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**NOTICE** 

OF

## **MEETING**



# WINDSOR URBAN DEVELOPMENT MANAGEMENT PANEL

will meet on

#### WEDNESDAY, 5TH DECEMBER, 2018

At 7.00 pm

in the

#### **COUNCIL CHAMBER - GUILDHALL WINDSOR,**

TO: MEMBERS OF THE WINDSOR URBAN DEVELOPMENT MANAGEMENT PANEL

COUNCILLORS MALCOLM ALEXANDER (CHAIRMAN), PHILLIP BICKNELL (VICE-CHAIRMAN), MICHAEL AIREY, JOHN BOWDEN, WISDOM DA COSTA, EILEEN QUICK, SAMANTHA RAYNER, SHAMSUL SHELIM AND EDWARD WILSON

#### SUBSTITUTE MEMBERS

COUNCILLORS NATASHA AIREY, CHRISTINE BATESON, MALCOLM BEER, HASHIM BHATTI, GARY MUIR, NICOLA PRYER, JACK RANKIN, WESLEY RICHARDS AND JOHN STORY

Karen Shepherd - Service Lead, Governance - Issued: 27 November 2018

Members of the Press and Public are welcome to attend Part I of this meeting. The agenda is available on the Council's web site at <a href="https://www.rbwm.gov.uk">www.rbwm.gov.uk</a> or contact the Panel Administrator <a href="https://www.rbwm.gov.uk">Wendy Binmore</a> 01628 796251

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# <u>AGENDA</u>

# <u>PART I</u>

<u>ITEM</u>	<u>SUBJECT</u>	<u>PAGE</u> <u>NO</u>
1.	APOLOGIES FOR ABSENCE	
	To receive any apologies for absence.	
2.	DECLARATIONS OF INTEREST	5 - 6
	To receive any declarations of interest.	
3.	<u>MINUTES</u>	7 - 8
	To confirm the minutes of the previous meeting.	
4.	PLANNING APPLICATIONS (DECISION)	9 - 72
	To consider the Head of Planning's report on planning applications received.	
	Full details on all planning applications (including application forms, site plans, objections received, correspondence etc.) can be found by accessing the Planning Applications Public Access Module at <a href="http://www.rbwm.gov.uk/pam/search.jsp">http://www.rbwm.gov.uk/pam/search.jsp</a>	



#### LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

In accordance with the requirements of the Local Government (Access to Information) Act

1985, each item on this report includes a list of Background Papers that have been relied

on to a material extent in the formulation of the report and recommendation.

The list of Background Papers will normally include relevant previous planning decisions, replies to formal consultations and relevant letter of representation received from local societies, and members of the public. For ease of reference, the total number of letters received from members of the public will normally be listed as a single Background Paper,

although a distinction will be made where contrary views are expressed. Any replies to consultations that are not received by the time the report goes to print will be recorded as

"Comments Awaited".

The list will not include published documents such as the Town and Country Planning Acts

and associated legislation, Department of the Environment Circulars, the Berkshire Structure Plan, Statutory Local Plans or other forms of Supplementary Planning Guidance.

as the instructions, advice and policies contained within these documents are common to

the determination of all planning applications. Any reference to any of these documents will be made as necessary under the heading "Remarks".

#### STATEMENT OF THE HUMAN RIGHTS ACT 1998

The Human Rights Act 1998 was brought into force in this country on 2nd October 2000, and it will now, subject to certain exceptions, be directly unlawful for a public authority to act in a way which is incompatible with a Convention right. In particular, Article 8 (respect

for private and family life) and Article 1 of Protocol 1 (peaceful enjoyment of property) apply to planning decisions. When a planning decision is to be made however, there is further provision that a public authority must take into account the public interest. In the vast majority of cases existing planning law has for many years demanded a balancing exercise between private rights and public interest, and therefore much of this authority's decision making will continue to take into account this balance.

The Human Rights Act will not be referred to in the Officer's report for individual applications beyond this general statement, unless there are exceptional circumstances which demand more careful and sensitive consideration of Human Rights issues.

#### **MEMBERS' GUIDE TO DECLARING INTERESTS IN MEETINGS**

#### **Disclosure at Meetings**

If a Member has not disclosed an interest in their Register of Interests, they **must make** the declaration of interest at the beginning of the meeting, or as soon as they are aware that they have a DPI or Prejudicial Interest. If a Member has already disclosed the interest in their Register of Interests they are still required to disclose this in the meeting if it relates to the matter being discussed.

A member with a DPI or Prejudicial Interest may make representations at the start of the item but must not take part in the discussion or vote at a meeting. The speaking time allocated for Members to make representations is at the discretion of the Chairman of the meeting. In order to avoid any accusations of taking part in the discussion or vote, after speaking, Members should move away from the panel table to a public area or, if they wish, leave the room. If the interest declared has not been entered on to a Members' Register of Interests, they must notify the Monitoring Officer in writing within the next 28 days following the meeting.

#### Disclosable Pecuniary Interests (DPIs) (relating to the Member or their partner) include:

- Any employment, office, trade, profession or vocation carried on for profit or gain.
- Any payment or provision of any other financial benefit made in respect of any expenses occurred in carrying out member duties or election expenses.
- Any contract under which goods and services are to be provided/works to be executed which has not been fully discharged.
- Any beneficial interest in land within the area of the relevant authority.
- Any licence to occupy land in the area of the relevant authority for a month or longer.
- Any tenancy where the landlord is the relevant authority, and the tenant is a body in which the relevant person has a beneficial interest.
- Any beneficial interest in securities of a body where:
  - a) that body has a piece of business or land in the area of the relevant authority, and
  - b) either (i) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body  $\underline{or}$  (ii) the total nominal value of the shares of any one class belonging to the relevant person exceeds one hundredth of the total issued share capital of that class.

Any Member who is unsure if their interest falls within any of the above legal definitions should seek advice from the Monitoring Officer in advance of the meeting.

A Member with a DPI should state in the meeting: 'I declare a Disclosable Pecuniary Interest in item x because xxx. As soon as we come to that item, I will leave the room/ move to the public area for the entire duration of the discussion and not take part in the vote.'

Or, if making representations on the item: 'I declare a Disclosable Pecuniary Interest in item x because xxx. As soon as we come to that item, I will make representations, then I will leave the room/ move to the public area for the entire duration of the discussion and not take part in the vote.'

#### **Prejudicial Interests**

Any interest which a reasonable, fair minded and informed member of the public would reasonably believe is so significant that it harms or impairs the Member's ability to judge the public interest in the item, i.e. a Member's decision making is influenced by their interest so that they are not able to impartially consider relevant issues.

A Member with a Prejudicial interest should state in the meeting: 'I declare a Prejudicial Interest in item x because xxx. As soon as we come to that item, I will leave the room/ move to the public area for the entire duration of the discussion and not take part in the vote.'

Or, if making representations in the item: 'I declare a Prejudicial Interest in item x because xxx. As soon as we come to that item, I will make representations, then I will leave the room/ move to the public area for the entire duration of the discussion and not take part in the vote.'

#### **Personal interests**

Any other connection or association which a member of the public may reasonably think may influence a Member when making a decision on council matters.

Members with a Personal Interest should state at the meeting: 'I wish to declare a Personal Interest in item x because xxx'. As this is a Personal Interest only, I will take part in the discussion and vote on the matter.

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#### WINDSOR URBAN DEVELOPMENT MANAGEMENT PANEL

#### WEDNESDAY, 7 NOVEMBER 2018

PRESENT: Councillors Malcolm Alexander (Chairman), Phillip Bicknell (Vice-Chairman), John Bowden, Wisdom Da Costa, Eileen Quick, Shamsul Shelim and Edward Wilson

Officers: Ashley Smith, Wendy Binmore, Lyndsay Jennings and Sian Saadeh

#### **APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors Michael Airey and Samantha Rayner.

#### **DECLARATIONS OF INTEREST**

None.

#### **MINUTES**

RESOLVED UNANIMOUSLY: That the Part I minutes of the meeting held on 10 October 2018 be approved subject to the following amendment:

That the following be added: The Panel held a minutes silence in memory of Councillor Jesse Grey.

#### PLANNING APPLICATIONS (DECISION)

presented.

18/02344\* Upgrade and renewal of existing services to the moorings including replacement of existing electric hook-up and water points, replacement of existing mooring bollards with mooring rings, upgrading of black and grey water drainage system with installation of bespoke drainage system and replacement of existing storage sheds at the Moorings, Willows Riverside Park, Windsor SL4 5TG – THE PANEL VOTED UNANIMOUSLY to refuse planning permission as the Panel felt it would amount to inappropriate development of the Green Belt and that no Very Special Circumstances had been

(The Panel was addressed Richard Endacott and Keith Hughes in objection and Jeremy D Lambe, the Agent on behalf of the applicant).

Mr Gorslar: Change of use of part ground floor and basement from A1 (Retail) to B1a (Offices) and part residential (1no. Studio Flat). Demolition of existing garages, alterations and extensions including a second floor extension and rear extensions to create 2no. 1 bed flats, 1no. 1 bed dwelling and cycle/bin store at 75 -75A Victoria Street, Windsor – THE PANEL VOTED UNANIMOUSLY to approve the application and grant planning permission with the conditions listed in Section 13 of the Main Report as per the Head of Planning's recommendations.

# **ESSENTIAL MONITORING REPORTS (MONITORING)**

All details of the Essential Monitoring Reports	were noted.
The meeting, which began at 7.00 pm, finished	d at 8.39 pm
	CHAIRMAN
	DATE

# Agenda Item 4

### ROYAL BOROUGH OF WINDSOR & MAIDENHEAD

#### Windsor Urban Panel

5th December 2018

**INDEX** 

APP = Approval

CLU = Certificate of Lawful Use

DD = Defer and Delegate

DLA = Defer Legal Agreement

PERM = Permit

PNR = Prior Approval Not Required

REF = Refusal

DD

Page No.

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WA = Would Have Approved WR = Would Have Refused

Item No. 1 18/02033/FULL Recommendation REF Application No. Page No. 11

Location: College Eton College Slough Road Eton Windsor SL4 6DJ

Proposal:

Item No.

Construction of a new school sports centre comprising a 9-court sports hall capable of offering multipurpose indoor sports, x8 squash courts, general fitness spaces, an athlete development programme space including a sprint track, dojo space, physio spaces, classrooms and offices for PE staff and students, a triple height climbing wall space, rifle range and associated plant, storage, WC and changing facilities. Construction of a new Eton Sports and Aquatics Centre comprising a 25m pool with movable floor suitable for swimming, water polo and teaching use, a 4-court sports hall capable of offering multi-purpose indoor sports and exam use, changing facilities, a spectator area at first floor level which also provides a meet-up space and refreshment point for post-match use, associated plant and storage provision, associated car and coach parking and new access track off Slough Road. Refurbishment and extension of the rackets courts building to provide a new clubroom, viewing gallery and extended changing facilities. Refurbishment of the jacks building to provide a fives clubroom and changing facilities. Refurbishment of fives courts, a new printmaking pavilion to house historic printing presses adjacent to Caxton Schools, following demolition of the existing buildings comprising the gymnasium, indoor swimming pool and the outdoor swimming pool complex (Amended Plans)

**Applicant:** Member Call-in: Expiry Date: 12 October 2018

Recommendation

18/02637/OUT

Location: 9 - 11 Imperial Road Windsor

Outline application for access, layout and scale to be considered at this stage with all other matters to be Proposal:

reserved for the construction of 2 x two bedroom dwellings, 14 apartments, associated parking and new

vehicular access following the demolition of 9-11 Imperial Road.

Applicant: Mr Collett Member Call-in: **Expiry Date:** 18 December 2018

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AGLIST

Application No.



# ROYAL BOROUGH OF WINDSOR & MAIDENHEAD PLANNING COMMITTEE

#### WINDSOR URBAN DEVELOPMENT CONTROL PANEL

5 December 2018 Item: 1

**Application** 

18/02033/FULL

No.:

**Location:** College Eton College Slough Road Eton Windsor SL4 6DJ

**Proposal:** Construction of a new school sports centre comprising a 9-court sports hall capable of

offering multipurpose indoor sports, x8 squash courts, general fitness spaces, an athlete development programme space including a sprint track, dojo space, physio spaces, classrooms and offices for PE staff and students, a triple height climbing wall

space, rifle range and associated plant, storage, WC and changing facilities. Construction of a new Eton Sports and Aquatics Centre comprising a 25m pool with movable floor suitable for swimming, water polo and teaching use, a 4-court sports hall capable of offering multi-purpose indoor sports and exam use, changing facilities, a spectator area at first floor level which also provides a meet-up space and refreshment point for post-match use, associated plant and storage provision, associated car and coach parking and new access track off Slough Road. Refurbishment and extension of the rackets courts building to provide a new clubroom, viewing gallery and extended changing facilities. Refurbishment of the jacks building to provide a fives clubroom and changing facilities. Refurbishment of fives courts, a new printmaking pavilion to house historic printing presses adjacent to Caxton Schools, following demolition of the existing buildings comprising the gymnasium, indoor swimming pool and the outdoor

swimming pool complex (Amended Plans)

**Applicant:** 

Agent: Mr John Bowles

Parish/Ward: Eton Town Council/Eton With Windsor Castle Ward

If you have a question about this report, please contact: Sian Saadeh on 01682 796164 or at sian.saadeh@rbwm.gov.uk

#### 1. SUMMARY

- 1.1 The application is for the redevelopment of the indoor sports facilities at Eton College. The proposal involves the demolition of the existing sports hall and other buildings on Common Lane to be replaced by a new indoor sports facility (SSC). The existing disused outdoor swimming pool is proposed to be redeveloped for a new indoor swimming pool and sports hall (ESAC).
- 1.2 The proposals are considered to have an acceptable impact in relation to flooding, ecology, parking and access, impact on surrounding properties, design and impact on heritage assets, subject to relevant conditions which could be imposed if permission were to be granted.
- 1.3 The proposed development is inappropriate development within the Green Belt as the new ESAC building would have a greater impact on the openness of the Green Belt than the existing development on that part of the site. The proposed would also conflict with the purposes of the Green Belt by encroaching into the countryside. A case of very special circumstances has been set out but it is not considered that the case put forward would outweigh the substantial harm that the proposal would cause. The proposal also includes the removal of a number of trees which are of a high amenity value and positively contribute to the character and appearance of the Eton Conservation Area. The loss of the existing trees is regrettable and would have less than substantial harm to the significance of the conservation area. However the proposal for replacement planting is considered to mitigate this loss and the public benefits of the scheme do outweigh the less than substantial harm to the heritage asset. Other harms to bat and badger habitats have also been identified within the scheme, but these are overcome by mitigation proposals contained within the scheme.

#### It is recommended the Panel authorises the Head of Planning:

1. To refuse planning permission because the proposed development constitutes inappropriate development in the Green Belt which is, by definition, harmful to the Green Belt. The proposed development would result in a significant impact on the openness of the Green Belt, and would result in encroachment into the countryside. The Very Special Circumstances put forward are not considered to outweigh the harm to the Green Belt by reason of its inappropriateness and the other harm identified in relation to heritage assets.

#### 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; such decisions can only be made by the Panel.

#### 3. DESCRIPTION OF THE SITE AND ITS SURROUNDINGS

- 3.1 The site is part of Eton College and covers two main areas. The first is the existing indoor sports and swimming pool building on Common Lane. This building fronts onto Common Lane and then runs north between the Fives courts and The Field. The site also includes the boundary and some of the garden to the Grade II listed Angelos boarding house on Common Lane. At the northernmost part of this section of the site is the existing Rackets building. The site also includes areas crossing Colenorton Brook where pedestrian links will be created.
- 3.2 The main other area of the site is the disused outdoor swimming pool which is to the north west of the other college buildings on Common Lane, adjacent to two small cottages. The building is currently accessed from the school site on foot and by vehicle from the continuation of Common Lane. There is a public right of way running from Slough Road across the College's playing fields and past the entrance to this part of the site.
- 3.3 The area surrounding the site is entirely used by the College as boarding houses, sports facilities, academic buildings and playing fields. The key constraints are set out below.

#### 4. KEY CONSTRAINTS

4.1 The site for the proposed new swimming pool complex lies entirely within the Green Belt and Flood Zone 3. The site for the proposed new sports hall lies within Eton Conservation Area and adjacent to the setting of listed buildings, in particular Grade II listed Angelos boarding house. The new proposed sports hall would project into the Green Belt where the footprint extends onto The Field. There are number of trees within the site, with those trees that are within the Eton Conservation Area being protected.

#### 5. DESCRIPTION OF THE PROPOSAL AND ANY RELEVANT PLANNING HISTORY

5.1 The proposal is split into two main areas with a number of access elements linking them. The site of the disused outdoor swimming pool is to be redeveloped as a new swimming pool and sports centre (ESAC). The site of the existing sports halls and the rackets building are to be redeveloped and extended to provide new indoor sports facilities (SSC).

#### **ESAC**

- 5.2 The existing outdoor swimming pool and ancillary buildings are to be demolished and redeveloped to provide a single building. The building would have a maximum height of 11.5m (excluding basement) and a footprint of approximately 2413 sq m. The building would contain the following:
  - A 25m pool with movable floor suitable for swimming, water polo and teaching use.
  - A 4-Court Sports hall capable of offering multi-purpose indoor sports and exam use

- Changing facilities
- A spectator area at first floor level which also provides a meet-up space and refreshment point for post-match use
- Associated plant and storage provision
- 5.3 A new car and coach parking area would be created to the western part of the site providing 35 car parking spaces and 4 coach parking spaces. The existing bund would be largely retained although it would be breached to create the new access and voids within boundary walls would be created to allow flood water storage improvements.

#### SSC

- 5.4 The existing indoor sports facilities on Common Lane are to be demolished and replaced with a single building with a maximum height of 15m (excluding basement) and a footprint of approximately 3531 sq m. The building would contain the following:
  - A 9-Court Sports Hall capable of offering multi-purpose indoor sports
  - 8 Squash Courts
  - General Fitness spaces
  - An Athlete Development Programme ('ADP') space including a sprint track, Dojo space, physio spaces
  - Classrooms and offices for PE staff and students
  - A Triple height climbing wall space
  - Rifle range
  - Associated plant, storage, WC and changing facilities
- 5.5 The existing Rackets Building is to be extended to provide improved changing and ancillary spaces. An external staircase and roof level addition would also provide spectators facilities for the playing fields.
- 5.6 The club room to the Fives Courts is to be upgraded within the Jack's building, which is located between the two court areas. There would be elevational alterations to the building to accommodate this. The printing presses which are currently housed in the Jack's building would be relocated to a purpose built building at the entrance to the Fives Courts. The new print building would have a footprint of 83 sq m.

#### Link elements

- 5.7 A new access road is proposed which follows a similar route to the existing public right of way from Slough Road to the existing outdoor swimming pool site. A new vehicular access onto Slough Road would be created. One of the bridges across Colenorton Brook would be renewed to allow vehicular traffic to cross it. A new bridge is also proposed across Colenorton Brook to improve pedestrian accessibility from the College to the proposed ESAC site.
- 5.8 There is extensive planning history at the site. The following cases are considered to be relevant to the determination of this application.

Reference	Description	Decision
18/02034/LBC	Consent for the demolition and	Pending decision
	replacement of the existing garage	-
	and timber boarding fencing	
	adjacent to the existing gymnasium	

#### 6. DEVELOPMENT PLAN

#### **Adopted Royal Borough Local Plan (2003)**

6.1 The main strategic planning considerations applying to the site and the associated policies are:

Issue	Adopted Local Plan Policy
Design in keeping with character and appearance	DG1
of area	
Conservation Area and Listed Buildings	CA1, CA2 and LB2
Highways	P4, T5, T7 and T8
Green Belt	GB1 and GB2
Trees	N6
Rights of Way	R14
Flooding	F1 and NAP4
Community Facilities	CF2

These policies can be found at https://www3.rbwm.gov.uk/downloads/download/154/local\_plan\_documents\_and\_appendices

#### Adopted Eton and Eton Wick Neighbourhood Plan (2016-2036)

Issue	Neighbourhood Plan Policy
Design	HD3
Basement development	HD6
Transport	TI1, TI2, TI3
Biodiversity	EN1
Flooding	EN3

These policies can be found at https://www3.rbwm.gov.uk/info/200209/planning\_policy/477/neighbourhood\_plans/2

#### 7. MATERIAL PLANNING CONSIDERATIONS

#### National Planning Policy Framework Sections (NPPF) (2018)

Section 2- Achieving sustainable development

Section 4- Decision-making

Section 8- Promoting healthy and safe communities

Section 9- Promoting Sustainable Transport

Section 12- Achieving well-designed places

Section 13- Protecting Green Belt land

Section 14- Meeting the challenge of climate change, flooding and coastal change

Section 15- Conserving and enhancing the natural environment

Section 16- Conserving and enhancing the historic environment

#### **Borough Local Plan: Submission Version**

Issue	Local Plan Policy
Design in keeping with character and appearance	SP2 and SP3
of area	SF2 and SF3
Sustainable Transport	IF2
Green Belt	SP5
Historic Environment	HE1
Flooding	NR1
Trees	NR2
Nature Conservation	NR3
Environmental Protection	EP1, EP3 and EP4
Rights of Way	IP5
Community Facilities	IF7

7.1 The NPPF sets out that decision-makers may give weight to relevant policies in emerging plans according to their stage of preparation. The Borough Local Plan Submission Document was published in June 2017. Public consultation ran from 30 June to 27 September 2017. Following this process the Council prepared a report summarising the issues raised in the representations

and setting out its response to them. This report, together with all the representations received during the representation period, the plan and its supporting documents have now been submitted to the Secretary of State for examination. The Submission Version of the Borough Local Plan does not form part of the statutory development plan for the Borough. However, by publishing and submitting the Borough Local Plan for independent examination the Council has formally confirmed its intention to adopt the submission version. As the Council considers the emerging Borough Local Plan to be sound and legally compliant, officers and Councillors should accord relevant policies and allocations significant weight in the determination of applications taking account of the extent to which there are unresolved objections to relevant policies. Therefore, the weight afforded to each policy at this stage will differ depending on the level and type of representation to that policy. This is addressed in more detail in the assessment below.

#### 7.2 This document can be found at:

https://www3.rbwm.gov.uk/info/201026/borough local plan/1351/submission/1

#### **Supplementary Planning Documents**

RBWM Interpretation of Policy F1

#### Other Local Strategies or Publications

- 7.3 Other Strategies or publications relevant to the proposal are:
  - RBWM Townscape Assessment
  - RBWM Parking Strategy
  - Eton Conservation Area Appraisal

More information on these documents can be found at:

https://www3.rbwm.gov.uk/info/200414/local\_development\_framework/494/supplementary\_planning

#### 8. CONSULTATIONS CARRIED OUT

#### **Comments from interested parties**

52 occupiers were notified directly of the application.

The planning officer posted notices advertising the application at the site on 16<sup>th</sup> July and 4<sup>th</sup> September. The application was advertised in the Maidenhead & Windsor Advertiser on 26<sup>th</sup> July.

1 letter was received supporting the application, summarised as:

Cor	Where in the report this is considered	
1.	Development is impressive in concept and design. Support significant initiative by the College.	Noted
2.	Key part of Very Special Circumstances case is commitment to local community and school use. Hope this will be kept under review and observed now and in the future.	detail below. The College has committed to review and maintain any obligations secured should permission be granted.
3.	Hope development will ease scarcity of parking when public events take place at other Eton College facilities and that such provision will be	Parking provided is to

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included in the conditions.	serve		new
	develop	omen	t
	and the	e am	ount
	of par	king	has
	been	asse	ssed
	on that	basis	S.

# Statutory consultees

Consultee	Comment	Where in the report this is considered		
Environment Agency	No objection following receipt of additional information.  Conditions recommended.	Paras 9.35-9.42		
Highway Authority	Highway No objection subject to clarifications on detail of proposed			
Historic England	No objection.	Paras 9.5-9.19		
Lead Local Flood Authority	No objection following receipt of additional information. Conditions recommended regarding surface water and drainage strategy.	Paras 9.35-9.42		
Sport England	Supports application. Recommends conditions/agreement to secure community use.	Paras 9.87-9.89		

## Consultees

		Where in the
Consultee	Comment	report this is considered
Conservation Officer	No objection subject to conditions relating to design details and historic recording.	Paras 9.5-9.19
Tree Officer	Objection to the loss of the trees adjacent to the SSC as they have high value and make an important contribution to the wider area and conservation area, and to the impact of the proposed access road on the RPAs of adjacent trees.	Paras 9.20-9.34
Ecologist	No objection subject to conditions relating to management and mitigation.	Paras 9.43-9.34
Access Advisory Forum	Support application.	Noted
Berkshire Gardens Trust	No objection as would not have any impact on historic gardens.	Noted
Thames Water	Recommend conditions in relation to foul water network, foundations, emptying of swimming pool.	Noted – conditions would be added to any grant of permission
Rights of Way Officer	No objection.	Noted
Environmental Protection	Recommended conditions in relation to contaminated land, noise, lighting and dust control.	Noted – conditions would be added to any grant of permission
Berkshire Archaeology	Recommended conditions in relation to programme of archaeological works.	Paras 9.5-9.19

#### 9. EXPLANATION OF RECOMMENDATION

- 9.1 The key issues for consideration are:
  - i Principle of development
  - ii Design and historic environment
  - iii Trees and landscaping
  - iv Flooding
  - v Ecology
  - vi Parking and access
  - vii Planning Balance and Very Special Circumstances Case

#### i Principle of Development

- 9.2 The proposal is for new facilities for the existing school use at the site. As a school, Eton College is considered a community facility. Policy CF2 of the Borough Local Plan and emerging policy IF7 of the Borough Local Plan Submission Version support the provision of new and improved facilities at existing community facilities within the Borough. Supporting information has been submitted to demonstrate that the proposed facilities are necessary for the continued success of the school as the existing indoor sports facilities are considered to be substandard and limit the development of sport as part of the curriculum and the ability of the College to continue to attract pupils. Policy CF2 also requires that adequate parking is provided and that the facilities are accessible. Parking and highways issues are discussed further below but it is considered that proposal complies with this part of policy CF2. In addition, the design of the proposed new facilities has sought to be inclusive and accessible to all. Emerging policy IF7 of the Borough Local Plan Submission Version also supports the enhancement of existing community facilities. This policy should be given significant weight in the determination of this application.
- 9.3 The site lies within the Green Belt. The proposed site for the ESAC development is entirely within the Green Belt, whilst the proposed SSC development would project into the Green Belt where it is proposed to extend onto The Field. Local Plan policies GB1 and GB2 are relevant. These policies are considered to be partially in conformity with the NPPF. The proposal would not meet any of the listed acceptable developments and would not comply with policy GB1 unless a case for Very Special Circumstances could be made. The proposal does not comply with policy GB2 as it would have a greater impact on the openness of the Green Belt. Emerging policy SP5 of the Borough Local Plan Submission Version is also relevant. Significant weight should be given to this policy at this time.
- 9.4 NPPF paragraphs 143 - 147 set out how applications for development within the Green Belt should be assessed. New buildings are regarded as inappropriate development unless they meet one of the exceptions listed in paragraph 145. The proposed SSC development would be considered to meet exception d) "the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces". The proposed ESAC development is considered to be redevelopment on previously developed land but does not meet the relevant exception q) as it would have a greater impact on the openness of the Green Belt that the existing development. Whilst the existing bund and tree screen, which would be largely retained, help to soften the visual impact on openness, it is considered that the proposal would have a greater impact than the existing. The significant increase in volume of building on site, visual impact of the proposal in views of the site and increased levels of associated activity, in particular the creation of the new access road, would result in a greater impact on the openness of the Green Belt. The proposed ESAC development is therefore inappropriate development within the Green Belt. As the two elements are part of one application, the whole proposal is therefore considered to constitute inappropriate development. NPPF Paragraph 144 sets out that substantial weight should be given to any harm to the Green Belt and paragraph 143 states that

"Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. In order to be acceptable, the proposal needs to be justified by very special circumstances which outweigh the substantial harm to the Green Belt". The very special circumstances need to also outweigh any other harm that arises from the proposal. The potential areas for other harm are assessed below. The case for very special circumstances is assessed at the end of this report as part of the planning balance.

#### ii Design and Historic Environment

9.5 Local plan policy DG1 sets out that all developments within the Borough are expected to be of a high quality design. This is supported by NPPF section 12. Local Plan policies CA1, CA2 and LB2 are also relevant as the site is partially within Eton Conservation Area and could affect the setting of listed buildings, in particular Grade II listed Angelos boarding house on Common Lane. Emerging policies SP2, SP3 and HE1 are also relevant and reinforce the requirements of the current adopted policies. Policy HD3 of the Eton and Eton Wick Neighbourhood Plan sets out design guidelines for development within Eton. These policies should be given significant weight in the determination of the application.

#### <u>SSC</u>

- 9.6 The site of the new sports centre lies within the Eton Conservation Area and close to a number of listed buildings and also unlisted heritage assets as noted in applicant's supporting Heritage Statement. This site and that of the proposed aquatic centre lie close to the Eton Registered Park and Garden and form part of the backdrop to this feature. The site is of archaeological interest and a condition could be attached to any grant of permission to cover this aspect of the proposals. The existing buildings proposed for demolition were all constructed in the 20th century and are, therefore, considered to be fairly modern. The sports hall, which is the oldest of the structures proposed for demolition, has been heavily altered and whilst its frontage does contribute positively to the appearance of the conservation area, its loss is considered acceptable. A condition could be attached to any grant of permission requiring the buildings proposed for demolition/alteration to be recorded to an agreed Historic England Level.
- 9.7 It is considered that the scheme has been sensitively developed by the architects. As such, the scale, layout and overall design approach to the new buildings is acceptable. The row of mature plane trees adjacent to the existing covered swimming pool and some of the large lime trees adjacent to the Rackets Courts are proposed to be removed. These are currently important features within the conservation area, and their loss will have a negative impact on the character and appearance of the conservation area, and as such constitutes less than substantial harm. However, provided that these are replaced with a new scheme of tree planting/landscaping that compliments the proposed buildings and that will grow to create a "soft" edge to the field, filtering views towards the new buildings then, subject to the an appropriate planning condition and on balance, the proposal could be considered acceptable providing the wider public benefit could be demonstrated. This will be considered in the planning balance. The replacement trees would be essential to ensure that the character and appearance of the conservation area and its wider setting are preserved, and indeed, enhanced in the longer term. Trees and landscaping are discussed further below.
- 9.8 The retention and upgrading of the attractive Edwardian Rackets Court building is welcomed. However, if the recommendation had been to approve then a condition would need to be attached requiring further information on the external materials, new windows/doors and dormer to ensure the high quality design that is necessary in this important location. With regards to the new Sports Hall and Squash/ADP Building, the design of the buildings is also considered acceptable. A condition would be attached to any grant of permission requiring further details of the external materials, the eaves and gutters details, windows and external doors, new plant and the glazed north and south galleries, again to ensure the final quality of the design.
- 9.9 The height of the proposed Rifle Range/Fencing Building is considered acceptable and its elevational detailing carefully considered. It is approximately 3m closer to Angelos (grade II listed) than the existing structure, and as such it is considered that it would have a minor negative impact on the setting of this listed building. This could, however, be offset by an improved

boundary treatment and additional landscaping within the garden of Angelos. A condition could be attached to any grant of permission requiring further details of the design and materials of the proposed boundary wall, the replacement garage and the landscaping in the garden of the listed building. There is a separate application for listed building consent which is not reported to the Panel as it is capable of being determined under delegated authority.

- 9.10 With regards to the Common Lane frontage, the position, varied heights and detailing of the gabled elements of the proposed buildings add interest to the frontage, breaking up their overall bulk and reflecting architectural features that already exist within the conservation area. As such the proposed buildings are considered to work well within the immediate townscape context of the conservation area. The retention of the frontage street tree is welcomed. A landscaping scheme for this area needs to be carefully developed and is discussed further below.
- 9.11 Whilst there would be no objection in principle to the proposed Printing Press building, a condition would be attached to any grant of permission requiring further details of its materials and external appearance. Further details of the modifications to the Jacks building would also be required by condition.
- 9.12 It is important that the new buildings are fully completed following demolition to safeguard the setting of the adjacent listed buildings and that of the wider conservation area. A condition would be attached to any grant of permission to secure this.

#### **ESAC**

- 9.13 The proposed swimming pool would occupy the site of the existing late 1950s outdoor swimming pool, which is noted in the conservation area appraisal as forming part of the setting of the Eton Conservation Area. The site also lies in the Green Belt and is encircled with an earth bund, which includes dense tree and shrub planting. It is currently well screened from the surrounding open spaces.
- 9.14 There are no objections to the new building in conservation or design terms, and overall, the design of the proposed structure appears well conceived. The use of a part sedum roof is also welcomed. The views analysis indicates that the proposed building, whilst larger than the existing structures will be well screened in views from nearby heritage assets, even in winter. Details of the materials for the external elevations and roof would be required by a condition attached to any grant of permission, and also details of any plant. In addition, details of the landscaping (hard and soft) schemes for the car park and newly created spaces around the building, including materials, lighting and street furniture would be required by a condition attached to any grant of permission.

#### New access off Slough Road

- 9.15 The proposed new road and pedestrian pathways lie adjacent to the conservation area, these will need to be very carefully detailed and landscaped to retain the character of space. Further information would be required by a condition attached to any grant of permission on the detailed design, materials and finishes for these features and a more detailed landscape proposal, including any lighting and signage provided for the areas concerned.
- 9.16 There are no objections to the position and general design of the new bridges, although further information is required on the materials and finish of these features would be required by condition.
- 9.17 Overall, the new sports hall and other buildings off Common Lane are considered to be a well-conceived and carefully developed scheme. The proposal would respond positively to the demands of the site in terms of its sensitive setting and impact on local heritage assets, and as such would enhance the character and appearance of the conservation area. The setting of Angelos, a grade II listed building, whilst altered, would be preserved by the inclusion of a new boundary wall and landscaping.

- 9.18 The proposed swimming pool is also considered to be a thoughtfully designed structure, which it appears would be almost entirely screened by the existing trees and vegetation on this part of the site. There are no design objections to the new vehicular and pedestrian links associated with the proposals, however, the materials and finishes for the access road, new pedestrian links and the associated landscaping, still remain to be developed.
- 9.19 Overall, it is considered that elements of the scheme would sustain and enhance the setting of local heritage asserts. However, there is a negative impact to the conservation area resulting from loss of trees, this constitutes less than substantial harm and falls to be considered in the overall planning balance. The proposals do not fully comply with the relevant policies of the development plan in this regard but are considered to be acceptable in design terms.

#### iii Trees and Landscaping

- 9.20 Local plan policy N6 sets out the requirements for development in relation to the protection of trees on and adjacent to the site. Emerging policy NR2 reinforces this policy approach and should be given significant weight in the determination this application. The trees within the Eton conservation area are protected as such.
- 9.21 22 trees are proposed to be removed across the whole development. The most significant of these are one of the horse chestnuts on the Common Lane frontage and the row of trees adjacent to the existing swimming pool and rackets building. Construction is proposed within the root protection areas of a further 31 trees, the most significant being those trees adjacent to the new access from Slough Road.
- 9.22 The assessment of the condition of the trees detailed in Appendix B of the Arboricultural Impact Assessment is broadly accepted, although it is considered that many of the trees included within the survey should have been within a higher category. This would include the line of mature London Plane and Lime Trees growing to the east of the existing swimming pool and rackets buildings. These trees are prominent and significant landscape features that provide screening and a green backdrop to The Field. No defects have been identified in these trees that would suggest that they would not (subject to routine maintenance) have a safe useful life expectancy in excess of 40 years. As noted in 4.5.6 of BS5837:2012 Trees in Relation to Design, Demolition, and Construction (BS5837) Trees of generally high quality and/or value which have a defect or defects that do not reduce their retention span below the suggested 40 year threshold, should be placed in category A, i.e. they should not be downgraded as a result of minor imperfections.
- 9.23 The line of mature London Plane and Lime Trees growing to the east of the existing swimming pool and rackets buildings should therefore be considered as A2. The A2 category includes trees and groups of trees of particular visual importance as arboricultural and/or landscape features. This principle would also apply to other trees identified in the survey as B or C category with only minor defects. As noted in 4.5.4 of BS5837 It is intended that each subcategory has equal weight such that, for example, an A1 tree has the same retention priority as an A2 tree.
- 9.24 The loss of the group of trees growing to the north west of the sports hall including T75, T76, T77 and T78 is acceptable. Whilst these trees provide some softening of the surrounding buildings they are of limited condition, scale and quality. The loss of these trees can be compensated as part of an approved landscaping scheme.
- 9.25 Due to the condition and evidence of decay in stem of the Horse Chestnut T74 on Common Lane, the loss of this tree is acceptable. However, there are concerns with the proposed works within the root protection area of T73 and detailed information to show how the proposed works would be completed within the RPA of this tree have not been included with the application. The extent of these works may have a significant detrimental impact on the future health and appearance of this tree that may result in its loss. A condition could be attached to any grant of permission to require this.

- 9.26 The loss of trees identified to be removed to the south of the site including T66, G64 T65, T69, T71 and T72, is acceptable. Whilst these form part of the backdrop to Common Lane and provide some greening and softening to the surrounding buildings, due to their form and condition there is no objection to their removal as part of an approved landscaping scheme.
- 9.27 The removal of the London Plane trees and 3 of the mature Lime trees growing to the east of existing swimming pool and Rackets is a significant concern. It is not considered that these trees could be retained due to the location and scale of the proposed building. These trees are all prominent landscape features that are visible from Slough Road and Fifteen Arch Bridge as well as from within the site. The loss of these trees would have, in the short term, a significant detrimental impact on the visual amenity of the area, this is a harm resulting from the scheme which is considered further in the planning balance.
- 9.28 6 new small leaved Lime trees are proposed in front of the new building, moved forward from the existing tree line into The Field. Another group of 4 small leaved Lime trees are proposed close the extended rackets building. The proposed replacement would need to be of a large scale to provide the maximum possible mitigation for the loss of the original trees. There is a concern that once established the proposed replacement planting would not provide a similar level of amenity for many decades.
- 9.29 The loss of the existing trees is regrettable. However, policy N2 requires the retention of existing trees "wherever practicable". It is accepted that the proposed development is required to be of the proposed size in order to meet relevant court sizes. The applicant has demonstrated that alternative forms have been considered but these would have had other consequences, such as impact on built heritage assets. Therefore, whilst the amenity value of these trees is high, it is considered that the proposal for replacement planting is acceptable provided that those trees are of a sufficient scale and quality to replicate the amenity value of the existing as soon as is practicably possible. A condition could be attached to any grant of permission requiring the submission of further landscaping details and would need to demonstrate how the proposed landscaping scheme could achieve this effect in the short term or medium term thus mitigating the impact on visual amenity of the area.
- 9.30 Only outline details for tree protection have been provided at this stage. The details for tree protection in the AIA and Appendix E of AECOM report are broadly acceptable. However a detailed arboricultural method statement would be required by condition, if permission were granted.
- 9.31 The loss of trees identified to be removed only as part of the proposed ESAC building is acceptable. This element of the development has been sited to minimise the impact on the neighbouring groups of trees in the adjacent wooded areas. The loss of these trees can be mitigated through the proposed landscaping. The remaining trees will provide important screening of the new building.
- 9.32 The route of the proposed new access road is broadly acceptable if it is constructed using a 'no dig' methodology. However, the proposed new access route is shown to be installed within the minimum root protection area of 15 individual trees and one group of trees. The Proposed Track levels build up plan still shows excavation of between 275mm and 455mm within the RPA of the retained trees. The details contained within the application at this stage indicate that there would be a presumption of no-dig within RPAs and where this is unavoidable any excavation would be by hand. Significant tree roots would be retained and an acceptable load bearing surface would be installed. It is considered that, based on the level of detail available at this stage, the proposed methodology is acceptable. A condition could be attached to any grant of permission requiring the submission of a detailed method statement prior to works being carried out and that would only be approved if considered acceptable.
- 9.33 The construction of the proposed sports hall would result in the loss of valuable and prominent trees that have a very high collective value and make an important visual contribution to the wider locality and add significantly to the character and appearance of the conservation area. There is harm resulting from the scheme as a result including less than substantial harm to heritage assets and the impact on visual amenity in the short term. However, it is considered that these

matters could be mitigated by the imposition of conditions on any grant of permission to seek further details in relation to tree protection and future landscaping. This is assessed further in the planning balance due to the conflict with development plan policy in this respect and with the emerging BLPSV.

#### iv Flooding

- 9.34 Local plan policy F1 sets out the approach to dealing with flood risk. Section 14 of the NPPF provides guidance as to how developments in areas of flood risk should be assessed. Neighbourhood Plan policy EN3 sets out that development should not increase maximum flood levels within adjoining properties. Emerging policy NR1 of the Borough Local Plan Submission Version is also relevant but should only be given limited weight due to the level and nature of objections raised to it.
- 9.35 The site lies in flood zone 3. Based on the RBWM Strategic Flood Risk Assessment 2017, the ESAC site is in flood zone 3a and the SSC site is in flood zone 3b. The proposed development is for an educational establishment and is therefore considered to be a 'more vulnerable' use as defined in the Planning Practice Guidance flood risk vulnerability classification. A sequential test is required for 'more vulnerable' development within flood zone 3a to demonstrate that it is appropriate in this location. A sequential test has been provided in support of the application. As the proposal is for facilities needed by the College, it is accepted that any site would have to be on or close to the main campus so that the facilities can be accessed for lessons held throughout the school day. The sequential test has looked at sites within a 15 minute walking distance of the College. A list of potential alternative sites has been produced but the majority of these also fall within flood zone 3 and so are not sequentially preferable. A single site has been identified which has a lower flood risk than the proposed development. However, this site includes Grade I and II listed buildings and so would not be brought forward for this development. It is agreed that there are no sequentially preferable sites within the relevant search area. The ESAC site meets the sequential test and the exceptions test is required.
- 9.36 An exceptions test has also been carried out. The proposed development would result in benefits to the community, including community use of the proposed facilities. The development would also result in wider sustainability benefits, including ecological and biodiversity enhancements, increased flood storage capacity and a reduction in impermeable areas. The proposed development is considered to meet the exceptions test and is therefore acceptable in this location. A site-specific Flood Risk Assessment has been submitted and demonstrates that the development will be safe for its lifetime, does not increase flood risk and reduces flood risk overall.
- 9.37 The proposed development within flood zone 3b (functional floodplain) would be the replacement of the existing sports facilities in the SSC development. The NPPF would not normally allow for development within the functional floodplain unless it was essential infrastructure and the exceptions test was passed. The proposal would be a replacement of the same existing use and would not therefore introduce a use of a different vulnerability at the site, it remains within the 'more vulnerable' classification. Furthermore, it has been demonstrated that there would be an overall improvement in flood plain storage capacity as a result of the proposed development. The ESAC site currently sits above the flood plain because of the surrounding bund. The proposals include the removal of part of the built form which creates this bund. This would have the effect of creating flood plain storage capacity where it does not currently exist, offsetting the impact of the new SSC development within flood zone 3b. The information submitted within the application has indicated that there would be an improvement in the level of flood storage capacity. The proposal would also pass the exceptions test as set out above. These material considerations weigh in favour of the scheme. A condition could be imposed on any grant of permission to ensure that the final design of the proposal could secure the necessary area of flood plain storage to compensate for the proposed development in flood zone 3b.

- 9.38 The site specific FRA submitted covers this element of the scheme also. The proposal includes mitigation for its impact on flood water storage in order to ensure compliance with Policy F1 of the adopted Local Plan. Final design details of the access road and access to Slough Road are not considered to have a significant impact on flood storage in comparison to the improvement outlined above.
- 9.39 Flood protection measures also included within the development are:
  - Ground levels raised above flood levels at ESAC
  - Raised thresholds and water resisting construction to mitigate the flood risk to lower levels
  - Safe access arrangements through the College-wide Flood Risk Management Plan A condition could be imposed on any grant of permission to require these measures to be implemented to ensure that the development is safe from flooding and does not increase flood risk elsewhere.
- 9.40 Neighbourhood Plan Policy HD6 sets out specific guidance for basements development. The proposed basement would not contain any habitable uses and would have safe access/egress arrangements. The supporting information demonstrates that the proposed basement would not create any additional flood risk and complies with the requirements of this policy.
- 9.41 As major development a sustainable drainage scheme is required for the proposals. Overall the proposals would result in a reduction in impermeable surfaces within the site and would create a betterment in terms of surface water drainage. Infiltration drainage is not appropriate for the SSC site but subject to further investigation could be appropriate on the ESAC site. It is proposed that surface water would be disposed into Colenorton Brook. There would be underground on-site attenuation features at both parts of the site. The run-off rate into Colenorton Brook would then be at a controlled rate which would be a reduction in comparison to the existing peak runoff rate. Conditions would be imposed on any grant of permission to require the submission of the final details of the proposed surface water drainage measures and how they would be maintained. This would include reference to areas of the site where infiltration drainage would not be appropriate given historic use as a gas works.
- 9.42 The proposed development would be acceptable in relation to flood risk and would comply with the relevant policy F1. Whilst the proposed development in flood zone 3b would not comply with guidance within the NPPF, the proposed improvement in flood plain storage capacity resulting from the application is a material consideration to be taken into account in favour of the application. The proposal passes the Sequential Test as it has been demonstrated that there are no sequentially preferable sites. The proposal also passes the Exceptions Test as it has been demonstrated that there are benefits to the community and wider sustainability benefits arising from the development.

#### v Ecology

- 9.43 Section 15 of the NPPF, in particular paragraphs 150 and 175, set out how biodiversity and the natural environment should be considered in planning decisions. Neighbourhood Plan policy EN1 states that proposals which demonstrate net gains to biodiversity will be supported. Emerging policy NR3 of the Borough Local Plan Submission Version supports this approach and should be given significant weight in the determination of this application.
- 9.44 The site is surrounded by habitat of good suitability for use by protected wildlife. The ESAC area is directly adjacent to a band of mixed deciduous woodland (Priority Habitat as per the NPPF), with neighbouring grassland fields in all other directions. The SSC backs on to a line of mature trees and a grassland field to the east. The area between the SSC and ESAC comprises grassland with trees and is segmented by Colenorton Brook which can be considered to be a Priority Habitat ('Rivers') and a footpath.

- 9.45 The habitats to be directly affected by the works comprise hardstanding, buildings, scattered trees, scrub, semi-improved grassland and tall ruderal vegetation, with two areas of standing water within the outdoor pool. A new wildlife pond would be created as part of the SuDS scheme within the woodland edge, compensating for the loss of the ponds formed in the concrete outdoor pool. In addition, the area of semi-improved grassland surrounding the pool that would be lost would effectively be 'replaced' just south of the site (within the college grounds) and managed for reptiles.
- 9.46 22 trees are proposed to be removed which will be compensated for by the levels of proposed new planting and landscaping. There will therefore be no net loss of any significant habitat. As per the ecology report, details of habitat maintenance will be provided within a Landscape Environmental Management Plan (LEMP), the provision of which could be required by condition if permission were granted.
- 9.47 In addition, to ensure that the ecologically-sensitive areas and protected species are safeguarded during construction, a Construction Environmental Management Plan (CEMP: Biodiversity) should be submitted and implemented. This would be required by condition if permission were granted.
- 9.48 All species of reptile are protected under the Wildlife and Countryside Act 1981 (as amended), and it is an offence to intentionally kill or injure them (i.e. they are a protected species). In addition, all common native reptile species are listed as Species of Principal Importance under Section 41 of the NERC Act 2006 (i.e. they are "Priority Species" as per the NPPF).
- 9.49 The grassland surrounding the outdoor pool was assessed as being suitable for use by reptiles, and as such, a reptile survey was undertaken between April-June 2018. The survey was undertaken to an appropriate standard and recorded a peak count of 2 juvenile grass snakes.
- 9.50 The grassland area will be lost to facilitate the ESAC development. Since the site is well-connected to good reptile habitat (rough grassland, woodland edge etc.), there is ample space for any animals present to disperse. The grassland would be cleared over winter (the ecology report notes that the grassland does not provide any opportunities for hibernating reptiles or amphibians) and a reptile mitigation area provided to the south of the site. The mitigation area currently comprises a paddock, which would be allowed to develop into rough grassland and enhanced with log piles and partially-buried hibernacula. The grassland would then be cut annually and arisings moved to a grass pile which would be retained in the mitigation area. Whilst the mitigation area falls outside of the redline boundary, management of this site could be secured by an appropriately worded condition, if permission were granted.
- 9.51 Great crested newts (GCN) receive special protection under UK law and it is a criminal offence under the Wildlife and Countryside Act 1981 (as amended) and The Conservation of Habitats and Species Regulations 2017 (The Habitat Regulations), to deliberately or recklessly destroy or damage their habitat, or to disturb, kill or injure them without first having obtained the relevant licence for derogation from the regulations from the Statutory Nature Conservation Organisation (the SNCO Natural England).
- 9.52 The ponds (i.e. the two pools of water in the outdoor pool) were assessed as being of 'average' suitability to support GCN, as per the Habitat Suitability Index calculations. As such, 4 bottle trapping, netting and torching surveys were undertaken during April-May 2018. No GCN were recorded during the surveys and it is considered unlikely that GCN would be harmed as a result of the works.
- 9.53 A low number of smooth newts (peak 3) were recorded in the ponds, and common toads (a Priority Species) were recorded in the ponds and adjacent grassland. The ponds should therefore be drained sensitively and infilled over winter. As per the ecology report, the new pond should be created prior to the next breeding season to ensure that any amphibians emerging from hibernation are able to access it. Details of the pond draining and creation, as well as measures to avoid harming amphibians, should be included within the CEMP: Biodiversity, whilst details of the ongoing pond management should be included within the LEMP.

- 9.54 All bats and their roosts are protected under the Conservation of Habitats and Species Regulations 2017, the Countryside of Rights and Way Act 2000 and the Wildlife and Countryside Act 1981, as amended. Seven bat species are also considered Species of Principal Importance (SPI's) under Section 41 of the NERC Act 2006.
- 9.55 Following a series of bat surveys, it was concluded that the works would result in the loss of 2 soprano pipistrelle day roosts, and may disturb another soprano pipistrelle roost within a lime tree (to be retained). As such, a licence for development works affecting bats will need to be obtained from Natural England before works which could impact upon the roost can commence. A copy of the licence should be provided to the council and this would be secured by condition. Bat boxes are included within the proposals to mitigate for the loss of roots. These would be secured by condition on any grant permission.
- 9.56 Bat activity was dominated by soprano and common pipistrelles, with the most activity recorded along the Colenorton Brook, woodland edge and line of trees adjacent to the SSC, the latter being the only commuting route to be directly impacted by the proposals. It is this line of trees in which the soprano pipistrelle roost was recorded (as above), and the report notes that bats emerging from here would most likely travel north along the tree line to Colenorton Brook, approximately 15m away. Four trees at the southern end of the tree line are to be removed, and a further 5 trees in another tree line 20m south are scheduled for removal to accommodate the new SSC building and the extension to the Rackets building.
- 9.57 Due to the proposed replacement tree planting, it is considered unlikely that the bat commuting corridor here will be adversely affected in the long-term, provided it remains a dark corridor. It should therefore be ensured that a wildlife-sensitive lighting scheme is implemented. A condition would be imposed to require this.
- 9.58 Badgers are protected under the Protection of Badgers Act 1992, which makes it illegal to intentionally kill, injure or take a badger or attempt to do so, or to recklessly damage, destroy or obstruct access to any part of a badger sett. If damage to a sett cannot be avoided, a licence to interfere with a sett should be obtained from Natural England.
- 9.59 Two outlier badger setts, spoil heaps, mammal paths, latrines and a badger skull were recorded in the woodland surrounding the outdoor swimming pool (outside of the redline boundary). Further monitoring was undertaken and the report concludes that one sett is disused and the other is active. It is stated that the active sett will need to be closed under licence from Natural England, and that there are several disused setts in the vicinity to accommodate any displaced badgers. The presence of the disused setts would compensate for the loss of this sett and any displaced badgers.
- 9.60 A condition would be imposed on any grant of permission to require that an updated badger survey is undertaken, a licence to close the sett is obtained (and a copy provided to the council), and in the event that conditions change and a licence is not required, a short letter report detailing this reasons for this assessment is provided to the council.
- 9.61 Otter and water vole surveys of Colenorton Brook were carried out in April and June 2018. No evidence of either species was recorded.
- 9.62 The site contains habitats suitable for use by nesting birds, and any vegetation removal or roof demolition should be undertaken outside of the bird nesting season. If that is not practical, areas to be cleared should be checked immediately prior by a suitability qualified ecologist. This should be detailed within the CEMP: Biodiversity.
- 9.63 In line with paragraph 175 of the NPPF, opportunities for wildlife should be incorporated into the development. As per the ecology report, enhancements will include bird and bat boxes, a green roof and insect towers. The locations, specifications and details of ongoing maintenance of these features should be provided within the LEMP.

9.64 The impact of the proposals upon reptiles, amphibians, bats, badgers and other species can be reasonably mitigated or compensated, provided the recommendations above are implemented. As such, subject to the recommended conditions, the proposal complies with the relevant guidance and policies.

#### vi Parking and access

- 9.65 Local plan policies T5, T7 and T8 establish the requirements for access to new developments. Local Plan policy P4 sets out the levels of parking that are required by new developments. Neighbourhood Plan policy TI1 sets out requirements for the sustainable transport impacts of a proposed development, TI2 sets out requirements for car parking and TI3 relates to bicycle parking.
- 9.66 In order to assess the existing traffic conditions on the local highway network manual traffic counts were taken on Tuesday 16<sup>th</sup> January 2018. An automatic count was also taken on the B3022 Slough Road south of the B3022/B3026 roundabout. Table 4.1 in the TA provides a summary of the traffic flows across this section of the local highway network as well as the average speed. During the weekday the B3022 serves around 10,500 vehicles with a decreasing amount during the weekends; 9,900 on Saturday and 7,800 on Sunday.
- 9.67 The personal injury accident data has been obtained from RBWM over a period of 5 years prior to 30<sup>th</sup> September 2017. The results show that in the area selected, from the B3022/ B3026 roundabout through to the B3026 Eton Wick Road junction with South Meadow Lane, there were 6 reported injury accidents; 3 slight accidents at the roundabout; 1 slight and 1 serious near the B3026 Keates Lane junction with the High Street; and 1 at the B3026 Eton Wick Road junction with South Meadow Lane.
- 9.68 It is proposed that the new development would be used primarily by the College. However, there would be community use, including by local primary schools and the proposed access road and the parking at the ESAC site would be used by other users of the site.
- 9.69 The new access joins the B3022 and offers visibility splays of 2.40m by 45m to the right and by 120m to the left. Given the 30 mph speed limit on the local network these are considered acceptable. The access is 3.30m wide and contains three passing bays which are considered sufficient given the proposed levels of use by the College and other users.
- 9.70 The plans show that sufficient space is provided to facilitate two-way flows for coaches in the car park access and along the access road adjacent to the passing places. It has also been shown that movements at the new access point to Slough Road would also be acceptable. Whilst the entrance to the car park would be constrained, the adjacent existing hard standing would provide adequate passing space for two vehicles if required.
- 9.71 The table below is an extract from RBWM's Parking Strategy (2004) for D2 use classes as well the parking requirement for the development.

Use Class	Land Use	Maximum Standard (Poor Accessibility)	Maximum Standard (Good Accessibility)	Parking Required (Poor Accessibility)	Parking Required (Good Accessibility)
D2	Sports Hall	1 space /30m <sup>2</sup>	1 space/60m <sup>2</sup>	140	70
D2	Swimmi ng Pool	Individual Assessment	Individual Assessment		
			Total	140	70

Table 1: RBWM's Parking Strategy (2004)

The site is defined as an area of poor accessibility as it is more than 800m from a rail station. The development proposes 35 car parking spaces plus 4 coach parking bays. Accessible parking bays are provided at a ratio of 6% of the total spaces. The levels of parking are therefore significantly below the maximum standards set out in policy. However, the parking levels are

considered acceptable in this instance given the likely times and nature of use. The parking standards are set for public sports hall and swimming pools. Whilst the proposed development would have community use, its primary function would be for school use. Pupils and teachers would walk and not drive to the site. When visiting schools, either for competition or as part of the local primary school use of the site, come to the site there would be sufficient coach and car parking at the site and there is also additional coach parking provision at Agars Plough within Eton College's ownership, off the B3026 Pococks Lane, a short walk from the site. The highest likely demand for car parking at the site would be from the community use. However, it is proposed that the community use would be for local residents only. This would increase the likelihood of community users arriving at the site by sustainable means of transport (walking or cycling). The submitted Transport Assessment has assessed the likely peak demand as being at the weekends and that 35 spaces would be sufficient to accommodate this peak. Given the nature of development and the management plan that would be in place for any community use, it is considered that the parking provision is adequate and would not place pressure on the highway network through movements or uncontrolled parking.

- 9.72 A condition would be imposed to require the submission of a construction management plan to minimise any disruption caused during the demolition and construction phases.
- 9.73 The proposed redevelopment of the existing sports centre to provide new sports facilities and a new vehicular access onto the B3022 Slough Road raises no highway concerns.

#### vii Impact on surrounding properties

- 9.74 The nearest residential properties are Swimming Pool Cottages adjacent to the entrance to the new ESAC site. These properties are within the ownership of the College and are used by staff. Whilst there would be a significant change in views from these buildings, it is not considered that the proposal would result in material harm to levels of light or privacy at these properties given the position of the proposed building. Whilst activity at the site would increase, this is due to the current disused state of the site. The use of the site could be reinstated without the need for planning permission.
- 9.75 The proposed SSC building would be within the heart of the College's existing buildings on Common Lane. It would not have a harmful impact on living conditions at any surrounding properties.
- 9.76 Other properties are considered to be sufficiently distant from the proposals to not be affected. The main impact on the surrounding area would be the introduction of a new access road and the creation of the new access point onto Slough Road. As set out above, the levels of use are considered to be acceptable and there would not be any disturbance arising to properties from this access road. The most significant impact would be on users of the public right of way. However, the right of way would be maintained and the proposed access road has been designed to still be used as a pedestrian route. Views from the public right of way would change but it is not considered that the proposal would harm the amenity of the right of way.
- 9.77 The proposal complies with the relevant policies in relation to the impact on surrounding residents.

#### viii Very Special Circumstances Case

9.78 As set out above, the proposal is inappropriate development within the Green Belt as the ESAC building would have a greater impact on openness than the existing development at the site. It is considered that the proposed development would also conflict with the purposes of including land within the Green Belt. The new ESAC building is fully within the Green Belt, and whilst because of the existing bund and significant tree screen it is visually separate from its immediate surroundings, its location would result in encroachment into the countryside, thus conflicting with one of the five purposes of the Green Belt. This harm is given substantial weight. A case for very special circumstances which seeks to justify this inappropriate development has been put forward.

#### Need

- 9.79 The College's existing indoor sports facilities are of a low quality and dated. This has been acknowledged by the Independent Schools Inspectorate in 1998 and 2004 as noted in the Inspector's reports. A more recent Inspector's report in 2013 highlighted the lack of adequate changing space. The existing facilities have not been significantly updated since the 1980s and do not provide a modern standard of accommodation. They are undersized for the current intake of 1300 pupils. Pupils are regularly unable to participate in their chosen sport as the capacity for the use of spaces is reached. The main existing sports hall is narrower than the standard recommended by Sport England and does not provide any full sized court other than a badminton court. As a boarding school, the indoor sports facilities also provide an important function as recreational space for the pupils. The existing swimming pool dates from the 1970s and is increasingly in need of maintenance. It is reaching the end of its useful life and needs to be replaced. Whilst the site includes the outdoor swimming pool, this is not currently functional due to severe leakage and it would not be practical given modern standards for schools to replace it with a similar facility. The layout and quality of the changing and circulation spaces in the current indoor spaces are also poor. The buildings have very limited accessibility.
- 9.80 The poor quality of the facilities limits the range of sports that the College can offer and it is unable to host competitions in a number of sports. No competitions can be held in the main sports hall because of the quality of the space. The spaces are also currently used for exams which limits their use for the sports at those times. The proposed replacements would increase the range of sports facilities provided at the site in line with the requirements of the current curriculum. A comparison with the facilities provided by other similar schools has been provided which serves to demonstrate that the level of facilities being proposed is comparable to facilities provided by other schools.
- 9.81 The College has a need to upgrade and increase their indoor sports facilities to ensure that they remain competitive with other similar schools and to ensure that they provide a full range of sports to pupils, for their education, physical and mental wellbeing. The continued success of Eton College provides benefits to the local area through its international reputation bringing visitors into the area as well as being a significant local employer. A failure to develop these facilities would limit the College's ability to attract pupils which would have a long-term impact on the College's success.

#### Alternatives

9.82 A search of alternative sites has demonstrated that there are none within the relevant area which would not be covered by the same constraints or other restrictive constraints such as the presence of Grade I listed buildings. The rebuilding of a new swimming pool and enhanced sports facilities on the SSC site only has been considered as an assessment as to whether or not development on the ESAC site is necessary. As with other alternative sites, the heritage constraints of the SSC site make a development of the necessary size on this site difficult as the massing would be significantly greater than the current proposal.

#### **Community Benefits**

9.83 The proposed buildings are to be made available for community use, in particular to local schools in this Borough and Slough to meet the requirements of the national curriculum regarding swimming teaching within primary schools. The use of the pool would be free to schools, subject to agreement being reached over provision of lifeguards. The wider community use price would reflect the Council's Advantage Card scheme to ensure that price would not be prohibitive to local residents (Eton and Eton Wick). The College has identified the core hours of use that they would require. Within these times the ESAC facilities would be available for a minimum of 10 hours per week for local school use. Outside of these times the ESAC facilities would be available for a minimum of 10 hours per week for local residents, groups and club use. In school holidays, other than any pre-arranged courses by the College, the ESAC facilities would be fully available for community use.

- 9.84 The SSC part of the site is not proposed to have such extensive community access given that the layout and position of the site raises logistical and safeguarding issues. For this reason, community use of this part of the site would be focussed outside of term time.
- 9.85 It is proposed that the community use would be secured by a legal agreement which would include a mechanism for review. It is acknowledged that there is not an identified need in this area for additional swimming pool or indoor sports facilities for community use, however the provision of access to these facilities would be of benefit to local residents to increase access to recreation and sports facilities to benefit health and wellbeing. The additional facility for local schools is also welcomed as it will help schools to meet their Key Stage 1 curriculum requirements in relation to swimming teaching.

#### Other Benefits

- 9.86 The proposed scheme would also create a number of other benefits. The proposed design of the scheme is considered to be of a high quality which would enhance the setting of local heritage asserts and make a positive contribution to local character and distinctiveness. The proposal would also create a betterment in relation to surface water drainage by reducing the impermeable surfaces across the site as a whole and introducing new systems to control the run-off rate to Colenorton Brook. There would also be an improvement in flood plain storage capacity. The proposal would also result in ecological enhancements by the provision of bird and bat boxes, a green roof and insect towers.
- 9.87 The table below summarises the VSC case and sets out the weight to be afforded to the separate elements of it:

VSC	Weight afforded
Need for College to upgrade and improve their existing indoor sports facilities to enable pupils to participate in full curriculum of sports, to ensure adequate recreation space for pupils and to ensure continued success of College in attracting pupils	Significant
Community benefits in proposed use of facilities by local schools and Eton/Eton Wick residents	Significant
Lack of alternative sites available within relevant area that could accommodate proposed development	Limited
High quality design scheme	Limited
Improvement in surface water drainage and flood plain storage capacity	Limited
Ecological enhancements	Limited

#### 10. COMMUNITY INFRASTRUCTURE LEVY (CIL)

10.1 The development is CIL liable. However, the rate for this type of development is £0.

#### 11. PLANNING BALANCE AND CONCLUSION

- 11.1 As set out in paragraph 143 of the NPPF inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.
- 11.2 It is therefore important to identify the harm that would arise from the proposed development, whether any mitigation is possible and identify the weight attributed to this harm, so that this can be considered in the balancing exercise. The table below summarises the identified harm that would arise from the proposed development, and the weight attributed to that harm:

<u>Harm</u>	Can VSC/mitigation	Weight attributed to harm
	overcome harm?	
Inappropriate development	No	<u>Substantial</u>

in the Green Belt		
The harm to the Green Belt by reason of the loss of openness and through encroachment into the countryside	No	Significant
Loss of trees of high amenity value	Yes – mitigation achieved through replacement planting	<u>Limited</u>
Less than substantial harm to Eton Conservation Area because of loss of trees	Yes – mitigation achieved through replacement planting and public benefits of proposal outweigh the less than substantial harm	Limited
Loss of bat roosts	Yes – mitigation achieved through bat boxes	<u>Limited</u>
Loss of badger sett	Yes – compensated for by surrounding disused setts which are sufficient to accommodate any displaced badgers	<u>Limited</u>

11.3 The weight afforded to the Very Special Circumstances is set out in Table 9.91. Taking into account harm arising from the proposed development and the weight attributed to this harm, it is not considered that a case of VSC exists which outweighs the Green Belt harm and other identified harm. The application therefore fails to comply with the requirements of the National Planning Policy Framework or with the Development Plan. It is therefore recommended that planning permission is refused for the proposed development.

#### 12. APPENDICES TO THIS REPORT

- Appendix A Site location plan and site layout
- Appendix B plans and elevation drawings

#### 13. REASONS RECOMMENDED FOR REFUSAL IF PERMISSION IS NOT GRANTED

The proposed development constitutes inappropriate development in the Green Belt which is by definition harmful to the Green Belt. The proposed development would result in a significant impact on the openness of the Green Belt, and would result in encroachment into the countryside. The Very Special Circumstances put forward are not considered to outweigh the harm to the Green Belt by reason of its inappropriateness. The proposal fails to comply with paragraphs 143-146 of the National Planning Policy Framework. The proposal also fails to comply with Policies GB1 and GB2 of the Adopted Local Plan, and with emerging Policy NR2 of the Borough Local Plan Submission Version.

#### **Informatives**

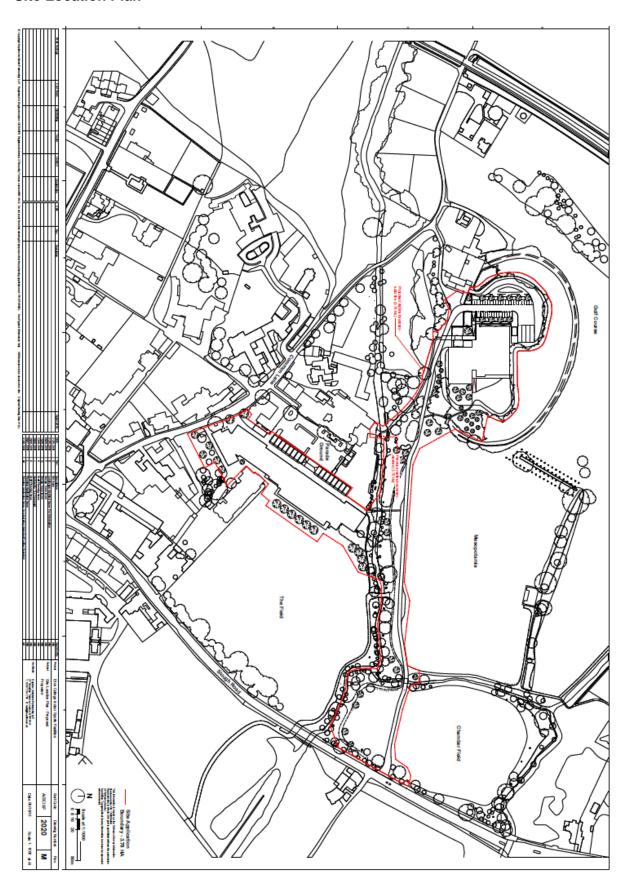
- Where the proposal includes a swimming pool Thames Water requests that the following conditions are adhered to with regard to the emptying of swimming pools into a public sewer to prevent the risk of flooding or surcharging: 1. The pool to be emptied overnight and in dry periods. 2. The discharge rate is controlled such that it does not exceed a flow rate of 5 litres/second into the public sewer network.
- 2 This development may require an Environmental Permit from the Environment Agency under the terms of the Environmental Permitting (England and Wales) (Amendment) (No. 2) Regulations

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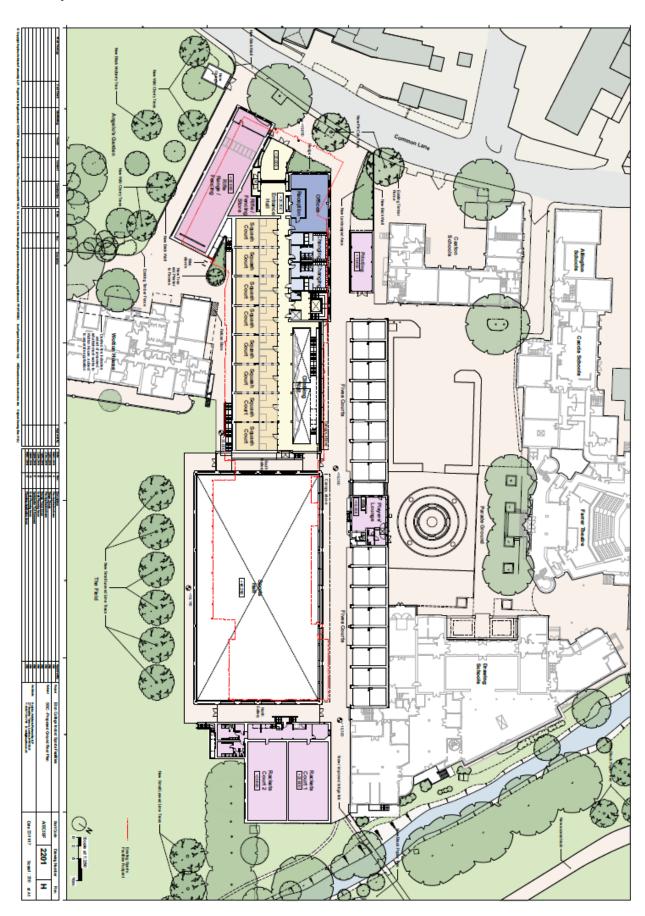
2016 for any proposed works or structures, in, under, over or within 8 metres of the top of the bank of designated 'main rivers'. This was formerly called a Flood Defence Consent. Some activities are also now excluded or exempt. An environmental permit is in addition to and a separate process from obtaining planning permission. Further details and guidance are available on the GOV.UK website: https://www.gov.uk/guidance/flood-risk-activities-environmental-permits.

Appendix A

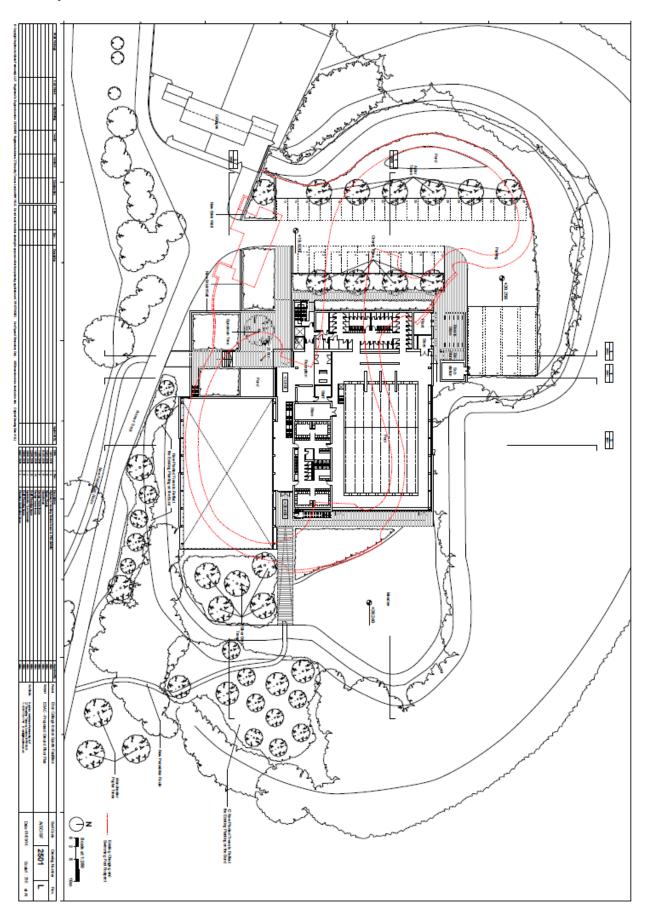
#### **Site Location Plan**



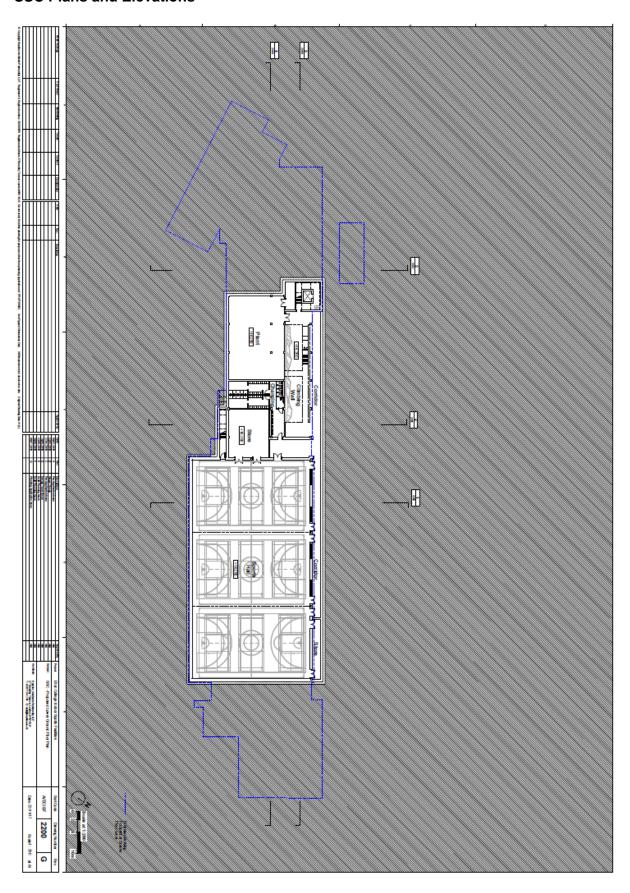
# **Site Layout SSC**

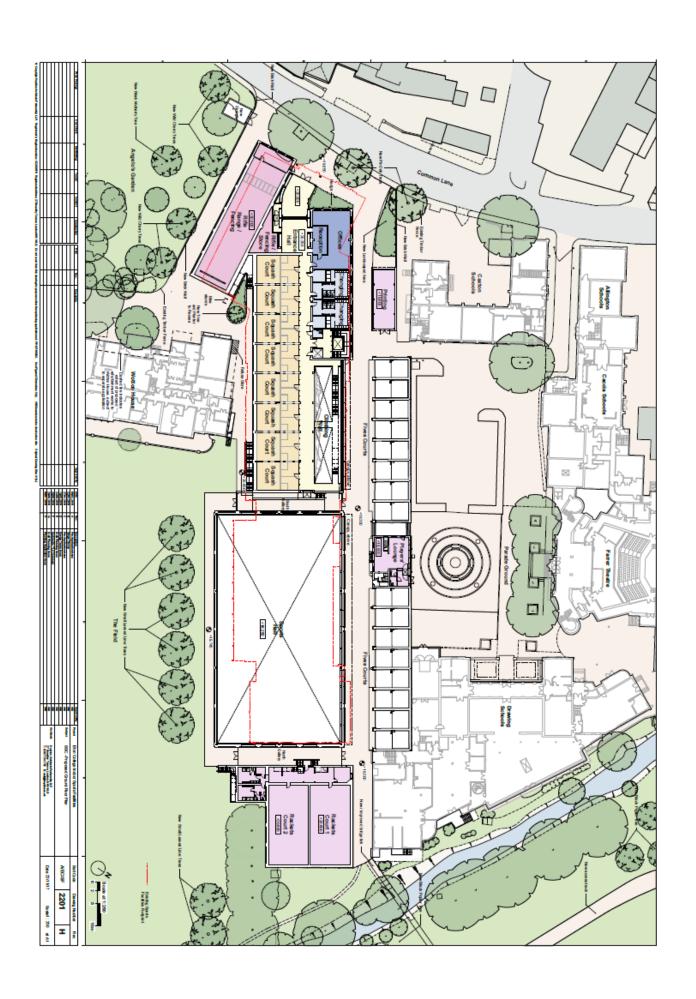


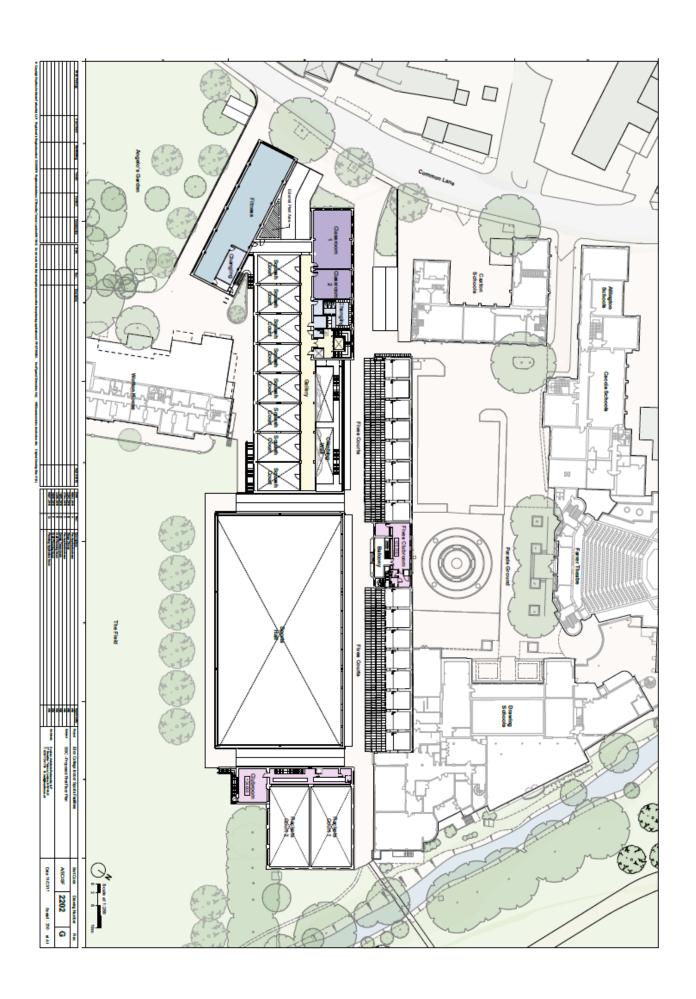
# **Site Layout ESAC**

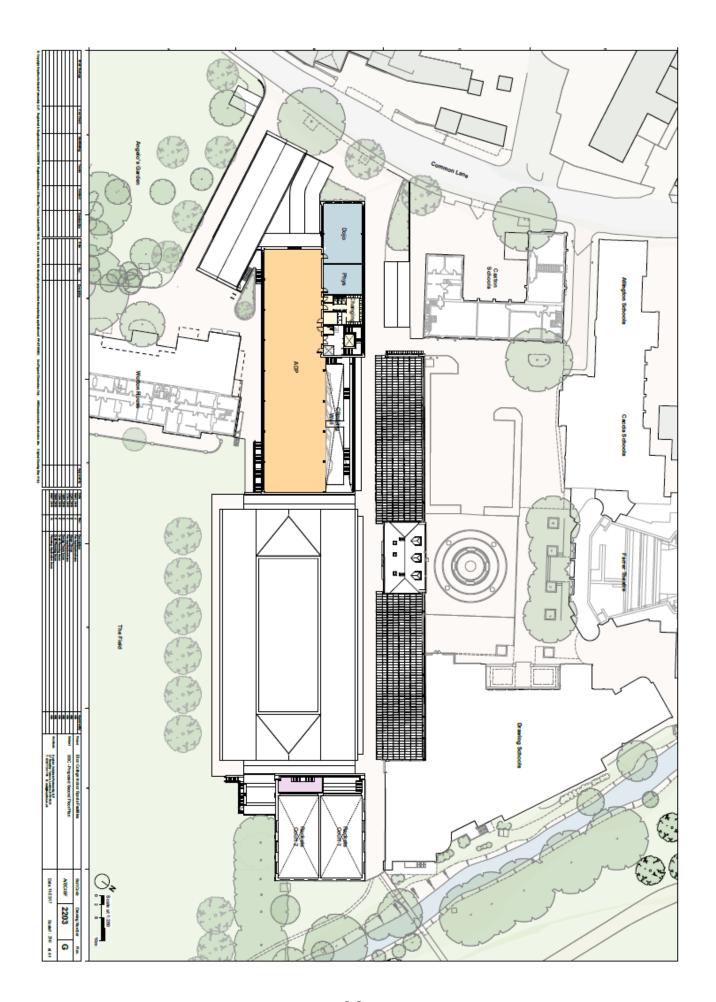


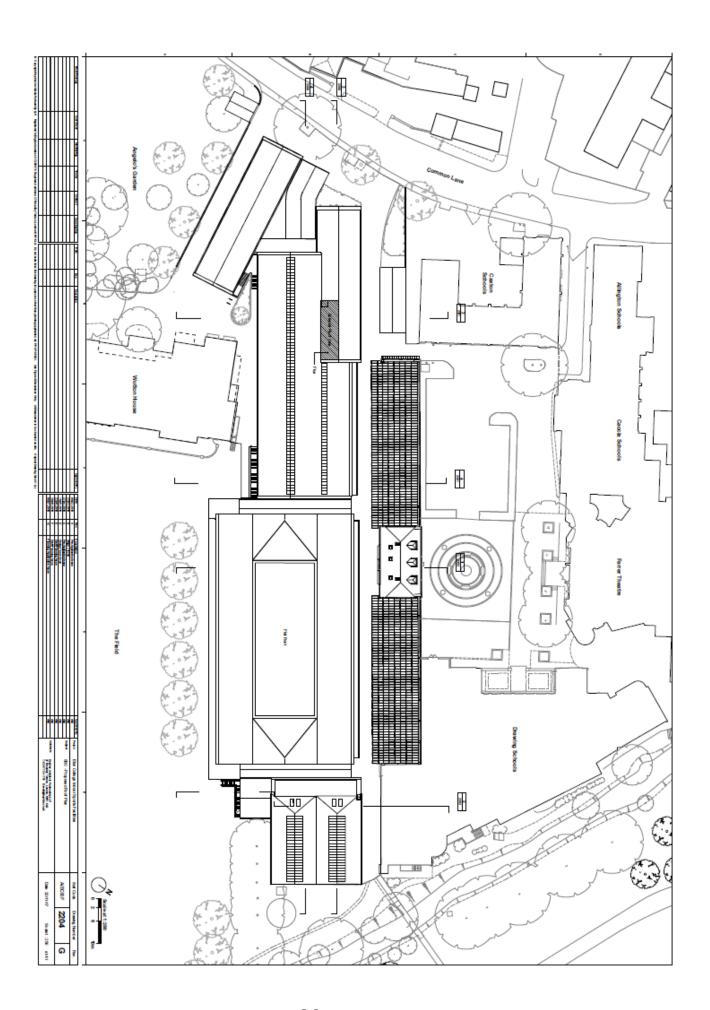
Appendix B
SSC Plans and Elevations

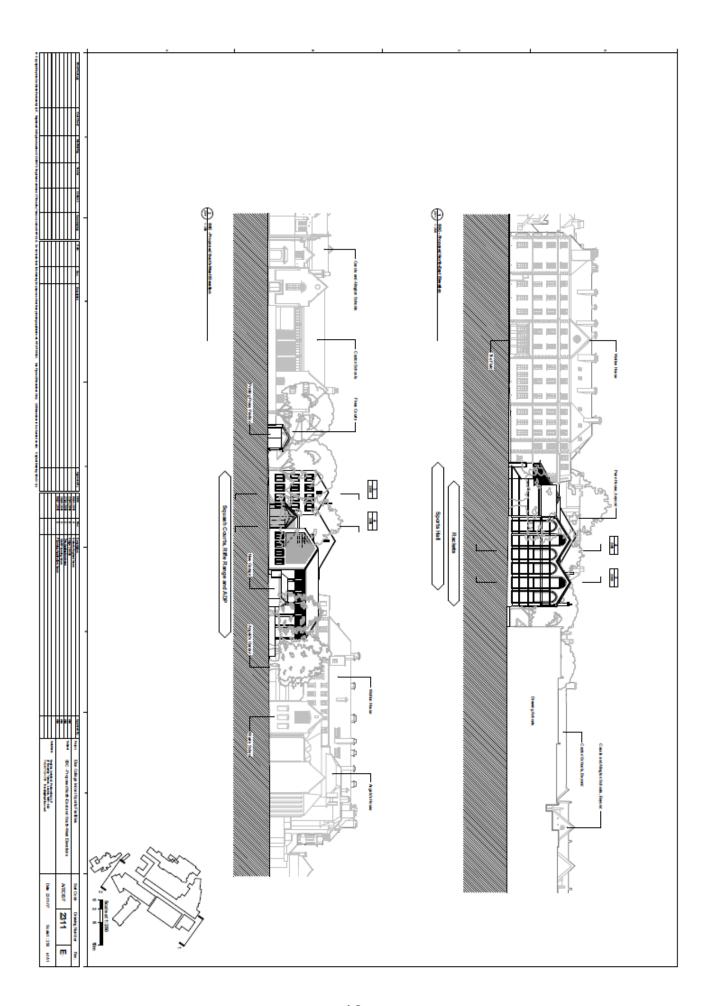


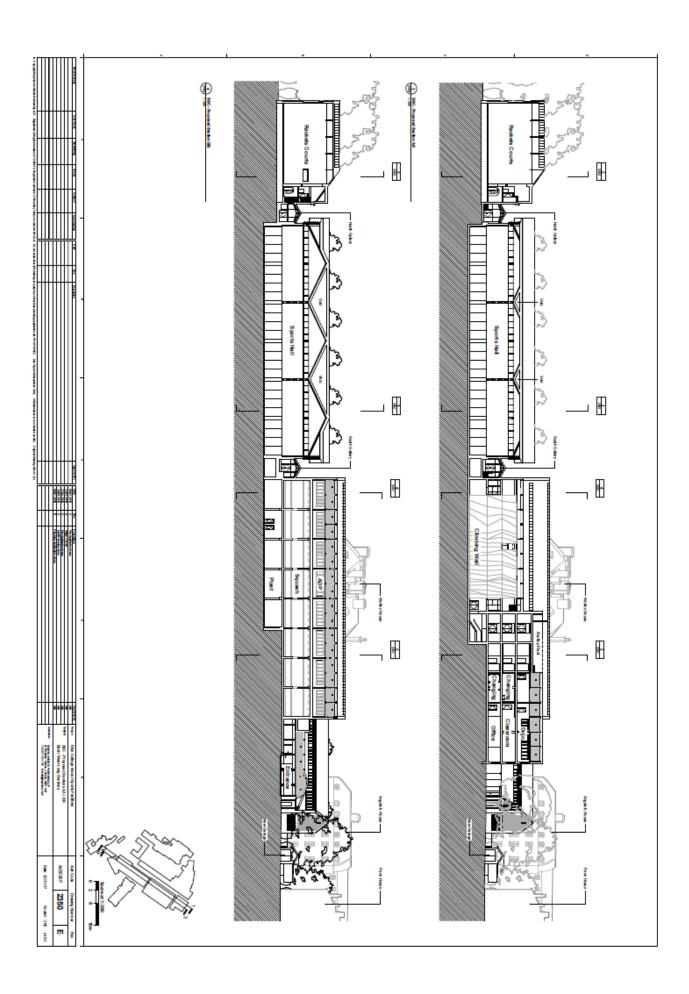


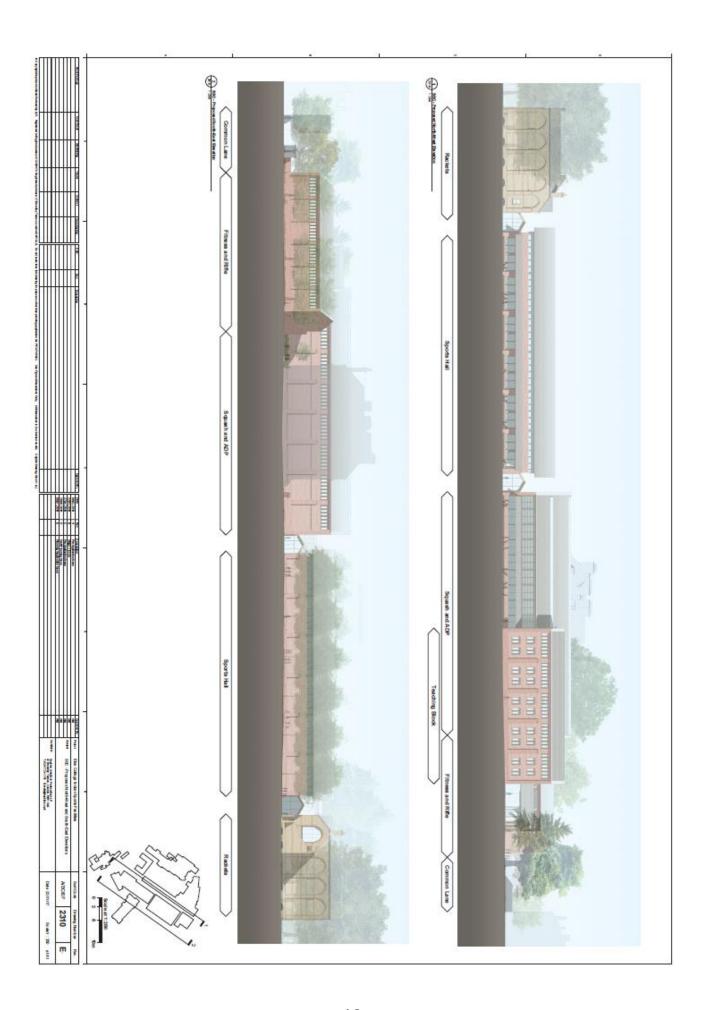




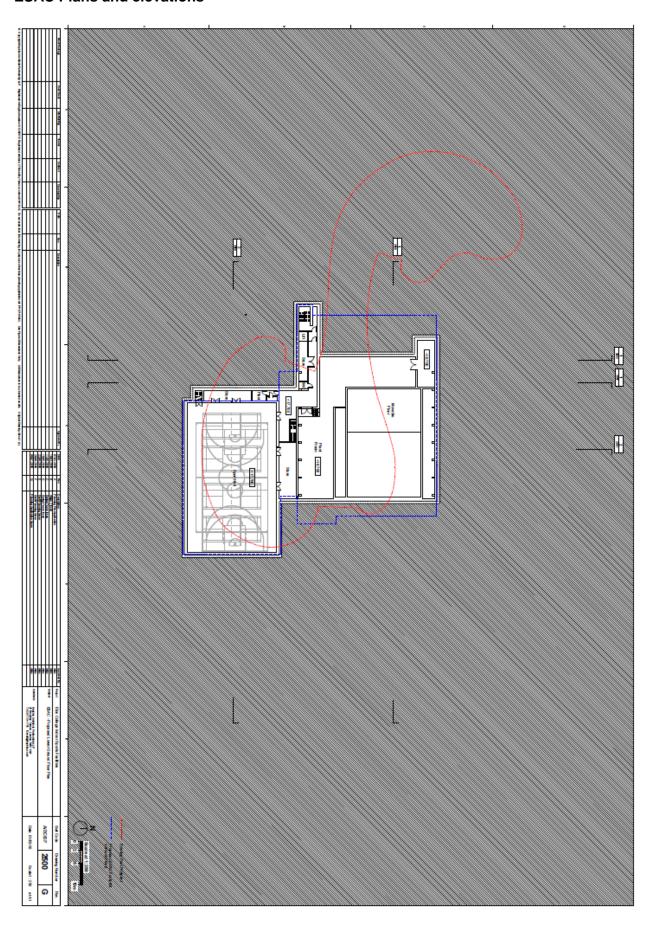


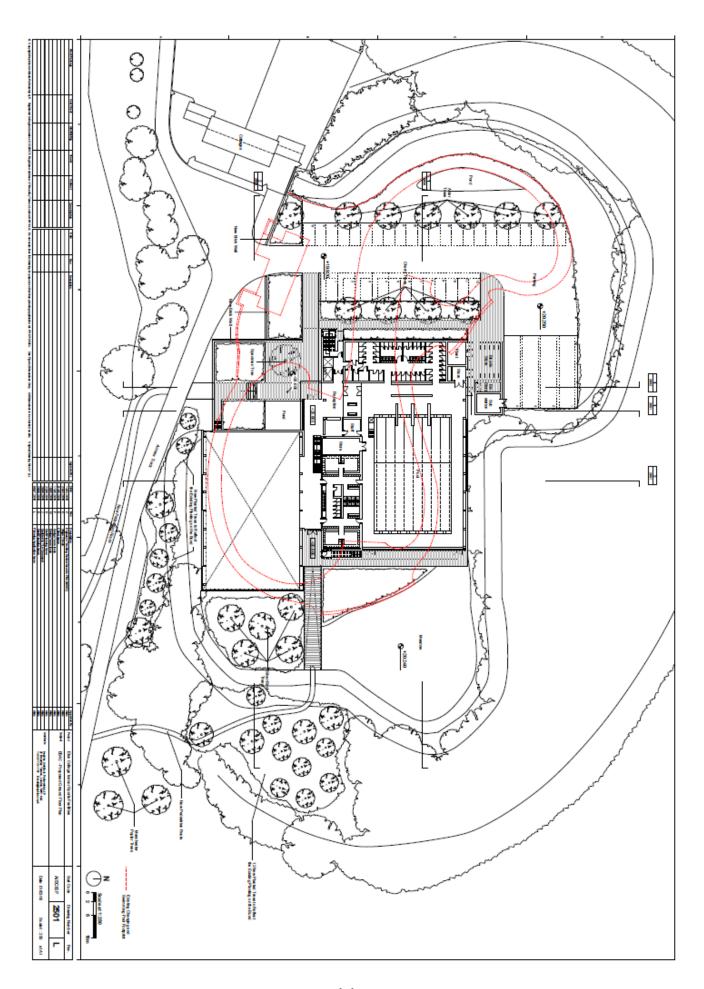


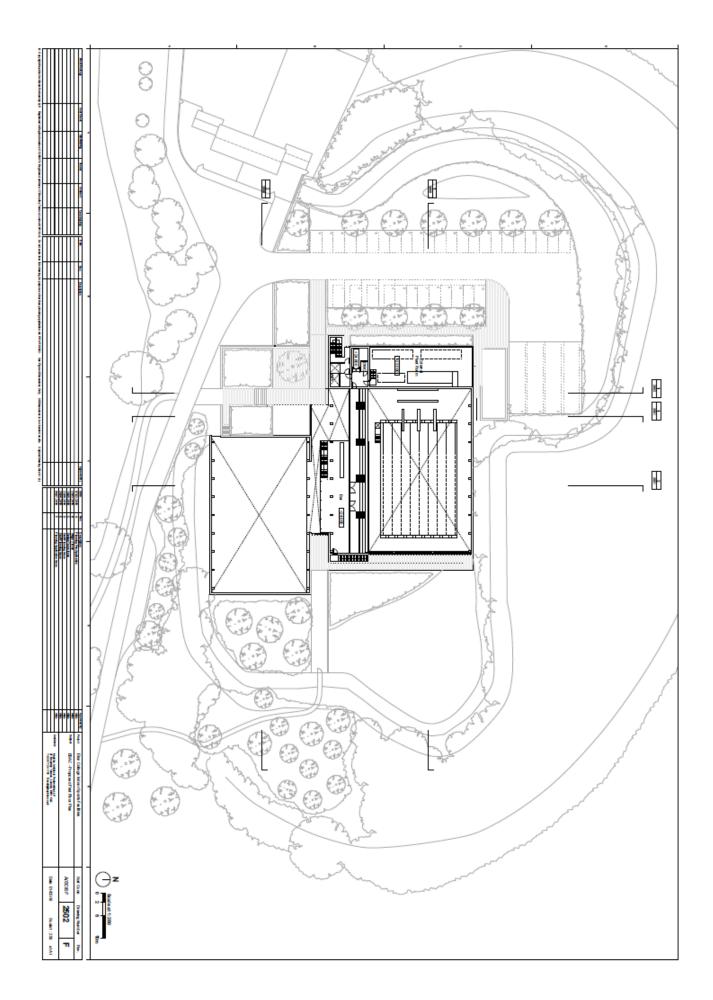


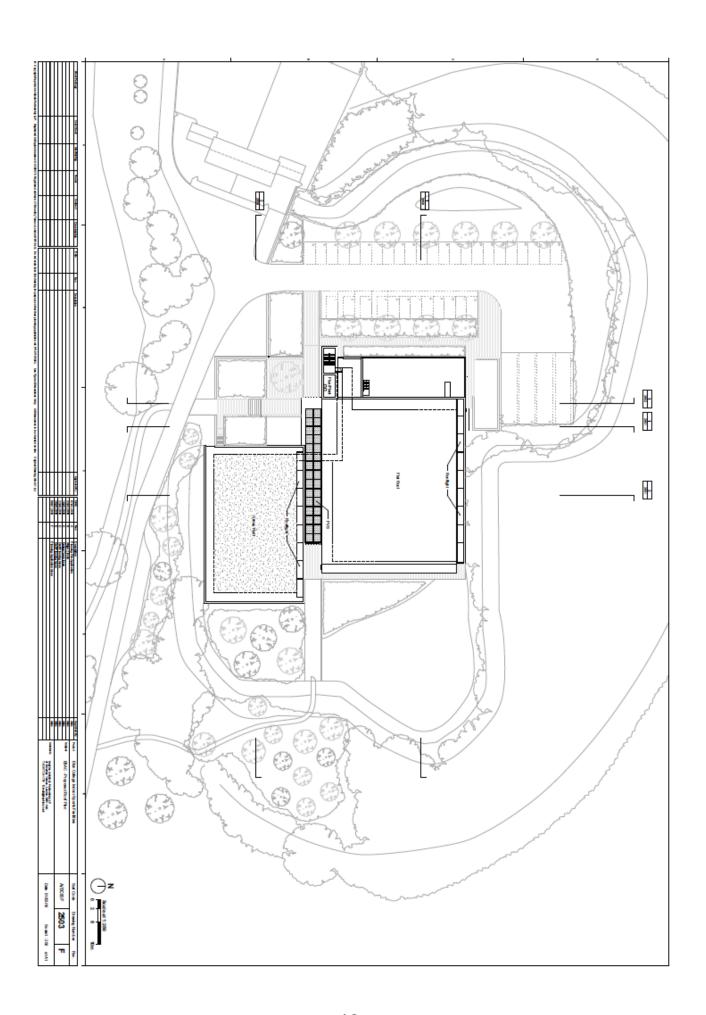


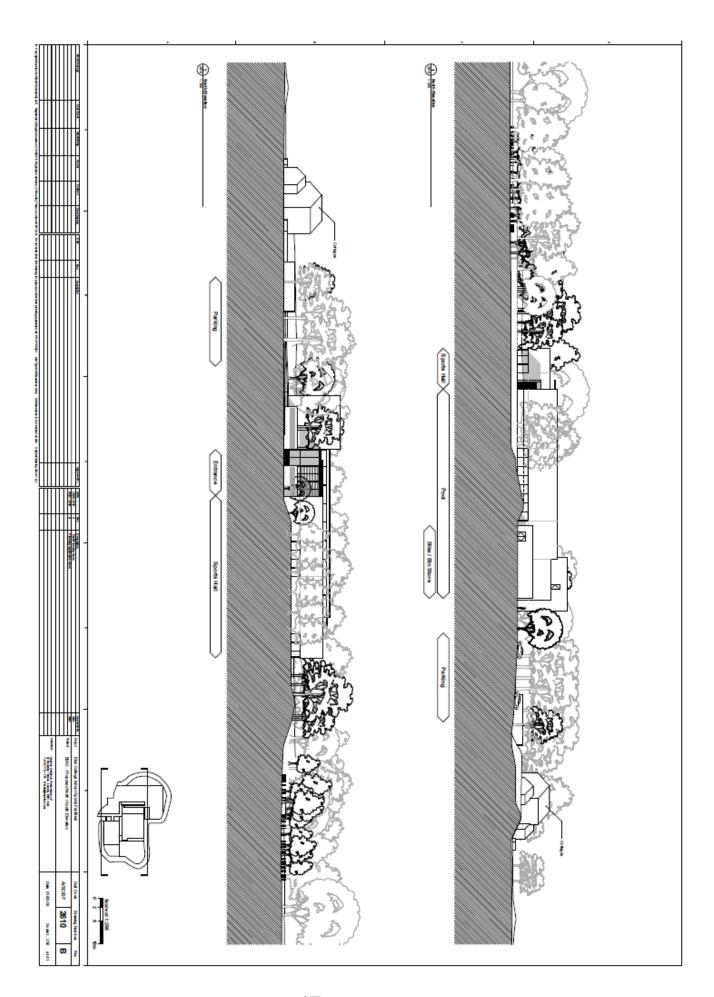
**ESAC Plans and elevations** 

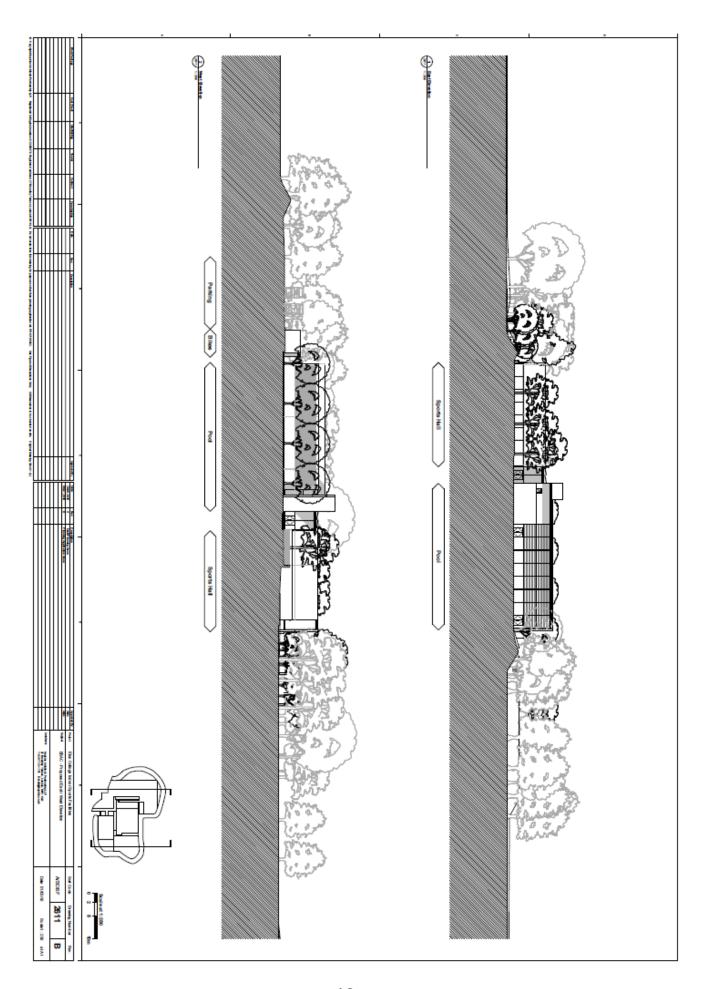


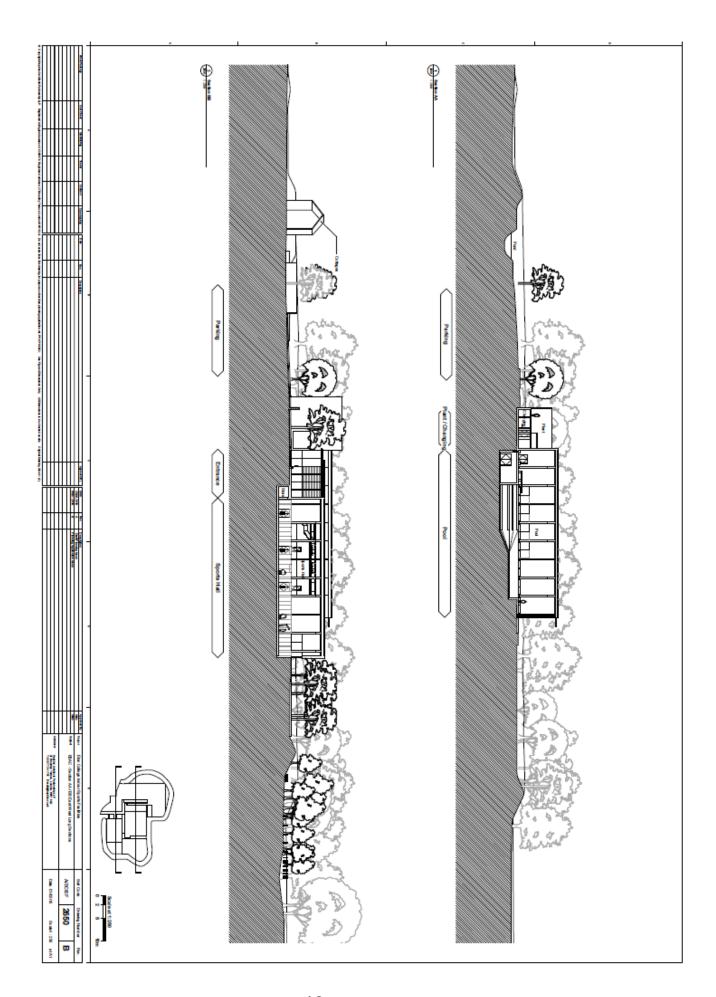


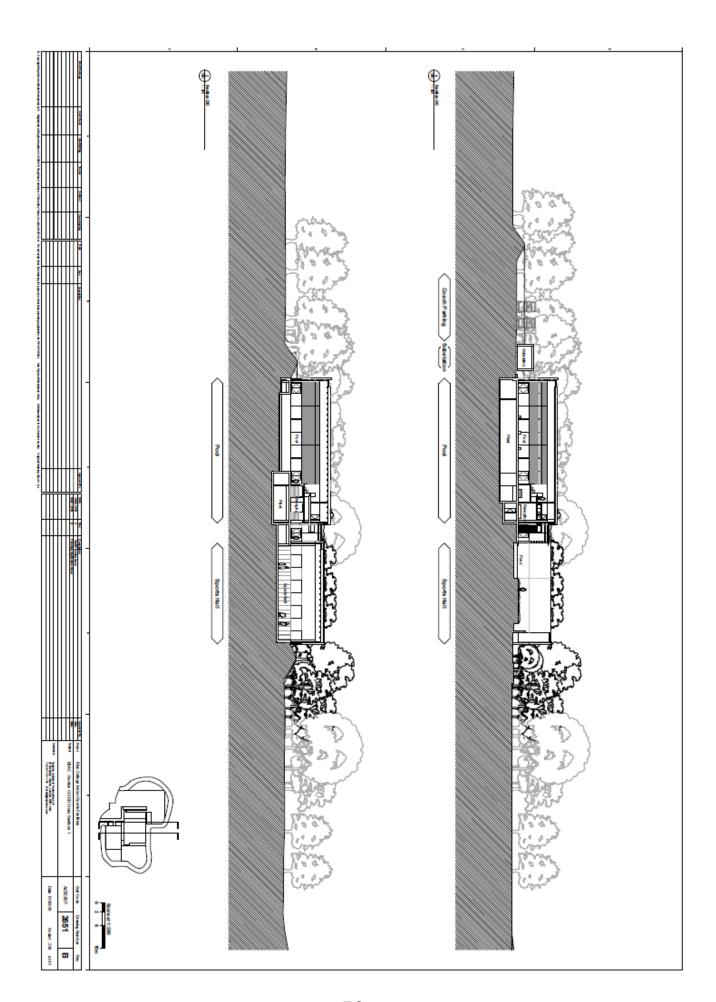












#### WINDSOR URBAN DEVELOPMENT CONTROL PANEL

5 December 2018 Item: 2

**Application** 

18/02637/OUT

No.:

Location: 9 - 11 Imperial Road Windsor

Outline application for access, layout and scale to be considered at this stage with all Proposal:

other matters to be reserved for the construction of 2 x two bedroom dwellings, 14 apartments, associated parking and new vehicular access following the demolition of

9-11 Imperial Road.

Applicant: Mr Collett Not Applicable Agent:

Parish/Ward: Windsor Unparished/Clewer East Ward

If you have a question about this report, please contact: Sian Saadeh on 01682 796164 or at sian.saadeh@rbwm.gov.uk

#### **SUMMARY** 1.

- This application is seeking outline planning permission with details of access, layout and scale 1.1 being dealt with at this stage. The proposal is for 16 dwellings, consisting of 2 two-bedroom houses and 14 flats.
- 1.2 The application site is part of a larger site (9-11 Imperial Road and 3 and 4 Almond Close) where outline planning permission has recently been granted to provide 18 dwellings, consisting of 2 houses and 16 flats.
- 1.3 There is currently a non-determination appeal in progress for another development on the same site as this application. Panel recently resolved that they would have granted outline planning permission for a scheme providing 13 dwellings, consisting of 2 houses and 11 flats.
- 1.4 Taking into account the planning history of this site, it is considered that the scale, access and layout of the proposed application is acceptable. However, on review of the NPPF (July 2018), it is considered that, in line with paragraph 64, as a major development the proposal is required to provide affordable housing, which should include at least 10% of the homes to be for affordable ownership.
- 1.5 The application includes no details of any affordable housing provision nor any justification why it would not be viable to provide. However, the applicant has agreed to provide an affordable housing contribution subject to further negotiation with officers to establish the appropriate level of provision.

## It is recommended the Panel delegates to the Head of Planning to:

- Secure an appropriate level of affordable housing following negotiations with the applicant and then to APPROVE planning permission subject to a legal agreement to secure the agreed affordable housing contribution and subject to the conditions set out in section 13 of this report.
- Refuse planning permission for the lack of affordable housing if no agreement has 2. been reached on an appropriate level of provision by 31st January 2019.

#### 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; such decisions can only be made by the Panel.

#### **DESCRIPTION OF THE SITE AND ITS SURROUNDINGS** 3.

- 3.1 The application site is located on the corner of the roundabout of Imperial Road and Goslar Way. At present the frontage of the site onto the roundabout is elevated above an underpass and is screened by dense vegetation. The site is irregular in shape and comprises two residential dwellings and their gardens 9 and 11 Imperial Road.
- 3.2 The surrounding area is predominantly suburban and residential in character comprising a variety of housing types. Bungalows are located to the rear of the application site within Almond Close and the streets beyond consist of largely 2 storey detached and semi-detached dwelling houses. There are a number of recent high-rise developments on the Goslar Way roundabout that vary in height from 2-5 storeys and include blocks of flats.

#### 4. KEY CONSTRAINTS

4.1 The site lies in Flood Zone 1. There are no other planning constraints covering the site.

#### 5. DESCRIPTION OF THE PROPOSAL AND ANY RELEVANT PLANNING HISTORY

- 5.1 The application is for outline planning permission with details of access, layout and scale being dealt with at this stage. The site has an area of 0.1ha and currently consists of 2 dwellings which are proposed to be demolished.
- 5.2 The proposed development is for a building which would contain 14 two-bedroom flats and 2 adjoining two-bedroom houses. The proposed development would equate to a density of 160 homes per hectare.
- 5.3 Access would be from Imperial Road. There are currently two access points serving each of the existing dwellings. The access point to the existing property at 9 Imperial Road would be stopped up and the access point to 11 Imperial Road would be widened to provide access to the new development.
- In terms of layout, the access would lead to a parking area which would partially be beneath an undercroft element with the main building above. The remainder of the parking spaces would be to the south-eastern corner of the site, close to the boundaries with 13 Imperial Road and 3 Almond Close. 20 parking spaces would be provided in total. A turning head for larger vehicles is shown to the front of the site. The building would have an L-shaped layout. The main part of the building would front onto Imperial Road and would contain the proposed flats. The two houses would front the parking area within the site and would be close to the boundary with 4 Almond Close. The houses would have private amenity space to the rear, extending towards the boundary with the roundabout. Communal amenity space for the flats is shown to the north west of the site. Other areas of landscaping are shown surrounding the buildings. Bin and bike stores are also shown within the site.
- 5.5 The scale of the building varies across the site to respond to the surrounding context. Closest to 13 Imperial Road the building is shown as 2.5 storeys high, rising to 3 storeys towards the northern corner of the site. The proposed houses are shown as reducing in scale from 2 storeys to 1.5 storeys closer to the properties in Almond Close.
- 5.6 Indicative elevations have been provided which show a pitched roof to the building with dormers provided to the Imperial Road frontage and facing onto the parking area. As appearance is a reserved matter, further applications would have to be submitted in relation to the final design of the building, should outline planning permission be granted.
- 5.7 The table below provides a summary of the site's planning history:

9-11 Imperial Road and 3-4 Almond Close

Reference	Description	Decision & Date
16/03864/FULL	Demolition of 3 existing dwellings on the site and the erection of 2 x 4 bed dwellings 1 x 2 bed dwellings, 12 x 2 bed apartments and 2 x 1 bed apartments with vehicular access from Almond Close, and part demolition and enlargement of No. 3 Almond Close.	Refused 17th March 2017
17/01296/FULL	Demolition of 9-11 Imperial Road & 3-4 Almond Close. Construction of 2 houses and 16 x 2-bed apartments, along with access road and cycle/bin store	Refused 8 <sup>th</sup> July 2017 Appeal Allowed
17/03740/OUT	Outline application (access, layout and scale) for the construction of 2 x four bedroom dwellings and 16 x two bedroom apartments, access road and cycle/bin store following demolition of 9-11 Imperial Road and 3-4 Almond Close.	Permitted 2 <sup>nd</sup> July 2018

9-11 Imperial Road

Reference	Description	Decision
18/00753/OUT	Outline application (access, layout and scale) for the construction of 2 x two bedroom dwellings, 10 x two bedroom apartments and 1 x one bedroom apartment following the demolition of 9-11 Imperial Road.	Appeal against non-determination submitted 4 <sup>th</sup> August 2018
		Panel Resolved would have approved 12 <sup>th</sup> September 2018

#### 6. **DEVELOPMENT PLAN**

#### **Adopted Royal Borough Local Plan (2003)**

6.1 The main strategic planning considerations applying to the site and the associated policies are:

Issue	Adopted Local Plan Policy
Design in keeping with character and appearance of area	DG1, H10,H11
Highways	P4 and T5
Trees	N6
Flooding	F1
Affordable Housing	H3

These found policies be can at https://www3.rbwm.gov.uk/downloads/download/154/local\_plan\_documents\_and\_appendices

#### 7. **MATERIAL PLANNING CONSIDERATIONS**

#### National Planning Policy Framework Sections (NPPF) (2018)

Section 2 – Achieving sustainable development

Section 4 - Decision-making

Section 5 – Delivering a sufficient supply of homes

Section 9 - Promoting Sustainable Transport

Section 11 - Making effective use of land

Section 12- Achieving well-designed places

Section 14- Meeting the challenge of climate change, flooding and coastal change 53

#### **Borough Local Plan: Submission Version**

Issue	Local Plan Policy
Design in keeping with character and appearance	SP2, SP3
of area	01 2, 01 3
Sustainable Transport	IF2
Housing mix and type	HO2
Affordable housing	HO3
Housing Density	HO5
Flood risk	NR1
Pollution	EP1, EP2, EP3, EP4

- 7.1 The NPPF sets out that decision-makers may give weight to relevant policies in emerging plans according to their stage of preparation. The Borough Local Plan Submission Document was published in June 2017. Public consultation ran from 30 June to 27 September 2017. Following this process the Council prepared a report summarising the issues raised in the representations and setting out its response to them. This report, together with all the representations received during the representation period, the plan and its supporting documents have now been submitted to the Secretary of State for examination. The Submission Version of the Borough Local Plan does not form part of the statutory development plan for the Borough. However, by publishing and submitting the Borough Local Plan for independent examination the Council has formally confirmed its intention to adopt the submission version. As the Council considers the emerging Borough Local Plan to be sound and legally compliant, officers and Councillors should accord relevant policies and allocations significant weight in the determination of applications taking account of the extent to which there are unresolved objections to relevant policies. Therefore, the weight afforded to each policy at this stage will differ depending on the level and type of representation to that policy. This is addressed in more detail in the assessment below.
- 7.2 This document can be found at: https://www3.rbwm.gov.uk/info/201026/borough\_local\_plan/1351/submission/1

#### Other Local Strategies or Publications

- 7.3 Other Strategies or publications relevant to the proposal are:
  - RBWM Parking Strategy
  - Affordable Housing Planning Guidance

More information on these documents can be found at: <a href="https://www3.rbwm.gov.uk/info/200414/local\_development\_framework/494/supplementary\_planning">https://www3.rbwm.gov.uk/info/200414/local\_development\_framework/494/supplementary\_planning</a>

## 8. CONSULTATIONS CARRIED OUT

### **Comments from interested parties**

41 occupiers were notified directly of the application.

The planning officer posted a notice advertising the application at the site on 18<sup>th</sup> September 2018 and the application was advertised in the Local Press on 27<sup>th</sup> September 2018.

1 letter was received objecting to the application, summarised as:

	Where	in	the
Comment	report	this	is
	conside	red	

		T
1.	Discrepancies in the statement as to distance to nearest bus stop	Noted – however this does not affect the assessment of the application
2.	9 & 11 Imperial Road are not two stories but are chalet bungalows with dormer windows	Noted
3.	Visibility splays to be set at 0.6m but the subway railings are already 1m high	Railings are outside site and would not be altered under this proposal
4.	Large delivery vehicles would have to reverse onto Imperial Road which would be very dangerous for road users	Amended drawings have included turning head for larger vehicles
5.	Access roads should be 15m from a busy junction/roundabout	Access point considered acceptable and is not considered an access road.
6.	On-street parking is at a premium in the surrounding area	9.17-9.21
7.	Windows facing onto Almond Close properties would result in a loss of privacy	9.9-9.13-
8.	Would cause loss of light and light pollution to properties on Almond Close	9.9-9.13
9.	Security concerns as no gates shown to new access leaving properties open to the road	Noted – final design details would include details of any boundary treatments

# **Statutory consultees**

Consultee	Comment	Where in the report this is considered
Highway Authority	Following receipt of revised plans, no objection subject to conditions ensuring visibility maintained and final details of parking arrangements	9.17-9.21
Lead Local Flood Authority	No objection subject to conditions requiring final drainage details	9.22

# Consultees

Consultee	Comment	Where in report this considered	the is
Ecology	No objection subject to conditions ensuring ecological enhancements to the site	Conditions included permission granted	if
Environmental Protection	No objection subject to conditions requiring construction environmental management plan	Conditions included	if

		permission granted	
Tree Officer	Limited opportunities for landscaping but as extant consent no objection subject to conditions for landscaping details	Conditions included permission granted	if

#### **Others**

		1.00
		Where in the
Consultee	Comment	report this is
		considered
Windsor	Note appeal decision and allowed level of parking;	9.17-9.21
Neighbourhood	however concern of inadequate parking as none for	Condition for
Plan Group	visitors or delivery/refuse vehicles; nearby on-street	landscaping
	parking is already under stress; could lead to loss of	details would be
	landscaping through loss of green boundaries	included if
		permission
		granted
Windsor and	Inadequate provision of only 1 parking space per unit;	9.17-9.21
Eton Society	future residents should be prevented from applying for any	Amended plans
	residents' parking scheme which may be implemented;	show turning
	concerns regarding extra vehicle movements on this	head for larger
	extremely busy section of classified road; not enough	vehicles
	space for delivery or refuse vehicles	
RBWM Access	No information has been provided regarding accessibility	Details would be
Forum	for disabled residents or visitors	included in
		future reserved
		matters if
		permission
		granted.

#### 9. EXPLANATION OF RECOMMENDATION

- 9.1 The key issues for consideration are:
  - i Principle of development;
  - ii Housing Mix and Tenure;
  - iii Impact on the character of the area;
  - iv Impact on the amenity of neighbouring residents;
  - v Amenity of future occupiers;
  - vi Highways Issue;
  - vii Flood risk & Surface Water Drainage;
  - viii Trees and Landscaping.
  - ix Environmental Health

## i Principle of Development

9.2 The site is located within the built-up area of Windsor and the site is already in residential use. The provision of additional residential units would comply with saved policy H6 of the Local Plan, which is supported by the NPPF and aims to significantly boost the supply of housing. The principle of the development proposed is therefore acceptable. The density of the proposed

development is comparable to approved schemes on the site and is considered to make an efficient use of the site.

#### ii Housing Mix and Tenure

- 9.3 Policy H8 supports proposals that contribute towards improving the range of housing accommodation in the Borough, including dwellings for small households. The current indicative details show that all the units within the development would be two bedrooms, the final details of the mix would be agreed as part of any future reserved matters applications, if outline planning permission were granted. A mix of smaller units on the site would be acceptable.
- 9.4 Paragraph 64 of the NPPF states:

"Where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership (Footnote 29 As part of the overall affordable housing contribution from the site), unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups. Exemptions to this 10% requirement should also be made where the site or proposed development:

- a) provides solely for Build to Rent homes;
- b) provides specialist accommodation for a group of people with specific needs (such as purpose-built accommodation for the elderly or students):
- c) is proposed to be developed by people who wish to build or commission their own homes; or d) is exclusively for affordable housing, an entry-level exception site or a rural exception site."

As a major development, the proposal should therefore include an affordable housing contribution to comply with the NPPF and to ensure that sufficient affordable housing is provided for the Borough. Policy H3 of the Local Plan requires 30% of units on qualifying sites to be affordable. The NPPF requires at last 10% of those affordable units to be for affordable forms of ownership. The proposal does not contain any proposals for affordable housing to be provided on site nor any justification why it cannot be provided either on site or a financial contribution. However, the applicant has indicated that they are willing to include affordable housing provision within the development subject to further negotiation with officers to agree an appropriate level of provision. Following those negotiations, it is considered that the proposal would comply with the relevant policies and would ensure that an adequate mix of tenures is provided by the development. A second part to the recommendation is included to ensure that if the negotiations are unsuccessful the proposal would be refused for its failure to deliver affordable housing.

#### iii Impact on Character of the Area

- 9.5 Saved Policy H10 of the Local Plan relates to housing layout and design. High standards of design and landscaping will be required where possible, to enhance the existing environment. The policy refers to the use of a variety of building types, materials, means of enclosure, surface treatment and landscaping to create visual interest. Policy H11 states that planning permission will not be granted for schemes that introduce a scale or density that would be incompatible with or cause damage to the character and amenity of an area. Policy DG1 requires all new development to be of a high-quality of design and to be compatible with the surrounding area.
- 9.6 Appearance is not to be considered as part of this application but the scheme's impact on the character of the area when considering its scale and layout should be considered and fully assessed. The conclusions drawn have been influenced by the recent planning history.
- 9.7 The layout of the proposed development is similar to the appeal scheme, albeit on a reduced site and matches the scheme which Panel recently resolved to grant. The buildings are in largely the same location and are of a similar form. The appeal scheme, which also included development of 3 and 4 Almond Close, is for a higher building fronting Imperial Road. The car parking has

been reconfigured to take account of the additional spaces but the overall layout of a parking court is consistent with the approved schemes on the site.

9.8 The inspector determining the recent appeal concluded that those proposals would reflect the existing pattern of development around the Goslar Way roundabout and noted that a successful transition with the surrounding residential area would be achieved whereby no harm would arise to views of the site from surrounding roads. Given that the differences between that scheme and these have reduced the scale of development, it would be unreasonable to reach a different conclusion. The impact of the proposed development upon the character of the area is thus considered to be acceptable and in accordance with Saved Local Plan policies DG1, H10 and H11 as well as emerging Borough Local Plan submission version policies SP2 and SP3.

#### iv Impact on the amenity of surrounding residents

- 9.9 Considering the proposed development's impact on the occupiers of Almond Close, whilst there would be some overlooking of the garden areas closest to the proposed building this would be from a significant distance and at such an angle whereby there would be no material harm to the living conditions of the occupants of this building. Final details of the proposed internal layouts would form part of the design reserved matters application. However, subject to conditions ensuring that all windows in the side elevations closest to the neighbouring properties are obscure glazed and fixed shut (except for a top opening) would ensure no harmful loss of privacy to neighbouring properties on Almond Close or Imperial Road. This could also include any dormers that may form part of a final design.
- 9.10 As identified by the Inspector determining the recent appeal, the site's surroundings are already subject to a degree of mutual overlooking between residential properties and the bulk of the development would be sufficiently set back from neighbouring properties whereby any loss of privacy, over and above the current arrangement, would not amount to material harm to the living conditions of neighbouring occupiers.
- 9.11 The relationship with 3 and 4 Almond Close would be similar to the scheme which Panel recently resolved to grant. The scale of the proposed development reduces significantly close to this boundary so that it is comparable with the existing buildings on neighbouring sites. Whilst there would be a change to the outlook from these properties, given the position of the buildings relative to one another it is not considered that the proposal would result in a materially harmful loss of light or sense of enclosure. The proposed development is sufficiently distant from other properties to ensure it would not lead to any loss of light, overshadowing or overbearing impact.
- 9.12 When considering the potential for noise and disturbance arising from the more intensive use of the site, the Inspector concluded that any noise from cars and pedestrians would be intermittent and would be experienced in the context of the existing road noise arising from Imperial Road and the busy roundabout. Light pollution from headlights would also be intermittent and is not unusual in a built-up area. There is no reason why a different conclusion would be arrived at in the determination of the current application and so the intensification of activity would not warrant the refusal of this application in this instance.
- 9.13 A Noise Assessment has been submitted in support of this planning application. Subject to a condition to secure acoustic fencing along noise sensitive boundaries there is no reason why the proposed development should be harmful to the amenities of existing or future occupiers when considering the potential for noise and disturbance arising from the adjacent roads.

#### v Amenity of future occupiers

9.14 No floorplans have been provided in support of the current application as the appearance will be determined in a future reserved matters application. The Design & Access Statement however indicates that the proposed dwellings will be of reasonable size and, at this stage, an acceptable arrangement could be achieved. The scheme also offers the potential for private and communal amenity space to be provided.

- 9.15 In the context of previous applications on the site, there was some concern in respect of the flats on the north and west elevation, and potential for noise disturbance from the road, as several of the bedroom windows are located on elevations facing the roads. The internal layout of the flats can be assessed in the context of a future application to ensure that there would be no harmful internal and external noise disturbance would arise.
- 9.16 In conclusion when considering the proposed development's impact on the amenity of future occupiers and their quality of life, the development proposals are in accordance with the NPPF.

## vi Highways Issues

- 9.17 Imperial Road is classified as the B3173. The site currently benefits from having a vehicular access off Imperial Road and Almond Close. The plans submitted show that the existing northern access from Imperial Road will be stopped up and the southern one retained and widened.
- 9.18 A Road Safety Audit has been submitted to demonstrate that the proposed access would operate safely and would not give rise to increased risk to highway users. This report recommends that any boundary or landscaping extending along the front boundary of the site it limited in height to ensure adequate visibility splays are maintained. Subject to such a condition being placed on any grant of permission, the proposed access would have an acceptable impact on highway safety

Parking Provision/requirement

9.19 Revised plans were submitted to show 20 car parking spaces. Previous appeal decisions have established a precedent for 1.25 parking spaces per unit. The level of parking provision would accord with this and is considered acceptable. A designated turning facility is also shown and it has been demonstrated that this could be used by large delivery vehicles.

Cycle & Refuse Provision

9.20 Cycle and refuse storage provision are shown within the proposed layout. Adequate space has been shown for both elements. Final details would be the subject of conditions on any grant of permission.

Highways Conclusion

9.21 Being mindful of the conclusions of the recent appeal and evidence submitted in relation to this application, there are no objections to the development proposals on highways grounds subject to the use of appropriate conditions on any grant of permission.

#### vii Flood Risk and Surface water drainage

9.22 The site is located in Flood Zone 1. A drainage strategy has been provided. In the context of the recent appeal, the Inspector was satisfied that a surface water drainage scheme could appropriately be dealt with by a condition. There is no reason to draw a different conclusion in the current planning application.

#### viii Trees and Landscaping

9.23 Whilst the Trees & Landscape Officer has expressed reservations as to whether meaningful levels of structural planting can be accommodate on the site, being mindful that landscaping is a reserved matter and the Inspector considering the earlier appeal raised no concern in respect of this issue it would be unreasonable to recommend refusal on this basis. Subject to details being considered in a future reserved matters application, the proposals are not considered to be in conflict Saved Local Plan policies H10 and N6.

#### ix Environmental Health

9.24 The Environmental Health Officer raises no objection to the development proposals subject to the use of a condition to ensure compliance with the recommendations contained within the submitted noise assessment.

#### x Other Material Considerations

#### Housing Land Supply

9.25 Paragraphs 11 of the National Planning Policy Framework (NPPF) set out that there will be a presumption in favour of Sustainable Development. The Borough Local Plan Submission Version sets out a stepped housing trajectory over the plan period (2013-2033). As detailed in the supporting Housing Land Availability Assessment, a five year supply of deliverable housing sites can be demonstrated against this proposed stepped trajectory. It is acknowledged that the proposal would result in a net gain of 14 residential units at the site.

## 10. COMMUNITY INFRASTRUCTURE LEVY (CIL)

10.1 The Council has adopted a Community Infrastructure Levy (CIL) Charging Schedule. Given that this application is outline the CIL charge cannot be determined at this stage. The liability would be calculated at the Reserved Matters application stage. It would however be chargeable at a rate of £240 per square metre.

#### 11. CONCLUSION

11.1 As set out above, the application is considered acceptable in regards of scale, access and layout and complies with the relevant policies in relation to these matters. However, the application contains no details for the provision of affordable housing which would fail to ensure an appropriate mix of housing tenures within the Borough. However, the applicant has indicated that they are happy to include affordable housing provision within the application. The proposal would therefore comply with the National Planning Policy Framework, in particular paragraph 64, and policy H3 of the Royal Borough of Windsor and Maidenhead Adopted Local Plan and emerging Policy HO3 of the Borough Local Plan 2013 -2033 (Submission Version).

#### 12. APPENDICES TO THIS REPORT

- Appendix A Site location plan and site layout
- Appendix B indicative elevation drawings

#### 13. CONDITIONS RECOMMENDED IF PERMISSION IS GRANTED

- An application for the approval of the reserved matters shall be made to the Local Planning Authority within three years of the date of this permission

  Reason: To accord with the requirements of Section 92 of the Town and Country Planning Act 1990 (as amended).
- Details of the appearance and landscaping (hereinafter called the 'reserved matters') shall be submitted to and approved in writing by the Local Planning Authority before any part of the development is commenced.
  - <u>Reason:</u> To accord with the provisions of the Town and Country Planning (General Development Procedure) Order 1995.
- No development shall commence until a surface water drainage scheme for the site, based on sustainable drainage principles, has been submitted to and approved in writing by the Local Planning Authority. These shall include:- Results of intrusive ground investigations and infiltration rates determined with reference to BRE Digest 365 demonstrating whether infiltration to ground is practical.- Full details of all components of the proposed surface water drainage system including dimensions, locations, gradients, invert levels, cover levels and relevant construction details.- Supporting calculations confirming pre-development and post development runoff rates and any attenuation storage volume to be provided.- Agreement in principle from the sewerage

undertaker, if connection to the public surface water drainage system is necessary.- Details of the maintenance arrangements relating to the proposed surface water drainage system. No part of the development hereby approved shall be occupied until the surface water drainage scheme has been implemented in accordance with the details approved under the terms of this condition. The surface water drainage system shall be maintained in accordance with the approved details thereafter.

<u>Reason:</u> To ensure the development does not increase the risk of flooding onsite or elsewhere in the locality. Relevant policy: Paragraph 103 of the NPPF.

Prior to the commencement of any works of demolition or construction a construction 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 development shall be carried out in accordance with the plan approved as part of this condition at all times, for the duration of the works necessary to implement this planning permission.

<u>Reason:</u> In the interests of highway safety and the free flow of traffic. Relevant Policies - Saved Local Plan policy T5.

- No part of the development hereby approved shall be occupied until a scheme of works providing for the stopping up of existing northern access to the site, together with the reinstatement of relevant footways and verges has been submitted to and approved in writing by the Local Planning Authority. No part of the development shall be occupied until the works have been carried out in full in accordance with the details approved under the terms of this condition.

  Reason: In the interests of highway safety and of the amenities of the area. Relevant Policies Saved Local Plan T5, DG1.
- No part of the development shall be occupied until the access to the site has been constructed in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The access shall thereafter be retained in accordance with the approved details.
  - <u>Reason:</u> In the interests of highway safety and the free flow of traffic. Relevant Policies Saved Local Plan T5, DG1
- No part of the development shall be occupied until vehicle parking and turning space has been provided, surfaced and marked out in accordance with the approved drawing. The space approved shall be kept available for parking and turning 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.
- 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.

  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
- No part of the development shall be occupied until a refuse bin storage area and recycling 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 be kept available for use in association with the development at all times.
  - <u>Reason:</u> To ensure that the development is provided with adequate facilities that allow it to be serviced in a manner which would not adversely affect the free flow of traffic and highway safety and to ensure the sustainability of the development. Relevant Policies Local Plan T5, DG1.
- The buildings shall not be occupied until the windows on the side elevation of the building facing Almond Close and the side elevation of the building facing 13 Imperial Road have been fitted with obscured glazing and no part of those windows that is less than 1.7 metres above the floor of the room in which it is installed shall be capable of being opened. The windows shall be retained as

such thereafter.

<u>Reason:</u> To prevent overlooking and loss of privacy to neighbouring occupiers. Relevant Policies - Saved Local Plan H14.

No development above ground floor level shall take place until further details of noise mitigation measures as recommended in the Noise Impact Assessment provided by Venta Acoustics have been submitted to and approved in writing by the Local Planning Authority. No part of the development hereby approved shall be occupied until the noise mitigation measures approved under the terms of this condition have been installed, and once installed shall be retained thereafter.

<u>Reason:</u> To ensure a satisfactory level of amenity for all future residents of the development. Relevant Policies - Saved Local Plan NAP2.

- The development hereby permitted shall be carried out in accordance with the approved plans listed below.
  - <u>Reason:</u> To ensure that the development is carried out in accordance with the approved particulars and plans.
- The Development shall commence within two years from the date of approval of the last of the reserved matters.
  - <u>Reason:</u> In accordance with the requirements of Section 92 of the Town and Country Planning Act 1990 (as amended).
- No part of the development shall be occupied until the visibility splays shown on the approved drawing (JG01 visibility splay plan dated 02/07/18) have been provided. The areas within these splays shall be kept free of all obstructions to visibility above a height of 0.6 metres from the surface of the carriageway.
  - Reason: In the interests of highway safety. Relevant Policies Local Plan T5.

# Appendix A Site location Plan and site layout





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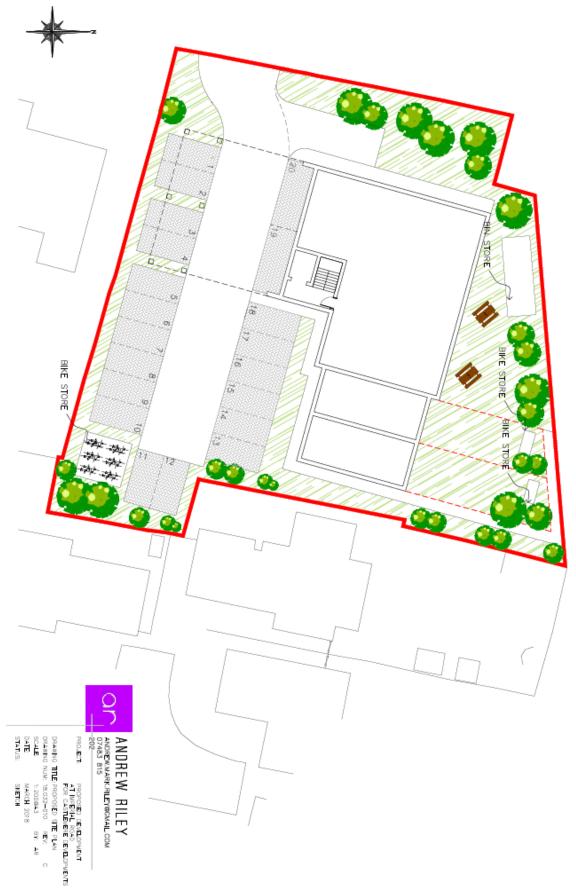
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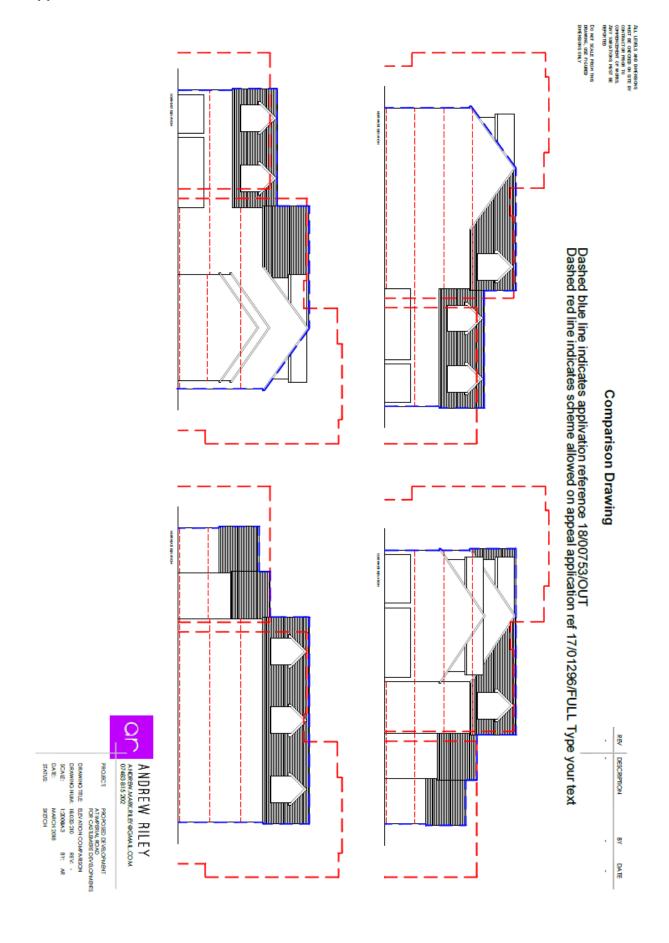
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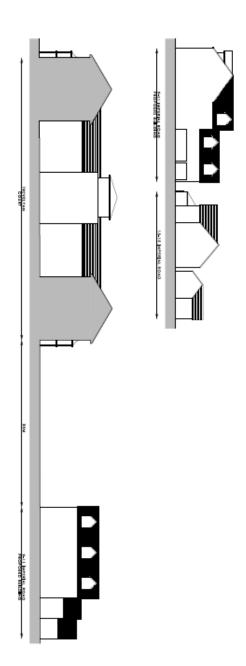


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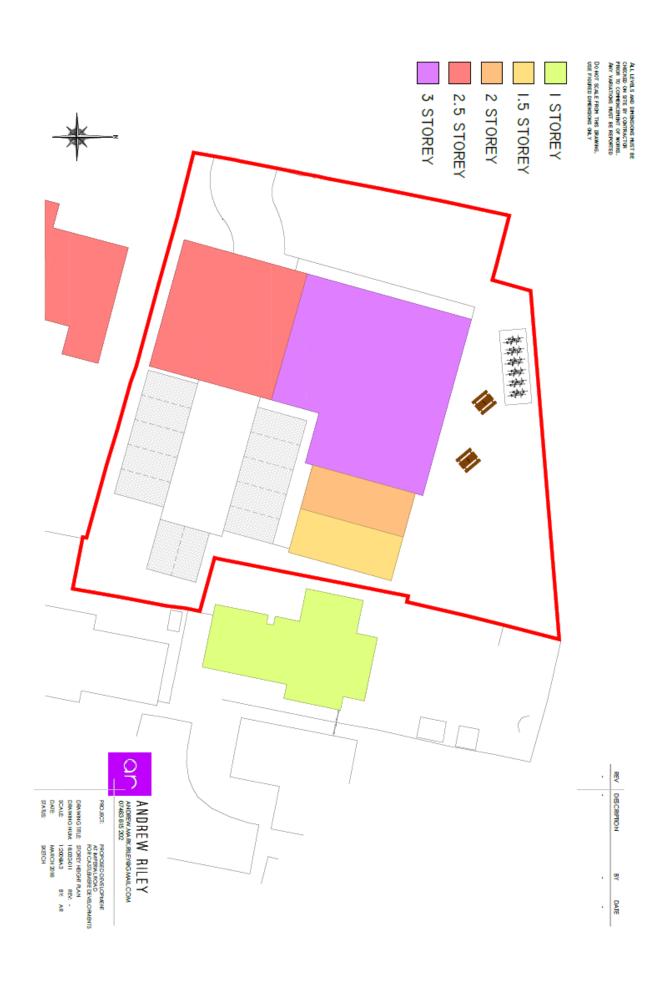
# **Appendix B Indicative Elevations**



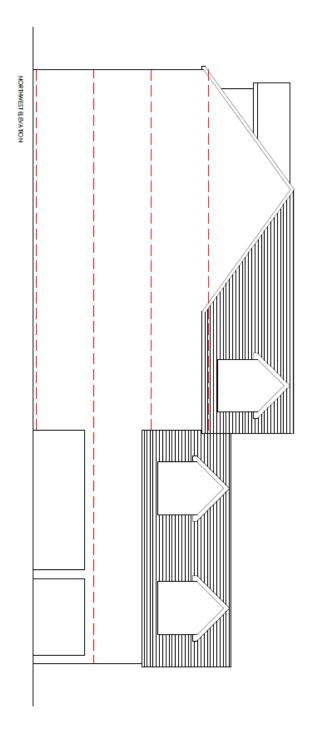
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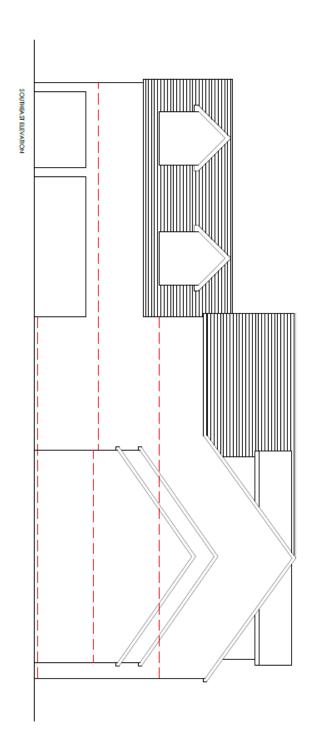
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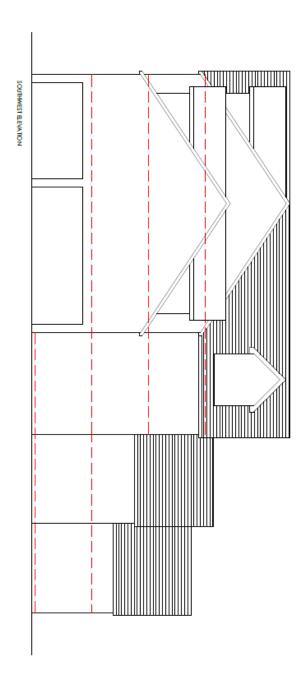
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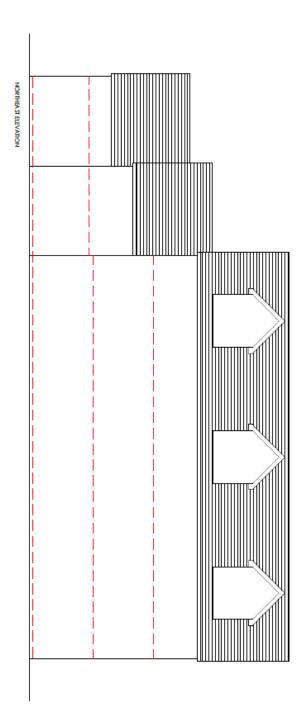
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