

**ROYAL BOROUGH OF WINDSOR & MAIDENHEAD
PLANNING COMMITTEE**

WINDSOR URBAN DEVELOPMENT CONTROL PANEL

26 April 2017

Item: 1

Application No.:	17/00235/FULL
Location:	Royal Borough of Windsor And Maidenhead Council York House 41 Sheet Street Windsor SL4 1DD
Proposal:	Refurbishment of existing York House office building to include an additional storey of office accommodation, replacement windows over cladding of brickwork and associated public realm works.
Applicant:	Royal Borough of Windsor And Maidenhead
Agent:	Mr Mark Baines
Parish/Ward:	Windsor Unparished/Castle Without Ward

If you have a question about this report, please contact: April Waterman on 01628 682905 or at april.waterman@rbwm.gov.uk

1. SUMMARY

- 1.1 This scheme proposes the addition of a third storey of office accommodation to replace the pitched roof of a remodelled and facelifted modern municipal office building, with alterations to car parking and hard and soft landscaping. The scheme has been amended during the course of its consideration, in terms of the design of all main elevations, and the detail and materials of hard and soft landscaping, to address concerns over its impact on the character and appearance of the historic core of the Town, and the effect on the amenity of occupiers of nearby residences. The additional storey of office space would cover a significant part of the footprint of the existing structure, although it would be set back from its facades, changing the general form of the building from a two storey structure with a collection of pitched roofs to a flat roofed arrangement, albeit with the same overall height.
- 1.2 It is considered that the scheme would provide attractive, accessible and up-to-date office working space, would have a positive impact on the heritage and biodiversity value of the area, would have no adverse impact on highway safety, would have an acceptable impact on neighbouring residential amenity, and would comprise sustainable development in all other respects. Appropriate cycle parking for staff and visitors would be provided within the site, and refuse storage and other servicing arrangements would be maintained.

It is recommended that the Panel grants planning permission with the conditions listed in Section 10 of this report.

2. REASON FOR PANEL DETERMINATION

- The Council's Constitution does not give the Head of Planning delegated powers to determine the application in the way recommended; as the application site is in the Council's ownership, and the Council is the applicant, such decisions can only be made by the Panel.

3. DESCRIPTION OF THE SITE AND ITS SURROUNDINGS

- 3.1 This irregular 0.38 ha site has a frontage onto Sheet Street, with the access into its rear and subterranean car parks on its southern edge. An access route to the Regent Court development runs along its northern side and to the east (rear) the application building abuts an open space which has a number of mature trees, separating the site from the edge of the Long Walk, which is part of the Grade I Historic Park and Garden. The site expands southwards at its eastern end, to include an area of land used for surface car parking, overlooked by the rear elevations of two-storey residential properties fronting Brook Street, with a narrow lane linking the back of the end

property on Brook Street with this part of the site. The land drops gradually southwards and eastwards from Sheet Street to the parking and green areas to the rear of the site.

- 3.2 The existing brick and tiled two-storey-and-roof Council building, which largely fills the main part of the site on the ground floor, was constructed in the early 1980s and was extended in the late 1990s. From Sheet Street the building is read as two parts, joined slightly off-centre by a lower and recessed entrance lobby. It accommodates a number of RBWM departments as well as providing meeting and one-stop Council facilities for Windsor residents and businesses. A number of flights of steps and ramps provide pedestrian access from Sheet Street up to the building entrance and down to the underground parking area, which is available for public use outside office hours.
- 3.3 Sheet Street is known to have formed one of the routes leading south from the Castle since early medieval times, and is currently a principal thoroughfare for the town. It is closed to traffic periodically to allow for the progress of the guard from the Victoria Barracks (opposite the site) to and from the castle, but for the most part it is a wide, busy street used by bus services, with footways on both sides and on street parking (permit-regulated) on the eastern side. Buildings on the eastern side are of mixed age, with a terrace of Grade II Listed early 19th Century three storey houses (York Terrace) to the south of the site, a modern three-floor development of gable-fronted offices and flats to the north of the site (Parkside House and Regent Court), and the solid block of the modern Victoria Barracks, with its high brick perimeter wall, on the back edge of the footway on the western side of the road. Further up and down the street are found other historic and modern buildings, mainly of three storeys, and aligned with the street, including the Grade II* Hadleigh House and the irregularly-articulated Thames Court flats.

4. DESCRIPTION OF THE PROPOSAL AND ANY RELEVANT PLANNING HISTORY

Application Reference	Description	Decision and Date
78/407761	New offices	Permitted
79/409162	New offices.	Permitted
97/75337/REG3	Two storey rear extension (675 sqm of additional office accommodation) with car park	Permitted 12.05.1997
97/76196/FULL	Single storey extension to reception and glass covered walkway	Permitted 19.11.1997
17/00595/FULL	Refurbishment of York House including a single storey extension, replacement windows, over-cladding of brickwork and a new build 3 storey extension and associated public realm works.	Withdrawn 10.04.2017

- 4.1 Planning permission is sought for the re-working of the office building, to change its ground and first floor configuration (including some areas of demolition and rebuilding) and to replace the pitched roof spaces above partly with a further floor of office space (the majority of the footprint) and partly with flat 'green roofing'. This would create an additional 765 sq.m of B1(a) office space, in addition to the existing 2177 sq.m.
- 4.2 During the course of the planning application procedure, revised drawings have been solicited and received relating to the design of the proposals. These revisions include the omission of GRC framework elements originally shown as being applied to the exterior of the structure, to emulate the pilasters, plat band and cornice of the front elevation of York Terrace. Instead relief on the new cladding walls would be provided by raised elements of the cladding material itself, following the same idea of a framework to announce the tall fenestration proposed. Revised details are also shown for the walling of the new top floor extension (in metal cladding and some fenestration, in lieu of all glazing) with roof lights added to provide adequate light into the structure. Simulated shadow cast images, for a variety of times during the day in mid-winter and mid-summer, have been received as requested, and additional arboricultural information has also been submitted, detailing the extent and effect of the trimming of trees on the immediate east side of the building (that will be needed to enable scaffolding to be erected for the construction works).

- 4.3 The proposal includes the installation of a lift from the undercroft parking area up through the building, and the re-allocation of 5 car spaces as disabled parking provision. A yew tree and retaining wall around it within the surface parking area are proposed to be removed, together with a small single storey outshot at the southern end of the rear wing of the existing building, to be replaced by re-aligned and new car parking spaces and a new tree located to soften the view from Sheet Street into the parking area. These changes will result in a reduction in the total number of car parking spaces on the site from 98 to 97. Cycle parking provision is proposed to be increased at the front of the building, and again revised drawings showing a corrected spacing for the cycle loops have been submitted.
- 4.4 Permission is also sought for changes to the principal public entrance to the building, including a new foyer, together with realigned and resurfaced steps, ramp, space for tree planting and flagpole location. The revised plans now submitted include requested changes to these features.
- 4.5 A revised Design and Access Statement for the scheme, to reflect the amendments already detailed, is being prepared, and its receipt will be reported in the Panel Update.

5. MAIN RELEVANT LEGISLATION AND POLICIES RELEVANT TO THE DECISION

Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended)

- 5.1 Sections 16, 66 and 72 of the Act are relevant to the assessment of this proposal.

Historic England Guidance

- 5.2 The following HE guidance is also pertinent: Conservation Principles – 2008; Setting of Heritage Assets -2011; Managing Significance in Decision-taking in the Historic Environment – 2015, and Making Changes to Heritage Assets 2016.

NPPF 2012

- 5.3 Of relevance to this application are paragraphs 6 and 7 (detailing the presumption in favour of sustainable development, incorporating its three aspects: economic, social and environmental) together with the core planning principles set out in paragraph 17. The proposal is also assessed against the thematic guidance in sections 1 (Building a strong, competitive economy), 2 (Ensuring the vitality of town centres), 4 (Promoting sustainable travel), 7 (Requiring good design) 11 (Conserving and enhancing the natural environment) and 12 (Conserving and enhancing the historic environment) of the NPPF 2012.

Royal Borough Local Plan policies

- 5.4 The relevant Local Plan policies are:

Within settlement area	Heritage and townscape	Highways	Environment
E1	CA1, CA2, CA6, LB2, ARCH3, ARCH4, HG1, DG1, E10 and WTC4	T7, T8 and P4	N6 and NAP3

These policies can be found at

https://www3.rbwm.gov.uk/downloads/download/154/local_plan_documents_and_appendices

Other Local Strategies or Publications

- 5.6 Other Strategies or publications relevant to the proposal are:

- Windsor Town Centre Conservation Area Appraisal
- RBWM Parking Strategy
- RBWM Townscape Assessment

More information on these documents can be found at:

https://www3.rbwm.gov.uk/info/200414/local_development_framework/494/supplementary_planning

6. EXPLANATION OF RECOMMENDATION

6.1 The key issues for consideration are:

- i. Principle of the development, supporting the vitality and prosperity of the Town Centre;
- ii The conservation and enhancement of heritage assets, and the character and appearance of the townscape;
- iii Impact on the environment;
- iv Impact on amenity of nearby residences and
- v. Movement, highways and parking.

Principle of development

6.2 The site lies within the Windsor Town Centre Commercial Boundary. The development of the site to provide expanded business floor space complies with the purpose of policies E1 and E10, and with the guidance of the NPPF in terms of enhancing the economic well-being of the town centre. The community services provided by RBWM at the location are also of social benefit, so the enhancement of the facilities to deliver such provision also weighs in favour of the scheme with regard to NPPF advice.

Heritage asset conservation and enhancement, and impact on townscape character and appearance

6.3 The proposed development will stand within an important and busy part of the commercial core of the town, within a designated Conservation Area, and within the settings of Listed Buildings and a Grade I Historic Park and Garden. The proposal needs to be assessed against normal townscape and design criteria and, specifically, on how it would impact on the designated heritage assets. To make such judgements, it is important to identify what the character of the site's context is, the extent and nature of the setting of affected Listed Buildings, and the attributes of the Conservation Area upon which the proposed development would impact.

6.4 In line with legislative requirements and national policy advice, the proposed development application is fully detailed, and is accompanied by a comprehensive Heritage Statement for above ground assets.

6.5 The application site lies within the "Sheet Street and Park Street" character area of the Windsor Town Centre Conservation Area, and adjoins immediately the Inner Windsor Conservation Area. Sheet Street forms an ancient route in the town leading southwards from the Castle, and the survival of its alignment is important to the history of the town as a whole. Buildings along Sheet Street show diversity in age and function: office and civic buildings mix with residential and community uses, in Georgian, Victorian, and modern architecture. Along the street length there are some variations in plot width and depth, storey and overall height, form, roofscape and materials, architectural style and merit, and state of repair, although there are also some identifiable traits. Red and yellow brickwork is typical of older properties along Sheet Street, with dark roof materials (slate, metal) often forming a relatively short proportion of the overall height of a building, in flat or mansard form, or in shallow pitches recessed behind parapet walls. Buildings of three or four floors (including used attic space) are common on the eastern side of the street, and also on the western side to the north of the Barracks complex. The stark lines and blunt form of the frontage building and perimeter wall of the Barracks contrasts with (and makes more obvious) the irregularity of the current frontage of the application site building.

- 6.6 The enclosure of Sheet Street by the buildings lining it is much looser from its junction with Victoria Road southwards compared to the tightness of the definition northwards from this point. The increasing incidence of street trees, wide footways and green front gardens from York House southwards distinguishes the site as a transition point from the largely commercial “town centre” area to the more suburban residential feel of lower Sheet Street and Kings Road. The breaks in the frontage, for the accesses into Regent Court, to the site’s own car parking and to Brook Street, together with the wide gateway into the Victoria Barracks emphasise the coarser grain of development (large buildings on larger plots) in this part of the Conservation Area.
- 6.7 The special interest of this part of the Conservation Area, and of the adjoining Conservation Area, lies in the overall impression of confidence and prosperity that the combination of modern and historic structures produces in this main arrival point into the town centre. The height, scale and mass of the built form on the site and to its north are of a town centre nature – announcing the transition from residential suburb to commercial and civic uses. Typical building form varies on a theme of three identifiable storeys with a roof above, generally with road-aligning facades on or close to the back edge of the pavement. The current York House does not make an attractive or beneficial statement in this part of the Conservation Area, which otherwise generally displays a sense of pride in the quality and status of its buildings and urban form. The confused articulation and recessive entrance of the present York House both detract from the appearance of Sheet Street generally, and do not promote the site as a welcoming destination or important civic place.
- 6.8 The early 19th Century terrace of strong but elegant brick houses on Sheet Street to the south of York House is Grade II Listed. The application site is within the setting of, and is read obliquely together with this heritage asset, as it is also (although to a lesser degree) with the Listed buildings set around the junction of Victoria Road and Sheet Street. As a public building York House should be visible and assert its presence in the public realm without diminishing the setting of these designated heritage buildings. The current Council building and its foreground treatment do not achieve this, but instead tend to interfere visually with the sweep of building line and further green garden edge when looking southwards down Sheet Street. The impact of the current building on the setting of Windsor Castle itself, which represents the dominant vista-terminus in views northward along Sheet Street, is also disappointing.
- 6.9 The scheme shows alterations to the front, rear and flank elevations of the building to square off and make more regular the plan and elevation forms of the office building, losing diagonal or sloping roof planes, projections and recesses, simplifying the fenestration of the main facades and pedestrian routes at the front of the building. With the amendments to the design of the proposed development works, the application scheme makes a positive, confident and more refined impact on the settings of all heritage assets, and generally on the character and appearance to this part of the town.
- 6.10 To the east of the site the Long Walk is a famous part of the Grade I Historic Park and Garden of the Windsor Estate, Windsor Great Park. With few interruptions the edges of the northern part of this route are baffled by mature tree planting to screen the large buildings on Sheet Street from clear view. The grandeur of the vista northwards along the Long Walk, focussing on the Castle, is accentuated and indeed partly created by its green enclosure. It is considered that the proposed development might, without the existing intervening tree cover, become a brighter and more intrusive element in the visual enclosure of the Long Walk, both as a result of the lighter colour of the cladding material and in terms of light spill from new (higher level) windows. Provided that the tree screening remains, the proposed alterations to the building (cladding and replacement of pitched roof with flat roofed accommodation) are considered to be acceptable in terms of the low potential for disruption to the visual enclosure of the Long Walk.
- 6.11 The eastern boundary of the Windsor Town Centre Conservation Area is formed by the edge of the paved route of the Long Walk. The importance of the tree cover identified in the section above is equally applicable in the assessment of views into this Conservation Area from the east.
- 6.12 In all, the impact that the proposed development would have on the significance of these heritage assets is considered to be acceptable. The finer quality appearance of the re-juvenated York House would be more appropriate as a contributor to the setting of the nearby Listed Buildings. The upgrading and better articulation of its Sheet Street façade and forecourt would more

confidently present this public service building to the town, and the scale and location of the proposed development would be adequately limited on its east side to not break through the defining green edges of the Long Walk Historic Park and Garden.

- 6.13 The impact of the development on the character and appearance of the public realm is considered to be beneficial: the proposal comprises a high quality design of distinctive architecture. The proposals are considered to accord with the design requirements of the Local Plan in policies DG1 and E10, and with expected standards of quality in the NPPF.
- 6.14 The Council has, in considering this planning application, had special regard to the desirability of preserving affected Listed Buildings or their settings or any features of special architectural or historic interest which they possess, as required under Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. Furthermore, the application has been considered on the basis of the Development Plan, including Local Plan Policies DG1, CA1, CA2 and LB2 and with regard to the NPPF. Paragraph 131 of the NPPF has been considered and the new development would make a positive contribution to local character and distinctiveness. The significance of the Heritage Assets affected by the scheme has been identified, the impact of the proposals on such significance assessed, and any safeguards to secure an acceptable development set out. The Council has paid special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area, as required under Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 6.15 The scheme is considered to be acceptable in local and national planning policy terms with regard to heritage and urban design matters, namely Local Plan policies DG1, E10, CA2, LB2, ARCH3 and ARCH4, and the NPPF 2012.

Impact on the environment

- 6.16 The site hosts only a few trees, with most that are read together with the existing building being off-site, either on Sheet Street itself or within the open space to the rear (west) of the building. The application was submitted with an arboricultural survey which assessed the health, vigour and likely longevity of the vegetation on or adjoining the site. To the east of the rear wing of the development a line of category C and B trees (ash, cherry plum, sycamore) stands right next to the existing building (which is very close to the site boundary at this point). To assess whether the over-cladding and other construction operations could be carried out without damage or loss of these trees, the arboricultural information has been augmented to include a schedule of works to some of the trees, where trimming or other surgery to significant specimens is considered necessary in order to implement the development. It is considered that the development proposals can be implemented without loss of this line of trees, which are important not only for their own sake but also to the screening of the building from the Long Walk and the suggested conditions include reference to this matter. Although other specimens stand between the site and the Historic Park and Garden, these are not under the control of the applicant, and their retention may not be relied upon.
- 6.17 The loss of the Yew tree at the western end of the rear wing of the existing building is acceptable subject to its replacement by an appropriate specimen in the new tree pit location shown on the proposed site plan. New tree and other planting on the Sheet Street frontage is welcomed, and the details for this are subject of suggested conditions. The areas of green roof proposed for the development are also welcomed, as these will serve a number of purposes, including surface water management, biodiversity enrichment and enhancement of the visual quality of the area.
- 6.18 The works to the building offer the opportunity to incorporate swift boxes into the site: the suggested condition refers. The scheme would have no negative effect on wildlife or other landscaping, subject to compliance with the suggested conditions.
- 6.19 The scheme would not increase the impermeable area of the site, as the existing building footprint would be retained albeit with an additional storey.

- 6.20 The proposal includes two arrays of photovoltaic panels on flat roofed elements of the building at first floor level. Together with the green roof areas, the provision of facilities for cyclists and the principle of refurbishment and extension of the existing structure on the site (as opposed to its demolition and a new build project) the scheme is considered to incorporate a reasonable level of sustainability measures.
- 6.21 It is considered that the proposal would, with recommended safeguards in place, have an acceptable impact on the environment in terms of amenity, landscape and water resource protection and bio-diversity, in accordance with Policy E10 of the Local Plan and guidance contained within the NPPF 2012. Any comment received on the scheme from the Environmental Protection team will be included in the Panel Update.

Impact on neighbouring residential amenity

- 6.22 The overall height of the building elements on the site would be only marginally exceeded by the proposed development, but a greater amount of the built form on the site will be set at this level. The inset from the edge of the building facades helps to soften the visual impact of this change, and when viewed from ground level (in the street, or from the car park) the angle of view will mean that the additional accommodation at second floor level will not be significantly perceptible. However, not all views of the building will be from ground level: some neighbouring properties have windows at the same or slightly higher levels than those of the current first floor windows on York House. Here the planning issue is not whether a view would be obscured, but whether the additional built mass at York House would be in a position and proximity that would change unacceptably the degree of openness of aspect, and light and air reaching all levels of the existing neighbouring building. Additionally, any changes to the level of privacy currently enjoyed by residents and employees in these neighbouring buildings should be assessed.
- 6.23 To assist in this assessment the applicant has, on request, supplied diagrammatic shadow cast information showing existing and calculated proposed cast of shadow at three points during the day (09.30, 12.30 and 15.30) and on two dates (June and December). An indication of the periods over which altered levels of direct sunlight would reach the south-facing units within in Regent Court is shown on plan and axonometric drawings. These diagrams indicate that there will be additional shadow cast by the development affecting flats in Regent Court at 12.30 and 15.30 during December, but otherwise the roof shape changes on York House would not impact on nearby dwellings.
- 6.24 The initial submission included elevation drawings showing glazed curtain walling for the north facing wall of the proposed second floor office accommodation. On request this has been revised to show a solid wall (metal clad) with a limited number of windows punched into the wall where the new office level is at greatest distance from the Regent Court development, i.e. at the eastern end of the northern flank wall of York House, and in the recessed section where it faces the western end of the flats. The distance from these windows on the northern elevation to the closest part of the Regent Court building measures 17 metres. First floor north-facing windows in the existing York House are already closer to Regent Court than any new second floor windows in these recessed sections would be.
- 6.25 The scheme will have no second floor fenestration directly overlooking the gardens of properties to the south of the site with the exception of a single window next to the stairwell at the southern end of the front block. To preclude potential intrusion of privacy, this window should be finished in obscured glazing, and be non-openable (suggested condition 12 refers to this matter). Other south-facing new windows at second floor level would be set at a distance (in excess of 40 metres from the boundaries of Brook Street and York Place residences) that is considered to be sufficient to safeguard privacy. All areas of terrace at second floor level, the areas identified as green roof and the main roof (top floor) are to be inaccessible except for maintenance purposes, so no overlooking of other neighbouring properties from these areas will be possible. Again, this matter is the subject of suggested condition 12.

- 6.26 It is considered that the likely degree of change in light and aspect available to flats in Regent Court that the proposed new roof form would produce would not be significantly harmful to the reasonable enjoyment of the properties, and that the proposed development is therefore acceptable in planning terms. It is also considered that in the revised form of the development there would be no significant increase in the ability to overlook residential properties in Regent Court, Brook Street or York Place from the new office accommodation.
- 6.27 The location and operation of air conditioning and other extraction venting arrangements for the new office accommodation can be controlled by the suggested condition 5, to ensure that no disturbance or nuisance is caused to neighbouring occupiers.
- 6.28 The proposals show the re-organisation of the existing area of car parking on the south eastern part of the site to provide 23 spaces. No extension to this area is indicated. In the planning permission granted for the extension of the office building and new car park (application 97/75337 refers) condition 6 of that permission required that "No building shall be occupied until the vehicle parking spaces have been properly surfaced and provided in accordance with the approved drawing. The spaces shall thereafter be kept available for parking at all times." Further, condition 9 of the planning permission stated "No access shall be provided to the new car park hereby permitted from Brook Street except to the area defined as "Lovegrove and Eliot Land"." No further planning permissions have altered the terms of the requirements of these conditions since they were imposed on the relevant planning permission. The proposed development would make no change to the ability of residents of Brook Street to access off-site parking spaces at the rear of their property (the Lovegrove and Eliot Land cited above). The submitted Transport Statement notes "The sole vehicular access to the site is via Sheet Street, to the south of the building, via a priority junction. The site access arrangements will remain as existing" It is considered that the proposed alterations to parking space locations in this part of the site, and the continuation of current vehicular access arrangements would not result in additional noise or other disturbance, nor inconvenience in terms of out-of-hours parking, to nearby residents.

Movement, highways and parking

- 6.29 The proposed development accords with the Council's adopted parking standards for B1 (a) office uses, and revised drawings for the site layout show the corrected spacing for cycle stands in accordance with the Highways Authority's comments. As set out in these comments, restrictions to on-site and on-street parking are considered likely to deter additional staff from bringing cars to the site. Consequently it is considered that the proposed development would not have a significant impact upon traffic flows on the highway network.
- 6.30 The comments of the Strategic Transport Planner in relation to the submitted Interim Travel Plan are awaited and will be reported in the update.
- 6.31 The provision of car parking spaces for disabled users, and the installation of a lift that serves the undercroft level and all others in the proposed development are noted.
- 6.32 As noted above, there is no change proposed to the current vehicular access arrangements for the site. The alterations to the Sheet Street entrance to the building are considered to improve the convenience, security and attractiveness of this public face of the site. Suggested condition 2 requires the submission and approval of a Construction Management Plan during construction works, and with this and other safeguards under conditions 9 and 10 the scheme is considered to comply with policies DG1, E10, T7, T8 and P4 of the Local Plan, and with guidance contained within the NPPF 2012.

Other Material Considerations

7. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 7.1 The scheme would be liable for CIL but as rates for offices are set at £0 Borough wide, no payment would be required.

8. CONSULTATIONS CARRIED OUT

Comments from interested parties

43 occupiers were notified directly of the application.

Statutory notices advertising the application were posted at the site on 25th January 2017 and the application was advertised in the Maidenhead & Windsor Advertiser on 2nd February.

23 comments were received objecting to the application summarised as:

	Comment	Where in the report this is considered
1.	The additional floorspace will accommodate more staff but no additional car parking is proposed. On street parking will become more difficult for permit-holding residents (there are already too few spaces for the number of houses).	Paragraph 6.29
2.	Congestion and accidents on Sheet Street, Brook Street and the access into Regent Court will worsen.	Paragraph 6.29
3.	The surface car parking for Brook Street residents, sectioned off by the barrier, should be retained.	Paragraph 6.28
4.	The design and access statement plans incorrectly include land within the site that is actually Crown Land, used for residents' car parking.	Paragraph 4.5
5.	The car parking space calculations are wrong.	Paragraph 6.29
6.	5 car parking spaces that are rented to a commercial 3 rd party have been wrongly included in the car parking calculations.	Paragraph 6.29
7.	The provision of disabled car parking spaces is misrepresented.	Paragraph 6.29 and Panel Update
8.	The lane between the surface car park and Brook Street is too narrow to be used as a vehicular access for the site, even as an emergency route.	Paragraph 6.28
9.	The red line (site definition) incorrectly widens the route between the surface car park and Brook Street.	Paragraph 6.28
10.	Brook Street is a well used route for pedestrians to the Long Walk and additional traffic would endanger them.	Paragraph 6.28
11.	Increased traffic will worsen air pollution.	Paragraphs 6.21, 6.29 and Panel Update
12.	Construction traffic must not be allowed to use Brook Street or the Regent Court access.	Paragraph 6.32
13.	Cycle parking should be retained and increased.	Paragraph 6.29
14.	Planning application form incorrectly states no change to access	Paragraph 6.28
15.	Proposed increase in roof of building (height and bulk) is too great.	Paragraph 6.22
16.	Proposal is overdevelopment, not in keeping with the street or other properties in the area	Paragraphs 6.12, 6.13 and 6.22
17.	Development will have a negative impact on Conservation Area and Listed Buildings, dominating York Terrace	Paragraphs 6.12 and 6.13

18.	Proposed zinc cladding is entirely out of keeping	Paragraphs 6.12 and 6.13
19.	Increased height of stairwell too large and unacceptable when viewed from nearby property	Paragraph 6.22
20.	GRC elements should be omitted from the design	Paragraph 4.2
21.	Roof top apparatus will be unsightly	Paragraph 6.27
22.	Gabion walling on frontage is inappropriate to the Conservation Area (too industrial)	Paragraph 4.4
23.	Tree loss is unacceptable and landscaping proposals are insufficient	Paragraph 6.17
24.	Loss of privacy - proposal will overlook residences in Regent Court, York Terrace and Brook Street and their gardens.	Paragraphs 6.24 – 6.26
25.	Loss of daylight to Regent Court residences	Paragraphs 6.2 – 6.23 and 6.26
26.	Noise and disturbance to nearby residents during construction and from completed development	Paragraph 6.32
27.	Other offices in Windsor are being changed to residential use, so is there a demand for more office space? There are too many vacant offices already.	Paragraph 6.2
28.	Proposal is not putting “residents first” and is not “value for money”	This is not a material planning consideration.
29.	The existing offices should just be refurbished. No need to enlarge office space too (to be let out).	Paragraph 6.2
30.	The real proposal is for a new police station too	Section 4
31.	No pro-active engagement with residents prior to proposals	This is not a material consideration in the determination of the planning application.
32.	Pre-application discussions information should be available publicly	This is not a material consideration in the determination of the planning application.
33.	The Council is both the applicant and the decision-maker – the process must be transparent	Section 2

Statutory consultees

Consultee	Comment	Where in the report this is considered
Highway Authority	Site Location Sheet Street is a district distributor road that connects Windsor Town centre to Datchet and provides an alternative route between Windsor Town centre and Old Windsor via the B3021.	Paragraphs 6.28 – 6.32

Sheet Street is street lit, is subject to a 30mph speed limit and lies within a controlled parking zone; on street parking is either prohibited and enforced by double yellow lines or subject to various restrictions.

The application site is located to the east of Sheet Street where parking is prohibited along the majority of the road with the exception of a zone restricted to residential permit holders (Zone K).

The site derives an access off Sheet Street, which remains unchanged to serve the development. There is also a secondary point of access to the property via Brook Street, which also has access onto Sheet Street.

Parking Provision

The site is circa 750m from Windsor & Eton Central Station and a further 50m from Windsor & Eton Riverside Station. With reference to the Borough's current Parking Strategy (2004) the site is deemed to be within an accessible location. Presently, the building is served by 98 parking spaces; 21 surface spaces and 77 undercroft parking spaces and 2 motorcycle spaces. The development would lead to the loss of 1 car parking space.

The existing office unit has an internal gross floor area of 2,177m². The development seeks a 763m² increase in B1 (office) space, culminating in a total floor area of 2,940m². Based on the parking strategy the existing office generates a demand for 22 spaces, which the proposal increases to 29 spaces.

On-site parking control

The Transport Statement (T.S.) makes the following remarks:

'.... staff and visitors will be encouraged to travel by sustainable modes by restricting the availability of on-site car parking. The number of on-site car parking spaces will be reduced by one as part of the development proposal. The car park will continue to be managed by RBWM with only allocated members of staff having access to the on-site spaces. This will mean that additional staff and visitors will not be eligible to park their cars on-site.'

Cycle Provision

The development proposes 22 cycle parking spaces, positioned along the site frontage on Sheet Street. The separation distance between the cycle stands does not comply with the Borough's current requirement set at 1m centre to centre. This can be covered by planning condition.

The motorcycle parking provision remains unchanged.

Refuse and servicing strategy

Servicing, deliveries and refuse collection will continue to take place on Sheet Street. There are no loading restrictions across the site frontage.

Vehicle Movements / per day

The Transport Statement purports that between the am and pm peak periods the proposal could potentially generate 13 and 11 two way trips respectively. Across a 12-hour period (0700 – 1900) this could lead to 78 two way trips.

However, as the T.S. points out this assessment does not account for the restriction to car parking for the additional staff and visitors. Therefore, given the control parking restrictions in the area and within the site, the development is unlikely to lead in an increase in vehicular trips to and from the site, or for parking in the surrounding area.

	<p>Rights of Way: None Nearby</p> <p>Environmental /Travel Plan (Workplace/School/Hospital): The submission includes a Workplace Travel Plan which is being considered by the Borough's Transport Policy Officer.</p> <p>Summary</p> <p>Despite a net reduction of 1 parking space the proposal still complies with the Borough's Parking Strategy (2004). The site is within an accessible location and within easy walking distance to public transport and a number of retail and commercial units in the town centre.</p> <p>In terms of traffic generation the measures proposed ensures that the development would not have a significant impact upon traffic flows on the highway network. Therefore, if the Planning Authority is minded to approve the application the Highway Authority recommends the inclusion of the following conditions:</p> <p>Conditions</p> <p>1 No part of the development shall be occupied until vehicle parking space has been provided in accordance with the approved drawing. The space approved shall be retained for parking in association with the development.</p> <p>Reason: To ensure that the development is provided with adequate parking facilities in order to reduce the likelihood of roadside parking which could be detrimental to the free flow of traffic and to highway safety. Relevant Policies - Local Plan P4, DG1.</p> <p>2 No part of the development shall be occupied until covered and secure cycle parking facilities have been provided in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. These facilities shall thereafter be kept available for the parking of cycles in association with the development at all times.</p> <p>Reason: To ensure that the development is provided with adequate parking facilities in order to encourage the use of alternative modes of transport. Relevant Policies - Local Plan T7, DG1</p> <p>3 Prior to the commencement of any works of demolition or construction a management plan showing how demolition and construction traffic, (including cranes), materials storage, facilities for operatives and vehicle parking and manoeuvring will be accommodated during the works period shall be submitted to and approved in writing by the Local Planning Authority. The plan shall be implemented as approved and maintained for the duration of the works or as may be agreed in writing by the Local Planning Authority.</p> <p>Reason: In the interests of highway safety and the free flow of traffic. Relevant Policies - Local Plan T5.</p> <p>Informative(s) (If any)</p> <p>1 The attention of the applicant is drawn to the Berkshire Act 1986, Part II, Clause 9, which enables the Highway Authority to recover the costs of repairing damage to the footway or grass verge arising during building operations.</p>	
Transport Strategy	Comments awaited	Panel Update
Lead Local Flood Authority	The plan submitted does not alter any of the impermeable area or landscaping features therefore the Lead Local Flood Authority has no comments to make in this instance.	Paragraph 6.19

Historic England	On the basis if the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation and archaeological advisers, as relevant.	Paragraphs 6.3 – 6.15
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Other consultees

Consultee	Comment	Where in the report this is considered
Ecology	The opportunity to include biodiversity enhancements into the scheme (swift boxes and house sparrow boxes) should be taken.	Paragraph 6.18 and conditions
Trees	<p>I have no objections to the proposal. However, it is noted a Yew tree (no. 3025 on the tree survey) is to be removed. This tree is in a raised bed, but is not in the best of health, it has a thinning crown and is of low arboricultural merit. A new tree is proposed in a current area of hard standing immediately to the west. The new tree will only have a chance of establishing/thriving if the rootable volume is adequate. A detailed landscaping scheme will need to be submitted to show the removal of hardstanding and installation of soft, including a profile of the ground and the materials/medium to be used and quality standards to be employed. There will be a need for aftercare.</p> <p>A new tree is proposed at the front of the building in a reconfigured bed. There is currently a flagpole in the vicinity, which would need to be moved to enable a new tree to establish. Some consideration would also need to be given to ensure the tree roots can exploit the entire area of the bed and not the smaller immediate 'square' it is shown in.</p> <p>Tree protective fencing will need to be installed to protect the soft ground that forms the retained trees' root protection areas.</p> <p>I have no objections subject to conditions relating to: Tree protection – details to be submitted Landscaping Scheme – details to be submitted</p>	Paragraphs 6.16 and 6.17 and conditions.
Trees (additional information)	There is currently a 1m clearance to the building, so they would only need to prune back, by up to 0.5m. Other than the reduction of one large limb, the rest of the pruning is not overly significant. None of the trees would be directly lost as a result of the works, although some may look less attractive as a result. Given they are low category trees and so very close to the building, it would be unreasonable to refuse the works if notified under the CA controls, irrespective of the development application. Whilst pruning is not always desirable, the clearance to 1.5m will provide a benefit in terms of allowing a little more natural light into the building.	Paragraphs 6.16 and 6.17 and conditions
Environmental Protection	Comment awaited	Panel Update.

9. APPENDICES TO THIS REPORT

- Appendix A - Site location plan and site layout
- Appendix B - Plan and elevation drawings
- Appendix C – Shadow cast information

10. CONDITIONS RECOMMENDED FOR INCLUSION IF PERMISSION IS GRANTED

- 1 The development hereby approved shall be commenced within three years of the date of this permission.
Reason: To accord with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).
- 2 Prior to the commencement of any works of demolition or construction a management plan, showing how demolition and construction traffic, (including cranes), materials storage, facilities for operatives and vehicle parking and manoeuvring will be accommodated during the works period shall be submitted to and approved in writing by the Local Planning Authority. The plan will also include details of the phasing of the demolition and construction work, and shall be implemented as approved and maintained for the duration of the works or as may be agreed in writing by the Local Planning Authority.
Reason: In the interests of highway safety and the free flow of traffic, and of the protection of the amenity of residents in the vicinity of the site. Relevant Policies - Local Plan T5 and guidance contained within the NPPF 2012.
- 3 No development shall take place and no clearance of existing materials or vegetation on the site shall commence until the protective measures set out in a Tree Protection Plan and Arboricultural Method Statement (AMS) in accordance with the requirements of BS5837:2012,(both of which shall have been submitted to and approved in writing by the Local Planning Authority), shall have been completed in accordance with that document. The development shall be carried out in accordance with the approved AMS, and no felling or other works to any trees on or overhanging the site, or any other trees that may be affected by the development, shall be undertaken unless in accordance with the approved AMS.
Reason: To ensure the protection of important vegetation on or bordering the site which contributes to the character and appearance of the area in accordance with national and local planning policy as set out in Policies LB1, CA1, CA2, HG1, DG1, N6 and E10 of the Local Plan and guidance contained within the NPPF 2012.
- 4 No development shall commence until details (including specification, colour, texture and finish as appropriate) of the materials to be used for all external surfaces and elements of the development (including brick, mortar, bond pattern, pointing finish, cladding, render, stone, roof tile and other covering, window dressings, fenestration, doors, railings, rainwater goods and external lighting) have been submitted to and approved in writing by the Local Planning Authority. The development shall be completed in accordance with the approved details and shall be so retained for the duration of the occupation of the development.
Reason: To secure an appropriate standard of build quality and appearance, in the interests of the character and appearance of the Conservation Area, in accordance with national and local planning policy as set out in Policies CA2, E10 and DG1 of the Royal Borough of Windsor and Maidenhead Local Plan Incorporating Alterations adopted June 2003, and advice contained on the NPPF 2012.
- 5 No part of the development shall be first occupied until details of any plant, machinery or equipment to be installed anywhere on the exterior of the of the building, in relation to air conditioning, extraction, ventilation or other intake or emissions operations to serve the building or its undercroft parking, including details of location, dimensions, mechanism, appearance, housing, sound insulation and other emissions filtration and control measures and a maintenance schedule for it, shall have been submitted to and approved in writing by the Local Planning Authority. Any such plant, machinery or equipment shall be housed either within the envelope of the building as approved or be located installed and operated only in accordance with the approved details.
Reason:: To protect the amenity of nearby residents and other business occupiers and in the interests of the character and appearance of the Conservation Area. Relevant Policies - Local Plan CA2, DG1, E10, N6 and NAP3 and guidance contained within the NPPF 2012.
- 6 In relation to trees numbered 3015 to 3023 inclusive, no works of topping, lopping or felling or any other works, other than those specified on the Tree Survey Retention/Removal Plan referenced FLAC TSRRP 36-1047.01-B received at RBWM on 28th March 2017 shall be carried out, and these numbered trees shall be protected from damage during the course of the construction period for the development, in accordance with the tree protection measures

required under condition 3 above.

Reason: To ensure the protection of important vegetation on or bordering the site which contributes to the character and appearance of the area in accordance with national and local planning policy as set out in Policies DG1, N6, N7 and E10 of the Local Plan and guidance contained within the NPPF 2012.

- 7 No development shall take place and no clearance of existing materials or vegetation on the site shall commence until details of the hard and soft landscaping, and surface water drainage of the site, shall have been submitted to and approved in writing by the Local Planning Authority. The hard landscaping specification shall include the location and extent, material (colour, texture and porosity) and construction details (including underground pipework and drainage channels) of access drives, parking areas, podium surfacing, paths and other hard standing. Soft landscaping details shall include the location, size, species and planting density of new trees, shrubs, hedges, herbaceous plants and areas (including roof) to be grassed or seeded. Details of the implementation and long term maintenance of hard and soft landscaping shall be supplied, addressing the following matters:
- Drainage inspection and maintenance regime;
 - Soil preparation specification;
 - Timed programme of planting;
 - Tree pit and structural tree pit design including above and below ground tree support and watering mechanism;
 - Planting specification for all hedges, beds and grassed areas;
 - A 5 year post-planting monitoring and maintenance schedule and regime including plant protection measures and procedures for the replacement of failed or damaged plants.
- The development shall be carried out and retained in accordance with the approved landscaping and surface water drainage proposals, implementation and maintenance scheme.
- Reason: To secure an appropriate standard of landscaping and surface water management for the development in the interests of the visual amenity, biodiversity and water environment of the locality, in accordance with national and local planning policy as set out in Policies DG1, N6 and E10 of the Royal Borough of Windsor & Maidenhead Local Plan 1999 (incorporating Alterations adopted 2003) and in the NPPF 2012.
- 8 No development hereby permitted shall be commenced until details of the installation of 8 swift boxes into the proposed development have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details and so maintained thereafter.
- Reason: To secure the enhancement of the biodiversity resource in the locality, in accordance with guidance contained within the NPPF 2012.
- 9 No part of the development shall be occupied until vehicle parking space has been provided in accordance with the approved drawing. The space approved shall be retained for parking in association with the development.
- Reason: To ensure that the development is provided with adequate parking facilities in order to reduce the likelihood of roadside parking which could be detrimental to the free flow of traffic and to highway safety. Relevant Policies - Local Plan P4, DG1
- 10 No part of the development shall be first occupied until appropriate facilities for cyclists, comprising parking loops, showers and lockers, have been provided in accordance with details of their design and location which shall have been submitted to and approved in writing by the Local Planning Authority. The facilities shall be retained in the approved form for the duration of the use of the development.
- Reason: To ensure that the development is provided with adequate parking and personal facilities in order to encourage the use of unpowered modes of transport, in the interests of the sustainability of the development and its impact on the environment. Relevant Policies - DG1, E10 and T7 of the Local Plan, and guidance contained within the NPPF 2012
- 11 The development hereby permitted shall not be first occupied until green roof areas and photovoltaic panels have been installed on the site in accordance with details that shall have been submitted to and approved in writing by the Local Planning Authority. These measures shall be retained in good working order for the duration of the occupation of the development

hereby permitted.

Reason: To secure appropriate sustainability measures for the development, in the interests of the environment, in accordance with Policy E10 of the Local Plan and guidance contained within the NPPF 2012.

- 12 The south facing first and second floor window to the immediate east of the stairwell on the development hereby approved shall be finished in obscured glazing and shall be fixed closed, and shall be so retained for the duration of the occupation of the development. No areas of terrace at second floor level and no part of the main roof (top floor) and the roofs identified as 'Green Roof' shall be accessed at any time for any purpose other than for the maintenance of the building.

Reason: To ensure the protection of the private residential amenities of nearby dwellings, in accordance with national and local planning policy as set out in Policy E10 of the Local Plan and guidance contained within the NPPF 2012.

- 13 The development hereby permitted shall be carried out in accordance with the approved plans listed below.

Reason: To ensure that the development is carried out in accordance with the approved particulars and plans.

Informatives

- 1 The attention of the applicant is drawn to the Berkshire Act 1986, Part II, Clause 9, which enables the Highway Authority to recover the costs of repairing damage to the footway or grass verge arising during building operations.