

Planning Department The Royal Borough of Windsor & Maidenhead St Ives Road Maidenhead SL6 1RF

18 August 2022

Dear Sirs

Ascot Green West Planning Application 22/01971 Sunninghill and Ascot Parish Council Recommendations

Sunninghill and Ascot Parish Council has reviewed the above application and our response, as approved at our Planning Committee of 17th August 2022, is presented below.

1. Introduction:

Section 8.1 of the NP sets out in some detail what the community was looking for the Rejuvenation of Ascot to deliver. A review of the application proposals vs the community vision / wishes shows that it doesn't deliver on many of them.

A major concern of our parish council is the failure to deliver the Civic and Community amenities and village square. These were a core feature of the vision for Ascot as set out in the Ascot, Sunninghill and Sunningdale Neighbourhood Plan, the Prince's Foundation Report, Local Plan policy QP1c and site proforma AL16.

Ascot Green is the only site to be removed from the green belt at the request of the community and its removal was on the basis that these facilities and a two-sided High Street, which are at the heart of their vision for Ascot Centre, would be delivered in full. The land has now been released from the green belt, so the community vision and expectations must now be delivered.

We recognise that the proposals include some useful community facilities, but these fall far short of those necessary to transform Ascot and build a strong sense of community.

2. Summary:

Our response addresses the following aspects of the application:

- a. Lack of a Development Brief, contrary to NP/H1.
- b. The poor quality of the Consultation and the failure of the Statement of Community Consultation to adequately identify or address the Community responses is contrary to NP/H2.
- c. The proposals fail to deliver the civic and community centre and village square required by the community, in return for releasing Ascot Green from the green belt, contrary to QP1c and AL16.

- d. The proposals don't deliver the 2-sided high street, a core element of the Ascot Rejuvenation.
- e. The proposed office accommodation of 1990 sqm is over twice that proposed on Site Proforma AL16. (900 sqm). The S&P Viability Assessment questions the demand for offices and the adequacy of the footfall to support the retail.
- f. The housing numbers (137) are at least 38% too high and result in an unacceptably high density.
 The Housing numbers represent 46% of the total housing allocation for AL16 (300), yet the site area is only 22% of the total AL16 area, contrary to NP/DG2.1 and AL16.
- g. The housing mix is not in accordance with NP/H2, LP policy HO2.1a and HO2.4 there are no 3 bed properties, and all 37 houses have 4 beds. The percentage of apartments (74%) is too high.
- h. The number of affordable homes falls short of the requirements of LP/HO3.
- i. The character of the overall development isn't in harmony with the historic High Street and its location surrounded by green belt. In particular:
 - The main 4 storey mixed use buildings are contemporary in style with flat roofs and are up to 18m high, thus dominating the street scene. The top floors are not set back, which would reduce the visual impact.
 - The terraced form of the Townhouses and the bulk, 'contemporary' style, terraced form and visual impact of the mews housing is inappropriate, as are the duplex flats over the western access road.
 - The scale, mass and style of Block 6 is inappropriate for its location.

All Contrary to QP1c.4c, AL16, QP3.1b and e, NP/DG1, NP/DG2.1 and NP/DG3.1.

- j. Blocks 1 and 3 are set well forward of the building line on the south side of the High Street, contrary to NP/DG2.2.
- k. The private amenity space of many of the properties are contrary to NP/DG3.1 and fail to meet the amenity requirements of the RBWM Borough Wide design Guide Principles 8.2 and 8.6.
- The parking provision for both the residential and commercial properties is inadequate and the TA assessment of the off-site available parking within 500m of the site is fundamentally flawed. The lack of parking and poor amenity space affects the prices of the residential units and rental value of the commercial units. Contrary to the RBWM Parking Strategy 2004 and NP/T1.
- m. Whereas the retention of trees is important, some tree loss is justifiable to deliver the core community vision which, if successful, will bring significant long-term benefit to Ascot and the community.

The U-shaped form of the Mews development impacts significantly on the openness of the site and green and leafy appearance, results in the loss of 11 trees and doesn't respect the green openness that characterises the area.

3. Discussion

a. Failed to deliver a development Brief.

Contrary to NP/H1, NP/SS1 and Table 4.1 of the RBWM Borough Wide Design Guide.

The developer failed to prepare a Development Brief in accordance with NP/H1. Table 4.1 of the RBWM Borough Wide Design Guide (BWDG) sets out the design steps to be taken ahead of a full planning application. Steps 2 & 3 require vision setting and development of a concept plan, followed by engagement. Whereas there were pre-application discussions and a D:SE panel review over an extended period there was no community engagement until they were happy with the concept plan. The intent of Table 4.1 is surely that the community should be part of the development and refinement of the concept plan, which is effectively the purpose of the development brief.

Failed to conduct a meaningful community consultation and to address the key community concerns in the consultation statement. Contrary to NP/H1.2

The statement of Community Engagement doesn't adequately reflect the concerns of the community and the Team's response to the issues raised are weak and evasive. None of the issues raised in our consultation submission have been addressed.

c. Failed to deliver adequate Civic and community facilities

Contrary to Local Plan Policy QP1c and AL16, the intent expressed in Section 8.1 and Project 9.1 of the AS&S NP and the Prince's Foundation Report.

Section 6.1 (community) of the Planning Statement states: "an important aspect of the NP consultation adopted plan and the BLP Site allocation is to ensure the Site meets the needs of the community".

The proposals fail dismally to do so. The AS&S NP set out 10 community requirements for the rejuvenation of Ascot, of which only 2 have been delivered.

In particular, the proposal fails to deliver the Civic and Community Centre and Village Square in accordance with the community aspirations, as clearly set out in the above documents.

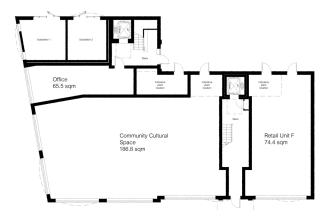
When preparing the 2018 Development Brief the developers asked their architect to prepare an outline layout for the civic and community centre / arts space. This layout was the basis for the area of 1,157 sqm GIA quoted in the resulting Development Brief and shown on the Illustrative Masterplan alongside the village square (section 5.1 and Fig 5.1). It was the stated intention of the three developers to vest these facilities in our Parish Council, being considered the only safe organisation to own and manage as we are around for the long haul. We assume that Ascot Central Car Parks were party to these decisions through their representative, Giles Perry.

The D&A Statement Part 2 includes a section on the evolution of the design from the 2018 Development Brief Illustrative Masterplan to the application proposals. This masterplan showed the Community Arts space and village square, but both disappeared in the next iteration.

This was clearly a considered decision on the part of the developer, as shown in iteration ref 22 which was shared with Officers at the first pre-app meeting with the developer, and states: *"These proposals sought to provide some of the most important principles of the NP masterplan, but to interpret these in ways which strove*

to be more contemporary and progressive – focusing on placemaking, creating new public spaces and environments to promote community interaction, socialising and a variety of occasional uses". This decision flew in the face of the community vision and was taken without any community consultation.

The only civic and community space offered in the application is a single room of only 187 sqm. There are no toilets or storage facilities provided. The other facilities on the ground floor include 2 sub-stations, plant rooms and a retail unit. Hardly an exciting civic / community hub.



d. **Commercial Office and Retail** Contrary to AL16 of the Local Plan

The proposal is for 1990 sqm of office accommodation, 2.1 times the allocation of 900 sqm in the Local Plan site proforma AL16. The 2018 Development Brief allocated this to the Ascot Village development for a mixed-use Artisan's Building.

In the NP Jobs were to be provided by the proposed Hotel and by the new retail development. The intent of the Ascot Green development (NP/Project 9.1), supported by extensive community consultation, was to develop Ascot into a community Hub with a community arts space and village square to make Ascot a 'destination' for the community and visitors, and thus enhance the footfall for the new retail. There is no mention of offices in the NP.

We note that the Viability Report prepared by Strutt and Parker includes the following comments:

- Although well-known Ascot doesn't have the office demand of the more popular areas nearby.
- Car parking is a major issue. Although close to a train station, the demand for offices is likely to come from local car-borne occupiers.
- The retail offering will no doubt be popular but other than Race Days the footfall will be limited.
- There is no evidence nearby of this quantum of commercial space being incorporated into such a small market thus there is a degree of uncertainty regarding this input.
- The retail and office rents will allow for very limited parking for the offices.

The last thing the community wants is vacant commercial units in Ascot.

It is worth noting that the owners of Berkshire House in the High Street have applied

to convert their office space to residential owing to the lack of demand for office space locally.

The intent of the Community Vision for Ascot is to develop a thriving daytime and night-time economy and make Ascot a thriving community Hub. The provision of the Community Centre and square are key to this and will help increase the footfall in Ascot and improve the viability of the retail offering.

e. Residential dwelling numbers and Density:

Contrary to NP/DG2.1, NP/DG2.2 and NP/DG3.1.

AL 16 shows a site allocation of 300 dwellings for the Ascot Centre site. The current proposal is for 137 dwellings on the Ascot Green West site, a 38% increase over the 99 proposed in the 2018 Development Brief. The resulting density is 70 dph on the site area less the area of public open space. The numbers are too high, particularly as the housing is shared with 1990 sqm of offices and 1084 sqm of retail, food and drink. Together they result in severe overdevelopment of the site

The Housing numbers represent 46% of the total housing allocation for AL16 (300), yet the site area is only 22% of the total AL16 area. This is clearly a mismatch. The applicant argues that the housing quantum in AL16 is approximate and there is no ceiling on the quantum of development on any one site for either residential or commercial (Paragraph 6.7 of the Planning Statement (page 20). This is true but trying to capture such a high percentage of the total allocation is out-with the spirit of the proforma and is likely to result in the number of houses across the 3 sites being way beyond the 300 houses allocated in AL16. This would be unacceptable to the community and contrary to AL16. The developer is required to harmonise his development with those of the other two sites, but hasn't done so, and a discussion on housing numbers should be part of this.

The 2018 Development Brief proposed housing with 26,033 sqm total floor area (GIA) across all 3 sites. The London Square proposal is for 16,783 sqm of housing (GIA). This represents 64% of the previously proposed GIA for the 3 sites and again suggests significant over-development of the site.

The S&P market value assessment for the site comments on the relatively low levels of parking, poor amenity space provision and the mixed commercial / residential nature of the development, and concludes that the market values / rents will be affected negatively.

We note that the housing numbers in AL16 (300) were already way above those implied by the densities in the Prince's Foundation Report and should therefore be considered as an absolute maximum for the whole site. There is no need to provide more housing as the BLP development sites deliver the assessed demand and the many windfall sites add significant housing over and above the assessed housing need.

We also note that all 101 apartments are right on the minimum size for their number of beds and persons in the Nationally Described Space Standard. This is not considered appropriate.

f. Housing Mix:

Contrary to Local Plan Policies HO2.1a and HO2.4, and NP/H2

The mix of housing is poor and at variance with the mix shown Table 12 of the BLP and with Policy HO2.1a. There are no 3-bed homes compared with a requirement for

35% in this table (40-45% market and 25-30% affordable].

Nor is the mix consistent with the intent of NP/H2. There is a significant surfeit of flats and a dearth of small and medium family homes with gardens in our area; this site provides an opportunity to redress the balance.

No evidence is proffered to support the assertion that the proposed mix is *"reflective of the district centre character of Ascot as well as assisting in meeting current housing need within Ascot and the wider Borough as a whole"* or that the *"scheme will provide a broad mix of dwelling types, including apartments, starter homes, family homes and dwellings suitable for downsizers."* Ref page 44 of the D&A Statement Part 2.

The proposals also fail to deliver 5% of market housing in accordance with HO2.4 or affordable homes in accordance with local plan policy HO3.

g. Character and Layout:

Contrary to QP1c.4c and QP3b, e, j and I, AL16.14, NP/DG1, NP/DG2.2 and NP/DG3.

Project 9.1 of the AS&S Neighbourhood Plan envisages that the residential development in Ascot Green should be in keeping with the RBWM Townscape Assessment "Leafy Residential Suburbs" and / or late 20th century suburbs.

The proposals aren't compatible with the characteristics of either of these categories. While we acknowledge that it would be difficult to adhere rigidly to the Townscape Guidelines for these character areas, we consider the proposals to be way outside the guidelines. It has an urban feel more in keeping with a Town. Ascot is regularly referred to as a Town but is a district centre.

As noted above, the 5 steps in the evolution of the design concept are shown in the D&A Statement Part 2.

In the course of this process the site layouts changed dramatically owing to the significant interventions of the Officers and the Design Review Panel, as noted below. We question whether the Officers and Design Review Panel have exceeded their remit. Also, whether the Officers and Design Review panel were aware of the work of the Prince's Foundation and NP and of the community vision for the site and, if they were, why they chose to ignore them.

- In Step 2 the Civic and Community Building and Square disappeared and were replaced by a "more contemporary and progressive" approach (as noted above).
- Steps 2 and 3 responded to the Officer's requests to regularise the shaped of the buildings and remove the curved forms (step 2) and to reconsider the building footprints to be less sinuous and widening the spaces between (step 3).
- Following a presentation of the evolving proposals to the Design Review Panel, and on the advice of the Officers, the proposals were reconsidered from first principles and a completely new scheme proposed (step 4). The Design Panel also recommended increasing the density to the southern part of the site. This was achieved through the addition of several new blocks of apartments. The Officers were generally positive about this redesigned approach but noted that some of the apartments may be awkwardly shaped, the mews houses could be better articulated in relation to their public and private realm and some of the front-to-flank and back-to flank relationships were too close in the eastern part of the layout.

- In response to Officers' comments the development proposals in the southern part of the site were reconsidered from first principles (again) and a new scheme proposed. The southernmost apartment building was replaced by a 'more cohesive' U-shaped block of mews houses and a new block of apartments was introduced in the southeast corner, "which better addresses the road as it changes direction and leads offsite into the eastern residential masterplan."
- The Officers were generally positive about this reconsideration and redesigned approach and agreed that in principle the layout could be progressed to application stage, but noted that:
 - The gabled roof forms were not to their liking.
 - The building lines were too linear and needed more articulation.
 - The gaps between the buildings in the mews housing area should be removed and the buildings joined. This included the vehicular route through the mews area, which should be joined by a bridge, with accommodation over.

These interventions are unfortunate, particularly as they changed the proposals very significantly. They no longer provide a two-sided High Street, have increased the density of the development (and hence the number of dwellings) over the southern part of the site, resulting in more apartments, introduced apartment block 6 at the southern end of the townhouses on the eastern boundary, introduced the terraced configuration of the U-shaped mews buildings with bridges over the western N-S road and discouraged gabled roof forms.

These changes have introduced many features into the proposals with which we are uncomfortable, including:

- There is no longer a two-sided High Street. Block 1 is right at the western end of the retail zone and opposite the banks. Most of the High Street frontage, which lies opposite the retail heart of the High Street, is unchanged.
- The development doesn't respect the building line on the South side of the High Street (contrary to NP/DG2.2). This building line is well back from the highway to allow for parking, and so most of block 3 lies forward of the building line and will be very prominent on the street scene (particularly in view of its 18m height).
- Block 2 is unacceptably close to the boundary with the fire station and dominates it.
- Blocks 1-3, have flat roofs and the top floors haven't been set back to reduce visual impact on the street scene. We would prefer these blocks to be more in line with the more traditional style shown in ref 30 page 24 of the Design and Access Statement Part 2.



- The heights of blocks 1-3 will dominate and impact negatively on the public amenity space, the street scene and the adjacent properties.
 Block 1, which lies between 5 and 10m of the Station Hill highway, is 15m high.
 The northern commercial sections of blocks 2 and 3 are 18m high.
 Block 3 is within 2 m of the eastern boundary and will dominate the adjacent property and the street scene.
 Where block 2 abuts the fire station it is 15m high
 - The housing layouts are all effectively terraces of 3 storey 4 bed properties,
- interspersed with apartments, which isn't typical of developments in Ascot. Owing to the gable ends with windows to the Townhouses they look more like 4 story than 3, increasing the urban feel.
- Our Parish Council previously recommended that the apartment blocks 4, 5 and 6 should be removed from the line of townhouses and the houses spread out more. This would result in a reduction of 32 apartments, thereby reducing the number of dwellings to a more acceptable 102, easing the parking constraints and reducing the dominance of flats.
- The two duplex properties that span the access road down the western boundary, and the two houses (types C and C1) on the western side of this road, close to the green belt boundary, are visually intrusive and should be removed.
- The style, height and mass of block 6 is totally inappropriate in this location.



Block 6 Plots 80-101

This 4 /3 storey block of 23 flats lies at the south end of the row of town houses and apartments that run down the east side of the site, is close to Ascot Woods and within 5m of the green belt boundary. We consider that its style, height and mass will be detrimental to the street scene when viewed from Ascot Wood and the type C houses opposite and doesn't relate well to its context (RBWM Design Guide Principle 7.6 and fig 7.6). Our preference is for Block 6 to be replaced by houses, which would also have the benefit of reducing the housing numbers. As a minimum we suggest it is replaced by a 3-storey building of a style more in harmony with the houses and less intrusive on the street scene.

- The U-shaped form of the Mews dwellings impacts significantly on the openness
 of the site that was present in earlier iterations of the proposals, where the green
 space stretched from the High Street to almost the southern site boundary (D&A
 statement design evolution ref 22 and 23). The Mews development reduces the
 green space visible from the High Street by around 1/3rd and results in a much
 more urban feel.
- Note that, in the line of dwellings that runs down the eastern site boundary, there are 32 apartments and 18 townhouses and that in the Mews there are 18 apartments and 18 mews houses. Together there are 39% more apartments than houses in these residential zones. There are also more apartments in Block 6 (22) than there are townhouses (18). This is considered unacceptable and reinforces the urban feel of the development.
- There is a significant length of boundary shared between Ascot Green West and Ascot Green East. The LS proposals aren't compatible with the 2018 masterplan proposals and it is important that the two developers liaise to ensure the LS proposals don't prejudice the Ascot Green East development.

h. Residents' Amenities.

Contrary to principles 8.2 and 8.6 of the RBWM Borough Wide Design Guide.

- The private communal amenity space for the apartments in blocks 3 and 4 appears to be below the requirement on principle 8.6 of the RBWM BWDG (10sqm per apartment x 10 apartments) and will receive very little sun.
- Block 5 doesn't have communal outdoor amenity space, as required by the RBWM Borough Wide Design Guide Principle 8.6, which states it "must be provided".
- Several of the Townhouses appear to have less amenity space than required by the RBWM Borough Wide Design Guide principle 8.2 (70 sqm).
- The 1st floor balconies and upper floors to the Terraces in the mews development overlook neighbouring gardens.
- The apartments in Block 1 don't have the benefit of private communal outdoor amenity space which, again, "must be provided" in accordance with Principle 8.6 of the RBWM Borough Wide Design Guide.

i. Parking Provision

Contrary to NP/T1 and the RBWM Parking Strategy 2004.

The parking provision for the development is considered totally inadequate and will put unacceptable pressure on the limited on-street parking in the High Street. TA 1.3.6 claims there is enough spare parking capacity within 500m of the site to accommodate any potential increase in demand from the proposed development. The survey details are presented in Section 4.4. of the TA.

We consider the survey is significantly flawed as:

• The parking on Station Hill is fully occupied by commuters during the day and even after 18.30 only has up to 18 free spaces.

- The figures for the High Street are not recognised. As stated in 9.2.9 of the BLP, *"traffic congestion and a lack of suitable parking is a perceived problem by users of Ascot High Street"*.
- The Sainsburys, Budgens and Hermitage Parade Car parks aren't public car parks and it is likely that the Sainsbury's Car Park will close when the lease expires shortly. The High Street Public Car Park is scheduled for closure when the Ascot Village site is redeveloped. These changes will result in a loss of 232 parking spaces, more than the 166 spaces on the High Street within 500m of the site.

As noted below, there is a shortfall of around 40 residential spaces and between 21 and 56 parking spaces for the offices and retail; if the parking deficit is to be met by the High Street, office workers will potentially tie up many parking spaces all day, to the detriment of the viability of the High Street.

NP Project 9.1 sets out the vision for the Ascot Green Developments. This states that any development should include sufficient parking on-site for residents and visitors such that there is no reliance on any on-street parking or the main public car parks.

NP policy NP/T1.2 reinforces this.

Paragraph 284 of the BLP inspector's final report states that:

"However, the 2004 Strategy sets maximum standards and, while MM46 requires some flexibility in their application, their use would be contrary to the Plan's own intention to move to maximum standards. It would also be contrary to the Government's Statement in March 2015 that the imposition of maximum parking standards led to blocked and congested streets and pavement parking11; and that the market is best placed to decide if additional spaces should be provided. I have therefore amended the wording of the modification to clarify that, while the 2004 Strategy can be used as a guide to the appropriate level of parking, it should not be used to set a maximum level".

From this and the discussions below it is concluded that the commercial and residential parking provision should not be less than the RBWM maximum parking standard for sites with good accessibility, and more if necessary.

Note that the S&P viability report clearly identifies that the lack of commercial and residential parking adversely affects the value of both the commercial and residential development (see above).

j. Residential parking:

The 2004 RBWM Parking Strategy requires 157 residential spaces as the site has good transport accessibility. However, according to the D&A Statement Part 2, only 123 spaces are proposed given the proximity to bus stops, railway station, schools, local shops and other amenities. The parking standards base the requirements on transport accessibility alone and hence a minimum of 157 spaces should be provided. As noted above, paragraph 284 of the BLP Inspector's final report recommends that the maximum standard is a guide and more parking should be provided where there is a risk of parking overspill that will lead to congested streets and pavement parking, as is the case here.

On this basis a minimum of 157 + 15 visitor spaces = 172 spaces should be provided.

The Transport Statement (TA 5.3.9) states that the residential parking requirement is likely to be 170 spaces. However, TA 5.3.12 states that the 3 car club spaces are likely to reduce the demand by 60 spaces.

Section 8 of the Surrey CC document *"Car clubs in new developments – March 2019"* includes a table which advises that for a development site of up to 200 dwellings only 1 car club car would be viable.

One club car will reduce the on-site parking requirement by up to 20 spaces, depending on other factors, so on this basis at least 155 residential parking spaces should be provided, including 15 visitor spaces.

The pre-app advice was for 1.2 spaces per residential unit, or 164 spaces. The 15 visitor spaces are assumed to be on top of this figure, so 179 spaces are required in total.

In view of the above it is concluded that a minimum of 170 residential parking spaces should be provided on-site, including visitor spaces.

k. House Parking:

46 allocated spaces are provided for the 36 x 4 bed houses. 25 houses have 1 allocated space per dwelling (plots 53-63, 102-107, 117-124 and 134-136) and 10 houses have 2 allocated spaces per dwelling (plots 64-67 and 74-79).

This shows that less than 30% of the houses comply with the RBWM parking standards of 2 spaces per dwelling.

In addition, there are 18 unallocated spaces for visitors and residents and the 3 club car bays, of which all but 2 lie close to the western site boundary, which isn't convenient for most of the houses.

Parking to apartments:

There are 62 parking spaces allocated for 101 apartments, or 0.61 per apartment. The RBWM 2004 parking Strategy requires 87 spaces, so there is a shortfall of 25 spaces.

32 x 1 bed apartments = 16 spaces 69 x 2 bed apartments = 69 spaces 2 duplex apartment = 2 spaces

While most apartment blocks provide parking space close to the RBWM 2004 parking requirements the 15 apartments in Block 1 don't have any residents parking spaces, which is unacceptable.

I. Commercial Parking

There are only 6 unallocated spaces for the commercial units. This compares with the RBWM parking Standard requirement of between 47 and 82 spaces, depending on the mix of A3, A1 food and A1 non-food outlets (20 spaces for the offices (1 per 100 sqm) and between 27 and 62 spaces for the retail units).

Also there is no parking for the community centre facilities, the market stallholders or for the disabled.

m. Trees

While regretting the loss of 46 of the 115 trees on the site we consider that this is necessary to deliver the vision for Ascot Centre, and a significant number of category

A & B trees are retained. As presented, the proposals don't include the village square or community centre / civic buildings which lie at the heart of the vision, and we take the view that further limited tree loss is acceptable to deliver long term benefit to Ascot, the community and visitors.

We are concerned that there will be future pressure to fell trees on the eastern boundary which are overshadowing the rear gardens of approximately 8 of the townhouse gardens and the shared amenity space for block 6. Principle 8.4 of the RBWM DWDG states that outdoor garden spaces "should not be heavily overshadowed by trees". None of these trees lies within the site boundary.

n. General.

Residents attending our Planning Committee meeting, at which this document was approved, expressed concern that:

- The amenity spaces, restaurants and bars would be over-run by racegoers late into the evening.
- The resulting noise would disturb residents of blocks 1-3.
- Residents and other visitors may feel unsafe around their own homes.
- Many of the dwellings will end up being let to racegoers on AirBnb.

These concerns need to be addressed when deciding the application as there is an obligation to provide a safe environment for residents.

Yours faithfully

pp

Cllr P M-Deason for and on behalf of Sunninghill and Ascot Parish Council