

Registration Date:	22-Feb-2018	Application No:	P/03099/002
Officer:	Joney Ramirez	Ward:	Langley St. Marys
Applicant:	Mr. Nick Catchpole	Application Type:	Major
		13 Week Date:	19-Apr-2018
Agent:	Mr. Julian Castle, JC Riba 28, Dukes Close, Shabbington, HP18 9HW		
Location:	14 & 18, Willoughby Road, Slough, SL3 8JH		
Proposal:	Construction of a two storey rear extension at no. 18 Willoughby Road and construction of 4 x 2 bedroom dwellings to the rear of 14 & 18 Willoughby Road and additional 1 x 1 bedroom flat above proposed access. Proposal includes parking provision to the rear of the site.		

**Recommendation:** Delegated to the Planning Manager for Refusal



## **P/03099/002 - 14 & 18, Willoughby Road, Slough, SL3 8JH**

### **1.0 SUMMARY OF RECOMMENDATION**

- 1.1 Under the current constitution this application is being brought to Committee for decision as it has been called in by a Ward Member.
- 1.2 Having considered the relevant policies set out below, the representations received from all consultees and neighbouring residents, as well as all other relevant material considerations, it is recommended that the application be refused.
- 1.3 The proposal is recommended for refusal on the following grounds:-
1. The proposed development, by reason of its subdivision of long residential rear gardens to provide houses and a flat out of Slough Town Centre; introduction of much smaller gardens in a row of properties characterised by long rear gardens and increased urbanisation of this part of Willoughby Road introducing uncharacteristic buildings and areas of hardstanding within rear gardens is considered to be inappropriate backland development, failing to create a safe and pleasant environment for existing and future occupiers. As such the proposal would fail to respect, respond or enhance the established pattern of development of the area and harm the character and appearance of the streetscene, leading to overdevelopment of the site. Should this proposal be allowed, it would be difficult for the Local Planning Authority to resist similar unacceptable inappropriate backland development in this part of Willoughby Road to the overall detriment of the vicinity and pattern of development of the area. The proposal is considered to be contrary to the provisions of Paragraphs 17, 56, 58, 60, 61 and 64 of The National Planning Policy Framework (2012); Core Policies 1, 4 and 8 of Slough Core Strategy (2006-2026) and Policies H13, EN1 and EN3 of Slough Local Plan.
  2. The proposed two storey rear extension to No.18 Willoughby Road, by reason of its overall width and scale would exceed 50% the width of the original dwelling, resulting in an un-neighbourly form of development which would have an overbearing impact on the adjacent property No. 14 Willoughby Road. As proposed, the two storey rear extension would appear overly dominant and out of character with the streetscene when seen from the existing public realm and by reason of its depth and width would result in loss of light, outlook and increased sense of enclosure upon NO. 14 Willoughby Road. The development is thereby contrary to Paragraphs 17, 56 and 57 of the National Planning Policy

Framework; Core Policy 8 of Slough Core Strategy 2006 – 2026; Policies H15, EN1 and EN2 of Slough Local Plan 2004 and Section 2.0 (Design Principles), DP1, DP3, DP6, EX12(5.7) of Slough Residential Extension Guidelines SPD Adopted January 2010.

3. The proposed development, by reason of its siting, height and intensification of residential use to the rear garden of the properties at No. 14 and 18 Willoughby Road, would result in harmful loss of outlook, a detrimental overbearing impact and increased noise disturbance to Nos. 12 and 20 Willoughby Road and Nos. 23 – 33 Elmhurst Road. The proposed new dwellings, by reason of their siting, would also result in loss of outlook, increased overlooking opportunities and loss of privacy to the current and future occupiers of No. 18 Willoughby Road. Such impacts upon the residential amenity of neighbouring occupiers are considered to be unacceptable and harmful, contrary to the aims of Paragraph 17 of The National Planning Policy Framework (2012); Core Policy 8 of Slough Local Plan and Policy EN1 of Slough Local Plan.
4. The development fails to provide car parking in accordance with adopted Slough Borough Council standards and if permitted would lead to additional on street car parking and the likely obstruction of the highway to the detriment of highway safety and convenience, contrary to the provisions of Core Policy 7 of Slough Core Strategy 2006-2026.
5. The proposal would result in a significant shortfall in private amenity areas for the existing and proposed dwellings and alongside the potentially unsafe access arrangements and excessive areas of hardstanding within the site would provide inadequate and a poor standard of living conditions to future occupiers of these units. As such, the proposal would be contrary to the provisions of Core Policy 8 of Slough Core Strategy 2006-2026 and Policies EN1, EN2, EN3, EN5, H13, H14 and H15 of the Adopted Local Plan for Slough 2004.

## **PART A: BACKGROUND**

### **2.0 Proposal**

- 2.1 Full planning permission is sought for the erection of a two storey rear extension to the detached two storey property at No. 18 Willoughby Road.
- 2.2 4 x 3 bedroom semi-detached properties are proposed to the rear of Nos. 14 and 18 Willoughby Road. These will be accessed from an access to the east side of No. 18 Willoughby Road which would have an

undercroft over which there would be 1 x 1 bedroom flat.

- 2.3 Each of the proposed houses to the rear of the site would have access to 2 off street car parking spaces and rear garden areas of circa 35sqm.

### **3.0 Application Site**

- 3.1 Nos. 14 and 18 Willoughby Road are two storey residential properties located in a residential area close to Langley District Centre. The properties are detached and constitute few detached properties in an otherwise densely built area.
- 3.2 The properties are directly accessed from Willoughby Road with No. 14 having a side passage to the west. No. 18 used to have a detached garage which has been demolished.
- 3.3 Immediately adjoining neighbours (Nos. 12 and 20 Willoughby Road) are two storey dwellinghouses. The properties in this part of the road have characteristic deep rear gardens which match those to the properties to the south at Elmhurst Road.
- 3.4 Willoughby Road is a busy road which provide with the main access to residential estates to the east of Langley District Centre. There are no parking restrictions in the road which is usually busy as result of visitors to Langley District Centre and local residents parking on street. The houses in this road are mostly characterised by short front gardens with landscaping enclosed by small brick walls.
- 3.5 The site is located outside Slough Town Centre boundary and is not within a Conservation Area.

### **4.0 Site History**

**P/03099/001** Construction of a two storey rear extension at no. 18 Willoughby Road and Construction of 2no. dwellings to the rear of 14 & 18 Willoughby Road with new access road and parking provision.

**Refused; Informatives 19-Apr-2017**

### **5.0 Neighbour Notification**

37, Willoughby Road, Slough, SL3 8JH, 23, Willoughby Road, Slough, SL3 8JH, 29, Elmhurst Road, Slough, SL3 8LT, 17, Willoughby Road, Slough, SL3 8JH, 31a, Willoughby Road, Slough, SL3 8JH, 31, Elmhurst Road, Slough, SL3 8LT, 12, Willoughby Road, Slough, SL3 8JH, 33, Willoughby Road, Slough, SL3 8JH, 25, Willoughby Road, Slough, SL3

8JH, 18, Willoughby Road, Slough, SL3 8JH, 31, Willoughby Road, Slough, SL3 8JH, 21, Willoughby Road, Slough, SL3 8JH, 33, Elmhurst Road, Slough, SL3 8LT, 25, Elmhurst Road, Slough, SL3 8LT, 27, Willoughby Road, Slough, SL3 8JH, 40, Willoughby Road, Slough, SL3 8JH, 34, Willoughby Road, Slough, SL3 8JH, 28, Willoughby Road, Slough, SL3 8JH, 27, Elmhurst Road, Slough, SL3 8LT, 31b, Willoughby Road, Slough, SL3 8JH, 31d, Willoughby Road, Slough, SL3 8JH, 10, Willoughby Road, Slough, SL3 8JH, 35, Elmhurst Road, Slough, SL3 8LT, 2a, Willoughby Road, Slough, SL3 8JH, 30, Willoughby Road, Slough, SL3 8JH, 8, Willoughby Road, Slough, SL3 8JH, 29, Willoughby Road, Slough, SL3 8JH, 20, Willoughby Road, Slough, SL3 8JH, 39, Willoughby Road, Slough, SL3 8JH, 14, Willoughby Road, Slough, SL3 8JH, 36, Willoughby Road, Slough, SL3 8JH, 33a, Elmhurst Road, Slough, SL3 8LT

5.1 Seventeen letters of objection have been received in respect of the application. The main issues raised within the objection letters are summarised below:

5.2

<b>Issue</b>	<b>Response</b>
Inadequate parking provision leading to congestion, highways safety resulting from lack of visibility and vehicles parked inappropriately in the road with potential dangerous implications for highway users and pedestrians. Bins would block pedestrians. Inadequate turning areas for deliveries or refuse collection truck, leading to congestion into the main road.	See assessment below under impact on Highways and Transport.
Loss of privacy, overlooking, increased noise disturbance and overshadowing resulting from the proposal upon neighbouring properties.	See assessment below under impact onto neighbouring amenity.
Overdevelopment of the site.	See assessment below under 'Impact on the character and appearance of the area'.
Noise and disturbance in respect of building works for nearby residents.	Although building works can be disruptive, this is not a valid planning objection to resist the application. An informative is

	recommended regarding compliance with standard construction hours.
Change to the character and appearance of the area with properties that would have small rear gardens, different from all the properties in the area.	See assessment below under 'Impact on the character and appearance of the area' and 'Quality of accommodation'.
Increase in number of dwellings and traffic will lead to air pollution and environmental issues.	The site is not within a defined Air Quality Management Area (AQMA) and the quantum of development does not trigger a requirement for air quality and pollution mitigation. Contaminated Land issues are assessed in the relevant section in this report.
Neighbouring properties along Willoughby Road did not receive consultation about the proposal.	Due to the scale of the proposal, only immediately adjoining neighbours have consulted for this application. Re-consultation letters were sent and all relevant consultation periods have been followed. All objections received have been taken into consideration in the assessment of this application.
Title deeds indicate that no houses should be built within the rear gardens of the properties.	Not a relevant planning consideration.
Concerns regarding the potential of selling neighbouring houses and reduction in house prices.	Not a relevant planning consideration.
Proposal would set a detrimental precedent for the area.	See assessment below under 'Impact on the character and appearance of the area'.
Side access is a public footpath.	Council's records do not show a public footpath in the vicinity of the site and therefore it is not considered there is an impact upon adopted public footpaths.

## 6.0

### Consultations

## 6.1 Transport and Highways

### **Objections to the proposal**

*“A planning application has been submitted for the redevelopment of the site to provide a two storey rear extension at 18 Willoughby Road and the construction of 4 semi-detached dwellings and associated works (access and parking) to the rear of nos. 14 and 18 Willoughby Road, as well as a one-bed flat above the entrance driveway.*

*A previous application (P/03099/001) for the site was refused, and this current application therefore aims to address these issues.*

### **Access**

- *A new access road is proposed via a private drive arrangement, with a 3.5m carriageway and 1m footway, extending from the existing driveway entrance to no. 18 and as an undercroft to the flat proposed above. This does not allow for two-way access as desired, and is therefore not considered acceptable unless redesigned with appropriate waiting space for vehicles in the site prior to a narrowed section;*
- *Visibility splays have not been shown on the submitted plans. Visibility splays from the site access junction with Willoughby Road of 2.4m x 43m, are required in both directions. These are just about achievable to the east, although it is evident that the hedgerow at no. 20 is right up to the footway. Ideally the access road would need to be relocated further from the eastern boundary of the site. Visibility splays should be shown on submitted drawings;*
- *In addition pedestrian visibility splays of 2.4m x 2.4m would need to be provided on both sides of the site access junction with no obstructions greater than 600mm within the two splays. With the addition of the footway on the eastern side of the access, this can be achieved on the eastern side, and likewise to the west, although it would need to be ensured that the area to the west, due to the narrower footway, would need to be kept clear of anything exceeding 600mm;*
- *Taking into account the potential for a number of more properties to be served from this access, then the local highway authority would expect the access road to be built to an adoptable standard, with the footway as provided. However this has affected the required width of the access road, and this therefore needs to be revisited. Clarity on the potential future use would be important.*

### **Car Parking**

- *In accordance with SBC Developer’s Guide two or three bedroom houses are required to have a minimum of two parking spaces each. The proposal includes two spaces allocated to each house and one allocated to the one-bed flat; however the plans do not*

*show adequate aisle width of 6m in front of these spaces to enable manoeuvring. Resubmission of appropriate dimensioned plans is required;*

- The new access removes the off-street parking associated with no.18 via the garage and hardstanding. Whilst the plans show new frontage parking for one vehicle (and one off-street parking space to the rear), it is not possible to access this space at the front – the manoeuvre does not work. Replacement parking will need to be provided and therefore should be shown clearly on the submitted plans;*
- It is stated that the parking for no. 14 will remain unchanged; however this is not the case and again a space is proposed at the front which is not accessible via the existing dropped kerb and the manoeuvre would not work. Replacement parking will need to be provided;*
- The current parking proposals are therefore considered unacceptable and would be a reason for refusal.*

### **Cycle Parking**

- It is proposed that timber sheds be provided in the rear gardens of each dwelling, enough for two cycles each. This is accepted and should be secured through condition. Secure sheds of at least 2m x 1m should be provided.*

### **Refuse Collection**

- Two wheelie bins would be located at the front of each house, with an internal store for the maisonette. This is accepted;*
- However no swept paths (vehicle tracking) have been provided to demonstrate how a service vehicle would turn in the site, as requested with the previous application. These should be provided to determine if this is a viable option; without this the scheme would be unacceptable;*
- It would not be acceptable for the refuse vehicle to stop on street as the drag distance exceeds the maximum 25m that is acceptable.*

### **Recommendation**

*At present the application would be recommended for the refusal for the following reasons:*

- The proposed means of access to the site is inadequate by reasons of its / width / alignment / construction / to serve the proposed development with safety and convenience. The development is contrary to Slough Borough Council's Core Strategy 2006-2026 Core Policy 7.*
- The applicant / is not able to provide / has not included adequate provision for / a satisfactory turning space within the site. The resultant reversing of vehicles onto or off of the highway would lead to conditions of danger and inconvenience to other highway users. The development is contrary to Slough Borough Council's Core Strategy 2006-2026 Core Policy 7*



- *The development fails to provide car parking in accordance with adopted Slough Borough Council standards and if permitted is likely to lead to additional on street car parking or to the obstruction of the access to the detriment of highway safety and convenience. The development is contrary to Slough Borough Council Local Plan Policy T2.”*

## 6.2 **Thames Water**

No comments received. Any comments received will be reported into the Update / Amendment Sheet.

## 6.3 **Tree Officer**

**No objections subject to conditions**

*“I have visited this site and most of the trees have been removed. Those trees that remain are in the garden of 14 Willoughby Road and are small trees and not viewed from a public place. These will have to be removed to accommodate the proposed development. As the existing trees are small their loss can be mitigated by new planting accordingly if the application is to be approved I would recommend that a Landscape condition is applied to secure suitable landscaping and replacements for those trees which will be lost.”*

## 6.4 **Land Contamination**

**No objections subject to conditions (Same comments as received for P/03099/001)**

*“I have reviewed the information submitted for the above property, as well as our records related to potential contaminative land uses at the property and within 250 m.*

*Historical mapping indicates that there are no potential contaminative historical land uses at the site. However, the nearest off-site source of potential contamination is a former garage. The garage has an entry in the Disused Tank Registry for four underground tanks, which have been made safe by paraffin filling, but they remain on site. Considering the age of the tanks it is possible that leaks occurred, making the risk of off-site hydrocarbon vapours migration likely. Based on the above I recommend that additional investigation and risk assessment is carried out”*

## 7.0 **Policy Background**

### 7.1 **National Planning Policy Framework**

Core Policies - Achieving sustainable development  
Chapter 4: Promoting sustainable transport

Chapter 6: Delivering a wide choice of high quality homes  
Chapter 7: Requiring good design  
Chapter 8: Promoting healthy communities  
Chapter 11: Conserving and enhancing the natural environment

Slough Local Development Framework Core Strategy 2006-2026  
Development Plan Document policies:

- Core Policy 1 – Spatial Strategy
- Core Policy 3 - Housing Distribution
- Core Policy 4 - Type of Housing
- Core Policy 7 – Transport
- Core Policy 8 – Sustainability and the Environment
- Core Policy 9 – Natural and Built Environment
- Core Policy 10 – Infrastructure
- Core Policy 11 – Social Cohesiveness
- Core Policy 12 – Community Safety

Local Plan for Slough March 2004 policies:

- EN1 – Standard of Design
- EN2 - Extensions
- EN3 – Landscaping Requirements
- EN5 – Design and Crime Prevention
- H13 - Backland/Infill Development
- H14 - Amenity Space
- H15 – Residential Extensions
- T2 - Parking Restraint
- T8 - Cycling Network and Facilities

Composite Local Plan – Slough Local Development Plan and the NPPF -  
PAS Self Assessment Checklist

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.

- 7.2 The planning considerations for this proposal are:
- Principle of development;
  - Design and potential impact on the appearance and character of the area;
  - Quality of accommodation (including amenity space)
  - Impact on neighbouring properties;
  - Transport, Highways and parking;
  - Land Contamination

## **8.0 Principle of Development**

- 8.1 At the heart of the NPPF is a presumption in favour of sustainable development which should be seen as a "golden thread running through both plan making and decision taking". The Government encourages the use of previously developed and brownfield sites.
- 8.2 The definition of previously development land included in Annex 2 of the NPPF specifically excludes land in built up areas, such as private residential gardens. The site consists of part of a private residential garden in a built up residential area and therefore is not previously developed land. Paragraph 53 of the NPPF also states that Local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.
- 8.3 Policy H13 (Backland Development) of Slough Local Plan (2004) sets the requirements to allow appropriate backland development and criteria to resist inappropriate development of residential gardens as backland / infill developments such as this application for the proposed developments in the rear gardens of Nos. 14 & 18 Willoughby Road. The council has to consider whether the proposal would be sustainable

development, and part of that assessment is whether development would contribute to the protection and enhancement of the natural, built and historic environment. It is therefore considered that an assessment should be made on whether the development would cause harm to the local area.

- 8.4 The proposal seeks the subdivision of a plot of land to provide with 4 semi-detached dwellings, each with an area of circa 100sqm and access to private amenity space. The proposal also seeks the provision of 1 x 1 bedroom flat above an undercroft access with no private amenity space.
- 8.5 Although the provision of 4 additional family houses to the rear of the site would generally contribute to the housing provision within the Borough, concerns are raised to the provision of a flat in an out of centre location, albeit the closeness of the site to local retail and community facilities. The provision of a flat in this location would fail to comply with the aims of Core Policy 4 of Slough Core Strategy 2006 – 2026 which seeks to direct flatted developments to Slough Town Centre to avoid harm to the pattern of development of suburban areas.
- 8.6 As identified under planning application P/03099/001, the proposed development to provide with housing within the deep and generally open and retained rear gardens of Nos. 14 and 18 Willoughby Road is considered unacceptable backland development which fails to comply with the aims of Paragraph 53 of the National Planning Policy Framework and the aims of Core Policy 4 of Slough Core Strategy 2006-2026 due to the detrimental impact on the character and pattern of development of the area.
- 8.7 The provision of one unit of residential accommodation in the form of a flat would also be contrary to the established pattern of development of the area, contrary to the provisions of Core Policies 3, 4 and 8 of Slough Core Strategy 2006-2026.
- 8.8 Based on the assessment above, the proposal is considered to be unacceptable in principle and contrary to the provisions of Paragraphs 17, 53 and 111 of the National Planning Policy Framework; Core Policy 3, 4 and 8 of Slough Core Strategy 2006-2026 and Policies H13 and EN1 of Slough Local Plan 2004.

## **9.0 Design and Impact on Appearance and Character of the area**

- 9.1 The Core principles contained within Paragraph 17 of the National Planning Policy Framework (NPPF) states 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.

- 9.2 Core Policy 8 of the Slough Local Development, Core Strategy (2006 – 2026) (adopted 2008) states that all development must respect its location and surroundings, whilst Policies H13 and EN1 of the Adopted Local plan (adopted 2004) state that development proposals are required to reflect and respond to the established pattern of development of the area and provide high standard of design, being compatible with and/or improving their surroundings in terms of relationship to nearby properties.
- 9.3 The area is characterised by properties with deep gardens and detached and terraced two storey houses with small landscaped front gardens. The properties at Nos. 12 – 20 (odds) Willoughby Road in particular, have gaps between them and provide with much needed visual breaks in the built form.
- 9.4 The proposed undercroft access with a 1 x 1 bedroom flat above, as a result of the large void at ground floor of the building fronting Willoughby Road, would introduce an alien feature onto the streetscene and the built form of this element would significantly erode the mostly open nature between Nos. 18 and 20 Willoughby Road.
- 9.5 The proposal also seeks to introduce two storey buildings within the deep rear gardens of these properties, to be sited hard against the boundaries with neighbouring rear gardens.
- 9.6 The significant reduction of the gap between the detached houses in this part of the road, which provide with much needed visual breaks from an otherwise densely built area; and the introduction of an out of keeping form of backland development would fail to respect, respond or enhance the pattern of development of the area. The introduction of large areas of hard landscaping to the rear of the site along with the inadequate undercroft access to the proposed houses and potential for close boarded fencing would not only fail to respond to the pattern of development of the area but would also fail to create a safe and pleasant environment for people to live, contrary to the principles of Paragraphs 17, 56,58 and 69 of The NPPF; Core Policies 8 and 12 of Slough Core Strategy 2006-2026 and Policy EN5 of Slough Local Plan 2004.
- 9.7 The proposed introduction of car parking spaces to the front of Nos. 14 and 18 Willoughby Road would erode the soft landscaped and pleasant appearance of the frontage of the houses in this road adding to the harm to the character and appearance of the streetscene identified above.
- 9.8 The proposed two storey rear extension to No. 18 Willoughby Road

would, by reason of its width, depth and siting, be out of proportion to the host building and add inadequate mass and bulk to this property. As such, this element of the proposal is also considered to be unacceptable and contrary to Paragraphs 17, 56 and 57 of the National Planning Policy Framework; Core Policy 8 of Slough Core Strategy 2006 – 2026; Policies H15, EN1 and EN2 of Slough Local Plan 2004 and Section 2.0 (Design Principles), DP1, DP3, DP6, EX12 (5.7) of Slough Residential Extension Guidelines SPD Adopted January 2010.

- 9.9 The harm to the character and appearance of the streetscene is shared by the objections that have been received from the occupiers of neighbouring properties.
- 9.10 Given its proposed density, inadequate backland development and introduction of alien features into the streetscene, including by adding inadequate bulk and mass to the existing property at No. 18 Willoughby Road; the proposal is considered to be out of keeping with the established character of the area, resulting in overdevelopment of the site.
- 9.11 Based on the assessment above and taking into account the relevant planning objections made by neighbouring residents and relevant consultees, it is considered that the proposal would amount to overdevelopment of the site and would fail to appropriately respect, respond or enhance the established pattern of development of the area or create a pleasant and safe living environment for current and future occupiers. As such the proposal is considered to be contrary to the aims of Paragraphs 17, 56, 57, 58 and 69 of The NPPF; Core Policy 8 and 12 of Slough Core Strategy 2006 – 2026; Policies H13, H15, EN1, EN2, EN3, EN5 of Slough Local Plan 2004 and Slough Residential Extension Guidelines SPD Adopted January 2010.

## **10.0 Quality of Accommodation and Amenity Space**

- 10.1 One of the overarching aims contained within the NPPF is to secure developments that provide with high quality design and a good standard of amenity for all existing and future occupiers of land and buildings.
- 10.2 To achieve good standard of amenity for all existing and future occupiers, the proposal should provide with adequate levels of aspect, Daylight and Sunlight and room sizes. Room sizes are compared to the Council's minimum room sizes for flat conversions as set out in the Council's approved Guidelines, which although relate to conversions, still provide a starting point in defining appropriate internal space standards

for new residential developments.

- 10.3 The proposed dwellinghouses and 1 x 1 bedroom flat comply with the minimum space requirements.
- 10.4 In terms of amenity space, the proposed flat would not have access to private amenity space. The proposed dwellinghouses would have access to rear garden areas of less than 35sqm which would fall significantly below to the policy requirements.
- 10.5 Although no layout has been provided for the existing houses at Nos. 14 and 18 Willoughby Road, these appear to be capable of accommodating 4 bedrooms and therefore the minimum requirement for private amenity space would be of 100 sqm per dwelling.
- 10.6 As proposed, the existing houses would have access to rear amenity space of circa 70sqm for No. 14 and less than 35sqm for No. 18.
- 10.7 The acute shortfall in private amenity space for the existing houses is considered to be unacceptable in this instance since these areas would be disturbed by noise arising from the large areas of car parking to the rear serving the new houses. This arrangement is therefore considered to unacceptable existing and future occupiers of Nos. 14 and 18 Willoughby Road.
- 10.8 The shortfall on rear garden areas for the proposed new dwellings as well as the lack of any amenity space for the proposed 1 x 1 bedroom flat is an indication of the overdevelopment of the site and alongside the potentially unsafe access arrangements and excess of hardstanding areas within the site would provide inadequate living conditions to future occupiers of these units.
- 10.9 As such, the proposal would be contrary to the provisions of Core Policy 8 of Slough Core Strategy 2006-2026 and Policies EN1, EN2, EN3, EN5, H13, H14 and H15 of the Adopted Local Plan for Slough 2004 regarding proposed quality of accommodation for current and future occupiers.

#### **11.0 Impact on Neighbouring Properties**

- 11.1 Core Policy 8 of Slough Core Strategy states that development proposals shall respect and respond to their surroundings and avoid and mitigate potential impact onto neighbouring properties.
- 11.2 The proposed two storey rear extension to No. 18 Willoughby Road, by

reason of its width and depth, would breach a 45 degree sightline taken from the rear habitable window at No. 14 Willoughby Road and therefore this element of the proposal is considered to result in loss of light, outlook and increased sense of enclosure upon the amenities of No. 14 Willoughby Road.

- 11.3 The proposed dwellings to the rear of the site would be sited hard against the boundary with Nos. 12 and 20 Willoughby Road. Although the rear elevation of properties at Nos. 12 and 20 Willoughby Road would be at an oblique angle at a distance of circa 23m and therefore would not result in significant loss of privacy or overlooking; due to the siting and height of the proposed new dwelling within the rear garden, these would appear imposing and overbearing upon the rear garden of neighbouring properties resulting in harm to outlook.
- 11.4 The intensification of residential use to the rear garden of the properties at No. 14 and 18 Willoughby Road would also result on noise disturbance from the proposed areas of car parking, significantly eroding the current amenities enjoyed by the residential houses at Nos.12 and 20 Willoughby Road and Nos. 23 – 33 Elmhurst Road. As such, the intensification of the residential use and the expected associated activity in the rear garden area of the site would result in increased noise and disturbance, to the detriment of the residential amenity of the occupiers of these neighbouring properties.
- 11.5 The habitable windows of the proposed dwellings would be located less than 19m from the existing habitable windows at No. 18 Willoughby Road. Such distance falls below the required 21m distance between habitable windows considered adequate to avoid detrimental loss of privacy.
- 11.6 Given the suburban setting of the site along with the existing distances between habitable windows with neighbouring properties, it is not considered that there would be a justification to accept a closer relationship between the existing dwellinghouses and the proposed new residential units.
- 11.7 Based on the assessment above, and taking into account the objections received by neighbouring properties, the proposal is considered to significantly harm the amenities of neighbouring residential properties by reason of loss of outlook, light, increased sense of enclosure, increased noise disturbance and loss of privacy and overlooking upon the adjoining neighbouring properties. Therefore the proposal is contrary to the aims of Paragraph 17 of The NPPF; Core Policy 8 of Slough Local Plan and



Policy EN1 of Slough Local Plan.

## **12.0 Highways and Transport**

- 12.1 Core Policy 7 of Slough Core Strategy 2006 – 2026 sets out the Planning Authority's approach to the consideration of transport matters and seeks to ensure that new development is sustainable and safe for existing and future users of the highway.
- 12.2 Slough Local Plan contains the recommended levels of car and cycle parking spaces required per development. For the proposed development, there would be a requirement of No. 12 car parking spaces on the basis of 1.25 spaces per 1 bedroom flat and 1.75 spaces per 2/3 dwelling.
- 12.3 Although submitted plans show the provision of 12 car parking spaces, the layout proposed is inadequate for the proposed two car parking spaces to the front of Nos. 14 and 18 Willoughby Road.
- 12.4 Objections received from the Local Highway Authority indicate that the proposal is considered to result in inadequate access arrangements for the development given the limited access width which would result in vehicles blocking the main road when cars are entering / exiting the proposed development.
- 12.5 The lack of information regarding visibility splays and turning areas for refuse vehicles within the site also fails to address the concerns of the Highway authority regarding the inadequate access, provision for car parking for the scheme and its potential detrimental impact upon the Highway.
- 12.6 Objections have been received from neighbours regarding the potential of the proposal to result in increased car parking pressures upon Willoughby Road and the potential risk for highway users arising from poor visibility.
- 12.7 The inadequate car parking layout, including the inadequate provision of car parking spaces to the front of the existing houses which would not be capable of being accessed; along with the significant shortfall on the required width of access for the new dwellings to the rear; is considered to result in significant harm upon the highway as a result of cars parked inappropriately at Willoughby Road and vehicles blocking the free flow of the road.

- 12.8 The information submitted with the application indicate cycle parking would be provided in individual stores to the rear of each dwelling. Although no detail has been provided regarding cycle parking for the 1 x 1 bedroom flat, these matters would have been further discussed and resolved had the application been regarded as acceptable in all other respects.
- 12.9 Refuse and recycling storage is shown in the submitted plans however objections have been raised by the Council's Highway Team regarding lack of information to demonstrate that refuse vehicles would be capable of accessing and turn within the site to allow proper refuse collection.
- 12.10 The proposal has failed to provide with adequate access and visibility arrangements which would lead to detrimental impacts upon the public highway. The harm to the highway would be worsened by the inadequate car parking layout proposed which would lead to a shortfall of car parking provision for the proposed development. As such, the proposal is considered to be contrary to the provisions of Core Policy 7 of Slough Core Strategy (2006-2026).

### **13.0 Land Contamination**

- 13.1 Core Policy 8 of Slough Core Strategy Document states that development shall not "*cause contamination or deterioration in land, soil or water quality*" nor shall development occur on polluted land unless appropriate mitigation measures are employed.
- 13.2 The Council's Land Contamination Officer has been consulted and no objections were received subject to conditions.

### **14.0 Process**

- 14.1 It is the view of the Local Planning Authority that the proposed development does not improve the economic, social and environmental conditions of the area for the reasons given in this notice and it is not in accordance with the National Planning Policy Framework.

### **15.0 PART C: RECOMMENDATION**

- 15.1 Having considered the relevant policies set out above, comments from consultees and neighbours representations as well as all relevant material considerations it is recommended the application be **refused** based on the following reasons:

## 16.0 PART D: REASONS FOR REFUSAL

1. The proposed development, by reason of its subdivision of long residential rear gardens to provide houses and a flat out of Slough Town Centre; introduction of much smaller gardens in a row of properties characterised by long rear gardens and increased urbanisation of this part of Willoughby Road introducing uncharacteristic buildings and areas of hardstanding within rear gardens is considered to be inappropriate backland development, failing to create a safe and pleasant environment for existing and future occupiers. As such the proposal would fail to respect, respond or enhance the established pattern of development of the area and harm the character and appearance of the street scene, leading to overdevelopment of the site. Should this proposal be allowed, it would be difficult for the Local Planning Authority to resist similar unacceptable inappropriate backland development in this part of Willoughby Road to the overall detriment of the vicinity and pattern of development of the area. The proposal is considered to be contrary to the provisions of Paragraphs 17, 56, 58, 60, 61 and 64 of The National Planning Policy Framework (2012); Core Policies 1, 4 and 8 of Slough Core Strategy (2006-2026) and Policies H13, EN1 and EN3 of Slough Local Plan.
2. The proposed two storey rear extension to No.18 Willoughby Road, by reason of its overall width and scale would exceed 50% the width of the original dwelling, resulting in an un-neighbourly form of development which would have an overbearing impact on the adjacent property No. 14 Willoughby Road. As proposed, the two storey rear extension would appear overly dominant and out of character with the street scene when seen from the existing public realm and by reason of its depth and width would result in loss of light, outlook and increased sense of enclosure upon NO. 14 Willoughby Road. The development is thereby contrary to Paragraphs 17, 56 and 57 of the National Planning Policy Framework; Core Policy 8 of Slough Core Strategy 2006 – 2026; Policies H15, EN1 and EN2 of Slough Local Plan 2004 and Section 2.0 (Design Principles), DP1, DP3, DP6, EX12(5.7) of Slough Residential Extension Guidelines SPD Adopted January 2010.
3. The proposed development, by reason of its siting, height and intensification of residential use to the rear garden of the properties at No. 14 and 18 Willoughby Road, would result in harmful loss of outlook, a detrimental overbearing impact and increased noise disturbance to Nos. 12 and 20 Willoughby Road and Nos. 23 – 33 Elmhurst Road. The proposed new dwellings, by reason of their siting, would also result in loss of outlook, increased overlooking opportunities and loss of privacy to the current and future occupiers of No. 18 Willoughby Road. Such impacts upon the residential amenity of neighbouring occupiers are considered to be unacceptable and harmful, contrary to the aims of Paragraph 17 of The National Planning

Policy Framework (2012); Core Policy 8 of Slough Local Plan and Policy EN1 of Slough Local Plan.

4. The development fails to provide car parking in accordance with adopted Slough Borough Council standards and if permitted would lead to additional on street car parking and the likely obstruction of the highway to the detriment of highway safety and convenience, contrary to the provisions of Core Policy 7 of Slough Core Strategy 2006-2026.
5. The proposal would result in a significant shortfall in private amenity areas for the existing and proposed dwellings and alongside the potentially unsafe access arrangements and excessive areas of hardstanding within the site would provide inadequate and a poor standard of living conditions to future occupiers of these units. As such, the proposal would be contrary to the provisions of Core Policy 8 of Slough Core Strategy 2006-2026 and Policies EN1, EN2, EN3, EN5, H13, H14 and H15 of the Adopted Local Plan for Slough 2004.