

NOTICE
OF
MEETING

**WINDSOR AND ASCOT DEVELOPMENT
MANAGEMENT COMMITTEE**

will meet on

WEDNESDAY, 2ND MARCH, 2022

At 7.00 pm

by

GREY ROOM - YORK HOUSE, WINDSOR AND ON [RBWM YOUTUBE](#)

TO: MEMBERS OF THE WINDSOR AND ASCOT DEVELOPMENT MANAGEMENT COMMITTEE

COUNCILLORS DAVID CANNON (CHAIRMAN), JOHN BOWDEN (VICE-CHAIRMAN), CHRISTINE BATESON, JULIAN SHARPE, SHAMSUL SHELIM, AMY TISI, NEIL KNOWLES, WISDOM DA COSTA AND JON DAVEY

SUBSTITUTE MEMBERS

COUNCILLORS KAREN DAVIES, LYNNE JONES, HELEN PRICE, CAROLE DA COSTA, DAVID HILTON, SAYONARA LUXTON, JOHN STORY, GARY MUIR AND SAMANTHA RAYNER

Karen Shepherd – Head of Governance - Issued: 22/02/2022

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 www.rbwm.gov.uk or contact the Panel Administrator **Oran Norris-Browne** Oran.Norris-Browne@RBWM.gov.uk

Recording of Meetings – In line with the council's commitment to transparency the Part I (public) section of the virtual meeting will be streamed live and recorded via Zoom. By participating in the meeting by audio and/or video, you are giving consent to being recorded and acknowledge that the recording will be in the public domain. If you have any questions regarding the council's policy, please speak to Democratic Services or Legal representative at the meeting.

AGENDA

PART I

<u>ITEM</u>	<u>SUBJECT</u>	<u>PAGE NO</u>
1.	<u>APOLOGIES FOR ABSENCE</u> To receive any apologies for absence.	-
2.	<u>DECLARATIONS OF INTEREST</u> To receive any declarations of interest.	5 - 8
3.	<u>MINUTES OF PREVIOUS MEETING</u> To approve the minutes of the meeting held on 5 January 2022 as a true and accurate record.	9 - 12
4.	<u>20/00969/FULL-LAND TO THE NORTH LYNWOOD CRESCENT SUNNINGDALE ASCOT</u> <i>Proposal: The development of a community health hub (Use Class D1) with associated parking, access and landscaping.</i> Recommendation: Permit Applicant: The East Berkshire Clinical Commissioning Group Member Call In: N/A Expiry Date: 1 March 2021	13 - 38
5.	<u>21/02508/FULL-IMPERIAL COLLEGE OF SCIENCE AND TECHNOLOGY BUCKHURST ROAD ASCOT SL5 7PY</u> <i>Proposal: Redevelopment of the Silwood Park Science Park to include demolition of the existing business centre and construction of a new life science centre building, café pavilion, refurbishment of and alterations to existing buildings and associated parking and landscaping.</i> Recommendation: Defer & Delegate Applicant: NSS IV (Real Estate) LLP Member Call In: N/A Expiry Date: 11 November 2021	39 - 66
6.	<u>21/02777/FULL-127 - 128 HIGH STREET ETON WINDSOR</u> Proposal: Removal of the existing rear extensions to No. 127-128, inclusive	67 - 86

of the staircase from the ground floor and lean-to up to the first floor, construction of a new rear extension to the end of the plot to increase the area of the existing retail unit on ground floor level, x1 two-bedroom apartment proposed on first floor, 2 private terrace spaces, new external staircase, 3 car park spaces, cycle storage and refuse and recycling provision.

Recommendation: Refuse

Applicant: Eton College

Member Call In: N/A

Expiry Date: 9 November 2021

7.

21/02792/REM- HEATHERWOOD HOSPITAL LONDON ROAD
ASCOT SL5 8AA

87 - 144

Proposal: Reserved matters (appearance, landscaping, scale) pursuant to outline planning permission 16/03115/OUT Hybrid planning application comprising: 1) Application for full planning permission for the development of a new Elective Care Hospital and associated Admin Hub with associated parking, vehicle access, highway works, plant and landscaping 2) Application for full planning permission for the change of use of existing building to provide GP Practice, Office, Data Centre and Staff Restaurant in association with the Elective Care Hospital 3) Application for outline planning permission (access and layout determined with all other matters reserved for future consideration) for demolition of existing hospital and redevelopment of up to 250 dwellings with associated vehicle access and highway works 4) Application for full planning permission for the change of use of existing woodland to Suitable Alternative Natural Greenspace (SANG) in association with the outline residential planning permission.

Recommendation: Permit

Applicant: Robin Pearmain, Taylor Wimpey

Member Call In: N/A

Expiry Date: 13 December 2021

8.

PLANNING APPEALS RECEIVED AND PLANNING DECISION
REPORT

145 - 148

To note the contents of the report.

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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 AT 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 Disclosable Pecuniary Interest (DPI) or Other Registerable 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.

Any Member with concerns about the nature of their interest should consult the Monitoring Officer in advance of the meeting.

Non-participation in case of Disclosable Pecuniary Interest (DPI)

Where a matter arises at a meeting which directly relates to one of your DPIs (summary below, further details set out in Table 1 of the Members' Code of Conduct) you must disclose the interest, **not participate in any discussion or vote on the matter and must not remain in the room** unless you have been granted a dispensation. If it is a 'sensitive interest' (as agreed in advance by the Monitoring Officer), you do not have to disclose the nature of the interest, just that you have an interest. Dispensation may be granted by the Monitoring Officer in limited circumstances, to enable you to participate and vote on a matter in which you have a DPI.

Where you have a DPI on a matter to be considered or is being considered by you as a Cabinet Member in exercise of your executive function, you must notify the Monitoring Officer of the interest and must not take any steps or further steps in the matter apart from arranging for someone else to deal with it.

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 (other than from the council) made to the councillor during the previous 12-month period for expenses incurred by him/her in carrying out his/her duties as a councillor, or towards his/her 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 council.*
- *Any licence to occupy land in the area of the council for a month or longer.*
- *Any tenancy where the landlord is the council, and the tenant is a body in which the relevant person has a beneficial interest in the securities of.*
- *Any beneficial interest in securities of a body where:*
 - a) *that body has a place of business or land in the area of the council, 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 **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.

Disclosure of Other Registerable Interests

Where a matter arises at a meeting which **directly relates** to one of your Other Registerable Interests (summary below and as set out in Table 2 of the Members Code of Conduct), you must disclose the interest. **You may speak on the matter only if members of the public are also allowed to speak at the meeting** but otherwise **must not take part in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation**. If it is a 'sensitive

interest' (as agreed in advance by the Monitoring Officer), you do not have to disclose the nature of the interest.

Other Registerable Interests (relating to the Member or their partner):

You have an interest in any business of your authority where it relates to or is likely to affect:

- a) *any body of which you are in general control or management and to which you are nominated or appointed by your authority*
- b) *any body*
 - (i) exercising functions of a public nature*
 - (ii) directed to charitable purposes or*

one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union)

Disclosure of Non- Registerable Interests

Where a matter arises at a meeting which **directly relates** to your financial interest or well-being (and is not a DPI) or a financial interest or well-being of a relative or close associate, you must disclose the interest. **You may speak on the matter only if members of the public are also allowed to speak at the meeting** but otherwise **must not take part in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation**. If it is a 'sensitive interest' (agreed in advance by the Monitoring Officer) you do not have to disclose the nature of the interest.

Where a matter arises at a meeting which **affects** –

- a. your own financial interest or well-being;
- b. a financial interest or well-being of a friend, relative, close associate; or
- c. a body included in those you need to disclose under DPIs as set out in Table 1 of the Members' code of Conduct

you must disclose the interest. In order to determine whether you can remain in the meeting after disclosing your interest the following test should be applied.

Where a matter **affects** your financial interest or well-being:

- a. to a greater extent than it affects the financial interests of the majority of inhabitants of the ward affected by the decision and;
- b. a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest

You may speak on the matter only if members of the public are also allowed to speak at the meeting but otherwise **must not take part in any discussion or vote on the matter and must not remain in the room unless you have been granted a dispensation**. If it is a 'sensitive interest' (agreed in advance by the Monitoring Officer), you do not have to disclose the nature of the interest.

Other declarations

Members may wish to declare at the beginning of the meeting any other information they feel should be in the public domain in relation to an item on the agenda; such Member statements will be included in the minutes for transparency.

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Agenda Item 3

WINDSOR AND ASCOT DEVELOPMENT MANAGEMENT COMMITTEE

WEDNESDAY, 5 JANUARY 2022

PRESENT: Councillors David Cannon (Chairman), John Bowden (Vice-Chairman), Christine Bateson, Julian Sharpe, Shamsul Shelim, Amy Tisi, Neil Knowles, Wisdom Da Costa and Jon Davey

Also in attendance: Councillor John Baldwin and Councillor Gurch Singh

Officers: Oran Norris-Browne, Jo Richards and Sian Saadeh

APOLOGIES FOR ABSENCE

No apologies for absence were received.

DECLARATIONS OF INTEREST

Councillor Bowden declared that he was a Ward Councillor for Eton & Castle, where all 3 applications fell under. He added that in 2017, he also sat on the panel that granted the original planning permission to the property in applications 21/02367/FULL & 21/02368/LBC. He added that he had also attended public and private meetings at the location of the application 21/02063/FULL. He noted that he was attending the meeting with an open mind and was merely declaring this for transparency.

Councillor Davey declared that he had a pecuniary interest in application 21/02063/FULL, having launched a publication with the premises sponsoring it in November 2021. He stated that he would leave the room and not participate in voting on this application.

Councillor Shelim also declared that he was a Ward Councillor for Eton & Castle, where all 3 applications fell under. This was merely for transparency and he attended the meeting with an open mind.

MINUTES OF PREVIOUS MEETING

AGREED UNANIMOUSLY: That the minutes of the last meeting held on 1st December 2021, be a true and accurate record.

21/02367/FULL - 109 HIGH STREET - ETON - WINDSOR - SL4 6AN

A motion was put forward by Councillor Knowles to permit the application as per officer's recommendation for the reasons listed in section 13 of the main report and the amendment made to condition 2. This was seconded by Councillor Davey.

A named vote was taken.

21/02367/FULL - 109 HIGH STREET - ETON - WINDSOR - SL4 6AN (Motion)	
Councillor David Cannon	For
Councillor John Bowden	Against
Councillor Christine Bateson	Against
Councillor Julian Sharpe	Against
Councillor Shamsul Shelim	Against
Councillor Amy Tisi	For
Councillor Neil Knowles	For
Councillor Wisdom Da Costa	Against
Councillor Jon Davey	For
Rejected	

The motion fell.

A second motion was then put forward by Councillor Bowden to refuse the application, which was against officer's recommendation on the basis that there was a loss in commercial floorspace contrary to Neighbour plan's policies BL1 & BL2 and the harmful impact that it would have on the vitality of Eton High Street.

A named vote was taken.

21/02367/FULL - 109 HIGH STREET - ETON - WINDSOR - SL4 6AN (Motion)	
Councillor David Cannon	Against
Councillor John Bowden	For
Councillor Christine Bateson	For
Councillor Julian Sharpe	For
Councillor Shamsul Shelim	For
Councillor Amy Tisi	Against
Councillor Neil Knowles	Against
Councillor Wisdom Da Costa	For
Councillor Jon Davey	Against
Carried	

RESOLVED: That the application be refused, which was against officer's recommendation.

The panel were addressed by Dr Ros Rivaz, objector, Parish Councillor Malcolm Leach, Mr Dan Lewandowski, Applicant's Representative and Ward Councillor Rayner.

21/02368/LBC - 109 HIGH STREET - ETON - WINDSOR - SL4 6AN

A motion was put forward by Councillor Knowles to permit the application as per officer's recommendation for the reasons listed in section 12 of the main report and the amendment made to condition 3. This was seconded by Councillor Davey.

A named vote was taken.

21/02368/LBC - 109 HIGH STREET - ETON - WINDSOR - SL4 6AN (Motion)	
Councillor David Cannon	For
Councillor John Bowden	Against
Councillor Christine Bateson	For
Councillor Julian Sharpe	Against
Councillor Shamsul Shelim	Against
Councillor Amy Tisi	For
Councillor Neil Knowles	For
Councillor Wisdom Da Costa	Against
Councillor Jon Davey	For
Carried	

RESOLVED: That the application be permitted, in line with officer's recommendation.

21/02063/FULL - MERCURE CASTLE HOTEL - 18 HIGH STREET - WINDSOR - SL4 1LJ

Due to his declaration of a pecuniary interest at the beginning of the meeting, Councillor Davey left the meeting at this time and did not take any further part in the discussions or the voting.

A motion was put forward by Councillor Sharpe to refuse the application, as per officer's recommendations. This was seconded by Councillor Knowles.

A named vote was taken.

21/02063/FULL - MERCURE CASTLE HOTEL - 18 HIGH STREET - (Motion)	
Councillor David Cannon	Against
Councillor John Bowden	Against
Councillor Christine Bateson	Against
Councillor Julian Sharpe	For
Councillor Shamsul Shelim	Against
Councillor Amy Tisi	For
Councillor Neil Knowles	For
Councillor Wisdom Da Costa	For
Councillor Jon Davey	Conflict Of Interests
Drawn	

The casting vote was made by the Chairman, which was against. Therefore, the motion fell.

A second motion was proposed by Councillor Bowden to permit the application, which was against officer's recommendation on the basis that the harm that would arise to the heritage assets, would be outweighed by the public and economic benefits that would arise from the area. Responsibility would be delegated to the Head of Planning to agree additional conditions with the applicant including operational hours, to limit noise pollution. This was seconded by Councillor Shelim.

A named vote was taken.

21/02063/FULL - MERCURE CASTLE HOTEL - 18 HIGH STREET - (Motion)	
Councillor David Cannon	For
Councillor John Bowden	For
Councillor Christine Bateson	For
Councillor Julian Sharpe	Against
Councillor Shamsul Shelim	For
Councillor Amy Tisi	Against
Councillor Neil Knowles	Against
Councillor Wisdom Da Costa	Against
Councillor Jon Davey	Conflict Of Interests
Drawn	

The casting vote was made by the Chairman, which was for. Therefore, the motion passed.

AGREED: That the application be approved, which was against officer's recommendation.

The panel were addressed by Mr Maarten De Vries, objector, Mr Sam Goss, Applicant and Ward Councillor Rayner

PLANNING APPEALS RECEIVED AND PLANNING DECISION REPORT

The committee noted the planning appeals received and the planning decision report.

The meeting, which began at 7.05 pm, finished at 9.00 pm

CHAIRMAN.....

DATE.....

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

DEVELOPMENT CONTROL PANEL

2 March 2022

Item: 1

Application No.:	20/00969/FULL
Location:	Land To The North Lynwood Crescent Sunningdale Ascot
Proposal:	The development of a community health hub (Use Class D1) with associated parking, access and landscaping.
Applicant:	
Agent:	Sarah Isherwood
Parish/Ward:	Sunningdale Parish/Sunningdale And Cheapside

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 proposal is for a new healthcare facility for the Ascot area. The proposed development would be in the green belt and on a site designated as a gap between the villages of Sunningdale and Sunninghill.
- 1.2 The proposal would be inappropriate development in the Green Belt and would cause harm to the openness and purposes of the Green Belt. It would also reduce the gap between the two villages and the green infrastructure provided by the current open site. The building has been positioned to minimise the loss of the gap as far as possible but this has resulted in the loss of trees, in particular category A trees.
- 1.3 The application is supported by information which has demonstrated the need for a new facility in the local area and the new integrated care model which has driven the size and design of the proposed building. It has also been shown that there are no other reasonable alternative sites.
- 1.4 The proposal would deliver a high quality, sustainable building which would have sufficient parking provision and would not result in any harmful impacts on the highway network. It would be acceptable in relation to its impacts on neighbouring buildings, flooding, ecology and biodiversity.
- 1.5 It is concluded that very special circumstances exist in this case given the need for the proposed development and the lack of alternative sites. The benefits of delivering a new healthcare facility with the associated improvements for both patients and staff outweigh the harms of the development.

It is recommended the Committee authorises the Head of Planning:	
1.	To grant planning permission on the satisfactory completion of an undertaking to secure the carbon off-set contribution set out Section 10 of this report and with the conditions listed in Section 15 of this report.
2.	To refuse planning permission if an undertaking to secure the carbon off-set contribution set out in Section 10 of this report refuse planning permission as the proposal would fail to meet the terms of the Council’s Interim Sustainability Position Statement and Borough Local Plan policy SP2

2. REASON FOR COMMITTEE 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 Committee as the application is for major development.

3. THE SITE AND ITS SURROUNDINGS

- 3.1 The application site is an area of open land on the southern side of Rise Road within the Green Belt. The site lies to the east of Sunninghill Village and to the west of Sunningdale Village. There is an area of hardstanding to the front of the site with the remainder as grassland with mature trees to the rear of the site as well north-western and south-western boundaries of the site. A Tree Preservation Order covers the north-western part of the site and the neighbouring site.
- 3.2 The site is adjoined to the north-west by the Lynwood Care Village and to the south-west by the railway line. To the south-east are residential properties on Lynwood Crescent which are predominantly two storey semi-detached houses. Opposite the site, on the other side of Rise Road, are residential properties along Park Crescent which are again predominantly two storey with a mix of semi-detached and terraced properties. The residential areas surrounding the site are defined in the Townscape Assessment as the character type "Post-War Suburbs".

4. KEY CONSTRAINTS

- 4.1 The planning constraints relating to the site are:
- Green Belt
 - Tree Preservation Order no 10 of 1986
 - Identified Gap between Villages in Neighbourhood Plan
 - Flood Zone 1

5. THE PROPOSAL

- 5.1 The proposed development is for a new community health hub centre (Use Class E). The plans and supporting information were amended in August 2021 which are the basis for this report. The key amendments made were revisions to the positioning and design of the building alongside a review of the supporting evidence.

Building

- 5.2 The proposed building would be located towards the north-western corner of the site close to the boundaries with the railway line and Lynwood Care Village. It would be set back from the road frontage by approximately 100m at the nearest point. To the front of the building would be the parking area with vehicle and pedestrian access from Rise Road.
- 5.3 The building would be two storeys, with the first floor set towards the rear. The single storey element would have a maximum height of approximately 4m and the two storey element would have a maximum height of approximately 8.5m. The footprint would be 1224 sq m.
- 5.4 The building would have a modern design with an angular roof form. The main materials would be timber cladding and brick. Windows would be a mix of timber and aluminium framing. There would be a canopy projecting over the main front entrance.

Parking and Access

- 5.5 The parking area would be located to the front of the site and would provide 100 parking spaces. 35 spaces are being provided for staff and 65 for visitors, including 5 accessible spaces. 20 electric vehicle charging spaces would also be included with provision to convert the remaining spaces. 10 cycle parking spaces will be provided. There will be a separate pedestrian access

point with a separated path leading to the entrance. A servicing bay would also be provided for the proposed building.

Landscaping

- 5.6 The proposed development would result in the loss of six individual trees, including two category A trees which are in good condition, and three groups of smaller trees. Other smaller self-seeded trees would also be removed. The trees to be removed would be on the north-western boundary with some also removed to the front and centre of the site.
- 5.7 The proposed landscaping would include the retention of the hedge to the front of the site with access created, new hedgerow within the site along the pedestrian access, new tussock grassland on the undeveloped part of the site and new native trees and shrubs within the site. In addition new planting mixes are proposed to supplement the dormice habitat.

6. RELEVANT PLANNING HISTORY

Reference	Description	Decision
13/03511/FULL	Erection of a community health centre	Refused – 28/07/2014
17/01188/FULL	Erection of a community health centre to accommodate the relocated Kings Corner and Magnolia House surgeries alongside a pharmacy and associated parking and landscaping.	Withdrawn – 21/10/2019

- 6.1 The above applications relate to the same site and are for similar development. However, there are key differences with the current application which are set out below.
- 6.2 Application 13/03511/FULL was refused for the harm to the Green Belt, harm to character and open nature of the gap between villages, lack of parking and impact on protected trees. It is important to note that this scheme was significantly larger than the current scheme and was positioned more centrally and further forward. It was also linked to adjoining sites which is not part of the current proposal.
- 6.3 Application 17/01188/FULL was withdrawn following concerns raised by officers and in public consultation. Again this scheme differed from the current proposal in its size and positioning.

7. DEVELOPMENT PLAN

- 7.1 The main relevant policies are:

Adopted Borough Local Plan 2013-2033

Issue	Policy	Compliance	
Spatial Strategy for the Borough	SP1	Yes	
Climate Change	SP2	Yes	
Sustainability and Placemaking	QP1	Yes	
Green and Blue Infrastructure	QP2		No
Character and Design of New Development	QP3	Yes	
Development in Rural Areas and Green Belt	QP5		No
Managing Flood Risk and Waterways	NR1	Yes	
Nature Conservation and Biodiversity	NR2	Yes	

Trees, Woodlands and Hedgerows	NR3		No
Environmental Protection	EP1	Yes	
Air Pollution	EP2	Yes	
Artificial Light Pollution	EP3	Yes	
Noise	EP4	Yes	
Infrastructure and Developer Contributions	IF1	Yes	
Sustainable Transport	IF2	Yes	
Community Facilities	IF6	Yes	

Adopted Ascot, Sunninghill & Sunningdale Neighbourhood Plan 2011-2026

Issue_Policy	Compliance		
Gaps between villages	NP/EN1		No
Trees	NP/EN2		No
Biodiversity	NP/EN4	Yes	
Respecting the Townscape	NP/DG1	Yes	
Density, footprint, separation, scale, bulk	NP/DG2	Yes	
Good quality design	NP/DG3	Yes	
Energy efficiency and sustainability	NP/DG5	Yes	
Parking and access	NP/T1	Yes	
Cycle routes	NP/T2	Yes	

8. MATERIAL PLANNING CONSIDERATIONS

National Planning Policy Framework Sections (NPPF) (2021)

Section 2 – Achieving sustainable development

Section 4- Decision-making

Section 8 – Promoting healthy and safe communities

Section 9 - Promoting Sustainable Transport

Section 11 – Making effective use of land

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

Supplementary Planning Documents

- Borough Wide Design Guide
- RBWM Landscape Assessment

Other Local Strategies or Publications

Other Strategies or publications material to the proposal are:

- RBWM Townscape Assessment
- RBWM Parking Strategy
- Interim Sustainability Position Statement
- Corporate Strategy
- Environment and Climate Strategy

9. CONSULTATIONS CARRIED OUT

Comments from interested parties

Letters were sent out on 23rd September 2021 notifying local residents directly of the application.

The planning officer posted a notice advertising the application at the site on 28th April 2020 and the application was advertised in the Local Press on 7th May 2020

Amended scheme

99 letters were received supporting the application, summarised as:

Comment	Where in the report this is considered
1. Existing surgeries no longer fit for purpose given limited facilities, issues of accessibility, dated buildings and lack of parking	Section 10 ii
2. Community needs better modern facility to provide the best healthcare and to respond to growth in area	Section 10 ii
3. Additional provision in new hub would be of benefit to local community, is required and would prevent need to travel outside local area for certain treatment	Section 10 ii
4. Need for and benefits of proposed development constitute Very Special Circumstances to allow development in Green Belt	Section 10 i, ii and Section 12
5. Location best for catchment area of surgeries	Section 10 ii
6. Adequate parking would be provided	Section 10 vii
7. Building would occupy only small part of site and have very limited visibility in wider area	Section 10 i
8. Need is urgent and project has been much delayed	Section 10 ii

7 letters were received objecting to the application including from the Ascot Sunninghill and Sunningdale Neighbourhood Plan Delivery Group, summarised as:

Comment	Where in the report this is considered
1. Loss of green and undeveloped land between Sunningdale and Sunninghill; inappropriate development in the Green Belt and no VSC to justify it	Section 10 i, ii and Section 12
2. Facility should be located on an alternative brownfield site	Section 10 ii
3. Increased traffic and access position would be hazardous and create safety issues for the highways network especially given traffic speeds	Section 10 vii
4. Additional traffic would cause pollution	The proposed development is not considered to give rise to additional traffic which would have any material impact on air or other pollution in the local area
5. Proposed facilities included more than just replacement of existing and a substantial amount of office and administrative space	Section 10 ii It is considered that the facilities are appropriate for the nature and use of the proposed building
6. Require assurances that remaining area will be protected in perpetuity	Section 10 i

7.	Proposed facilities do not appear to have been designed to reflect post-Covid changes in ways of working and appears an over-provision; why are separate remote consultation rooms needed? What are non-medical roles and how many need to be accommodated in the building?; not taken account of proposed smaller units for growth	Section 10 ii
8.	Size of building has not actually been reduced	The amended plans are considered on their own merit and not simply as to whether or not there has been a reduction compared to the originally submitted scheme.
9.	Transport statement is inaccurate and places unrealistic reliance on elderly and sick patients to walk/cycle to the site; majority of patients will drive to site; travel plan should be in place ahead of occupation	Section 10 vii The travel plan will be secured by condition and the proposed development would have to comply with the measures set out within it
10.	Impact of external lighting on wildlife and local residents	Section 10 iv
11.	Site should be being reinstated from temporary car park which has degraded the site and should not be considered the baseline for biodiversity enhancements	Section 10 iv
12.	Lease for use of site is only for 25 years	Comments regarding the lease are noted but these are not material to the consideration of the planning application. The planning permission is for the proposed development and no other. A condition is recommended limiting the use of the building. The lease would be a matter for the occupier and freeholder.
13.	Loss of mature trees harmful to the area and harm to local wildlife and biodiversity	Section 10 iv

Statutory consultees

Consultee	Comment	Where in the report this is considered
Highway Authority	<p>Unlikely to lead to a significant increase in traffic generation that would lead to a severe highway safety concern.</p> <p>Section 278 agreement recommended to secure pedestrian highway improvements (increased pavement width and zebra crossing c.20m from Park Crescent). TRO required to reduce speed from 40 to 30 mph.</p> <p>100 car parking spaces proposed in accordance with acceptable methodology; 35 staff spaces, 65 visitor space, 4 electric vehicle charging bays requested.</p> <p>Cycle parking spaces proposed at rate of 1:20 car parking spaces, should be in enclosed and secure facility.</p> <p>Trip generation based on the trips existing</p>	<p>Section 10 vii</p> <p>Given the location and undeveloped nature of the site, it is not considered that a construction management plan is reasonable in planning terms. It should be noted that regulation of construction sites and highways obstructions exist under environmental protection and highways legislation. It is not necessary for a planning condition to duplicate this legislation.</p>

	on the highway network already (given existing staff and visitors to other clinics). Travel plan should include robust measures to promote sustainable modes of travel, discourage car use and reduce parking demand. Recommended conditions regarding construction management plan, cycle parking details, parking layout, S278.	
LLFA	Increased impermeable surface under amended plans which surface water drainage system has been designed to accommodate and previously agreed discharge rate is retained. Scheme considered acceptable. Conditions recommended regarding details of proposed surface water drainage scheme.	Section 10 v

Consultees

Consultee	Comment	Where in the report this is considered
Ecology Officer	No significant impact on any statutory designated sites. Loss of some habitat (woodland, scrub, hedgerows, grassland) from development. CEMP: Biodiversity condition recommended to protect existing habitats to remain, management of new habitats to be created, protection/enhancement for dormice and nesting birds. Mitigation proposed for impact on slow worm, common lizard and grass snake. Condition on external lighting recommended to ensure bats and other nocturnal animals not adversely affected. Condition to secure biodiversity net gains recommended.	Section 10 iv
Berkshire Archaeology	Potential for archaeological remains to be disturbed by works. Condition recommended to require written scheme of investigation.	Condition requiring a written scheme of investigation is recommended.

Others (e.g. Parish)

Group	Comment	Where in the report this is considered
Sunningdale Parish Council	Changes to who would be being provided services at the new facility – all Ascot Primary Care Network patients – require clarification on which patient services would be transferred as this would influence building design as well as configuration/size. Current proposal best position of any previous schemes which lessens impact on Green Belt and maintains a smaller distinct gap between villages. Possibility of building creep also minimised	Section 10 i, ii, iv, vii and Section 12 The comments regarding the size of the building are noted. It is not considered that the proposed building is including unnecessary facilities nor has it been based on incorrect assumptions. As a change to a multi-functional hub, the provision of facilities differs from the traditional GP practice.

	<p>Supportive of overall design approach GIA virtually identical with marginally reduced footprint and car park Require clarification about actual number of professional and administrative personnel that are envisaged for the site. Having reviewed information consider that hub could serve a patient population of 34,708 which is twice the projected patient population and building is therefore far bigger than needed. Where is parking for administrative staff? Car parking on site currently being used as overflow for neighbouring site so the proposed development needs to control use of the car park Additional patients travelling from wider area will result in increased traffic on Rise Road Loss of two Category A trees Clarity about lease arrangement is required Cannot fully support as building appears oversized for the needs of local residents and is not matched by related increase in professional health care personnel</p>	<p>Comments regarding the lease are noted but these are not material to the consideration of the planning application. The planning permission is for the proposed development and no other. A condition is recommended limiting the use of the building. The lease would be a matter for the occupier and freeholder.</p>
<p>Sunninghill and Ascot Parish Council</p>	<p>Supports the principle and the revised proposals are a significant improvement on previous proposals Unconvinced that VSC exist but ask if considered they do that agreements are put in place to prevent development of any kind in the remaining gap in perpetuity Opening hours and clinical spaces reduced to the detriment of patients Queries regarding the space and provision of administration support Parking assumptions are flawed and nonsensical Hub is not in a sustainable location and should be minimum of 112 spaces as otherwise will be overspill parking onto nearby streets Number of primary care clinicians required if significantly higher and will be operating at maximum capacity unless hours are extended Unclear if services being transferred from Skimped Hill and Frimley Hospital Pedestrian environment around site not well lit or easy to use</p>	<p>Section 10 i, ii, iv, vii and Section 12</p> <p>The comments regarding the size of the building are noted. It is not considered that the proposed building is including unnecessary facilities nor has it been based on incorrect assumptions. As a change to a multi-functional hub, the provision of facilities differs from the traditional GP practice.</p>

10. EXPLANATION OF RECOMMENDATION

10.1 The key issues for consideration are:

- i Green Belt and Gap Between Villages
- ii Community Facility
- iii Climate Change and Sustainability
- iv Natural Environment
- v Flooding
- vi Design and Character
- vii Parking and Highways Impacts
- viii Impact on amenity of neighbouring buildings

i. Green Belt and Gap Between Villages

10.1 The application site lies entirely within the Green Belt. It is also designated within the Neighbourhood Plan as a gap between Sunninghill and Sunningdale.

Whether or not the proposal is appropriate development in the Green Belt

10.2 Paragraph 137 of the NPPF establishes that *“the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence”*. Paragraph 149 sets out that the construction of new buildings within the Green Belt is inappropriate and as per paragraph 148 substantial weight should be given to any harm to the Green Belt in the planning balance. Paragraphs 149 and 150 set out a limited number of exceptions where development can be considered acceptable in the Green Belt. Borough Local Plan policy QP5 follows the guidance set out in the NPPF as to what can be considered exceptions for development within the Green Belt.

10.3 It is not considered that any of the exceptions to inappropriate development set out in the NPPF and policy QP5 apply to the application site and therefore any development on the site must be regarded as inappropriate within the Green Belt. Substantial weight is given to this harm in the Planning Balance.

Impact on openness and purposes of Green Belt

10.4 In addition to determining whether the proposal is appropriate development or not, an assessment must also be made as to the impact on the openness and the purposes of the Green Belt.

10.5 It has been established through case law that openness is not simply the absence of development. The spatial and visual impact of the proposed development need to be considered to determine its impact on the openness of the Green Belt. National Planning Practice Guidance also sets out that the degree of activity generated has an impact on openness.

10.6 In relation to the current application, the site is currently free from development. The proposed building has a footprint of 1224 sqm. It has been designed as a two storey building to reduce its overall footprint on the site and the volume of the first floor has been carefully designed so as to minimise its massing. Nevertheless, as a new building in a previously undeveloped plot, there is a spatial impact on the openness of the Green Belt. The visual impact of the proposed building also needs to be considered. The positioning and design of the building are relevant to this. The building has been sited well back into the site, approximately 100m from the frontage and towards the rear corner of the site. The positioning would result in the proposed building being surrounded by, and seen in the context of, by mature planting, as well as the proposed landscaping scheme which seeks to further screen the building. The slope of the site, rising from the rear to Rise Road, also means that positioning the building to the rear corner of the site limits its visibility in the wider area. The first floor has been pushed back so that it sits towards the rear of the building to minimise the impact of its massing. The roof form has also been designed with a series of angled elements to further break up the massing of the building. The proposed timber

cladding on the exterior of the building also helps to soften its appearance. These elements help to limit the visual impact of the proposed building.

- 10.7 As noted above, the degree of activity is also a factor in determining the impact on openness. In this instance, the proposed access and parking area would be to the front of the site. With 100 parking spaces proposed, and given the nature of the use meaning activity as people arrive and leave from appointments across the day, there would be a high degree of activity created at the site which does not currently occur. Taking this into account alongside the spatial impact of the building, whilst the visual impact seeks to mitigate this, it is considered that the proposal would result in harm to the openness of the Green Belt.
- 10.8 Paragraph 138 sets out the five purposes of the Green Belt. In relation to this proposal the following are considered relevant:
- a) to check the unrestricted sprawl of large built-up areas;
 - b) to prevent neighbouring towns merging into one another;
 - c) to assist in safeguarding the countryside from encroachment

As the site is currently free from development, the proposed development would result in encroachment into the countryside. The positioning of the building has sought to minimise its encroachment but the development including the parking and access would occupy a significant area of the site. The layout and the proposed landscaping scheme have minimised this encroachment by retaining a large, continuous undeveloped area as part of the site. It is not considered that the proposal would result in the unrestricted sprawl of built up areas nor of neighbouring towns merging into one another. This is discussed in more detail below in relation to the Neighbourhood Plan designation of the site as a green gap. However, the development would cause harm to one of the purposes of including land in the Green Belt.

Green Belt Conclusion

- 10.9 As discussed in the above paragraphs, the proposal would be for inappropriate development in the Green Belt, would cause harm to openness and would conflict with one of the purposes of including land within the Green Belt. The weight to be given to these harms, cumulatively, is substantial and is further set out in Section 12 of this report.
- 10.10 Paragraphs 147 and 148 state that inappropriate development should only be approved in very special circumstances and *“Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations”*. Borough Local Plan policy QP5 reiterates that inappropriate development can only be approved in Very special circumstances. Any other harm arising from the development is considered in the following sections and the case for Very special circumstances is discussed in Section 12.

Impact on Gap between Villages

- 10.11 Neighbourhood Plan policy EN1, which is part of the Development Plan, designates the site as part of a gap between the villages of Sunninghill and Sunningdale. BLP policy QP2 also seeks to retain green infrastructure, such as open sites. The site forms part of the wider gap between the two villages which extends on the other side of the railway line. The majority of the gap is on the other side of the railway line. The policy sets several criteria for any development within these gaps.
- 10.12 Whilst the proposed development does not fully comply with the policies as it would clearly reduce the gap between the villages, the openness of the Green Belt and the level of green infrastructure, there are a number of factors which limit the harm it causes to the gap.

- 10.13 The positioning of the development has been pushed as far as possible to one side of the site, as close as possible to the development at the Lynwood Care Village. This has enabled a clear gap to still be maintained to the residential development on Lynwood Crescent. The layout has been designed so that the proposed landscaping scheme maintains and enhances the green character of the remaining gap. This will help to create a clear separation between the proposed development and the neighbouring properties as well as helping it to integrate with the character of the area. In addition, given the remaining area of the wider gap unaffected by the development, the proposal would not entirely close the gap between the two villages.
- 10.14 It is understood that there are concerns regarding potential future development on the remaining part of the site and the gap. The current application cannot preclude future applications from being made. However, any future application would need to comply with the relevant policies of the Development Plan and the site remains designated as Green Belt and a gap between villages. Any future application would have to be properly assessed at the time but it should be noted that policy QP5 sets criteria for what can be considered infilling and that any such proposal would have to be limited in nature and scale. Moreover, as is set out in this report, the reduction in the gap is clearly harmful and is only considered acceptable given the specific nature and circumstances of the proposed development.
- 10.15 It is considered that there is harm from the proposed development to the gap between villages and this should be given moderate weight in the planning balance.

ii Community Facility

- 10.16 Borough Local Plan policy IF6 supports proposals for new community facilities where there is an identified local need. It also states that they should be located in accessible locations for walking, cycling or public transport. NPPF paragraph 93 encourages planning decisions to ensure that communities have the social, recreational and cultural facilities that they need.
- 10.17 The application has been supported by evidence to demonstrate the need for the facility. This evidence has been reviewed and updated to consider the size of the building and implications of post-Covid ways of working on how services will be provided in the future. The new health centre is required to replace existing primary care facilities at Magnolia house and Kings Corner which are no longer considered fit for purpose or able to provide the services required in the local area. It will also provide various community services which are currently provided at Skimped Hill and Frimley Park for the local Ascot population. The hub would return the provision of these services to the local area.
- 10.18 As well as the need to replace existing old facilities, the hub is also required to accommodate the predicted population growth and additional residents following planned new developments. The Council's Infrastructure Delivery Plan underlines the need for new primary healthcare provision because of the rising and ageing population as well as a number of existing facilities no longer being fit for purpose. An update to the IDP prepared as part of the examination for the Borough Local Plan has identified the need for a new build facility to replace the Kings Corner and Magnolia surgeries. The new development would also enable the provision of primary and community healthcare to be delivered in line with modern NHS ways of working. The delivery of these types of healthcare is moving towards multi-disciplinary hubs such as the one proposed. There are many benefits from this delivery model to both staff and patients. It enables patients to access more types of service in their local area and within the same hub. This is considered to result in better healthcare outcomes for individuals with better access to a range of clinicians and professionals to treat them. There are benefits to the staff in being co-located with a range of services to enable better delivery of care as well as training to help with existing recruitment and retention issues. A shift towards this form of delivery is a fundamental part of the reasoning behind the design and size of the building.
- 10.19 It is noted the comments in objection have raised queries over the size of the building and the assumptions that underpin this. However, it is considered that the submitted information has clearly set out the need for the proposed hub and explained the drivers behind the number and types of room proposed. The table below sets out the number and type of rooms being proposed. It is not considered that the development is including unnecessary facilities which are

increasing the size of the building. The submitted information has also set out the size requirements of individual rooms and area to further explain how the design and scale of the building has been arrived at:

Figure 8. Summary of clinical accommodation

Type of Room	Number
Primary Care	
Consultation/Treatment	13
Interview	2
Minor Procedures/Bariatric Treatment	1
Recovery Room	1
Digitally enabled rooms	7
Community Services	
Consultation/Treatment	6
Interview Rooms	2
Physiotherapy Gym	1
Group Room	1
Digital Consultation	2

It is considered that the need for a proposed hub of this size and scale has been clearly demonstrated.

10.20 Policy IF6 also requires new community facilities to be in sustainable locations. It is accepted that the proposed site is located outside an established centre, is some distance from a nearby railway station and is only served by a single bus route. As is set out further below, it is proposed to improve the pedestrian environment surrounding the site and there would be cycle access as well. Whilst the site may therefore be limited in terms of the sustainability of its location, the supporting information has set out why other sites cannot be utilised for the proposed development. These sites were those that were within the area of the Ascot Primary Care Network as it is residents of this area that are to be served by the new facility. The main other potential site that has been assessed in detail was Broomhall car park. However, this has been reasonably discounted given its allocation as a mixed use development and the additional requirements that would place on any development coming forward. The applicant's analysis has also shown that this site would not be more sustainable in terms of location for the geographical range of patients proposed to use the new hub. On balance, it is therefore considered that the proposed location is acceptable and it has been demonstrated that there are no realistic alternatives. In addition, the proposed nature of the hub to include a variety of health services would make this a more sustainable facility than traditional GP practice sites. By housing a range of facilities in one place, there is a reduction in patients needing to travel to different buildings including those outside the local area. The nature of this hub has therefore been designed to maximise use by the local community in line with Policy IF6 which also supports the co-location of facilities.

10.21 As the need for and benefits arising from the proposed hub in this location are clearly linked to its proposed use, it is considered reasonable to limit the use of the proposed building. It is recommended that a condition be included to limit the use of the building to *Use Class E (e) Provision of medical or health services*. Any other use of the building would therefore be restricted. It is considered that the proposal complies with policy IF6. The benefits of delivering a new community healthcare hub should be given substantial weight in the planning balance.

iii Climate Change and Sustainability

10.22 Policies SP2 and QP3 require new developments to be designed to incorporate measures to mitigate and adapt to climate change. The Council seeks for developments to make the fullest contribution to reducing CO2 emissions, including a minimum 20% reduction in CO2 emissions is sought over that brought about via current Building Regulations, with 12% of the energy demand being met by on site renewables as stipulated in the Council's Interim Sustainability Position Statement. The proposed building incorporates a number of sustainable design measures,

including materials to reduce heat loss from the building, passive methods to reduce overheating and heat gain, inclusion of photovoltaic panels and measures to minimise water usage. 25.8% of the proposed building's energy demand would be provided by the photovoltaic panels which exceeds the requirements of the ISPS.

- 10.23 The building will not be net zero carbon emissions. The current design proposals would achieve a 20.5% reduction on the target emissions rate for this nature of building and so comply with the ISPS. In accordance with the Interim Sustainability Position Statement, the applicant has agreed to make an offset contribution which will be secured by legal agreement. The off-set contributions would be £34,403.40. A condition is recommended to ensure that the proposed building is built in accordance with the sustainable design measures and to secure further details where required. The proposal complies with BLP Policies SP2 and QP3. Moderate weight should be given in the balance to the sustainability benefits of the building, in particular the level of energy demand to be provided by renewable sources.

iv Natural Environment

- 10.24 Policies QP3 and NR3 require development to consider the impact on trees and seek to retain them. The proposed development would result in the loss of a number of trees including two category A trees. It is understood that the loss of these trees is a result of the positioning of the building which has been chosen to minimise the impact on the Green Belt and the gap. The category A trees would be lost due to the retaining wall which is required given the sloping nature of the site. Its location has taken account of the existing mature trees that remain on the northern edge of the site and neighbouring site.
- 10.25 The proposal includes proposed landscaping which seeks to introduce replacement planting. A final proposed soft landscaping scheme would be required to be submitted and approved by condition to ensure that a high quality landscape is delivered. Plans have also been submitted to demonstrate that the retained trees would not be harmed by the development. Full details would be required to demonstrate that the proposed building, associated servicing and the proposed drainage system would be constructed in a manner which would protect the retained trees. This would need to be secured by condition prior to development commencing. However, the loss of trees and in particular the category A trees cannot be mitigated by the replacement planting and the proposal fails to fully comply with Borough Local Plan policies QP3, NR3 and Neighbourhood plan policy NP/EN2. This is therefore a harm of the proposed development which should be given moderate weight in the Planning Balance.
- 10.26 The proposed site includes a range of habitats and evidence has shown the presence of dormice, slow-worm, common lizard and grass snake. There would be an impact on these habitats and species arising from the proposal. Details of mitigation have therefore been provided showing the creation of new habitats on site and translocation of species where required. The proposed landscaping scheme for the undeveloped part of the site would seek to improve habitats on site. A condition is recommended requiring a Construction Environmental Management Plan to be submitted and approved prior to the commencement of works. This will ensure that the development is carried out with appropriate measures in place to safeguard and limit the impact on the ecology of the site. It is also proposed that a management plan is secured by condition to ensure that the new habitats and landscaping created are managed to protect and enhance the ecology of the site. In addition, a condition is recommended requiring further details of any external lighting prior to their installation. The details will need to set out measures to ensure the lighting does not have a harmful impact on protected species. The proposal complies with BLP policy NR2 and Neighbourhood Plan policy NP/EN4. The biodiversity and ecological enhancements to the site are benefits of the scheme to be given moderate weight in the Planning Balance.
- 10.27 Comments have been raised regarding whether or not the existing hardstanding and parking area should be taken into account for biodiversity and ecological assessments. As an existing element on the site it is correct they form part of the existing habitat and so ecological assessments have taken them into account.

v Flooding

- 10.28 The site does not lie in an area of high flood risk but policy NR1 requires that the impact on surface water runoff is fully considered as part of any development. The proposed development would create potential risk from surface water given it is an existing green space and significant areas of built form would be introduced. The proposal includes provision for a sustainable urban drainage system which would ensure a suitable runoff rate for the site and minimise risk. Full details of the proposed SUDS are required by condition to be submitted and approved prior to commencement. The proposal would comply with BLP policy NR1.

vi Design and Character

- 10.29 Policies QP1 and QP3 require all development to contribute positively to the local area and be of high quality sustainable design. The proposed building is considered to be high quality design. As a stand alone building on a currently open site it is able to establish its own context. Its form and architectural style is appropriate for a building of the proposed use. Its irregular shape and roof form create visual interest whilst helping to break up the bulk and massing. The proposed external materials are appropriate and, in particular, the timber cladding help the building to sit comfortably within the surrounding natural environment. Final Details of the materials are required to be submitted and approved by condition to ensure that a high quality building is delivered. The proposal complies with policy QP1 and QP3 and relevant Neighbourhood Plan policies.

vii Parking and Highways Impacts

- 10.30 The proposal includes 100 car parking spaces which are to provide 35 staff, 65 patient and include 5 accessible parking spaces. BLP policy IF2 takes the Council's existing parking standards as a guide. The parking standards for a site in an area of poor accessibility would require 75 parking spaces for a GP practice of this size. However, given that care hub would provide more services than a traditional GP practice, a further 25 spaces have been provided in line with the parking standards for other community facilities. Whilst development should seek to reduce reliance on the private car, given the nature of the use and the profile of visitors the level of parking is considered acceptable in this instance. It is noted concerns have been raised about the level of parking given the location of the site and mobility of patients. As the proposed parking levels meet the parking standards, it is not considered there is any basis for requiring additional parking in this case. The spaces would be split with 35 spaces being provided for staff and 65 for visitors. The visitors would not all be arriving at the site at the same time so there would be suitable provision across the day for visitor parking. It is not considered that the proposed use would give rise to harmful levels of overspill parking on surrounding road.
- 10.31 It is proposed to make improvements to the surrounding footway and a new crossing under a Section 278 agreement to improve the pedestrian environment around the site. In addition a Traffic Regulation Order would be required to reduce the speed limit from 40 to 30 mph. A condition is recommended to ensure that these works have been carried out prior to first use of the building which will ensure that pedestrian access to the site is improved. 10 cycle parking spaces are being provided at a ratio of 1 stand per 20 car parking spaces (1 stand giving two parking spaces). The level of cycle parking provision is acceptable. Details of the stands and their enclosures is required to be submitted via condition. A travel plan has also been submitted which sets out measures to promote sustainable modes of transport to access the site. The measures include providing public transport information, cycling and walking route maps, cycle hire, encouraging car sharing and the introduction of car clubs. The travel plan sets out monitoring and review mechanisms to ensure that it can adapt as required once the development is occupied, including appointing a travel plan coordinator. A baseline survey within six months of occupation is considered appropriate as it will enable any changes to reflect the actual situation rather than a theoretical exercise. Annual surveys of users will be carried out with monitoring to submitted to the Council for the first five years of occupation. The travel plan will be secured by condition. It is considered that the submitted Travel Plan strikes an appropriate balance between seeking to encourage future staff to use more sustainable modes of transport against the sustainability and accessibility constraints imposed by the site's location and surrounding highways infrastructure. With the proposed measures in place the development is

considered to have sought to promote sustainable modes of travel and discourage private car use. It would therefore meet the objectives of Borough Local Plan policy IF2 and Neighbourhood Plan policy NP/T1.

- 10.32 A further concern is the volume of traffic that the development may create and its impact on the highway network. The methodology used to assess this is considered acceptable by officers. It is noted that comments have raised users coming from a wider area. Whilst the amended proposals make reference to the closure of other facilities, the primary purpose of proposal is to replace those facilities for the local population. The assessment has been carried out on a worst-case scenario basis as if all the associated journeys were new to the local network, where as in reality the majority of journeys to the site already exist within the local highway network. Any additional journeys are not considered to be of volume to result in a severe impact on the highway network. Moreover, given the nature of the use they would spread across the opening hours of the clinic and the majority of patients live where the site could be accessed via public transport or sustainable transport means. Provision has also been made on site for waste and servicing so that these vehicles would also not place additional pressure on the surrounding highways network.
- 10.33 Concerns have been raised regarding continued use of any parking area as overspill parking for the neighbouring site. The parking provided as part of this application is for use by the development only. The end user of the building would need to ensure that the parking area is used by staff and patients only. In this instance, it is considered appropriate to require a car parking management plan to be submitted via condition. This plan should address how access to the car park will be managed and how the spaces for different users of the building will be managed, including the electric vehicle charging spaces. Subject to this condition and the other points outlined above it is considered that the parking provision for the site is adequate and the development would not give rise to any harmful highways impacts.

viii Impact on amenity of neighbouring buildings

- 10.34 Given the separation to neighbouring properties, the proposal would have no impact on them in terms of privacy, loss of light or overshadowing. Whilst the nature of the use would create additional activity at the site this would still be a significant distance from any other property and would not give rise to additional noise or disturbance. Whilst there is plant to be installed at the building, it is shown to be screened and would be set a considerable distance from any adjoining properties. The properties opposite the access would not be disturbed by activity in this location given the road in between. Equally there would be no harmful light pollution arising given the distance. The proposal would comply with BLP policies QP3 and EP1 -4.

11. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 11.1 The development is not CIL liable.

12. VERY SPECIAL CIRCUMSTANCES AND PLANNING BALANCE

Case for very special circumstances

- 12.1 It has been set out in this report that the proposed development would be inappropriate in the Green Belt as well as harming the openness and purposes of the Green Belt. This cumulative Green Belt harm is afforded substantial weight in accordance with paragraph 148 of the NPPF. The other harms identified in the report include the reduction of the gap between villages and loss of protected trees. Both these harms are afforded moderate weight. As such, the proposal should only be approved if very special circumstances exist which outweigh the harm to the Green Belt and identified other harms of the scheme.
- 12.2 The material considerations put forward to be considered as very special circumstances that have been detailed in this report are:
- Need for new healthcare facility in the local Ascot area to provided services currently located at dated and unsuitable facilities.

- Need for modern healthcare facility in line with new delivery model of integrated care hubs which provided care benefits for patients as well as benefits to staff of being co-located with a wider range of services
- Need for increased capacity to meet population growth and needs of future residents from planned developments
- Lack of alternative sites which can deliver the required facility

12.3 The benefits of delivering a new community health hub at this site are afforded substantial weight.

12.4 Other benefits identified in section 10 are:

- Delivery of biodiversity enhancements through the proposed landscaping scheme. This has been given moderate weight.
- Provision of a sustainable building including a high percentage of energy demand being provided by renewable source (photovoltaic panels). This has been given moderate weight.

12.5 The substantial weight afforded to the provision of a new health care facility along with the moderate weight afforded to both the biodiversity enhancement delivery of sustainability measures, cumulatively would clearly outweigh the harm to the Green Belt and other identified harm such that Very Special Circumstances exist in this case to justify the development in the Green Belt.

Planning Balance

12.6 Whilst the proposal has been defined as inappropriate development in the green belt which causes harm to the openness and purposes of the Green Belt, the harm to the Green Belt has been clearly outweighed by other considerations such that Very Special Circumstances exist in this case to justify the development in the Green Belt.

12.7 As set out in the report and highlighted in Section 12 the development does not comply with policies in relation to Green Belt, the gap between villages, green infrastructure and the retention of trees.

12.8 The proposed development would be acceptable and comply with relevant planning policies, subject to conditions, in relation to its impact on neighbouring buildings, the impact on the highways network, the level of parking provided, the high quality design of the building, surface water drainage, impact on the ecology of the site and the sustainability of the proposed building. There would be social benefits to the local area from the provision of a new healthcare facility which has been designed to improve health outcomes for the local population.

12.9 There is a clear need for the new facility and there are no reasonable alternative sites. The design and positioning of the development has sought to limit its impact on the gap between the villages and moderate the harm that it is causing. This has led to the loss of trees but it is considered that this is the result of seeking to minimise the overall impact of the building on the gap between the villages and ensure a substantial area of the site remains open and undeveloped. The proposal has sought to strike a balance between these two competing constraints.

13. CONCLUSION

13.1 It is considered that the substantial benefit of delivering a modern healthcare facility for the local area outweighs the harms of the proposed development and it is recommended that planning permission is granted.

14. APPENDICES TO THIS REPORT

- Appendix A - Site location plan and site layout

- Appendix B – plan and elevation drawings

15. CONDITIONS RECOMMENDED FOR INCLUSION IF PERMISSION IS GRANTED

- 1 The development hereby permitted shall be commenced within three years from the date of this permission.
Reason: To accord with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).
- 2 The development hereby permitted shall be carried out in accordance with the approved plans listed below.
Reason: To ensure that the development is carried out in accordance with the approved particulars and plans.
- 3 The development hereby approved shall only be used for the purposes set out in Use Class E (e) (for the provision of medical or health services, principally to visiting members of the public, except the use of premises attached to the residence of the consultant or practitioner) and for no other use or purpose, including any other use set out in Use Class E (a) - (d), (f)-(g), set out in the Use Classes Order 1987 (as amended) (or any order revoking and re-enacting that Order with or without modification).
Reason: The site is in the Green Belt and the development the subject of this permission is only considered acceptable on the basis of very special circumstances related to the need for the proposed use. An alternative use would not benefit from the same very special circumstances, Relevant Policies - Borough Local Plan QP5
- 4 No development shall take place (including demolition, ground works, vegetation clearance) until a construction environmental management plan (CEMP: Biodiversity) has been submitted to and approved in writing by the local planning authority. The CEMP (Biodiversity) shall include the following.a) Risk assessment of potentially damaging construction activities.b) Identification of "biodiversity protection zones".c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts on the protected and priority species during construction including habitats, reptiles, dormice and nesting birds (may be provided as a set of method statements).d) The location and timing of sensitive works to avoid harm to biodiversity features.e) The times during construction when specialist ecologists need to be present on site to oversee works.f) Responsible persons and lines of communication.g) The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person.h) Use of protective fences, exclusion barriers and warning signs.The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.
Reason: To minimise impacts on biodiversity in accordance with Paragraphs 170 and 175 of the NPPF and Borough Local Plan policy NR2.
- 5 Works are to be carried out in full accordance with the reptile mitigation strategy given in section 3.5 of the submitted ecology report (Clarkson & Woods Ecological Consultancy, August 2021) unless otherwise agreed in writing by the council. A closing-out report including details of all the methods used, and any reptiles or signs of reptiles found, is to be issued to the council.
Reason: To ensure that reptiles, a group of protected species, are not adversely affected by the proposals. Relevant policy - Borough Local Plan NR2.
- 6 No external lighting shall be installed at the site until a report detailing any new external lighting scheme, and how this will not adversely impact upon wildlife, has been submitted to and approved in writing by the LPA. The report shall include the following figures and appendices:o A layout plan with beam orientation o A schedule of equipment o Measures to avoid glare o An isolux contour map showing light spillage to 1 lux both vertically and horizontally, areas identified as being of importance for commuting and foraging bats, and locations of bird and bat boxes. The approved lighting plan shall thereafter be implemented as agreed.
Reason: To limit the impact of light pollution from artificial light on nature conservation in accordance with paragraph 180 of the NPPF and to comply with Borough Local Plan NR2.
- 7 Prior to the commencement of the development above slab level, a landscape and habitat management plan which should include details of biodiversity enhancements, including native and wildlife friendly planting, habitat creation and management, incorporation of integral bird and bat boxes, tiles or bricks on and around the new building and trees, installation of dormice boxes and gaps in fences for hedgehogs and other wildlife, and the long-term management plan for the landscape, habitats and biodiversity enhancements shall be submitted to and approved in writing by the council. The biodiversity enhancements shall thereafter be installed as approved and a

brief letter report confirming that the enhancements have been installed, including a simple plan showing their location and photographs of the enhancements in situ, is to be submitted to and approved in writing by the Council. The development shall thereafter be carried out in accordance with the approved management plan.

Reason: To incorporate biodiversity in and around developments in accordance with paragraph 175 of the NPPF and to comply with Borough Local Plan NR2.

8 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 always thereafter be kept available for the parking of cycles in association with the development.

Reason: To ensure that the development is provided with adequate parking facilities to encourage the use of alternative modes of transport. Relevant Policies - Borough Local Plan IF2.

9 No part of the development shall be occupied until a car park management plan has been submitted to and approved in writing by the Local Planning Authority. The management plan shall show how car parking at the site will be managed to be used solely by staff and visitors associated with the use, how vehicle parking space will be laid out at the site, including details of charging facilities for electric cars (fast charge and rapid charge points) and how car parking would be managed for the different users of the site. The approved parking layout shall be provided at the site prior to the first occupation of the building.

Reason: To ensure that the development is provided with adequate parking facilities to reduce the likelihood of roadside parking which would be detrimental to the free flow of traffic and to highway safety and ensure that the development encourages sustainable travel. Relevant Policies - Borough Local Plan IF2 and complies with Section 9 of the National Planning Policy Framework (2019).

10 Prior to the first occupation of the site details shall be submitted to and approved in writing by the Local Planning Authority showing how off-site highways improvement works have been secured.

Reason: To improve the pedestrian environment surrounding the site and to ensure that the development encourages sustainable travel. Relevant Policies - Borough Local Plan IF2 and complies with Section 9 of the National Planning Policy Framework (2019).

11 Prior to commencement (excluding demolition) a surface water drainage scheme for the development, based on the submitted sustainable drainage strategy, shall be submitted to and approved in writing by the Local Planning Authority. Details shall include: o Full details of all components of the proposed surface water drainage system including dimensions, locations, gradients, invert levels, cover levels and relevant construction details.: o Supporting calculations confirming compliance with, the Non-statutory Standards for Sustainable Drainage, and the agreed discharge rate as mentioned in the approved strategy and the attenuation volumes to be provided. o Details of the maintenance arrangements relating to the proposed surface water drainage system, confirming who will be responsible for its maintenance and the maintenance regime to be implemented. The surface water drainage system shall be implemented and maintained in accordance with the approved details thereafter.

Reason: To ensure compliance with the National Planning Policy Framework and the Non-Statutory Technical Standards for Sustainable Drainage Systems, and to ensure the proposed development complies with Borough Local Plan Policy NR1.

12 A) No development shall take place/commence until a programme of archaeological work including a Written Scheme of Investigation has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and: Berkshire Archaeology An Archaeological Service for: Royal Borough of Windsor & Maidenhead, Reading Borough Council, Slough Borough Council, Wokingham Borough Council & Bracknell Forest Council 1. The programme and methodology of site investigation and recording 2. The programme for post investigation assessment 3. Provision to be made for analysis of the site investigation and recording 4. Provision to be made for publication and dissemination of the analysis and records of the site investigation 5. Provision to be made for archive deposition of the analysis and records of the site investigation 6. Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation. B) The Development shall take place in accordance with the Written Scheme of Investigation approved under condition (A). The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition (A) and the provision made for analysis, publication and dissemination of results and archive deposition has been secured.

Reason: The site lies in an area of archaeological potential, particularly for, but not limited to, Roman remains. The potential impacts of the development can be mitigated through a programme of archaeological work. This is in accordance with national and local plan policy. In view of the nature and scale of the development and the low likelihood of the potential archaeology, should it exist, meriting preservation in situ, therefore, field evaluation through trial trenching would represent an appropriate initial phase of work in order to determine the archaeological potential and levels of previous truncation and the need for any further phases of work. Berkshire Archaeology would be pleased to discuss the approach with the applicant or their archaeological consultant should permission be granted. If the applicant can demonstrate previous widespread impact on below ground deposits which specifically affects the archaeological potential, then this advice can be reviewed.

- 13 Prior to any equipment, machinery or materials being brought onto the site, details of the measures to protect, during construction, the trees shown to be retained on the approved plans, shall be submitted to and approved in writing by the Local Planning Authority. The approved measures shall be implemented in full prior to any equipment, machinery or materials being brought onto the site, and thereafter maintained until the completion of all construction work and all equipment, machinery and surplus materials have been permanently removed from the site. The measures shall include details of the proposed servicing and surface water drainage system and ensure that these elements protect the trees shown to be retained on the approved plans. These measures shall include fencing in accordance with British Standard 5837. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made.

Reason: To protect trees which contribute to the visual amenities of the site and surrounding area. Relevant Policies - Borough Local Plan NR3

- 14 No development above slab level shall take place until details of the materials to be used on the external surfaces of the development have first been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out and maintained in accordance with the approved details.

Reason: In the interests of the visual amenities of the area. Relevant Policy - Borough Local Plan QP3

- 15 No development above slab level shall take place until full details of both hard and soft landscape works, have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved within the first planting season following the substantial completion of the development and retained in accordance with the approved details. If within a period of five years from the date of planting of any tree or shrub shown on the approved landscaping plan, that tree or shrub, or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted in the immediate vicinity.

Reason: To ensure a form of development that maintains, and contributes positively to, the character and appearance of the area. Relevant Policies - Borough Local Plan QP3, NR2 and NR3

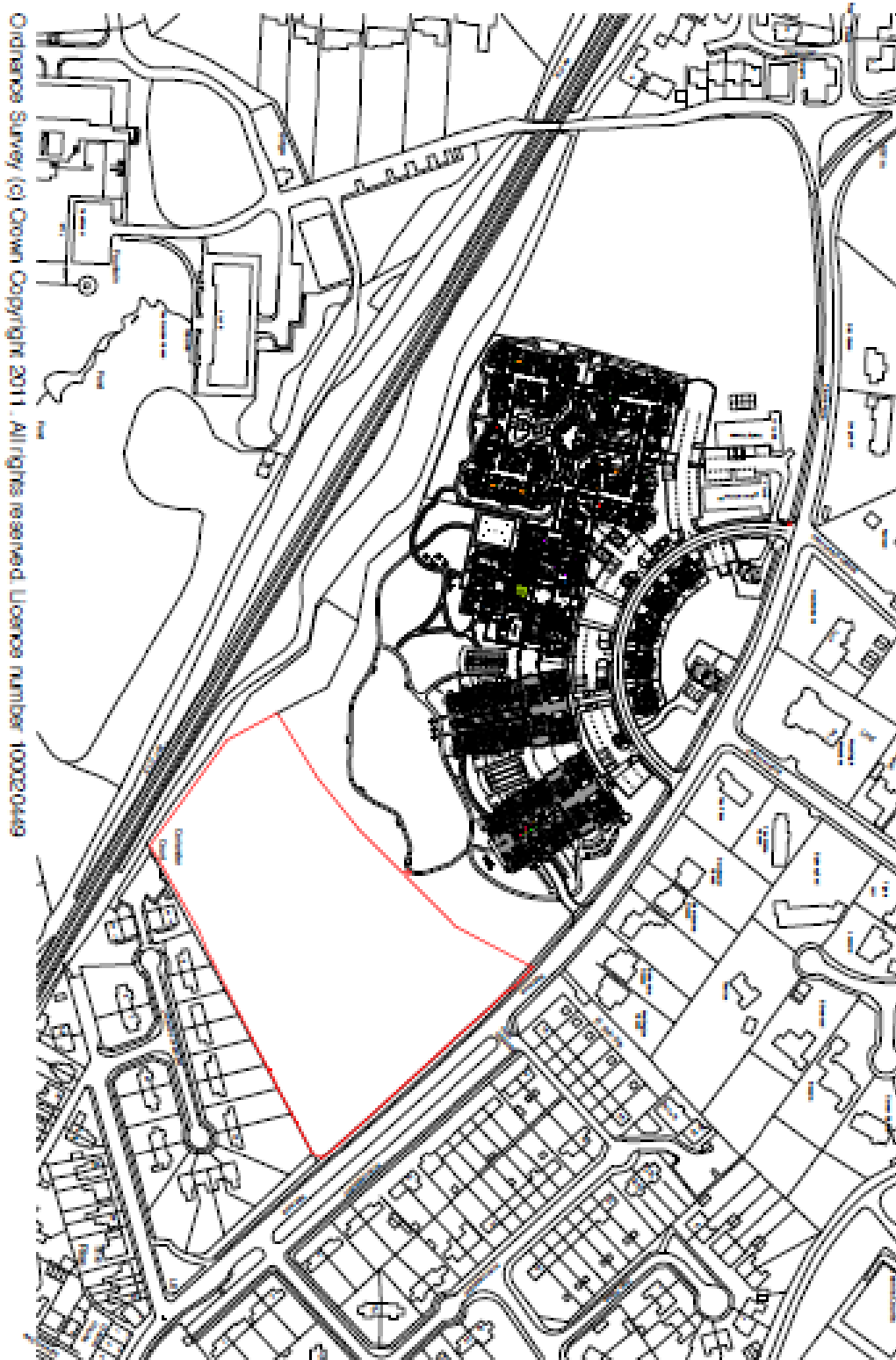
- 16 The development hereby approved shall be carried out and occupied in accordance with the Employment Travel Plan doc ref 332110563/5501 date August 2021.

Reason: To ensure that the development is provided with adequate parking facilities to reduce the likelihood of roadside parking which would be detrimental to the free flow of traffic and to highway safety and ensure that the development encourages sustainable travel. Relevant Policies - Borough Local Plan IF2 and complies with Section 9 of the National Planning Policy Framework (2019).

- 17 The development hereby approved shall be carried out and maintained in accordance with the Sustainability measures set out in the Planning Design and Access Statement dated July 2021.

Reason: To ensure that the building incorporates suitable sustainability measures and to comply with Borough Local Plan Policies SP2 and QP3.

Appendix A



Site Location Plan



First Floor Plan
Community Health Hub, Sunningdale

Revised Schedule
* Issued for Planning 26/05/21

Suitable for Planning

First Floor Plan
of
Community Health Hub, Sunningdale
for
Berkeley Health NHS Foundation Trust
MURPHY PHILIPPS
18 Riverside Street Tel: 020 7490 0008
London, SE1 7TA Fax: 020 7490 0770

Appendix B



Revision Schedule
 - Issued for Planning 26/06/21

DO NOT SCALE OFF DRAWINGS
 REPORT ALL DISCREPANCIES
 CHECK ALL DIMENSIONS ON SITE
 © Copyright Murphy Philipps 2021
 Prepared using Revit 2019

1:100 (B A1)



Suitable for Planning

Proposed Elevations
 Community Health Hub, Sunningdale
 Berkshire Health NHS Foundation Trust
 MURPHY PHILIPPS

3277-MPH-XX-XX-DR-A-0200
 Scale: 1:100 (B A1)
 BPA project number: 3277
 18 Waterloo Road London, W1 7TA Tel: 020 7490 8000 Fax: 020 7490 8778

Proposed Elevations
 Community Health Hub, Sunningdale



South Elevation
 1:100



North Elevation
 1:100

Revision Schedule
 - Issued for Planning 26/06/21

DO NOT SCALE OFF DRAWINGS
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 CHECK ALL DIMENSIONS ON SITE
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 Prepared using Revit 2019

1:100 (B A1)



Suitable for Planning

Proposed Elevations
 Community Health Hub, Sunningdale
 Berkshire Health NHS Foundation Trust
 MURPHY PHILIPPS

3277-MPH-XX-XX-DR-A-0200
 Scale: 1:100 (B A1)
 BPA project number: 3277
 18 Waterloo Road London, W1 7TA Tel: 020 7490 8000 Fax: 020 7490 8778

Proposed Elevations
 Community Health Hub, Sunningdale

Proposed Elevations

Community Health Hub, Sunningdale



DO NOT SCALE OFF DRAWINGS
REPORT ALL DIMENSIONS
CHECK ALL DIMENSIONS ON SITE


1:100 (B A1)

Suitable for Planning


Proposed Elevations
Community Health Hub, Sunningdale
Magnaolia House 1815 Foxglove Road
Magnaolia House, Sunningdale, Berkshire
RG5 2JH
Tel: 020 840 8000
Fax: 020 840 8700

Revision Schedule


1. Issued for Planning 26/05/21




Field maple



Dormouse



Slow worm



Tussock grassland and woodland

Design rationale

The layout of the new GP Hub facility has been carefully conceived to retain a significant area of open space to the south whilst respecting the mature landscape to the north.

The resultant design retains the existing landscape corridor along the western boundary of the site that, in turn, links with the wider landscape to the north west. This habitat is extended within the southern portion of the site but is also mindful of the need to retain a more open habitat in for the benefit, primarily, of reptiles.

The resultant landscape scheme therefore offers a mosaic of habitats whilst providing an attractive and inviting setting for the new Hub. As well as the support of biodiversity the scheme has been devised for the benefit of staff and visitors, providing a soothing and healing landscape.

The landscape has been designed in compliance of the Royal Borough of Windsor & Maidenhead Borough Wide Design Guide (paragraphs 11.3 to 11.15 particularly) to derive a landscape that meets the policy requirements of local planning policy.

Specific aspects of the proposed landscape are set out below:

Dormouse habitat
Species rich tree & shrub planting is proposed to supplement the existing habitat type. An irregular edge will contain structural variety in planting.
Trees & shrubs will be protected with guards as appropriate.

Reptile habitat
Tussock grassland habitat will be established as shown on the plan.
Where necessary any bare areas (for instance following construction works) will be sown with Emergent EG10 Tussock Grass Mixture. The established, and undisturbed, areas of existing grassland will be retained and managed.
First year management
Growth and establishment of newly sown wild grasses may be slow initially, especially at low sowing rates (2-5g/m²). There will often be a flush of annual weeds from the soil in the first growing season.
This weed growth is easily controlled by mowing. Mow regularly until the sown grasses are well established.
Management once established
Unwanted perennial weeds (dock, thistle) to be controlled by occasional spot treatment with a herbicide. To control scrub and bramble development, tussocky areas shall be cut every 2-3 years, between October and February. For wildlife this cutting is best done on a rotational basis so that no more than half the area is cut in any one year leaving part as an undisturbed refuge.
Ornamental areas
Where appropriate to the buildings and parking a more ornamental approach is taken but using native species.
For instance, specimen trees will be introduced in the parking area and around buildings. Locally native species of trees will be used.
Native species hedgerows will be established to supplement the existing hedgerow network and further add to connectivity of habitat.

LEGEND

- Existing tree retention
- New native trees and shrub
- Existing hedge retained and trimmed to enhanced screening
- Proposed new native hedgerow
- Existing hedge retained and trimmed to enhanced screening
- Gap in hedge infilled with native planting
- Tussock grassland reptile habitat
- Hazel, field maple, guelder rose, blackthorn, holly, oak, yew & silver birch mix to supplement dormouse habitat

Project Information

Project: MAGNOLIA HOUSE SURGERY
Site: LAND AT BOLE ROAD, SUNNINGDALE
The LANDSCAPE MASTERPLAN
Date: 2020
Scale: 1:2000 A1
Drawn by: JPH
Checked by: JPH
Drawing Number: 1317-KC-NS-YTREE-LMP01RevA

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Agenda Item 5

ROYAL BOROUGH OF WINDSOR & MAIDENHEAD
PLANNING COMMITTEE

DEVELOPMENT CONTROL PANEL

2 March 2022

Item: 2

Application No.:	21/02508/FULL
Location:	Imperial College of Science And Technology Buckhurst Road Ascot SL5 7PY
Proposal:	Redevelopment of the Silwood Park Science Park to include demolition of the existing business centre and construction of a new life science centre building, café pavilion, refurbishment of and alterations to existing buildings and associated parking and landscaping.
Applicant:	NSS IV (Real Estate) LLP
Agent:	Neil Rowley
Parish/Ward:	Sunninghill And Ascot Parish/Sunningdale And Cheapside
If you have a question about this report, please contact: Michael Lee on or at michael.lee@rbwm.gov.uk	

1. SUMMARY

- 1.1 The application seeks detailed planning permission for the redevelopment of the Silwood Park Science Park to include the demolition of the existing Business Centre and the erection of a new Life Science building along with a new café and the refurbishment and alterations to the existing buildings on site together with the associated parking and landscaping.
- 1.2 The proposed Life Science building, by virtue of it being materially larger than the building it would replace and the new café building representing a new building, would represent inappropriate development in the Green Belt, by definition. The development would also cause limited harm to the openness of the Green Belt and be contrary to one of the purposes of the Green Belt, namely safeguarding the countryside from encroachment. Therefore, a case of Very Special Circumstances (VSC) would need to be demonstrated where harm to the Green Belt and any other harm is clearly outweighed by other considerations to be acceptable in Green Belt terms.
- 1.3 The refurbishment of the existing buildings, pursuant BLP Policy QP5 and paragraph 149(c) of the NPPF, would not represent an inappropriate form of development that would be harmful to the openness of the Green Belt.
- 1.4 The limited impact on the setting of the Manor House is mitigated by the retention and enhancement of mature landscape screening, and the minor harm arising is outweighed by public benefits. No other additional harms have been identified by officers. The proposal is acceptable in respect of impact on the character of the area in general, impact on the highway and parking provision and other environmental considerations.
- 1.5 The proposal represents a significant benefit in terms of employment and education through the creation of additional direct and indirect employment opportunities and the relationship with Imperial College London. The proposal would also bring about sustainability and ecological benefits.
- 1.6 In the overall balancing exercise for establishing VSC, it is considered that the identified harm is clearly outweighed by other considerations, and therefore VSC exists which justifies the development in the Green Belt.

It is recommended the Committee authorises the Head of Planning:	
1.	To grant planning permission with the conditions listed in Section 15 of this report and on the satisfactory completion of a Unilateral Undertaking to secure a carbon offset contribution.

2.	In the event the above undertaking is not completed the Committee authorises the Head of Planning to refuse planning permission as the proposal would fail to meet the terms of the Council's Interim Sustainability Position Statement and Borough Local Plan policy SP2.
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2. REASON FOR COMMITTEE DETERMINATION

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

3. THE SITE AND ITS SURROUNDS

- 3.1 Silwood Park comprises the Science Park, Imperial College London education and student buildings and the former Manor House and associated outbuildings together within the wider Silwood Park and parkland measuring approximately 100ha. Silwood Park and parkland, including the application site is located to the north of the A329 London Road and the west of the B383 Buckhurst Road within the Green Belt to the north of Sunninghill. The primary access is located off Buckhurst Road and serves the science park, university buildings and the former Manor House. There is an additional access off London Road to the south.
- 3.2 The Science Park comprises a cluster of 6 buildings within the south-east corner of the wider site and measures approximately 2.5 ha. The Business Centre building to be demolished is a large single storey structure with dual ridge pitched roof with approximately 2,100 sq.m floorspace. The remaining buildings to be refurbished have a combined floorspace of approximately 4,000 sq.m. The buildings themselves are of a similar appearance comprising of a red brick construction with part pitched roofs and green fenestration detailing. The remainder of the site comprises areas of hardstanding for car parking set amongst areas of mature woodland and landscaping.
- 3.3 Immediately to the north of the Science Park lies the university buildings with the Manor House to the west. The site benefits from extensive mature tree planting throughout and around the site boundaries which contributes to the verdant appearance of the wider Silwood Park site.
- 3.4 Immediately to the west of the Science Park area lies the former Manor House, a Grade II Listed Building, and associated land is subject to a current application for its conversion to 21 residential units together with the demolition of the existing outbuildings and the erection of 13 new dwellings within the grounds. Application 21/02205/FULL remains under consideration and will be referred to committee at a future date.
- 3.5 To the south west of the Science Park is an area of woodland that serves as a buffer from the Science Park to the London Road to the south with the settlements of both Sunningdale further to the south and Sunninghill to the south west.

4. KEY CONSTRAINTS

- 4.1 The following are the main constraints associated with the site:
- Designated Metropolitan Green Belt
 - Area TPO (001/2020)
 - Adjacent to Grade II Listed Buildings
 - Flood Zone 1

5. THE PROPOSAL

- 5.1 The proposals include the following key elements:
- Erection of a 5,260 sq.m Life Science Building following demolition of Business Centre.
 - New Café Building.

- Refurbishment and alterations of existing buildings.
- Alterations to car parking layout.
- Retention of existing mature trees and landscaping.

5.2 The proposal has been designed to rejuvenate the existing Science Park and to redevelop the Business Centre to provide a Life Sciences building that is to provide for the specific needs of the science and research professions.

5.3 The entire Science Park area is considered to be previously developed land (PDL).

Appearance

5.4 The Business Centre is to be demolished and replaced with a three storey building with associated plant on the roof within designated enclosures. The building would be of a modern appearance with extensively glazed elevations.

5.5 The existing buildings to be refurbished are two storey buildings of a red brick construction and part hipped roofs. The proposal would entail alterations to the roof to improve the overall appearance of the roof form and the elevations and fenestration being replaced with vertical timber cladding.

Height and Massing

5.6 The alterations and refurbishment to Units A – F will not result in any increase in the overall floor area or height of the existing buildings. The changes to the roof forms of the buildings to provide gable ends will however result in a small increase in the overall mass of the roof which is discussed below.

5.7 The proposed Life Sciences building however would result in a material increase in the overall height and mass over and above the Business Centre building that is to be replaced. The height of the proposed building would be approximately 15.4m compared to the existing buildings height of approximately 8.8m.

Accessibility

5.8 The nearest bus stops are situated on either side of the B383 that serve the 01 and 28 bus services that provide services to Ascot, Sunninghill and Windsor.

Application Site Access

5.9 The existing access off the B383 Buckhurst serves all parts off the wider Silwood Park. This existing access into the site is to be retained and the proposed Science Park will use this access. There is an additional access to the south off the London Road.

5.10 The existing access leads to a security barrier from which vehicles access the individual elements of the park including the former Manor House, university buildings or science park. The existing parking areas are to be changed to provide for the proposed café and grounds as part of the proposal.

Parking

5.11 The existing car parking areas are located around Units A – F with a further parking area located around the Business Centre. The site currently has 211 car parking spaces. The scheme proposes a total of 224 car parking spaces of which 45 will be provided with electric vehicle charging points.

5.12 Footways from the B383 Buckhurst Road will stay unchanged with the sites vehicular and pedestrian accesses continuing unchanged.

- 5.13 The development will provide for 100 secure and covered bicycle spaces which will be provided in two secure units located adjacent to Unit C and the Life Sciences building.

Landscaping

- 5.14 The existing site, and the wider Silwood Park is dominated by extensive mature trees and landscaping and as such the retention of and additional soft landscaping forms an integral part of the proposal. Trees are of particular importance to the site, and therefore the proposal, as the site is subject to an area TPO (Reference 001/2020/TPO).
- 5.15 The trees around the boundaries of the site are to be retained with additional planting provided both throughout the site and around the boundaries with an extensive area of soft landscaping proposed around the proposed café.
- 5.16 The application is accompanied by a Landscape Plan (P20545-00-001-GIL-0100) that demonstrates the protection and retention of the existing trees on site together with the additional landscaping that is proposed.
- 5.17 The additional landscaping proposed will, in conjunction with the retention of the boundary trees will ensure the site continues to be well screened from view.

Buildings to be demolished

- 5.18 The existing Business Centre (the floor and roof plan and elevations are shown on Plan No's 6537-SBA-BC-00-BC-A-02100 Rev. PO2; 6537-SBA-BC-00-BC-A-02101 Rev. PO2; 6537-SBA-BC-00-BC-A-02200 Rev. PO2 & 6537-SBA-BC-00-BC-A-02201 Rev. PO2) is the only building to be demolished. The other buildings (Units A – F) are to be refurbished with alterations to the roof form to 'gable' each of the existing hipped roof forms.

Environmental Sustainability

- 5.19 The proposal includes a range of energy efficiency measures including air source {heat pumps (ASHP) and solar photovoltaic arrays that will, in part, be used to power the Life Science building and Units A - F. It seeks to meet the Councils' Interim Sustainability Statement and demonstrates that energy consumption and carbon emissions will be reduced by approximately 32% over and above Part L Building Regulation requirements.

6. Planning History

- 6.1 The site has a moderate planning history dating back to the late 1980's that primarily relates to minor alterations and changes to the Science Park buildings, alterations and changes of use to Silwood Manor House and farm and other applications relating to the inclusion of the site within the SHLAA. There is limited history of direct relevance to the current proposal.

7. DEVELOPMENT PLAN

- 7.1 The main Development Plan policies applying to the site and proposal are:

Adopted Borough Local Plan (2021)

- 7.2 The Borough's development plan comprises the Borough Local Plan (Adopted February 2022). The policies which are considered relevant to this site and planning application are as follows:

Policy/Issue	Adopted Plan Policy	Local
Climate Change	SP2	
Green and Blue Infrastructure	QP2	
Character and Design of New Development	QP3	

Development in Rural Areas and the Green Belt	QP5
Economic Development	ED1
Protected Employment Sites	ED2
Historic Environment	HE1
Managing Flood Risk and Waterways	NR1
Nature Conservation and Biodiversity	NR2
Trees, Woodlands and Hedgerows	NR3
Renewable Energy	NR5
Artificial Light Pollution	EP3
Noise	EP4
Infrastructure and Developer Contributions	IF1
Sustainable Transport	IF2

7.3 The Ascot, Sunninghill & Sunningdale neighbourhood Plan 2011 – 2026 (2014) also forms part of the Development Plan. The relevant Policies are set out in the table below:

Trees	NP/EN2
Biodiversity	NP/EN4
Respecting the Townscape	NP/DG1
Density, footprint, scale & bulk	NP/DG2
Good quality design	NP/DG3
Heritage assets	NP/DG4
Energy efficiency and sustainability	NP/DG5
Retaining and encouraging employment	NP/E1
Encouraging micro and small businesses	NP/E2
Parking and Access	NP/T1
Silwood Park	NP/SS9

8. MATERIAL PLANNING CONSIDERATIONS

8.1 National Planning Policy Framework Sections (NPPF) (2021)

- Section 4: Decision making
- Section 6: Building a strong, competitive economy
- Section 9: Promoting sustainable transport
- Section 11: Making effective use of land
- 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

8.2 Supplementary Planning Documents (SPD)

- Planning Obligation and Developer Contributions SPD
- Sustainable Design and Construction SPD
- Borough Wide Design Guide SPD

8.3 Other Local Strategies or Publications

- Interim Sustainability Position Statement
- Environment and Climate Strategy

9. CONSULTATIONS CARRIED OUT

Comments from interested parties

7 occupiers were notified directly of the application. The planning officer posted a notice advertising the application at the site on the 21st October 2021 and the application was advertised in the Local Press.

No letters of comment have been received.

Consultees

Consultee	Comment	Where in the report this is considered
Lead Local Flood Authority	No objection subject to conditions	10.vi
Historic England	No formal comments received.	10.iii
Conservation	No in principle objection to the development. The Life Science building would be visible from the Manor House and Grounds. Such views would be glimpsed and as such the scheme represents less than substantial harm at a relatively minor level.	10.iii
Ecology	No objections subject to conditions	10.viii
Highways Authority	No objection subject to conditions.	10.vii

Other Groups

Parish Council	The Parish consider the scheme is inappropriate development in the Green Belt although they agree that VSC's have been demonstrated. Serious concern however has been raised about the level of parking and they consider this to be inappropriate given the potential increase in vehicular movements.	10.i and 10.vii
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10. EXPLANATION OF RECOMMENDATION

10.1 The key issues for consideration are:

- i Principle of development in the Green Belt
- ii Economic Impacts
- iii Climate Change and Sustainability
- iv Design Considerations, Impact on Character and Heritage Assets
- v Amenity Impacts
- vi Sustainable Drainage

vii Highways

viii Natural Environment

i Principle of this development in the Green Belt

- 10.2 The site currently comprises a number of existing buildings that are primarily two storey structures with pitched roofs with the exception of the Business Centre which is a single storey structure with a similar dual ridged pitched roof form. In addition, there are extensive areas of hardstanding for the associated parking and internal access roads. When the site is assessed against the definition of previously developed land (PDL) within the NPPF there is no doubt that the entire application site comprises PDL.
- 10.3 Whilst Policy NP/SS9 of the Neighbourhood Plan specifically refers to the area highlighted as Major Developed Site at Map 23 the subtext does state that the wider Silwood Park comprises the Business Centre and the remaining older two-storey units which are described as being tired and in need of renovation. The sub-text further states that Imperial College London and their agents wish to develop their education/research work at Silwood with the Silwood Business Park to serve as a base for an academic/research use.
- 10.4 Policy QP5 of the Borough Local Plan states that the Metropolitan Green Belt will be protected against inappropriate development and that planning permission will not be granted for inappropriate development (as defined by the NPPF) unless very special circumstances are demonstrated.
- 10.5 As required by Policy QP5 one must therefore consider the proposal against the requirements of the NPPF (2021). Paragraph 147 of the NPPF echoes Policy QP5 in stating that inappropriate development will not be granted except in very special circumstances. Paragraph 148 states that local planning authorities should ensure substantial weight is given to any harm to the Green Belt and that 'very special circumstances' will not exist unless harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

Is the proposal inappropriate development in the Green Belt?

- 10.6 Paragraph 149 and 150 both set out the numerous exceptions to what constitutes inappropriate development in the Green Belt. Of particular relevance to the current application is paragraph 149(c), (d) and (g)(i) which state as follows:

A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:

- c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;**
- d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;**
- g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:
– not have a greater impact on the openness of the Green Belt than the existing development; or**

- 10.7 With the development proposing the alteration of Units A – F and the replacement of the existing Business Centre it is necessary to assess the potential impacts, both spatially and visually, on the Green Belt to assess whether paragraph 149(c), (d) or (g) are of relevance and would the development, as a whole, constitute inappropriate development in the Green Belt and therefore by definition harmful.

Refurbishment of units A-F

- 10.8 The scheme proposes the alteration of Units A – F that would comprise gabbling the existing hipped roof forms and their subsequent re-cladding. The overall footprint and ridge height would largely remain unchanged. The only increase in built form would be through the gabbling of the hipped roof. With Units A – F measuring from 2,792 to 5,418 cu.m and with the gabbling adding from approximately 132 to 194 cu.m the proposal, in this regard, would add from around 2.5% to 6% additional of built form to each of the units. Such limited increases in built form, in conjunction with there being no increase in the footprint or overall height of Units A – F, the scheme would not result in disproportionate additions over and above the original building(s). As such, this aspect of the development would not constitute inappropriate development and is, in principle, acceptable in the Green Belt subject to compliance with relevant policies within the development plan.

Replacement Life Sciences Building

- 10.9 The other element of the scheme is the replacement of the existing Business Centre with the Life Science building where both sub-points (d) and (g) allow for the replacement or redevelopment provided the replacement or redeveloped building is not, respectively, materially larger or where there would be no greater impact on the Green Belt than the existing.
- 10.10 The existing Business Centre is a single storey building with a dual ridged hipped roof form. The building measures approximately 2,135 sq.m and approximately 8.8m to the ridge with a total approximate volume of approximately 8,000 cu.m. The proposed Life Science building would comprise a 3 storey flat roof building with additional plant enclosures on the roof. The total footprint would measure approximately 1,753 sq.m with a height of 15.4 m. and an approximately total volume of 26,996 cu.m. This represents an approximate increase in built form of approximately 235%.
- 10.11 Under paragraphs 149 (d) of the NPPF, the replacement or alteration of a building is acceptable provided the new building is in the same use and not materially larger than the one it replaces. In addition, paragraph 149(g) allows for the limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings) which would not have a greater impact on the openness of the Green Belt than the existing development. Due to the increase in built form the proposed replacement Life Science building would be materially larger than the Business Centre building it is to replace. It is for this reason that this aspect of the proposal does not accord with either sub-points (d) or (g) of paragraph 149 of the NPPF. The Life Science building would therefore represent inappropriate development in the Green Belt.

Proposed café building

- 10.12 The proposed café must also be considered in relation to the potential for harm to the Green Belt. The café building would be sited within a central part of the site largely surrounded by Units A – F and the proposed Life Sciences buildings. The building would be of a contemporary circular building of a flat roof design approximately 4 metres in height with a volume of approximately 1,257 cu.m. Whilst this would impact upon the openness of the Green Belt from a spatial aspect it is considered that the overall harm would be limited due to the siting of the building in a central part of the site surrounded by larger buildings. The café, notwithstanding this, would represent inappropriate development in the Green Belt.
- 10.13 Therefore, the proposed development, taken as a whole, would constitute in appropriate development in the Green Belt.

Other Harm to the Green Belt – Impact on openness and purposes

- 10.14 The sub-text to Policy QP5 of the BLP states that the BLP seeks to manage development pressures so as to protect and enhance the quality and distinctive character and heritage of the borough's settlements and countryside that surrounds them. As such, and whilst not part of the policy itself, it is necessary to consider other potential impacts on the Green Belt in terms of openness. Paragraph 137 of the NPPF states that the Government attaches great importance to

Green Belts and that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. Furthermore paragraph 138 of the NPPF goes on to state that the Green Belt serves 5 purposes:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns;
- to assist in urban regeneration by encouraging the recycling of derelict and other urban land.

- 10.15 As inappropriate development in the Green Belt the proposal is, by definition, harmful to openness. In terms of actual openness, paragraph 001 (Reference ID: 64-001-20190722) of the NPPG advises that when considering the potential impact of development on actual openness of the Green Belt, that openness is capable of having both a spatial and visual aspect, and the permanence and degree of activity likely to be generated should be taken into account.
- 10.16 The alteration and refurbishment of Units A – F would result in the gabling of the existing hipped roof form together with the re-cladding of the buildings. Whilst discussed below in more detail with regards to character and appearance officers are of the opinion that the appearance of the proposed buildings would be an improvement over the existing brick buildings which are of a somewhat tired and dated appearance. The enhanced appearance together with there being no increase in footprint or height and only a minimal increase in built form would ensure there would be, at most, a minimal impact on the openness of the Green Belt by virtue of the new gable ends.
- 10.17 The proposed Life Science building, whilst having a similar footprint as the existing Business Centre the additional height of the 3-storey building together with the additional plant enclosures would have an impact on the openness of the Green Belt by virtue of the increase in built form and the corresponding increase in height that would result in the countryside being encroached upon over that which exists. As such the scheme would conflict with this reason for including land within the Green Belt. However, such harm is mitigated when the visual element of the assessment is considered as set out in the NPPG. Such mitigation is set out below in more detail under the Design and Character section of this report. The site benefits from extensive tree cover on its boundaries and throughout the site. With tree heights ranging from 10 to 22 metres and the quantum of tree cover together with the building being proposed within the same footprint as the existing Business Centre it is considered that the visual harm to openness, is limited to moderate.
- 10.18 The proposal would be sited within the same envelope of built form on site and as such would not result in the sprawl of any large built-up areas nor would there be any coalescence of neighbouring towns or villages. Moreover, the scheme would not harm the setting or special character of any historic towns. Lastly, in seeking to redevelop the site that comprises PDL the scheme would not prevent any urban regeneration. There is therefore only some conflict with one of the five purposes of the Green Belt
- 10.19 While the proposal is considered to cause harm to the Green Belt, the extent of built form is contained within the existing site boundaries and well screened by significant landscaping and planting. Paragraph 148 requires that substantial weight is given to this harm and such development should only be approved where very special circumstances clearly outweigh this, and any other harm.
- 10.20 The applicant has made a case for very special circumstances which are discussed in Section 12 of this report.

iv Economic Impacts

- 10.21 Policy ED1(1) of the Borough Local Plan states that a range of different types and sizes of employment land and premises will be encouraged to maintain a portfolio of sites to meet the diverse needs of the local economy. Further, Policy ED1(2) states that the Royal Borough will seek to make provision for at least 11,200 net new jobs across a range of floorspaces. Policy

ED2 (Employment Sites) designates Silwood Park as a protected employment area for technology and educational uses.

- 10.22 The subtext to Policy NP/SS9 of the Neighbourhood Plan states that the overarching Intent to Policy NP/S9 is to encourage the University's overall plans for the future of Silwood Park but to retain it as an education and research site which will also provide for additional employment opportunities. In addition, the NPPF states that significant weight should be placed on the need to support economic growth and productivity taking into account both local business needs and wider opportunities for development. Furthermore, paragraph 96 ensures that there should be faster delivery of other public service infrastructure such as further education colleagues. While the scheme would not delivery any new such infrastructure it would facilitate continued and enhanced collaborative space between the University and the commercial life science organisations that will occupy the buildings. This would allow for high quality additional space to facilitate research and development in such life science professions.
- 10.23 In order to support their economic argument the applicant has provided a Needs Assessment which is summarised below. Prior to this it is pertinent to consider the Local Plans Evidence base which highlights the need for such an employment related development. This evidence base has formed part of the examination into the Council's recently adopted Borough Local Plan.
- 10.24 The Berkshire Functional Economic Market Area (FEMA) Study (February 2016) refers, inter alia, to the Thames Valley Berkshire Skills Priority Statement which specifically highlights the life-science sector that is both buoyant and growing whilst the Central Berkshire Economic Development Needs Assessment (October 2016) states that the Borough (RBWM) that the Ascot/Sunningdale area generally has a lower level of office supply and is seen as more a niche market.
- 10.25 Moreover, the Economic Development Needs Assessment (EDNA) is of particular importance. Table 4.3 of the 2016 EDNA states that RBWM has, based on labour demand, a net floorspace requirement of 222,080 sq.m B Class Floorspace. When past completions are factored into the assessment, Table 4.8 of the ENDA states that the RBWM figure drops to 221,080 sq.m. This encompasses the total B Class uses (aspects of which would now fall into Use Class E). It is evident there is a significant need for additional B Class Floorspaces within which there is a need for specific science and research related floorspace.
- 10.26 The applicants Needs Assessment highlights the marked difference for both general office space and lab space. The Needs Assessment refers to reports and publications from the Thames Valley Berkshire Local Enterprise Partnership (LEP) that confirms there has been a contraction in the need for office space as a result for increased levels of homeworking following the Covid-19 pandemic. Despite the Covid-19 pandemic there has been an increase in lab space demand. The Needs Assessment states that RBWM is expected to need between 8,750 – 26,500 sq.m of lab space by 2025. This is set against an approximate 286 sq.m of lab space to be delivered in RBWM in 2022 that equates to just 0.4% of all LEP lab space demand.
- 10.27 The lower figure assumes that RBWM's historic share of all national life science jobs (1.2%) continues unchanged. The Needs Assessment however states that the upper figure is based on RBWM attracting 28% of all the Thames Valley LEP life science jobs.
- 10.28 RBWM's unique location within the Thames Valley LEP area straddles both Eastern and Central Berkshire, with proximity to world renowned universities including Imperial College London, Oxford and London. Together with the cluster of a specialist workforce, the Needs Assessment states Silwood Park, is well placed to serve as an international hub for such life science related work. It is evident that there is both a significant demand for such life science lab space within RBWM and the surrounding Thames Valley Berkshire LEP area both quantitatively and qualitatively. Bespoke new developments such as that proposed will enhance the Borough's reputation locally and regionally particularly when there are developments such as the Berkshire Science Park to the south of Reading in Wokingham.

- 10.29 Officers have reviewed numerous publications and reports that are available on the Thames Valley Berkshire LEP website all of which both highlight and confirm the importance of the 'life sciences' sector to the local, regional, national and even international economy with life science sector described as 'thriving'.
- 10.30 Additional reference is made to the economic benefits below under Section 12 regarding the 'Very Special Circumstances'. It is evident however that, notwithstanding the Green Belt issues, there is clear in principle support for the continued economic and educational uses at Silwood Park that the proposal would deliver and expand upon these.

iii. Climate Change and Sustainability

- 10.31 The Council seeks for developments to make the fullest contribution to reducing CO2 emissions, including a minimum 20% reduction in CO2 emissions is sought over that brought about via current Building Regulations, with 12% of the energy demand being met by on site renewables as stipulated in the Council's Interim Sustainability Position Statement. An offset contribution is also sought in relation to remaining regulated emissions.
- 10.32 The application is supported by an energy statement that details a range of sustainability measures including photovoltaics and air source heat pumps in conjunction with the use of specific materials in the construction of the Life Science building are to be used, that will contribute to a 32.9% reduction in carbon emissions over that brought about by current Part L Building Regulations.
- 10.33 Whilst further reductions could have been achieved with the use of ground source heat pumps, wind turbine(s) and biomass these were discounted as a result of the sites constraints including its visual sensitivities and tree routes. As set out in the recommendation in Section 1 above, the proposal is subject to a Unilateral Undertaking being agreed to secure the carbon offset contribution so that the scheme accords with the objectives of Policies SP2, NR5 and the Interim Sustainability Position Statement.
- 10.34 Furthermore, the proposal provides a series of sustainability improvements that are in line with the Council's adopted Environment and Climate Strategy.

iii Design Considerations, Impact on Character and Heritage Assets

Design and Impact on character

- 10.35 Policy QP3 of the BLP ensures new development will be expected to achieve sustainable high-quality design with a range of design principles to be assessed including respecting the local, natural or historic character paying regard to urban grain, layouts, density, height, skylines, scale, bulk, massing proportions, trees etc.
- 10.36 The land to the west contains the former Manor House and associated former gardens. The Manor House is a Grade II Listed Building and as such the need for a high-quality design is of particular importance in seeking to respect and conserve the setting of the Manor House.
- 10.37 Before considering the design related merits of the proposal, the Neighbourhood Plan gives some background to the need for the site's redevelopment. The sub-text to Policy NP/SS9 of the Neighbourhood Plan describes the Silwood Park Campus as being 'to some degree tired and in need of renovation and around 50% of the space is currently vacant'.

Refurbishment of existing buildings (A-F)

- 10.38 The existing Units A-F are two storey buildings with green fenestration detailing and pitched roofs giving the buildings a near identical appearance whilst the Business Centre is of a similar materials palette with a dual-ridged pitched roof. The age and choice of materials palette, as set out in the Neighbourhood Plan, is such that the buildings are of limited architectural merit. In order for the site to fully achieve its full economic potential the site and buildings are in need of redevelopment.

- 10.39 The alterations to Units A – F would comprise re-cladding the buildings in a vertical timber boarding and ‘gabling’ the pitched roofs which have an unsympathetic protruding ridge. The gabling of the roofs would result in a simpler overall roof form which would, together with the simple materials pallet for the re-cladding, result in an enhancement of the appearance of Units A – F.
- 10.40 Furthermore, the timber boarding cladding is considered to be simple yet attractive and respects the surrounding largely wooded character of the site and surrounds that are dominated by extensive tree cover. With regard to scale, form, massing and density, the alterations to the buildings would not result in an increase in the overall footprint or ridge height with the only additional massing resulting from the proposed gabling of the Units’. Despite the minor increase in mass at roof level the proposal would, it is considered, enhance the overall character and appearance of the buildings and the site itself. The impact on the character of the surrounding area would be limited by virtue of the extensive tree cover.

Replacement Life Sciences building

- 10.41 The proposed Life Science building would comprise a three storey building with flat roof with plant enclosures being sited on the roof with a modern contemporary approach proposed for the buildings overall appearance. The design proposes a grid approach to the design that will serve to differentiate between floors with vertical curtain walling and fenestration to further articulate and break up the overall mass of the building. The proposed design approach is considered to represent a sustainable high quality approach to the design of the Life Science building.
- 10.42 The applicant has stated in their submitted Design & Access Statement that they propose a materials palette that will seek to respect both the Manor House and surrounding woodland setting with a range of colours being proposed including lightly coloured terracotta colours.
- 10.43 The building itself, whilst it would have a similar footprint to the Business Centre that it would replace, would be considerably higher. The Business Centre has an overall ridge height of approximately 9m while the Life Science building would measure approximately 14.5m to the roof and 17m to the top of the plant enclosures.
- 10.44 Policy QP3 of the Borough Local Plan seeks to ensure that new development respects the surrounding environment with regard to, inter alia, building heights. Principle 7.5(2) of the Borough Wide Design Guide SPD ensures that building heights do not result in adverse impacts on skylines and the character of the area, public realm and the natural environment. Such objectives however need to be balanced against Section 11 of the NPPF, and in particular paragraph 130(c) that require planning decisions to make the most effective use of land and are sympathetic to local character while not preventing or discouraging innovation or change such as increased densities. Moreover, the Life Sciences will, in conjunction with the refurbishment of Units A – F, result in a material increase in additional science and research floorspace within the Borough. Reference to the need for this specific sort of science and research employment floorspace is set out below.
- 10.45 The Life Sciences building would be sited on largely the same footprint as the existing Business Centre with the surrounding area, as noted above, being dominated by an extensive mature woodland and tree coverage with tree heights ranging from 10 to over 20 metres. In addition, the accompanying Arboricultural Impact Assessment demonstrates that the existing boundary trees are to be retained.
- 10.46 With such an extensive tree coverage around the site boundaries and with the proposed Life Sciences building being a minimum of approximately 65 metres from Buckhurst Road and 90 metres from London Road the potential for views of the proposed building from the surrounding public realm would be, at most, extremely limited to glimpsed views during winter months. Such

limited views are not considered harmful to the surrounding character and appearance of the area.

- 10.47 Views of the proposed Life Sciences building would be limited to from within the Science Park site itself and from the additional university buildings immediately to the north. Such views however would be framed within the overall context of the existing site which comprises both university and commercial buildings and would be considered an enhancement to the site's life science and education context.

Proposed Café building

- 10.48 Regarding the proposed café building, this would be sited in a roughly central part of the site within a landscaped area and would serve as a pleasant ancillary feature for staff and visitors to the Science Park. The building itself would be of a circular design with a green sedum flat roof that would result in an attractive yet contemporary appearance whilst minimising the overall height and mass of the building. The need for a high quality design is, as outlined above, of particular importance due to the site making up the wider setting of the former Silwood Manor House which is a Grade II Listed Building.

Impact on Heritage

- 10.49 The Conservation Officer has stated that whilst the buildings the subject of this application contribute little to the significance of the listed building, they do still form part of their setting.

- 10.50 Regarding the alterations and refurbishment of Units A – F the Conservation officer raises no in principle objection subject to the materials to be used being agreed. Such details are the subject to **Condition 3** in Section 15 below. The Conservation Officer has requested that a pigmented zinc roofing material would work well in this location. Further, the Conservation Officer has stated the greening of the central area around the café is welcome with the design representing an interesting approach.

- 10.51 Whilst raising no overall in principle objection a request was made for additional wire line drawings for the Life Science building to be submitted to demonstrate the extent that the proposed Life Science building will be visible from the Manor House and surrounding lawn areas.

- 10.52 The wire line drawings do demonstrate that there would be views of the Life Science from the Manor House and grounds these would be glimpsed, particularly in winter months. The Conservation Officer has confirmed that such views would not represent substantial harm to the setting of the former Manor House and grounds.

- 10.53 The Officer has confirmed that the glimpsed views would represent less than substantial harm pursuant to paragraph 202 of the NPPF, and that such harm would be at the lower end of the scale. Such minor harm however would be mitigated against through the protection of the existing trees and additional landscaping being secured (**conditions 5 and 6**). Furthermore, it is considered that the public benefits, outlined below in Section 12, would clearly outweigh any such potential harm to the setting of the listed Silwood Manor House.

v Amenity Impacts

- 10.54 Policy QP3(m) of the BLP ensures new development has no unacceptable effect on the amenities enjoyed by the occupants of adjoining properties in terms of privacy, light, disturbance, vibration, pollution dust, smell and access to sunlight and daylight.

- 10.55 The application site is located within the wider Silwood Park site with additional education buildings to the north and east and woodland to the south. Then nearest residential property, known as East Lodge, is located approximately 22 metres to the north east of Unit A.

- 10.56 With the only material change proposed being the 'gabling' of the roof it is considered that there would be no material change in the amenities such as availability of daylight and sunlight, loss of

privacy experienced by the occupants of East Lodge as a result of the proposed changes to the built form of Unit A.

- 10.57 Regarding issues that may arise from the proposed use of the site in terms of noise, pollution, dust etc., units A – F and the Business Centre are currently used as office space by a range of commercial organisations. The proposed Life Sciences science, research and lab space uses would be relatively benign in terms of their levels of noise and disturbance. As such the use of Units A – F and the Life Science building would not result in terms of impacts including noise and disturbance would not have any material change to or impact on the amenities of the occupants of East Lodge.
- 10.58 With the exception of East Lodge the other nearest residential properties are those to the south of London Road. These are separated by the extensive tree cover and are in excess of 100 metres from the proposed Life Science building and Unit F. With such a generous separation distance it is considered that the increase in built form associated with the Life Science building and the minor works to Unit F or their use would not impact upon the amenities of the properties to the south of London Road.

Amenity conclusion

- 10.59 It is not considered that the proposal is likely to have any material impact upon the amenities of existing or adjoining residents. As a consequence, it is considered that the proposal fully accords with the objectives of Policy QP3(m).

vi Sustainable Drainage

- 10.60 The application is accompanied by a Flood Risk Assessment & Drainage Strategy Report. This was reviewed by the LLFA with an initial response seeking clarification on soakaways and exceedance flows with the proposed blue/green roofs being welcomed. The initial response advised withholding permission until the first two points had been addressed.
- 10.61 Upon the receipt of additional information the LLFA have confirmed that their initial comments regarding soakaways and exceedance flows have been satisfactorily addressed.
- 10.62 The LLFA have therefore raised no objection to the development subject to a number of conditions (**Condition 13**) ensuring a full surface water drainage scheme is submitted which details all aspects of the surface water plan, supporting calculations and maintenance arrangements.
- 10.63 Policy NR1 of the BLP sets out that the Council will not grant planning permission for development, which poses or might pose an unacceptable risk to the quality of groundwater and/or which would have a detrimental effect on the quality of surface water. As set out in the updated response from the LLFA it is considered that subject to the imposition of the suggested condition that the proposal would accord with the objectives of Policy NR1 of the BLP.

vii Highways Impacts

- 10.64 The proposal has been assessed by the Highways Authority with regard to car and bicycle parking, sustainable transport and traffic generation and its associated impacts.
- 10.65 With regard to site context and accessibility, the Highways Authority confirms that the site is served by Bus Route 1 operated by the White Bus Company which provides a service every 1.5 hours between Ascot and Windsor. Furthermore, the Highways Authority states that the existing highway infrastructure does not provide a welcoming environment to encourage active modes of transport.

Parking

- 10.66 The scheme has been assessed for both bicycle and car parking in accordance with the 2004 Parking Strategy as a starting point. This does not include specific criteria for research and

development or Class E. The Highways Authority have considered the proposal against Class B1 office development. The Highways Authority have confirmed that this assessment, in conjunction with the parking accumulation survey that has been undertaken, concludes that the level of parking proposed at 224 parking spaces is acceptable.

- 10.67 The Proposed Ground Floor Site Plan (Drawing No. 6537-SRA-ZZ-ZZ-DR-A-02003 Rev. P02) shows two enclosures that will allow for secure bicycle parking sheltered from the elements that show parking for 52 bicycles. The Highways Authority have requested a condition ensuring that the details of these structures are to be provided prior to the use first commencing (**condition 7**).
- 10.68 The Parish Council have raised concerns relating to the proposed parking provision at the site. They have stated in their response that they do not consider the level of parking sufficient as a result of the additional staff and the limited increase in parking proposed. The Transport Assessment has used the TRICS database to ascertain the likely increase in vehicular movements arising from the proposal. TRICS is a database that uses parking surveys to build up a detailed picture of the average vehicular movements associated with certain development types and is a more accurate way of estimating car park requirement for bespoke uses than general car parking standards.
- 10.69 In this case the Transport Assessment has used offices as the basis for establishing the projected increase. The Transport Assessment confirms that the assessment is based on a Business Park/Office trip rate which is the higher figure. With the scheme proposing science, research and development uses the actual trip rate is likely to be lower. Furthermore, the Parish state, inter alia, that there are no other services and is in a poor location. The Highways Authority have referred to a bus service that does provide for serves to Ascot and Windsor. Such provision together with the provision of new bicycle parking facilities, a travel plan and the detailed TRICS analysis using the higher Business Park/Office use the Highways Authority have confirmed the scheme is acceptable.

Sustainable Transport & Travel Plan

- 10.70 Policy IF2 of the BLP seeks to ensure that, inter alia, new development including offices and other such employment spaces are located close to shops, local services and facilities that provide safe, convenient and sustainable modes of transport.
- 10.71 The applicant has submitted a Travel Plan that seeks to encourage a reduction in the reliance upon the private car. The Travel Plan concludes that the current Census Modal Share suggests that 73% of staff would use the private car. The Travel Plan aims to reduce this to 70% in the first year, 65% in the second year and 60% in the third year. The submitted Travel Plan suggests a number of measures that would seek to reduce use of the private car.
- 10.72 Such measures include an active marketing campaign to ensure all staff are aware of the Travel Plan that includes information on the bus routes, stops and times of the Route 1 Bus Route, cycle lanes in the surrounding area, encouraging and promoting local lift share and car clubs etc. The Highways Authority have however suggested a condition ensuring a new Travel Plan is undertaken prior to the use commencing.
- 10.73 The sustainable transport objectives of Policy IF2 needs to be balanced against paragraph 105 of the NPPF which states that opportunities to maximise sustainable transport solutions will vary between urban and rural areas and that such differences should be taken into account at both plan making and decision making stages of the planning system.
- 10.74 It is considered that the submitted Travel Plan strikes an appropriate balance between seeking to encourage future staff to use more sustainable modes of transport against the sustainability and accessibility constraints imposed by the site's location and surrounding highways infrastructure.

Traffic Generation

- 10.75 The Highways Authority have confirmed that the residual trips generated by the proposal is unlikely to have a severe impact on those that reside or commute within the surrounding area

when considered pursuant to paragraph 111 of the NPPF.

Highways conclusion

- 10.76 The highways submissions have been considered and the impact of the proposal is not considered to represent an unacceptable increase in traffic, or a risk to road safety.
- 10.77 The Highways Authority have assessed the proposal and consider that it is acceptable in highways terms subject to a number of conditions. The suggested conditions include submission of a Travel Plan (**condition 16**).
- 10.78 Regarding the Travel Plan; the Highways Authority have acknowledged the site is not in a particularly sustainable location and together with the existing highways infrastructure is unlikely to encourage sustainable modes of transport. The provision of a further Travel Plan is considered necessary to inform employees about other modes of transport to reduce reliance on the private car.
- 10.79 The additional conditions regarding the provision of the parking spaces as shown on the plans and details for the bicycle shelters to be submitted to and approved are listed below as **conditions 7 and 8** below in Section 15.

viii Natural Environment

Landscape

- 10.80 The visual impact of the proposal has been assessed in Sections 10.i and 10.iv above. In terms of the detailed landscape and planting proposals, the submitted landscaping plan (Drawing No. P20545-00-001-GIL-0100) confirms that an appropriate landscaping scheme can be provided on and throughout the site. The additional landscaping focuses around the proposed café building to provide for a landscaped setting for the proposed café building and to provide for an outdoor space for future staff and visitors.
- 10.81 The site benefits from an extensive mature tree band around the boundaries and as such extensive landscaping around the site is not considered to be a particularly important requirement in this case. Additional reference is made to trees below.

Trees

- 10.82 The site is subject to a TPO (TPO Reference: 001/2020/TPO) and as such the protection and retention of existing trees is of particular importance. The accompanying Arboricultural Impact Assessment and Tree Protection Plan (Plan No. Preliminary Tree Protection Plan) demonstrates that sufficient protection measures can be employed to ensure the protection of existing trees, particularly those around the boundaries of the site, during the construction phase.
- 10.83 Subject to the imposition of **Condition 5** relating to the implementation of the tree protection measures prior to and for the duration of the works, the scheme is considered to have an acceptable impact on the existing trees. An additional landscaping condition will secure a detailed landscaping scheme to be implemented prior to the use hereby approved commencing.

Ecology

- 10.84 The Council's Ecologist has reviewed the Ecological Appraisal which they confirm has been prepared to an appropriate standard. The report confirms that some of the buildings and habitats on site have the potential to support roosting bats and serve as foraging areas for bats.
- 10.85 The site does not have suitable habitat for reptiles or Great Crested Newts although Cotoneaster and Rhododendrum, two invasive species were observed on site. The Council's Ecologist has recommended a number of conditions regarding a Construction Environmental Management Plan (**condition 9**), non-native species method statement (**condition 10**), external lighting (**condition 11**) and biodiversity enhancements (**condition 12**). With the importance placed on the natural

environment and the need to secure biodiversity enhancements by virtue of Policy NR2 of the BLP the suggested conditions are appropriate and necessary.

11. COMMUNITY INFRASTRUCTURE AND SECTION 106

11.1 A Section 106 agreement comprising the following elements is proposed:

- ☐ Carbon Offset contribution

11.2 The development is not CIL liable.

12. VERY SPECIAL CIRCUMSTANCES AND PLANNING BALANCE

Very Special Circumstances

12.1 As set out in Section 10.i of this report, the proposal is inappropriate development in the Green Belt. and should not be approved except in Very Special Circumstances (VSC). Paragraph 148 of the NPPF states that VSC will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

12.2 It is therefore important to identify the harm that would arise from the proposed development 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.

Harm	Can mitigation overcome harm?	Weight attributed to harm	Policy Reference
Inappropriate development In and harm to the openness of the Green Belt	No	Substantial	BLP Policy QP5 and NPPF 137 'great importance given to Green Belt', 138, LP GB1, GB2

Scheme benefits

12.3 The proposal addresses a clear need for new lab and life science research and development space within the Borough. The benefits are:

- Creation of a new Life Science building and the retrofitting of Units A – F that will collectively create an approximate 9,500 sq.m of lab space against an undersupply of 21,000 sq.m within the Borough.
- Contributing towards the long-term science and research use of Silwood Park and the University in accordance with the BLP and Neighbourhood Plan.
- Creation of an additional 130 FTEs of employment and £27 million in Gross Value Added (GVA) for the UK economy on an annual basis.
- Creation of an additional 111 construction jobs for at least 1.5 years together with a total 217 indirect supply chain jobs.
- Increased educational and research opportunities through collaboration with Imperial College London for students at the University
- Creation of training and apprenticeship opportunities.
- Potential to foster the continued growth of UK Life Science profession which is identified as a growing profession within the South East and the UK as a whole.

Summary of the considerations put forward as VSC, and weight attributed to them

12.4 The benefits arising from the proposal and the weight afforded to them are summarised in the table below.

Material Consideration	Weight afforded	Policy Reference
<p>Economic benefits arising from the proposed development:</p> <ul style="list-style-type: none"> • Employment, both direct on site, in the supply chain and support services but also indirectly through growth in local, regional and UK Life Science enhancement • Local apprenticeship schemes and associated skills and training for local people and key sectors such as school leavers and unemployed; • Additional space for and support for key growing profession in the Thames Valley LEP. 	Significant weight	<p>BLP Polices ED1 & ED2. Neighbourhood Plan Policy NP/SS9.</p> <p>NPPF 8 a); 81,83, 84a), 85; RBWM Economic Development Strategy 2016;</p>
<p>Social and educational benefits arising from the proposed development:</p> <ul style="list-style-type: none"> • Continued use of Silwood Park for life science research and development. • Improved educational opportunities for imperial College London and students. • Enhanced science and research opportunities within the Borough and the surrounding Economic Functional Area. 	Significant weight	BLP Spatial Vision and Neighbourhood Plan NP/SS9.
<p>Sustainability benefits arising from the proposed development:</p> <ul style="list-style-type: none"> • An approximate 33% reduction in carbon emissions when compared to a Building Regulations Compliant Scheme 	Moderate	BLP Policy NR2 & Interim Sustainability Statement
Biodiversity benefits arising from the proposed development	Moderate	BLP Policy NR2

12.6 The weight afforded to the material considerations put forward as Very Special Circumstances are set out above. The weight attributed to the benefits of the scheme to the local economy and local educational benefits both attract significant weight. The sustainability benefits and benefits to biodiversity are afforded moderate weight. Whilst the harm to the Green Belt through inappropriateness is afforded substantial weight by definition, the additional Green Belt harm is limited given the pre-existing developed nature of the site and by virtue of the extensive woodland trees that surround the site.

12.7 Overall, it is considered that cumulatively, there are substantial benefits to the scheme which clearly outweigh the harm to the Green Belt and all other harms. As such, Very Special Circumstances exist, and the development is considered acceptable.

Planning Balance

- 12.8 Whilst the proposal has been identified as inappropriate development in the Green Belt, Very Special Circumstances exist which clearly outweigh this harm to justify the development in the Green Belt.
- 12.9 No other additional harms have been identified by officers. The proposal is acceptable in respect of impact on the character of the area in general, impact on the highway and parking provision and other environmental considerations.
- 12.10 The proposal represents a significant benefit in terms of employment and education through the creation of additional direct and indirect employment opportunities and the relationship with Imperial College London. The proposal would also bring about sustainability and ecological benefits.

13. CONCLUSION

- 13.1 The application therefore considered to comply with the requirements of the Borough local Plan when considered as a whole as well as the National Planning Policy Framework. Paragraph 11c) of the NPPF states that Local Planning Authorities should approve development proposals that accord with an up-to-date development plan without delay. As such, in accordance with Section 38 (6) of the Planning Act, permission should be granted.

14. APPENDICES TO THIS REPORT

- Appendix A – Site Location plan
- Appendix B – Proposed Site Plan
- Appendix C – Proposed elevations

15. CONDITIONS RECOMMENDED FOR INCLUSION IF PERMISSION IS GRANTED

- 1 The development hereby permitted shall be commenced within three years from the date of this permission.
Reason: To accord with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).
- 2 The development shall not be occupied until samples of the materials to be used on the external surfaces of the development have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out and maintained in accordance with the approved details.
Reason: In the interests of the visual amenities of the area. Relevant Policy: Policy QP3 of the BLP.
- 3 The use of the buildings shall be used solely for science, life science, research & development uses with ancillary office space and for no other use permitted by Use Class E unless otherwise agreed in writing by the Local Planning Authority.
Reason: To ensure the development accords with the primary reasons for approving the development. Relevant Policy: Borough Local Plan Policy QP5 and Neighbourhood Plan Policy NP/SS9.
- 4 The development hereby permitted shall not be occupied until samples and/or a specification of all the finishing materials to be used in any hard surfacing on the application site have been submitted to and approved in writing by the Local Planning Authority and thereafter undertaken in accordance with the approved scheme.
Reason: In the interests of the visual amenities of the area. Relevant Policies - BLP Policy QP3.
- 5 The erection of fencing for the protection of any retained tree and any other protection specified shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site, and thereafter maintained until the completion of all construction work and all equipment, machinery and surplus materials have been permanently removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor

shall any excavation be made, without the written approval of the Local Planning Authority.

Reason: To protect trees which contribute to the visual amenities of the site and surrounding area. Relevant Policies - BLP Policies QP3, NR2 and NR3.

- 6 The development shall not be occupied until the hard and soft landscaping scheme has been implemented within the first planting season following the substantial completion of the development in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The development shall be retained in accordance with the approved details. If within a period of five years from the date of planting of any tree or shrub shown on the approved landscaping plan, that tree or shrub, or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted in the immediate vicinity.

Reason: To ensure a form of development that maintains, and contributes positively to, the character and appearance of the area. Relevant Policies - BLP Policy QP3 and NR3.

- 7 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 - BLP Policies QP3 and IF2.

- 8 No part of the development shall be occupied until vehicle parking space has been provided in accordance with the approved drawing. The space approved shall be retained for parking in association with the development.

Reason: To ensure that the development is provided with adequate parking facilities in order to reduce the likelihood of roadside parking which could be detrimental to the free flow of traffic and to highway safety. Relevant Policies - BLP Policies QP3 and IF2.

- 9 No development shall take place (including demolition, ground works, vegetation clearance) until a construction environmental management plan (CEMP: Biodiversity) has been submitted to and approved in writing by the local planning authority. The CEMP (Biodiversity) shall include the following.a) Risk assessment of potentially damaging construction activities.b) Identification of "biodiversity protection zones".c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts during construction, including precautionary measures in regard to the protection of bats, badgers, nesting birds, and hedgehogs and the control of invasive species.d) The location and timing of sensitive works to avoid harm to biodiversity features.e) The times during construction when specialist ecologists need to be present on site to oversee works.f) Responsible persons and lines of communication.g) The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person.h) Use of protective fences, exclusion barriers and warning signs.The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason: To minimise impacts on biodiversity in accordance with Borough Local Plan Policy NR2.

- 10 No development shall take place until a detailed method statement for removing or the long-term management / control of Cotoneaster and Rhododendrum on the site has been submitted to and approved in writing by the local planning authority. The method statement shall include measures that will be used to prevent the spread of these invasive species during any operations e.g. mowing, strimming or soil movement. It shall also contain measures to ensure that any soils brought to the site are free of the seeds / root / stem of any invasive plant listed under the Wildlife and Countryside Act 1981, as amended. Development shall proceed in accordance with the approved method statement.

Reason: To prevent the spread of invasive species and accord with BLP Policy NR2 and the NPPF.

- 11 No external lighting (including floodlighting) shall be installed until a report detailing the lighting scheme and how this will not adversely impact upon wildlife has been submitted to and approved in writing by the Local Planning Authority. The report shall include the following figures and appendices:- A layout plan with beam orientation - A schedule of equipment - Measures to avoid glare - An isolux contour map showing light spillage to 1 lux both vertically and horizontally and areas identified as being of ecological importance.- Hours of operation of any external lighting. The approved lighting plan shall thereafter be implemented as agreed.

Reason: To ensure that wildlife is not adversely affected by the proposed development in line

with Policy NR2 of the BLP.

- 12 The development hereby permitted shall not be occupied until a Biodiversity Enhancement Assessment have been submitted and approved in writing by the council that shall specify the measures to be undertaken to achieve a 10% biodiversity enhancement across the site. The biodiversity enhancements shall be installed as agreed.

Reason: To incorporate biodiversity in and around the development in accordance with BLP Policy NR2.

- 13 No development (excluding demolition) shall commence on the site until a surface water drainage scheme for the development, based on sustainable drainage principles has been submitted to and approved in writing by the Local Planning Authority. Details shall include: 1. Full details of all components of the proposed surface water drainage system including dimensions, locations, gradients, invert levels, cover levels and relevant construction details. 2. Supporting calculations confirming compliance with the Non-Statutory Technical Standards for Sustainable Drainage Systems. Where disposal of surface water runoff via infiltration is proposed the supporting calculations should be based on infiltration rates determined by testing carried out in accordance with BRE365. 3. Details of the maintenance arrangements relating to the proposed surface water drainage system, confirming who will be responsible for its maintenance and the maintenance regime to be implemented. The surface water drainage system shall be implemented and maintained in accordance with the approved details thereafter.

Reason: To ensure compliance with National Planning Practice Guidance and the Non-Statutory Technical Standards for Sustainable Drainage Systems, and to ensure that the proposed development is safe from flooding and does not increase flood risk elsewhere.

- 14 Prior to the occupation of the development hereby approved Electric Vehicle charging details shall be submitted to an approved in writing by the Local Planning Authority. The charging infrastructure shall then be installed as approved.

Reason: To ensure provision is made for the installation of electric vehicle charging infrastructure. Relevant Policy: Policy IF2 of the Borough Local Plan.

- 15 The development hereby approved shall be carried out in accordance with the submitted Energy Statement.

Reason: To ensure a development that maximises sustainability measures and minimises the impacts on Climate Change. BLP policy SP2

- 16 No part of the development shall be occupied until an updated Travel plan has been submitted and approved in writing by the Local Planning Authority.

Reason: To ensure that the use of the site encourages sustainable modes of transport. Relevant Policies - Local Plan IF2 and QP3

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

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

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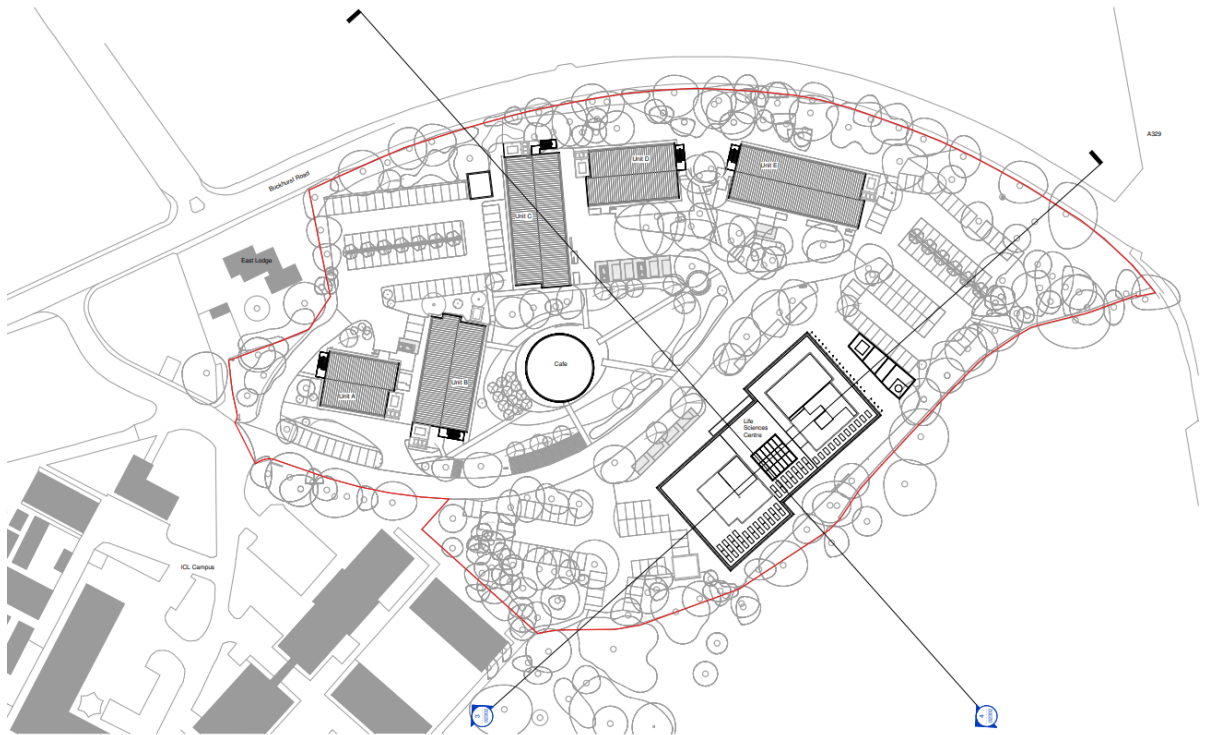
12. APPLICATION 21/02508/FULL - APPENDICES TO THIS REPORT

- Appendix A – Site Location Plan
- Appendix B – Proposed Site Plan
- Appendix C – Proposed Elevations
- Appendix D – Site Wide Sections

Appendix A – Site Location Plan

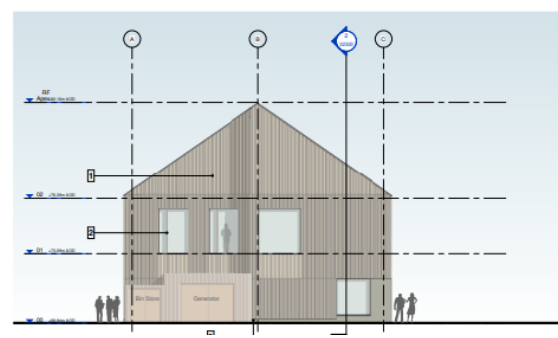
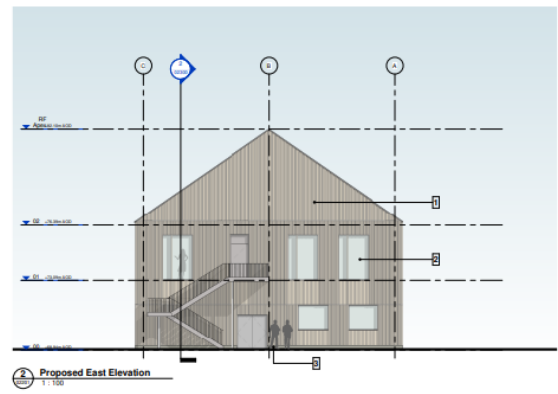


Appendix B – Proposed Site Plan

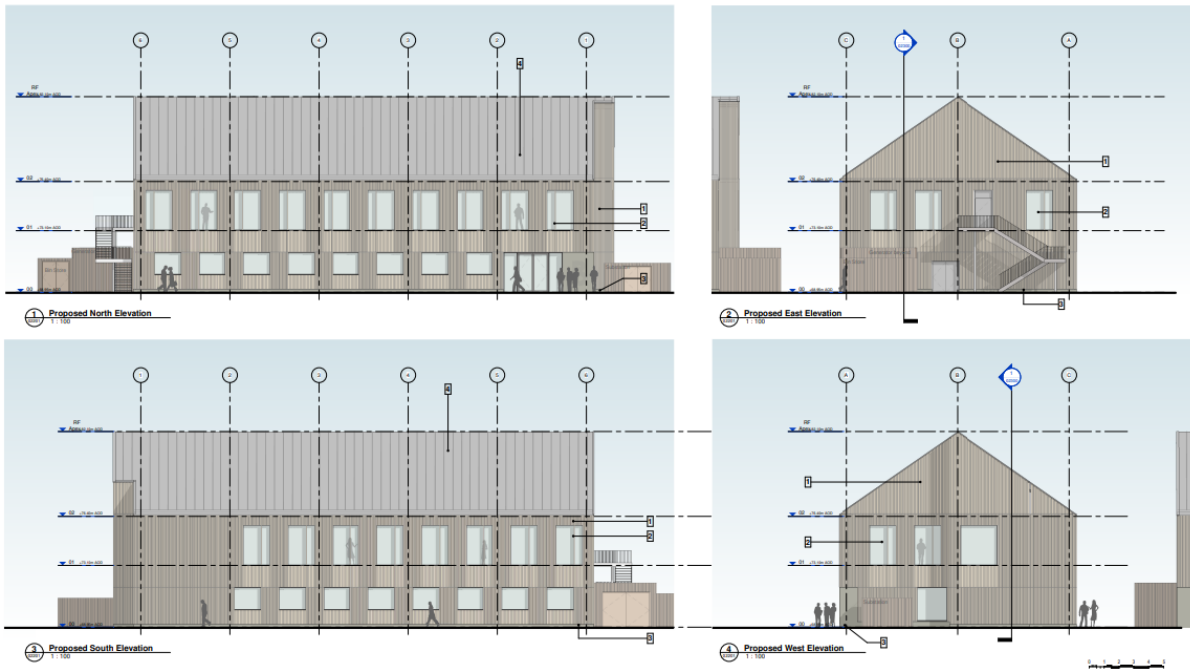


Appendix C – Proposed Elevations

Unit A – Elevations



Unit B – Elevations



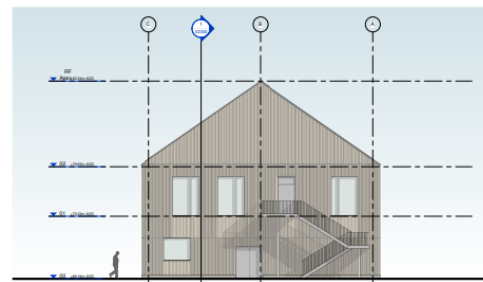
Unit C – Elevations



Unit D – Elevations



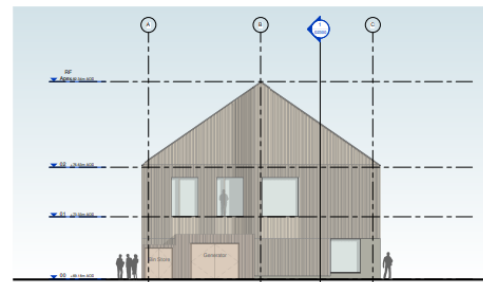
1 Proposed North Elevation
1:100



2 Proposed East Elevation
1:100



3 Proposed South Elevation
1:100

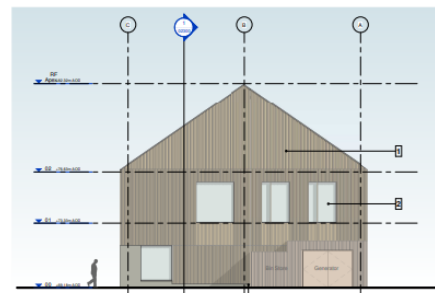


4 Proposed West Elevation
1:100

Units – E & F - Elevations



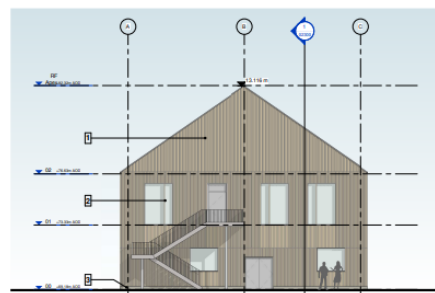
2 Proposed North Elevation
1:100



1 Proposed East Elevation
1:100



4 Proposed South Elevation
1:100



3 Proposed West Elevation
1:100

Proposed Café Elevation



1 Café East Elevation
1 : 100



3 Café South Elevation
1 : 100

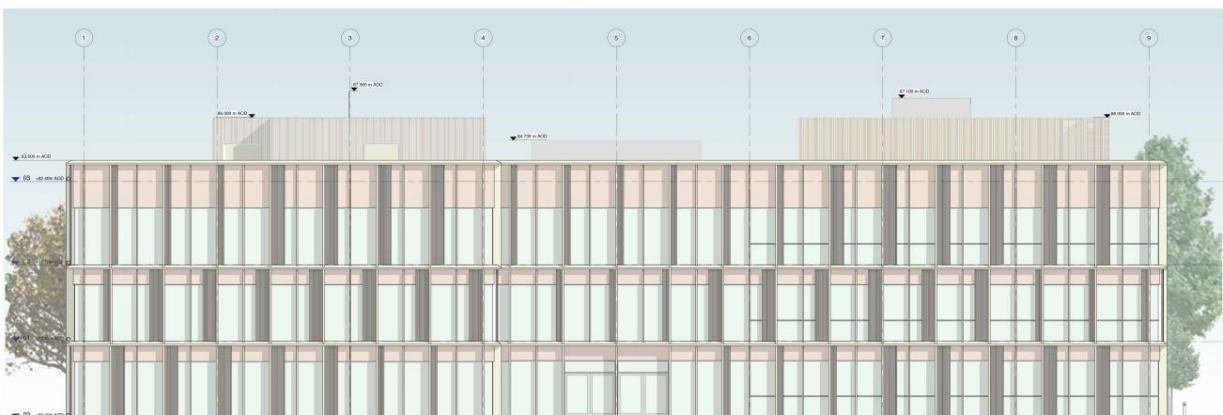


Life Sciences Building – North Elevation



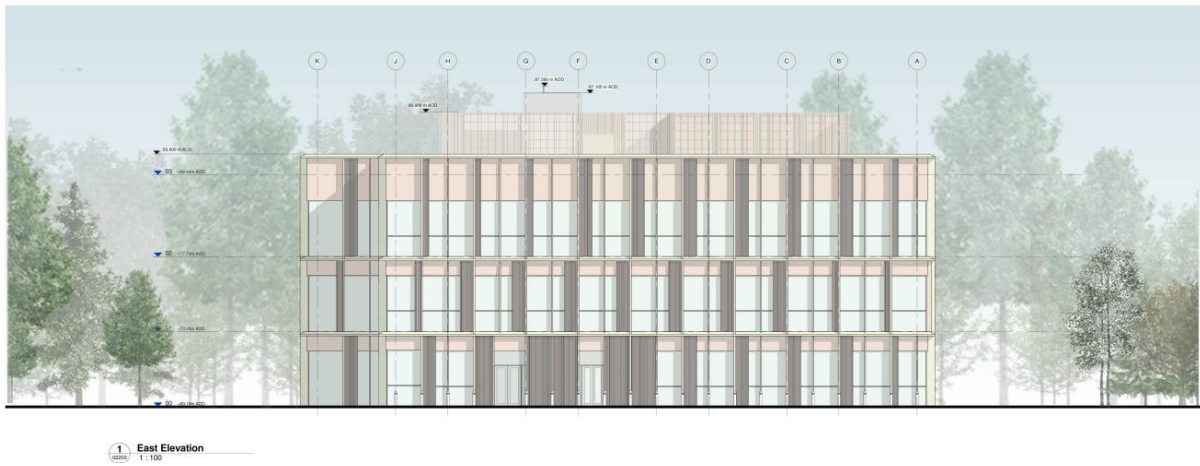
1 North Elevation
1 : 100

Life Science Building – South Elevation

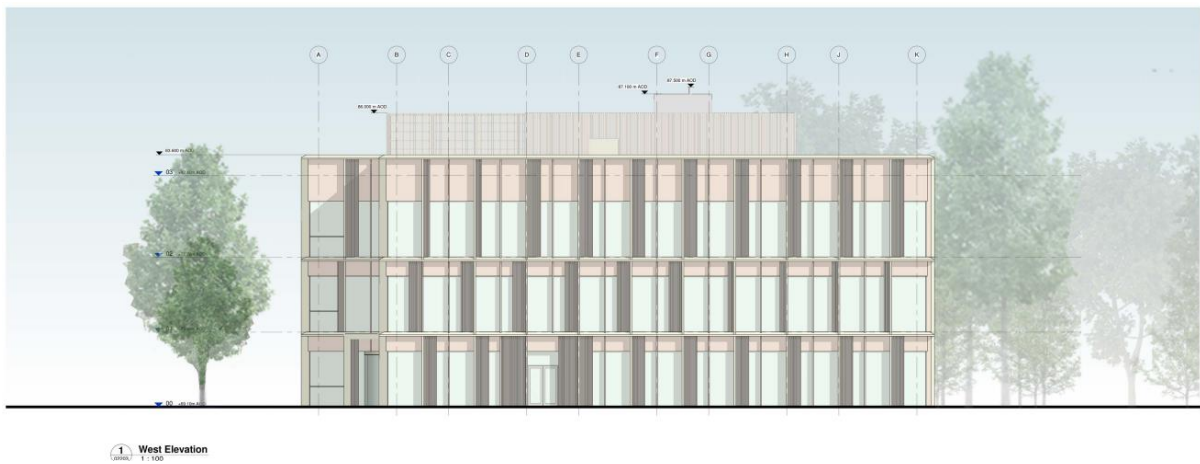


1 South Elevation
1 : 100

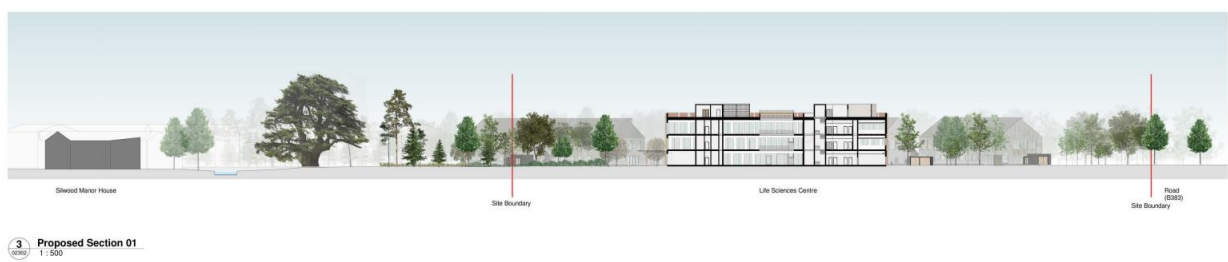
Life Science Building – East Elevation



Life Science Building – West Elevation



Appendix D - Proposed Site Wide Sections



DEVELOPMENT CONTROL PANEL

2 March 2022

Item: 3

Application No.:	21/02777/FULL
Location:	127 - 128 High Street Eton Windsor
Proposal:	Removal of the existing rear extensions to No. 127-128, inclusive of the staircase from the ground floor and lean-to up to the first floor, construction of a new rear extension to the end of the plot to increase the area of the existing retail unit on ground floor level, x1 two-bedroom apartment proposed on first floor, 2 private terrace spaces, new external staircase, 3 car park spaces, cycle storage and refuse and recycling provision.
Applicant:	.
Agent:	Mr John Bowles
Parish/Ward:	Eton Town Council/Eton And Castle
If you have a question about this report, please contact: Zarreen Hadadi on 01628 796042 or at Zarreen.Hadadi@rbwm.gov.uk	

1. SUMMARY

- 1.1 The current application is for the removal of the existing rear extensions to Nos. 127-128 High Street, inclusive of the staircase from the ground floor and lean-to up to the first floor, construction of a new rear extension to the end of the plot to increase the area of the existing retail unit on ground floor level, x1 two-bedroom apartment proposed on first floor, 2 private terrace spaces, new external staircase, 3 car park spaces, cycle storage and refuse and recycling provision.
- 1.2 The application has addressed some of the reasons for refusal set out under previous application: 19/03203/FULL and the subsequent appeal decision and is now considered to be acceptable on grounds of impact on the listed building, impact on Eton Conservation Area and locality in general, quality of residential accommodation, impact on neighbour amenity, highways and parking implications.
- 1.3 However, the application is considered to be unacceptable on grounds of flood risk and sustainability.

It is recommended the Panel refuses planning permission for the following summarised reasons (the full reasons are identified in Section 15 of this report):	
1.	The site lies within flood zone 3 and the Sequential Test has not been passed. On the basis of the submitted information, the LPA is not satisfied that there are no suitable alternative sites within the Borough that are not at risk or at lower risk of flooding or that there are other grounds to justify a new dwellinghouse within this site. Furthermore, the applicant has not submitted sufficient details to demonstrate that a suitable safe/low hazard means of escape can be provided from the application site to an area completely outside of the area liable to flooding.
2.	The application fails to comply with the Council's Interim Sustainability Position statement which seeks to reduced carbon emissions through new development within the Borough amongst other sustainability requirements. The position statement reflects national guidance within Chapter 14 of the NPPF and Borough Local Plan Policy SP2.

2. REASON FOR COMMITTEE 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 Committee. In this case, the application was called in by Cllr Rayner on 1st November 2021 on grounds of the need for more residential housing.

3. THE SITE AND ITS SURROUNDINGS

- 3.1 The application site is located on the south side of the High Street, within the Eton Conservation Area. The site use is a retail unit at ground floor with residential above. The rear of the site is accessed via a footpath between neighbouring buildings 126 and 125 High Street. The site backs onto a privately owned car park.

4. KEY CONSTRAINTS

- 4.1 The application site is located within floodzone 3 (high risk) and within Eton Conservation Area. The application site is formed by two units of a row of terraces, from 126 – 138 which are Grade II listed.

5. THE PROPOSAL

- 5.1 The application seeks planning permission for the removal of the existing rear extensions to Nos. 127-128, inclusive of the staircase from the ground floor and lean-to up to the first floor, construction of a new rear extension to the end of the plot to increase the area of the existing retail unit on ground floor level, x1 two-bedroom apartment proposed on first floor, 2 private terrace spaces, new external staircase, 3 car park spaces, cycle storage and refuse and recycling provision.
- 5.2 In 2019 planning permission was sought for a single storey rear extension with new first floor above to create x1 first floor flat with x1 rear terrace. Listed Building Consent was sought for internal alterations, removal of the existing rear extensions to No. 127-128, inclusive of the staircase from the ground floor and lean-to up to the first floor, construction of a new rear extension to the end of the plot to increase the area of the existing retail unit on ground floor level, x1 two bedroom apartment proposed on first floor, 2 private terrace spaces, new external staircase, 3 car park spaces, cycle storage and refuse and recycling provision. Both Planning and Listed Building consent applications were refused. This was due to concerns on flooding, impact on the Listed Building and Conservation Area, quality of residential accommodation, impact on the light and outlook of the existing neighbouring property at No. 129, and location of parking.
- 5.3 Applications 19/03203/FULL and 19/03204/LBC were subsequently dismissed at appeal (named appeal A and B respectively). The Inspector concluded that there was harm in respect of Appeals A and B in relation to the Grade II listed building and the character of the Eton Conservation Area; and harm in relation to Appeal A in terms of the location of the development in respect of the risk of flooding and outlook for the future occupiers of the proposed dwelling, and that there were no other considerations which would outweigh these findings.
- 5.4 The applicant has sought pre-application advice since the previous refusal in 2019. The proposed ground floor extension to the retail unit is 73 sqm and the first floor 2 bedroom flat measures 77.5 sqm. The proposal includes changes to the design where the extension would project from the rear elevation of the building with a maximum depth of 20.5 metres, spanning the width of the building at parts at ground floor level. The main difference to the design with the current application is that it would encompass a clearer delineation between the historic plots. The previous single ridge height was at a height of 7.4m. The redesign includes two separately defined treatments to the end elevations (reduced gabled ridge height at 6.8 m and hipped at 6.6m) including the stepping back on the boundaries to improve the perceived separation. At first floor, the extension would have a greater width (previously 6m) to now between 6.5 and 7.2

metres and same depth of 16.5 metres. The depth is the same at ground floor level but there are more set backs from the main frontage and sides at first floor level to accommodate a terrace for a less block like appearance at the same depth at 16.5m and a slightly greater width.

5.5 Additional information has been submitted with the current application under Section 6.7 of the Planning Statement for the Sequential Test and Exceptions Test with the aim to provide a case for the viability of the scheme.

6. RELEVANT PLANNING HISTORY

Reference	Description	Decision
93/00352/FULL	Conversion of first and second floors to provide two self contained two bedroom flats	Permitted 08.03.1994
01/80548/ADV	Consent to display externally non-illuminated wall-mounted sign at first floor window level	Permitted 29.08.2001
01/80549/LBC	Consent to display externally non-illuminated wall-mounted sign at first floor window level	Permitted 29.08.2001
11/02918/FULL	Creation of a formal car parking area, including 2 bin stores, bollards, illuminated bollards and cycle storage, following demolition of existing garages.	Permitted 12.12.2011
19/03203/FULL	Single storey rear extension with new first floor above to create x1 first floor flat with x1 rear terrace.	Refused 13.01.2020 Appeal A dismissed 07.10.2020
19/03204/LBC	Consent for the construction of a single storey rear extension with new first floor above to create x1 first floor flat with x1 rear terrace and internal alterations.	Refused 13.01.2020 Appeal B dismissed 07.10.2020
21/02778/LBC	Consent for internal alterations, removal of the existing rear extensions to No. 127-128, inclusive of the staircase from the ground floor and lean-to up to the first floor, construction of a new rear extension to the end of the plot to increase the area of the existing retail unit on ground floor level, x1 two bedroom apartment proposed on first floor, 2 private terrace spaces, new external staircase, 3 car park spaces, cycle storage and refuse and recycling provision.	Pending Consideration

7 DEVELOPMENT PLAN

7.1 The main relevant policies are:

Adopted Borough Local Plan

Issue	Policy	Compliance	
Spatial Strategy for the Borough	SP1	Yes	
Climate Change	SP2		No
Sustainability and Placemaking	QP1	Yes	
Character and Design of New Development	QP3	Yes	
Housing Mix and Type	HO2	Yes	
Local Centres	TR5	Yes	
Strengthening the Role of Centres	TR6	Yes	
Historic Environment	HE1	Yes	
Managing Flood Risk and Waterways	NR1		No
Nature Conservation and Biodiversity	NR2	Yes	
Environmental Protection	EP1	Yes	
Noise	EP4	Yes	
Infrastructure and Developer Contributions	IF1		No
Sustainable Transport	IF2	Yes	

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

Issue	Neighbourhood Policy	Compliance	
Design in keeping with character and appearance of area	HD1, HD2, HD3, HD4	Yes	
Highways/Parking	TI2	Yes	
Flooding	EN3		No

These policies can be found at <https://www.rbwm.gov.uk/home/planning/planning-policy>

8. MATERIAL PLANNING CONSIDERATIONS

National Planning Policy Framework Sections (NPPF) (2021)

Section 4- Decision-making

Section 9- Promoting Sustainable Transport

Section 12- Achieving well-designed places

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

Section 16- Conserving and enhancing the historic environment

Supplementary Planning Documents

- RBWM Interpretation of Policy F1
- Borough Wide Design Guide

Other Local Strategies or Publications

Other Strategies or publications material to the proposal are:

- RBWM Townscape Assessment

- RBWM Parking Strategy
- Interim Sustainability Position Statement
- Corporate Strategy
- Environment and Climate Strategy

9. CONSULTATIONS CARRIED OUT

Comments from interested parties

12 occupiers were notified directly of the application.

The planning officer posted a notice advertising the application at the site on 4th November 2021 and the application was advertised in the Local Press on 4th November 2021.

No letters were received supporting or objecting to the application.

Consultees

Consultee	Comment	Where in the report this is considered
Conservation	Conservation raise no objections to the applications, however it minded to approve, recommend the following conditions are applied to the grant of LBC: material samples and details, horizontal and vertical sections and elevations of all proposed external windows and doors.	See iv Impact on listed building and v Impact on Eton Conservation Area and locality in general.
Environmental Protection	Suggested conditions regarding Aircraft noise and Site Specific Construction Environmental Management Plan (CEMP)	These conditions would be considered should planning permission be granted.

10. EXPLANATION OF RECOMMENDATION

10.1 The key issues for consideration are:

- Applicant's Case for development
- Climate Change and Sustainability
- Impact on flood zone 3 location
- Impact on listed building
- Impact on Eton Conservation Area and locality in general
- Quality of residential accommodation
- Impact on neighbour amenity
- Highways and parking implications
- Other Material Considerations

Issue i- Applicant's case for development

10.2 The existing retail unit is occupied by Eton Sport which is a growing, profitable business who rely on being close to Eton College. The Planning Statement outlines that the business requires more space to extend and modernise their unit as the lease expired in May 2021. The application sets

out a desire to extend the retail unit for the benefit of the business. The extension of the retail unit is not unacceptable in principle. It is stated however that in order to fund the expansion of the retail unit a residential dwelling needs to be constructed on site. As stated above the site lies within Flood Zone 3.

Issue viii- Climate Change and Sustainability

- 10.3 The Climate Change Act 2008 (CCA2008) imposes a duty to ensure that the net UK carbon account for the year 2050 is at least 100% lower than the 1990 baseline. Paragraphs 152 and 154 of the NPPF states that the planning system should support the transition to a low carbon future in a changing climate by contributing to a radical reduction in greenhouse gas emissions, minimise vulnerability and improve resistance, and support renewable and low carbon energy and associated infrastructure. In June 2019 RBWM declared an environment and climate emergency with aims to ensure the Borough will achieve net zero carbon emissions by 2050. In December 2020 the Council approved the Borough's Environment and Climate Strategy. These are material considerations in determining this application.
- 10.4 A Position Statement on Sustainability and Energy Efficient Design (March 2021) sets out the expectations of new development consistent with the sustainability guidance set out in the NPPF to help deliver on the national and local commitments to address climate change and the Environmental and Climate Strategy of RBWM. Furthermore, adopted Borough Local Plan policy SP2 requires all development to demonstrate how they have been designed to incorporate measures to adapt to and mitigate climate change.
- 10.5 There is a list of 7 criteria set out in the Interim Sustainability Position Statement and it needs to be demonstrated how the criteria are met by the proposed development. It has not been demonstrated how the proposal would comply with the requirements set out in the Interim sustainability position statement and further information in this regard would be required to ensure compliance. As it stands the proposal is currently unacceptable in this regard. To note it is both the extension to the retail unit of more than 100 sq.m (gross) and the residential unit that fail to meet the sustainability requirements of the position statement.

Issue ii- Impact on flood zone 3 location

- 10.6 The application site is located within floodzone 3 (high risk). A Flood Risk Assessment (FRA) has been submitted in support of the application.

Sequential Test

- 10.7 The National Planning Practice Guidance states that the Sequential Test does not need to be applied for individual developments on sites which have been allocated in development plans through the Sequential Test, or for applications for minor development. It then goes on to list the developments which would constitute minor development. Though it is noted that the increase of the retail unit at ground floor would constitute minor development, the creation of a new residential dwelling at first floor would not, and as such, the proposed development would not constitute minor development, as confirmed by the Inspector of the Appeal. As such, the sequential test is required for the proposed development, in line with paragraph 162 of the NPPF, which states that development should not be permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower risk of flooding.
- 10.8 The proposal has not sufficiently demonstrated that there are no other reasonably available sites in Flood Zones 1 or 2 and thus, the suitability of sites in Flood Zone 3 (areas with a high probability of river or sea flooding) should not be considered. Thus it has not been demonstrated that the sequential test is passed, and it would not be necessary to engage in the exceptions test in this instance, though it is noted that the exceptions test would also be required for the proposed works.
- 10.9 The Inspector concluded that the site of the proposal would not be appropriate, having regard to its location in an area at risk of flooding, contrary to paragraph 162 of the Framework.

- 10.10 In an attempt to justify the new residential dwelling, the applicant seeks to make the case that it is required to fund the retail unit. However, the Planning Statement fails to address the need to extend the existing retail unit as it states that Eton Sports is currently a profitable business but then also states that without the expansion, the business model would be unviable. There has been no substantial evidence submitted to prove that the business would be unviable if it were not extended by 168 sq.m (gross)/ 85 sq.m (net). Furthermore it has not been demonstrated sufficiently that no other unit would be able to accommodate Eton Sport in Windsor Town Centre and the table of comparison under Section 6.7 of the Planning Statement is confined to sites only in Eton High Street.
- 10.11 Furthermore, it has not been sufficiently demonstrated that the applicant has explored other potential cheaper ways of refurbishing or extending the existing retail unit. This then puts into question the principle of the development of the 2 bedroom flat to fund and make the ground floor retail business viable. It is noted that even if these issues are proven, the financial details regarding the dwelling is limited and would be insufficient to constitute a robust financial viability report worthy of consultation with an independent viability assessor. Finally, even if it were proven that a residential dwelling were required for viability reasons to support the business, there would still be a requirement for the applicant to show that the dwellinghouse could not be sited in an area at lower risk of flooding.
- 10.12 It is therefore concluded that the proposal does not pass the sequential test and there is no other sound justification as to why a dwellinghouse needs to be constructed within Flood zone 3. As the proposal does not pass the sequential test, the NPPF advises that there is no need to go on and consider the exception test. Notwithstanding, a Flood Risk Assessment has been submitted by Stantec in support of the proposal which addresses safe escape. It states that the College will remain the owner of the building and the tenants will be made aware of both the EA Flood Warning scheme and the College scheme, and will be required to sign up to the latter as part of the tenancy agreement.
- 10.13 The retail extension would add an additional 85 sqm footprint which would be considered to have an acceptable impact on flooding when considered on its own under Policy NR1. The FRA sets out reasonable flood resistance and resilience measure in line with EA standing advice for this part of the proposal.

Issue iii- Impact on listed building

- 10.14 Previous application 19/03204/LBC was refused Listed Building Consent as the proposed works were not considered to appear sympathetic to the listed building, by virtue of the scale and siting of the proposed extension as it would not harmonise with the established plot lines. The appeal decision acknowledges that the form and appearance of the listed building reinforces the traditional hierarchy between the higher status of the High Street façade and the secondary elevations and wings to the rear. The Inspector raised concerns regarding the siting of the two-storey element of the proposal across the burgage plots of Nos 127 and 128, which would introduce a form of development that would have a significantly detrimental effect on the character of the Conservation Area and the Listed Building. The Inspector concluded that the public benefits did not outweigh the great weight to be given to the less than substantial harm.
- 10.15 The current application has been submitted alongside Listed Building Consent 21/02778/LBC. The proposal improves the design, overall scale and delineation. The proposal has overcome concerns regarding the harm to the Listed Building with a redesign which includes a clearer delineation between the historic plots. The two separately defined treatments to the end elevations (gabled and hipped) works well including the stepping back on the boundaries and reduction in height to improve the perceived separation. The material treatment and detailing are also considered acceptable. The Conservation Officer supports the proposal subject to conditions regarding material samples and details, horizontal and vertical sections and elevations of all proposed external windows and doors are added to the application.

- 10.16 To clarify, the LBC application is only for the structural works to the listed building as outlined in the description. The works preserve the character and appearance of the Grade II Listed Building and would have an acceptable impact on the historic fabric. The scheme would comply with Section 16 of the NPPF and Borough Local Plan Policy HE1.

Issue iv- Impact on Eton Conservation Area and locality in general

- 10.17 The application site is a three-storey mid-terraced building situated to the west of High Street within the Eton Conservation Area (CA) and is Grade II listed together with Nos 126 and 129-131 (consecutive). As such, the Council has paid special attention to the desirability of preserving or enhancing the character or appearance of the conservation area, as required under Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 10.18 The Inspector acknowledged that projections and wings to the rear of High Street vary in scale, design and materiality, the appearance of the proposal would not, of itself, be harmful to either the CA or the special interest of the listed building. The main concern raised was the introduction of a form of development of two storeys which spanned across the burgage plots of Nos 127 and 128.
- 10.19 The Inspector concluded that the proposal would have a negative effect on the significance of these designated heritage assets and would be of less than substantial harm. Paragraph 202 of the NPPF (2021) identifies that this harm should be weighed against the public benefits of proposals, which includes the securing of optimal viable use of listed buildings. The proposal would provide a single private unit of accommodation in the town and provide some enhancement of the rear environment. However, it was concluded that alternative solutions could be found other than that proposed to improve the rear environment.
- 10.20 The revised scheme has sought to address the previously identified harm as the projections are of a similar nature to Nos. 126 and 130, whereby the proposed scheme would not be out of character in terms of the impact upon the rear elevations and plots of the listed buildings. The revised scheme provides a clearer delineation between the historic plots. The previously identified less than substantial harm was born from the poor relationship to the hosts, the reduction of the significance of the hosts (listed buildings), the architectural form and detailing. The current scheme better relates to the hosts and retains the distinct two plot pattern (at least to an acceptable level) with more a more sympathetic form and massing to overcome previous concerns on the impact on the Conservation Area.

Issue v- Quality of residential accommodation

- 10.21 The sunlight and daylight surveys submitted in support of the appeal and subsequently updated version for this application, have demonstrated that the amount of light to be received by the habitable windows of the proposed dwelling would be sufficient. Irrespective of this, objection for the outlook of the windows serving bedrooms 1 and 2 was confirmed by the Inspector in the appeal. This concluded that there would be very little relief from the outlook toward surrounding buildings which would appear imposing in close proximity of those windows. The Inspector concluded that the outlook from the proposal would be inadequate, to the extent that it would have an unacceptable effect on the living conditions of the future occupants of the proposed dwelling.
- 10.22 The current application has amended the internal layout so that there is one north and one west facing window to the terrace serving bedroom 1 and there is one west facing window serving bedroom 2 facing the car park. This alteration in layout provides additional outlook to what was previously considered unacceptable in the refused application. The current proposal is considered to have overcome concerns and complies with policy QP3 and paragraph 130 (f) of the Framework, which seek to ensure that developments create places with a high standard of living conditions for existing and future users.

Issue vi- Impact on neighbour amenity

- 10.23 The property north of the site at 129 High Street is a three-storey house which is separated from the appeal property by a stepped boundary wall that initially slopes down from the rear façade. To the North, No 130 has been extended to the rear as far as the carpark to the west. Previous application 19/03203/FULL was refused due to the detrimental impact on the light received and outlook from the existing first floor window at neighbouring property No. 129. Sunlight and daylight surveys were submitted in support of the appeal, and it was agreed that it has been demonstrated that the amount of light the habitable windows of the neighbouring dwelling would receive would be sufficient.
- 10.24 The Inspector concluded that, despite the proposed extension adding to the scale of the appeal building, the first floor would be set away from the rear elevation and away from the shared boundary with No 129; and the roof would be hipped to the eastern end. Given the layout and scale of the first floor of the proposal, particularly its separation from No 129, the proposed extension would not appear oppressive or imposing when viewed from the rear facing first floor window of No 129, in its own right or in combination with the extension at No 130.
- 10.25 The current application is similar in scale, and it is concluded that the proposal would not have a harmful effect on the living conditions of the occupiers of No 129 in respect of outlook. Hence, the proposal would accord with policy QP3 and paragraph 130(f) of the Framework.

Issue vii- Highways and parking implications

- 10.26 At present, the rear of the site is accessed via Sun Close and it is noted that the existing access arrangements will not be affected by the proposals. The site is within 800m of both Windsor train stations and the town centre, therefore the site is deemed to be located within an area of good accessibility. Parking restrictions in the form of double yellow lines operate within the surrounding area to prevent indiscriminate parking. On street parking bays are provided along the High Street however, they only have a 2-hour limit (no return within 4hrs).
- 10.27 The site has a parking area to the rear which can accommodate 3 vehicles which would be built over with the proposed extension and flat. The Planning Statement confirms that the car park to the west of the site is within private ownership of the applicant and will have 3 new spaces added and allocated to the retail and residential uses as shown on the site planning layout. The car park is privately managed by the Applicant and has capacity for the new spaces and would be required to provide 4 spaces as previously confirmed by the Highways Officer in line with the RBWM parking standards. The Appeal decision states that the Council has accepted that parking for the proposal could be secured through the use of an appropriately worded planning condition.

Issue ix- Other Material Considerations

Housing Land Supply

- 10.28 Paragraphs 10 and 11 of the NPPF set out that there will be a presumption in favour of Sustainable Development. The latter paragraph states that:

For decision-taking this means: approving development proposals that accord with an up-to-date development plan without delay; or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- *the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
- *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

10.29 Footnote 7 of the NPPF (2021) clarifies that:

'out-of-date policies include, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer..).'

10.30 The Borough Local Plan has now been adopted and the Council have a 5 year Housing Land Supply. Development proposals therefore should be assessed in accordance with the Development Plan and other material considerations.

11. COMMUNITY INFRASTRUCTURE LEVY (CIL)

11.1 The development is CIL liable. The proposed floorspace of the dwellings is 77.5 sqm.

12. PLANNING BALANCE

12.1 Paragraph 11 of the Framework explains how the presumption in favour of sustainable development applies. The tilted balance should not be applied because the Council now has a 5 year Housing Land supply.

12.2 The report has outlined that the application is considered to be harmful on grounds of flood risk. This harm is attributed **significant** weight. Furthermore, the proposal has not demonstrated a reduction in carbon emissions and met the Council's sustainability targets, contrary to Policy SP2 and Interim Sustainability Position Statement. Given that the Council has declared a Climate Change Emergency, this is also given **significant** weight.

12.3 The application is considered to be acceptable on grounds of impact on the listed building, Eton Conservation Area and locality in general, quality of residential accommodation, impact on neighbour amenity, highways and parking implications. These are Policy requirements and in meeting these, no additional weight is given.

12.4 The proposal would result in one new dwelling towards the provision of housing within the Borough. The addition of one new dwelling when the Council now has a 5 year Housing Land Supply is afforded limited weight as a benefit.

12.5 In respect of economic benefits, it is acknowledged that future residents of the development would make use of local services and spend in local shops. However, as the scheme is for 1 unit the impact of this additional spend in the local economy would be limited. The scheme would also result in direct and indirect employment and create a demand for building supplies during the construction phase. Due to the short-term nature of these benefits, this can only be given limited weight.

12.6 The limited weight to housing provision and economic benefits do not outweigh the significant harm to flood risk and failure to meet the Council's Climate change provisions. Therefore there is no justification for the proposal and it is therefore recommended to be refused in line with the adopted development plan policies.

13. CONCLUSION

13.1 The limited benefits to the scheme do not outweigh the harms identified above and it is therefore concluded that the application is recommended for refusal.

14. APPENDICES TO THIS REPORT

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

15. REASONS RECOMMENDED FOR REFUSAL IF PERMISSION IS NOT GRANTED

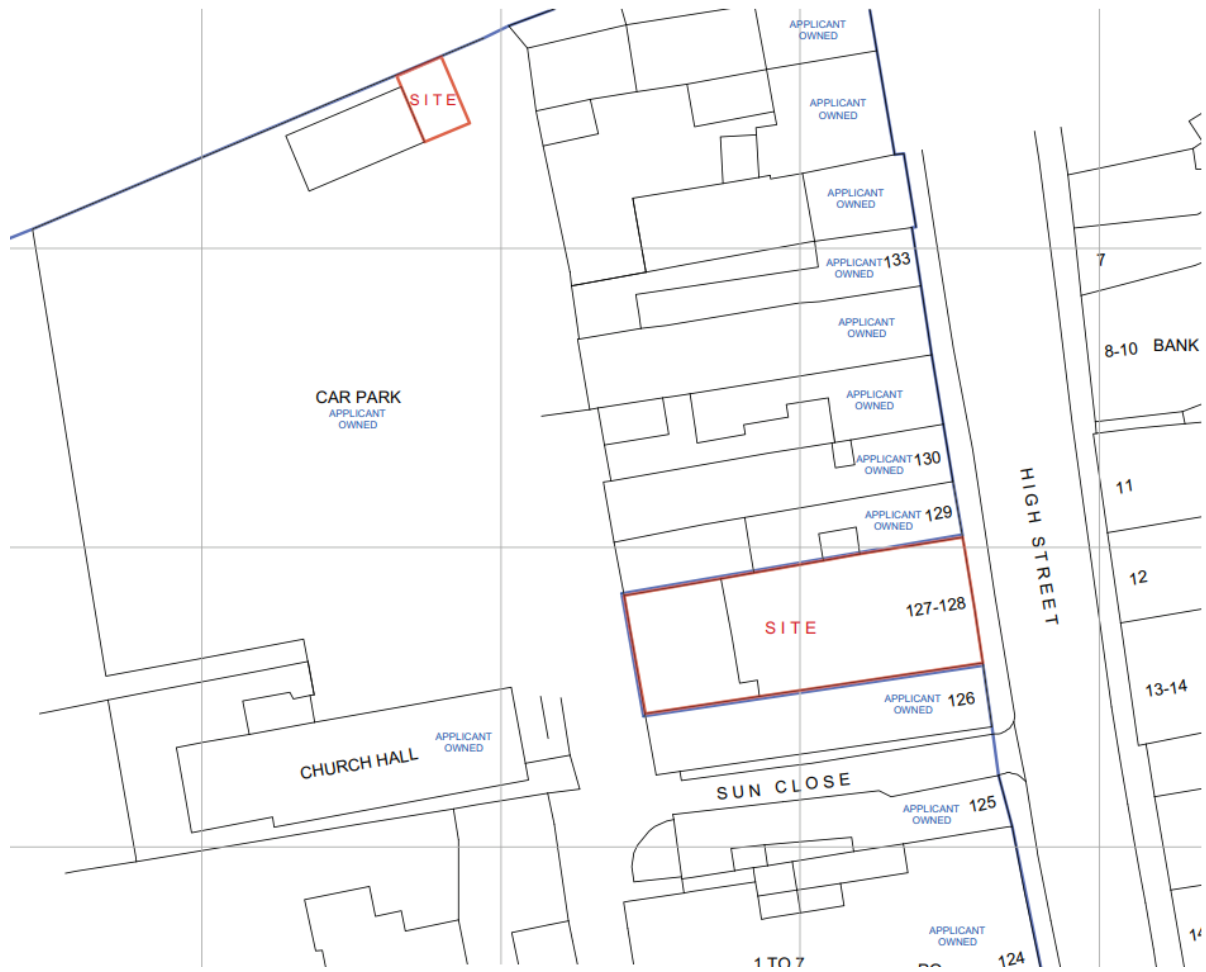
- 1 The site lies within flood zone 3 and the Sequential Test has not been passed. On the basis of the submitted information, the LPA is not satisfied that there are no suitable alternative sites within the Borough that are not at risk or at lower risk of flooding or that there are other grounds to justify a new dwellinghouse in flood zone 3. Furthermore, the applicant has not submitted sufficient details to demonstrate that a suitable safe/low hazard means of escape can be provided from the application site to an area completely outside of the area liable to flooding. The proposal therefore conflicts with Section 14 of the National Planning Policy Framework (NPPF) and Borough Local Plan Policy NR1.
- 2 It has not been demonstrated how the proposal would comply with the requirements of the Council's Interim Sustainability Statement, March 2021, Policy SP2 of the Borough Local Plan, the Council's adopted Environment and Climate Strategy, December 2020 and Chapter 14 of the NPPF, which seek to reduce carbon dioxide emissions from new development and deliver local and national Climate Change commitments.

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12. APPLICATION 21/02777/FULL - APPENDICES TO THIS REPORT

- Appendix A – Site Location Plan
- Appendix B – Proposed Site Plan
- Appendix C – Proposed Elevations
- Appendix D – Proposed Floor Plans

Appendix A – Site Location Plan



Appendix C – Proposed Elevations



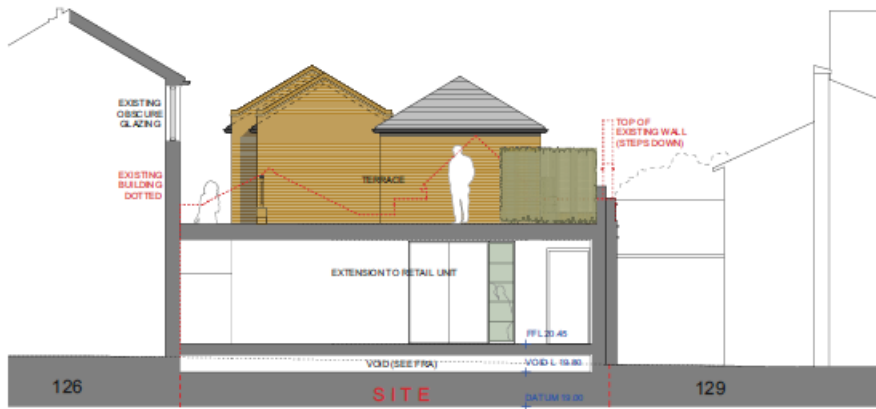
WEST ELEVATION A-A



NORTH ELEVATION / SECTION B-B



SOUTH ELEVATION / SECTION C-C



EAST ELEVATION / CENTRAL TERRACE / SECTION D-D

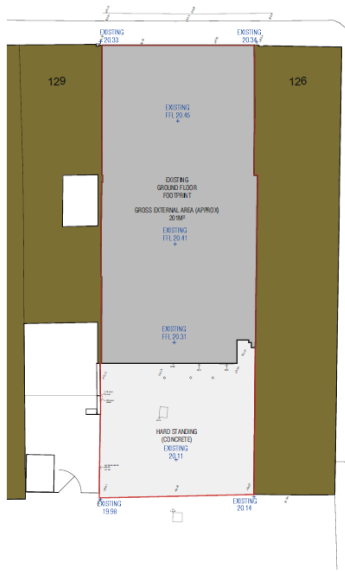


SIDE TERRACE ELEVATION / SECTION E-E

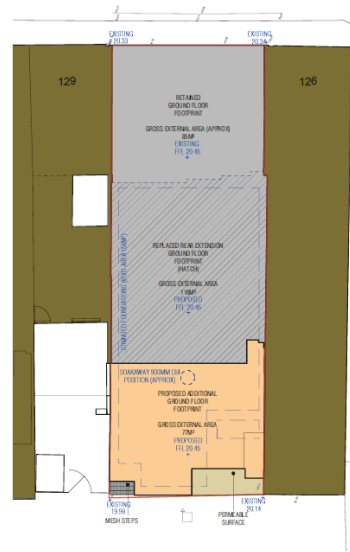


SIDE TERRACE ELEVATION / SECTION F-F

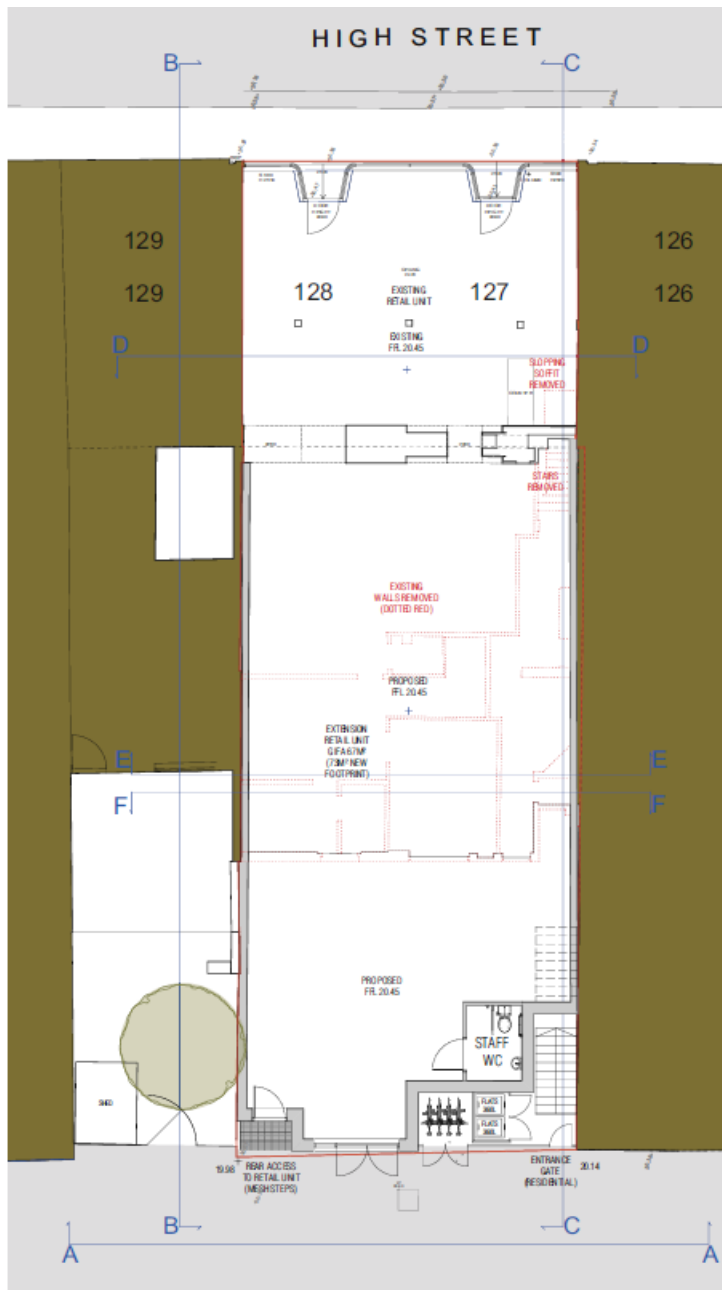
Appendix D – Proposed Floor Plans



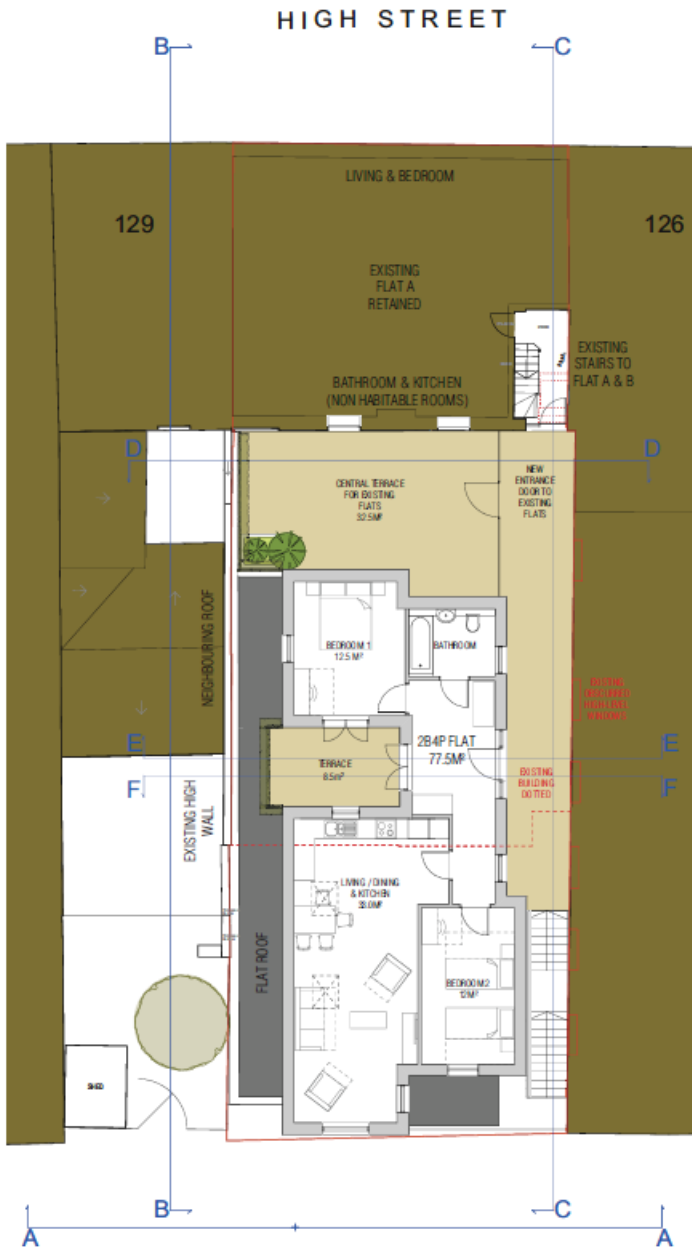
EXISTING
GROUND FLOOR FOOTPRINT



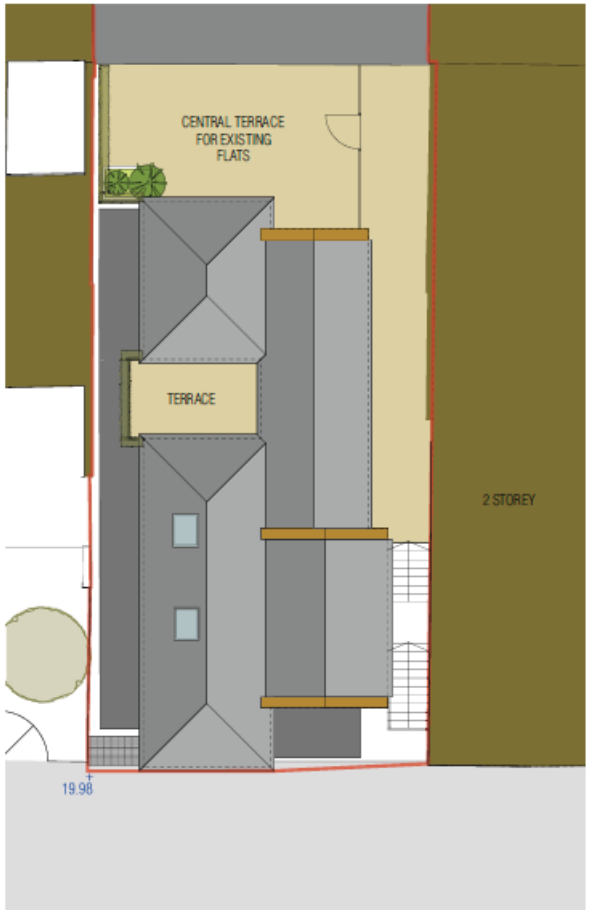
PROPOSED
GROUND FLOOR FOOTPRINT



GROUND FLOOR PLAN



FIRST FLOOR PLAN



ROOF PLAN

Revised

Agenda Item 7

ROYAL BOROUGH OF WINDSOR & MAIDENHEAD
PLANNING COMMITTEE

DEVELOPMENT CONTROL PANEL

2 March 2022

Item: 4

Application No.:	21/02792/REM
Location:	Heatherwood Hospital London Road Ascot SL5 8AA
Proposal:	Reserved matters (appearance, landscaping, scale) pursuant to outline planning permission 16/03115/OUT Hybrid planning application comprising: 1) Application for full planning permission for the development of a new Elective Care Hospital and associated Admin Hub with associated parking, vehicle access, highway works, plant and landscaping 2) Application for full planning permission for the change of use of existing building to provide GP Practice, Office, Data Centre and Staff Restaurant in association with the Elective Care Hospital 3) Application for outline planning permission (access and layout determined with all other matters reserved for future consideration) for demolition of existing hospital and redevelopment of up to 250 dwellings with associated vehicle access and highway works 4) Application for full planning permission for the change of use of existing woodland to Suitable Alternative Natural Greenspace (SANG) in association with the outline residential planning permission.
Applicant:	
Agent:	Sarah Isherwood
Parish/Ward:	Sunninghill And Ascot Parish/Ascot & Sunninghill
If you have a question about this report, please contact: Jo Richards on 01628 682955 or at jo.richards@rbwm.gov.uk	

1. SUMMARY

- 1.1 A hybrid planning permission was granted in December 2017 (ref: 16/03115/OUT) for various works and development at Heatherwood Hospital. The hybrid permission included four parts: 1) Full planning permission for a new hospital and associated works (substantially complete); 2) Full planning permission for the change of use of a building to provide a GP Hub and office for use in association with the hospital (complete and operational); 3) Outline permission (access and layout) for demolition of existing hospital and replacement with up to 230 residential units; and 4) Full planning permission for change of use of existing woodland to Suitable Alternative Natural Green Space (SANG) (substantially complete).
- 1.2 The current application seeks permission for those details reserved by the outline permission (part 3 of the hybrid permission), namely the scale, appearance and landscaping for 230 residential units on the site of the existing hospital building. This application is the last substantive application to be considered for development at the Heatherwood Hospital site.
- 1.3 The site comprises previously development land within the Green Belt. At the time of granting the hybrid permission, the development formed part of a *draft allocation* within the emerging Borough Local Plan and the development was approved on the basis of Very Special Circumstances. The Borough Local Plan has now been adopted and site allocation AL20 (Heatherwood Hospital) now forms part of the development plan.
- 1.4 The approved hybrid application, whilst formally considering the matters of access and layout, also granted approval for a set of parameters to be substantially adhered to within any subsequent reserved matters application. The approved parameters relate to access and movement, land use, open space and scale. Therefore, whilst scale was a matter to be 'reserved' from the outline permission, the consideration of the scale of development was very much part of the outline application.
- 1.5 The current reserved matters application seeks permission for the scale, appearance and landscaping of 230 residential units comprising a mix of apartments (5 main blocks) and houses and smaller apartment buildings laid out within 8 parcels of land within the site. The development

has evolved since the determination of the hybrid/outline permission (in order to achieve the best design and landscaping for the scheme), whilst not deviating materially from the approved parameter plans. The proposal is considered to therefore be *substantially* in accordance with the approved Design Strategy and approved parameter plans when considered as a whole.

- 1.6 The final scheme has been borne out of detailed pre-application discussions via a planning performance agreement with Council Officers, the South East Design Review Panel and subject to public engagement. The assessment of this reserved matters application cannot seek to alter those matters which have been approved or deviate materially beyond the approved parameters. The number of residential units has been approved at 230. The upper heights of the development have been set by the approved parameter plans. The access and layout have been approved at the outline stage and cannot alter materially from the approved drawings. The parcels of land within which each dwelling type are positioned has also been approved.
- 1.7 This reserved matters application therefore is bound considerably by matters already approved (layout and access) and the approved parameter plans (access, land use, scale and height). The assessment must therefore focus primarily around the those matters left for consideration and undetermined by the outline permission.
- 1.8 Officers consider that this final proposal is of an acceptable and high-quality scale and design which would enhance the character of the area and thus is in accordance the relevant adopted plan and neighbourhood plan policies.
- 1.9 The level of parking provision proposed is necessary to achieve good design principles and achieve a sustainable development. It is considered to be of an appropriate level given the close proximity to shops and services and walking distance to Ascot Train Station. The level of parking provision is supported by Council Officers, the Highways Officer and South East Design Review Panel.
- 1.10 The hard and soft landscaping of the site is of high quality and would enhance the environment and amenity of the site for future residents whilst also ensuring that the development sits well within the established landscape character of the area.
- 1.11 The proposal would comply with the terms of the Interim Sustainability Position Statement resulting in a 20.8% reduction in carbon emissions, with 12.8% of its energy provision coming from renewable technologies. The applicant has also submitted a Unilateral Undertaking which secures a carbon off-set payment and lifestyle contribution totalling approx. £780,000. This money is to be spent on energy saving and carbon reduction initiatives throughout the Borough which would help achieve the aims of the Council's Corporate Strategy at this time of a Climate Emergency.
- 1.12 Finally, a key consideration is the original need for residential development as part of the overall delivery of the new hospital. The siting of the new hospital (now built and due to open April 2022) on previously undeveloped woodland has allowed the continue used of the existing hospital as a necessary service for the community. The final redevelopment of the existing hospital for housing contributes significantly to the cost of this service provision and to the provision of housing in the Borough and this has already been accepted by the original hybrid permission. Planning permission for the final reserved matters is necessary to allow this final phase of the development to be built out and for the new hospital to be funded.

It is recommended the Committee DEFER and DELEGATES to the Head of Planning:	
1.	To grant planning permission on the satisfactory completion of an undertaking to secure a contribution to the Council's Carbon Offset Fund and with the conditions listed in Section 15 of this report.
2.	To refuse planning permission if an undertaking to secure a contribution to the Council's Carbon Offset Fund, has not been satisfactorily completed as the proposal would fail to meet the terms of the Council's Interim Sustainability Position Statement and Borough Local Plan policy SP2

2. REASON FOR COMMITTEE DETERMINATION

- Major reserved matters applications are normally matters delegated to the Head of Planning, however, given the determination of the original hybrid application by committee and the scale of the development, the Head of Planning considers this application should be referred to the Ascot and Windsor Development Management Committee.

3. THE SITE AND ITS SURROUNDINGS

- 3.1 The application site comprises Heatherwood Hospital, which lies on the western edge of the town of Ascot, bounded to the north by Ascot High Street (A329) and to the northwest by Kings Ride (A322). The existing hospital buildings are sited to the north of land within the Frimley Health NHS Foundation Trust ownership. The remainder of the land ownership area, to the south of the hospital contains a newly converted GP hub and offices (granted full permission under part 2 of the hybrid permission) a new hospital building (granted full planning permission under part 1 of the hybrid permission) and a wooded area, to be converted into Suitable Alternative Natural Green Space (granted full planning permission under part 4 of the hybrid permission). The south of the area of land ownership is bound by the South West trains railway line. The western boundary of the site consists of deciduous woodland with some individual large residential properties. Adjacent to the eastern boundary of the site are stables associated with Ascot racecourse as well as Thames Valley Police and Ascot Police Station.
- 3.2 Private apartments and key worker/nurse residential accommodation is constructed on land outside the Trust's ownership, along Brook Avenue between the original hospital and the new hospital buildings.
- 3.3 The existing Heatherwood Hospital buildings have been extensively developed over time. The original 1920s hospital buildings are predominantly single storey whilst later additions such as the 1960s main building in the northeast corner of the site are 4 storey.
- 3.4 The entire site is located within the Green Belt and the settlement of Ascot sits to the east of the application site. The site forms part of a housing allocation site within the newly adopted Borough Local Plan (AL20).
- 3.5 A scheduled Ancient Monument (SAM) 'Bell Barrow on Bowledge Hill' is located within the existing hospital site.
- 3.6 The closest designated site is a SSSI, Englemere Pond, located approximately 420m to the west of the site. This SSSI comprises open water in the form of a large pond that is surrounded by a wide fringe of reed swamp. The site is within 5km of the Thames Basin Heaths Special Protection Area (SPA), a European designated site subject to the protection of the Conservation of Habitats and Species Regulations 2010 (as amended) (the Habitats Regulations). The SPA comprises open heathland habitats, scrub, woodland, mire and bogs. The site supports important breeding populations of a number of birds of lowland heathland which nest on the ground and in gorse.
- 3.7 The site is located in Flood Zone 1 with a low probability of flooding.

4. KEY CONSTRAINTS

- Previously developed site in the Green Belt.
- Site Allocation (AL20) within the newly adopted Borough Local Plan (BLP)
- Thames Basin Heaths SPA 5km buffer zone
- Schedule Ancient Monument within site
- Woodland TPO

5. THE PROPOSAL

- 5.1 Permission is sought for the matters of scale, design and appearance for the redevelopment of the existing hospital site to provide 230 dwellings (in the form of apartments and houses).
- 5.2 There would be 5 main apartment blocks (A, B, C, D and H) addressing the High Street and Kings Ride frontage. Block A would be part 3-storey/part 4-storey and blocks B, C, D and H would be 5 storeys. There are 8 parcels of land for housing ranging from 2-3 storeys laid out in a street grid around a large central green.
- 5.3 The mix of accommodation is set out below:

1 bedroom apartments	14
2 bedroom apartments	69
3 bedroom apartments	40
2 bedroom houses	3
3 bedroom houses	88
4 bedroom houses	16
Total	230

- 5.4 Two principal areas of open space, which include play areas, would be provided. The largest is situated around the Ancient Scheduled Bell Barrow Monument and the second largest around a mature Wellingtonia tree. A third smaller area of open space is also proposed. Green buffer public open space and a piazza is proposed along the High Street frontage.
- 5.5 The access and layout of the scheme are matters approved under the outline permission ref: 16/03115/OUT. Several conditions on this outline permission relate to this phase of the development.

6. RELEVANT PLANNING HISTORY

Reference	Description	Decision
16/03824/FULL	Change of use from hospital accommodation (Use Class D1) to offices with associated IT hub and staff restaurant (Use Class B1a) and GP Practice (Use Class D1) with associated parking, landscaping, replacement roof top plant, external staircase, temporary car park and demolition of existing walkway.	Approved 22.12.2017. Implemented
16/03825/FULL	Enabling works in association with hybrid application (ref: 16/03115/Out) and change of use application (ref: 16/03824/Full) for the redevelopment of Heatherwood Hospital. Enabling works to be site clearance, drainage diversions, services diversions, earthworks, construction of retaining walls, advanced planting and creation of balancing pond.	Approved 22.12.2017. Implemented
16/03115/OUT	Hybrid planning application comprising: 1) Application for full planning permission for the development of a new Elective Care Hospital and associated Admin Hub with associated parking, vehicle access, highway works, plant and landscaping 2) Application for full planning permission for the change of use of existing building to provide GP Practice, Office, Data Centre and Staff Restaurant in association with the Elective Care Hospital 3) Application for outline planning permission (access and layout determined with all other matters reserved for future consideration) for demolition of existing hospital and	Approved 22.12.2017 Implemented

	redevelopment of up to 250 dwellings with associated vehicle access and highway works 4) Application for full planning permission for the change of use of existing woodland to Suitable Alternative Natural Greenspace (SANG) in association with the outline residential planning permission.	
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7. DEVELOPMENT PLAN

7.1 The main relevant policies are:

Adopted Borough Local Plan (2013-2033)

Issue	Policy	Compliance	
Spatial Strategy for the Borough	SP1	Yes	
Climate Change	SP2	Yes	
Sustainability and Placemaking	QP1	Yes	
Green and Blue Infrastructure	QP2	Yes	
Character and Design of New Development	QP3	Yes	
Building Height and Tall Buildings	QP3a	Yes	
Development in Rural Areas and Green Belt	QP5	Yes	
Housing Development Sites	HO1	Yes	
Housing Mix and Type	HO2	Yes	
Affordable Housing	HO3	Yes	
Historic Environment	HE1	Yes	
Managing Flood Risk and Waterways	NR1	Yes	
Nature Conservation and Biodiversity	NR2	Yes	
Trees, Woodlands and Hedgerows	NR3	Yes	
Thames Basin Heaths Special Protection Area	NR4	Yes	
Renewable Energy	NR5	Yes	
Environmental Protection	EP1	Yes	
Air Pollution	EP2	Yes	
Noise	EP4	Yes	
Infrastructure and Developer Contributions	IF1	Yes	
Sustainable Transport	IF2	Yes	
Local Green Space	IF3	Yes	
Open Space	IF4	Yes	
Rights of Way and Access to the Countryside	IF5	Yes	
Utilities	IF7	Yes	

Adopted Ascot Sunninghill and Sunningdale Neighbourhood Plan (2011-2026)

Issue	Neighbourhood Plan Policy
Heatherwood Strategic Site	NP/SS4
Housing Policies	NP/H2 (Mix of housing types)
Design Guidelines	NP/DG1 (Townscape) NP/DG2 (Density, footprint, separation, scale & bulk) NP/DG3 (Good quality design), NP/DG4 (Heritage assets) NP/ DG5 (Energy efficiency and sustainability)
Environmental Policies	NP/EN2 (Trees) NP/EN3 (Gardens) NP/EN4 (Biodiversity)
Parking	NP/T1

Adopted The South East Plan – Regional Spatial Strategy

Issue	Plan Policy
Thames Basin Heaths Special Protection Area	NRM6

8. MATERIAL PLANNING CONSIDERATIONS

National Planning Policy Framework Sections (NPPF) (2021)

- Section 2 – Achieving sustainable development
- Section 4- Decision-making
- Section 5 – Delivering a sufficient supply of homes
- Section 6 – Building a strong, competitive economy
- Section 7 – Ensuring the vitality of town centres
- Section 8 – Promoting healthy and safe communities
- Section 9- Promoting Sustainable Transport
- Section 11 – Making effective use of land
- 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

Supplementary Planning Documents

- RBWM Thames Basin Health's SPA
- Borough Wide Design Guide

Other Local Strategies or Publications

Other Strategies or publications material to the proposal are:

- RBWM Townscape Assessment
- RBWM Landscape Assessment
- RBWM Parking Strategy
- Affordable Housing Planning Guidance
- Interim Sustainability Position Statement
- Corporate Strategy
- Environment and Climate Strategy

9. CONSULTATIONS CARRIED OUT

Comments from interested parties

231 occupiers were notified directly of the application.

The planning officer posted a notice advertising the application at the site on 18th October 2021 and the application was advertised in the Local Press on 23rd September 2021.

2 letters were received objecting to the application, summarised as:

Comment		Where in the report this is considered
1.	Inadequate provision is made for total parking spaces, visitor parking and electric vehicle provision.	Section vii
2.	The application does not comply with policy NP/T1 of the Neighbourhood Plan	Section vii
3.	The NPPF 2021 and National Model Design Code (NDC) brings forward an increased focus on the importance of design in development and emphasise: <ol style="list-style-type: none"> 1. Residential parking has to be decided in response to local conditions 2. Parking has to meet the needs of different users including occupants, visitors and people with disabilities 	Section vii
4.	The NPPG requires RBWM to seek to ensure parking provision is appropriate to the needs of the development and not reduced below a level that could be considered reasonable.	Section vii
5.	The NPPF para 108 states that maximum parking standards should only be applied in exception circumstances	Section vii
6.	The RBWM parking strategy is not relevant as over 17 years old.	Section vii
7.	Statistics from the 2011 census should be applied	Section vii
8.	If the parking standards of nearby local authorities were applied it would show a greater requirement for parking provision for the development.	Section vii
9.	The number of parking spaces for visitors, tradesman and deliveries at only 34 spaces 230 dwelling is unrealistic	Section vii
10.	Other authorities require 1 visitor space per 5 dwellings	Section vii
11.	Allocating only 45 of the total spaces (20%) to electric vehicles is inadequate and unreasonable and will have been exceeded by regulations on electric vehicles by the time the development is complete.	Section vii
12.	Inadequate disabled parking provision	Section vii
13.	The acceptability of the proposal with regard to parking provision should be based on legitimate planning considerations	Section vii
14.	The style and density of housing is out of keeping with the surrounding area	Sections vi and v
15.	The large blocks of flats are to be located close to the main road and would be highly visible, which would be detrimental to visual amenity.	Section v (The position of the main apartment blocks along the northern frontage was approved as part of the hybrid permission)
16.	The local roads are heavily congested during rush hour period, the additional housing	The impact on the highway network was considered under the original hybrid application and cannot be re-visited under the current RM application.

17.	The additional housing would put pressure on the local infrastructure which is already struggling	The number of dwellings has already been agreed at the hybrid stage and is now part of an adopted allocation in the BLP. A CIL contribution will be made by the developer which will go toward infrastructure improvements.
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Statutory Consultees

Consultee	Comment	Where in the report this is considered
Natural England	Natural England has previously commented on this proposal in August 2017. The advice provided previously still stands.	Section x
Lead Local Flood Authority	No objection subject to condition requiring full details of the proposed surface water drainage system	Covered by conditions 11, 12 and 37 of the hybrid permission
Historic England	No objections to proposal but concerns raised regarding the introduction of mounding adjacent to the Scheduled Ancient Monument and retention of trees on the barrow as part of the application. We would welcome further discussions to ensure the play area is appropriate and to ensure the barrow is protected for future generations	See section vi

Consultee responses

Consultee	Comment	Where in the report this is considered
Conservation Design Officer /	The scheme is supported in principle in terms of layout, scale and design. The conditions attached to the original application regarding archaeology and building record will need to be addressed for this phase of the before works commence. The inclusion of a green space as a new setting for the barrow is a significant improvement. The history and importance of this monument should be included in the landscaping scheme. Long-term management of trees on the barrow will need to be considered. The LEAP should be designed in such a way to minimise the impact on the barrow.	See sections v and vi
Highways	The proposed parking provision and supporting management plan is considered acceptable and complies with current national guidance and the Borough's Parking Strategy Further clarification required on access and design of cycle stands. No objection to internal access and servicing arrangements and CEMP. The travel plan should be updated in relation to cycle	Section vii

	parking design. Recommends conditions relating to cycle parking, parking and turning and travel plan.	
Trees	No objections. General comments/suggestions: <ul style="list-style-type: none"> • Hard-standing for the dwellings should be shown. Patios should be kept small so as to secure as much soft ground as possible. PD rights for hard standing and structures should be removed • New trees should be provided with sufficient soft ground to achieve maturity. Full details should be submitted • Silver Birch and Scots Pine should be included in the mix. Sweet Chestnut should be included in the larger open spaces • Full landscaping details area required • The tree protection plan and arboricultural method statement are acceptable 	Section x
Thames Water	No objections	
Environmental Protection	No comments received	
Network Rail	No objections	
Ecology	No objection subject to conditions relating to Construction Environment Management Plan, external lighting and biodiversity enhancements	Section x
Landscape Officer	No formal written comments provided in response to application, however the Landscape Officer was heavily involved in pre-application discussions and has been supportive of the proposals	Section v and x
Environment Agency	Not statutory consultee for reserved matters applications. LPA to take account of any conditions, informatives or advice provided in response to outline application.	Section x
Runnymede Borough Council	No objection	
National Highways	No objections	
Berkshire Archaeology	Recommends that RBWM consult Historic England. Confirms that condition 35 of the hybrid permission would cover ongoing archaeological requirements.	Section vi

Other groups

Group	Comment	Where in the report this is considered
Ascot and Sunninghill Parish Council	Objection on the following grounds: Parking: <ul style="list-style-type: none"> • The parking provision is grossly inadequate for the flats and the site as a whole Housing: <ul style="list-style-type: none"> • The balance of housing mix has swung significantly towards more flats, and reducing 1 bed flats. • No affordable homes are proposed. Contrary to policy 7.8 of emerging BLP • many dwellings have virtually no front gardens and don't comply with 6.6 of BWDG, which requires clearly defined boundaries at least 1m high 	Objections are addressed in Part 10 sections iv, v, vii and ix

Amenity

- Amenity space for the flats doesn't appear to meet the requirements of 8.5 of BWDG which are a minimum and should be provided following the covid pandemic.
- Plots 112 and 120 have inadequate garden amenity space and result in parking courts only

Cycle/walking

- There is no cycleway/footpath from the site and SANG to Ascot Station, contrary to NP/SS4.4c and emerging BLP proforma AL20 site requirements, plus a major item of feedback during consultation,

Height of Apartment Buildings

- Out of keeping with the area

Additional comments received by email dated 14/10/21:

- Condition 23 of the hybrid permission states that the submission of the reserved matters shall be carried out in substantial accordance with the design strategy as set out in the Design and Access Statement and approved parameter plans
- The approved D&A statement identifies that the ratio of houses to apartments was changed to 60:40 to respond to housing need. The ratio is now 45:55 will not be in substantial accordance with the approved D&A statement.
- The space around the apartments should be for residents only
- Para C4: 4.4 – residential typologies, shows a plan with different house types. It states these illustrative only and subject to design development at the reserved matters stage. The proposed ratio of houses to flats was 63:37 and no apartment other than blocks A-D were proposed
- The proposed car parking provision is significantly different to that envisaged in the outline (2.4 spaces per unit) and goes beyond merely needing to reflect the change in housing mix.
- The apartments don't fit in with the character areas defined within the approved D&A.

The current proposals deviate significantly from the intent of paragraph 23 of the hybrid permission. It needs to be considered whether full planning permission is required.

Additional letter following amended plans:

- The proposals represent an overdevelopment of the site. The number of dwellings needs to be reduced to comply with planning policy and AL20 of the BLP
- The introduction of apartments into site parcels 5, 6 & 7 contravene Condition 23 of the borough's decision notice for application 16/03115
- 55% of the dwellings are apartments. This is excessive bearing in mind that apartment have

	<p>dominated recent planning approvals in the parish</p> <ul style="list-style-type: none"> • The amenity space for blocks, A-D and H do not meet the requirement of Principle 8 of the design guide whereas the houses do. This is inconsistent and detrimental to the amenity of residents of the apartments • The apartment parking is inadequate as it is based on good site accessibility, whereas it should be based on poor accessibility in accordance with RBWM 2004 parking standards. The house parking provision is based on poor accessibility. This is inconsistent to the detriment of the apartments • The requirements within AL20 have not been fully met. For example there is no affordable housing and a direct cycle link to Ascot Station hasn't been provided. 	
Winkfield Parish Council	<p>Concerns:</p> <ul style="list-style-type: none"> • The parking appears minimal • The proposal will result in an increase in vehicle movement in an already congested area • The design of the proposal will have a detrimental impact on the openness of the area by way of their mass and bulk • Lack of detail relating to waste and recycling 	Sections v and vii
Neighbourhood Plan Delivery Group	<p>Supportive of the residential development but have major concerns about parking and the scale and design of blocks A-H</p> <p><u>Scale</u></p> <ul style="list-style-type: none"> • The form, scale and massing would integrate successfully into surroundings. • The apartment blocks would appear starkly out of character. The development is and will remain in the Green Belt. • The outline permission gave no details of heights of buildings in context • The site lies within Ascot Placemaking Area. The Inspectors advice letter ID33 (June 2021) asks that the Council review the Tall Building Strategy to ensure buildings area exceptions and would not be detrimental to character. Weight should be afforded to the Inspectors comments and the main modifications to the BLP. • The scale of blocks A-H is contrary to NP/DG1 (Respecting the Townscape and its key Characteristics). The existing hospital is 4 storeys high but set back approx. 50m from road • The proposed blocks will be much more visually dominant in scale and height • The visual appearance of car park grills on blocks B, C and D are obtrusive/unsightly. These blocks should have underground parking to reduce visual impact and height <p><u>Design</u></p> <ul style="list-style-type: none"> • Blocks A, B, C and D do not reflect the overall character of buildings on the High Street. The 	Sections v and vii

	<p>proposal is more urban</p> <ul style="list-style-type: none"> • The scheme at Heatherwood should meet the design requirements of the NPPF and National Design Guide regarding high quality buildings and integration into surroundings • The design of the apartment buildings should also response to Heritage Assets policy NP/DG4. The brick colour is not enough to justify architectural features or appearance 	
Society for the Protection of Ascot and Environs (SPAЕ)	<p>Objections:</p> <p>Scale:</p> <ul style="list-style-type: none"> • The heights of the 5-storey blocks would be over-bearing • The site is within the Green Belt. Concerns about impact on openness. The visual impact would be relevant as would the volume. The proposal would have a greater impact on openness than the existing development, contrary to GB2 and NPPF 149 <p>Landscaping</p> <ul style="list-style-type: none"> • Insufficient residents parking which would encourage greater reliance on car ownership and dependence. • Insufficient visitor parking and parking for deliveries and trade • Result in on-street parking in the area which is heavily trafficked. Contrary to NP/T1 <p>Appearance</p> <ul style="list-style-type: none"> • Efforts on visual impression are recognised and incorporation of red and buff brickwork is an example, however grills and shuttering on apartment blocks unsightly. 	Sections v and vii

10. EXPLANATION OF RECOMMENDATION

10.1 The key issues for consideration are:

- i Background and Principle of development
 - ii Climate Change and Sustainability
 - iii Affordable Housing
 - iv Housing Provision and Quality
 - v Design and Impact on the Character of the Area
 - vi Impact on heritage assets
 - vii Parking and Highways Impacts
 - viii Impact on neighbouring amenity
 - ix Provision of suitable residential environment
 - x Environmental Considerations
 - xi Other material considerations
- **Background and Principle of Development**

- 10.1 The 2016 hybrid planning application came about due to a need for improved healthcare needs and quality of accommodation for the hospital. The existing hospital was no longer considered to meet these needs however there was a desire to retain the healthcare facility on site long-term by the Frimley Trust and the local community. The Frimley Trust therefore sought to comprehensively redevelop the land to meet their objectives and vision for the hospital, including a new purpose-built elective care hospital. The new facility needed significant funding through disposal of the existing hospital and enabling development of up to 230 homes.
- 10.2 The hybrid planning permission was granted in December 2017 and works began on site in 2018 in conjunction with the two full planning permissions (1: the new hospital and 2: the GP hub and offices). The new hospital is now substantially complete (due to open April 2022) and the GP hub and offices are complete and operational. The SANG works are also approaching completion (expected summer 2022). The current reserved matters application is the final stage in the overall development of the Heatherwood site, which now forms part of the adopted Borough Local Plan and strategic Housing Site (AL20) and overall aspirations for placemaking within Ascot.

Principle of development

- 10.3 The principle of the development was considered at the outline stage and under the approved hybrid application. Being in the Green Belt, Very Special Circumstances were established at the hybrid stage to justify the new hospital building and GP hub and offices. The principle of the residential development to replace the existing hospital was also accepted and permission was granted for the access and layout of the residential development, along with parameter plans depicting the scale, height and land use of each parcel of land within the site. Whilst the site remains in the Green Belt, it now forms part of an adopted site allocation (AL20). As such, there can be no objection to the principle of the development.

Planning Policy

- 10.4 The Borough Local Plan has now been adopted and allocation AL20 now forms part of the development plan. Insofar as it relates to the residential element of the development, the allocation requires the following:
- To deliver approx. 230 residential units
 - Ensure the built form does not extend beyond the southernmost extent of residential development as granted under 16/03115/OUT to avoid encroachment onto the SANG
 - Provide high-quality green and blue infrastructure, including on-site public open space and children's play areas
 - Provide planting/trees to the high street frontage
 - Provide pedestrian and cycle access into and through the site including Ascot Railway Station
 - Provide a new footpath/cycle route between Prince Albert Drive and Ascot High Street around the hospital
 - Ensure that the development is well-served by public bus routes/demand responsive transport/other innovative public transport solutions, with appropriate provision for new bus stop infrastructure, such that the bus is an attractive alternative to the private car for local journeys, including educational facilities
 - Provide sufficient car and cycle parking for residential and non-residential uses
 - Be designed in a high-quality manner, reflecting the gateway location of the site
 - Conserve and enhance biodiversity
 - Provide as least 30% affordable housing, including key worker housing
 - Retain the Scheduled Ancient Monument and enhance its landscape setting
 - Provide appropriate mitigation measures to address the impacts of noise and air pollution from Kings Ride and High Street so as to protect residential amenity
- 10.5 In addition, Neighbourhood Plan Policy NP/SS4 (Heatherwood Site) sets out a number of recommendations/requirements for redevelopment proposals including:

- Redevelopment proposals for residential use shall be permitted provided only that part of the site remains in its current use a hospital or a provider of healthcare services
 - A development brief must be produced in line with NP/H1
 - Development proposals on this site are required to demonstrate high quality design reflecting the site's gateway location to Ascot
 - Provide a mix of housing types
 - The position of buildings should respect the site's gateway location and its relationship with the roads. Substantial green landscaping should be included, in keeping with the overall green and leafy character of the area
 - Provision of safe and accessible pedestrian and cycle routes to connect the site to Ascot station and Ascot High Street
 - The creation of green spaces to be for the benefit of the community
 - The need to conserve and enhance the scheduled monument of the Bell Barrow on Bowledge Hill and allow public access to it
- 10.6 A number of these requirements have already been met by the hybrid permission. The remainder will be addressed in the following sections of this report.

Approved Matters

- 10.7 Part 3 of the hybrid permission was for a development of up to 230 dwellings. The approved parameters depict the layout of the residential development within the plot including parcels of land for apartments and housing and areas of open space. The external accesses onto the High Street and Kings Ride have also been approved. The hybrid permission also considered a series of parameters plans which looked beyond the matters of layout and access and considered the scale and height of development. The matters of layout and access are fixed and cannot be amended at this reserved matters stage. The matters of scale and height, whilst not technically approved matters, are largely fixed through the approval of the parameter plans.

Access

- 10.8 External access to the site has been approved, with two access points from the High Street (A329) (to the north), and one access point off Kings Ride (to the west). The access points from the High Street are in the same position as the existing hospital access points but improved to allow access from both sides of the carriageway. Access from the west of the site is provided from the hospital access road and utilises the existing woodland offices access road. Under the outline permission, the access proposals were considered appropriate and to maintain the character of the area. The current reserved matters application does not seek to alter the approved external accesses.
- 10.9 The internal road layout allows for good connectivity within the site and is set by one of the approved parameter plans. The Highways Authority has confirmed that the internal road layout is in accordance with the relevant highway standards. This internal road layout is unchanged from the outline permission, albeit the current application includes details of how these roads are to be utilised and details of the design and appearance of these roads/accesses, including materials.

Layout

- 10.10 The approved layout provides development plots and open space defined by the street grid. Blocks of flats up to 5 storeys address the High Street and Kings Ride. These are set back approximately 15m from the road with a landscape buffer. Under the assessment of the hybrid permission, it was considered that the development had the potential to contribute to improving the quality of the urban frontage and streetscape on arrival to Ascot and given the scale of the existing hospital buildings, it was considered that the proposed 5 storey blocks would not out of character.
- 10.11 In addition to the apartment blocks, there are 8 plots for lower rise housing (including 3 smaller apartment blocks) up to 3 storeys high. The street grids are grouped around the central green space including the Bowledge Hill round barrow. Other smaller areas of open space are included within the development and a wide public buffer zone addresses the High Street.

Reserved Matters

10.12 The consideration of the final matters of scale, detailed appearance and landscaping must be viewed in the context of the hybrid permission, the approved matters and parameter plans. It is not for the Local Planning Authority to now be able to seek a lower density or a reduced scale and height of development, different layout or alternative access points. This assessment by officers and the assessment made by members must therefore focus on the reserved matters of scale, appearance and landscaping.

- **Climate Change and Sustainability**

10.13 The Council's Interim Sustainability Position Statement (ISPS) and Policies SP2 and QP3 of the Borough Local Plan require developments to be designed to incorporate measures to adapt to and mitigate climate change. This is reflective of the Council's Climate Change Emergency and Corporate Strategy aims and initiatives.

10.14 The proposed development of 230 dwellings incorporates the following sustainability measures in accordance with the ISPS:

- A reduction in Carbon Dioxide Emissions of 20.8% site wide against a Part L Building Regulations Baseline, achieved by the incorporation of passive design and energy efficient measures
- 12.8% of predicted energy to be provided by renewable or low carbon technology
- Restriction of water usage to 105 litres per person per day
- Introduction of high speed internet capabilities to all units
- Provision of active electric vehicle charging points to 20% of the parking spaces (45 units) plus the remaining 80% (185 units) designed with passive charging points, plus car club spaces with communal active electric vehicle charging
- As a net zero carbon outcome cannot be fully achieved on site, a contribution of £780,000 for the carbon off-set fund (including lifestyle contribution) will be secured via a unilateral undertaking.

10.15 To achieve the minimum 20% reduction in carbon dioxide emissions on-site along with the significant contribution to the Council's carbon off-set fund is a significant benefit of the scheme. This is a primary consideration for the current proposal in light of the Council's Corporate aims and declaration of Climate Change Emergency. A condition will be attached to the permission to ensure that the developer will be bound by the recommendations of the energy statement (**condition 2**).

- **Affordable Housing**

10.16 A viability appraisal submitted with the hybrid planning application concluded that affordable housing would not be viable, primarily as the residential development was needed to provide significant funding towards the new hospital. Since then, the viability position has been reviewed and a deed of variation has been entered into and a contribution secured for an off-site affordable contribution of £6.35 million.

10.17 The Council's Housing Officer has advised that the monies will be used to enable the provision of affordable housing or regeneration in the Borough, in accordance with the terms of the Section 106 agreement of the outline planning permission. Various options can be explored by the Council which could include increasing the quantum of affordable housing on a site and liaising with a registered provider active in the borough to facilitate affordable housing which meets priority housing needs.

10.18 Whilst the matter of affordable housing is not to be re-visited or altered as part of this reserved matters application, this level of Affordable Housing is considered to meet the requirements of policy HO3 and the site allocation AL20. Finally on this matter, it is prudent to note that the approval of the final reserved matters is necessary to secure the payment of the affordable housing contributions, the first instalment of which would be paid upon disposal of the hospital from the Trust to the developer.

- **Housing Provision and Quality**

Housing numbers and density

- 10.19 Policy HO1 sets out the housing targets for the Borough over the plan period up to 2033 and states that development will be focused within existing urban areas, including Ascot. As stated above the site forms part of a housing allocation with a commitment to deliver approximately 230 homes.
- 10.20 The density of the proposed development is 38 dwellings per hectare. This density is fixed by the number of dwellings approved at the outline stage (and adopted BLP allocation) and the site area and is not altered under the reserved matters application. As such there is no objection to the total number of units at 230 dwellings and to the density of 38 dwellings per hectare.

Housing type and mix

- 10.21 BLP policy HO2 (Housing Mix and Type) sets out that development proposals should provide an appropriate mix of dwelling types and sizes, reflecting the most up to date evidence as set out in the Berkshire SHMA 2016.
- 10.22 The proposed housing mix is set out below:

1 bedroom apartments	14
2 bedroom apartments	69
3 bedroom apartments	40
2 bedroom houses	3
3 bedroom houses	88
4 bedroom houses	16
Total	230

- 10.23 The ratio of houses to flats has altered marginally from the outline permission from an approximate split of 60:40 houses to flats, to 47:53 houses to flats. A larger proportion of flats than previously envisaged at the hybrid stage is therefore proposed. There is no in principle policy objection to this split of houses and flats, indeed policy HO2 primarily focusses on unit size (in terms of bedroom numbers) rather than unit type (houses vs flats). Neighbourhood Plan Policy NP/SS4.4 states that development proposals for the Heatherwood site are required to demonstrate a mix of housing types – the proposed 47:53 split is considered to provide a ‘mix’ of housing types. Indeed increasing the number of flats and lowering the number of houses has enabled a more sparsely set out development of a higher quality design within the 8 development plots of housing, whilst not exceeding the height/scale limitations for the apartments blocks as set out within the approved parameters for the apartment blocks. Furthermore, the reserved matters proposal has had to take into account the recommendations of the Borough Wide Design Guide SPD (2020) which seeks a minimum amenity space for dwellings – this has led to fewer dwellings within the 8 development plots of houses but all meeting the amenity space guidelines set out in the Borough Wide Design Guide SPD.

- 10.24 In terms of unit sizes, these are set out as follows:

1 bedroom	14	6.1%
2 bedroom	72	31.3%
3 bedroom	128	55.7%
4 bedroom	16	6.9%
Total	230	100%

- 10.25 The majority of the units are 3-bedroom which would meet the recommendations of the SHMA which identifies a shortfall of 3-bed units across the Borough. Whilst there is a lower number of 4-bedroom units than recommended, not every individual development proposal is required to meet the recommendations of the SHMA. In providing 128 3-bedroom units, this development proposal

is addressing a recognised shortfall in housing size within the Borough. In particular, 88 of the 3-bedroom units being houses would provide for smaller family housing.

10.26 All dwellings would comply with the nationally described spaces standards and 30% of units will comply with the higher accessibility standards of Requirement M4(2) (Accessible and adaptable dwellings) of the Building Regulations and 5% achieving Requirement M4(3) (Wheelchair user dwellings) which accords with policy HO2. These measures will be secured in perpetuity by **condition 15**.

- **Design and Impact on the Character of the Area**

10.27 Policy QP3 of the BLP expects all new development to contribute to achieving sustainable high-quality design in the Borough by following a number of design principles, including respecting and enhancing the local character of the environment. Policies NP/DG1, NP/DG2 and NP/DG3 of the Neighbourhood Plan state that new development should respond positively to local townscape and that new development should be similar in density, footprint, separation, scale and bulk of buildings in the surrounding area.

10.28 The townscape context of the site is varied in terms of the scale, age, and architecture of the surrounding buildings. There are varied rooflines and staggered building lines, and the High Street is noted as having a “Victorian Character” within the submitted documents.

10.29 The approach to the design of the site has been to provide 5 different character areas, each of a slightly different form and design to one another, but with an overarching theme throughout to tie the development together as one coherent ‘place’ for future occupants and for existing local residents to appreciate. The character areas are Broadleaf Avenue, Wellington Place, Central Lane, Bowledge Green and Heatherwood Drive and are set out within the Character Area site plan.

Scale

Apartment blocks

10.30 BLP policy QP3a (Building Height and Tall Buildings) identifies buildings of more than 1.5 times the context height of the surrounding area as tall buildings. It is questionable as to whether the apartment buildings at 5 storeys in height constitute ‘tall buildings’ as there is already a number of buildings of 4-5 storeys within the immediate vicinity, including Grand Regency Heights (5 storeys), the existing Heatherwood Hospital Building (4 storeys) and Ascot Racecourse (4-5 storeys) which form part of the context of the site. Notwithstanding, the recommendations of policy QP3a states that in large developments that can establish their own sense of place the general height of buildings may be increased to support place making and an efficient use of land.

10.31 Furthermore, the upper heights of the apartment blocks at 5 storeys have been set by the approved parameter plans. There is therefore no policy objection to building heights of 5 storeys within this development. It is also pertinent to point that losing height within each of the apartments blocks would lead to a greater number of units across the remainder of the site and a more cramped and urban layout than is currently shown. As such, not only are the 5 storey apartment blocks adhering to the approved parameter plans, they are necessary to ensure the remainder of the development are of an appropriate design and scale.

10.32 The scheme comprises 5 main apartment blocks, 4 fronting the High Street (A329) (blocks A, B, C and D) and 1 on the corner of Kings Ride and the access road to the new hospital (blocks H). Apartment A would be a part 3-storey/part 4 storey building – acting as a transition between the 5 storey frontage blocks (B, C and D) and the existing development to the east of the site, a nursery building, which is 2 storeys. This apartment block is lower in height than that set out in the approved parameter plans which allowed for up to 5 storeys and is therefore acceptable in terms of height. With regard to scale, block A would be situated within the approved land use parcel for this block. The other frontage apartment blocks (B, C and D) are all 5 storeys in height with the upper floor set back from the main building envelope. These buildings would create a

strong presence within the street scene, defining the northern edge of the development along the High Street. The scale and height of these apartment blocks would accord with the approved parameters which allowed for a maximum height of 5 storeys. Each of the apartment blocks would maintain sufficient gaps of separation from one another such that the development would not appear cramped and views into the site can be maintained.

- 10.33 The set back of the apartment buildings from the road is approximately 15m and a landscaped buffer would be provided between the apartment buildings and the High Street to create a new green and landscaped frontage to the development, where there is currently hard-surfacing and engineered boundary treatments. It should be noted that the flatted development on the north-west corner of the roundabout, Grand Regency Heights, is also 5 storeys in height.
- 10.34 Other smaller apartment blocks are situated within the central part of the site (within the Central Lane character area) and one along the eastern part of the site (within Wellington Place). These buildings also conform to the overall height and land use parameters.

Houses

- 10.35 In addition to the 5 main apartment blocks, there are 8 other parcels of land within the site for residential development – comprising predominately of housing (apart from the smaller apartment blocks mentioned above). The housing ranges from 2-storeys to 3-storeys and comprises of a mix of terraced, semi-detached and detached dwellinghouses. The dwellings in each character area take a on slightly different scale and appearance to one another, albeit an overall coherent approach to scale and massing has been achieved.
- 10.36 In terms of their scale, the houses would comply with the approved parameter plan (scale) all being of no greater than 3 storeys in height. This scale of development is considered to be reflective of the nearest residential development to the application, namely the dwelling houses/flats in Brooke Avenue which are also 3 storeys in height. Other residential housing within the wider area is also 2 – 3 storeys in height and thus the proposal would not be out of keeping with the prevailing character of residential development within the Ascot area. In terms of the exact height of the dwellings – they range from 8.3m-11.2m. Given the dwellinghouses all maintain traditional pitched roofs as opposed to crown roofs, these heights are considered acceptable. Furthermore, it is prudent to note that the existing residential development immediately to the south of the site within Brooke Avenue is 3 storeys and of a similar height.

Design and external appearance

Apartment Blocks

- 10.37 The external appearance of the apartments blocks take on a contemporary form but with traditional brick detailing. The windows and balconies provide glazed elements and architectural features that break up the frontage of each block and the upper floor would be constructed of glazing and cladding. Each block contains active frontages at ground floor level – conforming to good general design principles. It is considered that the apartment buildings are well articulated and their appearance provides a balance of achieving a strong sense of place/gateway development at the western entrance to Ascot whilst also including traditional detailing and materials that provide a nod to the Ascot character. The elevational detailing is considered to be appropriate for the location and sensitively designed, ensuring the buildings, whilst large in scale and height, would not appear prominent or overbearing through fussy design detailing. Apartment block H has been given a curved corner to mark the fact that it is situated on a corner plot addressing both Kings Ride and the access road down to the new hospital. This curved section has a raised parapet, stone base and additional glazing to emphasis this feature.

Houses

- 10.38 The dwellinghouses are all traditional in appearance, with the use of bricks and either tiles or slate for the roofs. The bricks would be reflective of the bricks to be used within the apartment

building to achieve a coherent development through the whole site. All dwellinghouses would maintain ridgelines as opposed to flat-top or crown roofs which would aid in minimising the bulk of development at roof level. The external appearance of the dwellinghouses, whilst maintaining a level of uniformity across the site, have been categorised into 5 character areas, each taking on a slightly different appearance to one another. There is a consistency of design approach across the site that runs throughout the housing in terms of the use of gable ends, traditional roof forms and in the use of a limited pallet of good quality materials, that reflect the wider context of the site and which tie the development together as a whole.

- 10.39 Notwithstanding any illustrations on the submitted drawings, a full schedule of materials will be submitted prior to construction as required by condition 5 of the hybrid permission. The use of traditional, high-quality materials throughout the development, as indicated on the drawings would ensure an attractive quality to the built form which would enhance the character of the area.

Landscaping

- 10.40 Policy QP3 states that a development proposal will be considered high quality design and acceptable where it provides high quality soft and hard landscaping.
- 10.41 There are few significant landscape features within the existing hospital site – the site being overwhelmed predominantly by buildings and hard-surfacing. The most significant existing landscape feature is a category A wellingtonia tree within the south-east part of the site, which is to be retained and used as a central feature for one of the areas of open space. Other category B trees within and on the site boundaries are shown to be retained, including a group of pine around the bell barrow, which would form the setting for the largest area of open space, the Triangular Green. A third area of open space known as Hospital Green would exist within the south west part of the site. The 3 primary proposed areas of open space accord with the approved open space parameter plan.
- 10.42 New tree planting is a key element of the scheme with street tree planting and frontage planting to the dwellings creating a green character to the streets. Larger tree planting around the open space areas further reinforces the green character to be achieved across the development. The proposed landscaping along the northern boundary of the site has been designed to improve the gateway into Ascot and improve the pedestrian experience for residents and the public when using this route towards the centre of Ascot which is currently dominated by hard-surfacing. Green corridors, new trees and hedges will be provided along the site boundaries and within the development. The amount of landscaping will be a significant improvement on the existing, providing both a high quality environment for new residents and a soft edge to the new built development within the site.
- 10.43 In terms of hard landscaping, a ‘piazza’ is proposed as the main pedestrian entrance into the site from the High Street. The roads and pavements within the site have been designed to appear subservient to the green landscaped areas with use of good quality materials. The reduction in parking from that envisaged within the hybrid permission has enabled an overall reduction in hard-surfacing within the site to achieve a softer, more landscaped environment. The conservation and design officer has requested further details relating to samples for the paths, kerbs and road surfaces, this can form part of condition 2. Further details of public art to be incorporated into the site are request via a condition (**condition 13**). Finally, the Conservation and Design Officer has stated that the proposed lighting scheme appears rudimentary at present with only tall light standards proposed. The open spaces and focal features on site should have a different approach to lighting. This information is to be sort via condition (**condition 14**).

Conclusion on design and impact on character

- 10.44 Overall, the scheme, which has been subject to extensive discussion, is well considered in terms of scale, design and landscaping and appropriateness to the location. The reduction in car

parking spaces has resulted in a spacious layout with the benefit of increased soft landscape/planting across the site. Officers consider the proposed works would positively enhance the appearance of the site, which is of poor quality due to the age of development and excessive amount of hard-surfacing, built form and lack of landscaping, particularly along the site frontage. This in turn would contribute positively to the wider character of the area.

- **Impact on heritage assets**

Scheduled Ancient Monument - Bell Barrow on Bowledge Hill

- 10.45 The principal historic environment aspect of this proposal is the presence of a Bronze Age bell barrow (dated to c. 1,500 BC through radiocarbon dating) within the grounds of the Hospital, which is a Scheduled Monument and of national importance. The Scheduled Ancient Monument is to be preserved in situ, its setting enhanced by the removal of buildings and hard standings in its vicinity and it will sit within more open space, more reflective of its pre-Hospital setting.
- 10.46 Advice from Historic England has been sought on the impact of the works on the barrow and its setting. The Council's Conservation Officer considers the inclusion of a green space as the new setting for the barrow to be a significant improvement on the current situation. In view of Historic England's advice, and the tree officer's comments, the long-term management of the trees on the barrow will need to be carefully considered, with the tree works aiming to limit any further damage to the monument but allowing the trees, which have amenity value, to be retained for their natural life span, possibly with a watching brief on the condition of the monument. The planting plans should make long term provision for other suitable native trees to be planted, away from the SAM, once the existing trees on the green area are no longer viable. Whilst the principle of an area of open space around the barrow is accepted as an enhanced setting, and the proposals go some way to achieving this, given that further details are required relating to long-term protection and management, a management plan to be agreed with Historic England will be secured by condition (**condition 10**).
- 10.47 Historic England's concerns are noted regarding the design of the LEAP play features, these should utilise natural materials as far as possible, and be of a scale and design that does not detract from the monument and have minimal ground fixings. Whilst Historic England has raised concerns regarding the use of grassed mounds within this area, their impact on the setting of the SAM would be minimised if these are of a modest scale and grouped to make a separate feature. The Conservation Officer has advised that the barrow will need to be protected during the works and that any planting proposals are mindful of its protected status. It is important that appropriate interpretation, explaining the history and importance of the monument and its significance, is included in the landscape scheme. As such, in addition to a condition requiring a SAM management, maintenance and protection as set out above, a condition requiring further details of the design and landscaping of the LEAP will be requested (**condition 11**).

Other Heritage Assets

- 10.48 There are a number of important buildings outside, but within the vicinity of the application site. Ascot race course, has a range of two storey red brick frontage buildings (grade II listed) and includes a number of very prominent large modern buildings. The development site, however, directly faces an open grassed area within the boundary of the race track site and will be visible across this space. To the immediate east of the site are the War Memorial and stone mile stone, both of which are grade II. To the west on London Road are the grade II listed Church of All Saints and also Sandridge House, Englemere and Englemere Lodge, and the War Horse memorial (located on the roundabout), all of which are considered as non-designated heritage assets. Kings Ride is a leafy road, which runs along the western site boundary and to the rear of Englemere and Englemere Lodge. To the south of the site is 1-14 Brooke Avenue, a handsome early Victorian Villa, which would also be considered as a non-designated heritage asset. The proposals are not considered to harm these heritage assets through their scale, design or landscaping.

Archaeology and building recording

- 10.49 The conditions attached to the hybrid application regarding archaeology (condition 35) and building recording (condition 36) are to be addressed for this phase of the work before works commence on site.
- 10.50 The applicant has advised that they are aware of their duty in relation to conditions 35 and 36 of the hybrid permission. Further archaeological investigations need to be undertaken on the part of the site containing the existing hospital but cannot occur until the hospital has been vacated. An application is to be submitted to discharge the remaining part of condition 35 later in the year. Likewise with condition 36, works have commenced regarding building recording and will be completed once the hospital has been vacated.
- 10.51 The archaeological WSI for the current phase will need to be discussed with Berkshire Archaeology, and further advice sought. As set out within the submissions and response letter to the Conservation Officer comments, the applicants are aware of their obligations and the relevant conditions allied to the hybrid/outline permission would ensure such matters are resolved prior to commencement of development.

- **Highway considerations, sustainable transport and parking provision**

- 10.52 Parking provision forms part of the detailed considerations at this reserved matters stage. Whilst indicative parking numbers were provided at the outline stage, the current proposed level of parking is reflective of current national policy and design guidance and has been influenced heavily by the need to provide sustainable development within the Borough as a result of the Climate Emergency and consultation with a panel of design experts at Design South East.
- 10.53 Newly adopted design policy QP3 states that proposals should be designed to minimise the visual impact on traffic and parking. Policy IF2 (Sustainable Transport) states that new development should be located close to offices and employment, shops and local services and provide safe, convenient and sustainable modes of transport. Development proposals that help create a safe and comfortable environment for pedestrians and cyclists and improve access by public transport will be supported. The parking standards in the 2004 Parking Strategy will only be used as a guide— it is pertinent to point out that these standards are now 18 years old.
- 10.54 Looking also at the Neighbourhood Plan requirements, policy NP/T1.1 states that proposals must make adequate provision for parking and access for deliveries, service vehicles, tradesmen working on-site and social visitors as well as for residents or workers.
- 10.55 Whilst the starting point for parking provision may be the Council's parking strategy, given that it was adopted in 2004, there will be other material considerations which the Council must take into consideration in this part of the assessment of the application as well as newly adopted development plan policies.
- 10.56 The 2004 parking strategy sets out maximum parking standards for both areas of poor accessibility and areas of good accessibility. An area of good accessibility is defined as a site which is within 800m of a rail station with a regular (half hourly or better) train service. In this case, the site is 1.2km from Ascot Station and therefore would technically fall under the definition of being within an area of poor accessibility. Here it needs to be considered that a) the site is only 400m beyond the 800m recognised distance from a train station, with bus stops directly outside the site and b) that the site is within 800m of the High Street which provides a vast range of services including shops, restaurants, offices, not to mention being on the doorstep of a doctors surgery, hospital and SANG. With this in mind and based on the description of the site's accessibility above and the nature of the proposed development, it is considered that it would be inappropriate to suggest that the site falls within an area of poor accessibility and that these maximum standards should be strictly applied.
- 10.57 To provide a context, if the standards for areas of poor accessibility were to be utilised for this development (1 spaces per 1-bed unit, 2 spaces per 2-3 bed units and 3 spaces for 4 bed units), there would be a requirement of spaces 462 spaces.

1 bedroom	14	14
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2 bedroom	72	144
3 bedroom	128	258
4 bedroom	16	48
Total	230	462

10.58 If the standards for areas of good accessibility were to be utilised for this development (0.5 spaces per 1-bed unit, 1 spaces per 2-3 bed units and 2 spaces for 4 bed units), there would be a requirement of spaces 239 spaces.

1 bedroom	14	7
2 bedroom	72	72
3 bedroom	128	128
4 bedroom	16	32
Total	230	239

10.59 The actual proposed parking provision is a total of 368 spaces and thus falls in between the maximum standards for both good and poor accessibility areas (although notably closer to the standards for areas of poor accessibility). It often accepted that provided the overall parking numbers are of an appropriate level, it is within the applicant's gift to arrange the parking provision within the site as they see fit, depending on likely parking demands for the specific end user of the development. The proposal also includes a car club for future residential occupiers to take advantage of. The proposed parking provision allocation has been arranged to be specific for the users of the development and is set out as follows:

Allocated spaces	267
Garages	65
Visitor	34
Car club	2
Total	368

10.60 As stated above, whilst the site is more than 800m from Ascot train station given its close proximity to services including shops, restaurants, offices, leisure facilities, healthcare, open space and other means of public transport (including bus stops directly outside the application site), officers consider it would be unreasonable to apply the standards relating to areas of poor accessibility. Notwithstanding the standards are a maximum and not consistent with the NPPF.

10.61 The 2004 Parking standards are not wholly consistent with the thrust of the NPPF (2021) when it comes to reducing reliance on the private car. Furthermore newly adopted design policy QP3 expects developments which encourage the use of walking, cycling and promote the use of sustainable modes of transport. To provide more parking for the residents would go against this thrust to achieving high-quality sustainable design.

10.62 Moving away from the standards and considering other important factors such as design - to achieve parking provision in line with the maximum standards for areas of poor accessibility would result in a development of poor design which is dominated by hard-surfacing and cars. When an earlier iteration of the scheme was reviewed by the South East Design Review Panel, experts advised that the proposal was car-dominated and advised the applicant to reduce the amount of parking provision on site to allow for enhanced landscaping and open space. Officers consider that this advice has been taken on board by the applicant side and the current scheme now proposes a development where hard-surfacing and parking plays a secondary role to the landscape design, whilst still ensuring that the overall numbers are reflective of current needs and standards for areas of good accessibility which this is.

10.63 Another important consideration is that of sustainability and climate change. A development with sufficient but not over-reliance on use of the private car is more in line with the Council's corporate aims of tackling climate change and reducing CO2 emissions. Indirectly, less parking provision, resulting in less hard-surfacing increases green space, space for tree planting and

reduced hard-surfacing to minimise surface water run-off. A reduction in car parking numbers helps achieve this corporate initiative.

- 10.64 Furthermore, it is a significant material consideration that the Highways Authority support the proposed parking ratio of 1.6 spaces subject to a car park management, which clearly identifies how spaces are allocated, managed, and enforced.
- 10.65 In light of the foregoing, namely the limited weight to be placed on current car parking standards due to their date and inconsistency with the NPPF; the support of the scheme and the proposed car parking ratio by the Highways Authority, and the need to comply with newly adopted development plan policies regarding design and sustainability, it would be very difficult to demonstrate that the proposed parking provision of 368 spaces, alongside the additional measures such as a car club, cycle parking, active and passive electric charging points, a travel plan and a car park management plan, would be likely to result in a severe impact on the public highway such that permission could be refused on this ground. The car parking will be controlled by two conditions relating to both the layout of the parking within the site and the submission of a car park management plan (**conditions 3 and 4**).

Cycling and refuse provision

- 10.66 In addition to the vehicle parking, 432 cycle spaces would be provided for the development; 196 for the apartments and 230 for the dwellings. A total of 8 visitor cycle parking spaces will be provided in the form of sheffield stands around the site. This level of cycle provision exceeds the 2004 requirements and is considered appropriate for a development which is seeking to be of sustainable high-quality design. Full details of cycle parking for all the units would be sought by **condition 5**. A full refuse strategy is to be sought via **condition 16**.

Pedestrian links

- 10.67 Internally, the site is well connected within pedestrian routes. The proposal would provide an additional 3 pedestrian accesses into the site along the northern boundary and 2 along the western boundary. There would be 3 pedestrian links from the south of the development to the SANG for occupiers of the development to easily access this area for walking and exercise.
- 10.68 The application does not provide a pedestrian link directly from the residential element to Ascot Train Station through the SANG. This could not be achieved primarily due to issues over land ownership. In addition, it would be impractical and harmful to the ecological function of the SANG to provide a safe, well-lit path for commuters through the woodland. The pedestrian route along the lit High Street is a safer, more appropriate route.

• **Impact on neighbouring amenity**

- 10.69 The nearest neighbouring occupiers to the proposed development are those within Brooke Avenue. Brooke Avenue comprises a cul-de-sac of dwellings and apartments/maisonettes arranged in buildings of generally 3 storeys high. Plots 145-156 would face away from Brooke Avenue with their rear gardens backing onto the south boundary of the site. In turn the row of dwellings in Brooke Avenue would also have their rear gardens backing onto the application site forming a typical back-to-back relationship with rear elevations approximately 22m to 26m apart which would accord with the principles within section 8 of the Borough Wide Design Guide.
- 10.70 The northern-most blocks of maisonettes within Brooke Avenue would as a result of the development be sited close to the second largest area of open space. Other proposed dwellinghouses within the south-east corner of the site are laid out with large gaps of separation between existing and proposed dwellings. The height and siting of dwellings as already been considered to be acceptable in terms of impact on existing residential amenity. In addition, the external appearance of the dwellinghouses, including the position of habitable windows, coupled with the distance away from those nearest neighbouring properties would not result in any harmful overlooking.

• **Provision of suitable residential environment**

- 10.71 A key consideration is looking to ensure that the proposed residential development will provide a suitable standard of residential accommodation for new occupiers both in terms of indoor and outdoor living space.

Impact on future occupiers of the development

- 10.72 As stated in the Housing section of this report at 10.26, all dwellinghouses and flats have been designed to meet the Nationally Described Space standards and thus would accord with policy HO2 and the Borough Wide Design Guide SPD in this respect.
- 10.73 The Borough Wide Design Guide states that single aspect residential units that are north facing should be avoided and encourages dual aspect dwellings to maximise ventilation and access to daylight and sunlight. The outline permission was approved prior to the adoption of the Borough Wide Design Guide with fixed siting for the apartment blocks on the northern edge of the site. The number of apartments solely with a northerly aspect form only a very small percentage of the overall number of apartments and the majority are either dual aspect or southerly facing. Furthermore, the internal layout of the apartments has been designed to maximise the outlook and sunlight and daylight provision for each unit and each apartment has access to a balcony or outdoor space to maximise overall amenity.

Open Space provision/Amenity Space

- 10.74 Each dwellinghouse has been design with a suitably sized garden area to meet the requirements of the Borough Wide Design Guide SPD.
- 10.75 Each apartment has a private balcony and/or access to several areas of communal amenity space within the wider development.
- 10.76 The proposed open space provision was based on the former policy R4 requirements of 15% open space, including a LAP (local area of play) and a LEAP (locally equipped area for play). The guidelines within the newly adopted BLP suggest that development of this scale (201-500 dwellings) could also include a NEAP (Neighbourhood Equipped Area for Play). Given that the layout, and thus areas available for open space have already been approved, that the proposal exceeds the former requirements of and provides 3 areas of open space, the proposal is considered sufficient in this regard. In addition, this development has its own SANG which provides direct access for residents to an area of natural greenspace outside the confines of the development site.

• **Environmental Considerations**

Trees

- 10.77 Policy NP/EN2 of the Neighbourhood Plan states that proposals should seek to retain important or mature trees and, where removal is proposed, a replacement of a similar amenity value should be provided. Additional trees should also be included where possible with an indicative planting scheme demonstrating sustainable planting. In line with newly adopted Borough Local Plan policy NR3, the application has been accompanied by the relevant Tree information including a full survey, constraints plan and details of tree protection and method statement. No objections are raised in relation to tree loss and adequate protection can be secured for those trees and important landscaping features to be retained. Tree protection will be secured by **condition 6**. Further details have been requested by both the Tree Officer and Design Officer in relation to species, to ensure sufficient native planting within the site. This is adequately covered by condition 26 of the hybrid permission which requires a full landscaping scheme to be submitted prior to commencement of the residential phase of the development.

Ecology

- 10.78 Paragraph 174 of the NPPF states new development should minimise impacts on and provide net gains for biodiversity. Similarly, policy NR2 in the BLP outlines that development proposals

are expected to demonstrate how they maintain, protect and enhance the biodiversity of application sites. Policy NP/EN4 of the Neighbourhood Plan requires development proposals to seek to enhance biodiversity and, where there is evidence of the existence of protected species, must include mitigation measures to minimise and compensate for any likely impact. The Council's Ecologist has reviewed the current proposals in the context of the hybrid permission and does not raise any objection subject to conditions. Conditions relating to a CEMP (**condition 8**) and biodiversity enhancements (**condition 9**) are considered reasonable and necessary, however an external lighting scheme has already been covered by condition 14 allied to the hybrid permission.

Thames Basin Heaths SPA

- 10.79 The site lies within the Thames Heaths Basin 5km buffer zone. Mitigation for the new housing will be provided to the south of the site in the form of a new Suitable Alternative Natural Green Space (SANG), works for which were granted under part 4 of the hybrid permission and have already been implemented and are nearing completion. As such the SANG will be in place prior to occupation of the units.

Flooding and Sustainable Drainage

- 10.80 The LLFA have commented on the proposals which have been reviewed in the context of the hybrid permission. Conditions 11, 12 and 37 of the hybrid permission relate to matters of drainage and further details do not need to be sought through additional conditions on the reserved matters application.

• **Other Material Considerations**

Deviation from the outline permission

- 10.81 The Parish Council and other representations have questioned whether the reserved matters application has deviated materially from the hybrid permission such that full planning permission should be sought. The two main differences to the hybrid permission are the change in ratio of house to flats from 60:40 to 47:53 and the lowering of the parking provision to 368 spaces. Condition 23 of the hybrid permission requires that the submission of Reserved Matters in respect of design and appearance, and landscaping, shall be carried out in substantial accordance with the design strategy as set out in the Design and Access Statement and approved parameters plans. A legal view has been sought as to whether the aforementioned alterations to the scheme result in the submission of reserved matters not being '*substantially in accordance*' with the Design Strategy and parameter plans. There is no statutory threshold for when something is deemed to be substantially in accordance, and thus is down to the judgement of the decision maker. Given that only two matters have been altered from the outline permission, and all other matters remain largely the same/in accordance with the approved details, when considering the scale of the development and when the scheme is viewed as a whole, the details of reserved matters are considered to be substantially in accordance with the design strategy and approved parameter plans.

Section 106 contributions

- 10.82 As part of the hybrid planning application a legal agreement was secured between the Frimley Trust and RBWM. This legal agreement secured a number of highway improvements along the High Street and Kings Ride, including a new mini roundabout at the Kings Ride access to the hospital, improvements to the existing Heatherwood roundabout and a new pelican crossing over the western end of the High Street.
- 10.83 As stated in section iv. whilst the original hybrid permission included a viability assessment demonstrating that an affordable housing contribution would be unviable, the disposal of the hospital is now considered to achieve a higher value thus an affordable housing contribution has been secured of £6.35 million.

- 10.84 In addition to the LEAP and LAP to be incorporated into the development, a financial contribution of £90,000 is also required for the maintenance of the children's play areas.
- 10.85 Finally, in addition to these already agreed contributions, the current application is subject to a Unilateral Undertaking for a significant contribution towards the Council's carbon off-set fund, approx. £780,000.

Housing Land Supply

- 10.86 Paragraphs 10 and 11 of the NPPF set out that there will be a presumption in favour of Sustainable Development. The latter paragraph states that:

For decision-taking this means: approving development proposals that accord with an up-to-date development plan without delay; or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- *the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
- *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

- 10.87 Footnote 8 of the NPPF (2021) clarifies that:

'This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 74)' or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years.

- 10.88 The Borough Local Plan has now been adopted and the Council can demonstrate a 5 year housing land supply (for avoidance of doubt this is due to the BLP which demonstrates 5 years of deliverable sites and through meeting the Housing Delivery Test following the adoption of the new plan).

11. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 11.1 The development is CIL liable. The final CIL payment will be calculated and agreed on the commencement of development. Based on current calculations it is anticipated to be in the region of £3.6 million which will contribute towards the delivery of identified infrastructure within the Borough.

12. PLANNING BALANCE

- 12.1 The application is for the approval of reserved matters relating to the scale, design and the landscaping of the development only. The principle, layout and access of the development are matters which have been formally approved under the original hybrid permission for a comprehensive development of the Heatherwood Hospital Site and surrounding land in the Frimley Trust's ownership for a new hospital, offices and GP hub, residential housing and SANG.
- 12.2 This proposal relating to matters of scale, design and landscaping, considered together with the already approved parts of the hybrid permission, form the basis for the adopted allocated site AL20 of the Borough Local Plan. The proposed development, as outlined in this report, would conform substantially with the adopted proforma for development of this site.

Housing

- 12.3 The adoption of the Borough Local Plan means that the Council can now provide a 5 year housing land supply, formed by the various strategic allocations set out by policy HO1. Allocation AL20 is one such strategic allocation and must be fulfilled in order for the Council's 5 year housing land supply to be delivered and the housing delivery test to continue to be met in future

years. The provision of 230 residential units is in accordance with the adopted policy HO1 and allocation AL20, both of which carry full weight as part of the development plan and decision making process. Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission be determined in accordance with the development plan. The weight therefore to be afforded to the provision of housing in this case, due to the significant number of units provided and the fact that the proposed housing numbers would accord with a strategic allocation which would aid in delivering the Council's adopted 5 year housing land supply is therefore **significant**.

- 12.4 In respect of economic benefits, it is acknowledged that future residents of the development would make use of local services and spend in local shops. As the scheme is for 230 units the impact of this additional spend in the local economy would be **moderate**. The scheme would also result in direct and indirect employment and create a demand for building supplies during the construction phase. Due to the short-term nature of these benefits, this is afforded **limited** weight.
- 12.5 The residential development is required as part of the overall delivery of the new hospital. The siting of the new hospital (now built) on previously undeveloped woodland has allowed the continue used of the existing hospital as a necessary service for the community. The final redevelopment of the existing hospital for housing contributes significantly to the cost of this service provision and to the provision of housing in the Borough and this has already been accepted by the original hybrid permission. Planning permission for the final reserved matters is necessary to allow this final phase of the development to be built out and for the new hospital to be funded. The need for the residential development to fund the hospital is afforded **significant** weight as a benefit.
- 12.6 The development will comply with the Councils Interim Sustainability Position Statement resulting in a 20.8% reduction in carbon emissions, with 12.8% of its energy provision coming from renewable technologies. The applicant has also submitted a Unilateral Undertaking which secures a carbon off-set payment and lifestyle contribution totalling approx. £780,000. This money is to be spent on energy saving and carbon reduction initiatives throughout the Borough which would help achieve the aims of the Council's Corporate Strategy at this time of a Climate Emergency. This is afforded **significant** weight as a benefit.
- 12.7 The development would result in a sizable Affordable Housing contribution secured through the existing section 106 agreement, first payment of which will be triggered by the disposal of the existing hospital which is dependant upon the reserved matters permission being forthcoming. This contribution will facilitate the provision of affordable housing or regeneration in the Borough which meets priority housing needs. This is also afforded **significant** weight.
- 12.8 Some concerns have been raised by the Parish Council, residents and local amenity groups relating to parking provision and housing mix. In providing a lower level of parking than as indicated by the original hybrid permission, but by still exceeding the 2004 parking standards for accessible locations, has enabled a higher-quality sustainable design, with more space for landscaping and biodiversity enhancements than would be possible if more hard-surfacing was incorporated into the scheme. Likewise, a greater number of houses compared to flats would have resulted in an overdevelopment of the site in terms of building footprint. The resulting development is one which achieves a positive design solution, whilst still delivering 230 units within the site, thus fulfilling the requirements of the adopted Borough Local Plan allocation. Overall it is considered there is very limited if any harm arising from the development.

13 CONCLUSION

- 13.1 There are significant benefits surrounding the proposal which more than adequately demonstrate that the proposal is justified and planning permission should be forthcoming, subject to conditions and the unilateral undertaking to secure a contribution towards the Council's carbon off-set fund.

13.2 The application is considered to comply with the requirements of the Borough local Plan when considered as a whole as well as the National Planning Policy Framework. Paragraph 11c) of the NPPF states that Local Planning Authorities should approve development proposals that accord with an up-to-date development plan without delay. As such, in accordance with Section 38 (6) of the Planning Act, permission should be granted.

14. APPENDICES TO THIS REPORT

- Appendix A - Site location plan and site layout
- Appendix B – plan and elevation drawings
- Appendix C - CGIs

15. CONDITIONS RECOMMENDED FOR INCLUSION IF PERMISSION IS GRANTED

1 The development hereby permitted shall be commenced within two years from the date of this permission.

Reason: To accord with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).

2 The development hereby approved shall be carried out in accordance with the submitted Energy Statement ref: PA-ES-TWWL-HWH-21-02) unless otherwise agreed in writing.

Reason: To ensure a development that maximises sustainability measures and minimises the impacts on Climate Change. BLP policy SP2

3 No part of the development shall be occupied until vehicle parking space has been provided in accordance with the approved drawing. The space approved shall be retained for parking in association with the development, including EV charging facilities for electric cars. The space approved shall be retained for parking in association with the development.

Reason: To ensure that the development is provided with adequate parking facilities to reduce the likelihood of roadside parking which would be detrimental to the free flow of traffic and to highway safety and ensure that the development encourages sustainable travel. Relevant Policies - Borough Local Plan QP3 and IF2 and Section 9 of the National Planning Policy Framework (2021).

4 No dwelling shall be occupied until a car park management plan shall be submitted and approved in writing by the Local Planning Authority.

Reason: To ensure that the development is provided with adequate parking facilities to reduce the likelihood of roadside parking which would be detrimental to the free flow of traffic and to highway safety and ensure that the development encourages sustainable travel. Relevant Policies - Borough Local Plan QP3 and IF2 and Section 9 of the National Planning Policy Framework (2021).

5 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 always thereafter be kept available for the parking of cycles in association with the development.

Reason: To ensure that the development is provided with adequate cycling parking facilities to encourage the use of alternative modes of transport. Relevant Policies - Local Plan IF2

6 The erection of fencing for the protection of any retained tree and any other protection specified shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site, and thereafter maintained until the completion of all construction work and all equipment, machinery and surplus materials have been permanently removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written approval of the Local Planning Authority.

Reason: To protect important trees which contribute to the visual amenities of the site and surrounding area. Relevant Policies - BLP Policies QP3, NR2 and NR3.

7 Prior to occupation a landscape management plan including management and maintenance responsibilities shall be submitted and approved by the Local Planning Authority.

Reason: To ensure a form of development that maintains, and contributes positively to, the character and appearance of the area. Relevant Policies - BLP Policy QP3 and NR3.

8 No development shall take place (including demolition, ground works, vegetation clearance) until a construction environmental management plan (CEMP: Biodiversity) has been submitted to and

approved in writing by the local planning authority. The CEMP (Biodiversity) shall include the following. a) Risk assessment of potentially damaging construction activities. b) Identification of "biodiversity protection zones". c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts during construction, including precautionary measures in regard to the protection of bats, badgers, nesting birds, and hedgehogs. d) The location and timing of sensitive works to avoid harm to biodiversity features. e) The times during construction when specialist ecologists need to be present on site to oversee works. f) Responsible persons and lines of communication. g) The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person. h) Use of protective fences, exclusion barriers and warning signs.

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason: To incorporate biodiversity in and around developments in accordance with paragraph 175 of the NPPF and adopted policy NR2.

- 9 Prior to the commencement of the development above slab level, details of biodiversity enhancements, to include but not be limited to, integral bird and bat boxes, tiles or bricks on the new buildings, native and wildlife friendly landscaping to enhance and provide a net gain in ecologically valuable habitats, provision of gaps in any boundary fencing for wildlife to travel across the site, shall be submitted to and approved in writing by the council. A brief letter report confirming that the biodiversity enhancements have been installed, including a simple plan showing their location and photographs of the biodiversity enhancements, is to be submitted to and approved in writing by the Council.

Reason: To incorporate biodiversity in and around developments in accordance with paragraph 175 of the NPPF and BLP policy NR2

- 10 Prior to works commencing on the LEAP, a monument management strategy in respect of the Scheduled Ancient Monument should be submitted and approved by the Local Planning Authority.

Reason: To ensure long-term protection and management of the Scheduled Ancient Monument. Relevant Policies - BLP Policies HE1 and QP3

- 11 Prior to works commencing on the LEAP, full details of the design strategy for the LEAP, should be submitted and approved by the Local Planning Authority.

Reason: To ensure the works to be carried out within the LEAP and Bowledge Green open space are not harmful to the Scheduled Ancient Monument. Relevant Policies - BLP Policies HE1 and QP3.

- 13 No development above slab level shall take place until full details of a public art strategy have first been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out and maintained in accordance with the approved details.

Reason: In the interests of the visual amenities of the area. Relevant Policy QP3;

- 14 No development above slab level shall take place until full details of a site wide lighting strategy have first been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out and maintained in accordance with the approved details.

Reason: In the interests of the visual amenities of the area. Relevant Policy QP3;

- 15 In accordance with the approved documents, 30% of units will comply with the higher accessibility standards of Requirement M4(2) (Accessible and adaptable dwellings) of the Building Regulations and 5% of units will comply with Requirement M4(3) (Wheelchair user dwellings).

Reason: To ensure an acceptable standard of residential accommodation in line with policy HO2.

- 16 No part of the development shall be occupied until a detailed refuse strategy has 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.

Reason: 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 QP3 and IF2.

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

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

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Appendix A

Location Plan



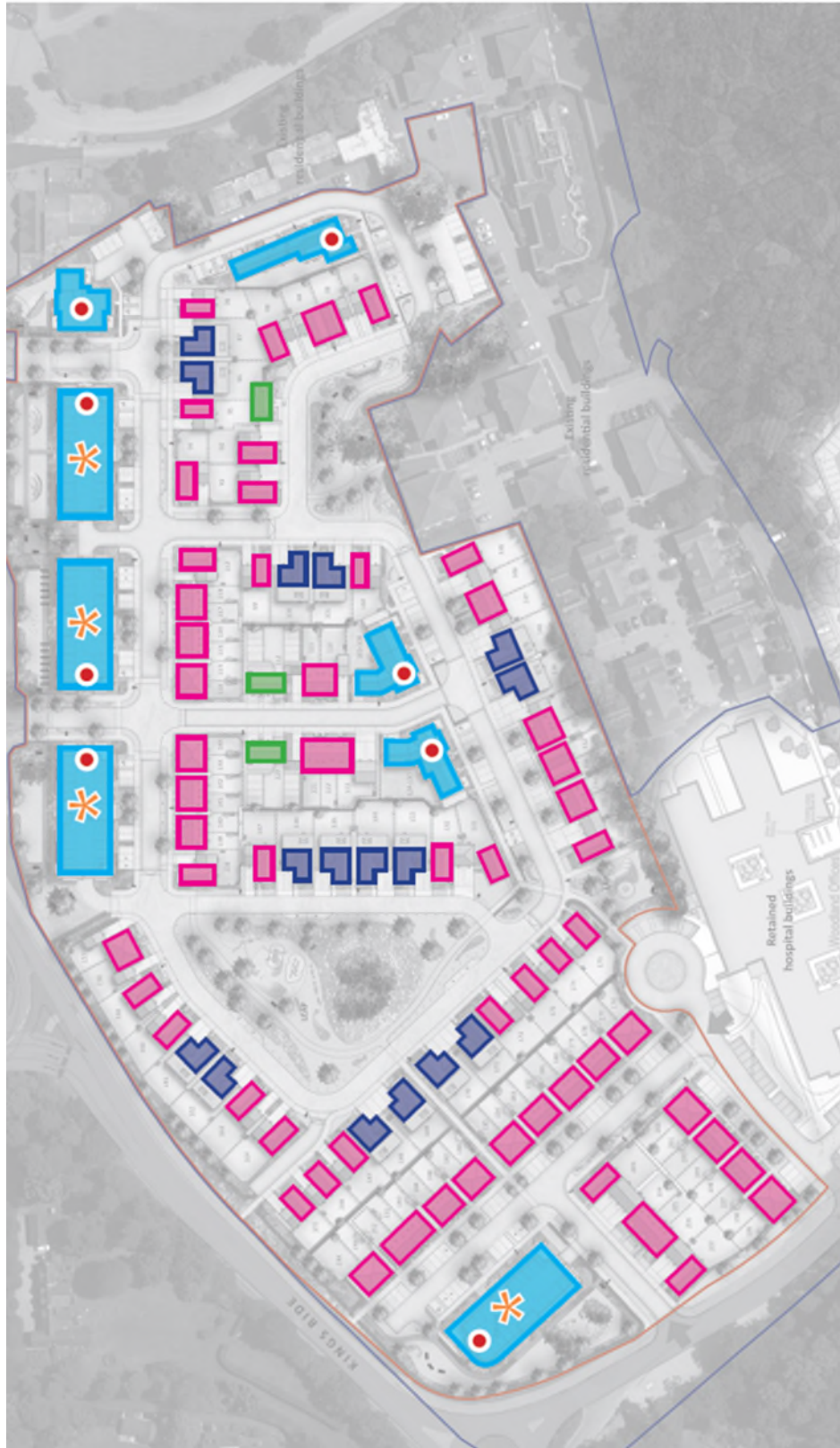
Coloured Site Layout Plan



Building height plan



Unit size plan



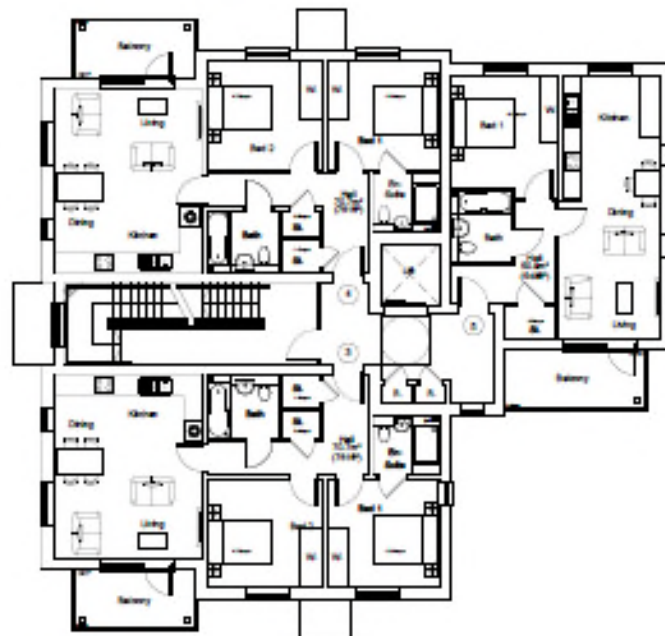
Appendix B—plans and elevations

Block A (apartment block)

Floor plans



Ground Floor Plan
Plans 1-2



First Floor Plans
Plans 3-6

Block A—elevations



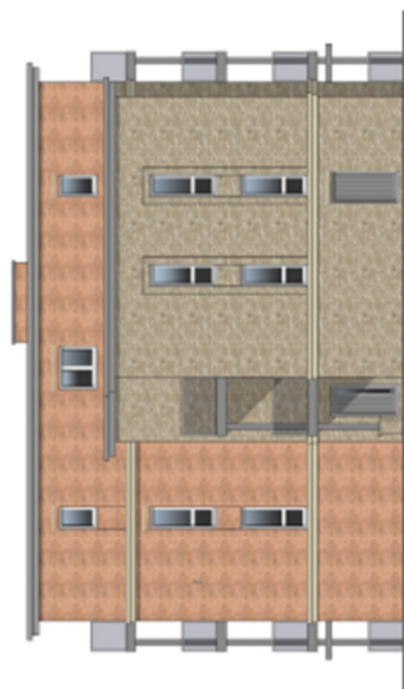
South Elevation



North Elevation

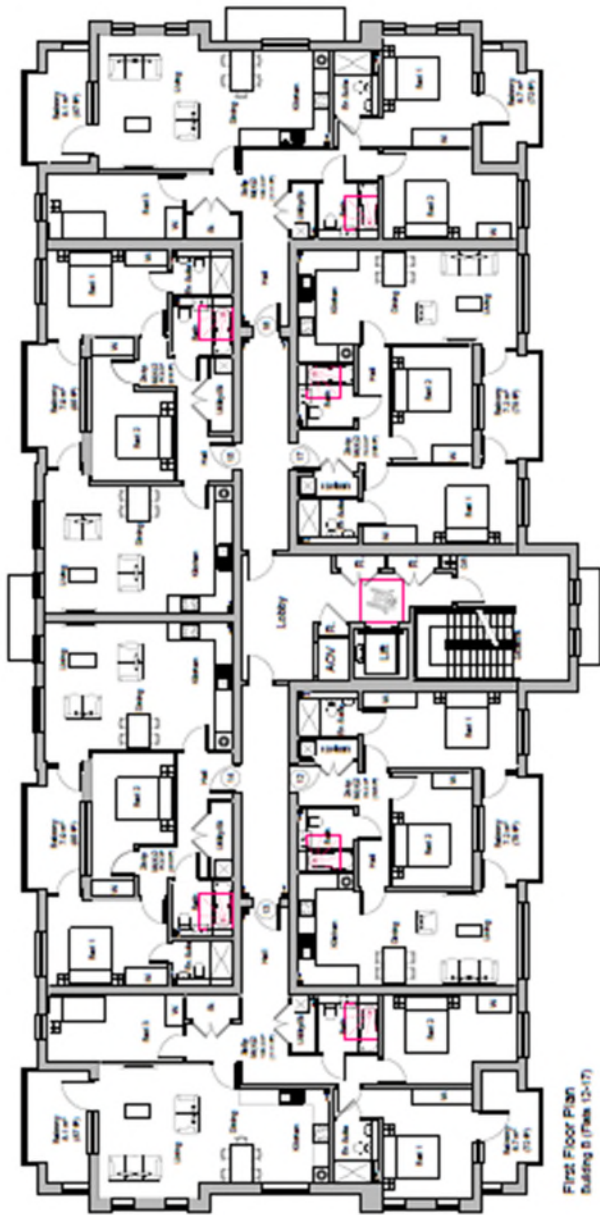


West Elevation
Picos 1-10

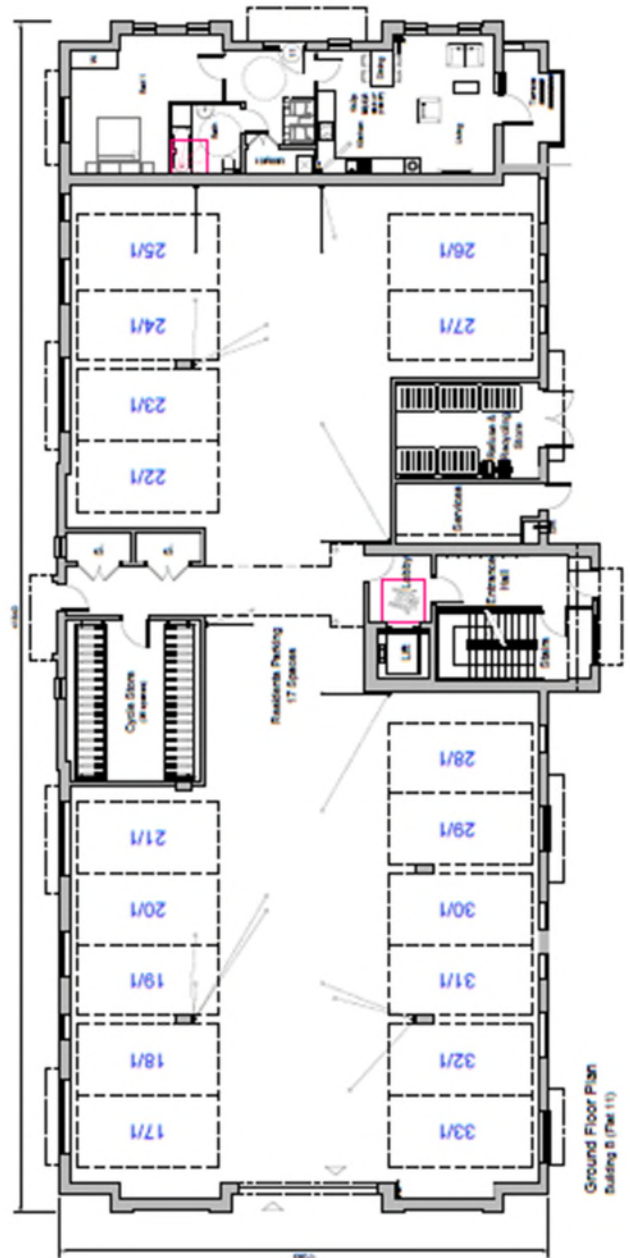


East Elevation

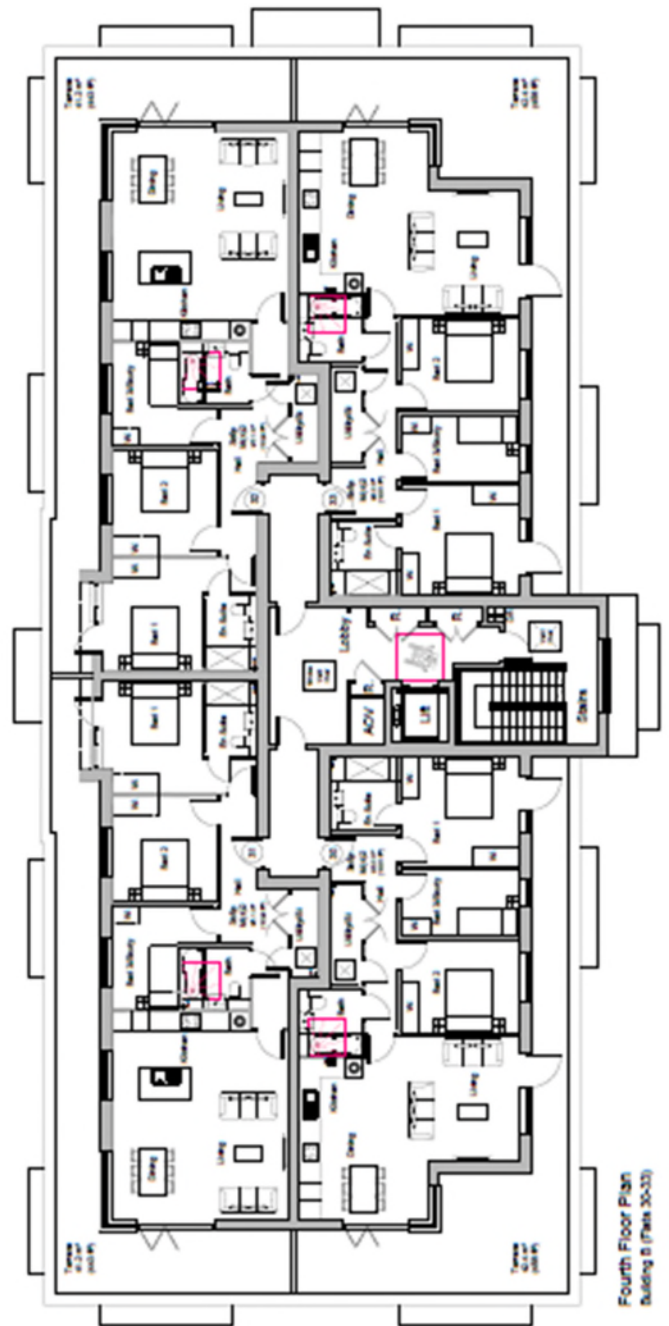
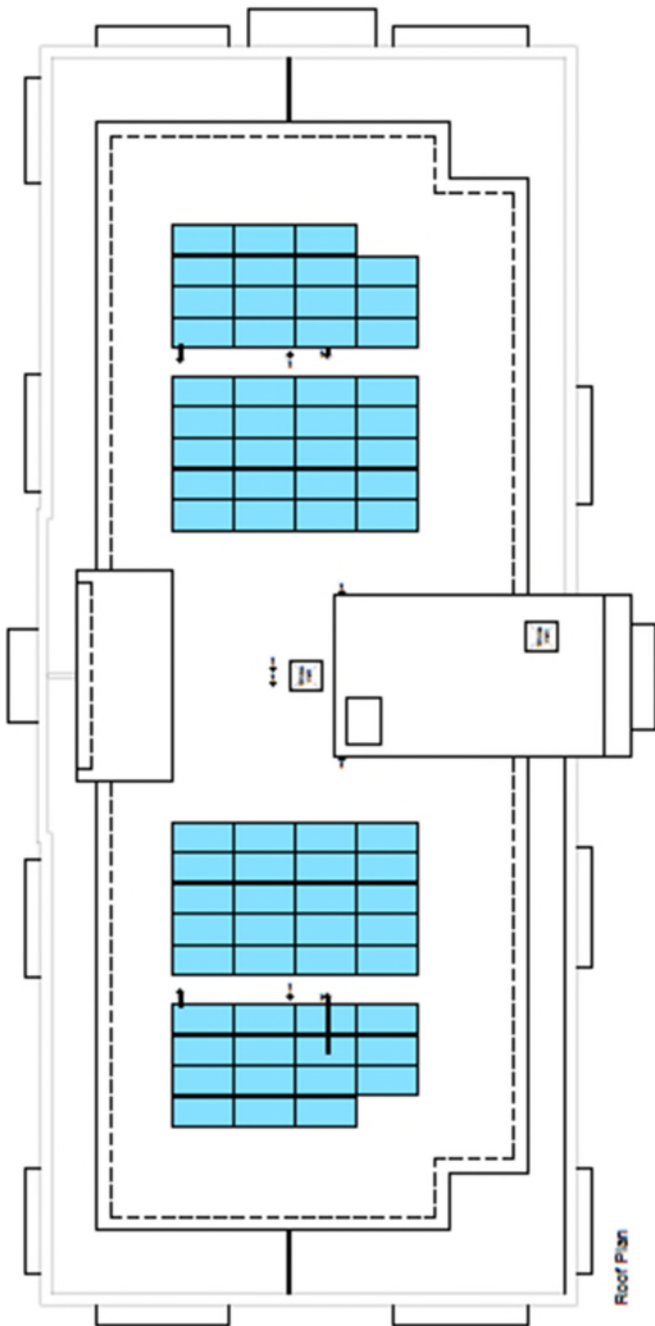
Block B— ground and first floor plans



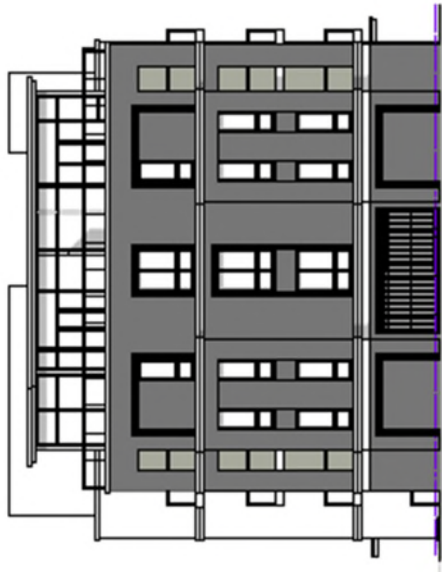
First Floor Plan
Building 5 (Flr 1)



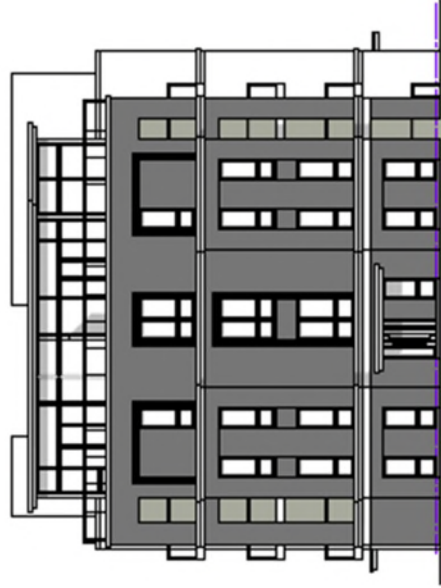
Ground Floor Plan
Building 5 (Flr 1)



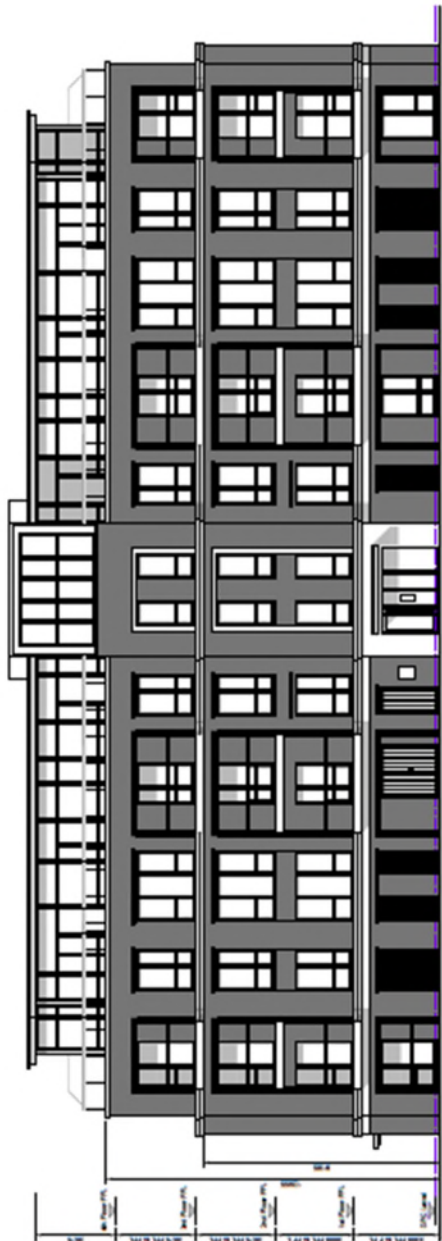
Block B—elevations



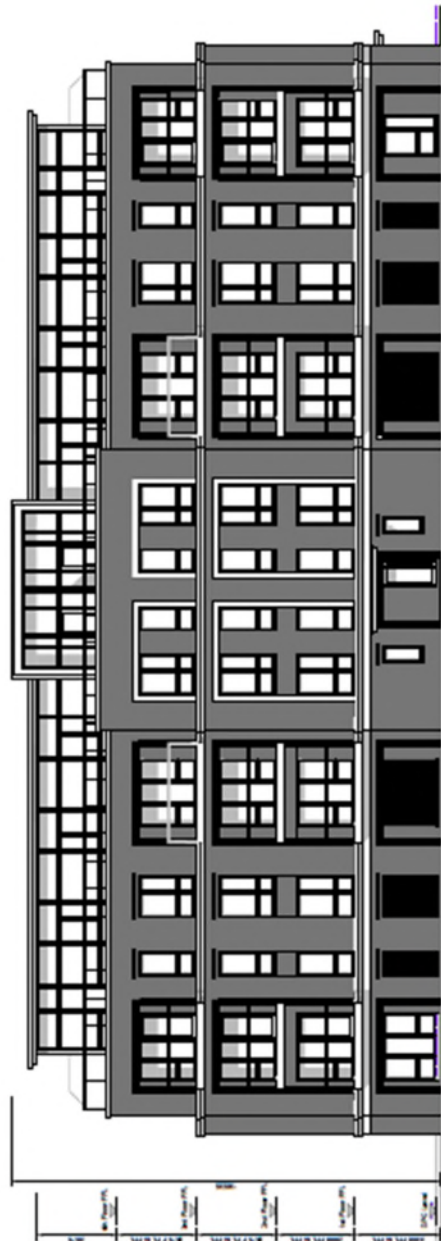
Side Elevation (East)
Building C (Plan 34-03)



Side Elevation (West)
Building C (Plan 34-03)

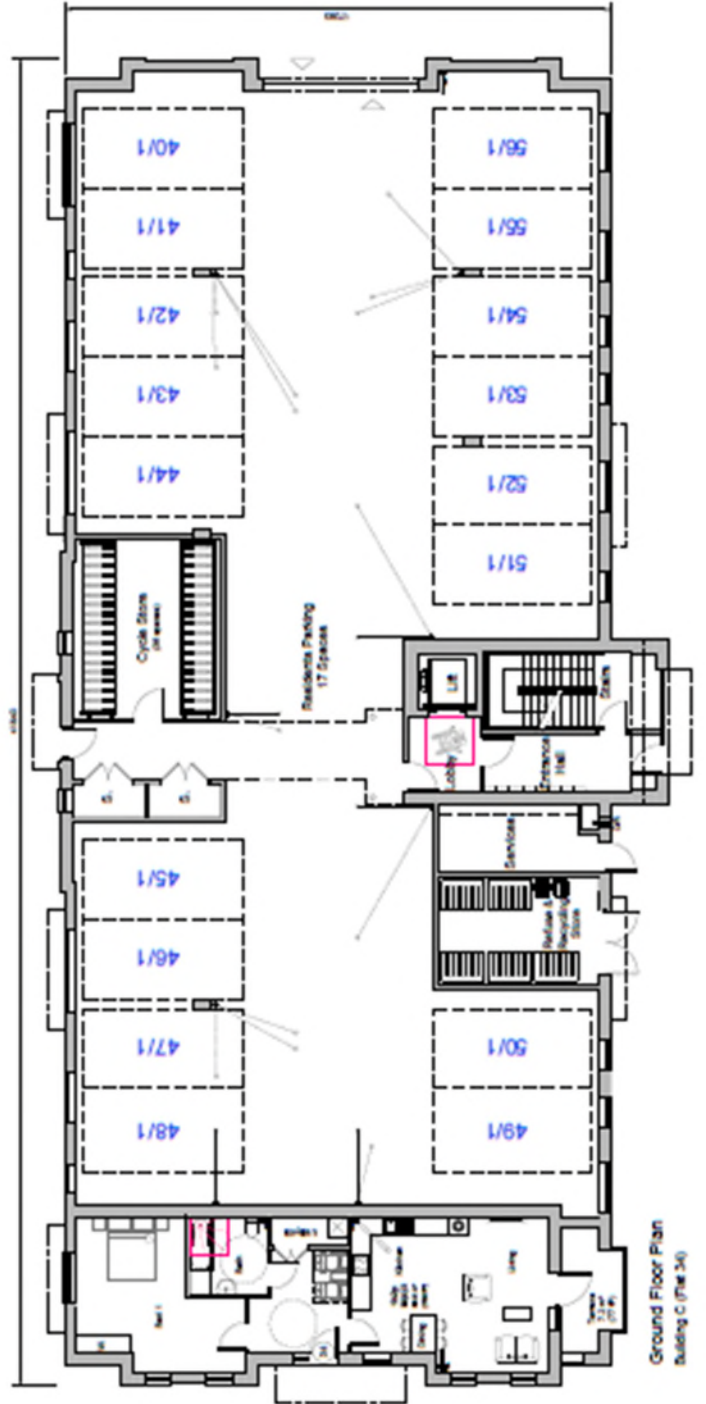
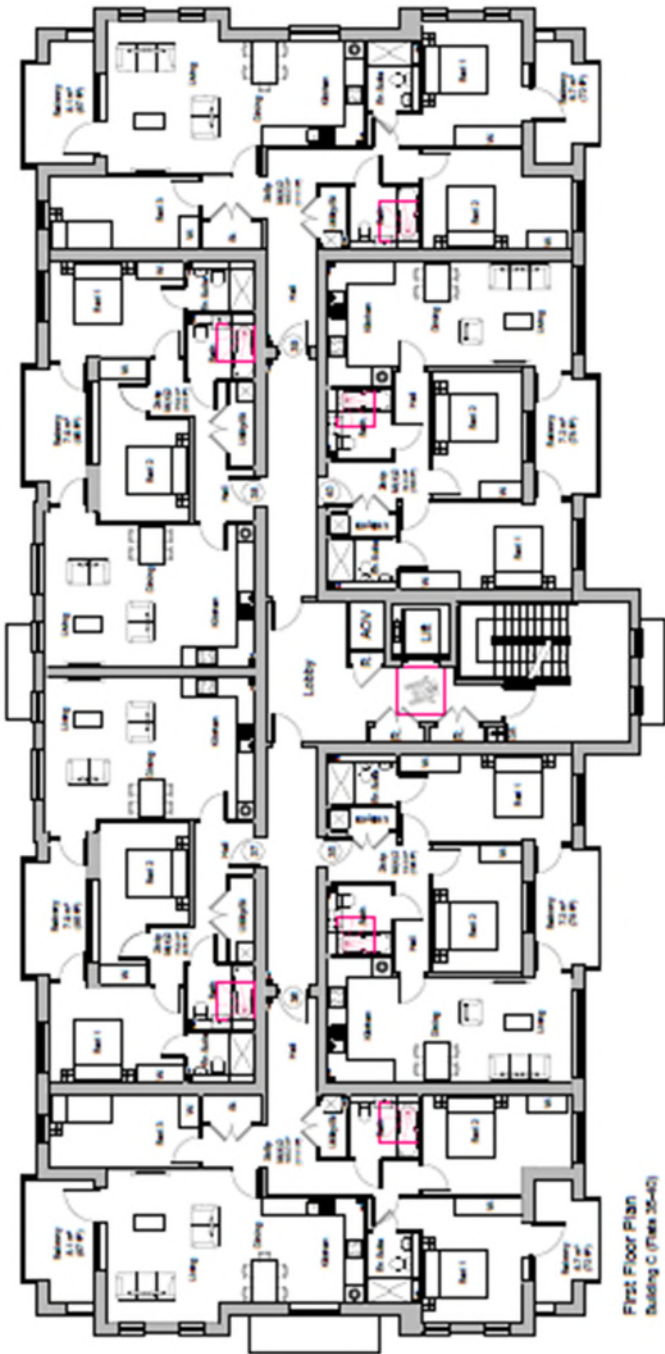


Front Elevation (South)
Building C (Plan 34-03)

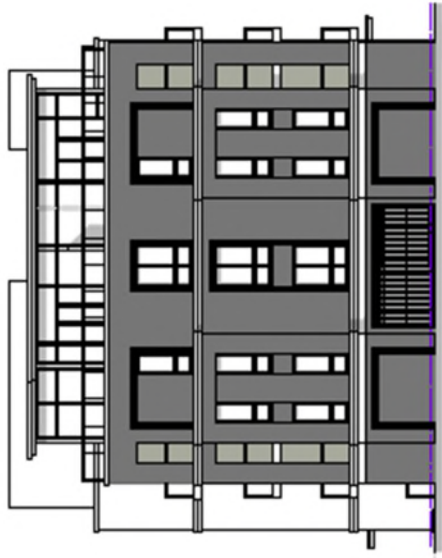


Rear Elevation (North)
Building C (Plan 34-03)

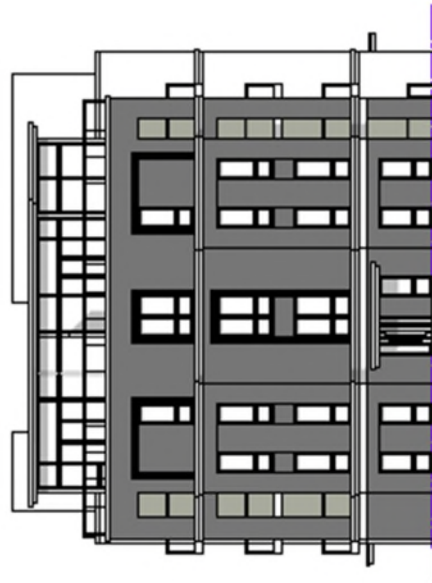
Block C—floor plans (ground and first floor)



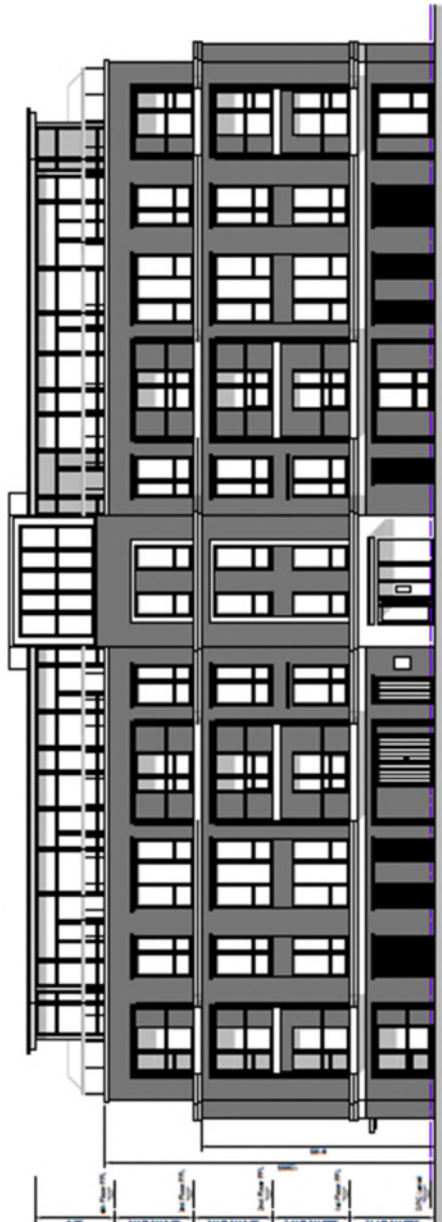
Block C—Elevations



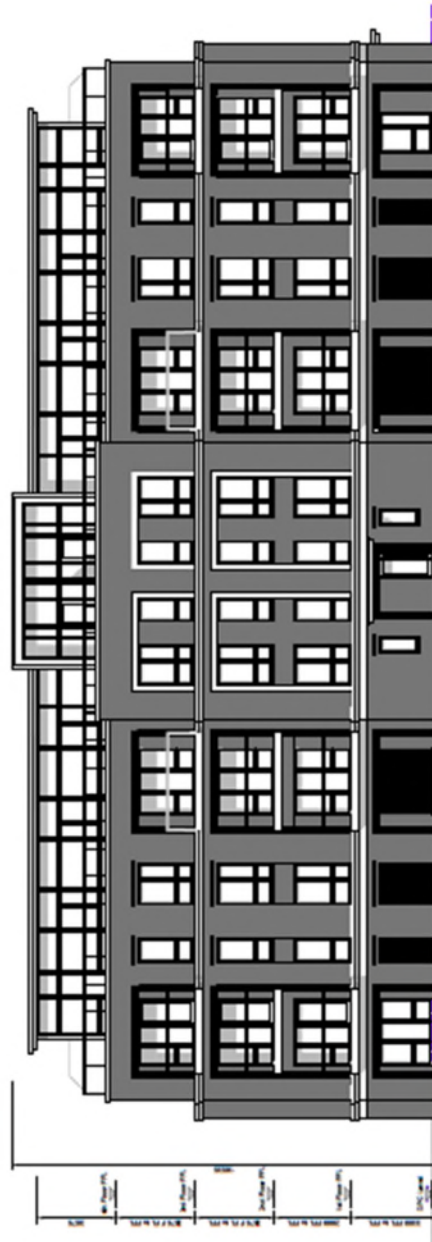
Side Elevation (East)
Building C (Phas 3A-3B)



Side Elevation (West)
Building C (Phas 3A-3B)

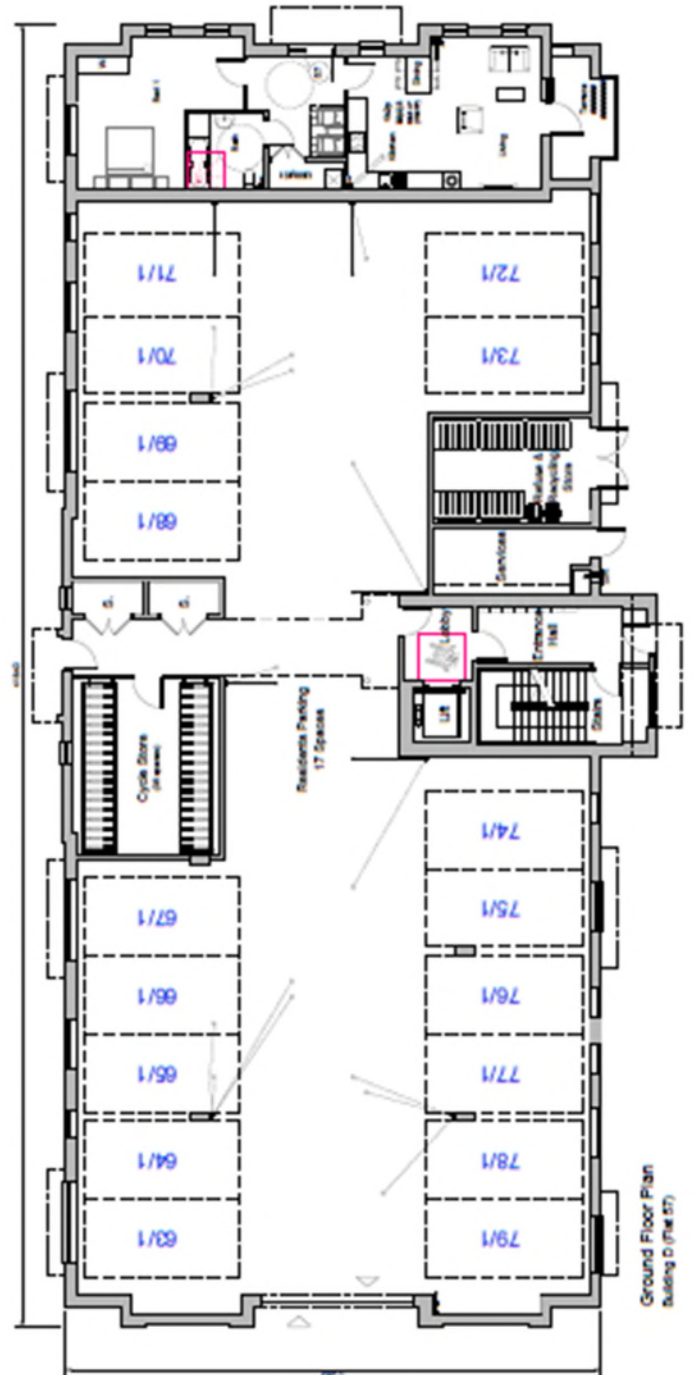
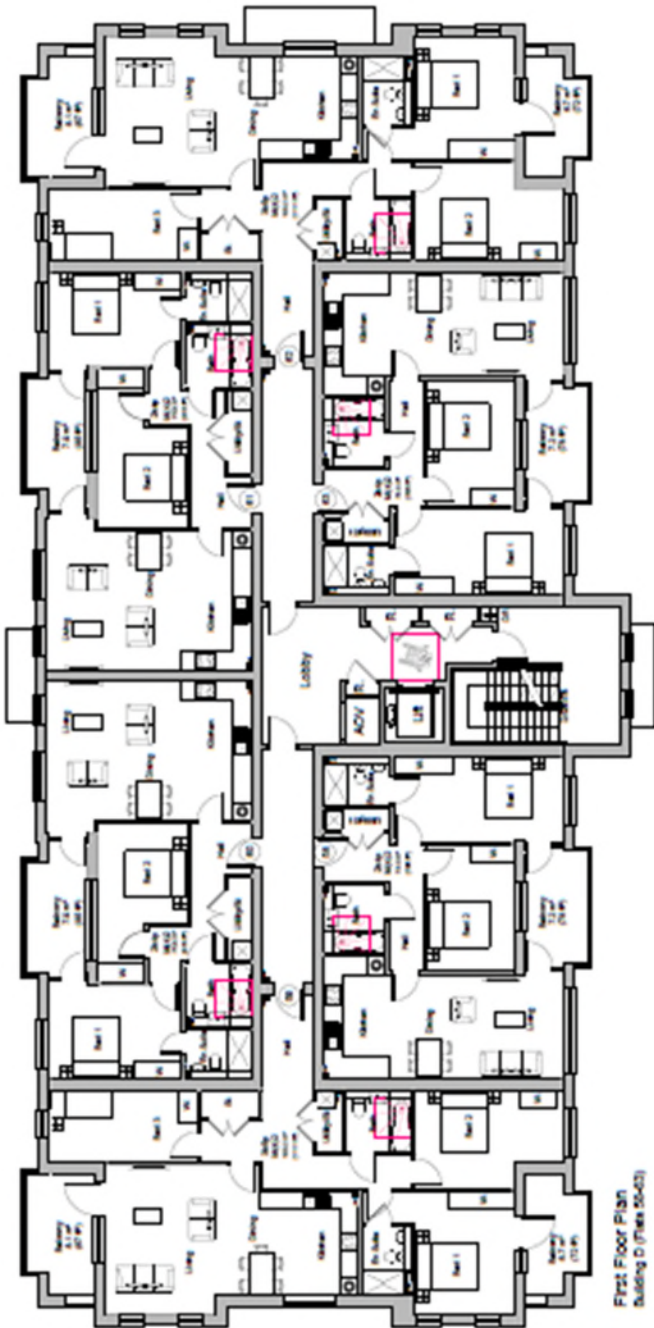


Front Elevation (South)
Building C (Phas 3A-3B)

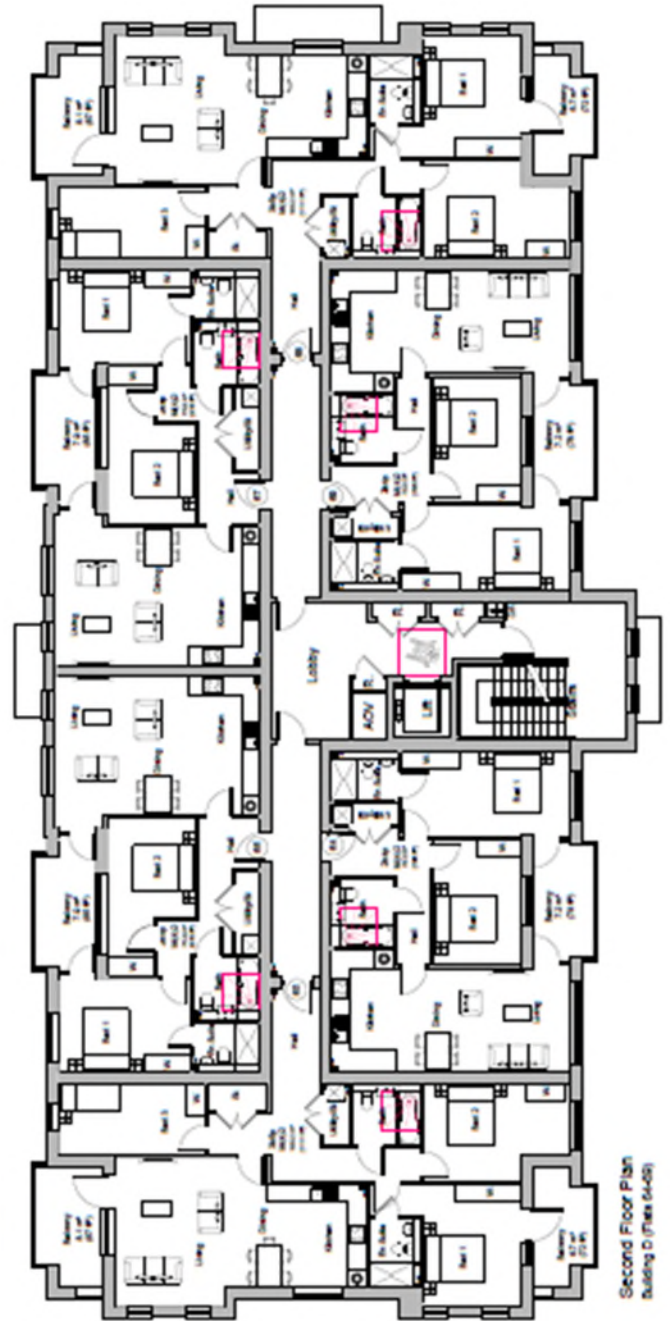
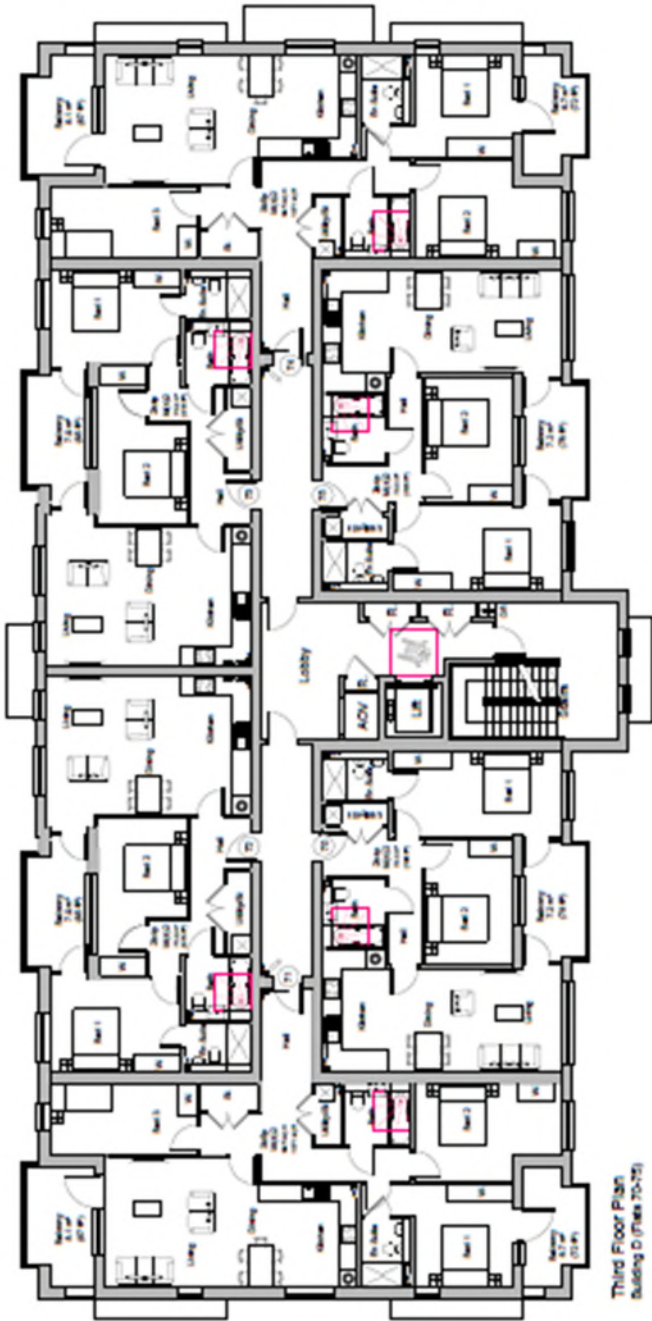


Rear Elevation (North)
Building C (Phas 3A-3B)

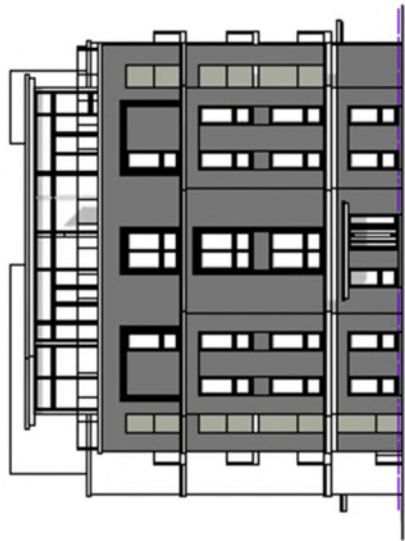
Block D—floor plans (ground and first)



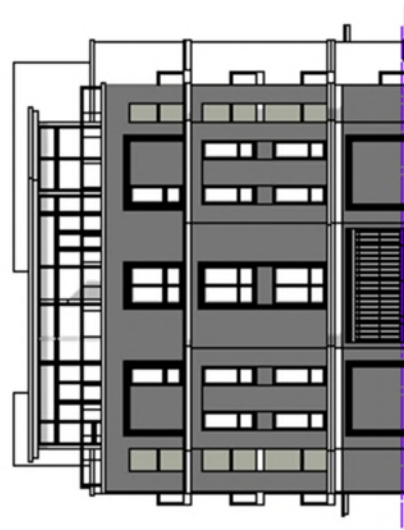
Block D—second and third floor plans



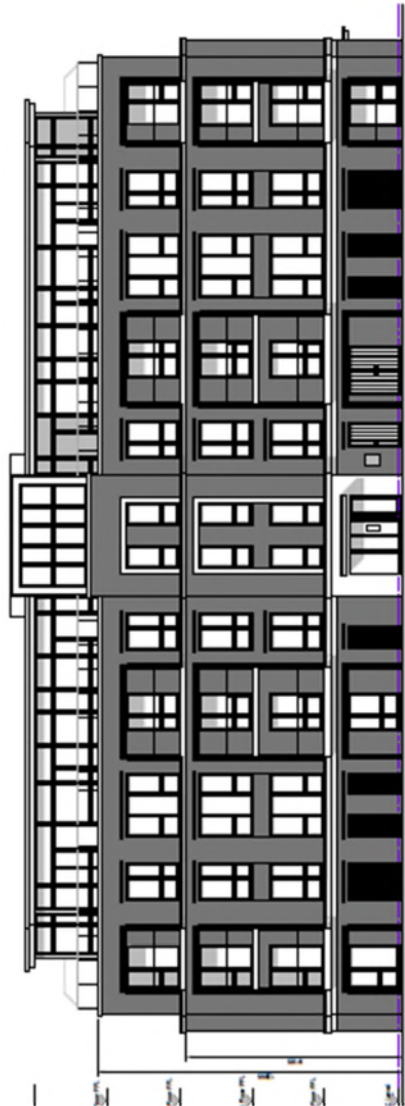
Bock D—elevations



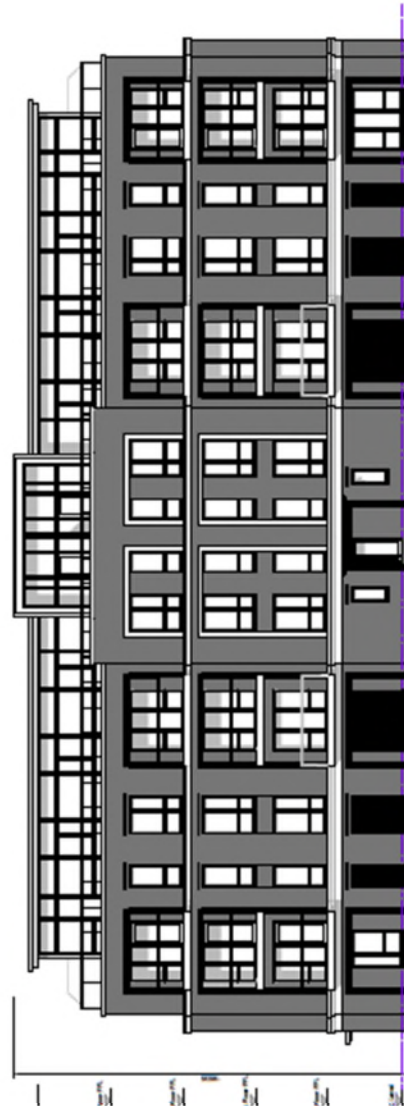
Side Elevation (East)
Building D (Pans 21-26)



Side Elevation (West)
Building D (Pans 21-26)

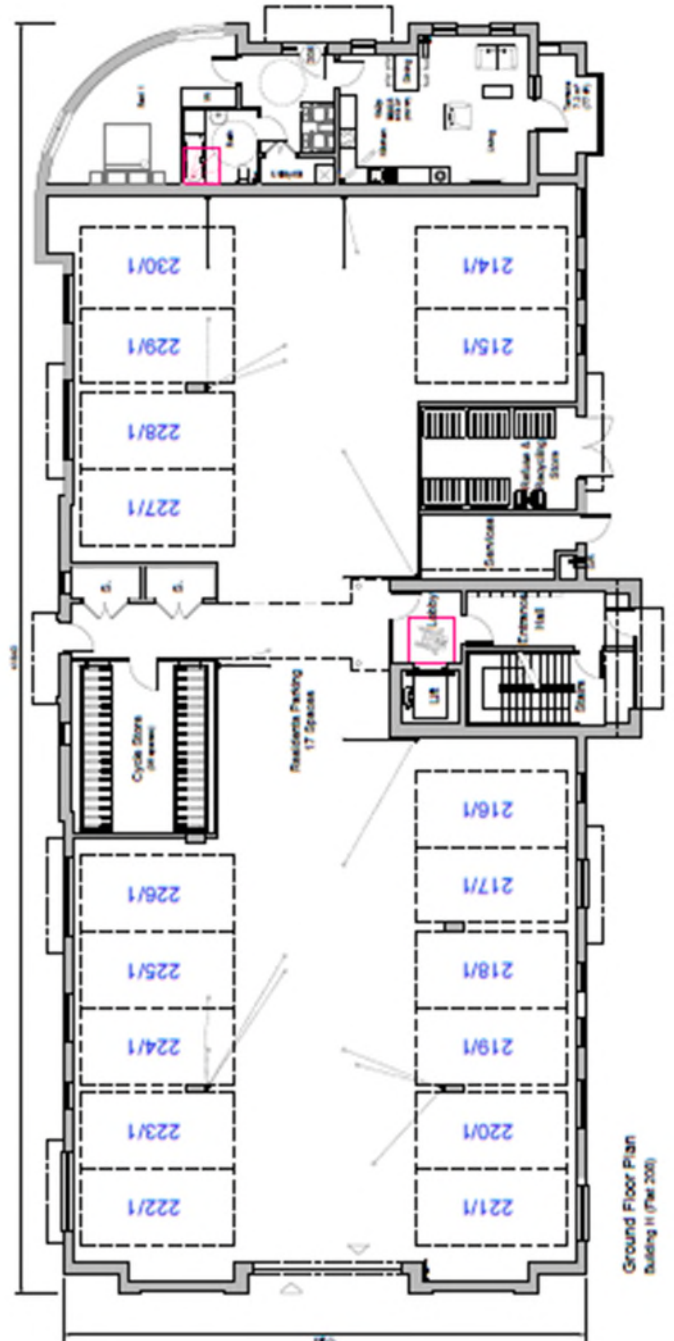
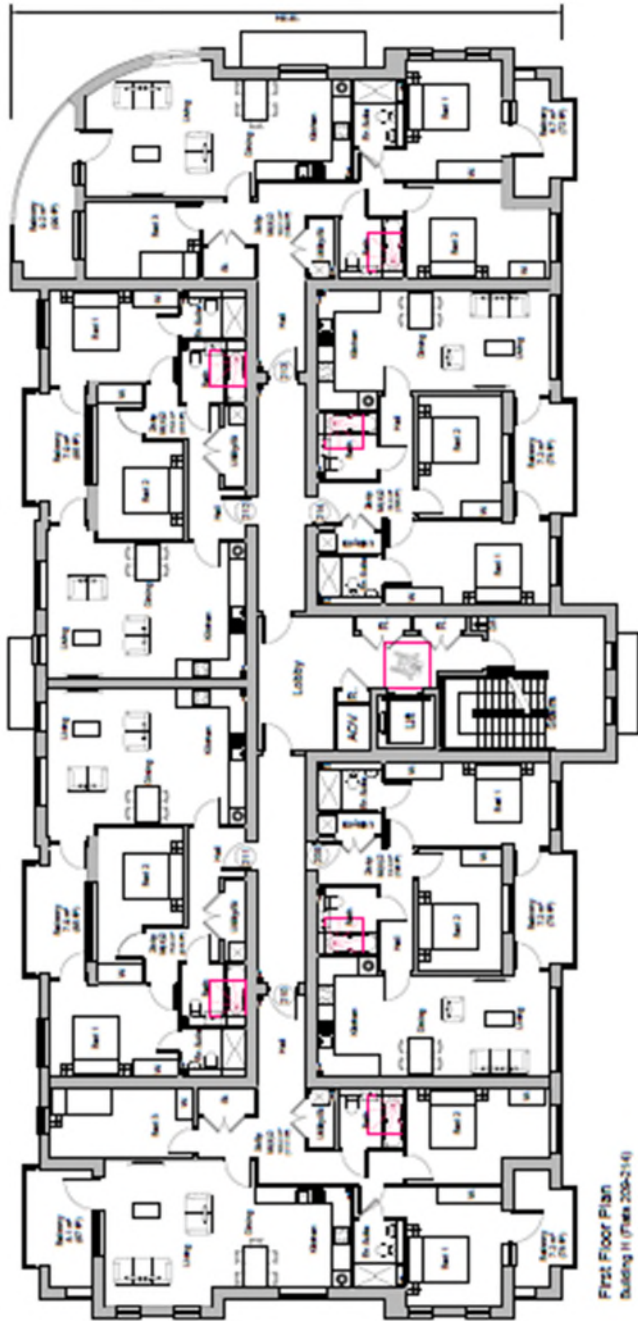


Front Elevation (South)
Building D (Pans 21-26)

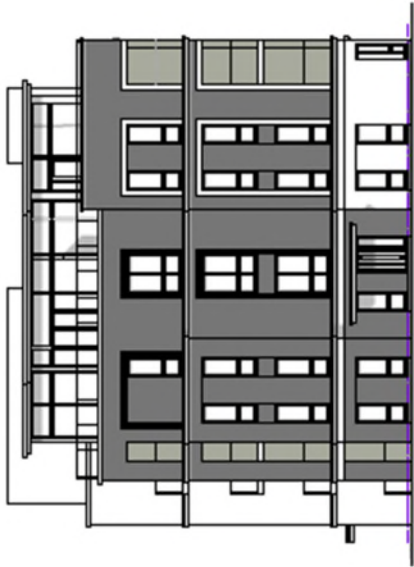


Rear Elevation (North)
Building D (Pans 21-26)

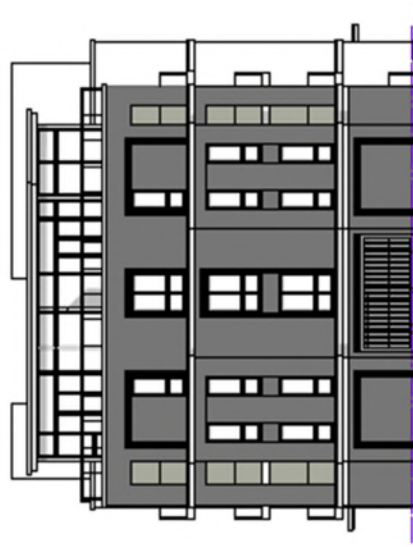
Block H—floor plans (ground and first)



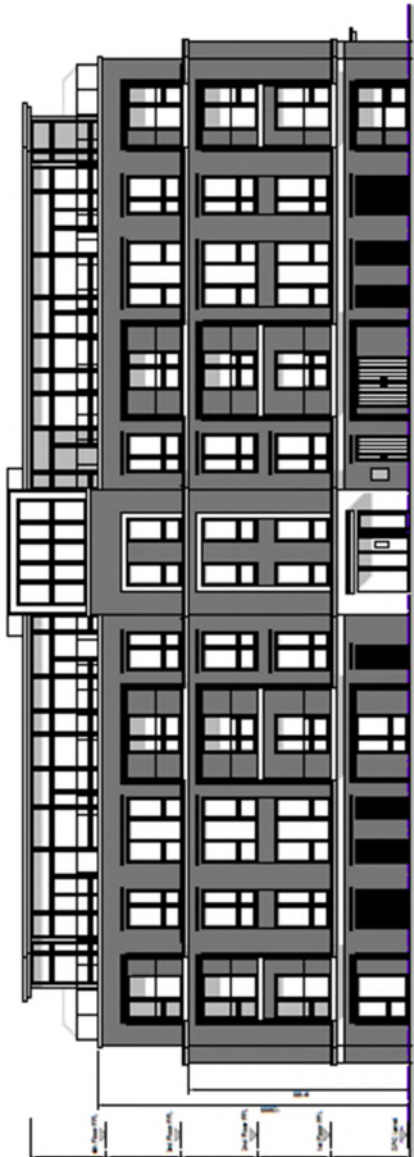
Block H—
elevations



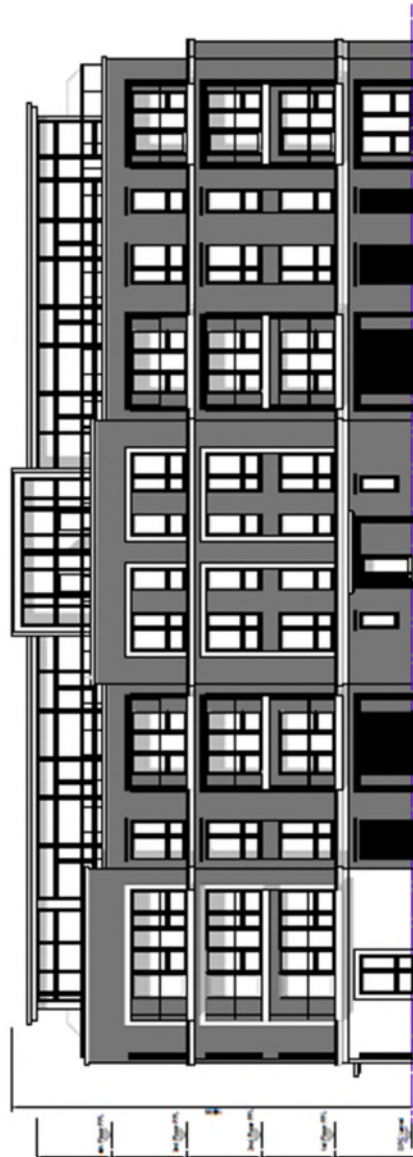
Side Elevation (North)
Building H (Plan 205-200)



Side Elevation (South)
Building H (Plan 205-200)



Front Elevation (East)
Building H (Plan 205-200)



Rear Elevation (West)
Building H (Plan 205-200)

Street Scene—houses
 A-A (facing blocks B, C
 and D)



Street Scene—houses

B-B

C-C



Street scenes

D-D

E-E



Street scene

F-F (flats)

G-G (houses)



Street scene

J-J



Street scene

K-K (fronting the High Street)



Building A - Pkts 1-10

Building B - Pkts 11-23

Building C - Pkts 24-36

Street Scene K-K



Building C - Pkts 27-29

1:100

Street scene

L-L



Appendix C—CGIs

Bowlledge Green (Largest open space area/LEAP)



CGI View 1 - Bowlledge Green
Heatherwood Hospital, Ascot



CGI View 3 - Wellington Place
Heatherwood Hospital, Ascot
19142 / C117A



CGI View 5 - Across Central Lane
Heatherwood Hospital, Ascot
19142 / C119A

GGI—Kings Ride
Roundabout



CGI View 7 - Kings Ride Roundabout
Heatherwood Hospital, Ascot
19142 / C121

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Planning Appeals Received

17 December 2021 - 21 February 2022

Windsor and Ascot

The appeals listed below have been received by the Council and will be considered by the Planning Inspectorate. Should you wish to make additional/new comments in connection with an appeal you can do so on the Planning Inspectorate website at <https://acp.planninginspectorate.gov.uk/> please use the PIns reference number. If you do not have access to the Internet please write to the relevant address, shown below.

Enforcement appeals: The Planning Inspectorate, Temple Quay House, 2 The Square, Temple Quay, Bristol, BS1 6PN

Other appeals: The Planning Inspectorate Temple Quay House, 2 The Square Bristol BS1 6PN

Ward:
Parish: Windsor Unparished
Appeal Ref.: 21/60081/REF **Planning Ref.:** 21/02034/FULL **PIns Ref.:** APP/T0355/D/21/3
284812
Date Received: 22 December 2021 **Comments Due:** Not applicable
Type: Refusal **Appeal Type:** Householder Appeal
Description: Two storey front/side extension with rear balcony and alterations to fenestration.
Location: **16 Washington Drive Windsor SL4 4NS**
Appellant: Mrs Odette Paesano **c/o Agent:** Mr Mark Leedale Mark Leedale Planning 52 Crondall Lane
Farnham Surrey GU9 7DD

Ward:
Parish: Old Windsor Parish
Appeal Ref.: 22/60001/REF **Planning Ref.:** 21/00154/FULL **PIns Ref.:** APP/T0355/W/21/3
287620
Date Received: 10 January 2022 **Comments Due:** 14 February 2022
Type: Refusal **Appeal Type:** Written Representation
Description: Two storey side extension and x2 new rooflights.
Location: **34A St Lukes Road Old Windsor Windsor SL4 2QQ**
Appellant: Mr K Brook **c/o Agent:** Miss Michaela Mercer Mercer Planning Consultants Ltd Castle Hill
House 12 Castle Hill Windsor Berkshire SL4 1PD

Ward:
Parish: Windsor Unparished
Appeal Ref.: 22/60004/REF **Planning Ref.:** 21/02475/FULL **PIns Ref.:** APP/T0355/D/21/3
289303
Date Received: 14 January 2022 **Comments Due:** Not applicable
Type: Refusal **Appeal Type:** Householder Appeal
Description: Single storey front/side extension.
Location: **2A Martin Close Windsor SL4 5SP**
Appellant: Mr Parsonage **c/o Agent:** Mr Stuart Keen SKD Design Ltd Unit 2 Howe Lane Farm Howe Lane
Maidenhead SL6 3JP

Ward:
Parish: Sunninghill And Ascot Parish

Appeal Ref.: 22/60005/REF **Planning Ref.:** 21/01371/FULL **Plns Ref.:** APP/T0355/D/21/3
282844
Date Received: 18 January 2022 **Comments Due:** Not applicable
Type: Refusal **Appeal Type:** Householder Appeal
Description: New detached outbuilding.
Location: **Santana 54 Llanvair Drive Ascot SL5 9LN**
Appellant: Mrs Joit Uppal Santana 54 Llanvair Drive Ascot SL5 9LN

Ward:
Parish: Sunninghill And Ascot Parish
Appeal Ref.: 22/60006/REF **Planning Ref.:** 21/01935/PDXL **Plns Ref.:** APP/T0355/D/21/3
283780
Date Received: 24 January 2022 **Comments Due:** Not applicable
Type: Refusal **Appeal Type:** Householder Appeal
Description: Single storey rear extension no greater than 8m in depth, 3m high with an eaves height of 3m.
Location: **Whiteladies Park Prince Albert Drive Ascot SL5 8AQ**
Appellant: Linda And Lisette Khalastchi **c/o Agent:** Mr Mark Berry JSA Architects Tavistock House
Waltham Road Maidenhead SL6 3NH

Ward:
Parish: Horton Parish
Appeal Ref.: 22/60007/REF **Planning Ref.:** 21/01983/FULL **Plns Ref.:** APP/T0355/W/21/3
282347
Date Received: 25 January 2022 **Comments Due:** 1 March 2022
Type: Refusal **Appeal Type:** Written Representation
Description: Single storey link extension between existing cottage and summer room.
Location: **Brookfield Lodge Datchet Road Horton Slough SL3 9PS**
Appellant: Mr Dalhit Bhail Brookfield House Park Lane Horton Slough SL3 9PR

Ward:
Parish: Horton Parish
Appeal Ref.: 22/60008/REF **Planning Ref.:** 21/01984/LBC **Plns Ref.:** APP/T0355/Y/21/32
82346
Date Received: 25 January 2022 **Comments Due:** 1 March 2022
Type: Refusal **Appeal Type:** Written Representation
Description: Consent for a single storey link extension between existing cottage and summer room.
Location: **Brookfield Lodge Datchet Road Horton Slough SL3 9PS**
Appellant: Mr Daljit Bhail Brookfield House Park Lane Horton SL3 9PR

Ward:
Parish: Sunninghill And Ascot Parish
Appeal Ref.: 22/60010/REF **Planning Ref.:** 21/01843/FULL **Plns Ref.:** APP/T0355/W/21/3
283935
Date Received: 27 January 2022 **Comments Due:** 3 March 2022
Type: Refusal **Appeal Type:** Written Representation
Description: Replacement roof with raised ridge, x5 front dormers and x6 rear dormers to create x4 one
bedroom apartments with bin and bicycle storage.
Location: **MSL House 5 - 7 High Street Sunninghill Ascot**
Appellant: Littlefields Ltd **c/o Agent:** Mr Neil Davis Davis Planning Ltd 19 Woodlands Avenue Wokingham
Berkshire RG41 3HL

Ward:
Parish: Sunninghill And Ascot Parish
Appeal Ref.: 22/60011/REF **Planning Ref.:** 21/00835/FULL **Plns Ref.:** APP/T0355/W/21/3
285134
Date Received: 3 February 2022 **Comments Due:** 10 March 2022
Type: Refusal **Appeal Type:** Written Representation
Description: x1 shed, x3 greenhouses and x2 netted fruit cages.
Location: **Land To The North West of Cedar House Coombe Lane Ascot**

Appellant: Mrs Jenny Garner **c/o Agent:** Mr Justin De Vries Moule And Co Millridge Farm Parsons Lane Hartlebury Kidderminster DY11 7YQ

Ward:
Parish: Horton Parish
Appeal Ref.: 22/60016/REF **Planning Ref.:** 21/01100/FULL **Plns Ref.:** APP/T0355/W/21/3
285155
Date Received: 9 February 2022 **Comments Due:** 16 March 2022
Type: Refusal **Appeal Type:** Written Representation
Description: Part single part two storey side/rear extension to create x1 dwelling, following demolition of the existing garage.
Location: **The Firs Mill Lane Horton Slough SL3 9PN**
Appellant: Mr Vipen **c/o Agent:** Mr G Benning G T Designz Ltd 82 Holyhead Road Wednesbury West Midlands WS10 7PA

Ward:
Parish: Sunningdale Parish
Appeal Ref.: 21/60068/REF **Planning Ref.:** 21/00272/FULL **Plns Ref.:** APP/T0355/W/21/3
274994
Date Received: 10 February 2022 **Comments Due:** 17 March 2022
Type: Refusal **Appeal Type:** Written Representation
Description: Detached garden room.
Location: **The Garden House Church Lodge Whitmore Lane Ascot SL5 0NT**
Appellant: Lynda Frampton **c/o Agent:** Mrs Karen Hammond Smart Garden Offices Ltd Thurston Park Church Road Thurston Bury St Edmunds IP31 3RN

Ward:
Parish: Sunningdale Parish
Appeal Ref.: 22/60018/REF **Planning Ref.:** 21/01877/FULL **Plns Ref.:** APP/T0355/D/21/3
287460
Date Received: 15 February 2022 **Comments Due:** Not applicable
Type: Refusal **Appeal Type:** Householder Appeal
Description: Part single/part two storey side/rear extension, relocation of front entrance door following demolition of existing conservatory.
Location: **Tudor Cottage 5 Bedford Lane Sunningdale Ascot SL5 0NP**
Appellant: Mr And Mrs Guy And Sandra Matthews And Moore **c/o Agent:** Mr Nick Griffin Inception Planning Limited Quatro House Lyon Way Camberley GU16 7ER

Appeal Decision Report

17 December 2021 - 21 February 2022

Windsor and Ascot

Appeal Ref.: 21/60058/REF **Planning Ref.:** 21/00424/FULL **Plns Ref.:** APP/T0355/D/21/3
277543

Appellant: Mr James McCauley **c/o Agent:** Mrs Judy Giddings 26 Melbourne Road Teddington Middlesex
TW11 9QX

Decision Type: Delegated **Officer Recommendation:** Refuse

Description: First floor front extension, cladding and render, front dormer window, part conversion of carport
to habitable accommodation with ramp, extension to car port and alterations to hardstanding.

Location: **57 The Avenue Wraysbury Staines TW19 5EZ**

Appeal Decision: Part Allowed **Decision Date:** 21 January 2022

Main Issue: 1. The appeal is dismissed in so far as it relates to part conversion of car port to habitable
accommodation with ramp, extension to car port and alterations to hardstanding. 2. The appeal
is allowed in so far as it relates to the house alterations; planning permission is granted for first
floor front extension, cladding and render, front dormer window at 57 The Avenue, Wraysbury,
Staines, Middx; UK, TW19 5EZ in accordance with the terms of the application, Ref 21/00424,
dated 10 February 2021, and the plans submitted with it, in so far as relevant to that part of the
development hereby permitted and subject to the following conditions: 1) The development
hereby permitted shall begin not later than 3 years from the date of this decision. 2) The
development hereby permitted shall be carried out in accordance with the following approved
plans in so far as they relate to the house alterations only: Site location plan and Drawings Nos
04, 05 and 06. 3) The materials to be used in the construction of the external surfaces of the
house alterations hereby permitted shall accord with those specified on the planning application
form.

Appeal Ref.: 21/60067/REF **Planning Ref.:** 21/01501/FULL **Plns Ref.:** APP/T0355/D/21/3
284208

Appellant: Mr & Mrs Gill **c/o Agent:** Mr Gurveer Choda Masonwood Design Ltd 125 Monksfield Way
Slough SL2 1QJ

Decision Type: Delegated **Officer Recommendation:** Refuse

Description: Single storey front, side and rear extensions, extension to and conversion of garage into
habitable accommodation with alterations to garage roof and new gable roof to rear, alterations
to first floor fenestration, new rear balcony and pergola following demolition of existing single
storey side extension and rear conservatory.

Location: **6 Station Road Wraysbury Staines TW19 5NE**

Appeal Decision: Dismissed **Decision Date:** 9 February 2022

Main Issue: The Inspector concludes that whilst the proposal would add more useable floorspace to the
property, nevertheless clear harm would arise in respect of the living conditions of neighbouring
occupants in conflict with relevant provisions of the development plan and the appeal is
dismissed.