private car.
- 8.3 The NPPF encourages the development of sites and routes which could be critical in developing infrastructure to widen transport choice.
- 8.4 In terms of highway safety and traffic generation, the proposal has been assessed by the Council's Highways Officer, and has been deemed acceptable.
- 8.5 The use of public transport should be encouraged. The provision of a car park within short walking distance from Burnham train station would encourage the use of train, and thereby ultimately reducing the reliance on private car journeys within the borough.
- 8.6 As the proposal would have an acceptable impact on the surrounding highway network, and encourages the use of public transport the proposal

would comply with Policy T2 of the Adopted Local Plan for Slough; Core Policy 7 of the Core Strategy 2006-2026, Development Plan Document; and the requirements of the NPPF 2012

9.0 **Impact on Visual Amenity**

- 9.1 Policy EN1 of the Local Plan states development proposals are required to reflect a high standard of design and must be compatible with and/or improve their surroundings”.
- 9.2 Policy OSC8 of the Local Plan states development proposals which would result in the loss of green spaces will not be permitted unless the amenity value of the green space can be largely retained and enhanced through development of part of the site.
- 9.3 Core Policy 8 requires a high quality design that respects its location and surroundings.
- 9.4 Chapter 4 of the NPPF states: 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
- 9.5 The site is positioned adjacent to the Slough Trading Estate, where there is a transition in character from commercial to residential. There are residential dwellings directly opposite the proposed site, and is adjacent to the railway line, within close proximity of Burnham train station. The provision of a car park in this location would not be wholly out of character with the surrounding area
- 9.6 The proposal would result in the loss of a green space which currently provides an aesthetically pleasing feature in the street scene. The loss of green space is not desirable, and at the scale of the landscaping to be retained, the proposal would fail comply with Policy OSC8 of the Local Plan.

10.0 **Impact on Neighbouring Amenity**

- 10.1 Policy EN1 of the Local Plan states: development must be compatible with and/or improve their surroundings in terms of nearby properties”.
- 10.2 Core Policy 8 requires all development within existing residential areas should respect the amenities of adjoining occupiers
- 10.3 The NPPF states planning should always seek to secure a quality design and a good standard of amenity for all existing and future occupants of land and buildings.

- 10.4 There are a number of residential dwellings directly opposite the site, and concerns have been raised by a resident over potential noise and disturbance.
- 10.5 The proposal would result in an increase in activity within the site which could cause an increase in noise and disturbance. In the normal day to day use of the site, these impacts would not result in unacceptable living conditions for the occupiers of the surrounding residential dwellings.
- 10.6 There may be the occasional disturbance through loud car stereos, excessive slamming of doors or shouting, however, this is not considered to be a 'run of the mill' use of the site. Planning should not seek to refuse development based on potential and unplanned activities that can be controlled by other legislation such as the Environmental Protection Act.
- 10.7 Based on the above, the proposal would comply with Policy EN1 of the Adopted Local Plan for Slough; Core Policy 8 of the Core Strategy 2006-2026, Development Plan Document; and the requirements of the NPPF 2012

11.0 **Impact on Trees**

- 11.1 The NPPF states that planning permission should be refused for development resulting in the loss or deterioration of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development clearly outweigh the loss.
- 11.2 There are a number of mature and recently planted trees on the site. The Council's Tree Officer has been consulted and a response is currently being awaited, which will be included within the amendment sheet.

12.0 **Impact on Archaeology**

- 12.1 The NPPF sets out that, as a core principle, planning should take account of the different roles and character of different areas and heritage assets, in a manner appropriate to their significance should be conserved. In considering proposals for development involving ground disturbance within Sites and Areas of High Archaeological Potential,
- 12.2 The site has potential archaeological implications with the proposed development. As such, it would be reasonable to provide appropriate conditions to any approval to ensure the any heritage asset is identified and preserved.

13.0 **Impact on Ecology**

- 13.1 The NPPF requires that when determining planning applications, local

planning authorities should aim to conserve and enhance biodiversity by applying the following principles:

- If significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for then planning permission should be refused.

In addition, Circular 06/2005 states 'It is essential that the presence or otherwise of protected species and the extent that they may be affected by the proposed development, is established before planning permission is granted

13.2 The application property does not fall within a designated SPA, SAC, SNCI or SSSI. It is not within 200m of ancient woodland, and is not an agricultural building or barn. Furthermore, after undertaking a site visit, Officer's are satisfied there would be no likely harm on protected species or ecology resulting from the proposed development.

14.0 **Loss of Public Amenity Space**

14.1 The site land was opened up, circa 5 years ago when the thick vegetation was removed as part of landscaping maintenance scheme to reduce the fear of crime as pedestrians walked to Burnham Station. The site is not designated as public open space within the Local Plan, and therefore, its use as such, could come to an end at any time. Therefore, no objections are raised regarding the loss of public amenity space.

15.0 **Impact on Surrounding Business**

15.1 An objection has been raised regarding the impact on a nearby private hire business based at Burnham train station.

15.2 The proposal would be set away from the private hire business by a degree where it would not impact on its amenity or access. As such no objections are raised by Officers.

16.0 **Conclusion**

16.1 The proposal would fail to comply with Policy OSC8 of the Local Plan. However, regard should be given to planning policies as a whole, and whether the benefits outweigh the harm.

16.2 The benefits are identified as encouraging the use of public transport by train which will help towards reducing traffic congestion, reducing carbon emission and air pollution within the borough.

16.3 The harm is identified as the loss of green space which provides an

aesthetically pleasing feature in the street scene. A degree of green space would be retained and potentially enhanced (through the use of landscaping conditions). At the scale proposed, the scheme would fail comply with Policy OSC8 of the Local Plan.

- 16.4 In balancing the harm against the benefits, it is considered encouraging the use of public transport by train hold wider benefits for the Borough in terms of traffic congestion and pollution. The loss of green space, although regrettable, would not be lost to development that would be out of keeping with the surrounding area. Furthermore, a degree would be retained and can be enhanced through the use of landscaping condition.
- 16.5 Officers consider that the resulting harm would be significantly and demonstrably outweighed the benefits when assessed against the policies in the NPPF taken as a whole.

PART C: RECOMMENDATION

17.0 **Recommendation**

Having considered the relevant policies set out below, the representations received from consultees and third parties, and all other relevant material considerations, it is recommended that planning application be delegated to the Planning Manager for approval, subject to minor highway alterations; no further substantive objections, and the conditions set out at the end of this report.

18.0 **PART D: LIST OF CONDITIONS AND INFORMATIVES**

Please note that this is not the final list of conditions and amendments may be made prior to planning permission being granted.

18.1 CONDITIONS

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 submitted application, plans and drawings hereby approved by the Local Planning Authority, Including the following:

- a) Site Location Plan at A3 dated July 2016
- b) Drawing No. 5147105-ATK-HW01-ML-DR-D002 Rev P04; dated

06/06/2016; recd 22/06/2016

c) Proposed Site Layout at A3; recd 10/10/2016

REASON To enable the Local Planning Authority to review the position in the light of the prevailing circumstances and the impact of the use during the limited period in accordance with Policy EN1 of The Local Plan for Slough 2004.

3. No development shall take place within the application area until the applicant has secured the implementation of a programme of archaeological works, in accordance with a written scheme of investigation, which has been submitted by the applicant and approved by the Planning Authority.

REASON: The site is within an area of archaeological potential. A programme of works is required to mitigate the impact of development and to record any surviving remains so as to advance our understanding of their significance in accordance with national and local plan policy.

4. No development shall commence on site until a detailed landscaping and tree planting scheme has been submitted to and approved in writing by the Local Planning Authority. This scheme should include the trees and shrubs to be retained and/or removed and the type, density, position and planting heights of new trees and shrubs.

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

REASON In the interests of the visual amenity of the area and accordance with Policy EN3 of The Adopted Local Plan for Slough 2004.

INFORMATIVE

1. In dealing with this application, the Local Planning Authority has worked with the applicant in a positive and proactive. 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.