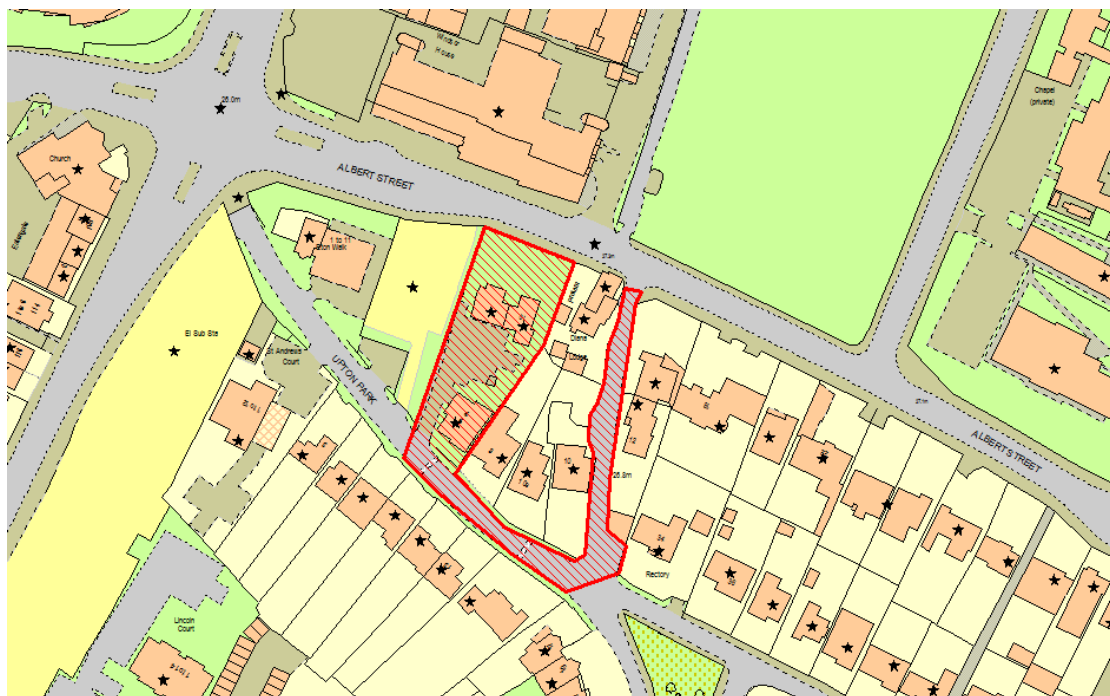


Registration Date:	04-Dec-2017	Application No:	P/00827/030
Officer:	Joney Ramirez	Ward:	Central
Applicant:	Mr. Dhillon	Application Type:	Major
		13 Week Date:	5 March 2018
Agent:	Mr. Harmeet Minhas, Landmark Group The Pillars, Slade Oak Lane, Gerrards Cross, Buckinghamshire, SL9 0QE		
Location:	10, Albert Street, Slough, SL1 2BU		
Proposal:	Outline application for the redevelopment of the site to incorporate 15 self contained units, seeking approval on access, landscaping, layout and scale (with appearance reserved).		

Recommendation: Delegate to the Planning Manager for Refusal



P/00827/030 - 10, Albert Street, Slough, SL1 2BU

1.0 SUMMARY OF RECOMMENDATION

1.1 Under the current constitution this application is being brought forward to the Planning Committee for determination since the proposal constitutes a 'Major' development.

1.2 Having considered the relevant policies set out below, the representations received from all consultees and 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:-

- The proposed block of flats by reason of its density and massing would fail to respect or respond to the established character and appearance of the area. The lack of information to support the application in the form of elevations and landscaping plans would further fail to enable the Local Planning Authority to appropriately assess the proposal regarding scale and landscaping. As a result, the proposed development is considered to result in the overdevelopment of the site due to the overbearing scale of the buildings and by introducing large areas of hardstanding, insufficient space for landscaping which would significantly harm the character and appearance of the area. The proposal is considered to be contrary to the provisions of Paragraphs 17, 56 and 57 of The National Planning Policy Framework (2012); Core Policies 1, 7, 8 and 9 of Slough Core Strategy (2006-2026) and Policies EN1, EN3 and EN5 of Slough Local Plan.
- The proposed development, by reason of its siting, scale and height would result in loss of outlook and an increased sense of enclosure that would be detrimental to the residential amenity of the occupiers of the two storey residential properties located at Diana Lodge and Protem. The proposal would also result in increased overlooking and the consequent loss of privacy in respect of the residential occupiers of Nos. 4 and 6 Upton Park. Such an impact upon the residential amenity of the neighbouring occupiers is 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.
- The proposed development, by reason of inadequate car and cycle parking provision and details regarding the proposed

basement car park would lead to an increase in overspill car parking upon the neighbouring roads, to the detriment of the highway network, contrary to Core Policy 7 of Slough Core Strategy 2006-2026.

- The proposed development has failed to demonstrate, to the satisfaction of the Local Planning Authority that the development would: 1) provide with an appropriate level of affordable housing contribution and infrastructure payments towards education as required by Policies 4 and 10 of Slough Core Strategy 2006-2026 and Slough Developer's Guide; 2) be capable of appropriately addressing the historical significance of nearby Heritage Assets as required by Paragraph 128 of the NPPF and Core Policy 9 of Slough Core Strategy 2006-2026; 3) not result in harm of nearby trees under Tree Protection Order or provide with adequate levels of landscaping which would contribute to the visual amenity of the area as required by Core Policy 8 of Slough Core Strategy (2006-2026) and Policies EN1 and EN3 of Slough Local Plan (2004); 4) not result in significant loss of light and impact upon residential amenity for the occupiers of neighbouring properties as required by Core Policy 8 of Slough Core Strategy (2006-2026); 5) be capable of providing with appropriate and feasible Sustainable urban Drainage solutions to address the challenges of climate change as required by Paragraph 103 of the NPPF (2012) and Core Policy 8 of Slough Core Strategy (2006-2026) or 6) be capable of providing with feasible and appropriate basement car park solutions to avoid harm to the character of the area as well as upon the highway network as required by Core Policies 7 and 8 of Slough Core Strategy (2006-2026).

PART A: BACKGROUND

2.0 Proposal

- 2.1 The current is an outline planning permission regarding access, scale, landscaping and layout (with appearance reserved) for the demolition of two existing semi-detached buildings used as Houses in Multiple Occupation (HMO's) and the erection of a block of flats to accommodate 15 residential units (11 x 1 bed and 4 x 2 bed flats).
- 2.2 Submitted plans indicate that the proposed building would be sited circa 2.7m from the east boundary towards the rear elevation of Diana Lodge and Proteem and circa 8.5m from the rear elevation of these properties; set 3.0m from the west boundary and circa 10.0m from Albert Street to the north, which is the front of the site. There would be a distance of circa 16m from the rear wall of the existing flats to the south at Nos. 4 and 6 Upton Park.

2.3 The proposal would retain the existing buildings located to the rear of the site at Nos. 4 and 6 Upton Park which are in use as 5 flats. Pedestrian access from Albert Street (front) and vehicular access from Upton Park (rear) would be provided. No detailed landscaping proposals have been provided.

2.4 The proposed development would provide with an underground car park to accommodate 8 car parking spaces, cycle storage and motorbike parking spaces. Further 6 car parking spaces (2 of which would be disabled parking) are proposed at ground floor level. The access to the car parking areas would be from Upton Park. Pedestrian access is shown in the submitted plans from Albert Street.

3.0 Application Site

3.1 Nos. 8-10 Albert Street are a pair of semi-detached, two storey buildings with a main hipped roof and front projecting two storey gable end elements. The properties are used as HMO units.

3.2 According to planning permission reference P/00827/016 (approved in 2002) the property at No. 8 Albert Street has 6 bedrooms with the potential to accommodate 14 people and property at No.10 Albert Street has 5 bedrooms with the potential to accommodate 10 people.

3.3 The site has a difference in levels from Upton Park to the south rising towards Albert Street to the north.

3.4 To the rear of the site, fronting Upton Park, there is a two storey building, Nos. 4 and 6 Upton Park, which are in use as 5 flats (3 x 2 bedroom and 2 x 1 bedroom flats) approved under permission reference P/00827/023 (approved 2006) and included the provision of 8 car parking spaces for the new flats and 8 car parking spaces for the existing properties at Nos. 8-10 Albert Street.

3.5 The area to the south of Albert Street is predominantly residential with properties around the site mainly consisting on dwellinghouses, a mixture of two storey and single storey bungalows (further east along Upton Park).

3.6 There are some purpose built blocks of flats in the vicinity of the site; to the west end of Upton Park (Eton Walk and St Andrew's Court) and flats are located immediately to the rear of nos. 8 & 10 Albert Street. Some of the terraced Victorian properties to the south east around the corner in Upton Park have been converted into flats.

3.7 Opposite the site to the north, there is a newly built commercial development. To the east are the rear garden areas of Diana Lodge and

Protem which are two storey semi-detached residential units which have small rear gardens and rear habitable windows towards the application site.

3.8 Upton Park is a private road which has not been adopted by the Local Highway Authority.

3.9 The site is located south of Slough Town Centre boundary, to the north of Upton Park / Upton Village Conservation Area and to the west and south of Upton Hospital (Grade II Listed Building) and St Mary's Church (Grade II Listed Building).

4.0 **Site History**

P/00827/025 Erection of a three storey block comprising of 6 x two bedroom flats and 2 x one bedroom flats, with undercroft access to associated parking and refuse storage.

Refused 25-Jul-2008

P/00827/024 Demolition of existing pair of semi-detached dwellings (used as 13 no. bed-sits) and erection of 9no. two bedroom flats with associated parking, cycle, bin storage and earthworks

Refused 13-Nov-2007

P/00827/023 Alterations to the parking layout for the existing residential units and amendments to planning permission p/827/19 (dated 8/2/05) to convert garage and car port into 1 no. one bedroom flat; construction of refuse and bicycle enclosure.

Approved with Conditions; Informatives 21-Nov-2006

P/00827/022 Amendments to planning permission p/00827/019 (dated 08/02/05) to convert garage and carport into 1 no one bedroom flat and construction of refuse and bicycle enclosures

Refused 25-Sep-2006

P/00827/021 Use of land as a car park

Refused; Informatives 21-Jul-2006

P/00827/020 Variation of condition no. 2 of planning permission p/00827/019, dated 08/02/2005, to remove side and rear dormer window and to change approved scheme from

4no. two bedroom flats to 3no. two bedroom and 1no. one bedroom flats and other minor changes to external appearance

Approved with Conditions; Informatives 19-May-2006

P/00827/019 Erection of 4no. two bedroom flats with 6no. parking spaces

Approved with Conditions; Informatives 08-Feb-2005

P/00827/018 Erection of 4no. two bedroom flats with associated parking and vehicular access

Withdrawn (Treated As) 20-Sep-2004

P/00827/017 Erection of 6no. two bedroom flats with associated parking and vehicular access

Withdrawn (Treated As) 14-Oct-2003

P/00827/016 Change of use to provide house in multiple occupation accommodation

Approved with Conditions; Informatives 09-Aug-2002

5.0 Neighbour Notification

8, Albert Street, Slough, SL1 2BU, 13, Upton Park, Slough, SL1 2DA, 8, Upton Park, Slough, SL1 2DD, R C M S, Windsor House, Millbrook Way, Colnbrook, Slough, SL3 0HN, Teknion Europe Ltd, Windsor House, 121, Yarmouth Road, Slough, SL1 4HY, Triconex Ltd, Windsor House, Millbrook Way, Colnbrook, Slough, SL3 0HN, 10, Upton Park, Slough, SL1 2DD, 10, Albert Street, Slough, SL1 2BU, 9, Upton Park, Slough, SL1 2DA, 11, Upton Park, Slough, SL1 2DA, 12, Upton Park, Slough, SL1 2DD, 15, Upton Park, Slough, SL1 2DA, Diana Lodge, Upton Park, Slough, SL1 2DD, Flat 4, Windsor House, 33, Upton Park, Slough, SL1 2DA, Flat 5, Windsor House, 33, Upton Park, Slough, SL1 2DA, Flat 6, Windsor House, 33, Upton Park, Slough, SL1 2DA, Flat 7, Windsor House, 33, Upton Park, Slough, SL1 2DA, Flat 1, Windsor House, 33, Upton Park, Slough, SL1 2DA, Flat 2, Windsor House, 33, Upton Park, Slough, SL1 2DA, Flat 3, Windsor House, 33, Upton Park, Slough, SL1 2DA, Flat 8, Windsor House, 33, Upton Park, Slough, SL1 2DA, Flat 9, Windsor House, 33, Upton Park, Slough, SL1 2DA, Flat 10, Windsor House, 33, Upton Park, Slough, SL1 2DA, Flat 11, Windsor House, 33, Upton Park, Slough, SL1 2DA, Pro Tem, Upton Park, Slough, SL1 2DD, Flat 5, 17, Upton Park, Slough, SL1 2DA, Flat 6, 17, Upton Park, Slough,

SL1 2DA, Flat 2, 17, Upton Park, Slough, SL1 2DA, Flat 3, 17, Upton Park, Slough, SL1 2DA, Flat 4, 17, Upton Park, Slough, SL1 2DA, Bantech Ltd, Windsor House, Millbrook Way, Colnbrook, Slough, SL3 0HN, 34, Upton Park, Slough, SL1 2DE, Flat 2, 6, Upton Park, Slough, SL1 2DP, Flat 5, 6, Upton Park, Slough, SL1 2DP, Flat 4, 6, Upton Park, Slough, SL1 2DP, Flat 3, 6, Upton Park, Slough, SL1 2DP, Flat 1, 6, Upton Park, Slough, SL1 2DP, Upton Park Roads Limited, 18, Upton Park, Slough, Berkshire, SL1 2DW, 7, Upton Park, Slough, SL1 2DA, 10a, Upton Park, Slough, SL1 2DD, 12a, Upton Park, Slough, SL1 2DD, 5, Upton Park, Slough, Berkshire, SL1 2DA, 3, Upton Park, Slough, Berkshire, SL1 2DA, 98, Upton Park, Slough, Berkshire, SL2 2DA

5.1 In accordance with Article 13 of The Town and Country Planning (Development Management Procedure) (England) Order 2010, site notices were displayed at the site on 20 December 2017 and the application was advertised in The Slough Express on 22 December 2017.

5.2 Two letters of objections and one petition with objections signed by 12 neighbouring residents from 8 properties have been received in respect of the application. The main issues raised within the objection letters are summarised below:

Issue	Response
Inadequate parking provision and difficult access will lead to increased on street car parking in the immediate vicinity with potential dangerous implications for highway users and pedestrians	See assessment below under impact on Highways and Transport.
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.
Overdevelopment of the site with excessive flats in the immediate vicinity	See assessment below under 'Impact on the character and appearance of the area'.

6.0 Consultations

6.1 Transport and Highways

Objections to the proposal

“Proposal

- *The site is 10 Albert Drive, Slough, SL1 2BU.*
- *The site has a footprint of 200m² and is currently in use as an HMO (House in Multiple Occupancy).*
- *The development proposals comprise full demolition of the extant building and redevelopment to provide 15 self-contained residential dwellings.*
- *The redevelopment proposals comprise 11 No 1 bed and 4 No 2 bed dwellings.*

Vehicle Access

- *Vehicular access is proposed via Upton Park, from the south, an existing private (unadopted) access road accessed off of Albert Street.*
- *No visibility splays have been supplied for either the site access junction with Upton Park, or for the junction of Upton Park with Albert Street.*
- *From Drawing No GSB/2017/Landscape, which is the only drawing to show the proposed access road junction with Upton Court the access road is of insufficient width (sub 2.0m), though it is noted that the scale of this drawing appears to be muddled and incorrect.*
- *Per previously issued SBC comments for prior applications an access road width of minimum 4.1m is required to enable safe two-way vehicular movement.*
- *For the site access junction with Upton Park pedestrian and vehicular visibility splays must be supplied in accordance with the following guidance:*
 - *Slough Developers Guide (Part 3);*
 - *Manual for Streets;*
 - *Slough Residential Extensions Guidelines Supplementary Planning Document (RESPD Guidelines).*

Vehicle Parking

- *The Planning Statement states that the current unit has 8 extant car parking spaces. 14 car parking spaces are proposed for the redeveloped site as follows:*
 - *8 No car parking spaces at basement level;*
 - *4 No car parking spaces at ground level;*
 - *2 No disabled parking spaces at ground level.*
- *Based on Slough Borough Council’s Developers Guide Part 3 the following parking should be provided - 21 car parking spaces, calculated as follows:*
 - *11 No 1 bed at min 1.25 spaces per dwelling (spaces assumed as communal) = 14 spaces;*
 - *4 No 2 bed at min 1.75 spaces per dwelling (spaces assumed as communal) = 7 spaces.*

- *Based on Slough guidelines the proposed quantum of car parking is below standard, with a shortfall in provision of 7 car parking spaces.*
- *The car parking spaces as shown on accompanying drawings do at least depict spaces which meet SBC minimum dimension criteria (min 2.4 x 4.8m).*
- *No Swept Path Assessments have been supplied demonstrating that vehicles can enter and exit the basement car park in a forward gear.*
- *No information has been supplied regarding access to / from the basement car park, e.g. ramp gradient, and vertical clearance between ramp and roof.*
- *2 No motor cycle parking spaces are depicted, adjacent to the cycle parking store, however no information is provided regarding security for these users.*
- *Physical security for motor cycle parking in the form of rails, hoops or posts designed to provide simple locking points should be provided. If a locking rail is provided it should be set 600mm above the ground to accommodate the range of wheel sizes in use. If the rail is near a pedestrian desire line guards should be provided to prevent the rail from becoming a tripping hazard (MfS (Manual for Streets) 8.4.8).*

Pedestrian Access

- *2 pedestrian access points are shown on Drawing No GSB/2017/Landscape from Albert Street however as this drawing is incorrectly scaled the dimensions of the connecting pedestrian paths cannot be ascertained or verified as acceptable.*
- *No pedestrian access is provided to / from Upton Park.*

Cycle Parking

- *The quantum of cycle parking proposed is unclear. The Planning Application From states 14 spaces will be provided, from Drawing No GSB/10/2017/CYCLE either 10 or 20 spaces could be inferred (no quantum specified on drawing), whilst from Drawing No GSB/10/2017/Basement 8 spaces will be provided.*
- *Based on Slough Borough Council's Developers Guide Part 3 the following parking should be provided: 15 cycle parking spaces.*
- *Irrespective of which quantum is correct, the redevelopment proposals do not meet SBC minimum cycle parking guidelines.*

Refuse and Servicing

- *Drawing GSB/10/2017/REFUSE and Drawing GSB/10/2017/GROUNDF show a refuse store within the grounds of sufficient size to accommodate 3 No 1100L Euro Bins – sufficient to accommodate waste arising as stipulated within Slough Developers Guide Part 4, which states:*
 - *97 L per unit for residual waste = 1455L (2 No 1100L Euro Bins)*

- 53 L per unit for recyclable waste = 795 L (1 No 1100L Euro Bin).
- The bins shown on Drawing GSB/10/2017/REFUSE are 1280L Euro Bins which are not an SBC standard size.
- The path to / from the refuse store should be a continuous paved material rather than the stepping stone format shown in Drawing GSB/10/2017/GROUNDF to enable any residents with mobility impairments or disabilities to safely access the bin store.
- No Swept Path Assessments have been supplied for Waste storage or delivery / servicing vehicles accessing and departing the site in a forward gear.

Drainage

- Concerns were raised by SBC on 26th March 2014 in relation to a previous development proposal at this site (for a lower quantum of units – 8 units / 14 bedrooms).
- At this time the applicant stated foul drainage to be main sewer; comments from SBC at that time were that it was, however, unclear how this can be achieved.
- The applicant also proposed surface water drainage to be mains sewer; comments from SBC at that time were that this is not acceptable or practical in this location.
- At that time SBC advised that the applicant needed to provide a sustainable drainage design which will contain a 1:100 year + 30% event within the curtilage of the site, and which would result in no surface flowing below a 1:30 year event.
- The applicant is proposing the same drainage approach for foul drainage and surface water drainage in relation to this application as they previously proposed.
- SBC concerns and objections in relation to this proposed drainage methodology therefore remain.

Recommendation

- Having regard to the above comments SBC Highways and Transport would recommend a holding objection until further information is submitted. However, if you are minded to determine the application prior to receiving the required additional information, SBC Highways would wish to recommend refusal for the following reasons:

Poor access

The access serving the site is inadequate by reasons of it's / 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.

Visibility – From proposed access

The proposed access has not provided information regarding visibility; there is therefore a risk that visibility is substandard and would lead to

danger and inconvenience to people using it and to highway users in general. The development is contrary to Slough Borough Council's Core Strategy 2006-2026 Core Policy 7 and Policy T3 of the Slough Local Plan 2004.

Turning space

The applicant has not provided / 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 and Policy T3 of the Slough Local Plan 2004.

Car Parking

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.

Cycle Parking:

The development fails to provide cycle parking in accordance with adopted Slough Borough Council standards and therefore does not comply with the Council's Integrated Transport Strategy and is therefore contrary to Slough Borough Council Local Plan Policy T8.

Poor layout:

The layout as submitted is unacceptable and as such would result in an unsatisfactory form of development. The development is contrary to Slough Borough Council's Core Strategy 2006-2026 Core Policy 7.

6.2 **Thames Water**
No objections

"Waste Comments

Surface Water Drainage - With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. The contact number is 0800 009 3921. Reason - to ensure that the surface water discharge from the site shall not be detrimental to the existing sewerage system.

There are public sewers crossing or close to your development. In order to protect public sewers and to ensure that Thames Water can gain access to those sewers for future repair and maintenance, approval should be sought from Thames Water where the erection of a building or an extension to a building or underpinning work would be over the line of, or would come within 3 metres of, a public sewer. Thames Water will usually refuse such approval in respect of the construction of new buildings, but approval may be granted for extensions to existing buildings. The applicant is advised to visit thameswater.co.uk/build over

Thames Water would advise that with regard to sewerage infrastructure capacity, we would not have any objection to the above planning application.

Water Comments

Thames Water recommend the following informative be attached to this planning permission. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx. 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.

On the basis of information provided, Thames Water would advise that with regard to water infrastructure capacity, we would not have any objection to the above planning application.”

6.3 Tree Officer Objection to the proposal

“The application states there are no trees on the site, however there are several.

In the front garden both side boundaries have a line of 3no. mature purple plums aside them, on the front boundary is a maturing ash. In the rear of the property is a maturing sycamore.

These trees are not shown as retained and it is unlikely that these trees will be able to be retained as the construction of the underground parking will require the removal of much of the roots of the trees.

The trees as individuals are of low quality; the plums are significantly over mature and have a limited life expectancy. However these trees do collectively supply a good feature and it is desirable to have trees in the landscape environmentally, visually and to provide screening.

The applicant would like consideration of the proposed landscaping. I would want a landscape proposal that includes trees to mitigate the loss of trees. The proposal shows one tree. Due to the underground parking which is below the ‘front’ garden it is unclear if it is possible to grow trees

as the depth of the over cover of soil is unknown and therefore if it is deep enough to sustain trees. Accordingly I would seek further information to confirm trees could be established if so I would want more trees in this area. Without any detail of how much over cover of soil is to be used I have to assume that no trees can be planted and would object to the proposal.”

6.4 **Lead Local Flood Authority**

Lack of information - Objection to the proposal

“Without any documents we are unable to comment on any surface water drainage aspects of the application.”

6.5 **Land Contamination**

No objections.

“Initial Ground Investigation and ground gas/volatiles monitoring and risk assessment recorder elevated concentrations of volatile vapours in the deeper monitoring wells ranged between 30ppm and 296ppm. Further assessment was warranted in order to identify any special protection measures may be required.

The additional Risk Assessment of Volatile Vapours was carried out, and while no actual source of contamination was encountered under the site, the results indicated that no special precautions are deemed necessary within the proposed development design to specifically mitigate against potential risk from VOCs in groundwater. I agree with these findings, and in accordance with current best practice guidance, the site appears to be suitable for the proposed use.

Based on the above, I recommend that a Watching Brief is sufficient to address any issues arising from unexpected contamination likely to be encountered on site during development.”

6.6 **Crime Prevention Design Advisor**

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

6.7 **Environmental Protection**

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

6.8 **Environmental Quality**

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

7.0 Policy Background

7.1 National Planning Policy Framework

Core Policies - Achieving sustainable development

Chapter 4: Promoting sustainable transport

Chapter 7: Requiring good design

Chapter 8: Promoting healthy communities

Chapter 10: Meeting the challenge of Climate Change

Chapter 11: Conserving and enhancing the natural environment

Chapter 12: Conserving and enhancing the historic 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

Local Plan for Slough March 2004 policies:

- EN1 – Standard of Design
- EN3 – Landscaping Requirements
- H13 - Backland/Infill Development
- H14 - Amenity Space
- T2 - Parking Restraint
- T8 - Cycling Network and Facilities
- OCS15 – Provision of facilities in new residential developments

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 upon the Appearance and Character of the area (including Heritage Assets and Trees);
 - Quality of Accommodation (including amenity space)
 - Impact on Neighbouring Properties;
 - Transport, Highways and Parking;
 - Flood Risk & Sustainable Drainage System;
 - 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". In respect of decision taking this means inter alia approving development proposals that accord with the development plan without delay.
- 8.2 Core Policy 1 of Slough Core Strategy 2006-2026 sets out the overall spatial strategy for the Borough requiring all developments to take place within the built up area, predominately on previously developed land. The policy seeks to ensure new development appropriately relates to the scale, character and density of the surroundings.
- 8.3 Core Policy 4 (Type of Housing) of Slough Core Strategy 2006 – 2006 further indicates that:
- "...new residential development will predominantly consist of family housing and be at a density related to the character of the surrounding*

area, the accessibility of the location, and the availability of existing and proposed local services, facilities and infrastructure”.

8.4 Although the proposal would provide flats in an out of centre location, contrary to the provisions of Core Policy 4; given the sustainable location of the site, the varied land use of neighbouring sites which includes purpose built blocks of flats as well as the long term and already established use of Nos. 8-10 Albert Street as HMO's; the provision of flats in this specific location is considered acceptable subject to full compliance with other adopted planning policies. The proposal would also result in an efficient use of land as required by National and Local Policies.

9.0 Affordable Housing

9.1 The proposal seeks approval to provide 15 flats (11 x 1 bed and 4 x 2 bed) and therefore would attract affordable housing contributions of circa £42,800. No information has been submitted with the application to demonstrate this affordable housing contribution would be provided and therefore the proposal is considered to fail to provide with adequate affordable housing, contrary to the provision of Core Policies 3 and 4 of Slough Core Strategy 2006-2026.

10.0 Design and Impact on Appearance and Character of the Area (including Heritage Assets and Trees)

10.1 The National Planning Policy Framework (NPPF) within Point 17 (Core Principles) states that planning should always seek to secure high quality of design and a good standard of amenity for all existing and future occupants of land and buildings.

10.2 In design terms, this outline application seeks approval regarding the scale and landscaping of the development with appearance reserved.

10.3 The Planning Practice Guidance indicates that the following elements should be assessed when seeking approval based on scale, layout and landscaping of the development:

- *“Scale – the height, width and length of each building proposed within the development in relation to its surroundings*
- *Layout – the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development.*
- *Landscaping – the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated.”*

- 10.4 Core Policy 8 of Slough Local Development Plan, Core Strategy (2006 – 2026) (adopted 2008) states that all development must respect and respond to its location and surroundings.
- 10.5 Core Policy 9 (Natural and Built Environment) seeks to protect and enhance the natural and built environment of the Borough, including but not limited to Conservation Areas and Listed Buildings as well as locally designated assets and natural habitats.
- 10.6 Policy EN1 of the adopted Local Plan requires that development proposals “*reflect a high standard of design and must be compatible with and/or improve their surroundings in terms of: scale, height, massing, bulk, layout, siting, building form and design, architectural style, materials, access points and servicing, visual impact, relationship to nearby properties, relationship to mature trees, and relationship to water courses.*”
- 10.7 Submitted plans indicate that the proposed development would be sited circa 3.0m from the west boundary of the site; 2.4m from the east boundary and 10.0m from the north boundary. A distance of 16m would be provided from the rear elevation of the flats at Nos. 4 and 6 Upton Park. The proposed building would have two wings with a rear projecting element and plans have been provided for basement, ground, first and second floors.
- 10.8 Although information has been provided regarding the siting, width and length of the proposed building, no details regarding the height of the building has been provided. The lack of this information hinders the assessment of the proposal regarding its scale and potential impacts upon the character and appearance of the street scene and neighbouring Heritage Assets.
- 10.9 The site has different levels which rise from Upton Park to the south to Albert Street at the north. No cross sections or any details regarding the corresponding topography of the site have been provided with the proposal and the submitted plans do not make reference or acknowledge this change in levels. As such, it has not been demonstrated to the satisfaction of the Local Planning Authority that the proposed siting, layout or proposed basement is feasible and capable of being accommodated appropriately and reasonably within the site.
- 10.10 The proposed siting from the side boundaries would generally be in line with the gaps between buildings in this section of Albert Street however,

taking into account that the submitted drawings seem to indicate that the building would be a minimum of three storeys height, the cumulative impact of the minimal distance from the side boundaries along with the lack of information regarding the proposed massing would potentially result in a detrimental impact upon the character and appearance of the streetscene.

- 10.11 Core Policy 8 of Slough Core Strategy 2006-2026 require all development proposals to provide with high quality, sustainable designs that respect the location and its surroundings. Table 1 of Core Policy 4 contains indicative density ranges for residential development classified in 3 groups: Town Centre, Urban areas and Suburban areas.
- 10.12 Densities for sites in a suburban location such as the application site should provide between 37 — 55 dwellings per hectare in order to be considered appropriate in scale to its surroundings. The actual density that will be permitted on an individual site will be dependent upon the overall strategy for that location and upon achieving a high standard of design which creates attractive living conditions.
- 10.13 The site area is circa 0.14 Ha and the proposal would result in a total provision of 20 flats (5 existing flats to the rear of the site and 15 proposed new flats). As such, the density of the overall site would reach 143 dwellings per hectare.
- 10.14 A density of 143 dwellings per hectare would not only significantly exceed the density defined on Table 1 of Core Policy 4 but would also exceed the density of neighbouring residential (flatted) developments. Such density is an indicator that the site is being overdeveloped and would fail to respond, respect or enhance the suburban character and appearance of the area and the streetscene.
- 10.15 In addition, the provision of large areas of hardstanding, the provision of car parking spaces and the lack of information to demonstrate the proposal would be capable of providing meaningful landscaping supports the argument that the site is being overdeveloped. This view is reiterated in a number of the objections that have been received from the occupiers of neighbouring properties, which have similarly raised concerns regarding the overdevelopment of the site.
- 10.16 Based on the assessment above, it has not been demonstrated to the satisfaction of the Local Planning Authority that the proposed scale of the building, taking into consideration the different levels upon which the site is located, would have an acceptable impact upon the character and appearance of the streetscene. Given its proposed scale and density

which would significantly exceed policy requirements as well as be out of keeping with the established density of the area, the proposal is also considered to result in overdevelopment of the site. As such the proposal is contrary to the provisions of Paragraph 17 and 56 of The National Planning Policy Framework (2012); Core Policies 8 and 9 of Slough Core Strategy (2006-2026) and Policies EN1 of Slough Local Plan.

10.17 Impact upon nearby Heritage Assets

10.18 The site is in close proximity to the setting of two Grade II Listed Buildings (St Marys Church and Upton Hospital) as well as less than 100m from Upton Park/Upton Village Conservation Area. In line with Paragraph 128 of the NPPF (2012), applicants need to describe the significance of any Heritage Assets affected and provide with an assessment proportionate to the significance of the Heritage Assets to be affected.

10.19 The proposal has failed to assess or take into consideration the closeness of the site to nearby Heritage Assets and its potential impact upon the historical and architectural significance of these sites, hence the application has failed to demonstrate that the proposal would not have any significant detrimental impact onto neighbouring Heritage Assets, contrary to the goals of Paragraph 128 of the NPPF and Core Policy 9 of Slough Core Strategy 2006-2026.

10.20 Landscaping and Impact on Trees

10.21 Policy EN3 of the adopted Local Plan indicates 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.”*

10.22 This outline application includes approval for landscaping matters however no detailed landscaping plans have been provided. A site visit and comments received from the Tree Officer reveal that there are several trees within the site at the moment which, although not particularly valuable as individual specimens, add visual amenity to the area. It is considered that that the visual amenity of the area should be preserved or improved for the impact of the development to be regarded as acceptable in visual amenity terms.

10.23 Submitted plans show the provision of a communal landscaped area to the front of the site with the potential of providing one centrally located

tree and some shrubs.

- 10.24 At least 5 mature trees would be lost as a result of the submitted development and minimal landscaping and trees would be provided with the proposal when compared to the existing situation.
- 10.25 Objections from the Tree Officer have been received, in particular highlighting that no detail has been provided with the application to demonstrate that the proposed tree to the front of the site would be capable of growing given that the proposal incorporates the provision of a basement car park.
- 10.26 It is further relevant to acknowledge that the site would require access from Upton Park to the east and south. There are TPO trees at the corner of No. 10 Upton Park and to the south of Nos. 1-11 Eton Walk. No consideration has been made to the existence of these TPO trees and the potential impact which construction works might have upon these TPO trees.
- 10.27 The lack of detail regarding the suitability and feasibility of providing with the proposed landscaping proposals along with the lack of detailed landscaping proposal; lack of information regarding the potential impact of construction works on nearby TPO trees as well as the significant loss of greenery and visual amenity is considered to result in significant harm to the character and appearance of the streetscene. Therefore the proposal would be contrary to the provisions of the National Planning Policy Framework, Core Policies 8 and 9 of Slough Core Strategy 2006 - 2026 and Policies EN1 and EN3 of Slough Local Plan 2004.

11.0 Quality of Accommodation and Amenity Space

- 11.1 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.
- 11.2 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.
- 11.3 The submitted layout provides with details of the sizes and locations of

the proposed flats. These appear to be stacked appropriately to minimise noise disruption between flats and complies with the required minimum space standards.

11.4 In terms of amenity space, the proposed flats would only have access to a shared communal amenity area to the front of the size with an area of circa 270sqm. Given the proximity of the site to Upton Park to the south east of the site and the provision of communal amenity area, it is considered that future occupiers of the development would have access to an appropriate level of amenity space.

11.5 As such, the proposal would be in line with the provisions of Core Policy 8 of Slough Core Strategy 2006-2026 and Policy EN1 of the Adopted Local Plan for Slough 2004 regarding proposed quality of accommodation.

12.0 Impact on Neighbouring Properties

12.1 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.

12.2 The proposed development would be located less than 8.5m from the rear elevation of the two storey residential properties at Diana Lodge and Protem, located to the east of the site. These properties have small rear gardens with a depth of circa 5m.

12.3 No detailed information regarding the height of the building has been provided with the application and therefore the scale of the building cannot be fully assessed. However submitted plans seem to indicate that the proposed development would have at least three storeys as well as a further level of basement car parking. When compared to the existing situation, the added massing and closeness of the building upon the rear garden of the neighbours to the east would result in significant loss of outlook and increased sense of enclosure, which would have a detrimental impact upon the neighbours' living conditions.

12.4 No daylight and sunlight assessment has been provided with the proposal and therefore it has not been demonstrated to the satisfaction of the Local Planning Authority that the location of the proposed development towards the west of neighbours at Diana Lodge and Protem, along with the added massing, scale and height of the proposed scheme, would not result in significant loss of light upon the rear habitable rooms and garden areas of these neighbouring sites.

- 12.5 The rear habitable windows of the flats at Nos. 4 and 6 Upton Park would be located less than 16m from habitable windows at the proposed scheme. Such distance falls below the required 21m distance between habitable windows considered adequate to avoid detrimental loss of privacy. Given the suburban setting of the site along with the existing distances between habitable windows at the site and within neighbouring properties, it is not considered that there would be a justification to accept a closer relationship between the existing flats at Nos. 4 and 6 Upton Park and the proposed block of flats.
- 12.6 The rear wall of No. 8 Upton Park is sited circa 16m from the rear elevation of the proposed development however given its oblique location regarding the proposal; it is not considered that this property would be subject to significant impacts regarding loss of outlook, overlooking or loss of privacy.
- 12.7 The proposal would not result in harm to the neighbours to the west since the only side windows at this property are be non-openable and serving non-habitable rooms. The siting of the proposed development would not significantly impinge on a 45 degree sightline from the corner of the front habitable windows of this neighbour as to warrant a reason for refusal.
- 12.8 Based on the assessment above; the detrimental loss of privacy and increased overlooking along with the lack of daylight and sunlight assessment is considered to result in unacceptable impacts upon neighbouring living conditions and therefore contrary to the aims of Paragraph 17 of the NPPF, Core Policy 8 of Slough Local Plan and Policy EN1 of Slough Local Plan.

13.0 Highways and Transport

- 13.1 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.
- 13.2 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. 21 car parking spaces on the basis of 1.25 spaces per 1 bedroom flat and 1.75 spaces per 2 bedroom flat. It is considered that the provision of No. 8 further car parking spaces would be required to serve the existing (and retained)

flats to the rear of the site at Nos. 4 and 6 Upton Park. Therefore, the overall parking requirement for the entire site would be the provision of 29 car parking spaces but only 14 car parking spaces are provided (8 underground spaces and 6 surface car parking spaces).

- 13.3 Objections received from the Local Highway Authority indicate that the proposal is considered to result in inadequate access arrangements for the development. The lack of information regarding visibility splays, turning areas, basement details and poor layout also fails to address the concerns of the Local Highway Authority which includes the significant shortfall and inadequate provision for car and cycle parking for the scheme and its potential detrimental impact upon the Highway.
- 13.4 Objections have been received from neighbours regarding the potential of the proposal to result in increased car parking pressures upon Upton Park and the potential risk for highway users arising from poor visibility which accords with the view of the Local Highway Authority.
- 13.5 This outline application seeks approval for access. As defined within the Planning Practice Guidance (PPG), matters to be covered under 'access' include: *"the accessibility to and within the site, for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes and how these fit into the surrounding access network."*
- 13.6 Following the receipt of an additional plan to address the visibility splay comments from the Local Highway Authority it is evident that the visibility splays would not change from existing at the junction of Albert Street and Upton Park. In addition, other details of visibility splays from the access road to Upton Park have also been provided and therefore these elements of the highway objection have been addressed. Submitted plans have been checked and the width of the access point is circa 4.2m wide hence addressing concerns from the Highway Authority.
- 13.7 Comments received from the agent indicate that the design of the proposed basement and access ramp can be dealt by condition. However, such an approach is not considered satisfactory as the access and ramp is fundamental to the consideration of the scheme and the design and ability to provide an acceptable form and layout of underground car parking for use by future residents.
- 13.8 Although the additional information provided by the agent partly addresses the objections of the Local Highway Authority and neighbours, the lack of detail regarding the feasibility of the proposal to

provide with the proposed basement car park (in the form of sections showing the existing and proposed gradients for the site, access details and swept paths) raises significant concerns about the potential of providing a basement in this location. The submitted plans also show a curved access to the basement which does not respond to the alignment of the main access point to the car parking area. This lack of detail along with the inadequate access arrangements add to the concerns regarding the potential overdevelopment of the site and its impact upon the highway network.

- 13.9 The site, although located towards the south of Slough Town Centre boundary, would be accessed from Upton Park, a road of suburban residential activity which has a variable width ranging from 4.1m up to 5.2m.
- 13.10 A total of No. 14 car parking spaces would be provided for the proposed flats. No car parking spaces would be provided for the existing (and retained) flats to the rear of the site at Nos. 4 and 6 Upton Park.
- 13.11 The significant shortfall of No. 15 car parking spaces to serve the proposed and existing flats on site is considered to be severe with the potential of resulting in significant harm upon the highway as a result of cars parked inappropriately at Upton Park; further limiting access to private and emergency vehicles to the properties served by this road. Such matters are not able to be resolved by way of planning condition.
- 13.12 Although details provided regarding cycle parking spaces are conflicting in terms of its quantity and accommodation, these matters would have been further discussed and resolved had the application been regarded as acceptable in all other respects.
- 13.13 Refuse and recycling storage is shown in the submitted plans and whilst the location is considered appropriate for the development, the size of the refuse storage bins would not accord with the standards adopted by the Council. The size of the refuse stores would have been further discussed and resolved had the application been regarded as acceptable in all other respects. In addition, information provided by the agent indicates that the collection of refuse bins would be managed by a future management company to ensure that collection is sited at an appropriate dragging distance.
- 13.14 The proposal has failed to demonstrate to the satisfaction of the Local Planning Authority that the proposal would be capable of accommodating an appropriate level of car and cycle parking, that the

proposed access road layout would be suitable for turning vehicles; sufficient refuse storage provision for the existing and proposed flats can be appropriately access on site and lacking details regarding the feasibility of creating an underground car park. The significant shortfall in car parking spaces is a further indicator of the overdevelopment of the site leading to car parking overspill into surrounding road to the detriment of the operation and safety of the public highway. As such, the proposal is considered to be contrary to the provisions of Core Policy 7 and 8 of Slough Core Strategy (2006-2026) and Policies T2 and T8 of Slough Local Plan (2004).

14.0 Flood Risk & Sustainable Drainage System

- 14.1 The site is on Flood Risk Area 1 which is an area at low risk of fluvial flooding. The proposal is acceptable in such flooding area.
- 14.2 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 to ensure that this would help mitigate the impacts of 'flash flooding'. Such details therefore are not capable of being dealt under planning conditions.
- 14.3 A Sustainable Drainage Strategy has not been submitted with the current application and therefore it is not possible to assess or ascertain if the proposal would be able of provide with appropriate sustainable drainage solutions. Objections from the Local Highway Authority also highlight that previous proposals for drainage for smaller residential developments on site have been found inadequate regarding the quantity of development and impact on surface water and sewerage. Therefore concerns are raised regarding the potential of providing with an acceptable SuDS provision within the site for the proposed development.

15.0 Infrastructure Contributions

- 15.1 The development would attract financial contributions for education due to the scale of the proposal. Based on the requirements contained within Slough's Developer Contributions SPD, the development would need to provide a financial contribution of circa £1,962.75.
- 15.2 No information has been submitted with the application to demonstrate this financial contribution would be provided and therefore the proposal

is considered to fail to provide with adequate infrastructure contributions, contrary to the provision of Core Policy 10 of Slough Core Strategy 2006-2026, Policy OSC15 of Slough Local Plan and Slough Developer Contributions SPD.

16.0 Land Contamination

16.1 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.

16.2 The Council’s Land Contamination Officer has been consulted and no objections were received subject to a watching brief during construction. As such, the proposal is considered acceptable on Land Contamination grounds.

17.0 Process

17.1 In dealing with this application, the Local Planning Authority has worked with the applicant in a positive and proactive manner through pre-application discussions and by requesting the additional information during the determination of the application needed to make a full assessment of the proposal. Such information, along with the main elements highlighted during the pre application stage have not been provided. 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.

18.0 PART C: RECOMMENDATION

18.1 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:

19.0 PART D: REASONS FOR REFUSAL

1. The proposed block of flats by reason of its density and massing would fail to respect or respond to the established character and appearance of the area. The lack of information to support the application in the form of elevations and landscaping plans would further fail to enable the Local Planning Authority to appropriately assess the proposal regarding scale and landscaping. As a result, the proposed development is considered to

result in the overdevelopment of the site due to the overbearing scale of the buildings and by introducing large areas of hardstanding, insufficient space for landscaping which would significantly harm the character and appearance of the area. The proposal is considered to be contrary to the provisions of Paragraphs 17, 56 and 57 of The National Planning Policy Framework (2012); Core Policies 1, 7, 8 and 9 of Slough Core Strategy (2006-2026) and Policies EN1, EN3 and EN5 of Slough Local Plan.

2. The proposed development, by reason of its siting, scale and height would result in loss of outlook and an increased sense of enclosure that would be detrimental to the residential amenity of the occupiers of the two storey residential properties located at Diana Lodge and Protem. The proposal would also result in increased overlooking and the consequent loss of privacy in respect of the residential occupiers of Nos. 4 and 6 Upton Park. Such an impact upon the residential amenity of the neighbouring occupiers is 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.
3. The proposed development, by reason of inadequate car and cycle parking provision and details regarding the proposed basement car park would lead to an increase in overspill car parking upon the neighbouring roads, to the detriment of the highway network, contrary to Core Policy 7 of Slough Core Strategy 2006-2026.
4. The proposed development has failed to demonstrate, to the satisfaction of the Local Planning Authority that the development would: 1) provide with an appropriate level of affordable housing contribution and infrastructure payments towards education as required by Policies 4 and 10 of Slough Core Strategy 2006-2026 and Slough Developer's Guide; 2) be capable of appropriately addressing the historical significance of nearby Heritage Assets as required by Paragraph 128 of the NPPF and Core Policy 9 of Slough Core Strategy 2006-2026; 3) not result in harm of nearby trees under Tree Protection Order or provide with adequate levels of landscaping which would contribute to the visual amenity of the area as required by Core Policy 8 of Slough Core Strategy (2006-2026) and Policies EN1 and EN3 of Slough Local Plan (2004); 4) not result in significant loss of light and impact upon residential amenity for the occupiers of neighbouring properties as required by Core Policy 8 of Slough Core Strategy (2006-2026); 5) be capable of providing with appropriate and feasible Sustainable urban Drainage solutions to address the challenges of climate change as required by Paragraph 103 of the NPPF (2012) and Core Policy 8 of Slough Core Strategy (2006-2026) or 6) be capable of providing with feasible and appropriate basement car park solutions to avoid harm to the character of the area as well as upon the highway network as required by Core Policies 7 and 8 of Slough Core Strategy (2006-2026).