



*Please reply to:*

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Date: 24 August 2023

## **Notice of meeting**

### **Environment and Sustainability Committee**

**Date:** Tuesday, 5 September 2023

**Time:** 7.00 pm

**Place:** Council Chamber, Council Offices, Knowle Green, Staines-upon-Thames TW18 1XB

#### **To the members of the Environment and Sustainability Committee**

Councillors:

M. Beecher (Chair)

K.M. Grant (Vice-Chair)

S.N. Beatty

L. Brennan

T. Burrell

J. Caplin

D. Clarke

S.M. Doran

K. Howkins

M. Lee

A. Mathur

L. E. Nichols

K. Rutherford

J.R. Sexton

J. Turner

H.R.D. Williams

Substitute Members: Councillors C. Bateson, H. Boparai, J. Button, A. Gale, R. Geach and D. Geraci

*Councillors are reminded that the Gifts and Hospitality Declaration book will be available outside the meeting room for you to record any gifts or hospitality offered to you since the last Committee meeting.*

**Spelthorne Borough Council, Council Offices, Knowle Green**

**Staines-upon-Thames TW18 1XB**

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# Agenda

Page nos.

- 1. Apologies and Substitutes**

To receive any apologies for absence and notification of substitutions.
- 2. Minutes** **5 - 8**

To confirm as a correct record the minutes of the Environment and Sustainability Committee meeting held on 27 June 2023.
- 3. Disclosures of Interest**

To receive any disclosures of interest from councillors in accordance with the Council's Code of Conduct for members.
- 4. Questions from members of the Public**

The Chair, or their nominee, to answer any questions raised by members of the public in accordance with Standing Order 40.

At the time of publication of this agenda no questions were received.
- 5. Ward Issues**

To consider any issues raised by ward councillors in accordance with Standing Order 34.2

At the time of publication of this agenda no ward issues were received.
- 6. Staines Conservation Area Appraisal** **9 - 136**

To consider agreement to the revisions to the boundary of the Staines Conservation Area and the Staines Conservation Area Appraisal as Supplementary Planning Guidance.
- 7. Planning Development Management Performance Report** **137 - 160**

To note the Planning Development Management performance report.
- 8. Climate Change Supplementary Planning Document** **161 - 260**

To consider approving a statutory four week consultation on a new Climate Change Supplementary Planning Document.
- 9. Green Initiatives Fund Bids** **261 - 282**

To consider requests for funding from the Green Initiatives Fund.

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|------------|--|----------------------|
| <b>10.</b> | <b>Rivers and Watercourses Update</b>  | <b>283 - 310</b>     |
|            | To receive an update on rivers and watercourses in the borough.                |                      |
| <b>11.</b> | <b>Update on Climate Change Strategy</b>                                       | <b>Verbal Report</b> |
|            | To receive a verbal update on the Climate Change Strategy.                     |                      |
| <b>12.</b> | <b>Updates from Task and Finish and/or Working Groups</b>                      | <b>311 - 312</b>     |
|            | To receive an update on the following task and finish and/or working groups:   |                      |
|            | Community Infrastructure Levy Task Groups – written update                     |                      |
|            | Climate Change Working Group – verbal update                                   |                      |
| <b>13.</b> | <b>Forward Plan</b>  | <b>313 - 316</b>     |
|            | A copy of the Environment & Sustainability Committee Forward Plan is attached. |                      |

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**Minutes of the Environment and Sustainability Committee  
27 June 2023**

**Present:**

Councillor M. Beecher (Chair)  
Councillor K.M. Grant (Vice-Chair)

Councillors:

S.N. Beatty	D. Clarke	K. Rutherford
H. Boparai	K. Howkins	J.R. Sexton
L. Brennan	M. Lee	J.Turner
T. Burrell	L. E. Nichols	H.R.D. Williams

**Apologies:** Councillor A. Mathur

**32/23 Minutes**

The minutes of the meeting held on 25 April 2023 were agreed as a correct record.

**33/23 Disclosures of Interest**

There were none.

**34/23 Questions from members of the Public**

There were none.

**35/23 Ward Issues**

There were none.

**36/23 Strategic Planning Task Groups**

The Group Head – Place, Protection and Prosperity presented the report on the strategic planning task groups.

The Committee queried what work would be done by the Staines Development Task Group (SDTG) and the Local Plan Task Group (LPTG).

Officers advised that there were currently two options with regard to the Local Plan; to continue with the examinations, or to make changes to the plan. The matter would be reported back to an ECM on 14 September 2023.

The Committee asked if those nominated to outside bodies could report back to the committee and were advised by the Chair that it was for the Committee to decide what it wanted on the Forward Plan.

Committee **resolved** to:

1. Re-confirm the composition of the Local Plan Task Group and Terms of Reference
2. To delegate authority to the Chief Executive in consultation with the Chair and Vice-Chair of this Committee to agree the names of those who were members on the Local Plan Task Group
3. Re-confirm the composition of the Staines-upon-Thames Development Task Group and the suggested Terms of Reference
4. Re-confirm the composition of the Community Infrastructure Levy Working Group and the suggested Terms of Reference
5. Re-confirm the composition of the Local CIL Spending Boards and governance arrangements

### **37/23 Climate Change Working Group**

The Group Head – Commissioning and Transformation presented the report on the continuation of the Climate Change Working Group.

The Committee were asked to nominate a member representative to the Greener Futures Partnership meetings. The Committee were advised that meetings would be held during the day, with the next meeting on Wednesday 28 June 2023 at 11:30am.

It was proposed by Councillor Nichols that Councillor Beecher be the member representative to the Greener Futures Partnership meetings, the nomination was not seconded.

It was proposed by Councillor Nichols and seconded by Councillor Sexton and **resolved** that Councillor Nichols be the member representative to the Greener Futures Partnership meetings.

The Committee were advised that the Climate Change Working Group would be open to all members and meet once a month on a Tuesday at 5:30pm. Councillors Brennan, Burrell, Clarke and Rutherford all expressed interest in joining the working group.

Committee **resolved** to agree to:

1. the continuation of a climate change working group to focus on monitoring of actions towards carbon neutrality and to assess initial ideas on measures to address climate change before submission to the Environment and Sustainability Committee.
2. the Terms of Reference

3. Councillor Nichols to be the member representative at the Greener Futures Partnership meetings.

### **38/23 Appointment as Member Representative to the River Thames Scheme**

The Group Head – Commissioning and Transformation presented the report on the member representative to the River Thames Scheme

The Committee queried if the representative would need to make any decisions and were advised that the member would be there to receive updates on the scheme.

It was proposed by Councillor Brennan, seconded by Councillor Howkins and **resolved** that Councillor Clarke serve as the member representative to the River Thames Scheme for municipal year 2023-24.

### **39/23 Update on Green Initiatives Fund**

The Group Head – Commissioning and Transformation, and the Climate Change Officer presented an update on the Green Initiatives Fund.

The Committee asked if the amount in the fund was for the year and were advised that the fund represented a total ringfenced amount and was not a yearly figure.

The Committee queried if the Association for Public Spending Excellence (APSE) Membership held by the Council enabled Councillors to also access support offered by APSE. The Committee were advised that they could access support by using their Spelthorne e-mail address.

The Committee **noted** the update.

### **40/23 Response to Heathrow Noise Action Plan Consultation**

The Environmental Health Regulatory Officer, Strategic Planning Manager, and The Group Head – Place, Protection and Prosperity presented an update on the response to the Heathrow Noise Action Plan Consultation.

The Committee queried whether there would be any penalty for Heathrow missing any targets in the Action Plan and were advised that there would not be any penalty imposed.

The Committee asked for clarification between Chapter 4 aircraft and Chapter 14 aircraft. The Committee were informed that Chapter 14 planes would be 7 Db quieter than Chapter 4 ones.

The Committee **noted** the update.

#### **41/23 Presentation on Biodiversity Net Gain**

The Climate Change Officer, the Senior Planning Officer, and the Biodiversity Officer provided a presentation on Biodiversity Net Gain.

The Committee were advised that areas within Haliford Park, Laleham Park, Long Lane, Short Lane and Shortwood South, had been identified as areas within Spelthorne where off-site Biodiversity Net Gain could be delivered.

The Committee queried whether the need to follow the Biodiversity Net Gain policy would apply to all developments and were advised that it applied to all major and minor applications. Household applications would be exempt.

The Committee asked whether it mattered what would be developed on a site or whether it would only look at the footprint of the development. The Committee were advised that it would be the footprint that mattered.

The Committee asked whether the Council developments would also follow this policy and were informed that they would. Committee were further advised that talks would take place with the Assets team in the near future.

The Committee **noted** the presentation.

#### **42/23 Presentation on Net Zero Innovation Programme**

The Climate Change Officer provided a presentation on the Net Zero Innovation programme.

The Committee queried how best to engage with more residents, it was suggested that resident associations could be contacted.

The Committee discussed use of Councillors' Better Neighbourhood Grants to support local schemes, and the prospect of the Council buying plots of land that were being auctioned.

The Committee **noted** the presentation.

#### **43/23 Forward Plan**

The Committee requested that an update on Biodiversity Net Gain be presented at the November meeting subject to further information being received from central Government.

The Committee **resolved** to note the forward plan.



# Environment and Sustainability Committee



5 September 2023

<b>Title</b>	Staines Conservation Area Appraisal
<b>Purpose of the report</b>	To consider the draft Staines Conservation Area Appraisal and the proposed revisions to the Staines Conservation Area boundary following consultation.
<b>Report Author</b>	Planning Development Manager Team Leader (Planning Development Management)
<b>Ward(s) Affected</b>	Staines Ward
<b>Exempt</b>	No
<b>Exemption Reason</b>	N/A
<b>Corporate Priority</b>	Community Environment Service delivery
<b>Recommendations</b>	Committee is asked to: <ol style="list-style-type: none"> <li>1. Agree the revisions to the boundary of the Staines Conservation Area (“SCA”);</li> <li>2. Agree the Staines Conservation Area Appraisal as Supplementary Planning Guidance.</li> </ol>
<b>Reason for Recommendation</b>	As set out more fully in this report <ul style="list-style-type: none"> <li>- A fresh consideration of the proposed changes to the conservation area and other content of the draft SCA Appraisal (“the draft Appraisal”) is required following the outcome of the judicial review proceedings brought by Future High Street Living (Staines) Ltd (“FHSL”), the owner of the former Debenhams building (“Debenhams”).</li> <li>- Minor amendments to the draft Appraisal are appropriate to address matters arising during consultation.</li> <li>- The two extensions to the conservation area which were objected to, should be included within the SCA since they are considered to form part of the area of special architectural or historic interest which it is desirable to preserve and enhance. The essential rationale for their inclusion is set out in the draft Appraisal and the objection by FHSL is responded to in the body of the report.</li> </ul>

## **1. Summary**

- 1.1. The Council engaged an independent expert to appraise the SCA, whose Appraisal was approved subject to consultation at a meeting of the Environment and Sustainability Committee on 10 May 2022. The subsequent decision to approve the Appraisal insofar as the SCA was extended in two specific locations was quashed by an Order of the High Court dated 28 March 2023 following Judicial Review proceedings brought by FHSL.
- 1.2. That, quashed, decision must be reconsidered entirely afresh. Having done so, officers recommend that the Appraisal is approved with those two proposed areas of extension included within the SCA.

## **2. Background to this report**

- 2.1. The SCA was designated in 1975 by the Council as an area of special architectural and historic interest and its boundary was last reviewed in 1991. **Appendix 1** contains a map of the SCA following the last review in 1991.
- 2.2. This review of the SCA and the SCA Appraisal ('the Appraisal') are part of a wider aim by the Council to preserve or enhance the special character and appearance of the SCA, as required by the Planning (Listed Buildings and Conservation Areas) Act 1990. It is the first of eight appraisals to be carried out, to review and appraise all the Borough's conservation areas and it will enable sustainable decisions to be taken about their future management.
- 2.3. Officers engaged Dr Carole Fry of Architectural History and Conservation Consultants ("AHC") to prepare the Appraisal in draft. It is that document, the draft Appraisal, which was agreed by this committee for consultation in May 2022 and is now recommended for approval with minor amendments.
- 2.4. Most conservation areas do not have a uniform character and appearance across the whole area. In many cases there are different 'character areas' or 'sub areas' that can be discerned, which have their own unique appearance and characteristics. Their varied character tells a story about the history of the conservation area and contributes to the special character and appearance of the whole.
- 2.5. Three distinct Character Areas were identified for the SCA by the draft Appraisal:
  - Character Area 1 – St Mary's Church – has the appearance and secluded, quiet atmosphere of a small village centred upon its Church: a building which dominates the character area.
  - Character Area 2 – The Two Rivers – stretches from the former Staines West Station and Hale Street in the north of the SCA, southwards to the rear of the buildings that face onto Clarence Street.
  - Character Area 3 – Market Square and Memorial Gardens – this is the civic core of the town and saw a rapid and extensive period of redevelopment in the early to mid C19.

- 2.6. The draft Appraisal also considers the extent of the SCA and made recommendations for four additional areas to be included, and two existing areas to be excluded:

Inclusions

- (A) The area around the four storey Debenhams at the junction of Thames Street and Clarence Street and the adjacent buildings of nos. 47-57 High Street.
- (B) The Memorial Gardens and the adjacent car park adjacent to the River Thames.
- (C) A section of riverside bank and the river to the west of Church Island.
- (D) A section of the River Colne at Two Rivers.

Exclusions

- (A) The area around the current Travel Loge
- (B) The northern periphery

- 2.7. At the meeting of the Environment and Sustainability Committee on 10 May 2022, a report on the updated draft Appraisal was considered. A copy of the report is at **Appendix 10**. The Committee agreed the draft Appraisal for consultation, and that it should be subject to 6 weeks' public consultation on the proposed amendments to the SCA. The Committee delegated authority to the Group Head Regeneration and Growth, in consultation with the Chair and Vice Chair of the Environment and Sustainability Committee, to approve the final document, taking account of comments, as required, arising from the consultation.
- 2.8. On 29 June 2022, in line with the recommendations in the delegated report of 27 June 2022 ("the June report"), the updated draft Appraisal was adopted with immediate effect subject to the minor amendments set out in that report.
- 2.9. Very unfortunately, five responses to consultation were not taken into account by those writing the June report, nor those authorising the decision. The reason for this has been identified and steps have been taken to ensure it does not happen again.
- 2.10. Of those five responses, four were supportive of the proposal. However, one was an objection articulated by Gail Stoten of the Pegasus Planning Consultancy ('Pegasus') on behalf of the owner of Debenhams, FHSL.
- 2.11. On 10 August 2022, FHSL brought an application for judicial review, seeking a quashing order in respect of the decision to extend the SCA over areas (A) and (B) above. The claim relied on three grounds, namely:
- 1. That the decision was taken for an unlawful purpose, namely, to prevent the demolition of Debenhams;
  - 2. That the decision was flawed for failing to take the FHSL objection into account; and
  - 3. That the decision was flawed for failing to take account of two pieces of evidence relating to the architectural and historic qualities of the building – the views of Historic England expressed when refusing to list the building; and the fact the building was not included in the Local List of non-designated heritage assets in 2004 or 2016.

- 2.12. Grounds 1 and 3 were defended in full. However, for obvious reasons, the error relied upon in ground 2 was admitted. The Council nevertheless defended the claim and resisted the quashing order sought by FHSL because FHSL's objection had been considered subsequently, with the conclusion that the June decision would not have been different had the objection been taken into account at that time. That report was prepared in August 2022 and its conclusion agreed by the Deputy Chief Executive, in the absence of the then Group Head for Regeneration and Growth, (now Group Head Place, Protection and Prosperity), after consultation with the former Chairman and Vice Chairman of the Environment and Sustainability Committee on 31 August 2022 ("the August report").
- 2.13. FHSL amended its claim to add ground 4, an attack on the August report, arguing that it had the appearance of a predetermined outcome and that the Deputy Chief Executive did not have authority to make a decision on the issue bearing in mind the terms of the Committee's delegation in May. In due course, the claim was given permission to proceed and heard by Mr Justice Lane in the Planning Court on 21 February 2023. On 28 March 2023, the judicial review succeeded, and the decision pursuant to the June report to extend the SCA to include the areas of land where Debenhams is situated, and the Memorial Gardens and car park was quashed. The effect of the Judge's decision is that the draft Appraisal remains, in terms of its legal effect, unapproved by either the June 2022 decision or the August 2022 decision insofar as it addresses the two additional areas to which objection was made. A copy of the judgment is at **Appendix 8**.
- 2.14. In that context, the draft Appraisal (insofar as it includes additional areas (A) and (B) within the SCA) needs to be considered afresh and in the light of all responses to consultation including the FHSL objection.
- 2.15. The starting point for consideration is, strictly speaking, the May 2022 resolution, in which the approval and adoption of the draft Appraisal was delegated as set out above. However, officers considered it more appropriate to return the matter to Committee, given the background outlined above.
- 2.16. A minor drafting error made in the draft Appraisal approved in May 2022 has been corrected by officers, namely the correct name for the Memorial Park is "Memorial Gardens" (**see Appendix 2**).

### **3. Consultation**

- 3.1. On 11 May 2022 the LPA notified 650 properties within and adjoining the SCA, including the revised boundary.
- 3.2. In addition, the draft appraisal was advertised in the local press and 6 site notices were displayed in and around SCA. Copies of the documents of the proposals were placed on the Council's website and hard copies were available for inspection at the Council Offices and Staines Library.
- 3.3. On 13 May 2022 approximately 3000 emails and 250 letters were sent to stakeholders who had expressed an interest in the Local Plan process.
- 3.4. Specific Consultation Bodies
  - Coal Authority

- Environment Agency
- English Heritage
- Natural England
- Network Rail
- Highways Agency,
- Neighbouring local authorities – Runnymede BC, Elmbridge BC, LB Richmond upon Thames, LB Hillingdon, LB Hounslow
- Primary Care Trust and Ashford & St Peter’s Hospitals
- Electricity suppliers and National Grid
- Gas Suppliers
- Thames Water
- Homes and Communities Agency

3.5. General Consultation Bodies

- Residents’ associations
- Voluntary and interest groups
- A2 Dominion
- Sports clubs including Ashford Sports Club
- Some local schools

3.6. In addition, a large number of local residents had expressed interest in planning issues and asked to be involved. By the close of the consultation period on 24 June 2022, 139 public consultation responses and 9 stakeholder representation had been received. The points raised by stakeholders are summarised as follows:

Stakeholder	Summary Comment(s)
Transport for London	No Comments
Network Rail	Glad to see Staines Station featured on the Heritage Asset list
Natural England	No Comments
Surrey County Council Historic Environment Planning Team	<p>This is a considered, well researched and succinct Conservation Area and Management Plan which shows great awareness of the requirements of national legislation, policy and guidance.</p> <p>The document provides a good assessment of what contributes positively and negatively to the character and appearance of the SCA and provides a firm basis for options to enhance the area going forward.</p> <p>The views and vistas are well considered and are given sufficient justification. The assessment of the character areas is also clearly well thought out, particularly considering the fragmented development of areas such as Two Rivers makes subdividing the SCA somewhat challenging.</p>

Further to the recent publication *Departing Stores* by SAVE Britain's Heritage, we agree with the decision to include Debenhams with the SCA.

### **Boundary Review**

A strong argument is made for the inclusion of Debenhams within the SCA as this reflects the 'important civic and commercial buildings' highlighted as being as part of the 'key elements' of the town. Should this be an area of special interest for Staines, consideration should also be given to including some of the buildings on the High Street, which also reflect this.

It is unclear why the decision has been made to exclude the Travelodge aside from the fact it is modern development. While it may not be the most architecturally significant building, it uses appropriate materials and occupies an important site between the River Wraysbury and River Colne. Retaining the building as a whole within the SCA would allow for a more manageable boundary between these two rivers and importantly, also ensure that future development responds to the character and appearance of the area.

### **Origins and Historic Development**

This is a very good section of the document and it has clearly been well researched. It would greatly benefit from some historic map regression showing the development of Staines over time.

### **Archaeological Potential**

This section helpfully outlines the potential of the SCA to contain archaeology, but it may be worth adding that this "potential" is not hypothetical: there have been numerous excavations and discoveries within the area, particularly in recent years, which demonstrate the importance and necessity of archaeological work within Staines town centre when development is considered.

### **Built Form and Architecture, Views and Vistas and Character Areas**

The mapping of these elements could be reconsidered to aid interpretation.

The section on Character Area 1 would benefit from highlighting that the reason the modern buildings of the business park do not dominate the SCA is because of their height and scale. This is considered elsewhere in the document and this

	<p>section provides an opportunity to emphasise that again.</p> <p>There are numerous references throughout this section to the contribution of trees to the townscape, although it is not mentioned whether there are sufficient Tree Preservation Orders in place to protect these. A programme of TPO assessment, and if necessary, designation could be included within the Management Plan.</p>
Coal Authority	No Comments
National Highways	No Comments
SBC Asset Team	<p>Do not consider this southernmost proposed extension of the conservation area, which seeks to cover surface car parking as well as the Memorial Gardens, fully justified in the consultation document.</p> <p>If the Council do not agree that further justification is required for the Park area, then this part of the proposed extension must at least be removed, and a defensible line drawn to exclude the car park from the Memorial Park in the SCA extension.</p> <p>It would be appropriate, as part of this review, to remove the Bridge Street Car Park and the adjacent Hanover House as part of this conservation area review as neither site offers meaningful contribution to the conservation area, nor the setting of the River Thames.</p> <p>Commercial realities need to be considered as part of successful town planning. The Bridge Street Car Park is an important strategic site that offers important wider strategic benefits that will bring inward investment into the borough and act as a catalyst for “pump priming” future development and enhancements that will positively contribute to the long-term vitality and economic sustainability of the town centre.</p>
abrdn (previously known as Aberdeen Standard Investors)	<p>Support the boundary changes around Two Rivers and are aware of the proximity of the revised boundary and those heritage assets within it.</p> <p>Have no comment in respect of the other boundary changes affecting the wider part of Staines town centre.</p>
Pegasus (representing Future High Street Living (Staines) Ltd)	<p>Pegasus object to two extensions to the SCA: (1) to the area including Debenhams; and (2) to the Memorial Gardens and car park.</p> <p><u>(1) The area including Debenhams</u></p>

	<p>The following main points are made:</p> <ul style="list-style-type: none"> <li>• Contrary to the claims in the Appraisal Debenhams is not of special architectural or historic interest.</li> <li>• The buildings to the north-east of Debenhams have no intrinsic special architectural or historic interest.</li> <li>• Debenhams and buildings to the north-east are entirely out on a limb from the main part of the character area and as such, can only be part of a 'street scene' with one another.</li> <li>• Debenhams is not comparable with any of the 'characteristic features' referred to in the Appraisal.</li> <li>• The modest heritage interest of Debenhams is sufficiently protected in planning terms without the awkward and contrived inclusion in an extended conservation area.</li> <li>• The references in the Appraisal to 'high architectural quality' and 'good architectural quality' are contradicted by the Historic England Designation Assessment, which found it of a very common level of architectural interest.</li> <li>• The area does have the characteristics of any of the examples given in paragraph 72 of the Historic England guidance. (Historic England Advice Note 1 (Second Edition) 2019: Conservation Area Appraisal, Designation and Management)</li> <li>• The proposed boundary extension runs through the middle of the street, contrary to Historic England guidance on designation.</li> </ul> <p><u>(2) Memorial Gardens</u></p> <p>The following main points are made:</p> <ul style="list-style-type: none"> <li>• The Memorial Gardens do have a low level of historic interest due to their origins within the town, but in the light of their modern character and absence of the memorial, are not considered to hold the requisite special interest that would justify inclusion in the conservation area.</li> <li>• The inclusion of the car park and road junction is considered to be entirely unreasonable – reference is made to the NPPF and the point that including areas of insufficient quality can devalue an area.</li> </ul>
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	<ul style="list-style-type: none"> <li>• The justification for the inclusion of the car park given in terms of the views to the Former Debenhams is unreasonable.</li> </ul> <p>Note: the Pegasus representation is attached in full at <b>Appendix 6</b>.</p>
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3.7. The LPA received 139 public consultation responses (including the additional 4 comments in para 1.9 above) relating to the following:

- Staines Bridge cannot cope with increased traffic.
- Too many people in the town centre.
- SCA is pitifully small and should be extended to cover the whole of south street right up to and including the Elmsleigh Centre, and the whole of the High Street and Two rivers.
- This is a fair and well-informed description.
- Agree with all the recommendations and hope they will be implemented.
- Very much in favour of the proposed changes to include Debenhams within the local conservation area.
- Concern regarding the omission of the Mercure Hotel site and being adjacent to the boundary, will not provide this protection.
- Could the management plan be more specific about powers available to the LPA to deal with poor maintenance of buildings.
- Very important to emphasise the importance of maintaining views across the SCA, especially from Staines Bridge across to St Mary's Church and The Brewery Tower.
- Recommend the extension is continued to include the riverbank up to the railway line – finishing where it is proposed to finish does seem arbitrary.
- The SCA should be expanded to cover Debenhams and all other proposed areas.
- The redevelopment of the Travelodge must be more sympathetic.
- It's a shame to remove Hale Street as the buildings are very interesting.
- The area to be deleted at the entrance to the bridge should surely stay as it is as a small patch of green on the way out of town.
- The Memorial Gardens provide an important vista and access point to the river and the Council has for many years been committed to maximising the value of the river for the borough.
- This an amazing trip through the history of and the historical significance of buildings, properties and areas of Staines.
- The SCA must be up to the railway bridge in Laleham Road, which includes Thameside House and the Thames Lodge Hotel.
- Note that the Appraisal does not mention the former Oast House (once the Knowle Green Brewery)
- Concern at the state of 25/27 Clarence Street, within the SCA.
- Concern regarding the usability of the map.

#### 4. Key Issues arising from the consultation

- 4.1. The consultation process undertaken by the Council was open, thorough and has not been criticised in the legal proceedings.
- 4.2. Amongst the responses considered in June, the Council's Asset Team expressed concern that the Memorial Gardens and car park were not fully justified and should be removed, as well as other car parks in the conservation area. This extension was also criticised by Pegasus in its objection.
- 4.3. The following matters were and are considered well founded, and this report recommends that the Appraisal be revised accordingly:
- The comments from the County's Historic Environment Planning Team regarding the archaeological potential of the area.
  - The mapping should be improved to aid interpretation (although some of the usability issues related to the platform on which it was presented for consultation purposes).
- 4.4. The level of support for the Appraisal was particularly notable. Some of the criticisms are addressed briefly below:
- In response to the suggestion that consideration should also be given to including some of the buildings on the High Street: The High Street was reviewed, but its inclusion was not considered appropriate at this time. Individual buildings that might be considered important civic and commercial buildings could be reviewed through the Local List procedure as resources permit.
  - In response to the deletion of the area around the Travelodge: This was not considered to contribute to the overall character and appearance of the SCA and was considered to have an unclear boundary. However, any redevelopment on the edge of the SCA would be expected to respond positively to the character and appearance of the area.
  - In response to the historic map regression: This has not been incorporated because this section is intended to provide an overview. More detailed information is available from the Surrey Historic Environment Record.
  - In response to consideration of trees within the SCA: These have a level of protection from being within the SCA. A review of Tree Preservation Orders is a separate process.
  - In response to the capacity of Staines Bridge and the number of people in the town centre: this is considered not have a direct relevance to the review of the SCA or changes to the boundary.
  - In response to the suggestion that consideration be given to the inclusion of more of the High Street within the SCA: this involves a judgment as to the best place for the boundary at a point in time. While the Council should not rule out including more of the High Street in the future, the Appraisal involved a comprehensive and independent review, and the extent of the designation as proposed is considered appropriate at this time.
  - In response to the omission of the Mercure Hotel site: The Mercure Hotel site was assessed, but its inclusion was not deemed appropriate at this time. The building is locally listed and its location adjacent to the SCA (as

proposed) would be a material consideration were an application for redevelopment received.

- In response to the suggestion that the powers available to the LPA to deal with poor maintenance of buildings should be included: these have not been included because they are considered adequately covered in the Listed Building and Conservation Areas Act 1990.
- In response to the point made about the removal of Hale Street: Hale Street has not been deleted from the SCA, only area of the former Frankie and Benny's/ Travelodge.
- In response to the deletion of the area adjacent to the bridge: The only part of the SCA being deleted at the Staines Bridge is that located within the adjoining Borough.
- In response to the Appraisal not mentioning the former Oast House: This site is outside of the SCA and therefore is not referred to in this document.
- In response to the concern at the state of 25/27 Clarence Street: This site is the subject of planning approval for the restoration and extension of these buildings, that is considered to enhance the SCA
- In response to the usability of the map: These were provided as pdf documents for the purpose of the consultation.

4.5. The following issues are considered in more detail below:

- Additional area A: Including Debenhams and neighbouring buildings (ref, Pegasus);
- Additional area B: Including the Memorial Gardens and car park into the conservation area (ref. SBC Asset Team and Pegasus).

The Pegasus objection on behalf of FHSL is provided in full at **Appendix 6**.

#### **Additional area A: Debenhams**

4.6. The draft Appraisal recommends this area for inclusion within the broader conservation area as part of the area of special architectural or historic interest which designation seeks to preserve.

4.7. References to it are found within the following paragraphs of the draft Appraisal:

4.8. Section 1.3: Key Elements (pg4)

*“Important civic and commercial buildings including the Town Hall, Fire Engine Shed Staines West Station, War Memorial and Debenhams building etc. reflecting civic pride in the 19<sup>th</sup> and 20<sup>th</sup> centuries”.*

4.9. Section 3.3; Character Area 3 – Market Square and Memorial Garden (pg29)

*“Views along Clarence Street from west to east are terminated by the former Debenhams building. This building shares many of the features characteristic of the historic buildings in this Character Area in terms of scale, string rhythm, architectural language and detail and reinforces those characteristics. For these reasons, and due to the fact that it forms a landmark termination to those views, it contributes positively to the street scene and the character and appearance of the Conservation Area”.*

4.10. Section 3.3; Character Area 3 – Market Square and Memorial Garden (Pg34)

*“The former Debenhams building is clearly visible from Thames Street and the from the car park on Thames Street, adjacent to Memorial Gardens. The view from Thames Street shows the long and undulating side elevation of the Debenhams building which is not visible from Clarence Street. It shows another aspect of the visual architectural interest of this large building that influences so much of the Conservation Area”.*

4.11. Section 4: Inclusions (pg35):

*“The four storey, former Debenhams building was built in 1956 by George Coles, the renowned Art Deco architect. This landmark building is an important building of high visual quality which terminates the long views along Clarence St and from Thames Street. It is of good architectural quality and it reinforces the historic built character of character area 3”.*

4.12. Pegasus’s objection is based on the analysis by Gail Stoten of Pegasus, which is summarised in the table in paragraph 2.6 above and provided in full at **Appendix 6**.

4.13. AHC has subsequently been instructed to consider the objections raised by Pegasus on behalf of FSHL and the response is attached at **Appendix 7**.

4.14. The key issues raised by the Pegasus objection are:

- 1) Whether, contrary to the claims in the draft Appraisal, Debenhams is not of special architectural or historic interest.
- 2) Whether the buildings to the north-east of Debenhams have any intrinsic special architectural or historic interest and if so whether they should be excluded from the conservation area.
- 3) Whether the shape of the conservation area means Debenhams and buildings to the north-east can only be part of a ‘street scene’ with one another.
- 4) The area does not have the characteristics of any of the examples given in paragraph 72 of the Historic England guidance. (Historic England Advice Note 1 (Second Edition) 2019: Conservation Area Appraisal, Designation and Management)
- 5) The proposed boundary extension runs through the middle of the street, contrary to Historic England guidance on designation.

The qualities of the building

4.15. The objection refers to the decision of Historic England on 15 December 2021, in response to requests to list the building, not to recommend that it be included on the statutory list and the reasons given for that decision.

4.16. It gave two reasons, copied below:

Degree of Architectural interest:

*“The building is a late example of neo-Georgian retail architecture and despite the interest of its architect, is comparable in quality to a very large number of high street buildings of the inter- and post- war period across the*

*country; it does not possess the quality of design, decoration or craftsmanship to mark it of special architectural interest”.*

Degree of Historic interest:

*“Department stores are an important part of the country’s retail heritage, and they are increasingly under threat; however, only those with the greatest claims to interest will merit addition to the statutory list”.*

The Historic England assessment is included at **Appendix 9**

- 4.17. Pegasus agrees with the assessment of significance above (§ 5.1) and goes on to say not every building by a celebrated architect will be of special interest. It acknowledges the building has ‘some landmark quality’ [§5.8] and that it is part of the setting of the current conservation area, but considers the qualities identified in the draft Appraisal as to its architectural quality are contradicted by the Historic England assessment [§5.9].
- 4.18. While to some extent these points reflect a legitimate, albeit different, judgment, there are some aspects of the Pegasus analysis which officers consider incorrect.
- 4.19. First, the draft Appraisal’s judgment as to architectural quality need not be inconsistent with that of Historic England and Officers do not believe it is. The building has sufficient quality to be a locally listed building and is so designated. Historic England’s assessment was given before the draft Appraisal and for a different purpose. Historic England was not consulted on the draft Appraisal, but its general comment on retail heritage (copied above) appears consistent with the view that a building which forms an important part of the retail heritage of Staines town centre belongs within the SCA.
- 4.20. The assertion by Pegasus that it is clear that ‘the building came nowhere close to being of listable quality’ is neither stated by Historic England, nor justified by Pegasus. The building simply did not meet Historic England’s criteria for a building of this period for inclusion within the Statutory List.
- 4.21. Whilst Debenhams is not of ‘special interest’ sufficient for inclusion on the national list as a result of its association with George Coles and has neither the striking overall design or exquisite detailing of his best work, the draft Appraisal considers it is important as a piece of Staines’ townscape, and as part of views both within and outside of the SCA.
- 4.22. The Council’s independent heritage advisor for the SCA review notes in response to the Pegasus objection that the SCA, as with almost all others nationwide, contains unlisted buildings that contribute to special character and appearance. Buildings are not required to be listed in order to be included within a conservation area and therefore using Historic England’s reasons for including the building within the statutory list is inappropriate when considering its inclusion within the SCA.
- 4.23. In addition, Debenhams has been assessed by AHC in the draft Appraisal as sharing many of the features characteristic of the historic buildings in Character Area 3 in terms of scale, string rhythm, architectural language and detail and reinforces those characteristics.
- 4.24. Debenhams’ contribution to the SCA was assessed by AHC, using Historic England’s impartial assessment tool, included Advice Note 1, which

considers not only elevations, but their integrity as historic structures and their impact in three dimensions.

- 4.25. For the avoidance of doubt, the Council have given careful thought to the implications of the proposed extension of the SCA and are content that the area of extension, including Debenhams, warrants inclusion in the SCA. Consideration has been given to HE's findings about the intrinsic merits of the building in their response to the national listing application.
- 4.26. Whilst it was not statutorily listed by Historic England, Debenhams was included in the Local List of Buildings and Structures of Architectural or Historic Interest ("the Local List"), at the Planning Committee of 30 March 2022. The building's owner, FHSL, was consulted on the proposal and objected, noting that the building was found not to be worthy of inclusion in the Local List of 2004 and 2016. Like the views of HE, this was a matter raised before Mr Justice Lane at the Judicial Review and he ruled that it should have been taken into account when the draft Appraisal was approved. Accordingly, the Committee should take that failure to include the building on the Local List in 2004 and 2016 into account. Officers give this particular point very little weight since the building was lawfully included on the Local List as of March 2022.

#### The influence of the building on the SCA

- 4.27. The Pegasus objection considers the influence of Debenhams on "so much of the conservation area" to be simply incorrect [§5.10].
- 4.28. This is purely a question of judgment which Members should consider from their own knowledge of the SCA, and whether they agree with the Pegasus objection. It is not necessary for a building to have a particularly extensive influence on the conservation area in order to be included within it. Officers agree with AHC that the phrase does adequately describe the influence of the building on the SCA, but there is room for a difference of view here.

#### The qualities of the buildings to the NE of Debenhams

- 4.29. Historic England state that conservation areas exist to manage and protect the special architectural and historic interest of a place. These buildings need not themselves display 'intrinsic special architectural or historic interest' to be included.
- 4.30. This issue is a boundary issue, in that it is about precisely where the Council should draw the boundary to the SCA. It is open to the Council to choose what is a sensible boundary to the SCA bearing in mind the advice in Guidance Note 1 at §75 which states:

*'Before finalising the boundary it is worth considering whether the immediate setting also requires the additional controls that result from designation, or whether the setting is itself sufficiently protected by national policy or the policies in the Local Plan'.*

- 4.31. The draft Appraisal does not suggest these buildings have particular qualities themselves, but they contribute to the views into the Conservation Area from the High Street illustrating the tight urban grain that the High Street elevation of Debenhams has sought to reflect in creating a landmark building at this junction.

- 4.32. Officers consider that these buildings, together with Debenhams are properly included as part of the area of architectural and historic significance it is desirable to preserve and enhance. A different boundary could be chosen, but officers consider that AHC's choice is appropriate bearing in mind the advice in Advice Note 1 and the relationship of those buildings to Debenhams referred to above.

The shape of the Conservation Area

- 4.33. The shape of the proposed extension to the SCA to include Debenhams reflects the elements that are considered to contribute to its character and appearance and excludes those elements that are unlikely to contribute positively in the short/ medium term.
- 4.34. Officers are satisfied that the draft Appraisal is right to draw the boundary where it does, and that it makes a positive contribution to views within the conservation area and to its character and appearance.

The examples in paragraph 72 of Advice Note 1

- 4.35. Paragraph 72 of the Historic England's Guidance (Historic England Advice Note 1 (Second Edition) 2019: Conservation Area Appraisal, Designation and Management) does not represent criteria that the Council must follow. In referring to the suitability for designation it states: 'The different types of special architectural and historic interest which have led to designation include;', and then provides examples. This is not provided by Historic England as a prescriptive list. However, the Local Planning Authority ("LPA") considers that the extensions proposed represent a valuable component of the wider historic area.

The boundary down the middle of the High Street

- 4.36. The Historic England Guidance (Historic England Advice Note 1 (Second Edition) 2019: Conservation Area Appraisal, Designation and Management) states at paragraph 68:

*'... in almost all situations the conservation area boundary runs around rather than through a space or plot. It will generally be defined by physical features and avoid for example running along the middle of a street, though including the boundary wall of a property which is otherwise not included can in itself cause problems when applying conservation area policies in development management decision'.*

- 4.37. It is clear that these are pragmatic considerations designed to avoid difficulties when applying the designation in practice: considering the use of powers and making other decisions affecting the SCA.
- 4.38. Revising the SCA boundary along the middle of the High Street is not itself contrary to HE guidance, although the Advice Note does highlight that potential problems may result. The LPA is satisfied that this small section of the boundary is appropriately located and that it won't cause insurmountable difficulties when exercising powers and applying policies.

**Additional Area B: the Memorial Gardens and car park**

- 4.39. The draft Appraisal recommends this area for inclusion within the broader Conservation Area as part of the area of special architectural or historic interest which designation seeks to preserve.

- 4.40. References to it are found within the following paragraphs of the draft Appraisal:
- 4.41. Section 2.2 Origins and Historical development (pg6)  
*“All the bridges prior to the construction of the present structure in 1832 were located between what is now the Memorial Gardens and The Hythe on the opposite riverbank and were accessed via the High Street which stretched across the site of the present Town Hall”.*
- 4.42. Section 2.2 Origins and Historical development (Pg8)  
*“Between 1871 and 1880 the Town Hall was constructed. This involved the demolition of the existing market house and a number of buildings to the east of the current Town Hall which created the Market Square and made space for the Memorial Gardens which were laid out in 1897”.*
- 4.43. Section 2.5 Trees and Open Space (pg14)  
*“There are five significant open areas within the Conservation Area; the churchyard at St Mary’s; the Thameside Walk along Island Close, the area at the junction of the rivers Colne and Wraysbury to the east of the lower part of Church Street; Market Square and the Memorial Garden”.*
- 4.44. Section 2.5 Trees and Open Space (pg14)  
*“This key civic space [the Market Square] creates an intended public arena and place to gather in front of the Town Hall. It also provides a transition to the Memorial gardens by virtue of the fact that the spaces to either side of the south of the Town Hall are not enclosed by buildings beyond them but instead provide glimpses out to open space beyond”.*
- 4.45. Section 2.5 Trees and Open Space (pg14)  
*“The Memorial Gardens was the original home of the War Memorial. This is an attractive, open, riverside park which allows for an appreciation of the river and a different perspective of the town that is not obtainable from the urban core. Formally planting provides structural shape to the park whilst informal tree areas along the bank of the Thames adds greenery to this urban area”.*
- 4.46. Section 3.3 Character Area 3 Market Square and Memorial Gardens (pg27)  
*“The Thames is not readily legible from the town centre but is fully appreciable, once within the Memorial Gardens”.*
- 4.47. Section 3.3 Character Area 3 Market Square and Memorial Gardens (pg30)  
*“The river and Memorial Gardens are not readily appreciable from Clarence Street and are largely concealed from view by buildings”.*
- 4.48. Section 3.3 Character Area 3 Market Square and Memorial Gardens (pg31)  
*“As in Clarence Street, the river itself is again not clearly appreciable from within Market Square, although the entrance to the Memorial Gardens successfully creates legibility and permeability, directing the eye, and pedestrians, into the gardens and towards the river. Memorial Gardens is very important to the setting of the Town Hall and Fire Engine Shed”.*
- 4.49. Section 3.3 Character Area 3 Market Square and Memorial Gardens (pg31)



- “The War Memorial was moved to its present location from the Memorial Gardens in 2002 and is almost tucked away behind Cygnet House but its status and presence is fully appreciable once within the Square”.*
- 4.50. Section 3.3 Character Area 3 Market Square and Memorial Gardens (pg32)  
*“The Memorial Gardens have been deliberately laid out so that it is the focus of, and terminates views into, Market Square on the approach into the town from the Gardens”.*
- 4.51. Section 3.3 Character Area 3 Market Square and Memorial Gardens (pg32)  
*“The river is most appreciable from within the Memorial Gardens where there are attractive views across it to The Hythe. Development on the southern bank impacts directly on the character of the SCA due to its visibility from the northern bank”.*
- 4.52. Section 3.3 Character Area 3 Market Square and Memorial Gardens (pg32)  
*“The Memorial Gardens is an attractive open space and one of the few spaces within the Conservation Area where the river is clearly evident. The width, power and importance of the river are celebrated, within the Gardens. The Gardens have significance for that reason alone but also for its social and evidential value as it was created as a memorial to the men of the town who gave their lives in the first World War”.*
- 4.53. Section 3.3 Character Area 3 Market Square and Memorial Gardens (pg33)  
*“The car park to the east of the Memorial Gardens is an integral part of the landscaping and open space that allows wide, uninterrupted views of the river to be obtained and appreciated”.*
- 4.54. Section 3.3 Character Area 3 Market Square and Memorial Gardens (pg33)  
*“The Memorial Gardens make a fitting setting for the public art which it contains”.*
- 4.55. Section 3.3 Character Area 3 Market Square and Memorial Gardens (pg34)  
*“The former Debenhams building is clearly visible from Thames Street and the from the car park on Thames Street, adjacent to Memorial Gardens”.*
- 4.56. Section 4 Inclusions (pg35)  
*“The Memorial Gardens and adjacent car park have been included in its entirety because of the importance that this high quality open space has within the character area and also as one of the few public, open spaces from where a full appreciation of the river Thames and its relationship to Staines town can be obtained”.*
- 4.57. Pegasus’s objection is based on the analysis by Gail Stoten of Pegasus summarised in in the table attached to paragraph 2.6 above.
- 4.58. The key issues raised by the Pegasus objection are:
- 1) Whether the Memorial Gardens hold the requisite special interest that would justify inclusion in the SCA.
  - 2) Whether it is unreasonable to include the car park and road junction and whether doing so might devalue the area.
- 4.59. The key issues raised by the Council’s Asset Team are similar and do not require separate consideration.

### The Memorial Gardens' intrinsic interest

- 4.60. The Memorial Gardens is a relatively new, or modern, introduction and it is agreed that it has limited historic interest in its own right. However, this is not the sole basis upon which areas are designated. The Memorial Gardens is the place where the war memorial used to be located and has a particular relationship with the River Thames and the town centre, all of which is significant in the history of Staines-upon-Thames and part of its special interest, which it is desirable to preserve and enhance. Officers agree with the draft Appraisal and recommend that the SCA is extended to include it.

### The car park

- 4.61. The inclusion of car parks and road junctions is not uncommon within conservation areas, and these are considered to be relevant to the wider conservation area. The area is considered to be properly identified as a component part of the wider SCA.
- 4.62. The view of Debenhams from the car park area, and Thames Street, is a factual statement and is not intended itself to 'justify' their inclusion.
- 4.63. In response to the Pegasus objection, AHC considers that it has not taken account of the spatial relationships and views that contribute to the way in which the significance of the space is experienced or appreciated.
- 4.64. The Memorial Gardens incorporates part of the Thames Path, alongside the River Thames, which lies adjacent to the Riverside car park. The boundary to the car park is not defined from the wider open space adjacent to the River Thames, beyond the landscape buffer.
- 4.65. Whilst it is hardstanding, it represents part of the open space adjacent to the River Thames and the town centre laid out for social relevance to Staines.
- 4.66. Although it would be possible to define a boundary that would separate the car park from the area, officers are satisfied that it contributes to the overall character and appearance of the SCA and is properly included as part of the area the Council wishes to preserve and enhance.

## **5. Legal Implications**

- 5.1. On 28 March 2023, Mr Justice Lane handed down judgment in the case brought by the owners of Debenhams: *Future High Street Living (Staines) Ltd v Spelthorne Borough Council [2023] EWHC 688 (Admin)* (**see Appendix 8**). FHSL's case was that the June 2022 decision taken under delegated powers to approve and adopt the SCA Appraisal as amended ("the Appraisal") with immediate effect was unlawful.
- 5.2. FHSL succeeded and the June decision was quashed insofar as the Appraisal proposed extensions to the SCA to include Debenhams and the Memorial Gardens. The principal reason for the quashing order was the Council's failure to consider FHSL's objection and the Judge also quashed the retrospective consideration of FHSL's objection in August 2022.
- 5.3. The judgment and Order do not direct the Council how to give effect to the quashing of these decisions. The status of the draft Appraisal now – insofar as it affects those two areas of proposed extension – is as it was when published for consultation in May 2022.

- 5.4. The task for Members and the subject of this report is to assess the merit of the FHSL objection with an open mind, entirely unaffected by the analysis in the June report, and the August report which should be ignored. It will be noted that neither the June nor the August reports are attached in the Appendix.
- 5.5. A conservation area is an *“area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance”*. [section 69(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.]
- 5.6. The Council, as LPA, is subject to the statutory duty: *“from time to time to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as Conservation Areas”* [section 69(2)].
- 5.7. The Judge held that Ground 1 failed, in which FHSL claimed the Council extended the SCA for the unlawful purpose of preventing the demolition of the building. In addition, the consultation process was not criticised. Therefore, the judicial review leaves things where they were at midnight on June 24 as far as the now-quashed decisions are concerned: a six-week consultation (not criticised) had ended and the Council needs to consider whether the Appraisal should be adopted in the form in which it was published for consultation, or amended in the light of those responses to consultation.
- 5.8. In that context, the judicial review leaves entirely intact:
- (1) The decision of the Planning committee to agree the report dated 30 March 2022 and include Debenhams in the Local List. Indeed, the Judgment barely mentions this (although it records the fact at §15).
  - (2) The decision of the E&S committee on 10 May 2022 to agree the updated Draft Appraisal for consultation, to undertake the 6-week consultation, and to delegate authority to approve the final document taking account of comments as required arising from the consultation.
  - (3) The approval of the Appraisal in June 2022 insofar as it addresses matters other than the two decisions over the extent of the SCA.
- 5.9. **The key question when including additional land in the SCA is whether that land is properly judged to be part of the area of architectural or historic significance it is desired to preserve and enhance.** Pragmatic decisions about conservation area extent are often made on the boundary, and all sources of guidance and planning policy recognise that not all areas of a conservation area are of a quality sufficient in and of themselves to justify designation. However, as the NPPF warns at paragraph 191:
- ‘When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest’.*
- 5.10. In conclusion, when considering the Appraisal’s additional areas for inclusion in the SCA and whether to adopt it as is or amend it in some way, it is worth looking closely at each of the areas of objection and considering afresh

whether or not the boundary has been put in the correct place – a place which reflects the key judgment outlined above. These areas are:

- (1) Debenhams;
  - (2) The High Street and whether the boundary should be along one side or the other – or down the middle as proposed;
  - (3) The buildings to the NE of Debenhams and whether their contribution to setting justifies including them in the SCA. If not, does something else?
  - (4) The Memorial Gardens;
  - (5) The car park adjacent to the Memorial Gardens.
- 5.11. The Council needs to approach the task with an open mind whether or not the conservation area should be extended in the manner proposed in the draft Appraisal.
- 5.12. FHSL submitted its own Counsel's opinion dated 12 April 2023 to officers, in respect of the proposed extension to the SCA. The key issues FHSL's counsel raised related to the ability of the Council to address the questions before it with an open mind, the adequacy of the Freedom of Information (FOI) disclosure (relating to a request for information made in 2022) and the difference between Historic England's decision not to designate Debenhams as a Listed Building and the Council's decision to include it within the SCA.
- 5.13. The Local Planning Authority (LPA) has taken Counsel's advice and is satisfied that the Council can and should consider this report and reach a decision on the merits of the SCA extensions with an open mind. It is officers' view that the FOI issues are resolved and the decision, and reasoning, of Historic England when deciding not to include Debenhams on the statutory list has been adequately addressed in the report.
- 5.14. As for the FOI issues, the complaint by FHSL to the Information Commissioner's Office (ICO) in respect of the disclosure of information relating to the addition of Debenhams to the Local List and the decision to review the Conservation Area has been resolved. The ICO confirmed in May 2023 it was satisfied that on the balance of probabilities, the Council had disclosed all the recorded information it held at the time of the request and that this was done appropriately. The ICO did, however, identify that the Council breached regulation 5(2) by failing to disclose information within 20 working days but did not recommend any action was required by the Council in this regard as it had since disclosed additional information to ensure compliance with the legislation.
- 5.15. In accordance with the wider aims of the Council to preserve or enhance the special character and appearance of the SCA as required by the Planning (Listed Buildings and Conservation Areas) Act 1990, the Council sought to present the proposal to the Environment and Sustainability Committee scheduled for Thursday, 15 June 2023.
- 5.16. On 8 June 2023 the Council received two questions for the Environment and Sustainability Committee from FHSL's planning representative, together with the 12 April 23 legal opinion from Jonathan Easton KC, in respect of the reconsideration of the Staines Conservation Area Appraisal (SCAA). This opinion is attached at **Appendix 11**.

- 5.17. On 9 June the Council received a Pre-Action Protocol letter from Eversheds Sutherland (International) LLP (“Eversheds”) on behalf of FHSL. It challenged the decisions of the Council to return consideration of the SCAA to the E&S Committee and any resolution it might make to extend the Staines Conservation Area, threatening an injunction to prevent the former and judicial review to attempt to quash the latter.
- 5.18. The LPA sought advice from its own Counsel and responded to Eversheds stating that it did not consider that it had acted with undue haste, or with any ulterior motive, or unfairly. The two grounds put forward by Eversheds, namely procedural unfairness and a misleading committee report, were considered to be without substance.
- 5.19. Nevertheless, on 12 June 2023 Eversheds Sutherland (International) LLP served the Council with an application for Judicial Review and an injunction.
- 5.20. However, this was premature, as the Council had not intended to revisit the SCA decision before the decision of the planning appeal by Future High Street Living (Staines) Ltd in connection with the proposed redevelopment of Debenhams was known, which had been scheduled for release by the Planning Inspectorate on 2 June. Rather than leave it any later, the Environment and Sustainability Committee scheduled for Thursday, 15 June 2023, was cancelled following consultation with the Chair and the Chief Executive.
- 5.21. On 13 June 2023, Eversheds had requested that the Council refrain from making any further decisions in relation to the Staines Conservation Area boundary until such time as the Council had:
- a) Provided full and proper disclosure pursuant to our client’s request made under the Freedom of Information Act (“FoIA”) and Environmental Impact regulations (“EIR”) on 9 June 2023, and all previous requests for disclosure made by our client in relation to this matter, whether or not under the FoIA and/or EIR;
  - b) Allow our client an express period of time to make further representations on the proposal to extend the Staines Conservation Area boundary, such period being no less than 21 days from the date of notification of the Council’s intention to make further decision;
  - c) Provide all documentation disclosed to our client referred to at paragraph at a) above, and otherwise, to Members for their consideration; and
  - d) Provide all further representations referred to at paragraph b) above to Members for their consideration.
- 5.22. Eversheds were subsequently advised on 14 June 2023 that:
- a) The Council did not consider that the information requested through FoIA or EIR was relevant to the Council’s decision to undertake its statutory duty to review its Conservation Area boundaries and would not be prepared to delay for this reason.
  - b) The consultation period had closed and the report of Gail Stoten of Pegasus would be included in the Agenda papers of the Environmental and Sustainability Committee when it met to consider the matter.

- c) Members would have all the information required to make the SCA boundary decision and considered the provision of the FOIA/EIR information to be unnecessary.
- 5.23. Eversheds later confirmed that they had consequently withdrawn both applications.
- 5.24. For completeness, we record that on 13 July 2023 the planning appeal pursued by FHSL was dismissed. Therefore, as things stand, the planning issues relating to Debenhams have been dealt with decisively despite the fact that, at the time of the decision, it was not within the SCA.
- 5.25. We have just learned (email 17 August 2023) that FHSL intends to challenge the Inspector's decision in the courts and has issued a claim under s288 of the Town and Country Planning Act 1990. In that context we have considered whether this decision to approve (or not) the SCA Appraisal should be deferred.
- 5.26. However, the decision we recommend the Committee make concerns the qualities of the SCA and the suitability of the two extensions proposed as set out and considered in this report – not the merits of the development proposal, and not the reasoning of the Inspector.
- 5.27. Also, there is a public interest in achieving certainty over the question of the extent of the conservation area. Meanwhile, the fact FHSL wishes to develop the site of Debenhams, and any views held as to the merits of its proposals, are irrelevant to this decision which depends only on whether, in the Committee's judgment, the area of one or both proposed extensions should be included within the SCA (see in particular paragraphs 5.5-5.6 and 5.9-5.11 above). We acknowledge that the Inspector made certain findings about Debenhams, the SCA and its setting, within the appeal decision. It is important Members give no weight to those findings or indeed any aspect of the decision of the Inspector since the decision is now subject to legal challenge and because it is not of direct relevance, given the Inspector's decision was taken on the basis that the SCA had not been extended and did not include Debenhams.

## **6. Financial Implications**

- 6.1. These are provided for contextual information but are not relevant to the decision to adopt the Appraisal and extend the SCA.
- 6.2. The extension of a conservation area boundary is likely to result in additional resource pressures for planning officers and the likely need to obtain, on occasion as, additional independent expert heritage advice due to the additional controls. There is no additional planning fee income received by the LPA as a result of the additional controls. This will matter be monitored to establish whether this additional work can be paid for from within existing budgets.

## **7. Other implications**

- 7.1. These are provided for contextual information but are not relevant to the decision to adopt the Appraisal and extend the SCA.

- 7.2. Planning decisions concerning land within a conservation area engage section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 7.3. The Appraisal will become a material consideration in decision making.
- 7.4. The SCA designation introduces some additional controls over the way owners can alter or develop their properties. These include:
- control over the demolition of unlisted buildings.
  - control over works to trees.
  - limitations on the types of advertisements which can be displayed with deemed consent.
  - restriction on the types of development which can be carried out without the need for planning permission (permitted development rights).
  - support for the use of article 4 directions to remove permitted development rights where avoidable damage is occurring.
  - clarification of archaeological interest, thereby assisting its protection.

## **8. Equality and Diversity**

- 8.1. This decision does not have any direct equality and diversity impacts.

## **9. Sustainability/Climate Change Implications**

- 9.1. The protection and enhancement of existing heritage buildings and open areas has a neutral impact on sustainability/climate change issues.

## **10. Recommendation**

- 10.1. It is recommended that:
1. The revisions to the boundary of the SCA be agreed; and
  2. The Appraisal document be agreed.

## **Contact**

For further details please contact:

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## **Appendices:**

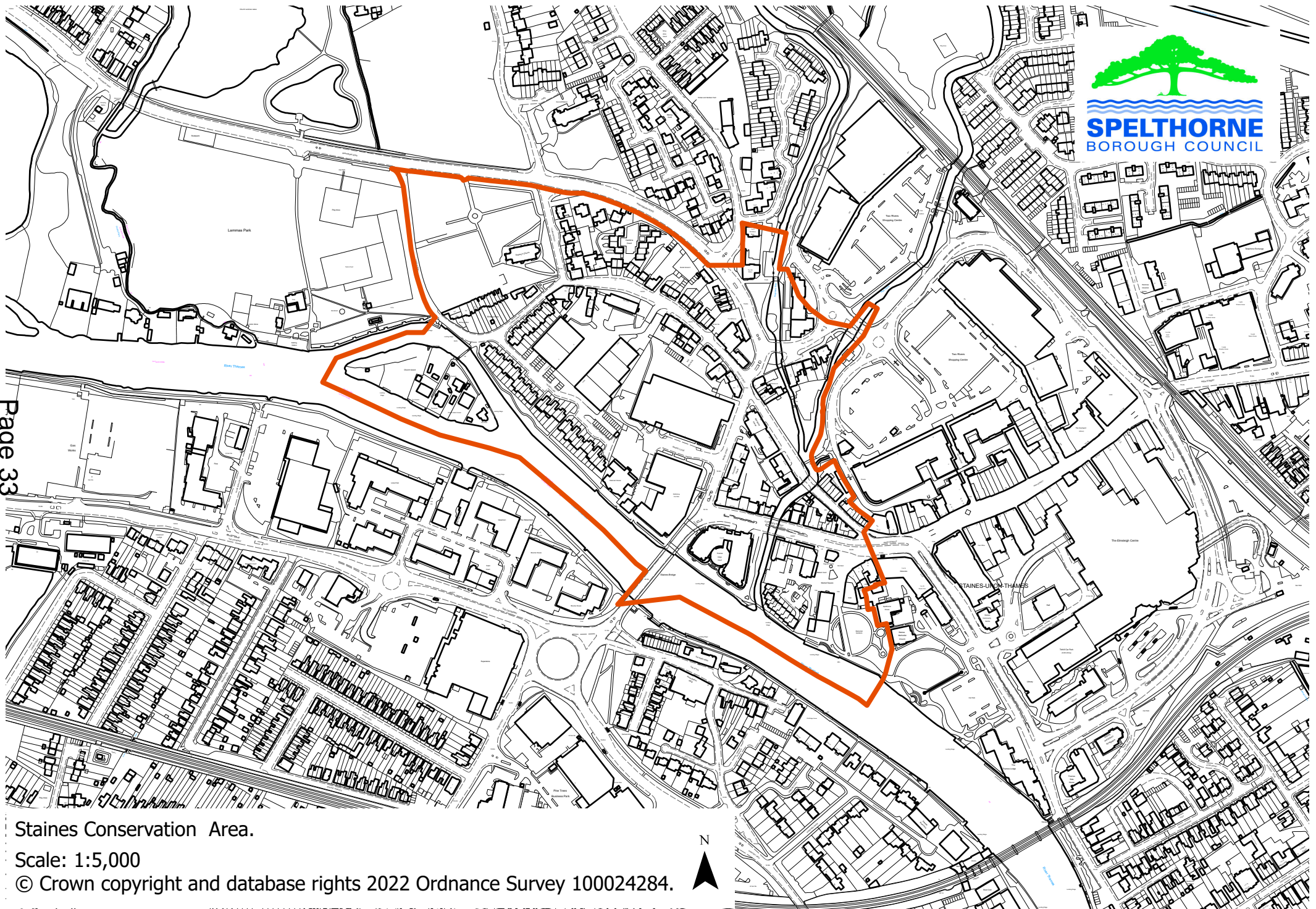
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Appendix 9 – Historic England’s assessment of Debenhams’ suitability for listing, 15  
December 2021

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Staines Conservation Area.

Scale: 1:5,000

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# **Staines Conservation Area Appraisal**

## **Spelthorne Borough Council**

September 2023



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## 1.0 INTRODUCTION

### 1.1 Introduction

Staines Conservation Area was designated in 1975 by Spelthorne Borough Council as an area of special architectural and historic interest. On 19 April 2023 the Staines Conservation Area



Appraisal (this document) was adopted by the Council as Supplementary Planning Guidance. It follows advice given by Historic England as set out in ‘*Advice Note 1: Conservation Area Appraisal, Designation and Management*’ published 8 February 2019.

This Conservation Area Appraisal seeks to analyse the special architectural and historic interest of the Staines Conservation Area. It will also identify opportunities for beneficial change and the need for additional protection. The Appraisal also seeks to consider and review the Conservation Area boundary which has been in place since 1975.

The review of the Staines Conservation Area and the production of the Conservation Area Appraisal are part of a wider aim by Spelthorne Borough Council to preserve or enhance the special character and appearance of the Conservation Area. It will also enable sustainable decisions to be taken about its future management.

## 1.2 Planning policy Context

Section 69 1(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that a Conservation Area is an ‘*area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance*’. It goes on to state that the duty of Local Planning Authorities is ‘*from time to time to review the past exercise of functions under this section (Section 69(2)) and to determine whether any parts or any further parts of their area should be designated as Conservation Areas*’

Section 72 of the 1990 Act further states that, ‘*with respect to any buildings or land in a conservation area special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the area*’ (in the exercise of the Local Planning Authority’s planning function). In order to carry out this duty the character of the Conservation Area needs to be clearly defined and understood (character appraisal).

The appraisal set out here, together with the management plan (Section 6 below) comply with government guidance on the management of the historic environment through the National Planning Policy Framework (NPPF) as amended July 2021. The appropriate conservation of heritage assets is one of the ‘Core Planning Principles’ that underpins the planning system.

Further details of the conservation of heritage assets are set out in the NPPF at Chapter 6, *Conserving and enhancing the Historic Environment*. Para 189 states that ‘*[Heritage assets] are an irreplaceable resource and should be conserved in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of existing and future generations*’.

*Para 192 states that ‘Local Planning Authorities should maintain or have access to a historic environment record. This should contain up-to-date evidence about the historic environment in their area...’*

The Staines Conservation Area Appraisal follows the latest guidance provided by Historic England as set out in ‘*Advice Note 1: Conservation Area Appraisal, Designation and Management*’ published 8 February 2019.



The broad principles of government guidance are included in the Spelthorne Local Plan 2009. Of especial relevance are Policies EN5, Buildings of Architectural and Historic Interest (p.60) and EN6 Conservation Areas, Historic Landscapes, Parks and Gardens (p.61). At the time of writing the emerging Local Plan currently carries no weight.

### 1.3 Summary of Key Elements

The key elements which define the special character and appearance of the Staines Conservation Area are

- Its' location adjacent to the Thames on its southern boundary together with Church Island;
- The number of rivers, tributaries and channels which run throughout the Conservation Area creating boundaries, views and a number of riverside settings within a largely built-up environment;
- The high level of interconnection between spaces and visual permeability throughout the Conservation Area due to a plethora of glimpsed views and openings;
- The presence of a few pivotal, landmark buildings such as the listed buildings in Market Square, Brewery Tower, St Mary's Church etc...and the multiple views of these buildings due to extensive visual permeability within the Conservation Area;
- Important civic and commercial buildings including the Town Hall, Fire Engine Shed Staines West Station, War Memorial and Debenhams building etc.. reflecting civic pride in the 19<sup>th</sup> and 20<sup>th</sup> centuries;
- There a several Coaching Inns throughout the area which, even where they are converted, are easily recognised and reflect the importance of Staines as a Coaching stop from the 18<sup>th</sup> century onwards;
- The high number of valuable trees and specimen trees, particularly in the St Mary's Church Character area, and along the Thames;
- The small-scale, village-like appearance and quiet character of St Mary's Church Character Area;
- By contrast the more built up, busier, grander and larger-scale historic development centered around the Market Square, High Street, Church Street and Clarence Road junctions.

## 2.0 ASSESSING SPECIAL INTEREST

### 2.1 Location and Setting

Staines Upon Thames is located in the south-east of England, to the west of London and within the M25 motorway. It lies in the far north of Surrey on the left bank of the Thames. Its setting adjacent to the River Thames lends the town some open views and attractive riverside spaces. Staines' location close to good national and international road, rail and air transportation links and within easy commutable distance of London, means that it is subject to considerable development pressures. Lack of available land for development means



significant pressure exists to build upwards and this can create difficult juxtapositions of old and new.

## 2.2 Origins and Historic Development

Archaeological evidence suggests that the area around Staines was settled as far back as the Neolithic period. It suggests that during the Roman period a settlement had grown up around the crossing of Thames and Colne rivers and along what is now the western end of High Street. This then formed part of the Devil's Highway, a principal Roman road from Londinium (London) to Calleva Atrebatum (Silchester). It is likely that the area was chosen as a crossing point of the Thames because the subsoils are gravel rather than alluvial and therefore provide solid foundations for bridge structures. It is believed that flooding may have caused the Roman town to decline around the 2<sup>nd</sup> century and shift its focus to Binbury Island, the site of the current parish church of St. Mary's.

The Domesday Book of 1086 references Staines as 'Stanes' and lists it as being held by Westminster Abbey and a market was established in 1218. Also notable in the history of medieval Staines is its role as the place of residence of King John's barons during the period of negotiation prior to the signing of the Magna Carta, just across the River Thames at Runnymede on 15<sup>th</sup> June 1215. During the medieval period development appears to have concentrated to the south of the church and close to the bridge around what is now Market Square and the western end of High Street.

The position of Staines close to Windsor Castle and on the main road from London to the South-West ensured its strategic importance. The town was a stopping point and over the centuries many coaching inns grew up in the town. Examples include The Angel on the High Street which occupies the site of a former medieval inn and The Bells in Church Street, elements of which date from the 17<sup>th</sup> century.



## The Bells, Church Street, an early example of a Coaching Inn

Rivers have had a significant impact on the history of Staines and were important for transportation, communication and for industry. The town marked the western-most extremity of the City of London's jurisdiction over the River Thames. The Rivers Colne, Ash and Wraysbury were important for the establishment of several mills within the town. In the late 18<sup>th</sup> century Thomas Ashby established a brewery in Staines which utilised the water from the River Colne. The brewery was located in Church Street and although closed in 1936, the 19<sup>th</sup> century brewery tower still survives and forms a major landmark in Staines' skyline.

There have been a number of bridges built across the River Thames, the first post-Roman reference to a bridge dates from 1222. In 1791 a stone bridge was constructed, but collapsed soon after completion. All the bridges prior to the construction of the present structure in 1832 were located between what is now the Memorial Gardens and The Hythe on the opposite riverbank and were accessed via the High Street which stretched across the site of the present

Town Hall. The present stone bridge, designed by George Rennie and John Rennie the Younger, was



Staines Bridge constructed in 1832

opened in 1832 by William IV and is located a short distance to the north-west of the former bridges.

By the late 16<sup>th</sup> century, the area around the church known as Binbury, appears to have declined in population and the church became isolated from the main concentration of development around the bridge and High Street. In the following century, John Ogliby describes Staines as a 'well-built town' (Britannia Atlas, 1675) and by 1723 a market building had been constructed in the middle of High Street, effectively dividing the western end in two. By this period, development is believed to have stretched east of Thames Street, but very few pre-19<sup>th</sup> century buildings survive to give clarity to the appearance of Staines during and prior to this era. Those pre-19<sup>th</sup> century buildings that do survive are primarily concentrated along Church Street. Development during the 19<sup>th</sup> century significantly altered, much of the earlier town. The construction of the existing stone bridge in 1832, saw some reconfiguration of road layouts with the creation of Clarence Street and Bridge Street.





**Stainton House, 101 Church Street**

**View looking west towards early 19<sup>th</sup> century buildings lining northern side of Clarence**

During the same period improvements were made to the western end of the Staines, with the demolition of older and smaller cottages to create larger, higher status properties such as Stainton House, Church Street.

There were relatively few roads outside the town that extended through the parish prior to 19<sup>th</sup> century. Kingston Road approaches the town from the south-east and was turnpiked in 1773. Wraysbury Road (now the B376) which approaches Staines from the north-east, was originally located a short distance to the south and aligned to its present position in 1841-2. Moor Lane also approaches Staines from the north-east and was straightened in 1891. Laleham Road, (which also forms part of the B376) approaches Staines from the south-east and for a short distance runs along the line of the River Thames.

In 1848 the railway came to Staines and forms part of the Waterloo to Reading line. There were three stations serving Staines; Staines Central, Staines High Street and Staines West. Only Staines West Station today lies within the Conservation Area.

The arrival of the railway led to the establishment of a number of industries in the town. Frederick Walton opened the internationally recognised Linoleum Manufacturing Company in Staines in 1864 and it became the principal employer in the town. The main industry factory occupied a large area of land a short distance to the north of the High Street, just outside the present Conservation Area. When the factory closed in 1970 all the original buildings were demolished and the land redeveloped as the Two Rivers Shopping Centre.





### **A reminder of the Lino Industry in Staines, (High Street)**

Another major employer during the mid-19<sup>th</sup> century was Finch, Rickman & Co who made mustard at a former flour mill located in the same area as the linoleum factory. The mustard factory went into decline during the late 19<sup>th</sup> century eventually closing in 1900 and was eventually demolished. All that remains of this industry Mustard Mill Road which runs to the north-west and north-east of the Two Rivers Shopping Centre.

With the arrival of the railway, development initially occurred around what had been the hamlet of Knowle Green. Development here mostly took the form of villas and smaller terrace housing. Following the construction of Linoleum Manufacturing Company in 1864, terraced housing was built on the area to the south of the factory, but this has now largely been demolished. During this period housing also developed north-eastwards along London Road, around the western end of Gresham Road and along Kingston Road. Between 1871 and 1880 the Town Hall was constructed. This involved the demolition of the existing market house and a number of buildings to the east of the current Town Hall which created the Market Square and made space for the Memorial Gardens which were laid out in 1897.



## **No. 24 Hale Street, a Victorian dwelling whose setting has been harmed by the Two Rivers Retail Park**

Between the two World Wars most development was concentrated along the London Road to the north and to south around Kingston and Laleham Roads. Post Second World War the majority of the remaining land in the south of the parish has been developed. The development of Heathrow Airport has also had a major impact on Staines. First established in the 1930s as a private airfield, Heathrow has now become one of the World's busiest international airports and its proximity to Staines has created development pressure in the Staines area.

### **2.3 Archaeological Potential**

Every settlement holds archaeological evidence of its development, of the economy and industry of the community and of the lives and lifestyles of past inhabitants. Designated Sites and Areas of High Archaeological Potential (AHAP) are most likely to contain archaeological remains which will shed light on the origins of the settlement. Where a new development is proposed, the impact that it might have on these remains is a material consideration within the planning process. This may occasionally result in the need for archaeological recording prior to development commencing.

Approximately two thirds of the Staines Conservation Area is covered by an AHAP. There is therefore the potential for the remains of earlier buildings and structures relating to the settlement of Staines to survive beneath existing buildings and streets. Very early burials may also remain intact in the churchyard surrounding St Mary's Church.

### **2.4 Built Form and Architecture**

There are almost 40 buildings within Staines Conservation Area that have been included in the Statutory List of Buildings of Special Architectural or Historic Interest. St. Mary's Church and The Blue Anchor are both listed Grade II\* and the remainder are listed as Grade II. The oldest known surviving buildings are 118 High Street, which is believed to contain some 16<sup>th</sup> century elements and 21 to 27 Church Street which are a much-altered short row of buildings with 17<sup>th</sup> century origins. A handful of 18<sup>th</sup> century buildings survive which are mainly concentrated along Church Street and close to the church. Examples include Corner Hall, Bosun's Hatch, 57 and 59 Church Street and 114 Church Street. The majority of the buildings of 18<sup>th</sup> century origin are either detached or form short rows and are constructed of red or buff-coloured bricks; others are rendered. In height they range between two and three storeys and present relatively regular, principal elevations with timber sash windows. Roofs are gabled or hipped and laid in slate or tile. A number have parapets.





### 111 to 113 Church

The majority of the surviving historic building stock in Staines dates from the 19<sup>th</sup> century which was a period of significant growth for the town prompted by the construction of Staines Bridge in 1832, the arrival of the railway in 1848 and the establishment of a number of industries. The construction of Staines Bridge resulted in the creation of Clarence Street which is lined on its northern side by a fine row of three-storey, buff-coloured brick buildings with similar architectural elements and a strong vertical emphasis. Almost all of the buildings date from between 1824 and 1830 and despite the assortment of modern shop fronts is arguably the most homogenous street frontage in Staines.

There are other smaller pockets of 19<sup>th</sup> century development which have a strong sense of uniformity including 45 to 55 Church Street, which is a curved terrace of two storey buildings with repetitive gables and gothic brick arches infilled with hung tiles. Other 19<sup>th</sup> century buildings such as 18 to 26 Hale Street form a cohesive group because the buildings have similar mass, form, materials and are surrounded



by modern development. 45 to 55 Church Street During the 19<sup>th</sup> century a number of civic, ecclesiastical and industrial buildings were constructed which were deliberately designed as statement buildings reflecting the Victorian aspirations and prosperity of the town. The Town Hall, located in Market Square, is a good example of this civic pride and was designed by John Johnson and built between 1879 and 1880 following a public competition. The building, which is exuberant in its design and confident in its mixture of Italian Renaissance, Baroque and French influences, is unique within the town, and therefore demands attention as a landmark building in the Conservation Area.





### The Town Hall 1880

Unfortunately, little remains of the industrial architecture that brought prosperity to the 19<sup>th</sup> century town. Perhaps the most evocative and important building from this time is the former Staines West Station due to the influence of the railway on Staines which shaped the development of the town.

Adapted from an early 19<sup>th</sup> century building, the station was opened in 1885 and is constructed of buff-coloured bricks. It is L-shaped in plan and is two to three storeys in height with a central box porch and shallow-pitched, hipped roofs laid in slate. Today it is that this former Station sits

adjacent to a small green, marooned in a pinch point of land between a road and a waterway, the two other forms of transport that have strongly influenced the history of the town.



**Former Staines West Station symbolic**

The most visually dominant reminder of 19<sup>th</sup> century industry is the six storey Brewery Tower on Church Street. This building, constructed of bricks with a hipped slate roof, is a local landmark and vies with the tower of St. Mary's Church as the visual focus to so many views within the historic core of Staines. The building originally formed part of a brewery founded by Thomas Ashby which eventually ceased production in the 1970s and has subsequently been converted to offices and residential use.



**The Brewery Tower, Church Street**

St Mary's Church provided the religious focus to the rapidly developing town. Designed by John Burges Watson in the Victorian Gothic style, the main body of the church is constructed from buff-coloured bricks, and

dates from 1828. The red brick western tower is earlier and is believed to date from the late 18<sup>th</sup> century. It has been attributed to Inigo Jones, although there is no definitive



evidence

proving this. The Church

is located on elevated ground at the western extremity of the town. The construction of the Church during the 19<sup>th</sup> century was a physical expression of the

perceived spiritual health of the town at a time of significant development and would have

complimented the equally confident expressions of civic pride and industry represented by the Town Hall and the now demolished Linoleum Factory.

### **St Mary's Church**



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Close to the Church towards the western end of the town, the historic buildings are more domestic in appearance than those bordering the commercial areas of town such as the eastern end of Church Street, Clarence Street and High Street. Despite the area having an eclectic mix of buildings of varying dates and uses, an overall sense of homogeneity is achieved here. This is primarily realised through a general unity in terms of the buildings' small-scale, massing, materials, position in plot, orientation to the street and repeated architectural forms and motifs. The historic streets here are typically narrow in comparison to later roads and are generally lined on both sides by a mixture of some detached, but primarily terraced or short rows of buildings. The position of these buildings at the front of their plots results in strong building lines which help reinforce a sense of continuity and enclosure. The overall dominance of classical architecture means that most buildings present relatively symmetrical principal elevations to the street, with similar numbers of bays articulated with regular window and door patterns and repeated architectural details.

In more recent times, the character of Staines has changed following the decline in manufacturing and the growth in tertiary industries. Staines lies within the London commuter belt with a resulting pressure for space. This has brought about the redevelopment of significant areas of the historic core of Staines including the Island Close development between the Church and the River Thames, the western side of Bridge Street, the southern side of Clarence Street and the Two Rivers Shopping centre to the east and north of Hale Street. In many cases the siting of new development adjacent to historic buildings is uncomfortable, with significant differences in scale, height and massing and materials.

However, the juxtaposition of new and old does work successfully in Staines where care has been taken to reflect elements of the historic built environment. An interesting example of such a relationship is the modern 'Service Now UK&I building' on Bridge Street which, although large in scale and dominant in the streetscape, has a strong emphasis on the horizontal line and a white elevation which picks up the same characteristics of its neighbour, 46 Church Street, a former **46 Church Street and ServiceNow UK&I, Bridge** early 19<sup>th</sup> century public house. **Street**



Similarly, the Island Close which stretches along the river frontage and a section of Church Street does respect the scale of its historic neighbours. The development is broken down into modest units built on similar building lines, with narrow, regular elevations that set up an architectural rhythm to the streetscape similar to the historic buildings along Church Street.



Pressures of development can often bring with it smaller scale changes, such as the loss of original architectural features like windows and doors or the insertion of incongruous shopfronts. Such changes will have negative impacts on the character, interest and appearance of an individual building, but cumulatively they can adversely impact the visual quality of the entire streetscape. Pockets of historic building have become subsumed within more dominant modern development of the town. Continued pressure will potentially result in the loss of buildings which, although not of nationally listable quality, do nevertheless make positive contributions to Staines' visual quality and sense of place

## 2.5 Trees and Open Spaces

There are five significant open areas within the Conservation Area; the churchyard at St Mary's; the Thameside Walk along Island Close, the area at the junction of the rivers Colne and Wraysbury to the east of the lower part of Church Street; Market Square and the Memorial Gardens.

The churchyard to St Mary's is extensive and verdant with a relaxed informal character. It contains a substantial number of mature and specimen trees which can be appreciated in the skyline for some distance and which contribute to the verdant character of the area when viewed from Staines Bridge and Bridge Street. The green backdrop of the Lammas recreation ground with its trees enhances and reinforces the sense of green space and of being at the edge of the town and transitioning to the countryside.

The verdant, treed walk along the Thames, along Island Close is a small, informal, linear open space which is significant to this part of the Conservation Area. It allows the opening up of views along the river in both directions and creates a sense of space in an otherwise built up, urban environment.

The area where the two rivers meet has been open space since the first edition Ordnance Survey map in 1869 which shows no development between the two rivers at their conjunction and a clear break in development along the eastern side of Church Street. There is no public access into this space but its open qualities and the views of the river it affords contribute to the sense of place and provide an attractive and informal oasis in such close proximity to the busy traffic-dominated-environment immediately to the north. Views across this space from Mustard Mill Road allow one of the best and most attractive opportunities to appreciate the rivers within the Conservation Area, although lack of management and maintenance currently project a neglected and run-down appearance. The trees here grown along the line of the rivers making them more legible.

In contrast, the open space in Market Square is an urban, open space with extensive hard landscaping surrounded on three sides by predominantly three storey buildings creating a sense of enclosure. The large gaps between some of the buildings means this enclosure is very loose, but development of a similar scale beyond those gaps reinforces the sense of enclosure. This key civic space creates an intended public arena and place to gather in front of the Town Hall. It also provides a transition to the Memorial Gardens by virtue of the fact that the spaces to either side of the south of the Town Hall are not enclosed by buildings beyond them but instead provide glimpses out to open space beyond.





The Memorial Gardens was the original home of the War Memorial. This is an attractive, open, riverside park which allows for an appreciation of the river and a different perspective of the town that is not obtainable from the urban core. Formally planting provides structural shape to the park whilst informal tree areas along the bank of the Thames adds greenery to this urban area.

Throughout the Conservation Area tree lines grown along the numerous rivers and tributaries and are important to making the presence of the water courses visible in the streetscape.

## 2.6 Views and Vistas

The Historic core of Staines is remarkable for its extensive visual permeability. Glimpsed views of key historic buildings, in particular the brewery tower, St Mary's Church Tower, and the Town Hall are obtained throughout the Conservation Area both within and between character areas. This visual permeability creates a strong sense of place and legibility with repeated views and glimpses of the easily-recognisable, key landmark buildings.

Where they exist, views along river channels are attractive and often dissect character areas. However, many views along rivers channels are glimpsed, foreshortened, or partial due to extensive overgrowth and lack of management of vegetation. This gives a neglected air to these waterways which, as the arteries of the town and fundamental to its historic significance and development, could be enhanced through a programme of management for visual and biodiversity gains. Such a programme would also offer the opportunity to further enhance visual permeability.

The expansive view over the west of Staines obtained from the southern end of Bridge Street and the western end of Clarence Street is significant. This vista affords full appreciation of the very clear and distinct change in character between the high density built form and urban grain of the town centre and more verdant, looser grain and lower built density to the west. This vista and clear change in character is also clearly appreciable on the important historic route into the town over the bridge from the south on what is now the A308.

Views into and out of the Conservation Area are less significant than the degree of intervisibility when within the area. The topography is relatively flat and does not afford long distance or significant views into the area. The verdant tree and hedge lined approach from the west along Wraysbury Road is important to appreciating the village like character of Character area 1 and in providing a semi-rural and verdant backdrop to the setting of St Mary's.

## 3.0 CHARACTER AREAS

Most Conservation Areas do not have a uniform character and appearance across the area. In many cases different 'character areas' or 'sub areas' can be discerned which have their own unique appearance and characteristics. Their varied character tells a story about the history of the Conservation Area and contributes to the special character and appearance of the whole. Three distinct Character Areas have been identified for the Staines Conservation Area. These can be seen at Appendix 2, the Map of the Conservation Area



### 3.1 Character Area 1 – St Mary’s Church

#### Overview

St Mary’s Church Character Area has the appearance and secluded, quiet atmosphere of a small village centred upon its Church: a building which dominates the character area. It has small-scale houses, mostly of two storeys which line narrow streets, some of which have small front gardens and plot boundaries which are important to the character and appearance of the area, creating a domestic appearance. The strong building line here create a sense of enclosure. The Church has a relatively large churchyard with longer views down to the Thames and to the treed island in the river. There are also longer views into Lammas Park which, though lying beyond the Conservation Area boundary, are important to its sense of openness and space. The Church and its churchyard are similar to a traditional village green in that they provide a foil to the otherwise tight grain of development in this area and provide a degree of open space.

There are many small, domestic, historic houses in this part of the Conservation Area most of which are terraced and of red or buff brick or render with slate or tiled roofs. The character of the area here is residential and small-scale.

#### Local Features

- Strong sense of enclosure along roads;
- Small front and rear gardens with plot boundaries reinforce the tight urban grain;
- The raised Church above local roads is dominant in the streetscape;
- The large, open churchyard provides a village-green appearance;
- Topography of the area slopes down to the Thames;
- Verdant Thameside Walk adds interest;
- Views open up at the Thames in both directions;
- Presence of Church Island;
- Use of red or buff brick and render;
- Largely narrow plots, strong building line and small-scale buildings; • Quiet, secluded atmosphere;
- Many specimen trees.

#### Streets

##### Church Street: West of Junction with Wraysbury Road

- Church Street is narrow where it runs to the west and south of the churchyard and is bordered by a defining, retaining wall;
- There are attractive trees within and outside the Conservation Area which are visible from Church Road and contribute to its green appearance;
- Views are important where the road slopes down to the Thames across to the island;
- The very small park on the north side of the road contributes to the quiet atmosphere of the area;



- As the road heads north towards the junction with Vicarage Road it curves and includes important views to the Tower of St Mary's;
- Past the junction with Vicarage Road the street curves to the east with tight knit development, much of which is historic;
- Once past the curve and still heading east towards the junction with Wraysbury Road and Bridge Street, the view of the 6-storey Brewery Tower becomes an important landmark at the end of the road;
- This is a quiet street whose appearance is partially marred by parking;
- There are key trees in the streetscene which soften the hard lines of development and provide a backdrop on the north side of the road behind Cambria Court;
- The north side of street is more cohesive than south side which has views through to modern development in Staines Business Park – this slightly spoils the building line of the street;
- The north side of Church Street has an attractive, tightly-knit grain and a strong building line. There are several, small historic piercings in the building line to historic yard areas behind (some of which are now developed (i.e Cambria Court));
- The view up and down the road unfolds gradually due to the curve in the line of the road.

#### Vicarage Road

- This is a short, straight road dominated by the raised, open Churchyard on west side and the proximity of St Mary's to the residential houses on the east side;
- Larger, detached residential homes on east side create a tight grain in this area with small front gardens and plot boundaries;
- The Church boundary wall, red brick with stone capping, is a key feature;
- There is a strong building line here.

#### Wraysbury Road (B376)

- The churchyard wall runs along south side of this road and forms the boundary of the Conservation Area;
- The wall is red brick and cement rendered with attractive iron railings and gates which form the northern entry into the churchyard;
- Traffic noise is harmful here.

#### Church Island

- The Island is accessed by an attractive bridge over the river;
- The western half is heavily treed;
- The eastern half is populated by buildings partly obscured by trees;
- There is a prominent Edwardian building on the south-east end of the Island;
- The Island has an attractive and distinctive riverside frontage with small boats

#### Island Close



- This is a modern, 1980s terrace of two storey houses of small scale, mass and height facing the Thames;
- It is verdant and quiet; a treed walk along the Thames which forms a narrow, linear open space important to the Conservation Area;
- It has narrow plots with small, green front and rear gardens which are important to the character of the area;
- Simple, tiled roofs without intrusive dormers keeps the development low-lying;
- The rear of the road is strongly enclosed by the high, brick wall boundary to Staines Business Park.

### Staines Business Park

- Although the Business Park covers a large space within this character area it is contained behind the high wall of Island Close and is largely hidden behind the buildings that line the southern side of Church Street;
- It has far less impact on the Conservation Area than its size would suggest;
- Glimpses of its modern buildings can be seen but they do not dominate the Conservation Area.

## 3.2 Character Area 2 – The Two Rivers

### Overview

The Two Rivers Character Area stretches from the former Staines West Station and Hale Street in the north of the Conservation Area, southwards to the rear of the buildings that face onto Clarence Street. It includes the small island of Victorian development at the junction of Hale Street and Wraysbury Road, Bridge Street and the south-eastern end of Church Street. Its main focus is the River Colne which flows into the area from the north-east as two branches, that to the west is called the River Wraysbury. The two branches coalesce just to the north of Church Street and then flow as a single channel the short distance to the River Thames. The character area is also dominated by roads, which cut through it from north to south and form a triangle at its centre. Wraysbury Road (B376) approaches from the north-west but sweeps around in a gentle curve through the character area eventually exiting Staines across the bridge in a south-westerly direction. Wraysbury Road effectively dissects the Conservation Area in two. The area to the west of the buildings fronting Wraysbury Road has a quieter, more domestic feel and the area to the east of the road is busier and has a more commercial and civic character.

Within the overall commercial feel of the Two Rivers Character Area, there are minor variations which primarily result from the flow of traffic. The south-eastern end of Church Street, although lined with commercial buildings and close to the junction with Clarence Street, nevertheless feels quiet because there is no heavy traffic flow along it. In contrast the endless succession of vehicles along Wraysbury Road and Bridge Street provide a constant background noise. Also important in the general character of the area is the scale of modern buildings and their relationship to the street and their surroundings. Modern buildings along the western side of Bridge Street are substantial in mass in comparison to their historic



neighbours. This breaks up the more regular rhythms established by the relatively narrow principal elevations of the historic buildings that line Church Street and High Street.

### Local Features

- Good visibility of the River Colne and its branches due to trees and vegetation growing alongside the water courses;
- Many local variations in atmosphere and noise caused by levels of traffic along different roads;
- Area dominated by roads;
- Historic buildings tend to be overwhelmed and dominated by modern development;
- Open spaces are particularly important for the visibility and permeability of the area;
- Pockets of vegetation and lines of trees contribute greatly to softening the modern development of this character area;

### Wraysbury Road

- The most northerly part of the Two Rivers Character area focuses around a small area along the eastern side of Wraysbury Road and includes the former Staines West Railway Station and a short section of the Wraysbury River which forms the western branch of the River Colne;
- The dominant feature within this area is Wraysbury Road which runs in a north-west to south-east direction. It is a busy road with three lanes of traffic approaching the junction with Hale Street;
- Wraysbury Road acts as a visual and physical barrier which dislocates the former train station and row of Victorian buildings along Hale Street from historic buildings elsewhere within the Conservation Area;



### **The former Staines West Station with tree line to the east**

- The former Staines West Railway Station is visually prominent, particularly in views looking north-westward along the street from the junction of Wraysbury Road and Hale Street;
- The former railway station, a substantial 2-3 storey building in buff-coloured brick, is set at an angle to the carriageway behind a small, grassed public open space with a large metal sculpture at its centre. The building is viewed with trees and vegetation to the east, which line the banks of the Wraysbury River;



- The western side of Wraysbury Road is dominated by the brick boundary walls to the rear of buildings along Church Street, the small mid-19<sup>th</sup> century brick malthouse with its unusual central pavilion roof and the adjacent run of steeply pitched gables and dormers of the red bricked 4 to 8 Wraysbury Road.
- Views looking south-westwards across and between the wall and buildings on the western side of Wraysbury Road are dominated by the Brewery Tower and the stark white elevations of 46 Church Street and 45 to 55 Church Street.

### Hale Street

- Historic development is confined to a small area on the south-eastern side of Hale Street marooned between the eastern and western branches of the River Colne;
- All the buildings in this area are late Victorian and similar in scale, height, massing and articulation;



**Number 24 and 26 Hale Street.**

- The buildings are set back from the road behind a small grass verge planted with trees. The verge and trees act as a partial buffer to the constant noise and traffic associated with the Two Rivers Shopping Centre;
- Buildings here are two storeys in height. Roofs are gabled or hipped, in tile or slate, with ridgelines running in parallel to the carriageway;
- Windows are wooden sashes and fenestration patterns are regular;
- There is a homogeneity to the buildings created by their similar, scale, mass, material and position in relation to the street.
- They are enclosed to the north, north- east and south-east by large areas of parking and generic modern buildings including Travel Lodge and Two Rivers Shopping Centre;
- Nos 24 to 26 Hale Street is the most visually prominent building within the group, due to its height and because it is positioned at the end of the road, closest to the bridge over the eastern branch of the River Colne;



**Numbers 24-26 Hale Street with the backdrop of the Two Rivers Shopping Centre affecting its setting**

- Views south-westwards along Hale Road back towards the historic core of the town are dominated by the Brewery Tower;



**Views looking south-westwards from Hale Street towards Brewery Tower**

- The eastern branch of the River Colne has a strong visual presence in this part of the Conservation Area because of its open surroundings;



### River Colne with number 24 Hale Street

- The views from the footpath along the eastern branch of the River Colne affords views across the currently undeveloped area of open space behind Hale Street and across to the south-western end of Church Street. Trees and vegetation in this area provide a welcome visual contrast to the hard edges of buildings in Church Street and the hard spaces created by the Two Rivers carpark.



### View from River Colne across to the Brewery Tower

#### Church Street: East of Junction with Wraysbury Road

- To the east of the Wraysbury Road and Bridge Street junction, Church Street forms a short, straight section of road running south-eastwards to meet Clarence Street;
- Flow of traffic along the road is light and, although close to the commercial heart of the town and lined at its south-eastern end with shops, Church Street feels like a side street;
- Nos 45-55 Church Street are a row of Neo-Gothic buildings with a roofline punctuated by regular gables articulated with hanging tiles;
- The section from Wraysbury Road to the River Colne is dominated on the south-western side by two, four storey modern blocks, Charta House and Church House. Both blocks maintain a strong building line but are tall in relation to their historic neighbours and overbearing within the streetscape;
- With the exception of 45 to 55 Church Street the north-eastern side of Church Street, from Wraysbury Road to the River Colne is undeveloped and, at the time of writing, hoarding fronts the plot. This partially restricts views into the site, but clearly visible above it and from vantage points close to the footbridge,



are the trees that line the water View looking north-westwards along channel. These trees help to mask views





## Church Street including Church House and Charta House developments

of the Two Rivers shopping centre development to the north-east;

- Here, as elsewhere within the character area, trees grow adjacent to the channels of the River Colne and increase the visual legibility of its course through the town;
- The view south-eastwards along Church Street from the road bridge over the River Colne encompasses the 17<sup>th</sup> and 19<sup>th</sup> century buildings that line both side of the carriageway and beyond these to the rear elevations of the early 19<sup>th</sup> century buildings fronting onto Clarence Street. The view takes in an assortment of roofscapes of modest but varying heights and orientations, indicative of a tight- grained, urban environment;
- The flowing water of the river and the large trees growing from the bank provide an attractive foreground to views looking south-west from the road bridge towards the rear elevation of 25 and 27 Clarence Street;
- To the south-east of the bridge, historic buildings line both sides of the carriageway creating strong building lines and channelling views;
- Buildings are primarily 19<sup>th</sup> century in date with the exception of 21 to 27 Church **View along the River Colne to the rear Street** which is a row of four much-altered **and 25 and 27 Clarence Street** buildings with 17<sup>th</sup> century origins;



Buildings range in height between two and three storeys and sit beneath hipped and gabled roofs

- Although the historic buildings that populate the street are of both national and local value, some are poorly maintained or vacant, others have suffered unsympathetic alterations;
- Poor signage and visually-dominant shop-fascias along with the artwork on the London Stone public house vie for attention and result in an overall incoherent



**View along Church Street towards Market Place**



streetscape. This is further compounded by the poor quality of street surfaces and furniture and the negative visual impact of on-street parking.

### Bridge Street

- Bridge Street runs in a north to south direction from the junction with Church Street to Staines Bridge. It rises gradually as it approaches the bridge.
- Both sides of Bridge Street are dominated by modern development. The buildings on the eastern side maintain a tight building line established by 41 Clarence Street, the Literary and Scientific Institute, which faces onto Clarence Street, but which extends around onto Bridge Street forming an attractive visual focus to the entrance to both streets when



41 Clarence Street

approaching Staines from across the bridge.

- The modern buildings on the eastern side of Bridge Street, provide definition to the street and create enclosure. This is in contrast to the western side of the street, where the Bridge Street carpark, built partly below the level of the road, allows wide views towards modern buildings on both sides of the River Thames.
- A line of trees planted along Bridge Close provides enclosure and soften the visual impact of the car park when looking from the north-east.
- Located on the western side of Bridge Street is the Service Now UK&I building. It is a substantial, detached building that,, in terms of its scale and mass, dominates its historic neighbours. This building is a deliberate architectural statement that embraces its modernism. In its design it acknowledges the strong horizontal emphasis of its neighbour 46 Church Street and, although significantly taller than the historic buildings along Church Street, it does not dwarf the Brewery Tower or spire of St.Mary's Church.
- Views looking north along Bridge towards the junction with Church Street and Wraysbury Road are dominated by the Brewery Tower, but channelled by the white elevations of 46 Church Street and 45 to 55 Church Street.



**Junction with Church Street showing Brewery Tower and  
45 to 55 Church Street**

### **3.3 Character Area 3 – Market Square and Memorial Garden**

#### **Overview**

This is the civic core of the town and saw a rapid and extensive period of redevelopment in the early to mid C19. This included the creation of Clarence Street, construction of the high-status buildings along its northern side, the construction of Staines bridge and the Town Hall. The redevelopment of this part of the town in such a relatively short timeframe has created a strong and cohesive character with a synergy between the buildings in terms of their age, scale, materials and architectural style.

The high social status and build quality of the historic buildings along Clarence Street is echoed in the civic pride exhibited by the Town Hall, creating an area of high architectural quality and historic interest.

This character and quality is undermined by the presence of the busy and noisy A308 which runs through the Character Area on an east-west axis and which separates the Market Square to some extent from the rest of the townscape. The junction between the A308 and Church Street is particularly harmful to the Character Area due to the volume of traffic and the plethora of visual and physical barriers separating pedestrians and traffic. No 1 Clarence Street rises serenely above this chaotic activity, however, and directs the eye towards the civic core at Market Square to its left and the quieter, narrower Church Street to its right.





### View towards the Town Hall

### Number 1 Church Street Local Features

- The civic core of the town from the early C19 onwards with an important historic function;
- High social status and civic importance of Market Square and Clarence Street reflected in the polite architectural language, the high built quality and degree of architectural embellishment of the historic buildings. This contrasts with the more vernacular character of buildings in the other character areas;
- Market Square is the only urban, purpose-built public space within the Conservation Area;



### Regular, late Georgian Buildings along the north side of Clarence Street

- The terrace along the northern side of Clarence St has a grander character due to a strong built rhythm, shared void to solid ratio and shared eaves and fascia levels. This is further reinforced through the repetition of shared architectural features, notably sash windows under square heads and a change in the material at ground floor;
- Materials in this character area include buff brick which dominates, render and (with the exception of The Blue Anchor, which was a high-status town house when built in the early C18) red brick used at the lower end of the spectrum and in C20 buildings;





### The Blue Anchor

- Loose and open urban grain to the Market Square in marked contrast to the high density continuous built frontages along Clarence Street and into Church Street and the High Street;
- The urban grain of this area is characterised by blocks of development with continuous building lines tightly abutting the street. There are large gaps between blocks created by the river to the north and south of Clarence Street and by the open space of Market Square creating a somewhat cellular character;



### View looking south down Clarence Road towards the Thames

- The Thames is not readily legible from the town centre but is fully appreciable, once within the Memorial Gardens;
- The historic buildings within the town turn their back on the river and face into Market Square or directly onto the High Street / Clarence St / Thames St;

- Some vestiges of the pre C1820's layout of the town survive; nos. 5-15 High Street, which run along the north-eastern edge of Market Square and denote the former line of the High Street which terminated in a wharf at the riverside;
- The high levels of traffic and associated noise detracts from the quality of this environment;
- High volumes of traffic and the wide road along the A308 (Thames Street and Clarence Street) separates Market Square and the rest of the historic town to the north.

## Streets

### Clarence Street;

- The terraces along the northern side of Clarence Street are of high status. This is the most imposing run of terraces within the Conservation Area. The shared scale, built form, strong rhythm and architectural details of these terraces which run in two groups, one either side of the river, collectively give the northern side of Clarence Street a very strong character and high-quality appearance.



### **Buildings on the south side of Clarence Street**

The early C20 infill in the centre of the two historic terraces (No's 19-23) detracts from the architectural cohesion in the street but these are, nevertheless, subservient to the existing historic buildings and maintain the strong building line onto Clarence Street.



### Nos 19-23 Clarence Street

- The southern side of the road is less cohesive with large gaps between blocks and with the majority of development being late C20. Thames Court at the corner of Bridge Street and Clarence Street is set back from the road and presents its service or 'back of house' frontage to Clarence Street, at odds with the polite frontages close to the road opposite. This elevation of Thames House is poorly executed in comparison to the river frontage and detracts from Clarence Street;
- There is a substantial gap between Thames Edge Court and the next modern building to the east, in part because of the river, which is poorly legible within the street scene here.



### The River Colne on the south side of Clarence Street which can be seen by the row of trees

- Views along Clarence Street from west to east are terminated by the former Debenhams building. This building shares many of the features characteristic of the



historic buildings in this Character Area in terms of scale, string rhythm, architectural language and detail and reinforces those characteristics. For these reasons, and due to the fact that it forms a landmark termination to those views, it contributes positively to the street scene and the character and appearance of the Conservation Area.



**View from Bridge Street looking down Clarence Road**

- Cygnet House forms an island at the mouth of Market Square but due to its similar age, scale, and architectural language, has a strong affinity with the terraces along the northern side of Clarence Street;



**Cygnet House in the Market Square**



- The river and Memorial Gardens are not readily appreciable from Clarence Street and are largely concealed from view by buildings.

#### Market Square;

- In the midst of the Market Square is the Town Hall which is visually prominent in views on the approach from the east but concealed by buildings on the approach from the west. For this reason the Town Hall and Market Square have a strong inter-visual relationship with the High Street and junction of Church Street which forms a key juncture at the heart of the town.
- Views beyond the Town Hall to the south are terminated by development on the southern bank of the river which in itself is screened by vegetation on the north bank.



#### **The 1880s Town Hall now converted to flats**

- As in Clarence Street, the river itself is again not clearly appreciable from within Market Square, although the entrance to the Memorial Gardens successfully creates legibility and permeability, directing the eye, and pedestrians, into the gardens and towards the river. Memorial Gardens is very important to the setting of the Town Hall and Fire Engine Shed;
- The listed fire engine shed attached to the Town Hall would have used water from the river Thames and its location is key to its significance. The building is visually prominent and adjoins the primary civic building in the town, the grand Town Hall;

- The War Memorial was moved to its present location from the Memorial Gardens in 2002 and is almost tucked away behind Cygnet House but its status and presence is fully appreciable once within the Square.



### War Memorial

- The Memorial Gardens have been deliberately laid out so that it is the focus of, and terminates views into, Market Square on the approach into the town from the Gardens.



### View from Memorial Park to the Market Square

- The lack of through traffic in Market Square provides a marked contrast to the busy, noisy A308 which dominates Clarence Street.

### Memorial Gardens;



- The river is most appreciable from within the Memorial Gardens where attractive views across it to The Hythe. Development on the southern bank impacts directly on the character of the Conservation Area due to its visibility from the northern bank;
- The Memorial Gardens is an attractive open space and one of the few spaces within the Conservation Area where the river is clearly evident. The width, power and importance of the river are celebrated, within the Gardens. The Gardens have significance for that reason alone but also for its social and evidential value as it was created as a memorial to the men of the town who gave their lives in the first World War;



**Canopy and steps leading to the boat deck**



### Wildlife on the Thames

- The car park to the east of the Memorial Gardens is an integral part of the landscaping and open space that allows wide, uninterrupted views of the river to be obtained and appreciated;
- The Memorial Gardens makes a fitting setting for the public art which it contains;
- The former Debenhams building is clearly visible from Thames Street and from the carpark on Thames Street, adjacent to Memorial Gardens. The view from Thames Street shows the long and undulating side elevation of the Debenhams building which is not visible from Clarence Street. It shows another aspect of the high architectural quality of this large building that influences so much of the Conservation Area;



### The Thames Street elevation of the Debenhams building

Bridge Street (southern part);

- The southern part of Bridge Street from 41 Clarence Street up to and including the bridge are located in this character area;

The bridge is of comparable age to the buildings along the northern side of Clarence Street and is part of the extensive redevelopment of this part of the town in the early to mid C19. It has a simple robust form, is constructed in a light-coloured granite ashlar. It has a simple detail to its segmental arches;



**Staines Bridge**

- The bridge itself is most readily appreciable as a structure from the riverside and is prominent in views from both upstream and downstream. Glimpsed views of the river are obtained on the approach to the bridge at the western end of Clarence Street and the impressive scale and width of the river is almost a surprise in these views due to the lack of appreciation of it along the A308.



### **View across the bridge**

- The increasing elevation to Bridge Street on approaching the bridge allows for a sudden 180° panorama to the west at the junction between Bridge Street and Clarence Street.

#### **4.0 Alterations to Boundary 4.1 Inclusions**

- The four storey, former Debenhams building was built in 1956 by George Coles, the renowned Art Deco architect. This landmark building is an important building of high visual quality which terminates the long views along Clarence St and from Thames Street. It is of good architectural quality and it reinforces the historic built character of character area 3.
- The Memorial Gardens; the Gardens and adjacent car park have been included in its entirety because of the importance that this high quality open space has within the character area and also as one of the few public, open spaces from where a full appreciation of the river Thames and its relationship to Staines town can be obtained.
- A section of riverside bank and the river to the west of Church Island; this area is important in allowing an appreciation of the context and character of both character area 1 and Church Island, their relationship with each other, and with the river.
- Minor changes have occurred to the boundary of the Conservation Area to follow the line of the footpath and include its green riverbank along the eastern side of the River Colne.

#### **4.2 Exclusions**

- Minor changes to the boundary of the Conservation Area have occurred around its northern periphery to ensure that the boundary line is legible on the ground and does not dissect buildings or plots. The modern Travelodge, built after the Conservation Area was designated, has been excluded.

#### **5.0 Summary of Issues**

- Unsympathetic new development; given the predominantly low level of buildings in the town, Staines Conservation Area is particularly negatively affected by higher-rise development dwarfing existing buildings and streetscapes;
- Lack of maintenance to properties;
- Unauthorised and poorly-designed outdoor advertisements;
- Poorly coordinated public realm including visual clutter from the overprovision and mix of types of parking and street signage, street furniture, bollards and, poor floorscapes;



- Prominence of traffic and traffic noise, particularly Character Areas 2 and 3; • Prominence of parking in the narrow streets in Character Area 1, St Mary's Church;
- Lack of integration of the rivers in the town with the streetscape.

## 6.0 MANAGEMENT PLAN General

- Through the development management process retain existing road frontages, building lines, plot boundaries and front gardens which are typical of each character area;
- The open spaces and trees that have been identified as being important to the special character and appearance of the Conservation Area should be preserved;
- Staines Conservation Area has relatively low buildings, the majority of which are two, three or four storeys in height. Any new development should respect the heights of existing buildings in order to protect the Conservation Area;
- The design and materials of any new build should generally accord with those traditionally used, unless it can be clearly demonstrated that an exception should be considered;
- The siting of new development should be carefully considered to ensure that it preserves or enhances the existing grain of the Conservation Area;
- No new development should obstruct views of importance into, out of and within the Conservation Area;
- Maintain the riverside verges, walks and paths that characterise the Staines Conservation Area, where possible improving them through the Development Management process and conditions imposed on new development.
- Protect the setting of the Conservation Area through the development management process; the significance of the setting of the Conservation Area varies from different vantage points.

### Character Area 1 -St Mary's Church

- Any new buildings or extensions should reflect the small-scale, low height, simple forms of the existing historic buildings in this part of the Conservation Area;
- Use materials which reflect the predominant palette of materials in this area – red brick, buff brick, render, slate or tile;
- Where they exist retain soft front gardens and resist hard-surfaces in gardens;
- Resist additional on-street parking through the development management process;
- Retain the strong building line and plot boundaries;
- Development which blocks or impedes views of the Church will be resisted;
- Resist the use of box dormers through the development management process since these would alter the small-scale appearance of the buildings in this area.

## Character Area 2- Two Rivers

The environmental quality of this Character Area has suffered with a wide variety of inappropriately sized and scaled signage, the use of materials of poor visual quality and poor maintenance. To prevent further degradation the following should be adhered to:

- Prevent inappropriate advertising and signage through the development management process;
- Properties should only have one main fascia sign; multiple fascias will not be permitted even if there are additional businesses within the building;
- Existing fascias of architectural and/or historic interest should be incorporated into design proposals and not be covered by a new fascia sign;
- Fascias on historic buildings should be timber with hand painted signage;
- Fascias which extend across multiple buildings, even when incorporating a number of commercial units, should respect the depth and proportions of the historic fascia;
- Where large modern fascias may be covering earlier timber fascias of appropriate proportions. Proposals for the changing of signage should investigate the potential to restore traditional shopfronts, and where they survive, their restoration should be encouraged;
- Hanging signs should respect the character of the individual building and adjoining properties. Businesses should adapt their corporate style to preserve and enhance the integrity of the shopfront and the wider streetscape;
- The design of the sign should complement the colour scheme and design of the fascia, so that it appears as part of the existing shopfront;
- Projecting and hanging signs should not be located above fascia level;
- Projecting and hanging signs on historic buildings should be timber with hand painted signs;
- Improve the riverside properties, verges, walks and paths that characterise this part of Conservation Area, where possible improving them through the development management process and conditions imposed on new development;
- Enforce against unauthorised works to listed buildings.

## Character Area 3-Market Square and Memorial Gardens

- Development which negatively affects the loose grain and visually permeable character of this part of the Conservation Area will be resisted through the development management process;
- Views to and from the Thames will be protected through the development management process;
- Views across the Thames towards the Egham and Hythe Conservation Area (Runnymede Borough Council) will be protected through the development management process;
- Any new shopfronts within numbers 1-23 Clarence Street shall retain and reuse any architectural features of historic interest and shall be a traditionally detailed





shopfront in all respects. Stallrisers, columns, consoles, fascias and materials shall be of a form, detail, scale and appearance appropriate and proportionate the host building and taking precedence from remaining historic examples within this group. Any proposals which would result in the loss of any traditional or historic shopfronts or remaining elements of shopfronts should not be permitted.

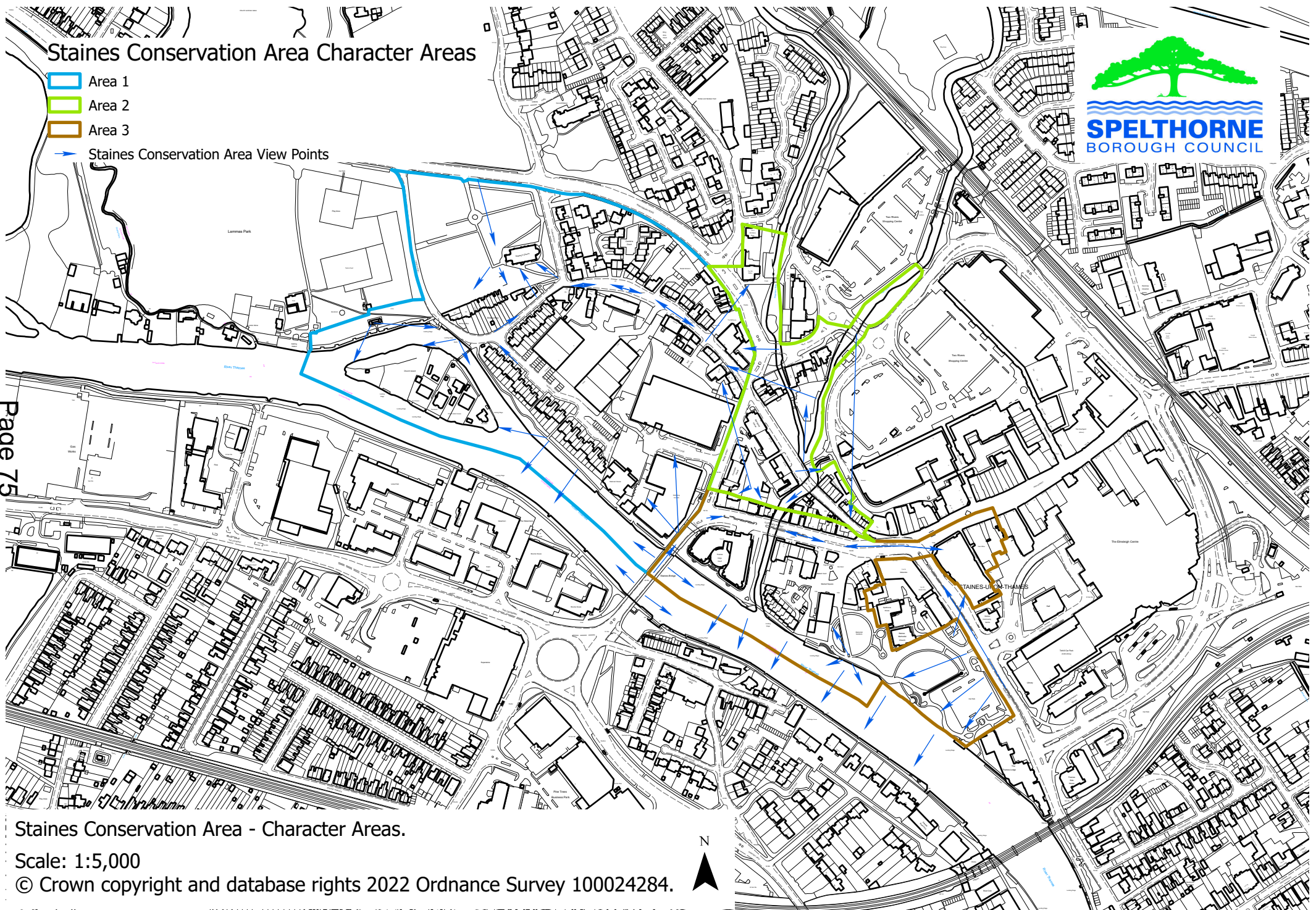
## **Appendices 1- Map of Conservation Area with Character Areas 2- Asset Pages**



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# Staines Conservation Area Character Areas

- Area 1
- Area 2
- Area 3
- Staines Conservation Area View Points



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Staines Conservation Area - Character Areas.

Scale: 1:5,000

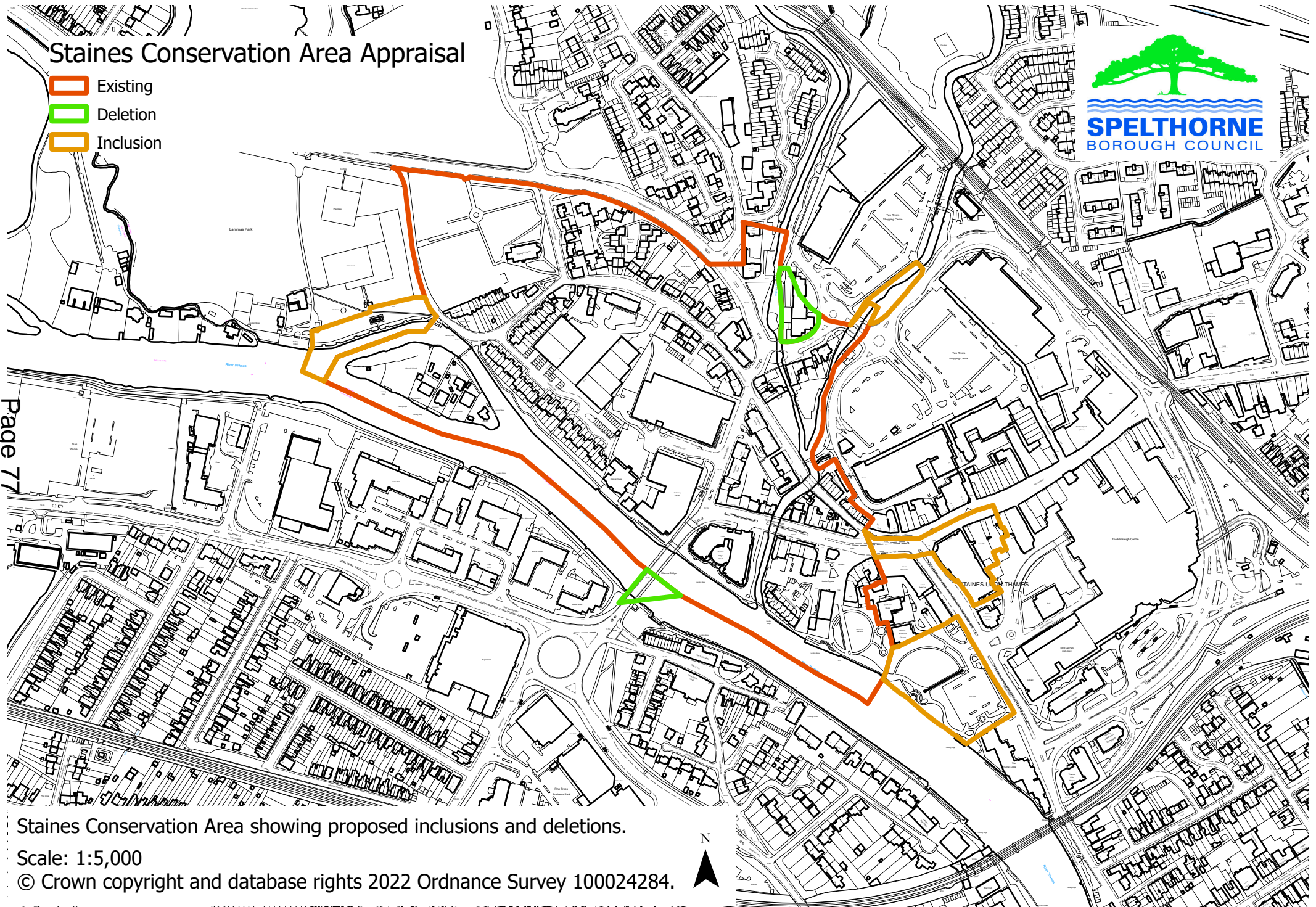
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# Staines Conservation Area Appraisal

- Existing
- Deletion
- Inclusion




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Staines Conservation Area showing proposed inclusions and deletions.

Scale: 1:5,000



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Structure	Status	Assessment of Significance
Church of St. Mary's, Church Street 1187031	 Grade II * 11-08-1952	<p>Nain buff coloured brick church dates from 1828 and was designed by the architect John Burges Watson. The church tower is built in red brick laid in English bond with stone plinth, corner buttresses, strings and modern coping and parapets is late 18<sup>th</sup> century and is ascribed to Inigo Jones. Lancet windows to lower stages of tower with larger 2-light Y-pattern window to upper stage. Clock to south elevation.</p> <p>Main body of church has 5 bay aisled nave with plinth cornice, string, crenelated parapet, dividing buttresses and tall lancet windows with paired lights, Y-pattern heads and cusping. Gabled south porch with half glazed door. Oculus in east gable. Lower one bay aisled chancel with projecting shorter bay and later apse. Grade II* for tower principally.</p>
George Hawkins Tomb, Graveyard of St. Mary's Church, Church Street 1298928	 Grade II 02-02-1982	<p>The more notable of the chest tombs. G Hawkins died 1761. Panelled stone sides, long sides subdivided by carved fruit interlace pilasters, end sides have round shield reliefs. The memorial tablets are capped by skull with scythes and torch.</p>
2 to 8 Church Street LL/023	 Local Note 19-02-2004	<p>Early 19th Century terrace brick and painted render facades, slate pitched roofs behind corniced short parapet concealing gutter. Sash windows one over one and six over six. Ground floor retains one arch headed doorway but generally much altered by modern shop fronts</p>
The Hobgoblin Public House, 14, Church Street LL/024	 Local Note 19-02-2004	<p>Early 19th Century 2 storey pub double hipped slate roof with shallow eaves overhang. At one time the pub had frontages in both Clarence and Church Streets to take advantage of the passing trade using the newly constructed Staines bridge. The Clarence Street side of the pub became a private dwelling in 1851 and was known as Colne House. Upper storey painted render with six, eight over eight sash windows. Ground floor with banded rustication between pilasters and modillion cornice to frieze. Four doors and seven windows irregular and altered although all are vertically sliding sash type. Of local historical interest principally. Formerly known as Duke of Clarence.</p>

Structure	Status	Assessment of Significance		
21 to 27, Church Street 1204681	Grade II 02-02-1982	Late C17 block of 4 houses under one roof, the front now roughcast. Upped roof with slight mansard, 4 hipped dormers and 2 chimneys. Modillion eaves cornice. Two windows - a small window - plus 7 windows on first floor, 6 retaining flat wooden cross mullions. Modern shop fronts on ground floor. Rear: a number of windows retain leaded casements.		
	Local Note 19-02-2004	Mid to early 19th Century, two storey, hipped slate roof end of terrace property comprising pair of town houses now in shop use on ground floor. Two sash windows per floor on first and second floors in three barred style. Return (River Colne elevation has two window opening to ground floor three barred sash and one blocked in brick. One similar window to first and second floors. Two structural restraint tie ends in shape of cross in second floor. An effective stop end to terrace in townscape terms.		
29-31, Church Street LL/030		45 to 55, Church Street LL/031	Local Note 19-02-2004	Mid-19th Century curved landmark terrace of two storey buildings forming corner of Church Street and Wraysbury Road. Now shops below flats. Repetitive gables following curve of street linked by short coping hiding valley gutter between each gable, sash windows (some now altered) surmounted by gothic brick arch originally infilled with fishscale tile hanging. Facetted façade above shops in painted render, included for group value.
The Cock Inn, 46, Church Street LL/025		Local Note 19-02-2004	Public House dating from 1832 (contemporary with the construction of Staines Bridge). Records show an inn on the site in the 15th Century. Present building re-fronted mid-19th century. Two storey prominent corner building, slate roof with deep eaves overhang and modillion cornice, now finished in part painted render with part painted tile band between mid-height fascia and moulded masonry dado feature. Upper floor four double casement windows and two triple casement windows each casement with twelve pane leaded lights, all windows framed by head and architrave detail. Ground floor fascia feature below stone and lead dressed cornice running full width of both frontages, with title "The Cock Inn" gold on red ground lettering. Three doorways, five sets of triple vertical sliding sash Spelthorne Local List – February 2004 – Updated December 2016 15 windows	



Structure	Status	Assessment of Significance
57 and 59, Church Street 1187029	Grade II 19-07-1972	each sash set four over one. Black painted band at base of walls. Interesting corbelled brick chimney at spring of splay to front elevations with half swept pediment each side of stack. An important townscape feature which successfully dominates its corner position.
		1737 and later C18. Two and three storeys, restored. Buff brick with coped parapet. 2 + 2 windows, glazing bar sashes, the 2 left hand windows with gauged brick flat arches, also the left hand window of the right hand section. Angled full-height bay to right. Door to right of centre, rebated arch with a fanlight and 6 panel door. Single storey, one window wing to right. Modern 2 window wing to left. The date of construction is found in the "Records of the Ashby Family" and also that in 1797 one room was being used as the Ashby Family Bank.
Brewery Tower, Church Street LL/026	Local Note 19-02-2004	The remaining part of a late 19th Century brewery now converted into flats, comprising a tall six storey tower topped with a slated hipped roof with malthouse slated pavilioned roof above terminating in a crown of decorated ironwork supporting a flag pole. Brewery founded by Thomas Ashby, a Quaker, at 57 Church Street. Sold out in 1931 to Simmonds of Reading which became part of Courage in the 1960s. Brewing ceased in 1950s and bottling in 1970s. Partly converted to offices in the 1960s and converted to residential use with new front façade in the early 1990s. Pink brickwork with Staffordshire blue brick jambs and decorative detailing, upper two storeys with three vertical sliding sash windows per floor. Segmented heads over windows. Recent lead covered roof over open fronted balconies rising on iron columns three storeys high painted black. Of considerable townscape interest as well as local history interest.
		
75, Church Street 1204708	Grade II 07-11-1972	Mid C19. Two storeys, stucco with cornice and blocking course. Hipped modern tile roof. Narrow 2 window front, plate glass sashes in moulded architraves. Moulded doorway to left, 4 panel door with transom light. Included for group value.

Structure	Status	Assessment of Significance
<p>77 and 79, Church Street</p> <p>1298926</p>	<p>Grade II</p> <p>07-11-1972</p>	<p>Mid C19. Two storeys, cement rendered with concealed roof. Modillion cornice and blocking course. Two windows in all, glazing bar sashes with moulded architraves and cill brackets. Arched doorway to left. Carriageway with key to right, No 77 entered from carriageway.</p>
		
<p>Railings and gate piers to nos. 96 to 100 and 104, Church Street</p> <p>1187032</p>	<p>Grade II</p> <p>02-02-1982</p>	<p>1820. Cast-iron spear headed railings to front with urn-capped standards and dog-leg staunchions, central modern gate piers with small cast-iron gate.</p>
		
<p>96-104, Church Street</p> <p>LL/028</p>	<p>Local Note</p> <p>19-02-2004</p>	<p>This entry only relates to the front part of the building as this is all that remains of the original structure. The original structure was a terrace of large Flemish bond, brick built houses dating from 1823. Three storey in yellow bricks with gauged brick flat arches to right and plaster moulded cornices to the left hand three windows. Sash six over six windows, two doors the left one with 16 Spelthorne Local List – February 2004 – Updated December 2016 plaster architrave the right one with panelled plaster architrave. Small forecourt area surrounded by listed wrought iron railings to front. Originally built as two separate houses for the Ashby family (Charles and Thomas) in 1823 (privately published book “records of the Ashby and Friends of Staines 1757 – 1916”). Ordnance Survey sheet of 1914 showed two separate gardens. Additions to the houses were added in 1831 and 1843. Two generations of the family occupied the houses until the death of Henry Ashby in 1880, when properties sold to Gardams. Building is an important backdrop for the statutorily listed railings at the front. Building currently in use as offices.</p>
		

Structure		Status	Assessment of Significance
Stainton House, 101, Church Street  1187030		Grade II  02-02-1982	1830s detached villa. Two storeys, stucco with hipped slate roof. Four windows, glazing bar sashes in moulded architraves (plate glass sashes on ground floor). Large pilaster doorcase to right of centre with 4 panel door and transom light. Linked to No 103 (qv) by setback carriage arch.
Bosun's Hatch, 103, Church Street  1204720		Grade II  27-07-1979	Probably mid-C18. Two storeys, red brick with tiled roof and 2 end chimneys. Two windows, glazing bar sash windows (flush-framed) with shutters. Central 6-panel door, upper 2 glazed, with modern hood.
111 and 113 Church Street  1298927		Grade II  10-04-1974	Late C18/early C19. Two storeys, brick. Parapet front with coped verges and slate roof, 2 chimneys on front ridges. Eight windows in all, glazing bar sashes. No 111 has door to right with transom light and lattice decoration. No 113 entered from side porch (mid-C19 with half glazed door and surround) and has a large mid-C19 rear wing with hipped roof. To rear is an arched stair window and a lower one window section to left with ball finials on parapet. Said to have a good staircase in No 113.
114, Church Street  1187033		Grade II  02-032-1982	Mid to late C18 front. Two storeys yellow brick with yellow brick flat arches. Parapet front. Modern tiled roof with 2 dormers (Yorkshire sashes). Four windows, glazing bar sashes on first floor, plate glass sashes on ground floor. Central pedimented doorpiece removed, Doric doorway now at side: fluted pilasters to panelled door, good frieze. Rear (west gable end) has rough timber-framing with tumbled brick infills.

Structure	Status	Assessment of Significance
<p>Corner Hall, 115, Church Street 1204729</p>		<p>Grade II 02-02-1982</p> <p>The Vicarage. Includes Nos 2 and 4 Vicarage Road. Late C18 or early C19. Two storeys (and attic, lit by dormer to Church Street). Yellow brick parapet front with gauged brick flat arches. Tiled roof in 2 hipped sections. Central chimney. Two windows to Vicarage Road (and an extra one on ground floor), glazing bar sashes in reveals. Central 6-panel door with reeded surround to reveal and traceried fanlight. To left of Vicarage Road front is a projecting 2 storey 2 window wing with hipped tiled roof and brick block eaves course; glazed door with fretted gabled hood. Four window return to Church Street (3 of them blind).</p>
<p>The Bell Public House, 124, Church Street LL/029</p>		<p>Local Note 19-02-2004</p> <p>Two storey public house dating from 1780 with later 19th Century front. Originally known as The Bell due to its proximity to St Mary's Church. Parts of interior date from 1630 and in Stuart times was one of the three best known taverns in Staines (along with the Angel in High Street). Painted brick (No 122 painted render) corniced coping to head of parapet. Hipped old tile roof, with moulded architraves to windows some of which are plain one over one sashes. The Bells has a tripartite circa 1920 pilaster sided shop front to right. Further one sash windowed gabled extension at angle to right – mid 19th Century with corniced pedimented gable and pub entrance at ground floor set in painted brick facing.</p>
<p>Church Cottage, 127, Church Street LL/032</p>		<p>Local Note 19-02-2004</p> <p>Two storey slate roofed and painted rendered building adjacent to church yard. Originally a Verger's cottage and could date from late 18th Century/early 19th Century, remodelled front added circa 1850. Shallow eaves hipped roof with black glazed hip and ridge tiles, one rendered saddle stack left front and another right front breaking through hip. Three windows on first floor front, 2 + 1 on ground floor front with moulded wooden architrave. Door to ground floor to left with triangular label over containing a quatrefoil. Three by four glazed door flanked by windows, all three items with coloured marginal glazing. Rear slightly irregular with door to churchyard and drip mould string course over ground floor to right.</p>
<p>Former Staines West Station, Wraysbury 1205094</p>		<p>Grade II 16-06-1976</p> <p>Opened 1885. Adapted from earlier C19 house called Moor House. L-plan two and three storeys, buff/yellow brick with brick flat arches; hipped slate roofs and four chimneys. Two window three storey left hand wing breaks forward (windows blocked on ground and first floors, glazing bar sashes on second floor). Central box porch, one window return. Two storey three window right hand section has band over ground floor, the left hand bay, above the porch extension, is a hipped gabled break. Projecting box porch in angle with cornice and blocking course. Panelled doors with transom light and bracketed flat hood, narrow flanking windows and a three window return to porch. Spear head railings to both sections. On east return side a 10 foot wall extends about 40 yards to north.</p>

Structure	Status	Assessment of Significance
<p>Small malthouse to the rear of 57, Church Street, Wraysbury Road 1187068</p> 	<p>Grade II 28-02-1975</p>	<p>Mid C19. Two storeys, red brick front with hipped modern tile roof, the centre section a slate pavilion roof with red corner tiles. Three openings on first floor, the right hand one a door. Two doors on ground floor and 2 windows. Numerous tie plates to front. Rear rebuilt.</p>
<p>18 Hale Street LL/052</p> 	<p>Local Note 19-02-2004</p>	<p>Mid-19th Century simple rectangular plan form and well-proportioned front elevation. Three upper floor one over one sliding sash windows, the central one narrower and directly over the central door opening onto the ground floor below. Two ground floor windows positioned either side of the central entrance and directly below the first floor windows. Plaster window heads with central vermiculated key stones. Buff facing bricks with recent concrete tile roof replacing the original slate. Chimney stacks removed. Important group value with no. 22 and 24/26 Hale Street.</p>
<p>22 Hale Street LL/053</p> 	<p>Local Note 19-02-2004</p>	<p>Early 19th Century two-storey cottage circa 1835 double hipped roof with central saddle corbelled brick stack, slated roof with deep eaves overhang. Light red brick walls in Flemish bond with very plain façade onto Hale Street comprising one small double casement first floor window above door (which is of later period), under segmented brick flat head. Return elevation has two early six over six sash windows without horns.</p>
<p>24 to 26 Hale Street LL/054</p> 	<p>Local Note 19-02-2004</p>	<p>1835 – 40 Vernacular revival. Two storeys, red brick. English bond with grey brick quoins and black brick diaper patterns. Three windows first floor, outer ones wider. One window ground floor to right. Central arched door lacking gabled porch, half glazed door with four glazed panels. Steep tiled roof with sprocket eaves. Small gables over outer windows. Set back chimneys, one with large base. Moulded bargeboard with finials. Now converted to two houses internally – forms important group with No. 22 and no. 18. All casement windows. Architectural elaboration, scale and characteristic Victorian detail.</p>

Structure	Status	Assessment of Significance
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Staines Bridge, Bridge Street



Grade II

Opened and dated 1832. (Engineer-architects: George Rennie and John Rennie). Built of rusticated granite ashlar. Three segmental arches with side pylons which have roll mould cornice and parapet and which contain arched footway. Rounded breakwaters. Modern railings to parapet above roll-mould cornice. To north are 4 modern approach arches in brick and 2 to south. Opened by William IV and Queen Adelaide.

1 to 9 Clarence Street  
LL/033



Local Note  
19-02-2004




Early 19th Century three storey terrace of offices over shops on the ground floor. Brick parapet articulated with pilasters hides roof which is slate, tops of several corbelled chimneys just visible above parapet. Except for modern shop fronts, terrace constructed in yellow brick with flat gauged arched window openings with eleven, six over six sash windows on second floor above equal number of casements under fixed top lights to first floor. Corner to Church Street has brick pilasters supporting pediment whose apex just breaks the parapet line. Single sash window on second floor below pediment hipped tiled roofed cantilevered balcony enclosed with arched headed windows. A major townscape feature building in the centre of Staines despite series of modern and mixed quality shop fronts at ground level.

2 Clarence Street  
1298898



Grade II  
04.06.1973

Includes No 2 Clarence Street. Corner site. Circa 1830 with segmental corner plan. Three storeys, rendered with band over ground floor. 1 + 1 + 3 windows, glazing bar and plate glass sashes in moulded architraves, the first floor window on the centre section is tripartite with pediment.

Structure	Status	Assessment of Significance
25 and 27, Clarence Street 1298890	Grade II 02.02.1982	Circa 1832. Three storeys, yellow brick with paired brackets to eaves of roof, No 25 modern concrete tiles, hipped to right, No 27 slate. One window each with moulded architraves, first floor with carved brackets to cornice. Modern ground floor shop fronts, No 25 with bow window. The pair is divided by a rebate with a plaster mask at the top of it. Return has band over ground floor and 1 + 2 windows.
		
29, Clarence Street 1187035	Grade II 02.02.1982	Circa 1832 or 1824. Three storeys yellow brick with gauged brick flat arches. Paired eaves brackets to slate roof, hipped to left. Three windows, sashes upper ones plate glass, lower ones with glazing bars. Very good cast-iron balconies with honeysuckle and lotus patterns to first floor. Rusticated stucco ground floor with struck voussoirs. Two elliptical headed openings, coachway to left, window in centre and arched doorway to right.
		
Clarence House; 31, Clarence Street 1187036	Grade II 21-04-1980	Circa 1832 (thought to be 1824). Three storeys. Yellow brick with gauged brick flat arches. Paired eaves brackets to slate roof. Five windows, glazing bar sashes on second and ground floors, French casements on first floor, giving onto balcony with good cast-iron work. Ground floor stucco with channelled rustication. Arched central doorway with traceried fanlight. Three panel door, upper and lower ones with fielded panels, centre flush reeded with central roundel and original knocker.
		

Structure	Status	Assessment of Significance
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33, Clarence Street  
1298891



Grade II  
21-04-1980

Circa 1832 or 1824. Three storeys yellow brick with gauged brick flat arches. Paired brackets to eaves of hipped slate roof. Three windows, plate glass sashes. Modern shop window to left. Arched doorway to right and modern glazed doors. Included for group value.

41, Clarence Street  
1298892



Grade II  
03-08-1982

Dated 1835. Built as Literary and Scientific Institute. Architect: William Mullinger Higgins. Two storeys, rendered; ground floor with pilasters and frieze, first floor with listel, cornice and parapet. Concealed roof. Five windows, glazing bar sashes with moulded architraves. Central doorway with neo-classical pediment and moulded surround, panelled door.

Staines War Memorial,  
Market Square  
1440376



Grade II  
05-12-2016

Summary  
First World War memorial, unveiled on 19 December 1920, with further names added after the Second World War.

Reasons for Designation  
Staines War Memorial is listed at Grade II for the following principal reasons: \* Historic interest: as an eloquent witness to the tragic impact of world events on this community, and the sacrifices it has made in the conflicts of the C20; \* Architectural interest: a most striking design with an impressive composition of fine carved figures of Victory and four servicemen in uniform and other carved decorative details; \* Group value: with 2 Clarence St, Staines Town Hall, and a pair of K6 Telephone Kiosks, all listed at Grade II, and the Blue Anchor Public House, listed at Grade II\*.

History  
The aftermath of the First World War saw the biggest single wave of public commemoration ever with tens of thousands of memorials erected across England, both as a result of the huge impact the loss of three quarters of a million British lives had on communities and the official policy of not repatriating the dead, which meant that the memorials provided the main focus of the grief felt at



Structure	Status	Assessment of Significance
		<p>this great loss.</p> <p>One such memorial was raised at Staines as a permanent testament to the sacrifice made by the members of the local community who lost their lives in the First World War.</p> <p>The memorial was unveiled on 19 December 1920 by Brigadier General Earl of Lucan.</p> <p>Following the Second World War, an inscription dedicated to those who lost their lives in that war was added. The memorial was relocated in 2002 from the memorial gardens to the Market Square and in 2007 War Memorials Trust gave a grant for repairs.</p> <p><u>Details</u></p> <p>MATERIALS: Portland stone.</p> <p>DESCRIPTION: the memorial is located in the Market Square and it comprises a carved winged figure of Victory holding aloft a torch and a laurel wreath set upon an ornate pedestal with cornices at the top and base and embellished with carved scrolled ornament and other carved motifs. It surmounts a square double plinth with projecting spurs at each corner and, at each, is a figure of a serviceman. The figures are: a soldier in field kit with rifle; sailor in day rig with signal flags; airman in flying rig; and marine in field kit with rifle stand on the arms</p> <p>The front face of the plinth carries the inscription in black lettering: TO/ OUR GLORIOUS DEAD/ 1914 – 1918/ THIS WAR MEMORIAL IS ERECTED BY/ THE PEOPLE OF STAINES/ IN PROUD AND GRATEFUL HOMAGE TO/ THEIR FELLOW TOWNSMEN/ WHO ENDURED ALL AND GAVE ALL THAT/ HONOUR AND FREEDOM MIGHT PREVAIL/ THEY SHALL GROW NOT OLD/ AS WE THAT ARE LEFT GROW OLD/ AGE SHALL NOT WEARY THEM/ NOR THE YEARS CONDEMN/ AT THE GOING DOWN OF THE SUN/ AND IN THE MORNING/ WE WILL REMEMBER THEM. The other plinth faces carry the names of those who fell.</p> <p>The lower plinth carries the inscription: 1939 1945/ IN MEMORIAM/ TO ALL THOSE KILLED AT/ HOME AND ABROAD/ THROUGH ENEMY ACTION/ THEIR NAME LIVETH/ FOR EVERMORE. Underneath an inclined tablet lists the names of those who fell in the Second World War.</p> <p>The plinth is set upon an octagonal two-stepped base.</p>

Structure	Status	Assessment of Significance
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Staines Town Hall, Market Square  
1187053



Grade II  
04-06-1973

Town hall. Designed by John Johnson, architect and District Surveyor of East Hackney 1879-80, following a public competition, in a Renaissance style with Italian and French motifs. White brick and stone dressings with Doulton-tile bands. Fishscale slate roof with panelled brick chimneystacks. Steep roof with platform, wrought iron handrail with finials. Two storeys and attics: five windows to front elevation, nine windows to side elevation. Plan form has first floor Board Room/Court Room at front and large full-height public hall with stage behind. Front elevation has four dormers with triangular heads. Central clock tower at front of building with baroque detail, clock face and weather vane, dated AD 1880. Openwork brick balustrade with exaggerated piers to corners. Cornice with bands of dentils and interlaced decoration. Quoin pilasters. Five windows to first floor forming an arcade. Round headed arches of one recessed order with keystones and heavily foliated capitals. Plate-glass windows. Medallions in spandrels. Panel with key pattern under windows. String course and decorated band. Four sashes to ground floor with foliated impostes. Cill band and further decorated (Doulton tile) band above plinth. Central Tuscan porch supporting balcony to central upper window. Side elevation in form of two end pavilions with lower five bay public hall in centre with arcaded first floor. INTERIOR: 2 stone staircases with cast-iron balusters. Debenham Room, former Court Room or Board Room, has coved and diaphragm-arched ceiling on head corbels, plaster ceiling roses, plastered swag and panel decoration and gallery with carved wooden clock above. Room below is public hall 73 feet by 48 feet with round-headed arched proscenium, stage front renewed in later C20, balcony to rear and ribbed ceiling. Original mechanism of the town clock of 1881 by Gillette, Bland and Co. of Croydon.

Fire Engine Shed, Market Square  
1298899



Grade II  
02-02-1982

Circa 1880 to north-east of Town Hall and probably built at the same time. Yellow brick gabled front with modillion cornice returned up gable, rebated brickwork and moulded brick plinth and string. Two archways with moulded architraves inscribed "Fire Escape" and "Fire Engine". Decorative and painted terracotta bands and (Doulton pottery ornaments in gable and plinth. Planned for conversion into museum.

Structure	Status	Assessment of Significance
<p>Conservative Club, 1 to 3 Market Square LL/087</p>	<p>Local Note 19-02-2004</p>	<p>Built 1887. Pleasant design in vernacular style. Roughly symmetrical. English bond, buff brick with red brick bands and glazing bar enrichments. Coved eaves cornice. Hipped slate roof. Main feature of front is roughly central chimney with weathered offsets and ridged shafts. Wide 4 light windows on each side of chimney. Dedication tablet on large chimney. Victoria County History, "History of Middlesex"/Kelly's Directory notes that several political clubs existed in Staines by mid 1880s. May Spelthorne Local List – February 2004 – Updated December 2016 33 refer to this Conservative club. Plaque on wall states "This stone commemorates the opening of the Staines and Egham-Hythe Constitutional Club on 19th May 1887 was laid by Mrs Dixon Hartland and Mrs Hanley, the wives of the members for the Divisions of Uxbridge and Chertsey." Large upper room was known as Victoria Hall.</p>
<p>5 to 7 Market Square LL/088</p>	<p>Local Note 19-02-2004</p>	<p>Late 19th Century. Two and a half storeys, painted brick with moulded first floor sill settings. Coved eaves. Mansard tile roof with three gables two light dormers (two with modern casement windows). London by-law type upstand parapet dividing roofs, coved eaves cornice to both properties. Three plate glass sash windows on first floor with gauged brick flat arches. Modern shop front on ground floor and narrow door to right.</p>
<p>The Blue Anchor Public House, 13 and 15, Market Square 1204918</p>	<p>Grade II* 11-08-1952</p>	<p>Early to mid C18. A good town house. Chequered brick front of 7 narrow bays, central 3 in slight break. Three storeys and attic. Band courses over ground and first floors. Modillion eaves cornice. Hipped tile roof. Three dormers, glazing bar sashes. The windows below are flush frame glazing bar sashes with brick flat arches. Mid C19 seven bay pilastered ground floor public house front in wood with slightly coved fascia supporting cast-iron balcony; outer windows, and one to left of centre, are bracketed bays; transom lights; central angled 3 window bay. Gabled timber-frame wing to north-east. Interior retains considerable amounts of early-mid C18 panelling and fittings on first floor and also fireplaces of the period with bolection surrounds (one enriched one with over-mantle is in corner position). Also a display cupboard. North-east staircase probably early C18 with moulded straight string, twisted ballasters, wide rail and dado. South-east staircase may also be original.</p>

Former Debenhams  
Building  
Thames Street  
Staines



Local Note

30/03/2022

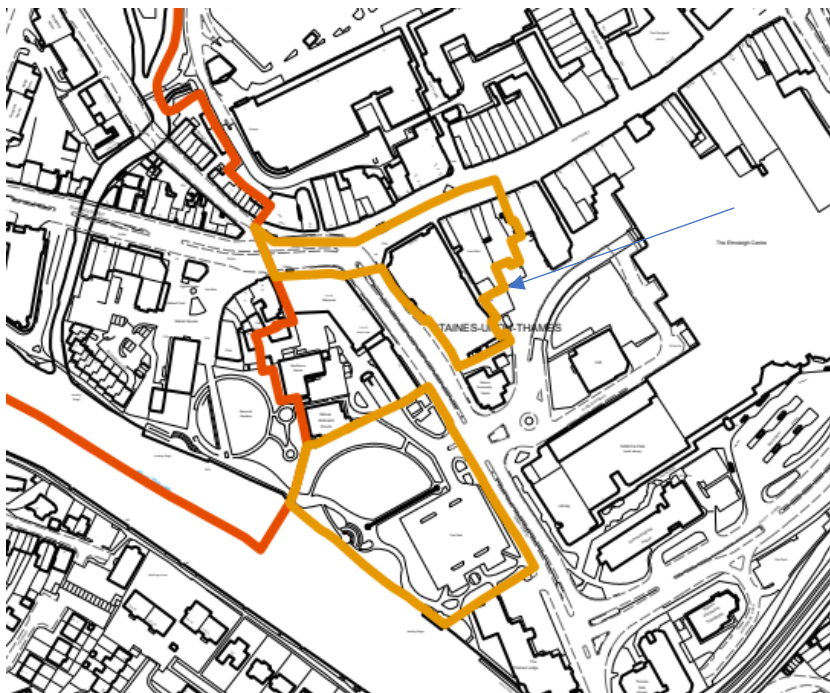
The former Debenhams building occupies a prominent position on the corner of High Street and Thames Street in Staines town centre. It was purpose-built to replace a collection of smaller buildings in 1956 under the Kennards brand (a Debenhams subsidiary) and was rebranded as Debenhams in 1973. The store was built to designs by the London-based architect George Coles and was completed in 1962. It is four storeys in height plus a basement and is Neo Georgian in style. The building's ground floor consists of almost continuous display windows beneath a canopy. Above the ground floor its elevations are largely brick, punctured by closely-spaced, metal framed windows. Half its longer Thames Street elevation is formed by a bow and this elevation has a strong horizontal appearance moderated by two-storey, stonework surrounds to four of the window bays. Two similar areas of stonework are present on the High Street elevation. The main entrance, with glazing surrounded by stone panels above, sits at the corner of the two elevations.

# Heritage Appraisal

**Project name:** Staines Conservation Area – South of High Street  
**Author:** GS  
**Date:** 23rd June 2022  
**Project number:** P22-1667

## 1. Introduction

- 1.1. This note considers the proposed extension to the Staines Conservation Area, specifically the area immediately south of High Street, shown below at Plate 1. It has been commissioned by Future High Street Living (Staines) Ltd, and forms a representation on their behalf.



*Plate 1 Area of proposed extension south of High Street, marked with a blue arrow*

- 1.2. This note has reviewed the proposed boundary alterations and the Draft Appraisal, which considers the area in question. Considering these matters, it is an **objection** to the extension of the boundary.

## 2. Background and Statutory Duty

2.1. Section 69 of the 1990 Planning (Listed Building and Conservation Areas) Act states

*“Designation of conservation areas*

*(1) Every local planning authority—*

*(a) shall from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and*

*(b) shall designate those areas as conservation areas.*

*(2) It shall be the duty of a local planning authority from time to time to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as conservation areas; and, if they so determine, they shall designate those parts accordingly.*

*(3) The Secretary of State may from time to time determine that any part of a local planning authority’s area which is not for the time being designated as a conservation area is an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance; and, if he so determines, he may designate that part as a conservation area.*

*(4) The designation of any area as a conservation area shall be a local land charge.”*

2.2. As such, it is clear that for an area to be designated as a Conservation Area or part thereof, it must hold special architectural or historic interest, with this relating to character and appearance.

2.3. Historic England have published guidance on Conservation Areas, *Conservation Area Designation, Appraisal and Management* (2019).

2.4. This guidance reiterates at paragraph 15 the caution given to local planning authorities in the NPPF (paragraph 191 therein) to ensure that an area justifies designation as a conservation area because of its special architectural or historic interest, so that the concept of conservation is not devalued through the designation of areas that lack special interest.

2.5. At paragraph 68 the guidance states:

*“An important aspect of the appraisal (and review) process will be considering where the boundaries should be drawn (and whether the boundaries of an existing conservation area should be re-drawn). An explanation of why the boundary is drawn where it is (or extensions are suggested, in the case of existing conservation areas), and what is included and what is excluded, is helpful. The position of the conservation area boundary will, to a large degree, be informed by the considerations identified in paragraphs 75–76 (Finalising, reviewing and publicising the boundary). As spaces contribute to enclosure, as well as framing views of assets and defining settings, a unified approach is desirable to their*

*management as well as suggesting that in almost all situations the conservation area boundary runs around rather than through a space or plot. It will generally be defined by physical features and avoid for example running along the middle of a street, though including the boundary wall of a property which is otherwise not included can in itself cause problems when applying conservation area policies in development management decisions."*

2.6. Paragraph 72 of the HE guidance states:

***"Suitability for designation***

*The different types of special architectural and historic interest which have led to designation include;*

- *areas with a high number of nationally or locally designated heritage assets and a variety of architectural styles and historic associations*
- *those linked to a particular individual, industry, custom or pastime with a particular local interest*
- *where an earlier, historically significant, layout is visible in the modern street pattern*
- *where a particular style of architecture or traditional building materials predominate*
- *areas designated because of the quality of the public realm or a spatial element, such as a design form or settlement pattern, green spaces which are an essential component of a wider historic area, and historic parks and gardens and other designed landscapes, including those included on the Historic England Register of Parks and Gardens of special historic interest."*

### **3. Draft Appraisal**

3.1. With regards to the proposed extension covering the Former Debenhams Building and adjacent properties, the Draft Appraisal makes the following mentions of the area and structures.

3.2. Under the 'Key Elements' section (page 4), the following bullet point is included:

*"Important civic and commercial buildings including the Town Hall, Fire Engine Shed Staines West Station, War Memorial and Debenhams building etc.. reflecting civic pride in the 19th and 20th centuries;"*

3.3. Under the discussion of Clarence Street on page 29, it states:

*"Views along Clarence Street from west to east are terminated by the former Debenhams building. This building shares many of the features characteristic of the historic buildings in this Character Area in terms of scale, string rhythm, architectural language and detail and reinforces those characteristics. For these reasons, and due to the fact that it forms a*

*landmark termination to those views, it contributes positively to the street scene and the character and appearance of the Conservation Area."*

3.4. Under the Memorial Park section of the appraisal on page 34, it states:

*"The former Debenhams building is clearly visible from Thames Street and the from the carpark on Thames Street, adjacent to Memorial Park. The view from the Thames Street shows the long and undulating side elevation of the Debenhams building which is not visible from Clarence Street. It shows another aspect of the high architectural quality of this large building that influences so much of the Conservation Area;"*

3.5. Under the 'Inclusions' section on page 35, it states:

3.6. *"The four storey, former Debenhams building was built in 1956 by George Coles, the renowned art Deco architect. This landmark building is an important building of high visual quality which terminates the long views along Clarence St and from Thames Street. It is of good architectural quality and it reinforces the historic built character of character area 3."*

3.7. A list of Assets is given as Appendix 2 of the Draft Appraisal. This includes the Former Debenhams building, which is categorised as being of Local Note.

3.8. There is no description of the buildings north-east of the former Debenhams at 47-57 High Street, and no rationale for their inclusion in an expanded Conservation Area is provided.

## **4. Historic England Appraisal**

4.1. Of relevance is a recent consideration of the architectural and historic interest of the Former Debenhams Building by the Historic England Designation Team. They describe the building as follows:

*"Originally built for local department store, Kennards, the building was constructed in two phases between 1956-1957 and 1961-1962. The design was by George Coles (1884-1963), known for his work designing cinemas for the Odeon cinema chain, several of which are listed at Grade II. The Kennards store replaced a number of smaller units on the site to occupy a prominent corner of Staines High Street. Adopting a late neo-Georgian style, it is faced in red brick with stone, or reconstituted stone, dressings and windows are steel-framed multi-paned casements. Externally the building appears little altered, with the exception of a later canopy, signage and renewed entrance doors."*

4.2. As part of their assessment they, considered the architectural and historic interest of the building. It should be noted this assessment is given as a brief summary – it is clear that the building came nowhere close to being considered of Listable quality. Should it have been a more marginal case, a fuller assessment would have been prepared. Rather the following assessment was given:

*"Degree of Architectural interest:*

*\* the building is a late example of neo-Georgian retail architecture and, despite the interest of its architect, is comparable in quality to a very large number of high street buildings of the inter- and post-war period across the country; it does not possess the quality of design, decoration or craftsmanship to mark it of special architectural interest.*



*Degree of Historic interest:*

*\* department stores are an important part of the country's retail heritage, and they are increasingly under threat; however, only those with the greatest claims to interest will merit addition to the statutory List."*

## 5. My Assessment

- 5.1. I concur with the assessment of significance given by Historic England with regards to the architectural and historic interest of the Former Debenhams Building. The architectural interest of the structure is of a very common level, and it is not of special architectural or historic interest.
- 5.2. With regards to the association with Coles, not every building by a named or even celebrated architect will be of special interest, as is the case here. The Former Debenhams Building has neither a striking overall design nor playful or exquisite detailing of his best work, examples of which have been Listed, as noted by Historic England.
- 5.3. With regards to the buildings to the north-east of the Former Debenhams Building (Plate 2), these are of no intrinsic special architectural or historic interest, nor has anyone made any case for them having such interest, including within the draft appraisal.



Plate 2 Looking south to 47-57 High Street

- 5.4. Their upper facades are of their time, and of relatively little architectural interest, with the only exception being the upper façade of 53–55, which has some Deco detailing. However, the shop frontages at ground floor level are of no architectural interest and the building is not of special interest as a whole.
- 5.5. Although the appraisal notes the Former Debenhams building as a key element, no credible justification for this is given. The draft appraisal states:
- “This building shares many of the features characteristic of the historic buildings in this Character Area in terms of scale, string rhythm, architectural language and detail and reinforces those characteristics. For these reasons, and due to the fact that it forms a landmark termination to those views, it contributes positively to the street scene and the character and appearance of the Conservation Area.”*
- 5.6. This is simply not evidenced. Firstly, the Former Debenhams and group of buildings to the north are entirely out on a limb from the main part of the character area, awkwardly joined by an isthmus along the High Street. As such, the buildings of the proposed extension area can only be part of a ‘street scene’ with one another. In this context, the Former Debenhams does not share any of the characteristics of the other buildings, in terms of scale, string rhythm, architectural language or detail (Plate 2). There is nothing to unite them.
- 5.7. Even considering the closest buildings within the character area beyond the anomalous road-wide link, the buildings on the eastern side of Market Square, such as the Grade II\* Listed mid 18<sup>th</sup>-century Blue Anchor, are not comparable in any of the ‘characteristic features’ mentioned.
- 5.8. The building does have some landmark quality, and is part of the setting of the current Conservation Area. Between that consideration (provision for the consideration of which is present under the NPPF) and its locally listed status (provision also made under the NPPF), the modest heritage interest of the Former Debenhams Building is sufficiently protected in planning terms without the awkward and contrived inclusion in an extended Conservation Area.
- 5.9. References are made to ‘high architectural quality’ and ‘good architectural quality’ with regards to the Former Debenhams Buildings in the Draft Appraisal. These are contradicted by the Historic England Designation Assessment, which found it of a very common level of architectural interest.
- 5.10. The idea also put forward in the appraisal, that the Former Debenhams Building influences ‘so much of the Conservation Area’, is not the case, being in an awkwardly shaped extension to the bulk of the area.
- 5.11. Hence, the justification put forward in the appraisal, where present, is not considered to be evidenced or indeed correct.
- 5.12. Considering the examples of areas which have warranted Conservation Area designation, given in Historic England’s guidance (paragraph 72 of the guidance, bullets below), I do not consider that the Debenhams extension is justified (my comments following the bullets in italics).
- areas with a high number of nationally or locally designated heritage assets and a variety of architectural styles and historic associations. *This is not the case for the*

*proposed Debenhams extension. Only one locally Listed building lies within the area.*

- those linked to a particular individual, industry, custom or pastime with a particular local interest. *The buildings are retail structures in a wider retail area. This is insufficient to engender a particular local interest.*
- where an earlier, historically significant, layout is visible in the modern street pattern. *This is not the case here. The roads have been widened, and no special interest lies in their layout.*
- where a particular style of architecture or traditional building materials predominate. *As discussed above, there is no unifying architectural style within the group.*
- areas designated because of the quality of the public realm or a spatial element, such as a design form or settlement pattern, green spaces which are an essential component of a wider historic area, and historic parks and gardens and other designed landscapes, including those included on the Historic England Register of Parks and Gardens of special historic interest. *There is no open space of particular interest in the proposed area of extension.*

5.13. I consider that the streetscape formed by the group of buildings proposed for designation in this area is of generic interest for such an area with regards to the frontages, lacking special architectural interest, and of no interest in terms of overall form in plan and rear elevations. The area lacks the special architectural interest that would warrant its designation as a Conservation Area or part thereof.

5.14. Furthermore, it is noted that the boundaries of the proposed designation area run through the middles of streets, contrary to Historic England guidance on designation.

## **6. Conclusions**

6.1. In conclusion, the justifications for the extension included in the Draft Appraisal are variously incomplete (making no mention of buildings north-east of the Former Debenhams Building), incorrect (stating that the Former Debenhams Building shares characteristics of the streetscape of the character area), contrary to independent assessment (asserting that the Former Debenhams Building is of high architectural interest, when Historic England found it to be of a very common level of interest) and without consideration of whether existing designations covering and in the vicinity of the area in question adequately provide for the interest of the area in planning terms.

6.2. The area proposed lacks the requisite special interest, and its inclusion within the Staines-upon-Thames Conservation Area would devalue the asset as a whole, in contradiction of Historic England guidance and the NPPF.

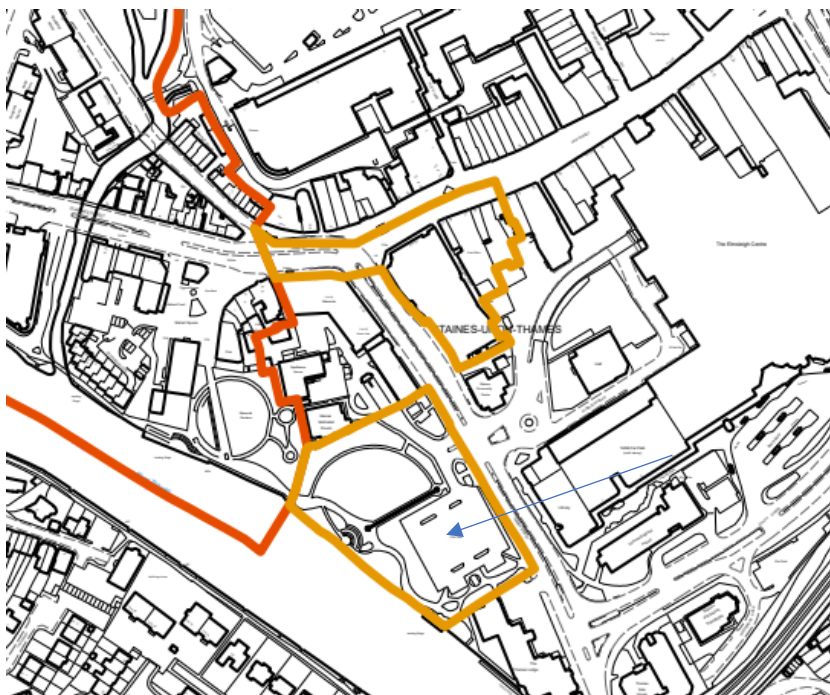
# Heritage Appraisal

**Project name:** Staines Conservation Area – Memorial Gardens  
**Author:** GS  
**Date:** 23rd June 2022  
**Project number:** P22-1667

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## 1. Introduction

- 1.1. This note considers the proposed extension to the Staines Conservation Area, specifically the Memorial Gardens area, shown below at Plate 1. It has been commissioned by Future High Street Living (Staines) Ltd, and forms a representation on their behalf.



*Plate 1 Area of proposed extension at the Memorial Gardens, marked with a blue arrow*

- 1.2. This note has reviewed the proposed boundary alterations and the Draft Appraisal, which considers the area in question. Considering these matters, it is an **objection** to the extension of the boundary.

## 2. Background and Statutory Duty

2.1. Section 69 of the 1990 Planning (Listed Building and Conservation Areas) Act states

*“Designation of conservation areas*

*(1) Every local planning authority—*

*(a) shall from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and*

*(b) shall designate those areas as conservation areas.*

*(2) It shall be the duty of a local planning authority from time to time to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as conservation areas; and, if they so determine, they shall designate those parts accordingly.*

*(3) The Secretary of State may from time to time determine that any part of a local planning authority’s area which is not for the time being designated as a conservation area is an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance; and, if he so determines, he may designate that part as a conservation area.*

*(4) The designation of any area as a conservation area shall be a local land charge.”*

2.2. As such, it is clear that for an area to be designated as a Conservation Area or part thereof, it must hold special architectural or historic interest, with this relating to character and appearance.

2.3. Historic England have published guidance on Conservation Areas, *Conservation Area Designation, Appraisal and Management* (2019).

2.4. This guidance reiterates at paragraph 15 the caution given to local planning authorities in the NPPF (paragraph 191 therein) to ensure that an area justifies designation as a conservation area because of its special architectural or historic interest, so that the concept of conservation is not devalued through the designation of areas that lack special interest.

2.5. At paragraph 68 the guidance states:

*“An important aspect of the appraisal (and review) process will be considering where the boundaries should be drawn (and whether the boundaries of an existing conservation area should be re-drawn). An explanation of why the boundary is drawn where it is (or extensions are suggested, in the case of existing conservation areas), and what is included and what is excluded, is helpful. The position of the conservation area boundary will, to a large degree, be informed by the considerations identified in paragraphs 75–76 (Finalising, reviewing and publicising the boundary). As spaces contribute to enclosure, as well as framing views of assets and defining settings, a unified approach is desirable to their management as well as suggesting that in almost all situations the conservation area boundary runs around rather than through a space or plot. It will generally be defined by*

*physical features and avoid for example running along the middle of a street, though including the boundary wall of a property which is otherwise not included can in itself cause problems when applying conservation area policies in development management decisions."*

2.6. Paragraph 72 of the HE guidance states:

***"Suitability for designation***

*The different types of special architectural and historic interest which have led to designation include;*

- *areas with a high number of nationally or locally designated heritage assets and a variety of architectural styles and historic associations*
- *those linked to a particular individual, industry, custom or pastime with a particular local interest*
- *where an earlier, historically significant, layout is visible in the modern street pattern*
- *where a particular style of architecture or traditional building materials predominate*
- *areas designated because of the quality of the public realm or a spatial element, such as a design form or settlement pattern, green spaces which are an essential component of a wider historic area, and historic parks and gardens and other designed landscapes, including those included on the Historic England Register of Parks and Gardens of special historic interest."*

### **3. Draft Appraisal**

3.1. With regards to the proposed extension covering the Memorial Gardens, the draft appraisal makes the following references to the Memorial Gardens or elements therein:

- *The Summary of Key Elements includes a reference to "the high number of valuable trees and specimen trees, particularly in the St Mary's Church Character Area and along the Thames."*
- *"Between 1871 and 1880 the Town Hall was constructed. This involved the demolition of the existing market house and a number of buildings to the east of the current Town Hall which created the Market Square and made space for the Memorial Gardens which were laid out in 1897." (Page 8)*
- *The Memorial Park is noted as being one of five significant open areas within the Conservation Area (Page 14): "The Memorial Park was the original home of the War Memorial. This is an attractive, open, riverside park which allows for an appreciation of the river and a different perspective of the town that is not obtainable from the urban core. Formally planting provides structural shape to the park whilst informal tree areas along the bank of the Thames adds greenery to this urban area."*

- The Memorial Park is discussed on pages 32–34 of the Market Square and Memorial Gardens Character Area Assessment, which states:
  - *"The river is most appreciable from within the Memorial Park where attractive views across it to The Hythe. Development on the southern bank impacts directly on the character of the Conservation Area due to its visibility from the northern bank;*
  - *The park is an attractive open space and one of the few spaces within the Conservation Area where the river is clearly evident. The width, power and importance of the river are celebrated, within the park. The park has significance for that reason alone but also for its social and evidential value as it was created as a memorial to the men of the town who gave their lives in the first World War;*
  - *The car park to the east of the Memorial Park is an integral part of the landscaping and open space that allows wide, uninterrupted views of the river to be obtained and appreciated;*
  - *Memorial Park makes a fitting setting for the public art which it contains;*
  - *The former Debenhams building is clearly visible from Thames Street and the from the carpark on Thames Street, adjacent to Memorial Park. The view from the Thames Street shows the long and undulating side elevation of the Debenhams building which is not visible from Clarence Street. It shows another aspect of the high architectural quality of this large building that influences so much of the Conservation Area;"*
- The proposed inclusion section (p35) states *"The Memorial Park; the park and adjacent car park have been included in its entirety because of the importance that this high quality open space has within the character area and also as one of the few public, open spaces from where a full appreciation of the river Thames and its relationship to Staines town can be obtained."*

## 4. My Assessment

- 4.1. Whilst the Memorial Gardens were laid out to commemorate those fallen in the First World War, the War Memorial has now been moved to the Market Square. The gardens still hold a low level of historic interest due to their origins, but in the light of their modern character and absence of the memorial, I do not consider that they hold the requisite special interest that would justify their Inclusion in the Conservation Area. The green space is not considered to be an essential component of a wider historic area, and it is not considered to be a *historic* park or garden in current character and appearance.
- 4.2. I can understand the desire to preserve views to the Thames across them, but inclusion in a Conservation Area should be on the basis of intrinsic special interest.
- 4.3. The inclusion of the car park and road junction is entirely unreasonable and goes directly against the caution in the NPPF of devaluing any given area, as they are clearly areas the character and appearance of which is of no special interest.
- 4.4. Likewise, the justification for the inclusion of the car park given in terms of the views to the Former Debenhams is unreasonable. Even if these views were to be considered to be important (and it should be noted that Historic England consider the building to be of a

very common level of interest), inclusion should be on the basis of intrinsic architectural and historic interest, which the car park clearly does not hold.

## **5. Conclusions**

- 5.1. The area proposed lacks the requisite special interest, and its inclusion within the Staines-upon-Thames Conservation Area would devalue the asset as a whole, in contradiction of Historic England guidance and the NPPF.



## **Staines Conservation Area Appraisal**

### **Response to the objection of Gail Stoten, Pegasus Group on behalf of Future High Street Living (Staines) Limited**

**Date:** 11/5/2023

**Author:** Dr Carole Fry, BA (Hons), MSc, IHBC

#### **1.0 Introduction**

1.1 This document has been prepared by Dr Carole Fry in response to the submissions made by Gail Stoten of Pegasus Group on behalf of Future High Street Living (Staines) Limited, who wish to redevelop the site. The note was an objection to the recent Draft Conservation Area Appraisal proposed for the Staines Conservation Area.

1.2 Dr Carole Fry of AHC Consultants was and is the lead Consultant on this project and has nearly 30 years' experience in the field. However, it should be noted that there were in total **three** independent assessors of the Draft Conservation Appraisal for Staines, all of whom carried out joint site visits and all of whom reached the same conclusions regarding the proposed extension of the Conservation Area to the south. The other assessors were Mrs Freya Morris, who was the Conservation Area Appraisal and Designation Officer for Aylesbury Vale District Council for 15 years and who has 25 years' experience in the field and Mrs Rachel White, the ex-Head of Conservation at Winchester City Council and who also has almost 30 years' experience.

1.2 The objection by Gail Stoten of Pegasus relates specifically to the proposed extension of the Conservation Area which includes the Debenhams building and the green space, Memorial Gardens.

## **2.0 Policy Context and Discussion**

2.1 Section 69 of the 1990 Planning (Listed Building and Conservation Areas) Act states that:

*“Designation of Conservation Areas*

*(1) Every local planning authority –*

*(a) shall from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and*

*(b) shall designate those areas as Conservation Areas.*

*(2) It shall be the duty of a local planning authority from time to time to review the past exercise of functions under this section and to determine whether any parts or any further parts of their area should be designated as conservation areas; and, if they so determine, they shall designate those parts accordingly.*

*(3) The Secretary of State may from time to time determine that any part of a local planning authority’s area which is not for the time being designated as a conservation area is an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance; and, if he so determines, he may designate that part as a conservation area.*

*(4) The designation of any area as a conservation area shall be a local land charge” .*

2.2 Historic England has published guidance on Conservation Areas entitled:

*“Conservation Area Designation, Appraisal and Management: Guidance Note 1”*, which was revised 8 February 2019.

This document has been referred to by the Pegasus Group in their objection but has omitted many paragraphs of advice that have shaped the Draft Appraisal and which help to explain the reasoning for the proposed inclusion of the southern extension of

the Conservation Area. These paragraphs are set out below and the reasoning provided.

2.3 *“Conservation Area Designation, Appraisal and Management: Guidance Note 1”* summarises the duties of Local Planning Authorities in the following terms:

*“Conservation Area requirements under the Planning (Listed Buildings and Conservation Areas) Act 1990:*

- *Local planning authorities to determine areas which it is desirable to preserve and enhance, and designate them as conservation areas (section 69 [1]);*
- *Local planning authorities to review their past activities in this area, including existing conservation areas, and to add more conservation areas (section 69 [2]) ;*
- *Local planning authorities to formulate and publish proposals for the preservation and enhancement of conservation areas and consult the public in the area in question, taking account of views expressed (section 71 [1 and 2]);*
- *In the exercise by local planning authorities of planning functions within the conservation area ‘special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area’ (section 72 [1])”.*

2.4 This 2019 Guidance Note then goes on to include advice which has been followed in the production of the Draft Appraisal for Staines. This is as follows:

*“Though some conservation areas are made up largely or even entirely of twentieth century development (eg Letchworth and Welwyn Garden City), the twentieth century is often the most undervalued and vulnerable period of building and landscaping and it will be important for the appraisal to recognise, where appropriate, the contribution made by more recent buildings” (para 35).*

The Debenhams Building is a twentieth century landmark building of 1956 and is considered to make a positive contribution to the Conservation Area: this is one of several reasons for its inclusion in the Draft Appraisal.

2.5 The Guidance also states that, *“.....set out the features of the area that contribute to its special architectural interest. ....whether as a collection of buildings representing a range of uses that document the area’s history, that represent the impact of a particular*

*architectural vision for the area, as a townscape or with materials and features that are special because of their contribution to local distinctiveness and identity. Surviving or former uses within the area might also have influenced plan form, urban grain and building types, for example grand terraces with mews, villas set in generous gardens, workers' back-to-back housing or industrial buildings connected with particular activities, local trades or specialised markets". (Para 46).*

The large size, footprint, scale, height and position of George Cole's Debenhams building is such that it has a strong influence on the townscape of Staines. It is a very noticeable landmark building, terminating several key views and shaping the town centre. Added to this, its former use as mid-century Department Store represents a former, historic use of this part of the town. For both these reasons, and following Historic England's Guidance, it is considered worthy of consideration for a place in the Conservation Area.

2.6 Historic England Guidance goes on to state that:

*"Most of the buildings in a conservation area will help to shape its character. The extent to which their contribution is considered as positive depends not just on their street elevations but also on their integrity as historic structures and the impact they have in three dimensions, perhaps in an interesting roofscape or skyline". (Para 48) and...*

*"Whilst designated status (i.e. nationally listed) or previous identification as non-designated heritage assets (such as through local listing) will provide an indication of buildings that are recognised as contributing to the area's architectural and possibly historic interest, it will be important also to identify those unlisted buildings that make an important contribution to the character of the conservation area". (Para 48)*

These paragraphs are important because it makes it clear that the three-dimensional presence of a building in the streetscape (its scale, size, mass, height and enclosing qualities) can be important to the special character and appearance of a Conservation Area. It is also clear that there will be unlisted buildings which make an important contribution to the Conservation Area. This guidance is highly pertinent to the Debenhams building which is an unlisted building which contributes to the Conservation Area.

2.7 The Pegasus objection appears to contain a fundamental misunderstanding of the term 'special interest' and how it relates to Conservation Areas, in their assessment of the Debenham's building. In their note they refer often to Historic England's decision not to include the building in the national *List of Buildings of Special Architectural or Historic Interest*. We are in complete agreement with Historic England's assessment that the Debenhams building is not of sufficient architectural or historic interest to be listed. However, this has no relevance in considering whether it should be included within the Staines Conservation Area, which is a completely different Heritage Asset with completely different parameters for designation. The existing Staines Conservation Area, as with almost all Conservation Areas nationwide, has many unlisted buildings which contribute to the special character and appearance of the Conservation Area (and many that are either neutral or even detrimental to) the special character and appearance of the Conservation Area.

2.8 It is very important to note here that buildings are **not** required to be listed in order to be included in Conservation Areas and can, of course, be considered worthy of contributing positively to the special character and appearance of the Conservation Area without being listed or even locally listed.

2.9 Historic England has long-since devised a tool whereby it is possible to carry out an impartial assessment of a building's ability to contribute positively to a Conservation Area. This tool has been in existence for over twenty years and the current version of it is now included within the Historic England Guidance as set out in this document (Conservation Area Appraisal, Designation and Management 2019). It comprises a checklist of questions in Table 1 and is set out below.

2.10 The Table states that

*"A positive response to **one or more** of the following questions may indicate that a particular element within a conservation area makes a positive contribution, provided that its historic form and value have not been eroded".(para 49).*

This table has not been referred to in Pegasus' Note so it doesn't appear that this impartial tool has been used by them to assess whether the Debenham's building makes a positive contribution to the Conservation Area (and should therefore be considered for inclusion). This has been filled in below to set out the reasoning for its inclusion in the Draft Appraisal.

2.11 It should be noted that **6 positive answers** can be made against these assessment questions, not just one or two, which Historic England states could be sufficient to establish that a building makes a positive contribution to a Conservation Area. This is clear impartial evidence that the building, right on the fringe of the current Conservation Area boundary should be considered for inclusion.

TABLE 1

*Is it the work of a particular architect or designer of regional or local note?* **Yes**

*Does it have landmark quality?* **Yes**

*Does it reflect a substantial number of other elements in the conservation area in age, style, materials, form, or other characteristics?* **No**

*Does it relate to adjacent designated heritage assets in age, materials or in any other historically significant way?* **No**

*Does it contribute positively to the setting of adjacent designated heritage assets?* **Yes**

*Does it contribute to the quality of recognisable spaces including exteriors or open spaces within a complex of public buildings?* **Yes**

*Is it associated with a designed landscape, e.g. a significant wall, terracing or a garden building?* **No**

*Does it individually, or as part of a group, illustrate the development of the settlement in which it stands?* **No**

*Does it have significant historic associations with features such as the historic road layout, burgage plots, a town park or a landscape feature?* **No**

*Does it have historic associations with local people or past events?* **No**

Does it reflect the traditional functional character or former uses in the area? **Yes**

Does its use contribute to the character or appearance of the area?" **Yes**

2.12 The Guidance goes on to set out that:

*"This part of the appraisal describes open spaces within or immediately outside the conservation area, their enclosure, and their visual, and/or other sensory contribution to the character of the place. The relationship between public spaces (such as a market place, street, square, public garden or car park) and private space (gardens, courtyards or playing fields), the qualities they offer, such as their long and winding or wide and open character and the ways in which the spaces were and are used, and the identification of key settlement edges, are all part of this analysis". (Para 53) and*

*"Similarly, the amount of green space and types of planting found between areas is likely to vary based on historic use and design. Highlighting these variations between areas and their contribution to both character and appearance and historic or architectural interest is an important element of character analysis that will help to inform future decisions and help developers generate sensitive proposals". (Para 54)*

2.13 The Pegasus objection note states that they do not value the open space that the designed Memorial Park makes to the Conservation Area and to the settlement edge of Staines, with its wide views across to the Thames. Their objection is based on the fact that the War Memorial itself has been relocated (very close by) to Market Square. However, the objection fails to take account of the spatial relationship and delightful axial vista, that has been designed intentionally, and that now exists between the War Memorial and Memorial Park, deliberately leading down to the River Thames. It is a piece of cleverly designed townscape which incorporates a green park and which links the open spaces of Market Square, Memorial Park and the riverside and is, in our view, worthy of designation. This need to understand and value relationships between open spaces and designed elements is set out in paragraph 58 of the guidance which specifically states that also relates to guidance:

*"Heritage assets can gain significance from their relationship with their setting whilst views from within or outside an area form an important way in which its significance is*

*experienced and appreciated. This part of the appraisal should identify how the landscape or townscape that the area is located within contributes to its special interest, perhaps by providing approaches along historic routes or visual connections between different areas that illustrate an important historic relationship. In other cases a relationship may be part of a formal design, such as a designed view from a park or garden to a feature in the landscape beyond".*

2.14 With regard to Memorial Park, views across the Thames and inclusion of the small carpark the Pegasus report states that, "I can understand the desire to preserve views across the Thames but inclusion in a Conservation Area should be on the basis of *intrinsic special interest*" (Para 4.2 of Pegasus report). Here, there seems to be a misunderstanding on the part of Pegasus of the Historic England guidance since guidance states that:

*"Heritage assets can gain significance from their relationship with their setting whilst views from within or outside an area form an important way in which its significance is experienced and appreciated"* (para 58)

2.15 Paragraph 59 also specifically mentions the importance of considering riverside views as well as landmark buildings such as the Debenhams building stating that:

*"The following may be significant contributors to character:*

- *views of rivers, the sea and surrounding hills and glimpses of landscape from urban streets open spaces, church towers and*
- *prominent public buildings that provide landmarks in views or views that illustrate a particular element of the area's historic development".*

The views to and from the Thames, from within and without Staines, are vital to understanding the significance and special character of Staines as a riverside town. The inclusion of some of these views in the Conservation Area are a valid and long-established means of preserving significance of a heritage asset as well causing the asset to be better revealed and understood. I wholly disagree with Pegasus that these



views and links to the Thames are of no intrinsic value; indeed, they provide Staines with much of its historic setting, context and value.

2.16 Pegasus has also stated that, *“The inclusion of the carpark and road junction is entirely unreasonable”*. Again, there seems to be a misunderstanding of the importance of preserving the open views from and to the townscape to the riverside. The Draft Conservation Appraisal sets out the reasoning for the inclusion which is included again here for ease:

*“The Memorial Park; the park and adjacent carpark have been included in its entirety because of the importance that this high quality open space has within the character area and also as one of the few public, open spaces from where a full appreciation of the River Thames and its relationship to Staines town can be obtained”* (p.35).

This will ultimately be a decision for members to make.

2.17 Finally it should be explained that boundary extensions to Conservation Areas are very commonly carried out as previous assessments are more finely tuned and more recent heritage assets become valued where once they were not. Historic England Guidance explains that:

*“... the existing boundary may have been drawn too tightly, omitting areas now considered of special interest such as... later phases of development (such as twentieth century housing), or parks, cemeteries and historic green spaces. In such cases the existing boundary may need to be extended”*. (para 106)

2.19 Paragraph 3.3 of the Pegasus Note calls into question the assessment of the Debenhams Building and, in particular, how it relates to its surrounding buildings and townscape, stating that no evidence has been provided. Fairly lengthy descriptions have already been provided in the Draft Conservation Area Appraisal which states that:

*“Views along Clarence Street from west to east are terminated by the former Debenhams building. This building shares many of the features characteristic of the historic buildings in this Character Area in terms of scale, string rhythm, architectural language and detail and reinforces those characteristics. For these reasons and due to the fact that it forms landmark*

*termination to those views, it contributes positively to the streetscene and the character and appearance of the Conservation Area”.*

2.18 In their note Pegasus have stated that they do not agree with the assessment and that, “... *the former Debenhams and group of buildings to the north are entirely out on a limb from the main part of the Character Area, awkwardly joined by an isthmus along the High Street and that...in this context the former Debenhams does not share any of the characteristics of the other buildings”.*

2.19 This interpretation would be partially correct if Conservation Area Appraisals were only concerned with the footprint of an area and, indeed, as one looks at the base map it appears as if this part of the Conservation Area is simply an ‘add-on’. However, townscapes are, of course, not experienced simply by looking at a plan but are very much three-dimensional, spatial places where links, views and visual connections are very important. As evidenced by photographs in the Draft Appraisal, the Debenhams building is very much part of the streetscene of Character Area 3, visible right from the opposite end of the Conservation Area at the far west end of Clarence Street and even from outside the Conservation Area in this direction. This can be seen in Plates 1, 2 and 3 below. A site visit easily shows the strong enclosing, terminating effect that the large Debenhams Building has on the Conservation Area and how very much part of the townscape it is. The opposite of being “*entirely out on a limb*” it is a building block in this part of the Conservation Area.

2.20 When seen in its setting, as a key part in the townscape, which a site visit reveals and which is shown in the photos below, it can be seen how well the building shares the architectural language of the area. This mid-century building has classically derived proportions, wall to window ratios, string courses and a heavy cornice at first and third floor level. All of which architectural features pick up on the older classical buildings of the Town Hall, Cygnet House, Blue Anchor and the early nineteenth century classical terraces of Clarence Road, all of which have the same or similar characteristics.

2.21 It also slots into the townscape here by reason of its height and scale. A large four storey building it ties in well with the three and four storey buildings in this Character Area which include Cygnet House, Number 1 Clarence Street immediately opposite the Debenhams Building, the four storey Town Hall, four storey Mallard Court (a modern building with a classically derived design) and four storey Blue Anchor. These are the reasons why it is considered to be worthy of inclusion in the Conservation Area.



**Plate 1 showing the enclosing and terminating effect of the Debenhams Building on Market Square, visible from Clarence Street.**



**Plate 2 the Debenhams Building from approximately three-quarters of the way down Clarence Street: a landmark, focal point for the street. It can be seen how integral and visible it is in its townscape setting.**

2.22 With regard to the buildings to the north-east of the Debenhams building, number 47 to 57, these have been included to form a small townscape buffer between Character Area 3 and the rest of the High Street which is not considered to be of sufficient quality to be included in the Conservation Area. The buildings are attractive and, in our view, contribute to the special character and appearance of the Conservation Area in that they are attractive, appropriately scaled buildings with attractive upper floors, especially the upper floor of 53-55 and are indicative of the range of architectural styles and types of building to be found in this town centre Conservation Area.

2.23 However, though it is our view that they would form an attractive addition to the Conservation Area, these buildings are, of course, not considered to be of the

same status as the Debenhams Building. It should be noted that this is simply a Draft Conservation Area Appraisal and it will be for members to make the final decision.



**Plate 3 The Debenhams Building as seen from the far west end of Clarence Street, enclosing and terminating this view, at one with its townscape.**

### **3.0 Conclusion**

3.1 The Draft Conservation Appraisal with its proposed extension, to include Memorial Gardens and the Debenhams building, has been carried out according to Historic England Guidance, as set out above. The small area proposed for the extension would protect the area itself and would also preserve and enhance the special character and appearance of the existing Conservation Area and it is recommended that the Draft Appraisal is agreed by members.

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**IN THE HIGH COURT OF JUSTICE**  
**KING'S BENCH DIVISION**  
**ADMINISTRATIVE COURT**  
**PLANNING COURT**

Royal Courts of Justice  
Strand, London, WC2A 2LL



**Before:**

**MR JUSTICE LANE**

-----  
**Between :**

**FUTURE HIGH STREET LIVING (STAINES)  
LIMITED**

**Claimant**

**- and -**

**SPELTHORNE BOROUGH COUNCIL**

**Defendant**

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**ORDER**

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UPON HEARING Counsel for the Claimant and Counsel for the Defendant  
AND UPON considering the written submissions and correspondence subsequent to the  
judgment being circulated on a confidential basis in draft

IT IS ORDERED THAT:

1. The Defendant's decision dated 29<sup>th</sup> June 2022 to extend the Staines Conservation Area so as to include the former Debenhams Building and the Memorial Garden; and the Defendant's decision set out in its Supplementary Report dated 31<sup>st</sup> August 2022 are both quashed.
2. Subject to paragraph 3 below, the Defendant shall pay the Claimant's costs, to be subject to detailed assessment if not agreed.
3. The Claimant shall pay the Defendant's costs of preparing the Defendant's written submissions of 27 March 2023, to be subject to detailed assessment if not agreed.

Dated this 28th day of March 2023.

## REASONS FOR PARAGRAPHS 2 AND 3 OF THE ORDER

I agree with the Claimant that, on ordinary principles, it has succeeded overall and should therefore recover its costs, despite the fact that I found in favour of the Defendant on ground 1.

Issues as to the reasonableness of costs, such as those regarding the use of two counsel, can be resolved at the detailed assessment stage.

As far as can be ascertained, it does appear that counsel for the Defendant was put in the position of having to spend yesterday afternoon drafting written submissions on costs, owing to the fact that information was promised by the Claimant which was not in the event forthcoming. (The court has indeed only just received the letter of today's date from the Claimant's solicitors). Whilst it is possible that such submissions would have been forthcoming in any event, had the Claimant responded earlier, it appears that counsel was significantly inconvenienced; and that justice requires the Claimant to bear the costs of preparing those submissions, irrespective of the overall outcome.

*Mr Justice Lane*



**Application Name:** Debenhams Department Store, Staines-upon-Thames

**Number:** 1478804

**Type:** New

**Heritage Category:** Listing

**Address:**

Debenhams Plc,37-45 High Street,Staines-upon-Thames,TW18 4QU

County	District	District Type	Parish
Surrey	Spelthorne	District Authority	Non Civil Parish

**Recommendation:** **Reject**

**Assessment**

Historic England has received two applications asking us to assess Debenhams department store in Staines-upon-Thames, for listing. We have also received communications of support for the building's listing from three community groups: Staines Town Society, Riverside Residents (Staines) Coalition and Riverbank Residents, as well as a petition of over 1,000 signatures against demolition. The store closed in 2020 and there are proposals for redevelopment of the site for housing and retail. The building is not in a conservation area and is not locally listed.

Originally built for local department store, Kennards, the building was constructed in two phases between 1956-1957 and 1961-1962. The design was by George Coles (1884-1963), known for his work designing cinemas for the Odeon cinema chain, several of which are listed at Grade II. The Kennards store replaced a number of smaller units on the site to occupy a prominent corner of Staines High Street. Adopting a late neo-Georgian style, it is faced in red brick with stone, or reconstituted stone, dressings and windows are steel-framed multi-paned casements. Externally the building appears little altered, with the exception of a later canopy, signage and renewed entrance doors.

Based on the information provided and with reference to the Principles of Selection (November 2018) and Historic England's Selection Guides, Debenhams, High Street, Staines-upon-Thames, is not recommended for listing for the following principal reasons.

Degree of Architectural interest:

\* the building is a late example of neo-Georgian retail architecture and, despite the interest of its architect, is comparable in quality to a very large number of high street buildings of the inter- and post-war period across the country; it does not possess the quality of design, decoration or craftsmanship to mark it of special architectural interest.

Degree of Historic interest:

\* department stores are an important part of the country's retail heritage, and they are increasingly under threat; however, only those with the greatest claims to interest will merit addition to the statutory List.

# Environment and Sustainability Committee



10 May 2022

<b>Title</b>	Staines Conservation Area Appraisal
<b>Purpose of the report</b>	To make a decision
<b>Report Author</b>	Esmé Spinks, Planning Development Manager Russ Mounty, Principal Planning Officer
<b>Ward(s) Affected</b>	Staines Ward
<b>Exempt</b>	No
<b>Exemption Reason</b>	N/A
<b>Corporate Priority</b>	Community Environment Service delivery
<b>Recommendations</b>	<p><b>Committee is asked to:</b></p> <ol style="list-style-type: none"> <li>1. Agree the draft updated Staines Conservation Area Appraisal for consultation</li> <li>2. Agree to go out to 6 weeks public consultation on the proposed amendments to the Conservation Area</li> <li>3. Delegate authority to the Group Head Regeneration and Growth, in consultation with the Chair and Vice Chair of the Environment and Sustainability Committee, to approve the final document, taking account of comments, as required, which arise from the consultation.</li> </ol>
<b>Reason for Recommendation</b>	<p>1.1 Under planning policy, local planning authorities are required to formulate and publish proposals for the preservation and enhancement of conservation areas. The appraisal of Staines Conservation is the first of eight which will be completed as part of updating the conservation areas across the borough. The appraisal defines three distinct character areas and includes recommendations on boundary changes to remove areas where designation is no longer justified and also proposals to extend the boundary in some locations.</p>

## **2. Summary of the report**

- 2.1 Under national planning policy and advice by Historic England, Local Planning Authorities (LPAs) are required to formulate and publish proposals for the preservation and enhancement of conservation areas. LPAs should also consult the public in the area in question, taking account of views expressed. Spelthorne LPA will be undertaking appraisal reviews of all its existing conservation areas over the coming year. There are eight conservation areas in the borough, six were made in the 1970s, one in 1993 and one in 2002. Preservation and Enhancement plans were agreed in the 1990s for those originally approved in the 1970s.
- 2.2 The first review of this year which has taken place relates to Staines Conservation Area. The last previous preservation and enhancement plan for this area was agreed in 1991. The review has been undertaken by AHC Consultants (Architectural History and Conservation Consultants). The attached report (Appendix 1) provides a draft updated appraisal of the Conservation Area. It includes recommendations on boundary changes to remove areas where designation is no longer justified and also proposals to extend the boundary in some locations.

## **2 Key issues**

- 2.1 Staines Conservation Area was designated in 1975 by Spelthorne Borough Council as an area of special architectural and historic interest and reviewed in 1991. Appendix 2 contains a map of the existing conservation area. The Planning Practice Guidance (PPG) stresses that 'local planning authorities must review their conservation areas from time to time' (section 69(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990. Resources permitting, it is advised that every five years is ideal, but review frequency will vary according to the development pressures in the local area. Staines town is currently experiencing significant development pressures and a review of the Staines Conservation Area is required.
- 2.2 The attached draft appraisal follows advice given by Historic England as set out in '*Advice Note 1: Conservation Area Appraisal, Designation and Management*' published 8 February 2019. It seeks to analyse the special architectural and historic interest of the Staines Conservation Area, identifies opportunities for beneficial change and the need for additional protection. The draft appraisal also seeks to consider and review the Conservation Area boundary which has been in place since 1975.

The review of the Staines Conservation Area and the production of the Conservation Area Appraisal are part of a wider aim by Spelthorne Borough Council to preserve or enhance the special character and appearance of the Conservation Area as required by the Planning (Listed Buildings and Conservation Areas) Act 1990. It will also enable sustainable decisions to be taken about its future management.

### 3. Options analysis and proposal

#### Option 1 – agree the revised draft appraisal for consultation

3.1 The draft appraisal sets out nine key elements which define the special character and appearance of the Staines Conservation Area. This includes

- the location and setting
- origins and historic development
- archaeological potential
- built form and architecture
- trees and open spaces, and
- views and vistas

A number of examples are used to highlight the special interest. The draft appraisal includes some amendments to building heights and design and materials.

3.2 The next section of the draft appraisal assesses in some detail character areas. Most Conservation Areas do not have a uniform character and appearance across the area. In many cases different ‘character areas’ or ‘sub areas’ can be discerned which have their own unique appearance and characteristics. Their varied character tells a story about the history of the Conservation Area and contributes to the special character and appearance of the whole. Three distinct Character Areas have been identified for the Staines Conservation Area:

- Character Area 1 – St Mary’s Church - has the appearance and secluded, quiet atmosphere of a small village centred upon its Church: a building which dominates the character area.
- Character Area 2 – The Two Rivers - stretches from the former Staines West Station and Hale Street in the north of the Conservation Area, southwards to the rear of the buildings that face onto Clarence Street.
- Character Area 3 – Market Square and Memorial Gardens - this is the civic core of the town and saw a rapid and extensive period of redevelopment in the early to mid C19.

These character areas are shown in appendix 3.

3.3 The next section of the draft appraisal sets out recommendations for proposed alterations to the boundary of the Staines conservation area.

#### Inclusions

The draft appraisal suggests four areas to be added to the conservation area;

- “The four storey, former Debenhams building was built in 1956 by George Coles, the renowned Art Deco architect. This landmark building is an important building of high visual quality which terminates the long views along Clarence St and from Thames Street. It is of good architectural quality and it reinforces the historic built character of character area 3.” {The inclusion also includes the adjacent buildings

of nos. 47-57 High Street which contribute to the setting of Debenhams}.

- The Memorial Park; the park and adjacent car park have been included in its entirety because of the importance that this high quality open space has within the character area and also as one of the few public, open spaces from where a full appreciation of the river Thames and its relationship to Staines town can be obtained.
- A section of riverside bank and the river to the west of Church Island; this area is important in allowing an appreciation of the context and character of both character area 1 and Church Island, their relationship with each other, and with the river.
- Minor changes have occurred to the boundary of the Conservation Area to follow the line of the footpath and include its green riverbank along the eastern side of the River Colne.”

### Exclusions

The report also advises on the following exclusions from the Staines Conservation Area.

- “Minor changes to the boundary of the Conservation Area have occurred around its northern periphery to ensure that the boundary line is legible on the ground and does not dissect buildings or plots. The modern Travelodge, built after the Conservation Area was designated, has been excluded.”

A plan showing the recommended boundary changes is attached as Appendix 4.

- 3.4 The next section of the draft appraisal sets out a summary of the main issues currently adversely impacting on the Staines conservation area. The final part of the draft appraisal provides a management plan for the conservation area. This is set out in four sections; the first deals with general issues and the next three addresses management with each of the three character areas.
- 3.5 Appendix 5 contains a list of the important assets in the Staines conservation area and an assessment of significance for each.
- 3.6 This is the preferred option.

### Option 2 – do not agree the revised draft appraisal for consultation

- 3.7 The committee could decide that they want to keep the conservation area boundary unaltered. This is not recommended as the LPA would be ignoring the advice of AHC Consultants, who are its independent experts.
- 3.8 This option is not recommended.

### Option 3 – agree the revised draft appraisal for consultation but with further amendments

- 3.9 The council's consultants, David Lock Associates who are dealing with the Staines Development Framework (SDF) have made the following comments:
- The zoning plan in the SDF will need to be amended (Officer note: this is not a matter for the appraisal)
  - Not convinced that the Memorial Garden Car Park should be included
  - Two other comments relating to building heights and design and materials (Officer note: see 3.1 above).
- 3.10 On the first matter the zoning proposals within the draft SDF, previously agreed in principle by the Staines Development Task Group, are due to be considered by the Environment and Sustainability Committee at an Extraordinary meeting on 26 April 2022. If the SDF is agreed, it is expected that it will be further considered by Council on 19 May 2022. At that time, the proposed changes to the Staines Conservation Area (if agreed) will be subject to its own public consultation. It is anticipated that consultation on the conservation area appraisal will start shortly after 10<sup>th</sup> May and will last for six weeks, expiring towards the end of June. The draft SDF zoning plan (if agreed) will be consulted on its current proposed format unless the proposed changes to the conservation area are agreed before the consultation on the draft SDF to allow for the material to be amended. Otherwise a rider could be added to the draft SDF advising that the conservation area boundary is likely to be altered and this will affect the extent of the zoning plan. If the conservation area is agreed, a revised plan could be added to the draft SDF to assist understanding of what that means for the zoning proposals.
- 3.11 On the second matter, the recommendation to include the car park as part of the Memorial Gardens extension been included in its entirety because of the importance that this high quality open space has within the character area and also as one of the few public, open spaces from where a full appreciation of the river Thames and its relationship to Staines town can be obtained.
- 3.12 This was the recommendation by the expert Architectural History and Conservation Consultant, and it is advised that this remains unaltered.
- 3.13 Consequently, this option is not recommended.

## **4. Financial implications**

- 4.1 The extension of a conservation area boundary is likely to result in additional resource pressures for planning officers and the likely need to obtain, on occasions, additional independent expert heritage advice due to the additional controls outlined in 3.9 above and also the management plan. There is no additional planning fee income received by the Local Planning Authority as a result of the additional controls. This will matter be monitored to establish whether this additional work can be paid for from within existing budgets.

## 5. Other considerations

- 5.1 The broad principles of government guidance are included in the adopted Spelthorne Local Plan 2009. Of particular relevance are Policies EN5, Buildings of Architectural and Historic Interest (p.60) and EN6 Conservation Areas, Historic Landscapes, Parks and Gardens (p.61). At the time of writing the emerging Local Plan currently carries no weight.
- 5.2 If the appraisal is adopted following public consultation, it will become a Supplementary Planning Document (SPD) and be a material consideration in decision making. The role of SPD policy is confirmed by its glossary definition within the NPPF 2021 which provides:
- “Documents which add further detail to the policies in the development plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not 73 part of the development plan.”*
- 5.3 Consequently SPDs are required to have a policy hook within existing (or, imminently to then be adopted) local plan policy. The associated policy for the appraisal SPD is policy EN6. Upon imminent adoption of the emerging local plan, the SPD would ‘hook’ onto the replacement heritage policy and remain a material consideration in decision making.
- 5.4 The conservation area designation introduces some additional controls over the way owners can alter or develop their properties.

These controls include:

- the requirement in legislation and national planning policies to preserve and/or enhance, as discussed further in the NPPF and the PPG
- local planning policies which pay special attention to the desirability of preserving or enhancing the character or appearance of the area
- control over demolition of unlisted buildings
- control over works to trees
- limitations on the types of advertisements which can be displayed with deemed consent
- restriction on the types of development which can be carried out without the need for planning permission (permitted development rights)
- support for the use of article 4 directions to remove permitted development rights where avoidable damage is occurring
- clarification of archaeological interest, thereby assisting its protection



5.5 There is no statutory remedy available to a person who wishes to challenge the legality of the designation of a conservation area and no mechanism by which the owner of land subject to such designation could claim compensation. Notwithstanding this, the Council's decision could be subject to judicial review and quashed if the Court found the grounds for designation to be inadequate e.g. a paucity of evidence regarding special architectural or historic interest, a lack of meaningful consultation etc.

## **6. Equality and Diversity**

6.1 This does not have any direct equality and diversity impacts

## **7. Sustainability/Climate Change Implications**

7.1 The protection and enhancement of existing heritage buildings and open areas has a positive impact on sustainability/climate change issues.

## **8. Timetable for implementation**

8.1 Following the approval of the amended Staines conservation area boundaries, the following process will take place:

- Advertise the appraisal and invite comments on the Council's website and Council's social media for a period of six weeks
- Advertise the appraisal and invite comments in the local press
- Notify the owners, where possible who are affected by the boundary changes
- Advise the local residents associations and invite comments
- Adopt the updated Staines Conservation Area Appraisal as a Supplementary Planning document

## **9. Contact**

9.1 For further details please contact Esmé Spinks at [e.spinks@spelthorne.gov.uk](mailto:e.spinks@spelthorne.gov.uk) and Russ Mounty at [r.mounty@spelthorne.gov.uk](mailto:r.mounty@spelthorne.gov.uk)

**Background papers:** There are none

### **Appendices:**

Appendix 1 – Staines Conservation Area Appraisal-Draft

Appendix 2 – Staines Conservation Area 1975

Appendix 3 - Staines Conservation Area Character Areas

Appendix 4 – Staines Conservation Area Boundary changes - Draft

Appendix 5 – Staines Conservation Area Asset Sheets - Draft

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IN THE MATTER OF

THE PROPOSED EXTENSION TO THE STAINES CONSERVATION AREA

AND

JUDICIAL REVIEW CLAIM CO/2909/2022

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OPINION

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**INTRODUCTION**

1. Following a substantive judicial review hearing on 21<sup>st</sup> February 2023 the decision by Spelthorne Borough Council (“the Council”) to extend the Staines Conservation Area (“SCA”) so as to include the former Debenhams Building and the Memorial Garden; and the Council’s decision set out in its Supplementary Report dated 31<sup>st</sup> August 2022 were both quashed. Our client is Future High Street Living Ltd (“FHSL”).
  
2. The Council intends to reconsider its decision to extend the SCA at a meeting of the Environment and Sustainability Committee (“ESC”), which is scheduled for 19<sup>th</sup> April 2023. I have been provided with the Agenda for the ESC meeting, an Officer’s Report (“OR”) dated 19<sup>th</sup> April 2023 together with a number of appendices, most of which accompanied the Council’s original decision in May 2022 to extend the SCA. Additionally, I have read my instructing solicitors’ letter to the Council dated 7<sup>th</sup> April 2023 in which the request to provide various background documents is reiterated.
  
3. I am asked whether the Council’s proposed confirmation of the extended SCA, if approved by the ESC on 19<sup>th</sup> April, will be lawful. For the reasons that follow I do not consider that the Council can lawfully make this decision without addressing a number of defects in the decision taking process. I do not believe that these errors can be rectified before 19<sup>th</sup> April.

4. **First**, although the legal effect of the order is that the decisions made following the Officer's Report in May 2022 and the attempt to retrospectively justify that decision in August 2022 are quashed, the context for the Court's decision is important. At various points in the Judgment, Lane J expressed concerns about the ability of the Council to address the question of the SCA with an open mind: see *e.g.* §69, 80, 82 and 84. As such, the Council's reconsideration of its decision to extend the SCA should be beyond reproach. It is not, for the reasons that follow.
5. **Second**, the Council has shown itself to be less than forthcoming in the documentation that it has disclosed to our client (and to Members). Indeed, this was laid bare during the judicial review hearing and drew a comment from the Judge as follows at §82:  
  
*"It is a matter of some regret that the information adduced at the hearing was not provided earlier. It remains puzzling what further input Dr Fry may have had in connection with the SR. As matters stand, the conclusion can only be that Dr Fry's input was perfunctory and that, from what this court has been shown, it was very much in the nature of a "defensive" approach."*
6. Here the Judge was referring to the fact that the Council was unable to provide evidence of any comments that Dr Fry (the Council's external heritage consultant) had made in relation to the Supplementary Report ("SR") in August 2022. Not only has the Council failed to provide any such exchanges since the Judgment was handed down, there is not a shred of evidence in the April 2023 OR that Dr Fry has since been asked for her opinion on the representations made on behalf of FHSL by Ms Stoten. Given that Dr Fry prepared the original Conservation Area Appraisal, this is a singular failing by the Council quite apart from the fact that there is a continuing failure to disclose documents that one could reasonably expect to exist.
7. This continuing failure is amply demonstrated by the fact that FHSL has been forced through their solicitors to repeat requests for disclosure of documents that are bound to exist. *E.g.* it is simply not tenable to argue that there were no written instructions provided to Dr Fry or that there was no written record (whether in the form of emails or memoranda) in the period before Dr Fry was engaged. As a matter of procedural fairness all of the documents identified in the Eversheds Sutherland letter of 7<sup>th</sup> April 2023 should be provided to both our client and to Members of the ESC before any decision is made. It would be quite impossible to reach a procedurally defensible decision unless (i) these

documents are provided; and (ii) both FHSL and Members are given a reasonable opportunity to consider them.

8. In this regard I remind myself that we await the decision of the Information Commissioner's Office in respect of FHSL's complaint regarding the Council's failure to provide the necessary information to allow a properly informed decision to be made.

9. In light of the above I cannot see how it would be legally possible to make a decision in relation to the proposed expansion of the SCA without (i) providing the documents listed in the Eversheds Sutherland letter of 7<sup>th</sup> April 2023; and (ii) providing our client with the opportunity to make representations on them; and (iii) allowing Members to consider the disclosed documents and FHSL's response.

10. As such, the meeting of the ESC scheduled for 19<sup>th</sup> April 2023 cannot take place.

11. **Third**, the Judge roundly rejected the Council's argument that the tests for including buildings within the Statutory List under the Listed Buildings Act 1990 and for designating a conservation area are "distinct and different". At §71 of the Judgment Lane J held as follows:

*"There is a fundamental problem with this. Section 69 (1)(a) states in terms that what is "desirable to preserve or enhance" by designation as a conservation area are "areas of special architectural or historic interest". It is quite evident from the Appraisal, quoted at length in paragraph 3.3 of the May OR, that great emphasis was placed, with regard to the proposed extension in respect of the Building, upon the architectural interest of the Building (see above). This was emphasised by the fact that the buildings to the north-east were proposed to be included in the extension because they "contribute to the setting of Debenhams". The belated suggestion that these shop buildings may themselves be of architectural relevance is itself problematic. It is a good exemplar of why ex post facto reasoning tends to be viewed with caution, if not suspicion."*

12. At §73 the Judge held that it was "highly relevant that Historic England had declined to list the Building, for the reasons it gave."

13. Unfortunately the OR dated 19<sup>th</sup> April 2023 fails adequately to grapple with the Judge's criticisms or HE's finding that the Building did not possess "special architectural or historic interest". §3.18 of the OR stresses the fact that HE's assessment was given before

the draft Appraisal and “for a different purpose”. By advising Members that HE’s assessment was provided for a ‘different purpose’ the OR implicitly seeks to side-line or reduce the weight to be attached to HE’s expert judgement. This is exactly the mistake which led the Judge to quash the original decision.

14. The April 2023 OR also falls into a number of additional errors:
  - a. §3.18 of the OR is wholly misleading. The OR reports HE’s comments on the preservation of retail heritage as being “*consistent with the view that a building which forms an important part of the retail heritage of Staines Town Centre belongs within the Staines Conservation Area*”. HE’s comments on retail heritage (reproduced under §3.15 OR) make a general point about department stores being “an important part of the country’s retail heritage”, not that the Debenham’s building in Staines is particularly important. Crucially, HE went on to say that “*only those with the greatest claims to interest will merit addition to the statutory list*”. The Building had no such claim. The OR ascribes to HE a view which it did not express;
  - b. At §3.21 the Officer accepts that the Building was not included on the Statutory List but draws attention to its inclusion on the Local List from 30<sup>th</sup> March 2022. The clear implication is that inclusion on the Local List somehow provides justification for extension of the SCA. This advice to Members is misleading since it fails entirely to distinguish between including a building on the Statutory List, which requires historic or architectural interest at national level and a Local List, which has no statutory status.
15. Consequently, if Officers persist in advising Members in a way that is materially misleading there will be strong grounds for a second judicial review claim: see *Mansell v Tonbridge and Malling BC* [2017] EWCA Civ 1314 at §42.
16. It would appear that Officers of the Council are committed to the extension of the SCA. However, in the absence of crucial background documents and in light of additional legal errors in the April 2023 OR the Council is on track to make another legally erroneous decision. In fact, if the Council does not postpone the meeting on 19<sup>th</sup> April 2023 there are strong grounds for a further judicial review claim. Additionally, FHSL will have equally strong grounds for seeking an Order restraining the Council from making any decision

unless and until the deficiencies identified in this Opinion have been addressed satisfactorily.

17. I advise accordingly.

12<sup>th</sup> April 2023

***JONATHAN EASTON KC***  
KINGS CHAMBERS  
MANCHESTER-LEEDS-BIRMINGHAM

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# Environment and Sustainability Committee



**5 September 2023**

<b>Title</b>	Planning Development Management Performance Report
<b>Purpose of the report</b>	To note
<b>Report Author</b>	Esmé Spinks, Planning Development Manager
<b>Ward(s) Affected</b>	All Wards
<b>Exempt</b>	No
<b>Exemption Reason</b>	N/A
<b>Corporate Priority</b>	Community Environment Service Delivery Affordable Housing
<b>Recommendations</b>	<b>Committee is asked to:</b>  1. Note the report
<b>Reason for Recommendation</b>	N/A

## 1. Summary of the report

1.1 This report seeks to review the performance of the Planning Development (PDM) Management service over the past year. The report follows on from those produced on an annual basis to the Environment and Sustainability Committee.

## 2. Key issues

2.1 Successive governments have assessed Local Planning Authorities (LPA) performance on the speed with which they determine planning applications. The “designation regime” (introduced in 2013 and amended in 2016) is based on the speed and quality of decisions for major and non-major development over a rolling 2-year period. Over the years, Spelthorne has consistently met and surpassed these targets.

2.2 The quality and speed of major development is a target which is, and will continue to be, monitored particularly closely due to the relatively few major

applications received. There is a continued risk, in terms of the quality of major applications threshold, of exceeding the 10% threshold. It is imperative the Council has sound reasons to refuse an application, and that these are capable of being defended successfully at appeal. Failure to do so could expose the Council to the real risk of “designation”. The speed and quality of non-major applications are targets which are less problematic to meet due to the significantly higher numbers received overall, but nonetheless are still closely monitored.

- 2.3 Government policy announcements in recent years has aimed to boost the supply of housing, enable homes to be built faster and encourage higher housing densities within urban locations. These have been encapsulated into the revised National Planning Policy Framework, issued in July 2021 where a presumption in favour of sustainable development lies at its heart. The presumption in favour of housing schemes applies in Spelthorne because this authority does not have a 5 year housing land supply housing (it currently stands at 3.53 years) which has triggered a presumption in favour of sustainable development. In addition, the Housing Delivery Test, which compares the number of new homes delivered over the previous three years with the authority's housing requirement, is currently 69%. As this is less than the required 75%, the NPPFs presumption in favour of sustainable development is also triggered for Spelthorne. our most recent Housing Delivery Test result was 69%.
- 2.4 The PDM Officers are working within a culture of continuous performance. Further investment in IT has taken place assist with performance management and the Council's agile working policy and this is a necessary continuing process. The Planning DM officers successfully met this challenge and have also exceeded all government performance targets.
- 2.5 Following the May elections, planning training has taken place on decision making, appeals and costs, Green Belt and Planning Enforcement and further training is planned in 2023 and the first part of 2024. Training will continue as new planning legislation is introduced and refreshers are needed.
- 2.6 It is proposed to continue providing planning application performance statistics in future E&S Committee papers.

### **3. Options analysis and proposal**

- 3.1 The first section of the report deals with the Designation Regime. Local Planning Authorities are provided with statutory time limits to determine planning applications within a set period of time. These time limits are a way to evaluate a local planning authority's performance and can lead to a Council losing its power to determine planning applications within its jurisdiction if too many applications are determined outside these statutory time limits. The time limits are known as determination periods and are set at 13 weeks for Major planning applications (mainly 10+ dwellings and new floorspace of 1,000 sqm+(16 weeks where subject to Environmental Impact Assessment) and 8 weeks for other planning applications defined as “Minor” and “Other” (non-major proposals).
- 3.2 As part of the Growth Agenda, the Growth and Infrastructure Act 2013 saw an introduction to the “designation regime” which has since been refined and

expanded. It measures performance based on the speed and quality of decisions for major and non-major development over a rolling 2-year period as follows:

- The **speed** of determining applications for **major** development
- The **quality** of decisions made by the authority on applications for **major** development
- The **speed** of determining applications for **non-major** development;
- The **quality** of decisions made by the authority on applications for **non-major** development

The performance of LPAs can be “designated” on the basis of its speed and/or quality performance on major development, on non-major development, or both.

3.3 The Secretary of State will decide once a year whether any “designation” should be made or lifted. If an LPA is at risk of designation for one or more categories, the DCLG will write to the LPAs requesting any data corrections or exceptional circumstances that would make a “designation” unreasonable. Where an authority is “designated”, applicants may apply directly to the Planning Inspectorate for the category of applications (major, non-major or both) for which the authority has been “designated”. The exception is where an authority is designated for non-major development, householder applications and retrospective applications. Applicants will not be able to submit these applications to the Planning Inspectorate as these are best dealt with locally. Soon after a designation is made the LPA is expected to prepare an “action plan” addressing areas of weakness that contributed to its under-performance. Appendix 2 contains a flow chart setting out the designation process.

3.4 Table 1 of the main report (reproduced below) provides an overview of the thresholds and assessment period for 2021 and 2022 and details of Spelthorne’s performance.

Table 1

Measure and type of Application	2019-2021 Threshold and assessment period	Spelthorne’s Performance 2021	2020-2022 Threshold and assessment period	Spelthorne’s Performance 2022
<b>Speed of Major Development</b>	<b>60% (min)</b> (October 2019 to September 2021)	<b>98%</b> N.B. The higher the % the better	<b>60% (min)</b> (October 2020 to September 2022)	<b>98%</b> N.B. The higher the % the better
<b>Quality of Major Development</b>	<b>10% (max)</b> (April 2019 to March 2021)*	<b>2.33%</b> N.B. The lower the % the better	<b>10% (max)</b> (April 2020 to March 2022)*	<b>4.65%</b> N.B. The lower the % the better

<b>Speed of Non-Major Development</b>	<b>70% (min)</b> (October 2019 to September 2021)	<b>96%</b> N.B. The higher the % the better	<b>70% (min)</b> (October 2020 to September 2022)	<b>96%</b> N.B. The higher the % the better
<b>Quality of Non-Major Development</b>	<b>10%</b> (April 2019 to March 2021)*	<b>1.25%</b> N.B. The lower the % the better	<b>10%</b> (April 2020 to March 2022)*	<b>1.13%</b> N.B. The lower the better

\* an additional 9 months is given to 31 December to allow for the receipt of appeal decisions

Spelthorne has met and exceeded all four targets for the threshold periods.

- 3.5 The 'Quality of Major Development' threshold is monitored particularly closely. This is because of the relative few number of majors which we receive compared with other applications. It would only take four or five majors to be allowed on appeal over a two year period (based on 40-50 majors determined in the last few years) to bring the performance over the designation threshold of 10% and the consequences outlined in para 3.3 above. Where an authority is "designated", applicants may apply directly to the Planning Inspectorate for the category of applications (major, non-major or both) for which the authority has been "designated". Where an authority is "designated", applicants may apply directly to the Planning Inspectorate for the category of applications, for which the authority has been "designated (in this case 'major')". Continuous monitoring against this criterion is essential.
- 3.6 The next section of the report deals with performance in terms of numbers of applications. In terms of the 8 week and 13 week speed performance outlined above, Spelthorne performance for decisions made in 2019 – 2022 is set out in table 3 of the main report. Over the past four years, the number of planning applications determined has increased in the 'majors' and 'other' (with the exception of 2021) categories and in the 'Minor' category from 2019. Overall, there has been an increase in the total received in 2022 compared with the previous years (with the exception of 2021) whilst performance has far exceeded the government targets.
- 3.7 During the same three years ending December 2022, PDM also dealt with a large number of other type of applications not included in the statutory returns, i.e., Certificate of Lawfulness applications, Surrey County Council applications and Tree applications, (Table 4 of the main report). The data shows that there has been a significant increase in the total number determined since 2019. Over the four years; there was a 14.7% increase from 2019 to 2022 and 22.7% increase from 2020 to 2022 and only a slight reduction (6.6%) from 2021 to 2022.
- 3.8 Overall, in 2022 a total of 1406 planning decisions were made by the LPA compared with 1515 in 2021, 1205 in 2020 and 1,352 in 2019. All planning applications are submitted to PDM and the fluctuation in numbers received each year is normally a reflection of outside factors, e.g., Covid 19 in 2020.

3.9 The LPA also deals with several other matters involving appeals, planning enforcement and enquiries. A summary of the last four years is contained in table 5 of the main report.

3.10 The planning appeals and enforcement appeals for the past two years are contained in appendices 3 and 4 of the main report. There were 116 appeal decisions received:

- 5 Enforcement appeals
- 111 Planning appeals

Of these appeals:

- 83 Planning appeals were dismissed
- 5 Planning Enforcement appeals were dismissed and the enforcement notice upheld.
- 0 Enforcement notice was quashed on appeal
- 26 Planning appeals were allowed, and
- 1 Planning appeals was lapsed
- 1 Planning appeal was withdrawn

3.11 The report also assesses planning applications which were recommended for approval by the Planning Officer but overturned and refused by the Planning Committee. Between January 2021 to December 2022, nine planning applications were recommended for approval by the Planning Officer but overturned and refused by the Planning Committee. This compares with 11 in the previous report last year. The details are contained in table 6.

3.12 Table, no.7 summarise planning enforcement activity. Overall, there has been an increase in planning enforcement complaints by 24% from 2018 to 2021 and a drop in 2022 although the six months to June 2023 show a rise again. The enforcement team is currently dealing with a number of complex enforcement cases and is currently operating with just two full time members of staff due to a vacancy in the team. reflects the complexity of current enforcement issues. A detailed report on planning enforcement policy was reported to the Neighbourhood Services Committee in March 2022.

3.13 Details relating to the Housing Delivery Test are included at table 8. The report concludes with a summary of government papers including consequences of the Housing Delivery Test result of 68% and lack of a 5 year housing land supply leading to the 'titled balance' being applied for most residential development planning applications in Spelthorne. Reference is also made to the Levelling Up and Regeneration Bill, expected to become law by the end of the year and Biodiversity Net Gain (BNG) which will come into effect in November for major applications and April for non-major development.

3.14 The Government has recently announced a raft of proposed planning changes relating to amended permitted development rights, an increase and amendments to the planning fees (from April 2024) and amended

performance targets to follow. The aims have been to 'simplify' the planning process (to provide additional housing) but the process has become increasingly complex. The increase in planning fees is to provide increased resilience to the PDM service.

#### **4. Financial implications**

- 4.1 Potentially negative financial implications could arise if the planning performance results in the Local Planning Authority (LPA) being 'Designated' for Major developments. This is because not only would the LPA lose control in decision making of important strategic planning proposals, the LPA would also not receive the pre-application advice fee and statutory planning application fee of the larger schemes which can be significant. For example, the planning application fees of some large proposals include Shepperton Studios Reserved Matters £189,839 and £45,491 and Debenhams £50,381. In 2022/23, Planning DM received over £600,000 in income from planning application fees and pre-application advice given by officers.
- 4.2 An additional potential implication could arise if new dwellings are not approved (if policy compliant). This would lead to a reduction in the New Homes Bonus (NHB) which is secured for every new home completed in the borough. The NHB for 2023/24 is £101,000.
- 4.3 The proposed statutory planning fee increase in April 2024 (between 25% and 35%) plus an annual increase from April 2025 will assist in bringing resilience to the Planning Development Management service. The government will also be bringing in a new planning performance framework, although the consultation on the new framework will not be until after the increase in planning fees has been invested in supporting the capacity and capability of the planning service.

#### **5. Other considerations**

- 5.1 There are no further considerations to be taken into account.

#### **6. Equality and Diversity**

- 6.1 This does not have any direct equality and diversity impacts

#### **7. Sustainability/Climate Change Implications**

- 7.1 There are no sustainability/climate change issues.

#### **8. Timetable for implementation**

- 8.1 The Planning DM performance is monitored on a constant basis. It is intended to continue to provide an annual performance report to the Committee.

## **9. Contact**

- 9.1 For further details please contact Esmé Spinks at [e.spinks@spelthorne.gov.uk](mailto:e.spinks@spelthorne.gov.uk)

**Background papers:** There are none.

### **Appendices:**

Appendix 1 – Main Report

Appendix 2 – Designation process

Appendix 3 - Planning Appeals Received & Decided January 2021 – December 2022

Appendix 4 - Planning Enforcement Appeals Decided January 2021 – December 2022

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## Appendix 1

<b>Title</b>	Development Management Performance
<b>Purpose of the report</b>	The purpose of this report is to advise the Members of the Planning Development Management (PDM) performance over the past year.
<b>Report Author</b>	Esmé Spinks, Planning Development Manager
<b>Recommendations</b>	It is recommended that the Environment and Sustainability Committee notes the report.
<b>Executive Summary</b>	<p>Successive governments have assessed Local Planning Authorities (LPA) performance on the speed and quality with which they determine planning applications. The Government has introduced tough measures for LPAs which fail to perform. Over the years, Spelthorne's performance has surpassed the Government's performance targets. However, there is a risk that the Council's performance in respect of the quality of major developments may come under greater scrutiny and could result in Government sanctions.</p> <p>Government policy announcements have aimed to boost the supply of housing, enable homes to be built faster and encourage higher housing densities within urban locations. These have been encapsulated in the National Planning Policy Framework, July 2021 where a presumption in favour of sustainable development lies at its heart.</p> <p>At present the LPA does not have the required five year supply of housing (it currently stands at 3.53 years) which has triggered a presumption in favour of sustainable development. In addition, the Housing Delivery Test, which compares the number of new homes delivered over the previous three years with the authority's housing requirement, is currently 69%. As this is less than the required 75%, the NPPF's presumption in favour of sustainable development is also triggered for Spelthorne.</p> <p>An up to date development plan gives greater certainty to all those involved in the development process and the local community. Decisions based on an up to date plan and supplementary guidance which are consistent with the NPPF are more easily defended at appeal. It is important to ensure that reasons for refusal can be defended on appeal without the risk of an award of costs against the Council. Robust decision making helps to ensure that the risk of the Council being "designated" based on appeals is minimised.</p>

	<p>Any request for an application to be called into the Planning Committee should only be made if there is a ‘material planning concern’ as set out in the Council’s Planning Code, 2021.</p> <p>DM Officers are working within a culture of continuous performance throughout the DM process. Further investment in IT software and hardware has been implemented to assist with performance management and the Council’s agile working policy and this is a necessary continuing process.</p> <p>In March 2020, following the Covid 19 lockdown, the Planning DM service was transferred remotely. The Planning DM officers successfully met this huge challenge, have continued to do so and have also exceeded all government performance targets.</p> <p>Following the May elections, planning training has taken place on decision making, appeals and costs, Green Belt and Planning Enforcement and further training is planned.</p> <p>Presentations have been undertaken by developers prior to the submission of their planning applications and will continue to do so. These measures will assist with the quality of decision making. Officers have also attended some on-line training courses as part of their continuous professional development.</p> <p>The Government has recently announced a raft of proposed planning changes relating to amended permitted development rights, an increase and amendments to the planning fees (from April 2024) and amended performance targets to follow.</p> <p>Given all the circumstances over which the LPA has no direct control and an increase in workload, the PDM service has continue to perform to a high standard.</p>
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**1. Purpose**

- 1.1 To advise Members on Planning Development Management (PDM) performance over the past year.

**2. Background**

- 2.1 Successive governments have sought to streamline the planning process by setting targets nationally for the speed that Local Planning Authorities (LPAs) determine planning applications. In the late 1990s and 2000s, financial incentives were paid to LPAs who met targets. More recently, the government introduced a “designation regime” by measuring performance based on the speed and quality of decisions for major development over a

rolling 2-year period. This was subsequently expanded to also include non-major developments. The emphasis is on identifying persistent poor performers, designating them as under performers and then intervening. The Government recently increased the performance targets and introduced a housing delivery test in 2018 which required Spelthorne to produce an action plan. The housing delivery action plan identifies actions to address under delivery against the housing requirement in the Borough. The plan looks at the reasons for under delivery and the steps to be taken to drive up housing delivery. In Spelthorne's case, this is set against of increasing workloads.

### 3. Designation Regime

3.1 Local Planning Authorities are provided with statutory time limits within which planning applications should be determined. These time limits are a way to evaluate a LPA's performance and can lead to a Council losing its power to determine planning applications within its jurisdiction if too many applications are determined outside these statutory time limits. The time limits are known as determination periods and are set at 13 weeks for Major Planning applications (16 weeks where subject to Environmental Impact Assessment) and 8 weeks for other planning applications defined as "Minor" and "Other".

3.2 Major development is defined as:

Major – 10 or more residential units, dwellings on a site with an area of 0.5 hectares or more, 1,000 sq. m or more of new commercial floorspace or sites with an area of more than 1 hectare.

Minor – Up to 9 residential units, up to 999 sq. m of new floorspace, and changes of use, and

Others – mainly householder schemes.

3.3 The Government introduced a 'Designation' regime in 2013 which has since been expanded. This measures the performance of LPAs over a rolling two year continuous period. The performance of LPAs is assessed separately against:

- The **speed** of determining applications for **major** development
- The **quality** of decisions made by the authority on applications for **major** development;
- The **speed** of determining applications for **non-major** development;
- The **quality** of decisions made by the authority on applications for **non-major** development.

- 3.4 The Secretary of State will decide once a year whether any “designation” should be made or lifted. If a LPA is at risk of designation for one or more categories, the Department for Levelling Up, Housing and Communities (DLUHC) will write to the LPA requesting any data corrections or exceptional circumstances that would make a “designation” unreasonable. Where an authority is “designated”, applicants have an option to ask the Planning Inspectorate as opposed to the LPA to determine any applications within the designated category(ies) (major, non-major or both) for which the authority has been “designated”. The exception is where an authority is designated for non-major development, householder applications and retrospective applications. Applicants will not be able to submit these applications to the Planning Inspectorate as these are best dealt with locally. Soon after a designation is made, the LPA is expected to prepare an “action plan” addressing areas of weakness that contributed to its under-performance. Appendix 1 contains a flow chart setting out the designation process. The consequences for an LPA to be designated for ‘major’ applications is that developers will be able to by-pass the LPA on large schemes and apply directly to the Planning Inspectorate. There will also be a significant loss for the LPA in income from planning application fees and pre-application advice.
- 3.5 The following table provides an overview of the thresholds and assessment periods for 2020 - 2022 and details of Spelthorne’s performance. The speed of determination is referred to in para.3.1 and the threshold is expressed as a minimum. The quality measures the total number of decisions overturned at appeal as a % of the total decisions made. The threshold of 10% is expressed as a maximum. The lower the figure, the better the performance.

Table 1

<b>Measure and type of Application</b>	<b>2019-2021 Threshold and assessment period</b>	<b>Spelthorne’s Performance 2021</b>	<b>2020-2022 Threshold and assessment period</b>	<b>Spelthorne’s Performance 2022</b>
<b>Speed of Major Development</b>	<b>60% (min)</b> (October 2019 to September 2021)	<b>98%</b> N.B. The higher the % the better	<b>60% (min)</b> (October 2020 to September 2022)	<b>98%</b> N.B. The higher the % the better
<b>Quality of Major Development</b>	<b>10% (max)</b> (April 2019 to March 2021)*	<b>2.33%</b> N.B. The lower the % the better	<b>10% (max)</b> (April 2020 to March 2022)*	<b>4.65%</b> N.B. The lower the % the better
<b>Speed of Non-Major Development</b>	<b>70% (min)</b> (October 2019 to September 2021)	<b>96%</b> N.B. The higher the % the better	<b>70% (min)</b> (October 2020 to September 2022)	<b>96%</b> N.B. The higher the % the better

<b>Quality of Non-Major Development</b>	<b>10%</b> (April 2019 to March 2021)*	<b>1.25%</b> N.B. The lower the % the better	<b>10%</b> (April 2020 to March 2022)*	<b>1.13%</b> N.B. The lower the better
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\* an additional 9 months is given to 31 December to allow for the receipt of appeal decisions

Spelthorne has met and exceeded all four targets for the threshold periods.

3.6 The 'Quality of Major Development' threshold is monitored particularly closely. This is because of the relative few major applications which Spelthorne receives compared with other applications. The details of these for the last three years are set out in tables 2 a, b and c below:

Table 2 a - 2021

Total no of majors determined	Nos of appeals allowed	Details of appeals allowed	Quality of Majors
43	1	18/01426/RVC - Replace wall on housing development with fence. Halliford Studios Limited Manygate Lane Shepperton	2.33%

Table 2 b - 2022

Total no of majors determined	Nos of appeals allowed	Details of appeals allowed	Quality of Majors
43	2	20/01199/FUL 206 dwellings The Old Telephone Exchange/Masonic Lodge, Elmsleigh Road, Staines  20/00123/OUT 31 dwellings Bugle Nurseries, Upper Halliford Road	4.65%

It is clear from the above information that the performance on the quality of majors is sound.

3.7 However, although not yet finalised, it is important to look forward and consider the likely quality of majors result in 2023 (which will be known in full by January 2024 concerning applications determined between April 2021 to March 2023 with an additional 9 months given to allow for the receipt of appeal decisions to the end of December 2023. The results so far are:

Table 2 c - 2023

<b>Total no of majors determined</b>	<b>Nos of appeals allowed</b>	<b>Details of appeals dismissed</b>	<b>Details of appeal allowed</b>	<b>Appeals outstanding</b>	<b>Quality of Majors</b>
58	1	20/01506/FUL – Ex Serviceman’s Club, Sunbury  20/01112/FUL Phase 1C, Charter Square, High Street, Staines  21/01772/FUL Debenhams, High St., Staines	20/01100/FUL The Old Telephone Exchange, Staines	22/00210/FUL – 47 one bed care home 280-284 Staines Road East –  22/00483/OUT 31 dwellings Land at Manor Farm, Charlton Road, Shepperton	Between 1.72% – 5.17% depending on the outcome of the two outstanding appeals.

If the two outstanding appeals are both allowed, the performance figure will be 5.17% for 2023. This is within the current thresholds. However, it is relevant to note that the assessments run for two years and therefore if the appeals are allowed, they would also be included in the 2024 figures. Therefore, there is remains a risk of performance, in terms of the ‘quality of major applications’, exceeding the ‘Designation’ threshold of 10% in 2024 and the consequences outlined in para 3.4 above.

Annual Performance

3.8 In terms of the 8 week and 13 week speed performance outlined in para. 3.2 above, Spelthorne performance for decisions made in 2019 – 2022 is set out in table 3 below:

Table 3

	<u>Majors</u>			<u>Minors</u>			<u>Others</u>			<u>Total Nos.</u>
	Total	On Target (13 weeks)	% on Target	Total	On Target (8 weeks)	% on Target	Total	On Target (8 weeks)	% on Target	
2019	25	25	100%	199	175	88%	562	530	94%	786
2020	14	14	100%	148	126	85%	514	478	93%	676
2021	28	27	96%	189	174	92%	603	592	98%	820
2022	29	29	100%	137	128	93%	591	578	98%	757

Over the past four years, the number of planning applications determined has increased in the ‘majors’ and ‘other’ (with the exception of 2021) categories and in the ‘Minor’ category from 2019. Overall, there has been an increase in the total received in 2022 compared with the previous years (with the exception of 2021) whilst performance has far exceeded the government targets. All planning applications are submitted to PDM and the fluctuation in numbers received each year is normally a reflection of outside factors, e.g., Covid 19 in 2020.

- 3.9 During the four years; 2019 - 2022, the following decisions (table 4 below) were made on other types of applications which are not included in statutory performance targets but, nonetheless, represent a significant workload for the PDM service.

Table 4

<b>Application Type</b>	<b>Total No. Determined</b>			
	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
Certificate of Lawful Development (Proposed)	157	153	237	172
Certificate of Lawful Development (Existing)	14	6	11	7
Prior Notifications	98	93	152	112
Discharge of Conditions	115	80	91	153
Amended Applications	34	37	42	33
Consultations from adjoining Boroughs	22	29	14	28
SCC Applications	12	19	13	9
SCC Discharge of Conditions	5	2	4	7
TPO Applications	79	66	78	68

Application Type	Total No. Determined			
	2019	2020	2021	2022
TCA Applications (Trees in Conservation Areas)	27	37	37	42
Telecom applications	3	7	16	18
New TPOs	2	4	6*	8**
<b>TOTAL</b>	<b>566</b>	<b>529</b>	<b>695</b>	<b>649</b>

\* TPO making moved from Strategic Planning to Planning Development Management for a temporary time period

\*\* In the 6 months to June 2023, 7 TPOs have been made

The data shows that there has been a significant increase in the total number determined since 2019. Over the four years; there was a 14.7% increase from 2019 to 2022 and 22.7% increase from 2020 to 2022 and only a slight reduction (6.6%) from 2021 to 2022.

3.10 A combination of the data in tables 3 and 4 provides the total number of planning decisions for the last three years. The figures are:

2019 – 1352  
2020 – 1205  
2021 – 1515  
2022 - 1406

Therefore in 2022 a total of 1406 planning decisions were made by the LPA compared with 1515 in 2021, 1205 in 2020 and 1,352 in 2019.

3.11 The LPA also deals with several other matters involving appeals, planning enforcement and enquiries. A summary of the last four years plus the first half of 2023 is contained in table 5 below.

Table 5

	2019	2020	2021	2022	2023 (Jan to June)*
Planning Appeals	35	32	36	66	18
Enforcement Appeals	8	6	1	1	2
Planning Enquiries (meetings/written response)	351	288	365	310	155
No. of representations on planning applications received	1809	2404	1791	2366	1247



Planning Enforcement Cases	365	345	396	246	160
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\* Six months data

3.12 The assessment of the quality of decision making by LPA's is measured by the proportion of decisions on applications that are subsequently overturned at appeal. The assessment for 2022 is based on planning applications decided between April 2020 to March 2022. A period of 9 months is given following the end of the assessment period (31 March) to allow time for an appeal to be lodged and decided.

3.13 The appeals relating to Spelthorne for the two year period to December 2022 are attached as Appendix 3. Also attached as Appendix 4, are the appeal decisions relating to enforcement cases. It should be noted that the latter are not currently used by Government to measure the Council's performance. In summary:

There were 116 appeal decisions received:

5 Enforcement appeals

111 Planning appeals

Of these appeals:

- 83 Planning appeals were dismissed
- 5 Planning Enforcement appeals were dismissed and the enforcement notice upheld.
- 0 Enforcement notice was quashed on appeal
- 26 Planning appeals were allowed, and
- 1 Planning appeals was lapsed
- 1 Planning appeal was withdrawn

3.14 The appeal performance overall for these latest stats in 2022 show that 75.8% of appeals were dismissed which compares with 80%, 75% and 69% for the three previous years. It should be noted, however, that the latest set of statistics were measured in a slightly different way to previous years. Nonetheless, it represents a consistent pattern of sound decision making.

#### Planning Committee Overturns

3.15 Between January 2021 to December 2022, 9 planning applications were recommended for approval by Planning Officers but overturned and refused by the Planning Committee. This compares with 9 and 11 in the previous two years report last year. Of these 11:

- Three were allowed on appeal,
- Two appeals were dismissed
- Three applications were not appealed
- One proposal cannot be appealed as it was a Council application.

These are summarised in the following table:

Table 6

<b>Planning Application no.</b>	<b>Site</b>	<b>Proposal</b>	<b>Officer Rec</b>	<b>Committee Decision</b>	<b>Appeal Decision and Date</b>
20/00736/F UL	96 Cavendish Road, Sunbury on Thames, TW16 7PL	Erection of a two storey detached building comprising 2 x 1 bedroom flats	Approve	Refused 03/03/21	Appeal allowed
21/00134/F UL	115 Feltham Hill Road & Land at the rear of 113-127 Feltham Hill Road, Ashford.	Proposed redevelopment of site for the erection of 5 no residential units, following demolition of existing buildings.	Approve	Refused 26/05/21	Appeal allowed
21/00010/F UL	Renshaw Industrial Estate, Mill Mead, Staines-upon-Thames,	Demolition of existing industrial buildings and redevelopment to provide 2 new buildings (5-13 storeys) comprising 397 build-to-rent residential apartments (Use Class C3) including affordable housing, ancillary residential areas (flexible gym, activity space, concierge and residents lounge), landscaping, children's play area and car and cycle parking.	Approve	Refused 27/07/21	Appeal withdrawn following approval of amended scheme.
20/01112/F UL	Phase 1C Charter Square, High Street, Staines-upon-Thames	Redevelopment of the site to provide 64 new residential units (Use Class C3) with flexible commercial, business and service floorspace (Use Class E) and drinking establishment floorspace (Sui Generis) at ground floor, rooftop amenity space; landscaping and enhancements to the central public square, associated highway	Approve	Refused 27/07/21	Appeal dismissed

<b>Planning Application no.</b>	<b>Site</b>	<b>Proposal</b>	<b>Officer Rec</b>	<b>Committee Decision</b>	<b>Appeal Decision and Date</b>
		works, and other ancillary and enabling works.			
19/01211/F UL	Benwell House, Green Street, Sunbury on Thames	Erection of 5 storey residential block to provide 39 units, with a mix of 12 x 1-bed, 24 x 2-bed and 3 x 3-bed units together with associated parking, landscape and access.	Approve	Refused 13/10/21	N/A Council application
20/001199/ FUL	Old Telephone Exchange, Masonic Lodge and adjoining land, Elmsleigh Road, Staines-upon-Thames.	Demolition of the former Masonic Hall and redevelopment of site to provide 206 dwellings together with car and cycle parking, hard and soft landscaping and other associated works.	Approve	Refused 23/06/21	Allowed on appeal 17/01/21
19/01567/F UL	Florida Court Station Approach Staines-upon-Thames	Erection of an additional floor to create 7 x 1 bedroom units and 2 x 2 bedroom units and the creation of 2 additional car parking spaces.	Approve	Refused 10/11/21	No appeal
21/00614/O UT	36 - 38 Minsterley Avenue Shepperton	Outline planning permission with appearance and landscaping reserved for the erection of 5 detached dwellings, comprising 4 x 4 bedroom dwellings and 1 x 5 bedroom dwelling, with associated parking and amenity space following the demolition of 36 Minsterley Avenue.	Approve	Refused 10/11/21	Appeal dismissed
22/01707/F UL	31 Worple Road, Staines-upon-Thames T	Erection of a single storey rear infill extension and change of use of existing	Approve	Refused 19/10/22	No appeal

Planning Application no.	Site	Proposal	Officer Rec	Committee Decision	Appeal Decision and Date
		dwelling (C3) to 7 bedroom House of Multiple Occupancy (HMO) (Sui Generis) with shared kitchen and dining room, associated parking and amenity space.			

3.16 The Planning Enforcement function falls under the Planning DM service. The table below (no. 7) sets out statistics of workload for the last five years.

Table 7

Enforcement Case Types & Notices	2019 (Jan to Dec)	2020 (Jan to Dec)	2021 (Jan to Dec)	2022 (Jan to Dec)	2023 (Jan to June)*
BCN - Breach of Condition Notices	2	0	1	0	0
PLNCON - Breach of Planning Conditions	53	38	41	47	32
COURTB & BUSRES - Change of Use from Residential to Business	18	15	24	5	19
COU - Change of Use (Other)	41	34	35	28	19
CONSRV - Conservation Area	1	0	1	1	1
ENF - Enforcement Notices	7	3	1	4	1
HMO - Houses in Multiple Occupancy	30	18	24	6	5
LBCOM - Listed Buildings	5	2	2	0	1
MISC - Miscellaneous	27	29	40	13	12
HIGHH – High Hedges	n/a	n/a	1	0	0
PCN - Planning Contravention Notice	9	4	5	5	0
S215 – Untidy Land	5	3	7	4	1
STOP - Stop Notices	1	0	0	1	0
TCAEN - Unauthorised Work to Trees in a Conservation Area	1	2	0	0	0
TEMP - Temporary Stop Notices	3	2	0	1	0
TPO - Tree Preservation Orders	8	7	16	8	0
UNADV - Unauthorised Adverts	15	6	10	6	8
UNDEV - Unauthorised Development	153	172	188	111	57

<b>Enforcement Case Types &amp; Notices</b>	<b>2019 (Jan to Dec)</b>	<b>2020 (Jan to Dec)</b>	<b>2021 (Jan to Dec)</b>	<b>2022 (Jan to Dec)</b>	<b>2023 (Jan to June)*</b>
UNOUT - Unauthorised Residential Use of Outbuilding	n/a	n/a	n/a	3	4
Uncategorised	13	6	0	3	0
<b>Totals</b>	<b>379</b>	<b>335</b>	<b>396</b>	<b>246</b>	<b>160*</b>

\* Six months data

3.17 Overall there has been an increase in planning enforcement complaints by 24% from 2018 to 2021 and a drop in 2022. However the six months to June 2023 show a rise again and this is shown in greater detail in table 8 further below. The enforcement team is currently dealing with a number of complex enforcement cases and is currently operating with just two full time members of staff due to a vacancy in the team. A detailed report on planning enforcement policy was reported to the Neighbourhood Services Committee on 3 March 2022.

### **Government Papers**

4.1 In December 2022, the government issued the Levelling Up and Regeneration Bill: reforms to national planning policy. The Bill is now at the report stage at the House of Lords before the third reading, after which it will undergo the stages of the Consideration of amendments and Royal Assent. It is expected to become law sometime in 2023. The Bill is huge and has undergone many changes since was first published. There will be a number of implications for PDM including changes to reflect the role of National Development Management Policies in decision-making, the introduction of Environmental Outcome Reports for assessing relevant development proposals, the importance of digital methods of community engagement, and to place greater emphasis on planning enforcement, with increased weight against intentional unauthorised development. Also referred to is the request for 'beauty' in developments, protecting the environment and tackling climate change. The Council is producing a Supplementary Planning Document on climate change which will have additional implications for planning applications.

4.2 The Environment Act 2021 introduced Biodiversity Net Gain for many planning applications. This will apply from November 2023 most major proposals and to small sites from April 2024. However, the technical details of how this will operate for LPAs is still awaited. Members will be updated on this in a separate training session once the details have been published.

4.3 Nevertheless, the Government's focus on the importance of housing delivery and growth remains. On a local scale, the Council's Housing Delivery Test

Action Plan was updated in 2021. Details of the Council’s Housing Delivery Test (HDT) is set out in table 8 below:

Table 8

<b>Year</b>	<b>HDT Result</b>	<b>HDT Consequence</b>
2020	60%	20% buffer
2021	50%	Action Plan + 20% Buffer + Presumption
2022	68%	Action Plan + 20% Buffer + Presumption

Spelthorne was required to produce a HDT Action Plan due to a consistent under delivery of housing when assessed against identified needs. The Action Plan was the Council’s response to the challenge set out in the NPPF to significantly boost the supply of homes. The Council’s HDT result for 2021 was issued and Spelthorne’s result was 69% which is an increase on previous years. The Action Plan was updated to reflect this. This means that 69% of its identified housing needs were delivered in the last three years and puts the Local Planning Authority (LPA) into the “Presumption” in favour of development category. It should be noted, however, that the LPA is already in this category as there is not a 5-year housing land supply, the current figure is 3.53 years. The consequences of the HDT and lack of a 5 year housing land supply is that the ‘tilted balance’ (which changes the ‘balancing exercise’ in favour of approve in many parts of the borough) is applied to the majority of residential development planning applications in Spelthorne. T

- 4.4 The HDT results for 2023 have not yet been issued by the government although it is expected they will be coming forward. Assuming the figures are based on the Housing Flows Reconciliation return officers are required to submit, the results for 2023 would be approximately 73%\*. This is assuming there will be no changes to the ‘homes required’ as per the previous few years that were reduced to reflect the changes the pandemic had on the housing market.
- 4.5 The Government has recently announced a raft of proposed planning changes relating to amended permitted development rights, an increase and amendments to the planning fees (from April 2024) and amended performance targets to follow. The aims have been to ‘simplify’ the planning process (to provide additional housing) but the process has become increasingly complex. The increase in planning fees is to provide increased resilience to the PDM service.

\*Approximate figure only

## **5 Implications, Risks and Actions for Spelthorne LPA**

- 5.1 Following the Covid 19 lockdown, the Planning DM service was transferred remotely. This included processing all planning applications and appeals, enforcement action and undertaking pre-application advice remotely. In addition, there was a flurry of legislation changes which officers had to learn and implement, particularly relating to permitted development rights and the use classes order and temporary arrangements necessitated by the Covid 19 pandemic. The Planning DM officers have continued to successfully meet this huge challenge which has been exacerbated by an increased workload as highlighted above and have also exceeded all government performance targets.
- 5.2 The DM Service uses Idox Uniform for its computer software to manage the planning application process. It has invested in a software management package known as Idox Enterprise to act as a processing and management tool for officers. A large amount of technical work has been undertaken to improve the application process and management system and this is a continuous process. This work has enabled officers to work remotely in a paperless way of working. Enterprise was crucial in providing an efficient virtual way of working. More Enterprise improvements are underway as a continuing process to further enhance the process and improve efficiency.
- 5.3 Officers have attended several on-line training courses as part of their continuous professional development. This is an on-going requirement. In addition training has taken place for Members and more is planned for 2023 and into 2024.
- 5.4 The LPA has also met the quality targets for both major and non-major developments. However, the quality of major development is a target which officers are monitoring very closely because of the relatively few numbers of major applications the Council receives. There is a risk of performance, in terms of major applications, coming close to or possibly exceeding the 10% threshold because of the relatively low number of major applications received. In the two-year period April 2020 to March 2022, the Council determined 43 major planning applications, two of which were appealed against and both were allowed on appeal. This equates to a quality performance of 4.76%. For the next year, April 2021 to March 2023, two appeals are currently with the Planning Inspectorate. Whilst this would not take the performance close to the designation threshold of 10%, it is essential to note that the appeal decisions, if allowed, would also be included in the following year due to the two year assessment period used. Continuous monitoring against this criterion is essential.
- 5.5 Where an authority is “designated”, applicants may apply directly to the Planning Inspectorate for the category of applications (major, non-major or both) for which the authority has been “designated”. Where an authority is “designated”, applicants may apply directly to the Planning Inspectorate for the category of applications, for which the authority has been “designated (in this case ‘major’)”. If this was to occur, not only could the LPA lose control in

decision making of major planning proposals, the LPA would also not receive the pre-application advice fee and statutory planning application fee of the larger schemes which can be significant sums. In 2022/23, Planning DM received over £600,000 in income from planning application fees and pre-application advice given by officers. An additional potential implication could arise if new dwellings are not approved (if policy compliant). This would lead to a reduction in the New Homes Bonus (NHB) which is secured for every new home completed in the borough. The NHB for 2023/24 is £101,000. Continuous monitoring against this criterion to avoid a risk of designation and therefore LPA control is essential.

- 5.6 When refusing a planning application, it is imperative that the Council has sound reasons that are capable of being defended successfully at appeal. Failure to do so could expose the Council to an award of costs at appeal and the real risk of “designation”. The rigorous defence of appeals will continue to require appropriate resources.
- 5.7 An up to date development plan gives greater certainty to all those involved in the development process and the local community. Work is taking place on the replacement of the 2009 Local Plan and the Examination into the new plan has commenced. Planning decisions based on an up to date plan and supplementary guidance which is consistent with the NPPF, are more easily defended at appeal. This in turn ensures that the risk of designation based on appeal decisions is minimised.
- 5.8 DM Officers will continue to closely monitor committee overturns. The number of these has been relatively small and although the figure increased 2021, it slipped back slightly the following year. All Members have been advised of the requirements of the Planning Code which was revised in 2021 and in particular, the “call in” procedure. The guiding principle of a “call-in” is that there is a “material planning concern” in the application being considered by the Committee. The Planning Code was updated in 2021.
- 5.9 It is proposed to continue providing PDM performance reports in the future.

## **6 Recommendation**

- 6.1 It is recommended that the Committee notes the contents of this report.



# Environment and Sustainability Committee



5<sup>th</sup> September 2023

<b>Title</b>	<i>Climate Change Supplementary Planning Document</i>
<b>Purpose of the report</b>	To make a decision
<b>Report Author</b>	<i>Laura Richardson – Senior Strategic Planner, Jilly Mowbray – Climate Change Officer</i>
<b>Ward(s) Affected</b>	All Wards
<b>Exempt</b>	No
<b>Exemption Reason</b>	<i>Not applicable</i>
<b>Corporate Priority</b>	Community, Recovery, Environment
<b>Recommendations</b>	To seek approval to commence the statutory 4-week consultation on a new Climate Change Supplementary Planning Document
<b>Reason for Recommendation</b>	David Lock Associates have produced a Climate Change Supplementary Planning Document (SPD) working alongside officers for Spelthorne Borough Council to support the effective implementation of the climate change policies within the current Local Plan and future Local Plan. The SPD will encourage the delivery of more sustainable design for future developments within Spelthorne. Regulation 12 of the Town and Country Planning (Local Planning) Regulations 2012 states that (b)(i) before it can be adopted an SPD must be consulted on for 4 weeks. This is also part of Spelthorne's Statement of Community Involvement.

## 1. Summary of the report

- 1.1 The Council declared a Climate Emergency in October 2020.
- 1.2 This report seeks to receive committee approval to commence the statutory 4-week consultation for the newly created Climate Change SPD.

## 2. Key issues

- 2.1 A Climate Change Supplementary Planning Document has been created to set out the Council's expectations for new development to encourage development that responds proactively to the climate emergency through appropriate mitigation and adaptation actions and measures.
- 2.2 A Supplementary Planning Document (SPD) is a planning policy document which builds upon and provides more detailed guidance to policies in the Local Plan.

- 2.3 An SPD forms part of the adopted development plan (also known as the Local Plan) and sets out further guidance to support the implementation of the relevant policies within the Plan. Once complete and having been subjected to the necessary period of consultation, the Climate Change SPD, upon adoption, can be 'hooked' onto the existing climate change policy within the current Spelthorne Core Strategy (2009). Thus, it will be used when determining planning applications from the date of the adoption of the SPD in advance of the adoption of the new Local Plan.
- 2.4 Funding for the creation of Climate Change SPD (£30,000) was approved from the Green Initiatives Fund by the Environment and Sustainability Committee on in November 2022. The GIF bid is attached at Appendix 2.
- 2.5 It is intended that once the new Local Plan has been adopted by the Council, the Climate Change SPD will be updated, if required, and then "hook" onto the new climate change policy within the Local Plan. This will mean that the SPD will continue to be used in determining planning applications made in the Borough to ensure that the requirements of the SPD are implemented.
- 2.6 A working group comprising of the Climate Change officer, Strategic Planning officers, Development Management Planning officers, Sustainability officer, Building Control manager, Biodiversity officer, Principal Pollution Control officer, and Group Head for Commissioning and Transformation developed a specification of what needs to be covered in the SPD.
- 2.7 Following the procurement process David Lock Associates were awarded the contract for the creation of the Climate Change SPD and have worked with officers on the production of the document.
- 2.8 The SPD will seek to provide additional guidance on the following areas:-
- Energy use - including the energy hierarchy and renewable energy systems
  - Water - including sustainable drainage systems, managing flood risk and greywater use
  - Building design - including orientation and layout to maximise potential for renewable energy generation and avoid the impacts of climate change
  - Transport - including walkable and low car neighbourhoods
  - Green Infrastructure – including planting species selected for climate resilience
  - Materials and construction – including reduction of embodied carbon lean design and sustainable material choice
- 2.9 The created SPD has a checklist for developers which would be used as part of a planning application submission to demonstrate clearly how they have addressed the climate change mitigation measures included within the SPD.
- 2.10 The proposed consultation would take place between 11<sup>th</sup> September 2023 to the 9<sup>th</sup> of October 2023. The consultation would be run using iNovem, the SBC consultation page. The documents would be published on the Council website as well as being available for the public to view in public libraries and at the civic centre during office hours.

2.11 Promotion of the consultation take the following forms:-

- Promotion on the homepage of the SBC website
- Promotion on SBC social media streams
- Posters on the Borough's notice boards
- Email to Councillors, local Residents Associations/community groups and neighbouring authorities
- Email footers on Planning emails
- Promotion in E-news (September/October)
- Press release

### **3. Options analysis and proposal**

3.1 **Recommended option** –The Committee approve the commencement of the public consultation.

3.2 **Not recommended option** – This is not an option as the Climate Change SPD has been produced at expense and a statutory consultation is required in line with regulation.

### **4. Financial implications**

4.1 There are no financial implications to the Council other than those mentioned above.

### **5. Risk considerations**

5.1 At this stage, there is no risk to the Council.

### **6. Procurement considerations**

6.1 There are no procurement considerations at this time.

### **7. Legal considerations**

7.1 No comments from legal at this time.

### **8. Other considerations**

8.1 No further considerations.

### **9. Equality and Diversity**

9.1 The climate emergency and its impacts will affect all of us. However, many of the effects will be disproportionately felt by those residents and communities who are most vulnerable. The proposed climate change SPD seeks to

address some of these issues by ensuring all new development is resilient to the impacts of climate change including heatwaves and flooding.

## **10. Sustainability/Climate Change Implications**

- 10.1 There will be significant implications as the aim of the SPD is to ensure that any new development in Spelthorne responds proactively to the climate emergency through appropriate mitigation and adaptation actions.
- 10.2 The Local Plan and a new SPD are central to addressing climate change in Spelthorne and it is vital that opportunities exist within the local planning framework to ensure developers contribute to Spelthorne Borough Council's environmental priorities and adapt to the future impacts of climate change.

## **11. Timetable for implementation**

- 11.1 Consultation period for SPD for 4 weeks 18<sup>th</sup> September to 16<sup>th</sup> October
- 11.2 Analysis of results will be required in order to assess and address any issues..
- 11.3 Summary document of consultation feedback will be produced including how any issues have been addressed.
- 11.4 The SPD will then be brought back to this Committee for further consideration before recommending its adoption.

## **12. Contact**

- 12.1 Laura Richardson – [l.richardson@spelthorne.gov.uk](mailto:l.richardson@spelthorne.gov.uk)

**Background papers: There are none**

### **Appendices:**

- 1 – Climate Change Supplementary Planning Document**
- 2 – Green Initiatives Fund Bid**



DRAFT

# Spelthorne Borough Council Climate Change Supplementary Planning Document

David Lock Associates

August 2023





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# | 1.0 OVERVIEW

**1.1** Human-induced climate change is the most pressing and complex challenge of the 21st century. The UN's International Panel on Climate Change (IPCC)'s 2023 report states:

*“Human activities, principally through emissions of greenhouse gases, have unequivocally caused global warming, with global surface temperature reaching 1.1°C above 1850-1900 in 2011-2020.”*

*“Widespread and rapid changes in the atmosphere, ocean, cryosphere and biosphere have occurred. Human-caused climate change is already affecting many weather and climate extremes in every region across the globe.”*

*“Some future changes are unavoidable and/or irreversible but can be limited by deep, rapid and sustained global greenhouse gas emissions reduction ... Limiting human-caused global warming requires net zero CO2 emissions.”*

**1.2** We must all play our part in tackling this emergency. To do so requires examining many aspects of how we live, including how we develop and manage the buildings, places and spaces around us.

**1.3** Although the UK Government has committed to Net Zero Carbon at a national level by 2050, through the Climate Change Act, Spelthorne Borough Council (SBC) has declared a climate emergency, with an ambition of achieving Net Zero carbon status by 2030. This is supported by Spelthorne's Climate Change Strategy 2022-2030.

**1.4** This Supplementary Planning Document (SPD) sets out how new development in Spelthorne Borough, that is controlled through the planning system, can play its part in reducing the effects of climate change, and in adapting successfully and resiliently to a changing climate. This SPD and the associated Core Strategy policy that it relates to is a key part of the Council's efforts to implement the strategy and achieve the overall Net Zero goal.

**1.5** The changes we need to make to how and what we build and develop are more than just about avoiding a long-term future of extreme climate change. When considered as a fundamental part of the design of places, they can enhance our quality of life by:

- Making our homes and buildings more efficient, and cheaper to run
- Reducing travel costs by making it easier and more convenient to walk and cycle in our daily lives
- Encouraging daily physical activity and healthy places
- Ensuring nature has space to thrive in our towns and open spaces
- Enabling contact with nature for people, which has been shown to improve our mental health and wellbeing
- Improving air quality, road safety and reducing noise through more use of active travel, clean public transport and electric vehicles
- Preserving our valued open spaces and countryside through more compact and better-located development
- Creating places that are more socially equitable and prosperous for the long-term



**1.6** These objectives align strongly with SBC's corporate objectives as a council, as expressed in the SBC Corporate Plan 2021-23 and is supported by national guidance such as the National Design Guide, the Department for Transport's Gear Change strategy, and Sport England's Active Design guidance (supported by Active Travel England and Office for Health Improvement and Disparities).

## What causes climate change?

**1.7** The immense amount of greenhouse gases humans have released into the atmosphere are causing our climate to change. The burning of fossil fuels, releasing greenhouse gases, has increased the amount of heat from the sun trapped in our atmosphere.

**1.8** Carbon dioxide emissions, the primary cause of human-induced climate change, are emitted from the burning of fossil fuels such as oil, gas, petrol and diesel to generate energy, in both electricity generation plants and in vehicle engines. Because energy use is fundamental to our modern economy and way of life, this means that tackling climate change requires action that needs to be taken in a range of areas, not least in development and construction. Considerable amounts of energy consumed are also wasted through inefficiency.

**1.9** UK Government statistics for 2022 (shown in Figure 1) show that 25% of the UK's emissions were from the supply of energy (electricity), 33% from transport (internal combustion engines), 18% from residential (primarily gas or oil boilers), and the remaining 24% made up of business, public sector, industrial processes and other processes.

**1.10** In each of these sectors there is a challenge to reduce carbon emissions, by making our use of energy more efficient and less wasteful and moving away from energy sources that emit carbon towards clean, renewable generation.

**1.11** Our electricity grid is moving rapidly towards clean, zero-carbon energy, and as a result, there is much focus on electrification of sectors as a core approach. This should also be accompanied by energy efficiency measures to ensure that the transition can happen successfully.

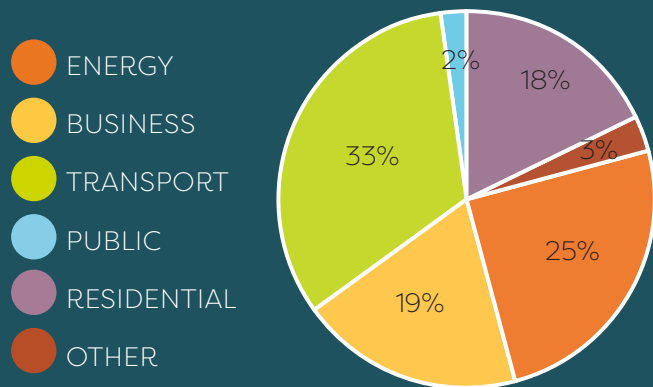


FIGURE 1: UK CARBON EMISSIONS BY SECTOR, 2022 - PROVISIONAL (DEPT FOR ENERGY SECURITY & NET ZERO, OFFICE FOR NATIONAL STATISTICS)

## What effect is climate change having (and will have)?

- 1.12** Climate change is changing weather patterns across the world. Greenhouse gases, of which the most prevalent is carbon dioxide, trap heat and increase the average global temperature in the air, oceans and land, meaning that established patterns of weather are disrupted. This is leading to more extreme weather than we are used to, such as extended heatwaves, heavy rainfall events and storms, and higher rainfall or extreme cold weather in winter.
- 1.13** These have an effect on humans, through changes to agriculture, damage to property or even loss of life, as well as a reduction in overall quality of life. Recent years have shown that such events, which are becoming more likely, can inflict severe economic damage on areas affected.
- 1.14** An overall warming climate is also leading to changes in the ecosystems around us, as species that rely on certain temperatures, weather patterns and other climate-related signals have to adapt or lose their habitats. It means that the UK is seeing different species move in (as well as losing other native species). This can disrupt delicate ecosystems where many species rely on each other to survive and thrive.



## The Planning System and Climate Change

- 1.15** The built environment, in its construction, operation and the effect it has on our behaviours, is a major contributor towards the carbon emissions that are causing global climate change. The planning system therefore has a major role in ensuring that new development is of the highest environmental standards, helping the UK move towards its national target of Net Zero carbon emissions by 2050.
- 1.16** Research has shown that the location, density<sup>1</sup> and connectivity of new development has a substantial effect on anticipated lifetime carbon emissions of a place. Higher density urban locations can have more sustainable transport choices and local facilities. They can have around 1/3 of the emissions of development in rural or isolated areas, which are dependent on cars<sup>2</sup>.

<sup>1</sup>Lee, Sungwon and Bumsoo Lee. 2014. *The influence of urban form on GHG emissions in the U.S. household sector. Energy Policy* 68: 534-549.

<sup>2</sup>Source: *Greater Cambridge Local Plan - Strategic spatial options appraisal: implications for carbon emissions. Scenario shown implementing zero-carbon policies for new buildings, in line with RIBA/LETI guidance and Future Homes Standard*

- 1.17** Healthy habitats sequester carbon, removing it from the atmosphere and storing it away. Land can be used to either remove carbon from the atmosphere with woodland or wetland habitats, or to generate clean energy through solar or wind power. This must be balanced against other benefits of woodland and habitat restoration.
- 1.18** Individual buildings, primarily through how they are heated, cooled and ventilated, make a major contribution towards emissions in their operation, especially buildings with poor insulation, carbon-emitting heat sources or design that contributes to overheating in the summer. Buildings consume considerable amounts of 'embodied' carbon as

part of being built, in the materials (e.g. concrete, brick and cement) and methods of construction used. Cement and concrete are particularly carbon intensive, due to the chemical processes involved in their production.

- 1.19** The changes that climate change is already making to our weather patterns also affects the built and natural environment, and how we use it. More extreme weather events can cause flash flooding, overheat homes, or make the public realm unusable due to excessive heat, exacerbated by the urban heat island effect. The planning system has a role in helping to ensure that the spaces and places we create now are adapted and resilient to this future.

- 1.20** The planning system has to anticipate changes that could occur in the future. There is already strong evidence of changing lifestyles and attitudes around these issues. The COVID-19 pandemic has also caused a rethink in how people view and interact with their local neighbourhood, the quality of the environment, and its overall sustainability.

## Role of the Climate Change SPD

**1.21** This SPD has been prepared to build upon and provide more detailed guidance to applicants on how to implement SBC's Core Strategy strategic policy SP 'Climate Change and Transport' of SBC's Core Strategy (2009). The policy states:

***Policy [SP7] seeks to reduce climate change effects by:***

- a) promoting inclusion for renewable energy, energy conservation and waste management in new and existing developments*
- b) development reduces the need to travel and encourages alternatives to car use*
- c) encourage non car-based travel,*
- d) promoting the efficient use and conservation of water resources,*
- e) promoting measures to reduce flooding and the risks from flooding,*
- f) supporting measures to enhance and manage Staines' role as a public transport interchange.*

**1.22** Supporting this strategic policy are three implementation policies:

***Policy CC1: Renewable Energy, Energy Conservation and Sustainable Construction.*** Policy requires residential development of one or more dwellings and other development involving new building or extensions exceeding 100m<sup>2</sup> to: *optimise design, layout and orientation of development to minimise energy use, and include measures to provide at least 10% of the development's energy demand from on-site renewable energy sources unless it can be shown that it would seriously threaten the viability of the development. Encouraging renewable energy equipment installation, sustainable construction materials, encouraging developments to attain high energy efficiency rates e.g. BREEAM 'very good'.*

***Policy CC2: Sustainable Travel.*** The Council will seek to secure more sustainable travel patterns. *Staines public transport interchange, development to be accessible by non-car means, site specific travel plans for major developments.*





***Policy CC3: Parking Provision.*** This policy details that the Council will require the provision of sufficient, safe, weatherproof, convenient and secure cycle parking within developments to assist in promoting cycle use.

**1.23** SBC's Pre-Submission Local Plan to 2039 was published for consultation in June 2022 and submitted for examination in Nov 2022, with a new policy PS1 on climate change, which in due course will replace the Core Strategy (2009). This SPD has been designed so that when this updated policy comes into force, upon adoption of the Local Plan, it will be updated with relevant references and necessary changes but the core principles and guidance on implementation will remain the same, giving applicants certainty even as the underlying policy framework may change.

**1.24** Planning applications submitted to SBC will need to demonstrate how they have considered the guidance in this SPD as part of their design. To support this, SBC's validation requirements for material submitted with different types of application has been updated to require this information. This guidance provides checklists and templates for applicants to submit along with their proposals to make this process easier. These are detailed in 'How to use this guidance' below, and in the final chapter 'Submitting your application'. This SPD is a material consideration in decision making, meaning that whether or not a development scheme has taken into account this guidance, and demonstrated how it has done so, will be taken into account when determining the planning application.

## Other supporting policy

**1.25** Along with SBC's planning policy, a number of other key documents support action on climate change within the built environment, and have informed this SPD:

-  [The National Planning Policy Framework \(2021\)](#)
-  [Surrey County Council Transport Plan and supporting Local Cycling and Walking Infrastructure Plans \(LCWIPs\)](#)
-  [Spelthorne Borough Council Climate Change Strategy \(2022-2030\)](#)
-  [Surrey County Council Climate Change Strategy \(2020\)](#)



# How to use this guidance

**1.26** This document is intended to be a practical guide to achieving Spelthorne’s climate change objectives through the planning system. It is set out in three key parts:

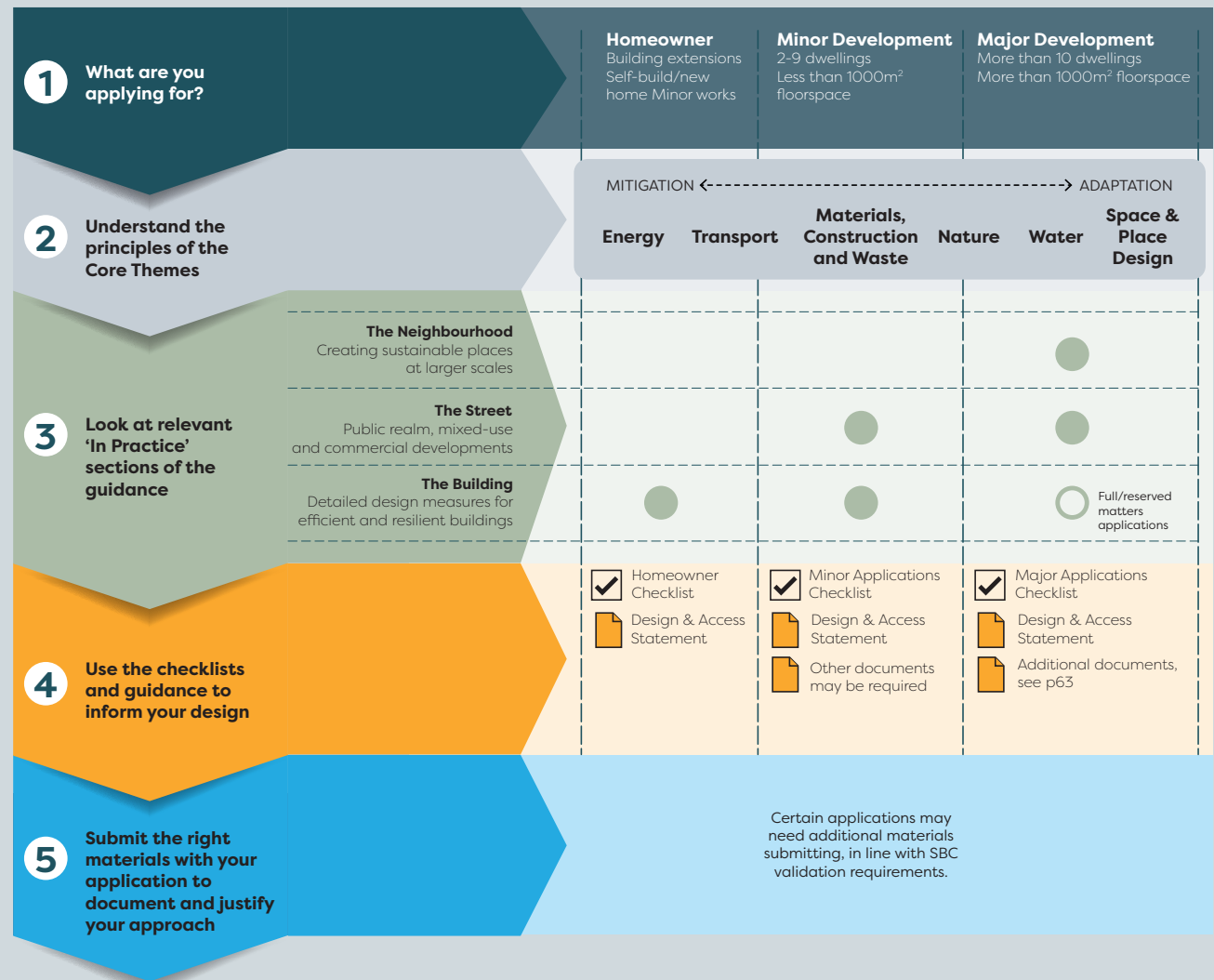
- **Core Themes:** the key principles of design that underpin the six themes of this document: Energy; Transport; Materials, Construction and Waste; Green Infrastructure; Water; and Space and Place Design.
- **In Practice:** demonstration of how the principles can be implemented in practice at a range of scales: The Neighbourhood; The Street and The Building.
- **Preparing your Application:** what materials you need to submit with your planning application to demonstrate you have considered climate change issues, with checklists for householder, minor and major applications.

**1.27** For applicants preparing typical development planning applications, the flowchart below sets out how this document should be used for different types of development, the key sections that should be consulted, and what should be submitted with your planning application.

**1.28** For specialist applications that are outside the scope of this guidance, it is recommended that SBC is consulted on relevant requirements through a pre-application process.

HOW TO USE THIS GUIDANCE

FIGURE 2: GUIDANCE TABLE

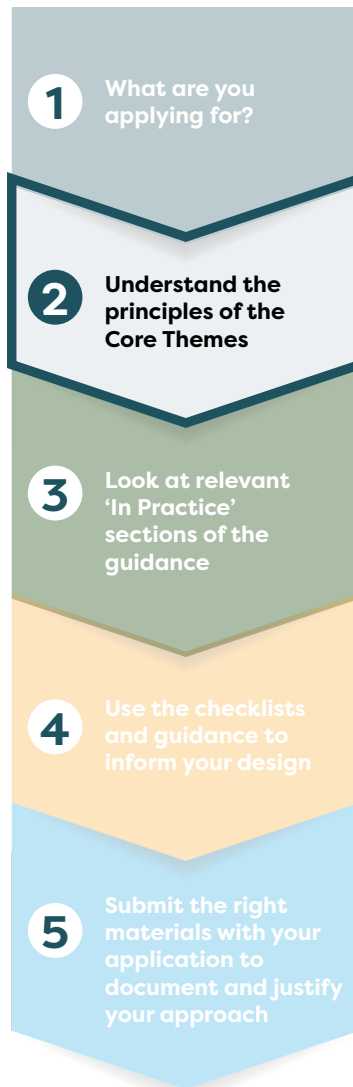


## Key Definitions

1.29 Many terms are used in the field of climate change and carbon emissions may not be familiar or can be used in different ways. The following table provides definitions for the terms used most frequently in this SPD.

Term	Definition
Greenhouse Gases	<i>Gases, both emitted natural and by human activity, that when accumulated in the atmosphere trap heat from the sun. A natural level of greenhouse gases keeps the planet with a stable climate and prevents all the sun's energy from escaping into space. A rising and unnatural level causes a runaway 'greenhouse effect', where too much heat is trapped.</i>
Carbon / CO <sub>2</sub> e	<i>The main human-emitted greenhouse gas is carbon dioxide (CO<sub>2</sub>), although others such as methane (CH<sub>4</sub>) exist, which are less prevalent but often trap more heat. Collectively, they are measured by their equivalent warming effect to carbon dioxide, CO<sub>2</sub> equivalent, to ensure consistency of measurement. Carbon dioxide emissions are primarily due to the burning of fossil fuels such as oil, gas, petrol and diesel for energy, in both electricity generation plants and in vehicle engines.</i>
Net Zero / Carbon Neutral	<i>A project, entity or building that balances any carbon emissions with equivalent carbon removal from the atmosphere, or does not emit any carbon emissions at all. This term should be used carefully and when used, it should be clearly stated whether it is a 'whole life carbon' net, and what scope of emissions it considers. (see definitions below)</i>
Operational Carbon	<i>The carbon emissions generated by a building or piece of infrastructure in its normal operation and maintenance. Typically this concerns 'regulated' energy (see below).</i>
Upfront / Embodied Carbon	<i>The carbon emissions generated during a building or piece of infrastructure's construction, for example through the choice of materials, production of concrete and cement, construction vehicles, and other activities generated by the one-off act of construction.</i>
Whole life carbon	<i>The combined sum of operational carbon and embodied carbon for a building, measured over its whole design life span.</i>
Regulated Energy	<i>Energy consumed by a building, associated with fixed installations for heating, hot water, cooling, ventilation, and lighting systems.</i>
Unregulated Energy	<i>Energy consumed by a building that is outside of the scope of Building Regulations, e.g. energy associated with equipment such as fridges, washing machines, TVs, computers, lifts, and cooking.</i>
Scope 1/2/3	<i>In order to take action to reduce emissions, scopes of emissions help understand and measure where they're sourced. They are the level of emissions considered or accounted for by a single entity, project or building.</i>  <b>Scope 1:</b> <i>emissions from sources owned or controlled directly – for example from burning petrol or diesel in a fleet of vehicles, or from heating a building through gas.</i> <b>Scope 2:</b> <i>emissions caused indirectly and from where the energy purchased and used is produced. For example, the emissions caused when generating the electricity used in a building.</i> <b>Scope 3:</b> <i>emissions, including all indirect emissions which are not included in scope 2. It encompasses emissions that a building or entity is indirectly responsible for up and down its supply chain.</i>
Offsetting	<i>An approach to achieving Net Zero carbon emissions, by creating new natural habitats or employing other methods that will remove carbon emissions from the atmosphere, offsetting residual emissions that cannot be reduced by other means.</i>

# | 2.0 CORE THEMES



2.1 Designing and planning for climate change has two aspects:

- Mitigation: reducing or eliminating carbon emissions from development, homes, transport, buildings and the lives we lead, so that Spelthorne plays its part in reducing climate change overall
- Adaptation: anticipating what a changing climate will mean for the built and natural environment, and designing to meet these changes and challenges

2.2 Mitigating and adapting for climate change covers many fields and requires a co-ordinated approach that goes beyond energy efficiency measures and should be a fundamental part of all design and planning.

2.3 This document sets out how mitigating and adapting for climate change in development proposals can be achieved, across six core themes as follows:

2.4 The themes are arranged on a sliding scale from Mitigation through to Adaptation (anticipating what a changing climate will mean for the built and natural environment, and designing to manage these changes). Where a theme is closer to Mitigation, it means that reduction in carbon emissions is the largest part of the measures recommended or required. Where a theme is closer to Adaptation, it means that theme deals more with the likely effects of climate change.



**2.5** This chapter sets out core design principles for each theme, which should be used to guide the design process and will help assess how development proposals have considered climate change and whether this is shown in the planning application. Guidance and examples of how best to implement these principles in practice, across a wide range of scales and contexts, is contained in the following chapter 'In Practice'.

**2.6** The core design principles are the first things an applicant for new development should consider when designing their schemes and submitting applications. However they are not exhaustive, and other evidenced and quantified approaches to achieve the same outcomes are encouraged.

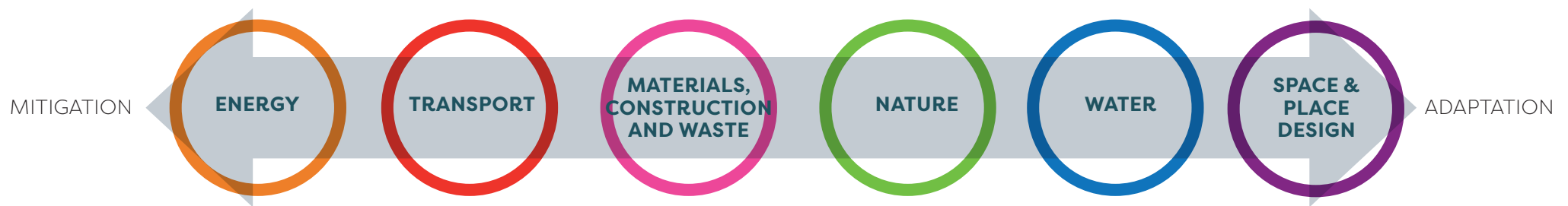


FIGURE 3: CORE DESIGN PRINCIPLES

## Energy

2.7 The use of energy in the built environment, particularly for heating and cooling in homes and other buildings, is one of the top contributors to carbon emissions in the UK through the burning of fossil fuels. Although the UK electricity generation sector is decarbonising rapidly, existing carbon-emitting uses (such as gas boilers), are still prevalent.

### Follow the Energy Hierarchy

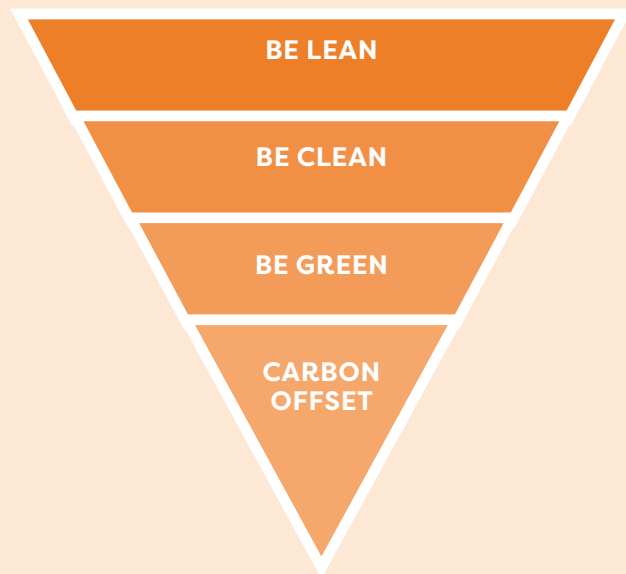


FIGURE 4: ENERGY HIERARCHY

2.8 When considering sustainable energy options, the Energy Hierarchy should be used to prioritise and assess them. It sets out a priority approach to assist progress towards a more sustainable energy system, in order of most sustainable (highest immediate impact on emissions) to least. This can help make and justify design decisions that aim to reach Net Zero in the most efficient way.

2.9 The Energy Hierarchy is, in the following order:

1. Be lean: use less energy and manage demand during operation through fabric and servicing improvements and the incorporation of measures that actively reduce usage or encourage lower demand
2. Be clean: exploit local energy resources (such as secondary heat) and supply energy efficiently and cleanly by connecting to district heating networks
3. Be green: maximise opportunities for renewable energy by producing (e.g. PV panels), storing (e.g. through batteries) and using renewable energy on-site

4. Offsetting of residual emissions through external accredited carbon offsetting schemes

2.10 Proposals should demonstrate how they have maximised opportunities at each level of the hierarchy before seeking opportunities further down.

### **Be lean: Retrofit existing buildings**

2.11 It is anticipated that 85-90% of the buildings that will be standing in 2050 have already been built, making it imperative that their operational carbon emissions are reduced. This should be undertaken, where possible, through an energy hierarchy approach of fabric-level improvements before maximising opportunities for energy generation, such as photovoltaic (PV) panels. When planning changes to existing buildings, it is therefore important to consider how energy demand could be reduced or the potential for renewable energy generation on site.

2.12 Further details on key interventions are set out in 'The Building' in the 'In Practice' chapter.

## Energy

### **Be lean: Design buildings to be passively cooled, lit naturally and need minimal heating**

2.13 Using energy to heat, cool and light buildings is the largest single source of carbon emissions from the built environment. Much can be achieved in the design of buildings to reduce this need.

2.14 Key measures include:

- Design buildings considering how the sun could provide heating and light (solar gain). This should consider aspect and how the building will respond throughout the year. Southern elevations should maximise the window area but include either fixed or moveable shades or blinds to cut sunlight in the summer and prevent overheating. East and west elevations should ensure they have moveable shading to cut out the lower sun angles at sunrise and sunset in the summer, but still able to maximise heating at other times of year. Lower floors should have more glazing as they are likely to have reduced incoming light due to surrounding buildings.

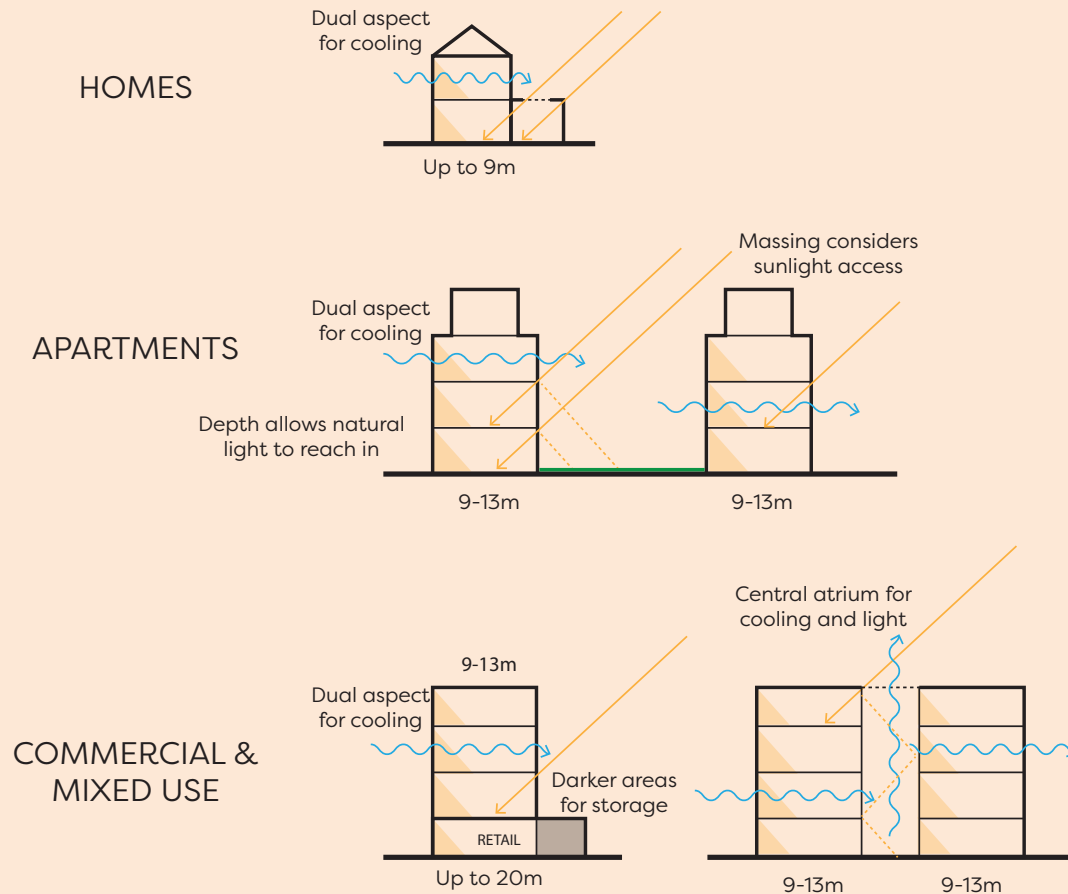


FIGURE 5: DESIGN FOR PASSIVE HEATING AND COOLING FOR DIFFERENT TYPES OF BUILDING

## Energy

- Building dimensions should allow natural light to reach as much of the interior as possible., Beyond around 4-5m little light reaches an interior from a side window. Use of interior atriums, skylights and light wells can reduce the need for artificial lighting. Light analysis may be needed to demonstrate that internal levels of light are acceptable.
- Building design that creates dual aspect dwellings, where air can flow through from one side to another. This is especially important in the design of apartment buildings.
- For larger buildings, design can encourage natural interior air flow instead of relying on energy-hungry heating, ventilation and air-conditioning (HVAC) systems.
- All buildings should be insulated to the highest standards, with high levels of high-performance exterior wall and roof insulation employed. Windows are major locations of heat loss and should be either triple-glazed or have high-performance modern double glazing. Doors and other openings should be well-sealed and insulated to modern standards.
- The exterior form factor of a building (its massing) affects how much of a heated interior is exposed to the outside. Reducing the exterior surface area by simplifying the form factor reduces how much insulation will be needed and how much heat will be lost.



FIGURE 6: PASSIVE COOLING / HEATING PRECEDENTS

## Energy

### *Be clean: Connect to heating networks and exploit local heat sources*

2.15 Developments within existing district heating networks should connect to them or make provision for this to be possible. These centralised sources of heat are more efficient and can be more easily converted to clean energy sources than individual boilers. They are most suitable for denser development, such as apartments.

2.16 Waste heat from nearby generators (for example industrial fridges and air-conditioning units) can also be recovered and used within such networks.



FIGURE 7: ENERGY CENTRE AT EDDINGTON, CAMBRIDGE, WHICH REUSES WASTE HEAT FROM SUPERMARKET FRIDGES TO SUPPLY THE LOCAL AREA WITH HEAT, AND IS INTEGRATED BEHIND SURROUNDING HOMES

#### Heat Interface Unit (HIU)

Transfers heat from external distribution network to low-temp domestic sealed system. Location of metering and temperature regulation.

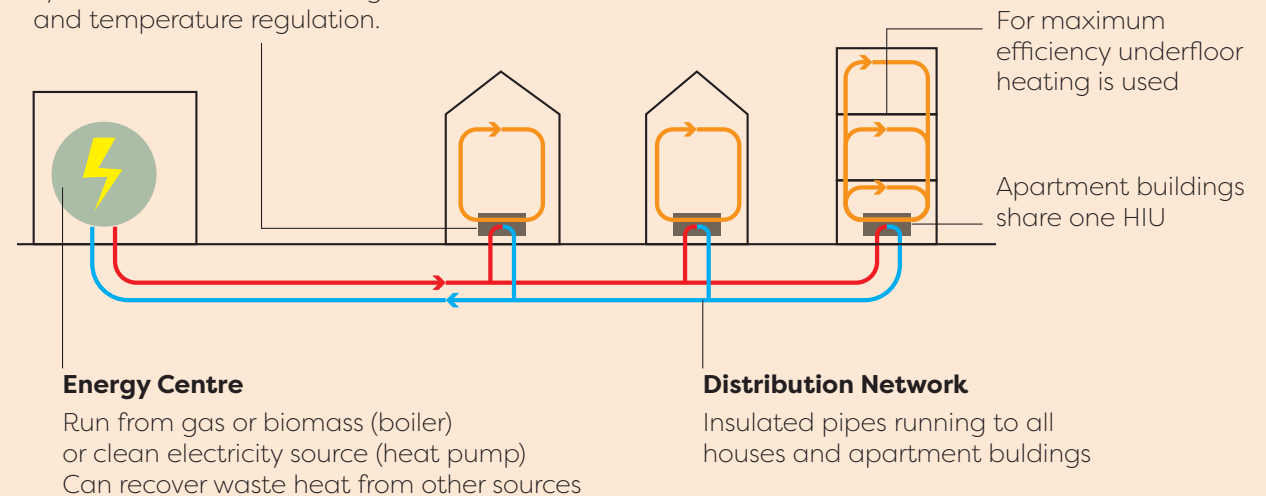


FIGURE 8: HOW HEAT NETWORKS WORK

### ***Be green: Generate and store energy on site***

**2.17** On-site generation of renewable energy is typically accomplished through solar panels (photovoltaic or PV panels) on roofs, although other approaches such as wind turbines and solar water heating are also possible. They can provide a significant portion of a home or business's energy needs, and can feed into the electricity grid when they are producing in excess of on-site demand, further offsetting an individual's electricity bill.

**2.18** Although solar panel installations will be generally supported, in designated conservation areas or other areas with Article 4 restrictions on permitted development rights there may be some restrictions on the installation of panels on roofs, to preserve a historic street scene or character. In these circumstances SBC should be consulted for advice.

**2.19** The supply of renewable zero-carbon energy can fluctuate depending on weather conditions, so it is possible to store surplus energy for use later when demand is higher. Home or on-site batteries, connected as part of a solar panel installation, can be an effective way of achieving this.



FIGURE 9: ILLUSTRATIVE APPROACHES TO CLEAN ENERGY GENERATION AND STORAGE

## Energy

### **Observe standards and obtain accreditation**

**2.20** Building Regulations (part L) sets the legal standards for energy efficiency and consumption measures within new and existing buildings. Beyond this, the Future Homes Standard will uplift part L requirements from 2025. This will require low carbon heating and very high levels of energy efficiency.

**2.21** Other standards exist for different building types. BREEAM set detailed standards for commercial buildings, and it is expected that such buildings will attain at least 'Very Good' status, with Excellent or Outstanding preferred.

**2.22** For residential buildings, standards such as Passivhaus exist, demonstrating the very highest levels of energy efficiency in design. Passivhaus principles can be applied to both new and existing buildings.



FIGURE 10: : GOLDSMITH STREET, NORWICH, DEVELOPMENT OF PASSIVHAUS HOMES (MIKHAIL RICHES ARCHITECTS)

### **Utilising data, monitoring and energy targets**

**2.23** Modern technology can assist building managers and homeowners in understanding the performance of existing buildings and identifying opportunities for improvements. These can include, depending on the type of building:

- Smart meters for electricity and gas giving real-time information on usage
- Thermographic surveys to identify heat loss through the external envelope, prioritising where insulation and replacement of windows and doors might best be undertaken
- Demand-responsive lighting and heating, ventilation and air-conditioning (HVAC) systems, based on presence of users
- Energy Performance Certification (EPCs) to assess key opportunities for performance improvement


**2.24** Proposals for the retrofit and alteration of existing buildings should endeavour to use such tools to inform their design proposals, addressing the largest opportunities identified through such data.

**2.25** Where proposals commit to measurable targets in carbon emission reduction (or absolute targets), this must be accompanied by details of how this will be measured and evaluated over time.

### **Further Reference**

**2.26** More detailed information on these topics can be found in the following guidance:

 [LETI Climate Emergency Design Guide](#)

 [Passivhaus Trust/Etude/Levitt Bernstein - Passivhaus Design: Easi Guide](#)

 [Future Homes Standard](#)

 [UK Net Zero Carbon Building Standard](#)

 [RIBA Climate Challenge 2030](#)



## Transport

### Transport

2.27 Transport is the largest single source of carbon emissions in the UK by sector, and based on current travel patterns, one of the most difficult to decarbonise. Reducing our dependence on private vehicle transport (primarily petrol or diesel-driven cars), and encouraging walking, cycling and other active travel measures for more of our daily journeys, is the simplest way to reduce transport carbon emissions. This should be supported by wider implementation of Liveable Neighbourhood principles, and comprehensive and convenient public transport for longer-distance journeys.

#### *What is a Liveable Neighbourhood?*

*Liveable Neighbourhoods are areas of a town or city that are improved to be people-centred and more 'liveable'. Typically, this may involve changes to town centres and surrounding residential areas to improve conditions for walking and cycling and reduce traffic dominance. This may include new pedestrian crossings, a network of good cycle routes, reduced parking provision, redesigned junctions, restrictions on motor traffic in town centres, high streets and residential streets, and wider improvements.*

#### *What is active travel?*

*Active travel is not just walking and cycling. It also includes all physically active ways of getting about, such as wheeling, which covers assistive wheeled mobilities such as wheelchairs, mobility scooters or similar. It can also include pushchairs or buggies for children.*

*Cycling can mean more than the traditional two wheeled bicycle, as it can also include cargo bikes, electric bikes, hand-powered recumbent bikes, bikes with trailers, tricycles and other pedal-powered transport. A full definition of cycles to consider is set out in the Department for Transport's Local Transport Note (LTN) 1/2014.*

## Transport

### Follow the Travel Hierarchies

**2.28** In line with Surrey County Councils Local Transport Plan (LTP4), design proposals should aim to, in the following order:

1. Avoid the need to travel, and reduce distance travelled by improving the efficiency of the land use and transport systems. For example, by locating shops, schools and other regularly used places close to as many homes as possible.
2. Shift to lower energy consumption travel, and more efficient modes: public transport, walking and cycling. For example, by strengthening walking and cycling networks to make them more attractive and quicker to use, and by providing high-frequency, reliable bus services.
3. Improve the energy efficiency of modes, operational efficiency of networks, and reducing vehicle emissions using technology. For example, by prioritising active travel and public transport at junctions, or by supporting electric vehicles through the provision of charging infrastructure.

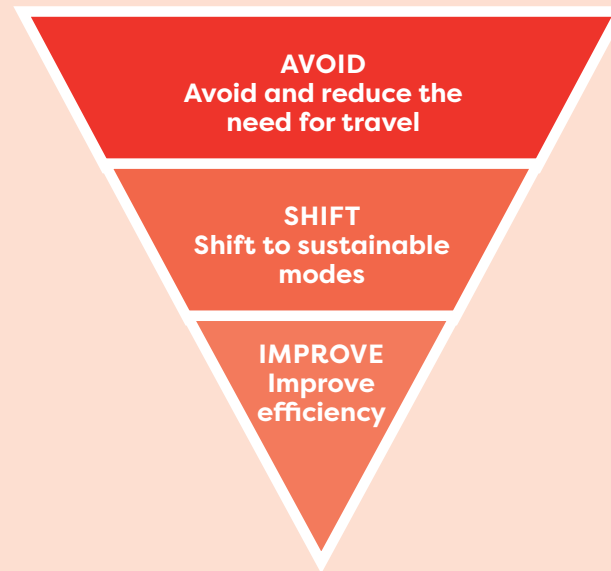


FIGURE 11: HIERARCHY FOR OVERALL APPROACH TO TRAVEL

**2.29** When considering the design of places to facilitate movement, design should encourage the most sustainable transport choices, with the lowest carbon emissions per unit travel. This can be done by following a hierarchy of design as set out in the diagram below:

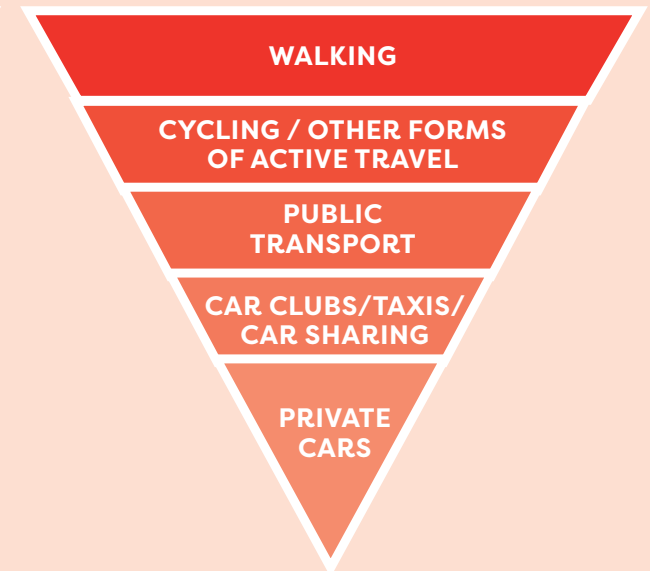
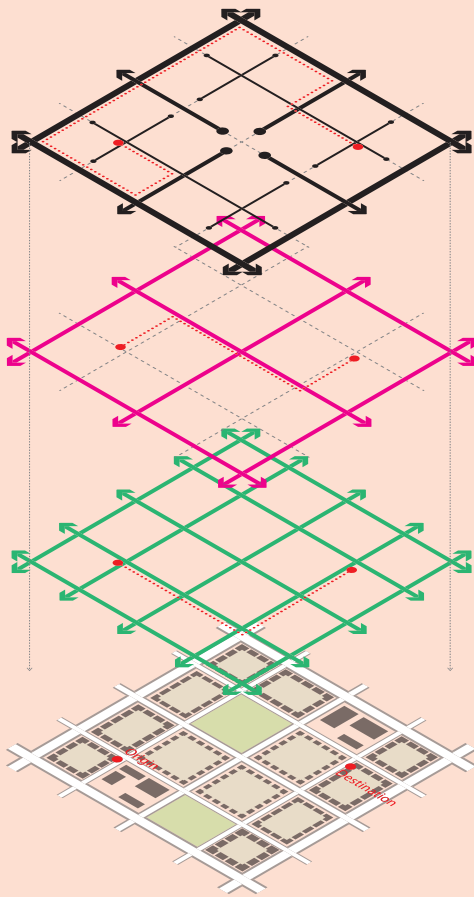


FIGURE 12: DESIGN HIERARCHY FOR MOBILITY

**2.30** This hierarchy is set out in Surrey's Local Transport Plan (LTP4). In practice, it means placing the needs and requirements of those users who are higher in the hierarchy (e.g. pedestrians) first, before accommodating the needs of e.g. private vehicles.

## Transport

### Design for 'filtered permeability' and Liveable Neighbourhoods



#### Cars / Private Vehicles

Through routes limited to main routes to discourage rat-running, create quieter streets, and make walking and cycling more convenient without restricting access.

Emergency vehicles could still be provided access through gaps in the network.

#### Public Transport

Buses able to run along key streets continuously including through bus gates that create gaps for private vehicles.

#### Active Travel

Connected and continuous streets for walking and cycling.

**2.31** Residential areas in cities and towns are often used by through-traffic, which creates noise, pollution and hazards. By reducing the dominance of vehicles, Liveable Neighbourhoods reconsider how street space is reallocated, creating healthier outdoor spaces for everyone to share, as well as vibrant places where people want to dwell and spend money.

**2.32** To support this, the principle of filtered permeability is that active travel routes should form a continuous and connected grid through streets. Private vehicle movement along the same streets should be less direct, with no-through routes for cars created by design interventions such as street planting, bollards, materials changes or similar, without blocking pedestrians and cyclists. Active travel connections should have good natural surveillance from buildings for safety.

**2.33** The same principle can be used to support direct public transport routes through communities, which support active travel networks by providing onward connections. Bus connections should be direct and uninterrupted, with the use of bus gates (where buses are allowed through but cars are not) at key locations to provide an advantage over private vehicle traffic.

**2.34** Modern mobile app navigation has increased the use of side streets as cut-throughs for motor vehicles. Filtered permeability, by removing such through routes for vehicles (but not cyclists or pedestrians) in residential streets, puts traffic back onto main streets, which are designed to be able to accommodate through vehicle movement. This can make smaller, residential streets more attractive, with a better environment, improved air quality and safer for active travel.

FIGURE 13: GETTING ABOUT BY DIFFERENT MODES OF TRAVEL IN LIVEABLE NEIGHBOURHOODS

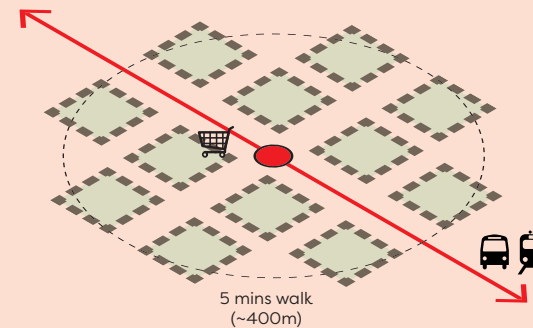
## Transport

### Locate development for sustainable travel choices



**2.35** The location of development has the biggest impact on whether residents and users need to travel (point 1 in the travel hierarchy), and if they do need to travel, the modes and choices available to them. Development should be located close to other destinations, active travel networks and public transport services.

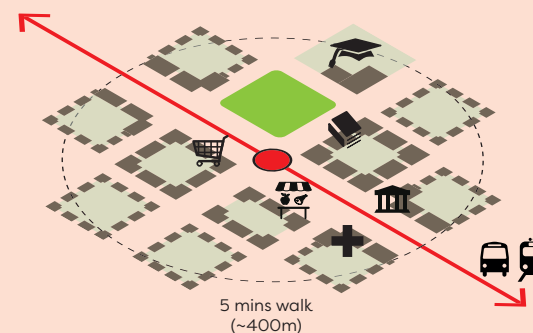
**2.36** This means that locations such as town centres, public transport corridors and local centres should have higher densities of development and a greater mix of uses and services than less well-connected areas. This principle is known as 'transit-oriented development'. It means that people in those locations have a choice of services on their doorstep, and a choice of sustainable transport options for longer journeys elsewhere. It also ensures that everyone connected to those locations by active travel and public transport can access a wide variety of services by sustainable means.

**2.37** When masterplanning larger sites, mixed uses and higher densities should be located close to sustainable transport choices and active travel routes.



#### Low Density Housing

-  People within 5 mins walk of public transport
-  Facilities close to public transport



#### Mix of uses and concentrating development near public transport





-  People within 5 mins walk of public transport
-  People within 5 mins walk of public transport
-  People within 5 mins walk of public transport
-  Facilities close to public transport

FIGURE 14: LOCATING DENSITY, FACILITIES AND DEVELOPMENT NEAR TO PUBLIC TRANSPORT

## Transport

### *Provide infrastructure for sustainable transport*



**2.38** Many vehicles are now being electrified. This change requires a rethink in the infrastructure provided to power vehicles, moving from fuel filling stations towards charging points. Electric charging points for cars and e-bikes should be provided where possible. Car parks and areas of parking within local and town centres should include public charging points.

**2.39** All buildings should ensure that active travel is the easiest choice for most journeys, with secure and convenient cycle parking that is easier to use than getting in the car. Secure visitor cycle parking in the public realm should be in prominent locations and close to entrances of buildings.

FIGURE 15: ILLUSTRATIVE INFRASTRUCTURE TO SUPPORT SUSTAINABLE TRAVEL

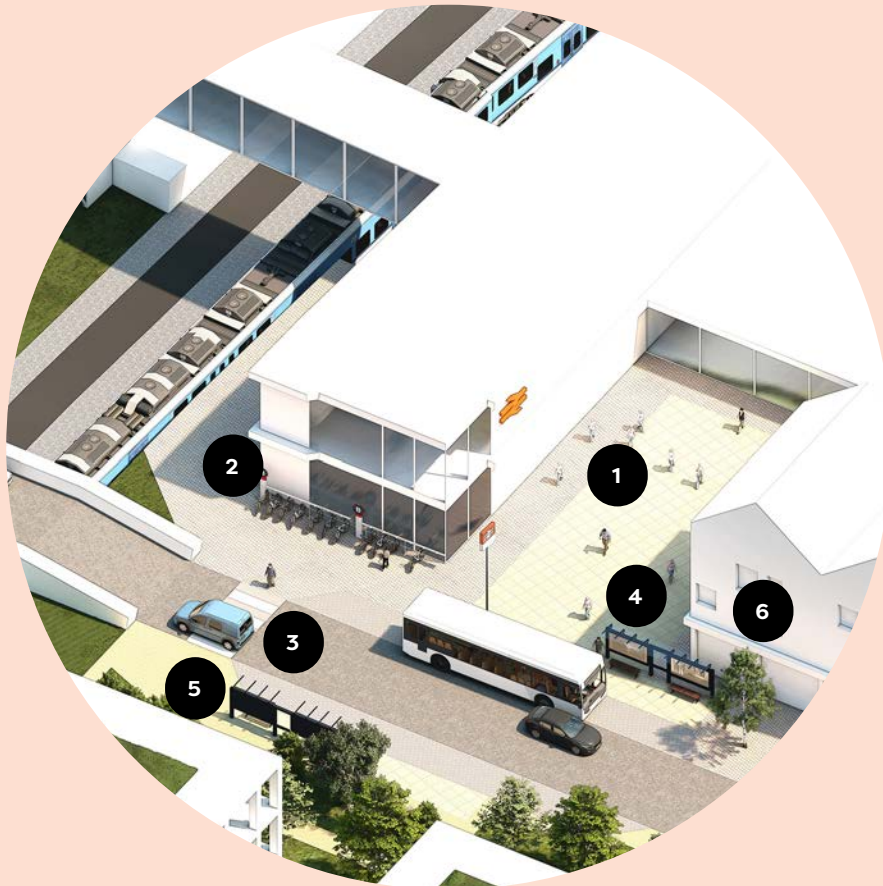


FIGURE 16: DESIGN PRINCIPLES FOR EFFECTIVE SUSTAINABLE TRAVEL MOBILITY HUBS








**2.40** Where different sustainable modes of travel interchange (e.g. between walking/cycling and bus, two different bus routes, or rail/bus), consideration should be given to providing a mobility hub. These should provide:

- 1 A clear and simple interchange between modes
- 2 Secure cycle storage
- 3 Safe pedestrian movement and crossings
- 4 Covered, safe waiting areas
- 5 Real-time travel information
- 6 Supporting shops and facilities

**2.41** Mobility hubs should also integrate other transport choices, such as car clubs, licensed e-scooter and e-bike hire, and EV charging points.

### Further Reference

**2.42** More detailed information on these topics can be found in the following guidance:

-  [RTPI: Net Zero Transport](#)
-  [TCPA: The 20 Minute Neighbourhood Guide](#)
-  [Surrey Local Transport Plan 4](#)
-  [Local Cycling & Walking Infrastructure Plans \(LCWIPs\)](#)
-  [Surrey Bus Service Improvement Plan](#)
-  [Active Design \(Sport England, Active Travel England and Office for Health Improvement and Disparities\)](#)
-  [Healthy Streets for Surrey Design Guide](#)

## Transport

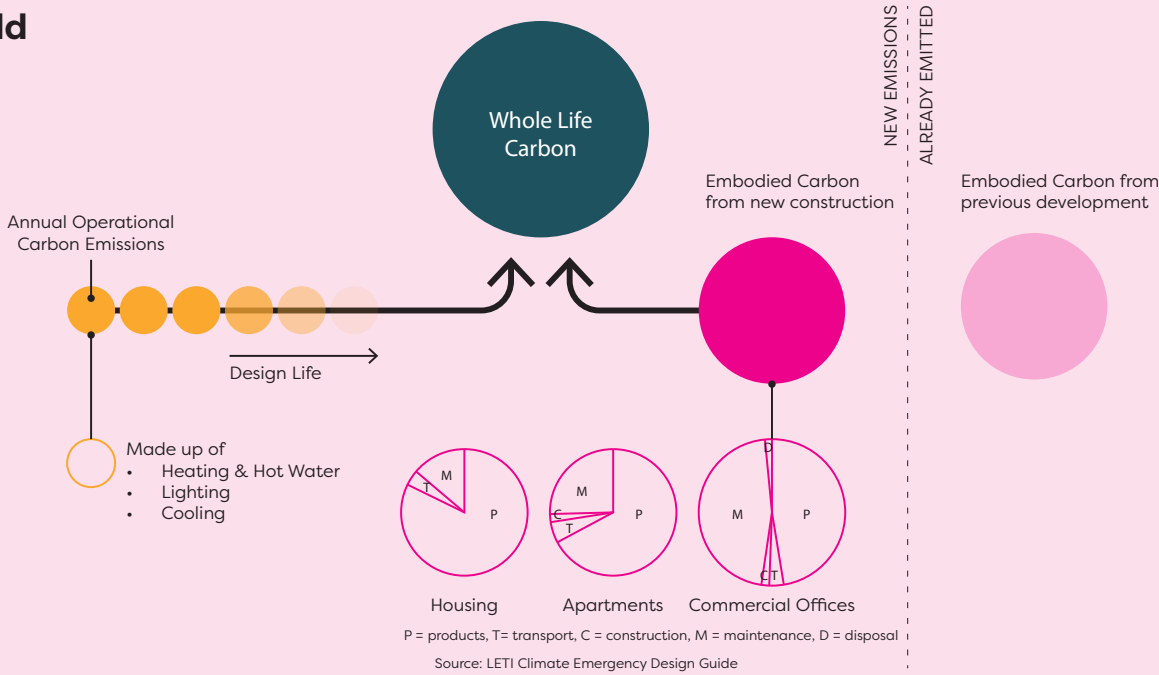
# Materials, Construction & Waste

## Materials, Construction & Waste

2.43 The construction industry is responsible for around 20% of emissions from the built environment<sup>3</sup>. This is primarily through the sourcing and production of materials such as cement, concrete, glass, steel and aluminium, and direct emissions from vehicles and equipment used in the construction process. New materials and construction approaches have the potential to reduce this, and using a whole life carbon methodology can assess the climate change impact of new development versus improvements to existing buildings.

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### Undertake a Whole Life Carbon Assessment New Build



### Retrofit

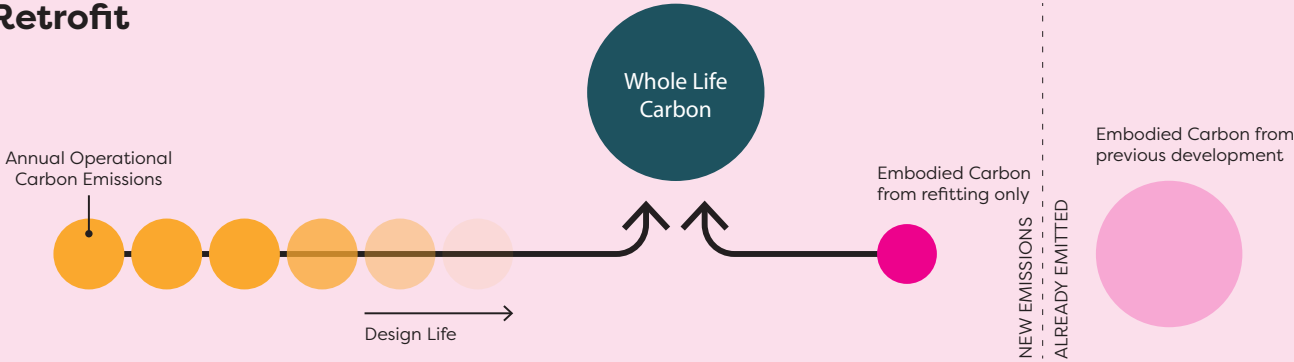


FIGURE 17: WHOLE LIFE CARBON CONSIDERATIONS FOR NEW BUILD AND RETROFIT DEVELOPMENT OPTIONS

<sup>3</sup>UK Green Building Council, 2023

## Materials, Construction & Waste

**2.44** ‘Embodied carbon’ is the emissions produced during the construction of a building. It is a ‘one-off’ cost and is the result of materials production (such as concrete), energy for machinery and fuel used by construction and delivery vehicles.

**2.45** Although a new building may be more operationally efficient than an old building, this may be offset by the emissions generated in its construction, leading to an overall increase when considered as lifetime or whole life carbon emissions.

*Whole Life Carbon = embodied carbon + (operational carbon x years of operation)*

**2.46** It is important to assess whole life carbon when considering development projects if there is an alternative scheme available that would, for instance, re-use an existing building. It is often the case that refitting and adapting existing buildings has lower whole life emissions. Before considering new construction, it is important to consider through such analysis whether retrofit of an existing building would be feasible or would result in higher whole life carbon emissions compared to new-build.

### Follow the Construction Hierarchy

**2.47** The whole-life carbon approach underpins a hierarchy of construction that should be considered early in the design process:

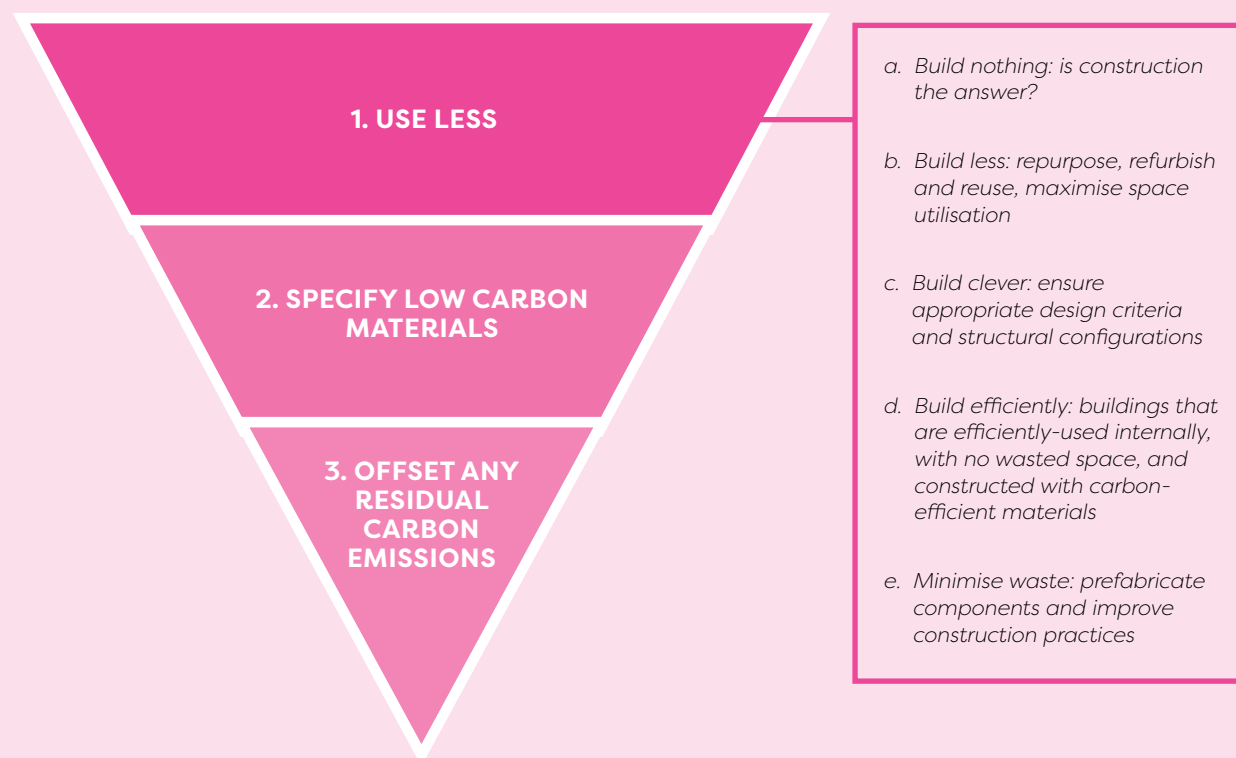


FIGURE 18: CONSTRUCTION HIERARCHY



# Materials, Construction & Waste

## Use low-carbon construction materials

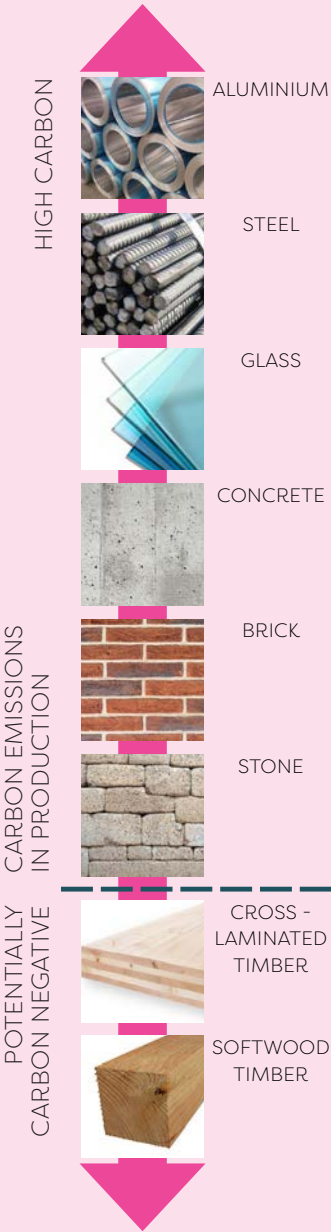
2.48 If a new building or new construction is necessary, it is essential to consider the carbon emissions embodied within materials used, either through their sourcing, mining, or creation (e.g. concrete). Each material should be chosen only where it is the best at performing the function it is required to perform with the lowest whole life carbon impact. It may be that higher embodied carbon materials are chosen due to their roles in reducing operational carbon over a building's lifetime.

2.49 As a preference, locally-sourced or reclaimed materials should be used. Materials chosen should also prioritise potential for recycling and reuse, to ensure that in the future the embodied carbon impact of their reuse is as close to zero as possible.

2.50 Low carbon materials include (in this order) softwood timber, cross-laminated timber, stone and brick. These are also able to be re-used and recycled - see figure 19.

2.51 Higher carbon materials include (highest first) aluminium, steel, glass and concrete. Glass and concrete are usually unable to be reused, and steel and aluminium typically require energy-intensive recycling and transformation processes before reuse.

FIGURE 19: RELATIVE EMBODIED CARBON OF DIFFERENT CONSTRUCTION MATERIALS



## Choose appropriate materials for a changing climate

2.52 Extreme weather events such as high temperatures or intense rainfall will demand a new approach to material selection. Materials with a high specific heat capacity can smooth out variations in temperature internally and provide effective insulation, retaining heat in the winter and taking longer to heat up in the summer. This must be balanced against their tendency to re-radiate heat, which could create unpleasant microclimate effects in prolonged periods of hotter weather.

2.53 Permeable materials for the public realm and landscaped spaces can reduce the effects of intensive rainfall events. This can include permeable paving or green materials for new driveways and other hard landscaped areas. See 'Water' on page 33 for more information.

### Further Reference

2.54 More detailed information on these topics can be found in the following guidance:

-  [UK Green Building Council: The Retrofit Playbook](#)
-  [LETI Climate Emergency Design Guide](#)
-  [UK Green Building Council Net Zero Carbon Buildings Framework](#)

## Green Infrastructure

**2.55** Vegetation, planting, trees, green open spaces and natural habitats are a vital tool in mitigating climate change, and in ensuring that our places remain habitable in extreme weather. Together they are known as green infrastructure.

### *What is biodiversity net gain?*

*Biodiversity net gain (BNG) is an approach to development, and/or land management, that aims to leave the natural environment in a measurably better state than it was beforehand. Biodiversity net gain delivers measurable improvements for biodiversity by creating or enhancing habitats in association with development. Biodiversity net gain can be achieved on-site, off-site or through a combination of on-site and off-site measures.*

*Under the Environment Act 2021, all planning permissions granted in England (with a few exemptions) except for small sites will have to deliver at least 10% biodiversity net gain from an as yet unconfirmed date in November 2023. Large scale or strategic BNG projects may be able to trade 'credits' with other projects that are unable to deliver BNG on-site, under certain circumstances.*

## Green Infrastructure

### **Capture carbon in natural habitats**

**2.56** Healthy natural habitats and ecosystems absorb carbon, through plants that 'fix' carbon as part of their natural growth. Woodland habitats can provide a particularly effective ongoing carbon capture sink, especially as the trees begin to reach maturity after 5-10 years. Other habitats that provide good carbon capture are freshwater wetlands, which can be incorporated into sustainable drainage systems and river restoration/nature recovery schemes.

**2.57** Where possible, and where this is compatible with overall biodiversity strategies, such habitats should be considered as part of a proposal's overall climate change approach and corresponding biodiversity net gain strategy.

## Green Infrastructure

### **Ensure biodiversity resilience**

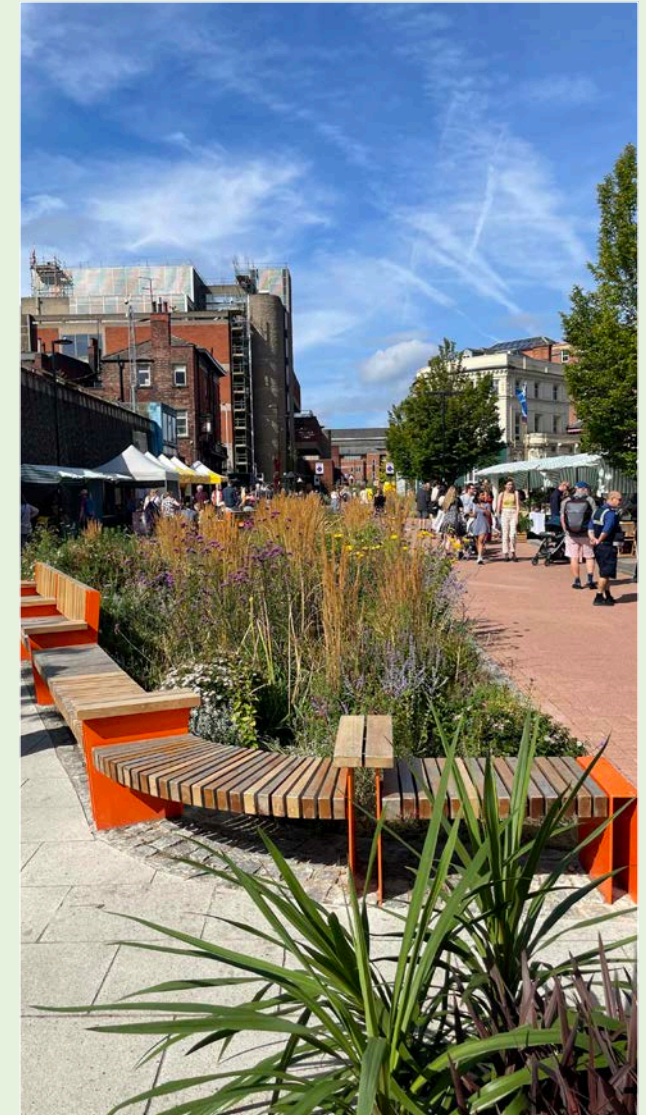
**2.58** As the climate changes, plants and animal species will have to adapt to the new conditions. Natural ecosystems are complex and interconnected, and this will have a number of effects, many of which cannot be anticipated fully:

- Native species being unable to thrive in the new climate and dying off
- The arrival of non-native species, which may disrupt local ecosystems. An example is invasive species of beetle or other insects such as Oak Processionary Moth that can destroy natives trees
- Some native species becoming dominant, leading to a loss of biodiversity and poor natural ecosystems

**2.59** When creating new habitats, or including trees or planting in new proposals, biodiversity resilience should be considered. This means choosing a mix of plants that are likely to be robust to changes, and avoiding monocultures that may be vulnerable to invasive species. Planting species chosen should also aim to reduce water consumption.



FIGURE 20: EXAMPLES OF GREEN INFRASTRUCTURE IN THE PUBLIC REALM





### ***Provide green infrastructure throughout built environment***

**2.60** The inclusion of green infrastructure throughout the built environment has wider benefits relevant to climate change and environmental sustainability, that include:

- Reduction in temperatures of spaces during hot weather, through shade and the evaporation cooling effect of trees and planting
- More effective management of heavy rainfall events through absorption
- Improvements in air quality
- Biodiversity improvements and the potential to link habitats through networks of green infrastructure






**2.61** Proposals should consider how to integrate green infrastructure throughout to maximise these effects.

FIGURE 21: EXAMPLES OF GREEN INFRASTRUCTURE IN DEVELOPMENT

## Green Infrastructure

### **Further Reference**

**2.62** More detailed information on these topics can be found in the following guidance:

-  [NHBC Biodiversity in new housing developments](#)
-  [Building with Nature](#)
-  [Natural England Green Infrastructure Guidance](#)
-  [Forest Research: The Urban Tree Manual](#)
-  [Healthy Streets for Surrey Design Guide](#)

## Water

### Water

**2.63** Extreme weather events that cause heavy and sudden rainfall are likely to increase under conditions of climate change. Effective management of water flows through urban environments will be even more crucial, to protect homes and critical infrastructure and ensure the public realm remains usable.

**2.64** Although the intensity of water in storm events will increase, climate change is likely to make overall water resources scarcer, especially in the south-east of England. This means that efficiency of water usage is essential for all new development.

#### ***Integrate Sustainable Drainage Systems (SuDS)***

**2.65** All proposals should follow the principles of sustainable drainage systems, by absorbing and slowing down runoff through permeable surfaces, before allowing it to be filtered and infiltrate slowly. By doing so, expensive and complex engineering approaches that require much ongoing maintenance can be avoided. SuDS mimic natural drainage processes to reduce the effect on the quality and quantity of run-off from developments and provide amenity and biodiversity benefits.

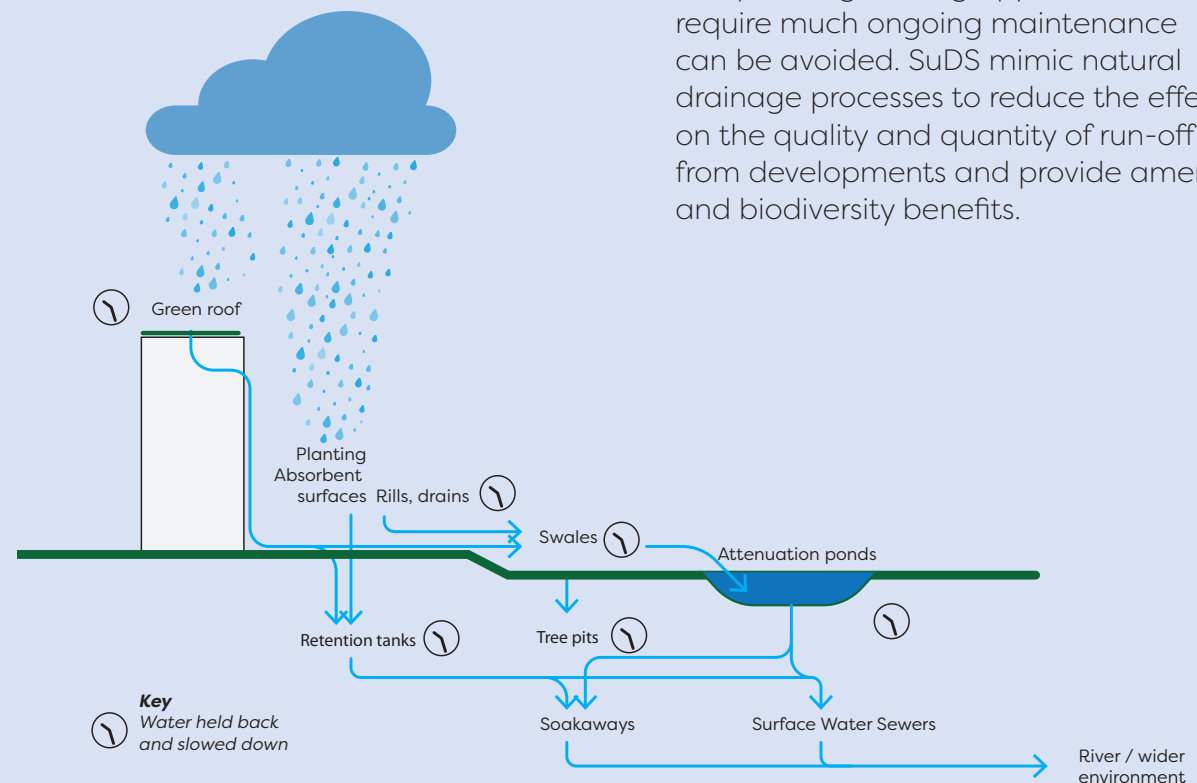


FIGURE 22: PRINCIPLES OF URBAN SUSTAINABLE DRAINAGE SYSTEMS

## Water

2.66 SuDS are applicable to green-field development and to built-up areas. They can take many forms to adapt to their context, and can form an attractive part of the public realm and create new habitats for wildlife. Existing built-up areas can be adapted to improve their performance, through changes to the public realm or green roofs and walls. The use of rain gardens within built-up areas can provide an attractive and visible feature of a more natural surface water management chain.



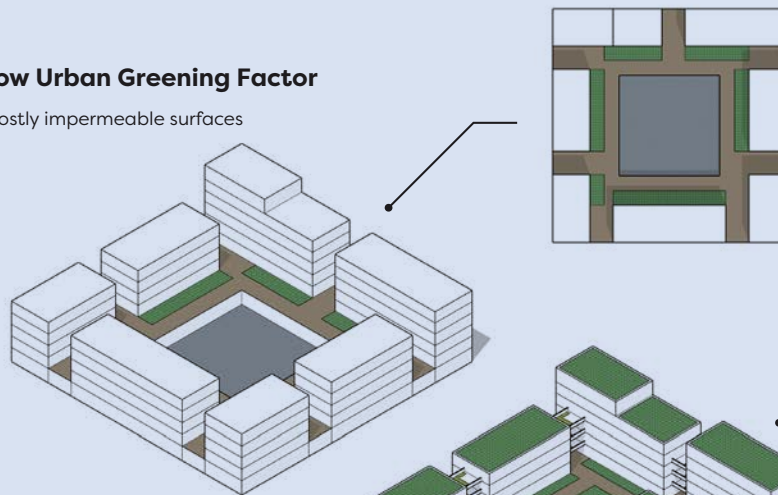
FIGURE 23: EXAMPLES OF SUSTAINABLE DRAINAGE SYSTEMS IN BUILT UP AREAS

# Water

## Calculate your Urban Greening Factor

### Low Urban Greening Factor

Mostly impermeable surfaces



### High Urban Greening Factor

- Green roofs
- Green walls
- Street trees, swales and planting
- Rain gardens and water on site
- Permeable paving
- Balconies with planting
- Shared, drained gardens on internal podiums

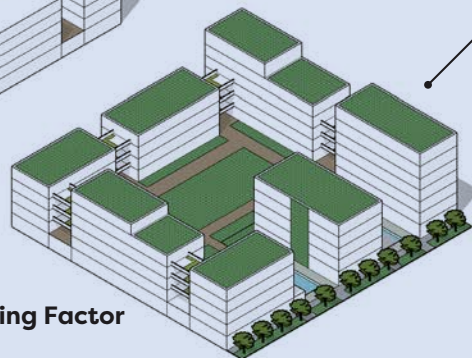


FIGURE 24: APPLYING THE URBAN GREENING FACTOR TO MAKE AN APARTMENT SCHEME MORE PERMEABLE FOR WATER

2.67 The Urban Greening Factor (UGF) is a tool endorsed by Natural England to help understand how permeable proposals are and helps design teams maximise green infrastructure and sustainable drainage systems throughout new development. It can provide multiple benefits, including amenity space, biodiversity net gain, green open spaces and improving air quality, as well as surface water management. It can also, when integrated with the design process, create an attractive and comfortable environment for everyone using the space.

2.68 The UGF (and similar tool Green Space Factor) have been adopted as part of the London Plan, with a recommendation to deliver a score of 0.4 on major residential developments, and 0.3 on commercial developments. Although it is not a formal policy requirement in Spelthorne, its use is encouraged as part of a holistic design process.

**Be efficient with water**

FIGURE 25: HOME RAINWATER CAPTURE SYSTEMS



FIGURE 26: LARGE-SCALE WATER RECYCLING SCHEME (EDDINGTON, CAMBRIDGE)

**2.69** One of the likely effects of climate change is a reduction in overall rainfall in the south-east of England, an area already under water supply pressure. New residential development is strongly encouraged to demonstrate water efficiency measures in their design that limit piped water usage to 110 litres per day per resident.

**2.70** In residential settings, the vast majority of water usage is within the home, and only a small proportion in the garden<sup>4</sup>. Water efficiency measures should concentrate on appliances, such as the toilet, showers, washing machines and dishwashers. Renovation and retrofit projects are often an opportunity to upgrade fixtures and fittings, and new build construction should fit low-flow and efficient appliances as standard.





**2.71** Outdoors, the installation of water butts connected to downpipes, or more comprehensive rainwater recycling systems in larger schemes to provide 'grey' water for compatible uses should be considered.

<sup>4</sup>At Home With Water, Energy Saving Trust (2013)

**2.72** The public realm requires water for planting and street trees. Species that require less watering should be considered, balancing other needs set out earlier under Green Infrastructure.

**Further Reference**

**2.73** More detailed information on these topics can be found in the following guidance:

-  [Ciria: The SuDS Manual](#)
-  [Urban Design London: Designing Rain Gardens - A Practical Guide](#)
-  [Mayor of London - Urban Greening Factor SPG](#)
-  [Natural England - Urban Greening Factor and Green Infrastructure Framework](#)



## Space & Place Design

**2.74** As the climate changes, extreme weather events are more likely to occur, along with the potential for extended heatwaves that will make being outdoors uncomfortable or even impossible for some groups. As well as buildings, our outdoor spaces will need to change to consider this future.

### ***Keep spaces usable and enjoyable in hotter weather***

**2.75** Access to shade on streets and in spaces is an essential part of adapting our public realm to a hotter future. This can be accomplished through:

- Natural approaches: e.g. street trees and planting
- Temporary approaches: e.g. canopies, parasols and other shading in the public realm
- Built form approaches: e.g. arcades and overhangs on building ground floors along streets, canopies on bus stops and covered seating areas

**2.76** The cooling effects of water, green infrastructure and appropriate materials in public and amenity spaces have been noted in other themes above. They can play multiple roles, including surface water management, areas for relaxation, gathering, children's play, space for exercise and recreation.

## Space & Place Design

**2.77** Seating and access to drinking water is essential to ensure that groups who may be more vulnerable in the heat can continue to confidently use the public realm in hotter weather.

**2.78** Frequent crossings along streets are essential, so that people can easily cross to the shadier side in hot weather. It is important to ensure that any unshaded areas are interspersed with areas of shade to break up longer periods in the sun.

### ***Further Reference***

 [Healthy Streets for Surrey Design Guide](#)

# | 3.0 IN PRACTICE

3.1 This chapter sets out a series of examples of how the principles of the Core Themes can be successfully implemented in practice. The measures shown are not illustrative and not exhaustive. There may be other appropriate ways of achieving the principles of the Core Themes, especially with the use of constantly improving technology.



## The Neighbourhood

3.2 Tackling climate change will require a whole systems approach, with changes working together to achieve the overarching goal. A sustainable, low-carbon neighbourhood is one where most daily travel can be undertaken by walking, cycling or other active travel modes. Low or zero-carbon public transport is reliable, convenient and serves the places people want to go to. Regular destinations such as shops, schools and community facilities are near to people's homes, and there is sufficient

density of people within their catchment to support them viably. Nature is strengthened and woven throughout, to ensure resilience in future climate change scenarios.

3.3 This section illustrates how climate change can be considered and designed for at a neighbourhood level, and is directly relevant for large-scale applications, and for strategic changes such as transport infrastructure and public open spaces.

	Homeowner Building extensions Self-build/new home Minor works	Minor Development 2-9 dwellings Less than 1000m <sup>2</sup> floorspace	Major Development More than 10 dwellings More than 1000m <sup>2</sup> floorspace
<b>The Neighbourhood</b> Creating sustainable places at larger scales			●
<b>The Street</b> Public realm, mixed-use and commercial developments		●	●
<b>The Building</b> Detailed design measures for efficient and resilient buildings	●	●	○ Full/reserved matters applications



*'The Neighbourhood'*

- 1 People can move around safely and conveniently by walking, cycling and other active travel means, making seamless connections to public transport for longer journeys
- 2 Facilities are available locally and concentrated near public transport so they can be accessed widely without needing a car
- 3 Resilient green infrastructure is integrated throughout, providing water management, microclimate improvements and habitats for nature
- 4 Energy generation and distribution of cleanly-generated heat is considered and shared at a neighbourhood level

FIGURE 27: THE NEIGHBOURHOOD

## 'The Neighbourhood' Energy

- NE1** Block and massing layout to maximise solar gain and efficiency, allowing sunlight to warm all homes
- NE2** District heating networks in denser areas connected to energy centres with clean sources, or the potential to move to clean sources
- NE3** Strategic opportunities for energy generation such as PV panels on roofs of major commercial and civic buildings
- NE4** Opportunities for community-run hydro power generation on rivers, integrated with nature recovery schemes

FIGURE 28: THE NEIGHBOURHOOD - ENERGY



*'The Neighbourhood'*  
**Transport**

- NT1** Facilities and services located near to public transport stops and mobility hubs
- NT2** Development intensity and density concentrated near public transport
- NT3** Connected and direct active travel networks, with a choice of utility and recreational routes, both quiet and busy, for different users
- NT4** Public transport prioritisation measures such as bus lanes and bus gates on key corridors and at junctions
- NT5** Network of mobility hubs and interchanges between sustainable travel modes of different scales
- NT6** Travel planning and sustainable transport subsidy support [not on diagram]

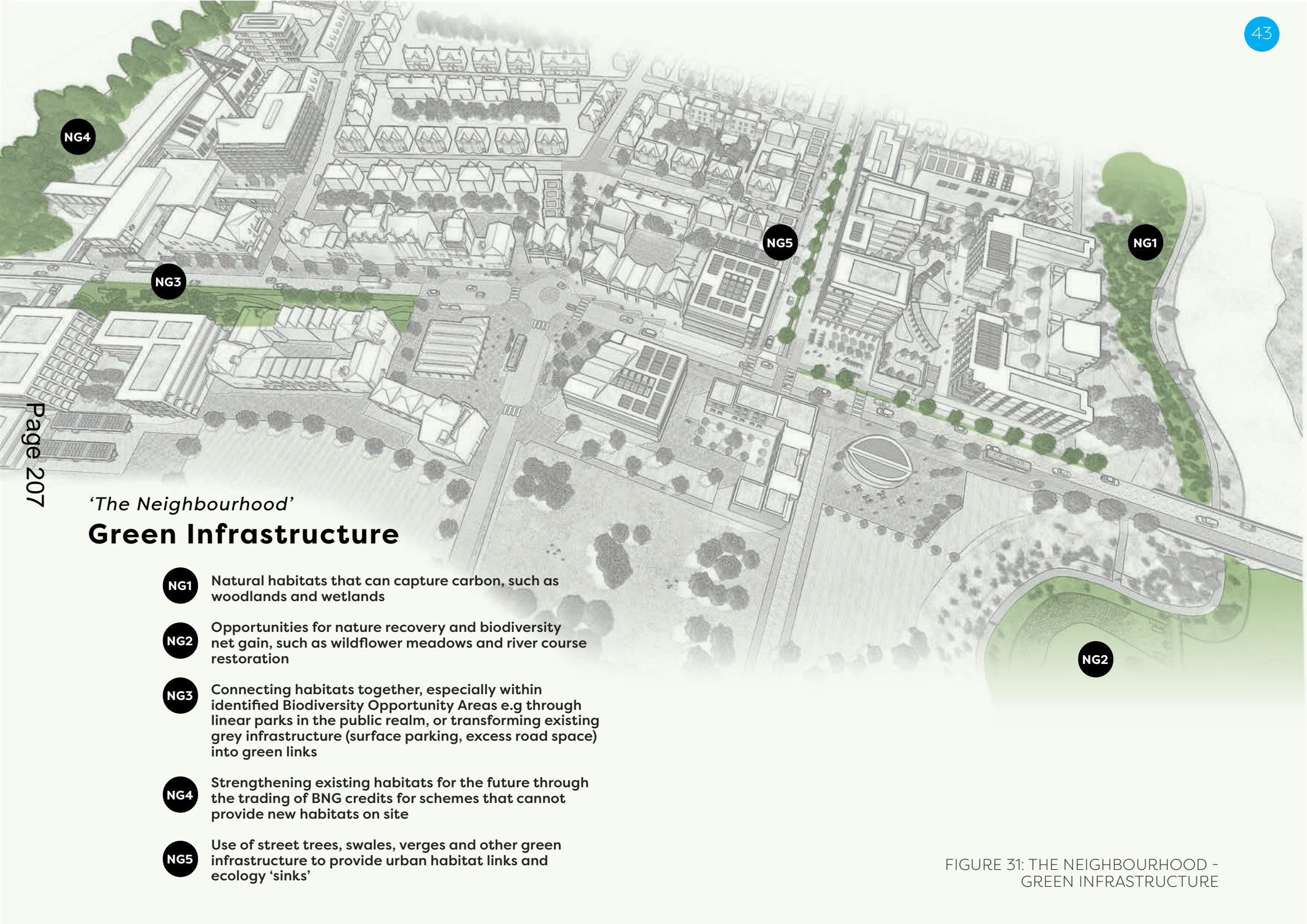
FIGURE 29: THE NEIGHBOURHOOD - TRANSPORT

## 'The Neighbourhood'

# Materials, Construction & Waste

- NC1** Reuse of existing buildings, reducing embodied carbon emissions from new construction
- NC2** Local and low-carbon materials for major projects as an early part of design consideration, e.g. use of cross-laminated timber to create distinctive building
- NC3** Reductions in the infrastructure that produces most carbon emissions in construction, e.g. excessive highways and use of tarmac
- NC4** Construction waste management plans that recycle and retain materials on site where possible
- NC5** Sharing and local recycling between facilities and businesses – e.g. reuse of coffee waste for fertiliser, feeding local food production, to be sold in local cafés
- NC6** Permeable materials in public realm

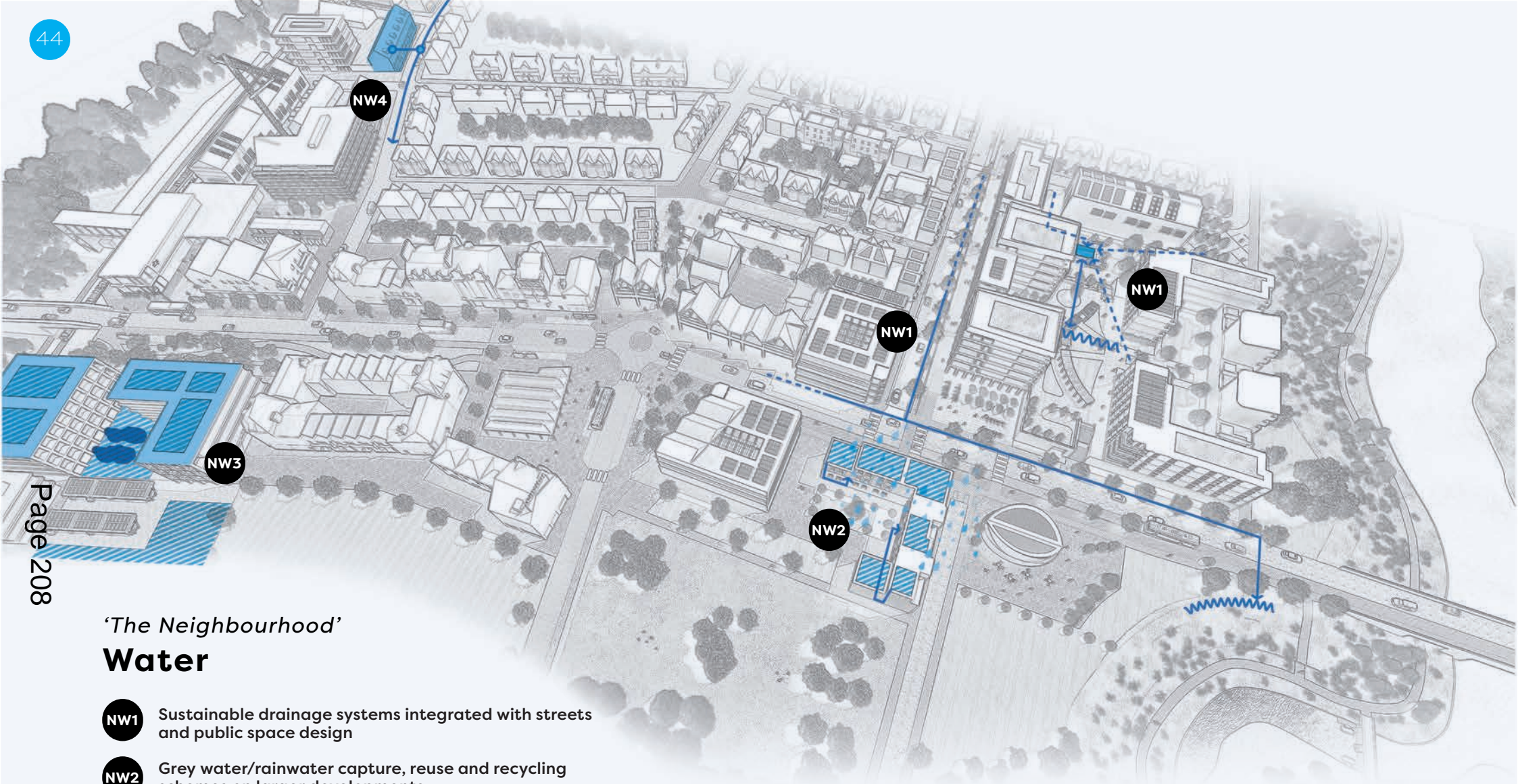
FIGURE 30: THE NEIGHBOURHOOD - MATERIALS, CONSTRUCTION & WASTE



*'The Neighbourhood'*  
**Green Infrastructure**

- NG1** Natural habitats that can capture carbon, such as woodlands and wetlands
- NG2** Opportunities for nature recovery and biodiversity net gain, such as wildflower meadows and river course restoration
- NG3** Connecting habitats together, especially within identified Biodiversity Opportunity Areas e.g through linear parks in the public realm, or transforming existing grey infrastructure (surface parking, excess road space) into green links
- NG4** Strengthening existing habitats for the future through the trading of BNG credits for schemes that cannot provide new habitats on site
- NG5** Use of street trees, swales, verges and other green infrastructure to provide urban habitat links and ecology 'sinks'

FIGURE 31: THE NEIGHBOURHOOD - GREEN INFRASTRUCTURE

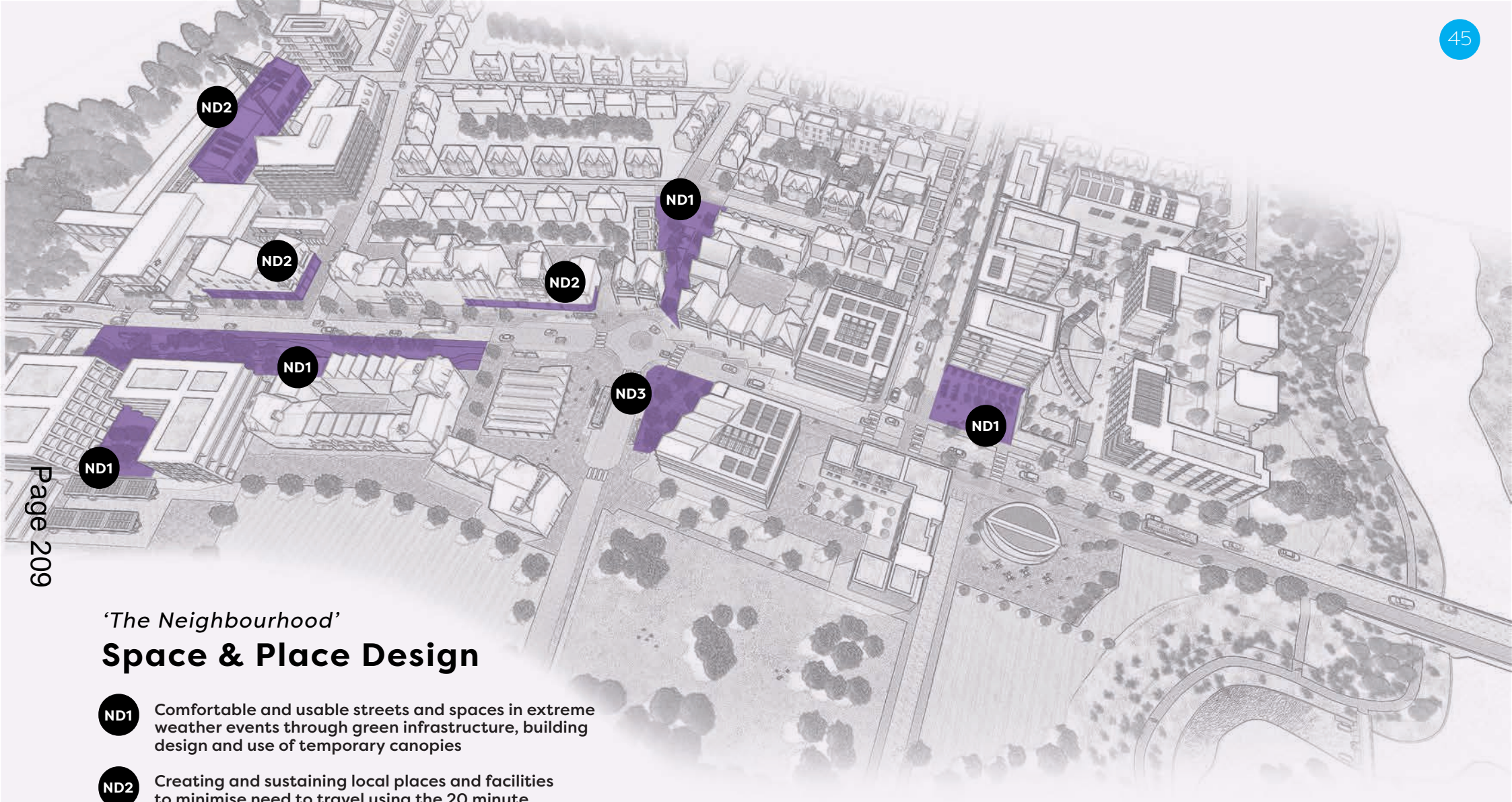


## 'The Neighbourhood' Water

- NW1** Sustainable drainage systems integrated with streets and public space design
- NW2** Grey water/rainwater capture, reuse and recycling schemes on larger developments
- NW3** Scheme calculation of Urban Greening Factor to demonstrate surface water permeability and maximise absorption of water on site
- NW4** Water use targets for new developments and water metering

FIGURE 32: THE NEIGHBOURHOOD - WATER





*'The Neighbourhood'*  
**Space & Place Design**

- ND1** Comfortable and usable streets and spaces in extreme weather events through green infrastructure, building design and use of temporary canopies
- ND2** Creating and sustaining local places and facilities to minimise need to travel using the 20 minute neighbourhood principle
- ND3** Use of water and natural habitats in the public realm as part of distinctive placemaking approaches

FIGURE 33: THE NEIGHBOURHOOD - SPACE & PLACE DESIGN

## The Street

3.4 At a more detailed level, climate change will have practical implications for many types of development, and the weather conditions that streets and spaces will need to deal with, if our communities are to remain liveable and enjoyable into the future.

3.5 There are also major opportunities to deliver clean energy, be more efficient, and for our streets to be more walkable and friendly to active travel and sustainable modes.

3.6 This section illustrates in practice measures in the public realm (e.g. on the street), and key features within larger developments such as a commercial office building or apartments.

	<b>Homeowner</b> Building extensions Self-build/new home Minor works	<b>Minor Development</b> 2-9 dwellings Less than 1000m <sup>2</sup> floorspace	<b>Major Development</b> More than 10 dwellings More than 1000m <sup>2</sup> floorspace
<b>The Neighbourhood</b> Creating sustainable places at larger scales			●
<b>The Street</b> Public realm, mixed-use and commercial developments		●	●
<b>The Building</b> Detailed design measures for efficient and resilient buildings	●	●	○ Full/reserved matters applications



***'The Street'***

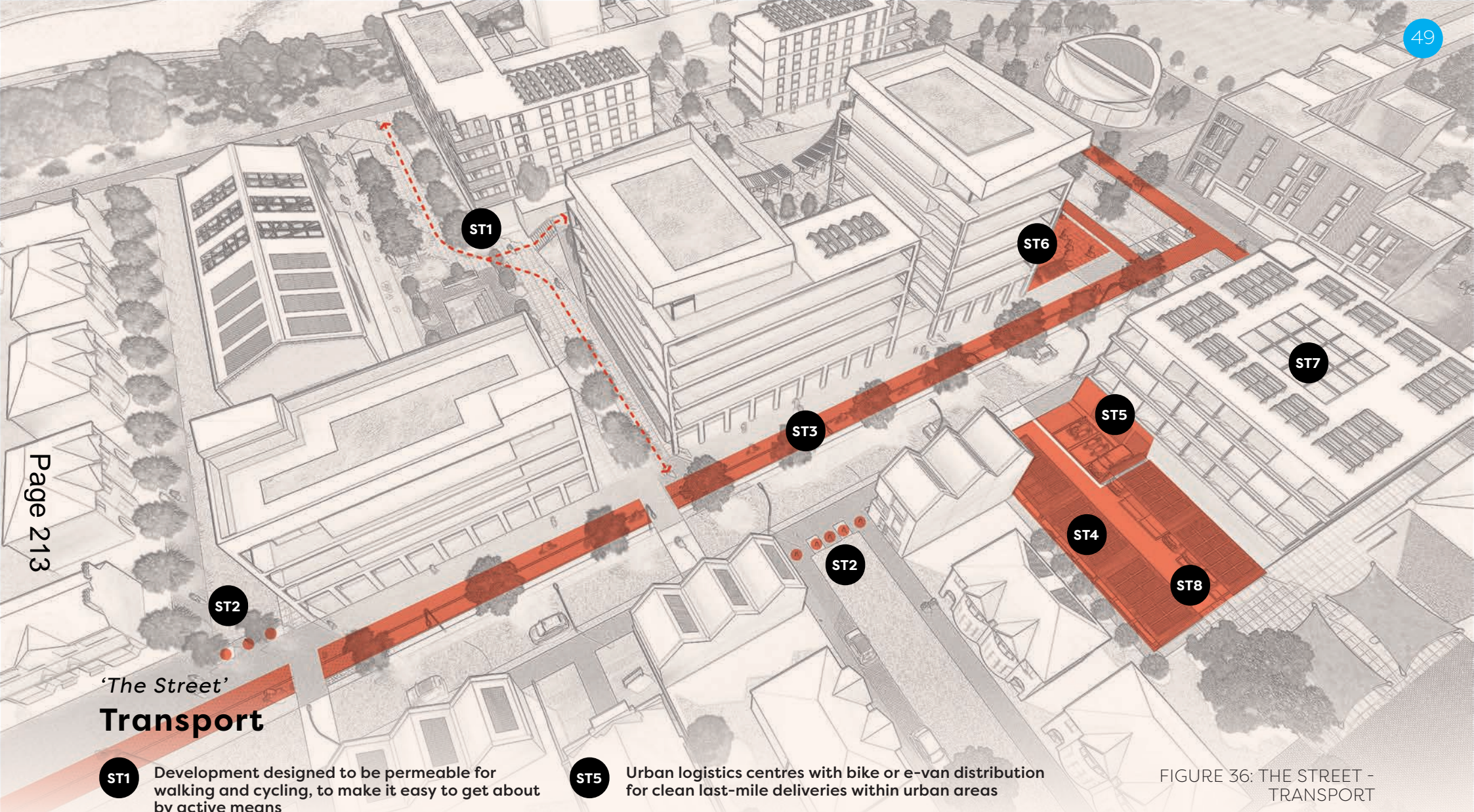
FIGURE 34: THE STREET

- 1** Lifetime carbon calculations demonstrate the benefit of retention and refurbishment of existing buildings, especially those that can become key local landmarks and community assets
- 2** Natural light and ventilation, material choices and layout helps buildings reduce their energy needs in both cold and hot weather
- 3** All streets and spaces integrate active travel, green infrastructure and water management and consider how to adapt to extreme weather events in the future

## 'The Street' Energy

- 
- SE1** Make connections to existing district heat networks
  - SE2** PV solar energy generation above surface car parks, bus shelters or cycle parking
  - SE3** Energy efficient LED street lighting
  - SE4** Central heat sources such as heat pumps using clean energy within apartment or commercial buildings, or reusing waste heat from adjacent sources
  - SE5** Dual aspect buildings and building design to allow for passive air circulation
  - SE6** Skylights, openings and depths designed to allow natural light into buildings to minimise need for artificial lighting
  - SE7** Shading and ventilation of indoor and outdoor spaces to minimise overheating risk in hotter weather
  - SE8** High efficiency / low energy HVAC and MEP systems within ground floor retail uses
  - SE9** Shading for larger windows on south-facing aspects via the use of brise soleil
  - SE10** Appropriate glazing percentage depending on elevation aspect to maximise solar gain, with shading options to prevent overheating
  - SE11** PV panel installation on roofs
  - SE12** Demand-responsive building HVAC systems to lower energy usage when spaces have fewer occupants

FIGURE 35: THE STREET - ENERGY



*'The Street'*  
**Transport**

- ST1** Development designed to be permeable for walking and cycling, to make it easy to get about by active means
- ST2** Streets prioritised for through movement for walking and cycling, to create calm and attractive residential streets, friendly to active travel
- ST3** Segregated active travel provision on main roads
- ST4** Design of proposals to demonstrate how any car parking provided can be repurposed in a lower-car future, e.g. for new homes, open space or other uses

- ST5** Urban logistics centres with bike or e-van distribution for clean last-mile deliveries within urban areas
- ST6** Provision of convenient visitor cycle parking within the public realm and as part of commercial or apartment developments
- ST7** Shower and changing facilities within commercial buildings, with secure employee cycle parking
- ST8** Car parking of commercial buildings located so as not to dominate frontage, and make arrival by active modes the easiest option

FIGURE 36: THE STREET - TRANSPORT

*'The Street'***Materials, Construction & Waste**

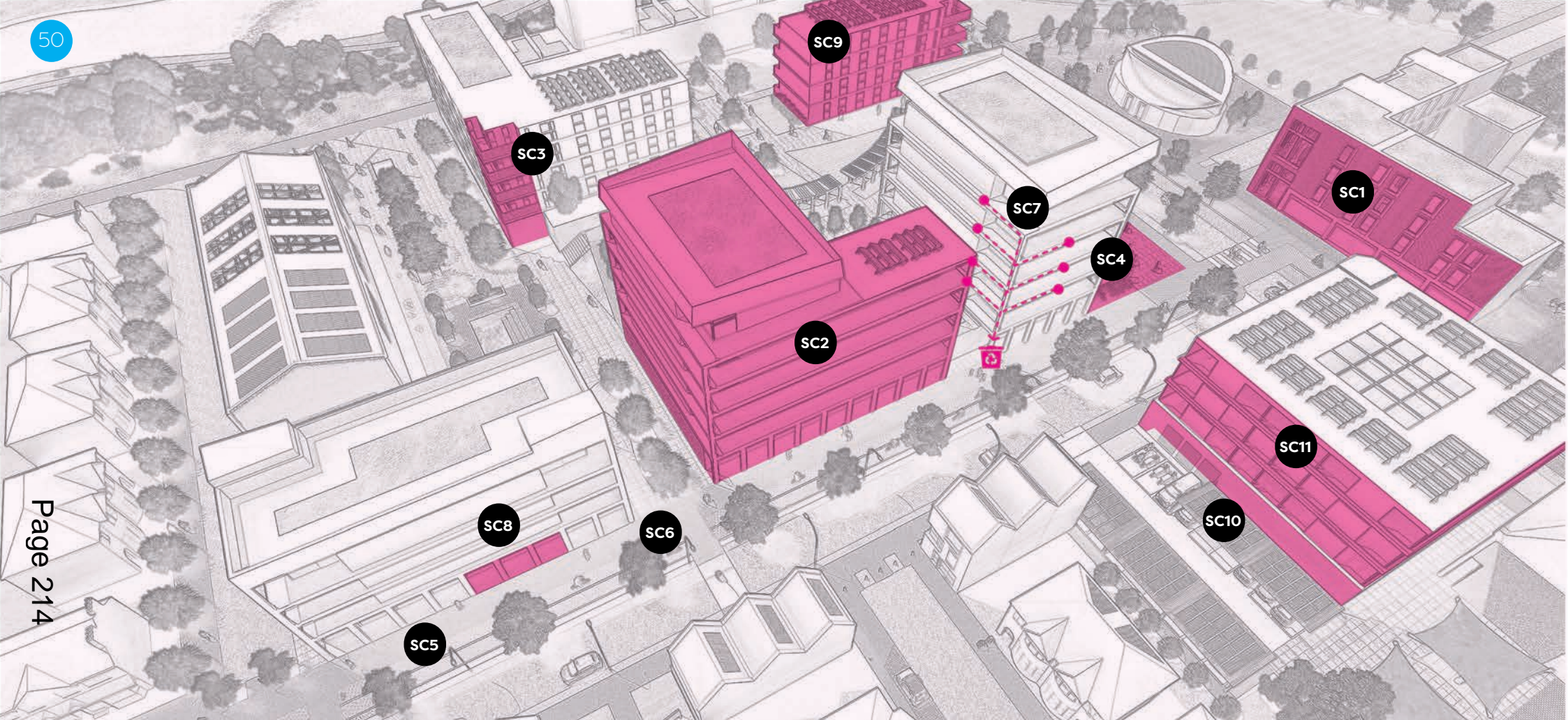
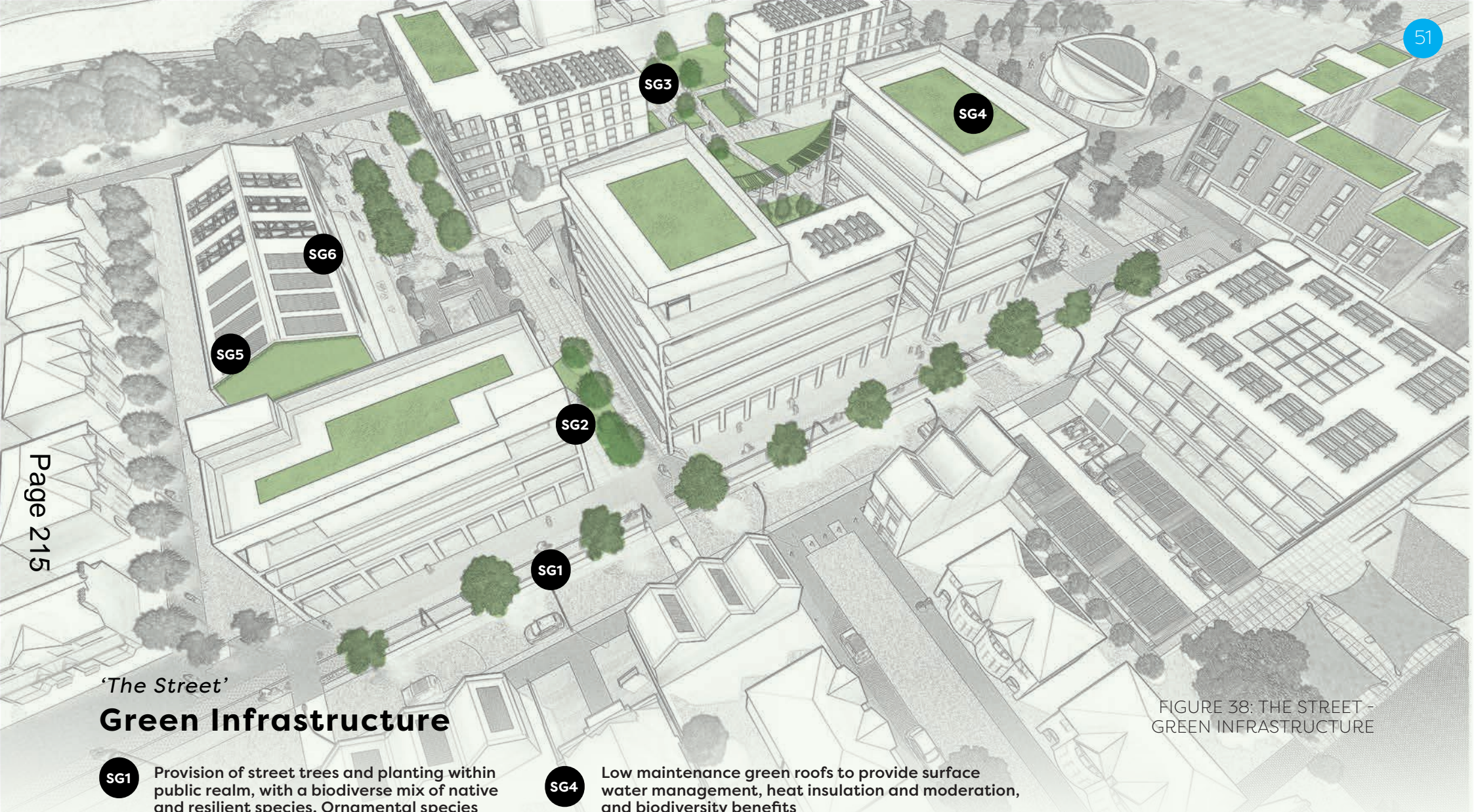
- 
- SC1** Prioritisation of low-carbon and locally sourced materials in design
  - SC2** Balance massing and embodied carbon, recognising that high-rise construction requires use of higher carbon materials and operational emissions. Density can often be achieved more sustainably at lower heights.
  - SC3** Demolition processes to consider and prioritise potential for reuse of usable materials in new construction
  - SC4** Long-lasting public realm using low-carbon or reclaimed materials with a long design life
  - SC5** Shared utility channels to minimise waste and emissions involved in digging up services
  - SC6** On-street waste and recycling facilities
  - SC7** Communal or shared waste management systems in apartment buildings, with enough space within apartments for waste and recycling
  - SC8** Flexible ground floor design with ceiling height of 4m+ to accommodate a range of future uses without reconstruction
  - SC9** Massing and design that considers future redevelopment needs, allowing smaller-scale change of individual buildings rather than complete demolition of entire block
  - SC10** Design for future commercial adaptability without demolition, considering appropriate dimensions, access to services, space for future HVAC and MEP
  - SC11** Design of buildings to allow for disassembly and reuse of materials in the future

FIGURE 37: THE STREET - MATERIALS, CONSTRUCTION &amp; WASTE



*'The Street'*

# Green Infrastructure

- SG1** Provision of street trees and planting within public realm, with a biodiverse mix of native and resilient species. Ornamental species used sparingly for clear purposes as part of placemaking.
- SG2** Wildflower and species-rich grassland in public realm and green open spaces
- SG3** Inclusion of natural habitats within amenity space in developments

- SG4** Low maintenance green roofs to provide surface water management, heat insulation and moderation, and biodiversity benefits
- SG5** Low maintenance green walls to provide biodiversity benefits and improve urban microclimate
- SG6** Retention of habitats for birds and bats etc through the re-use of existing buildings

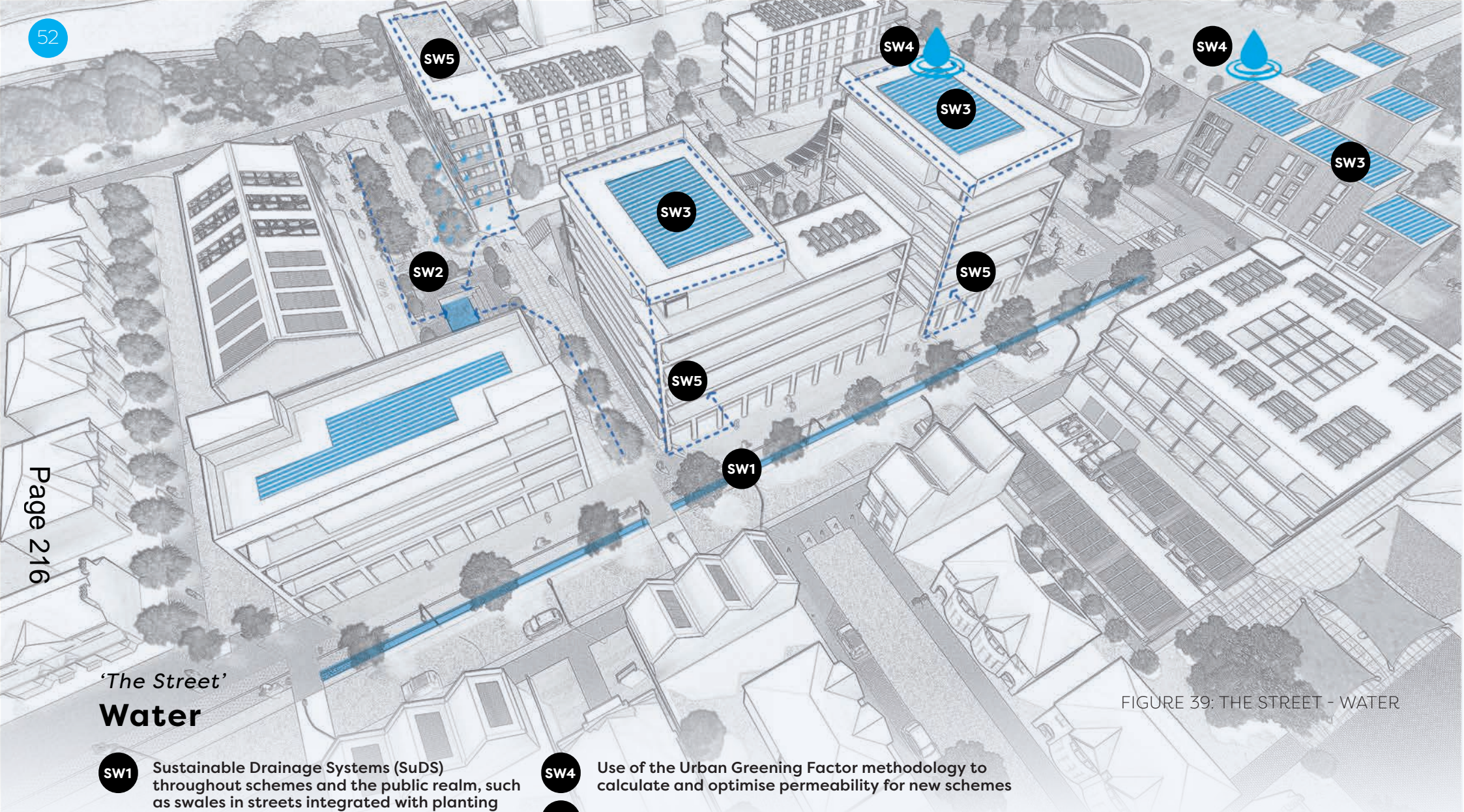
FIGURE 38: THE STREET - GREEN INFRASTRUCTURE

## 'The Street' Water

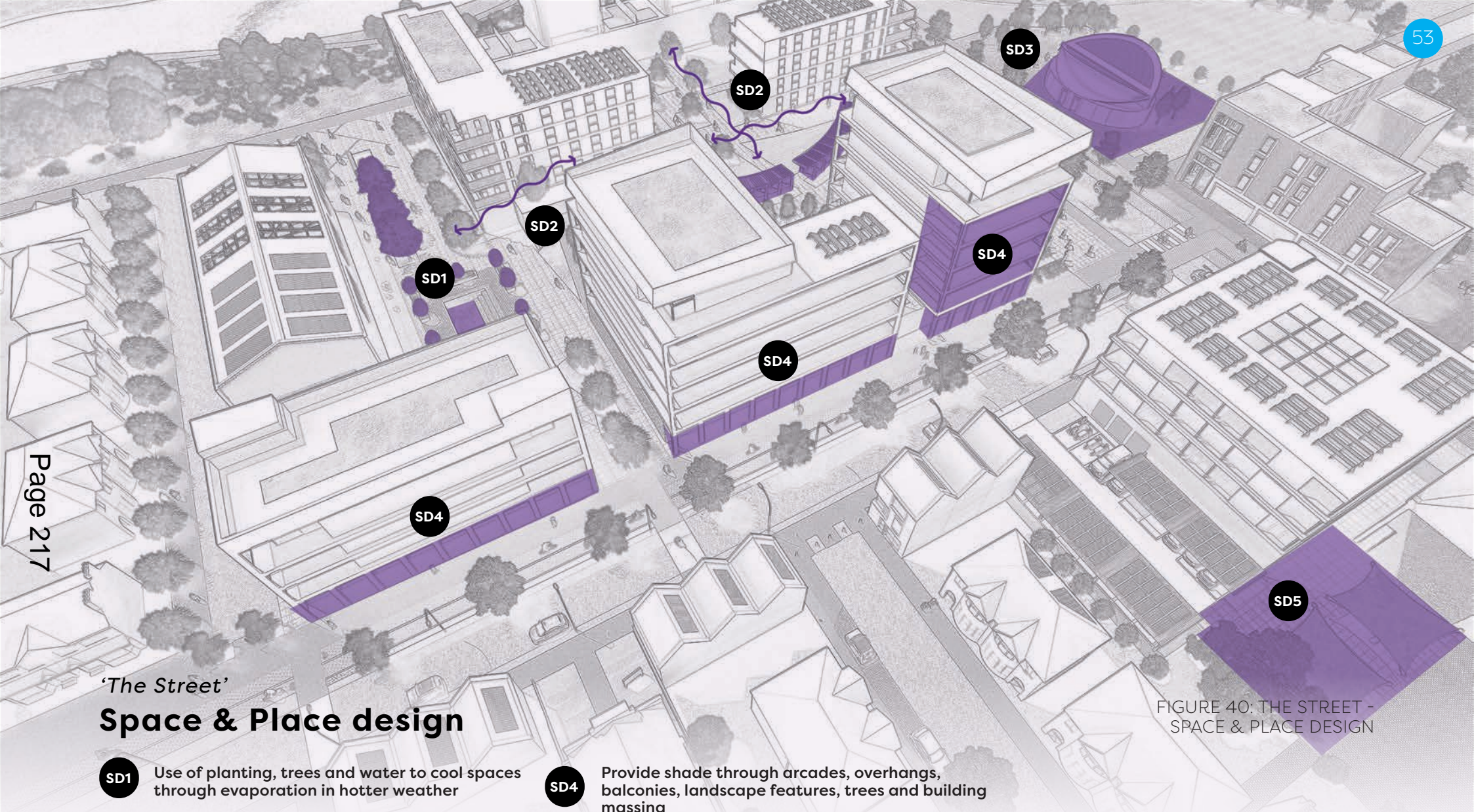
- SW1** Sustainable Drainage Systems (SuDS) throughout schemes and the public realm, such as swales in streets integrated with planting and trees to provide natural drainage
- SW2** Use of rills, channels, rain gardens, permeable paving and natural features to absorb and channel surface water, and enhance the quality and amenity of spaces
- SW3** Low maintenance green roofs to absorb water

- SW4** Use of the Urban Greening Factor methodology to calculate and optimise permeability for new schemes
- SW5** Rainwater recycling systems, integrated with green roofs or other absorption systems, to provide grey water to developments for non-potable use

FIGURE 39: THE STREET - WATER







*'The Street'*

# Space & Place design

- SD1** Use of planting, trees and water to cool spaces through evaporation in hotter weather
- SD2** Spaces with a comfortable micro-climate under anticipated climate change scenarios, considering solar heating, wind and wind patterns from surrounding buildings and shading, to ensure spaces can be used throughout the year
- SD3** Use of appropriate materials and green infrastructure to reduce local heat island/ microclimate effects

- SD4** Provide shade through arcades, overhangs, balconies, landscape features, trees and building massing
- SD5** Shaded outdoor amenity areas for commercial buildings

FIGURE 40: THE STREET - SPACE & PLACE DESIGN

## The Building

3.7 Sustainability begins at home, and the vast majority of existing houses in Spelthorne could be adapted to improve their energy efficiency and improve their resilience to future extreme weather conditions. Many of these improvements have a financial and quality of life benefit for homeowners. New homes should be constructed to the highest standards of efficiency and sustainability.

3.8 The in practice measures illustrated here are not exhaustive, but are intended to give an overview of potential measures that could be considered and incorporated as part of an extension or adaptation project on an existing home, or as a key part of the design of a new home.

3.9 Two residential homes are illustrated (an extension to an existing house and a new home), but many of the examples features are applicable to other types of building, such as commercial or apartment buildings. These include efficiency measures, water efficiency measures and resilient green infrastructure measures.

	<b>Homeowner</b> Building extensions Self-build/new home Minor works	<b>Minor Development</b> 2-9 dwellings Less than 1000m <sup>2</sup> floorspace	<b>Major Development</b> More than 10 dwellings More than 1000m <sup>2</sup> floorspace
<b>The Neighbourhood</b> Creating sustainable places at larger scales			●
<b>The Street</b> Public realm, mixed-use and commercial developments		●	●
<b>The Building</b> Detailed design measures for efficient and resilient buildings	●	●	○ Full/reserved matters applications



*'The Building'*

- 1 New build homes are constructed to the highest efficiency standards and integrate energy generation and storage into the design
- 2 Existing homes are retrofitted as part of extensions and alterations to provide an overall benefit to homeowners

FIGURE 41: THE BUILDING

## 'The Building' Energy

- HE1** Air or ground source heat pump installation
- HE2** Low-temperature heating system (e.g. underfloor)
- HE3** Modern building insulation in walls, windows and lofts
- HE4** Design responds to building orientation to place appropriate glazing, shading and ventilation on correct aspects
- HE5** Modern high performance double or triple glazing
- HE6** Photovoltaic (PV/solar) panel or PV tile installation on roofs
- HE7** Smart metering and energy monitoring
- HE8** In-home battery energy storage, integrated with PV installation
- HE9** Installation of new energy-efficient appliances and LED lighting

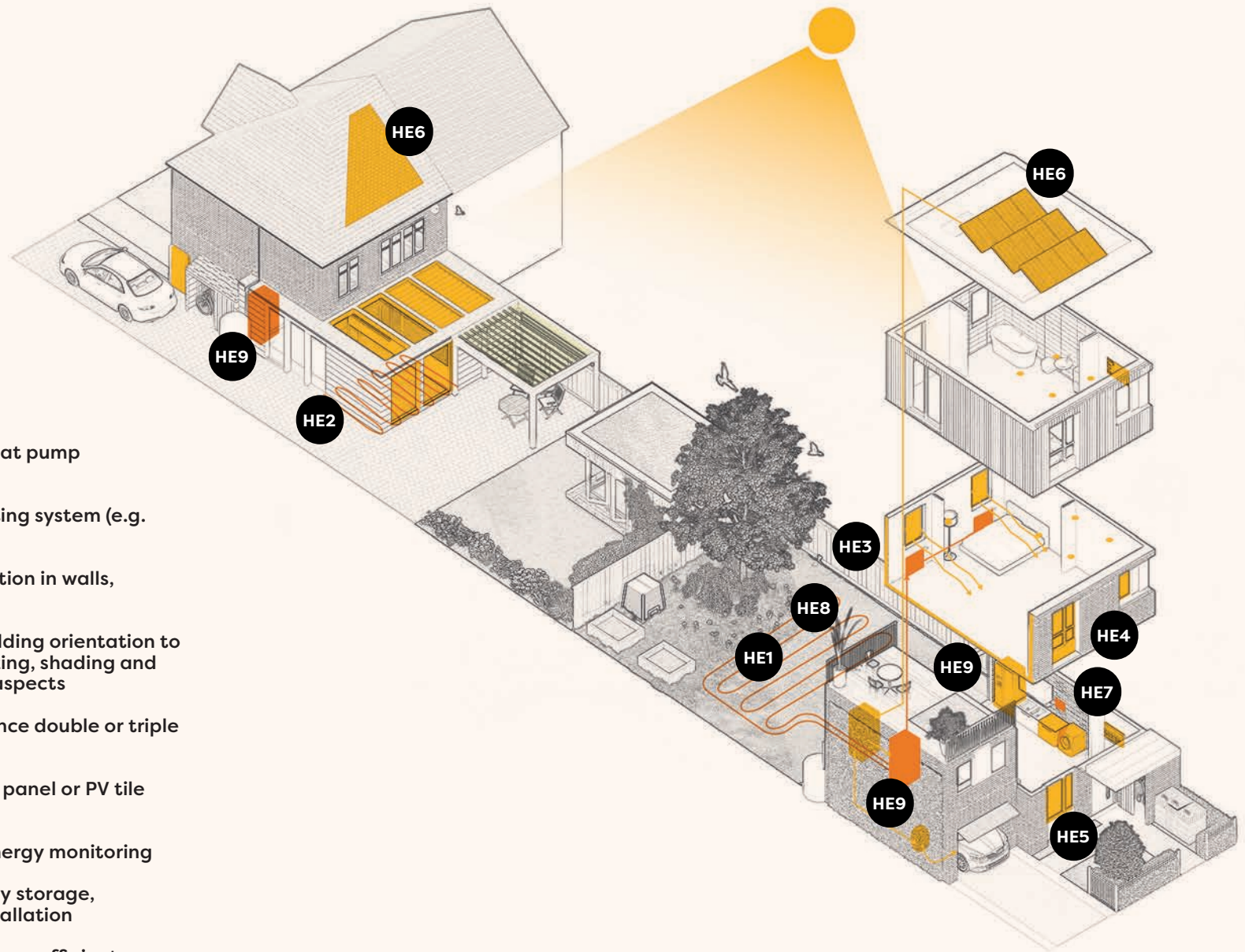


FIGURE 42: THE BUILDING - ENERGY

*'The Building'*  
**Transport**

- HT1** Accessible, secure cycle storage near front door
- HT2** Electric vehicle (EV) charging provision
- HT3** Space for home working to reduce commuting needs
- HT4** Dropped kerbs to retain level footway/ cycleway (mobility kerbs and quadrant kerbs)

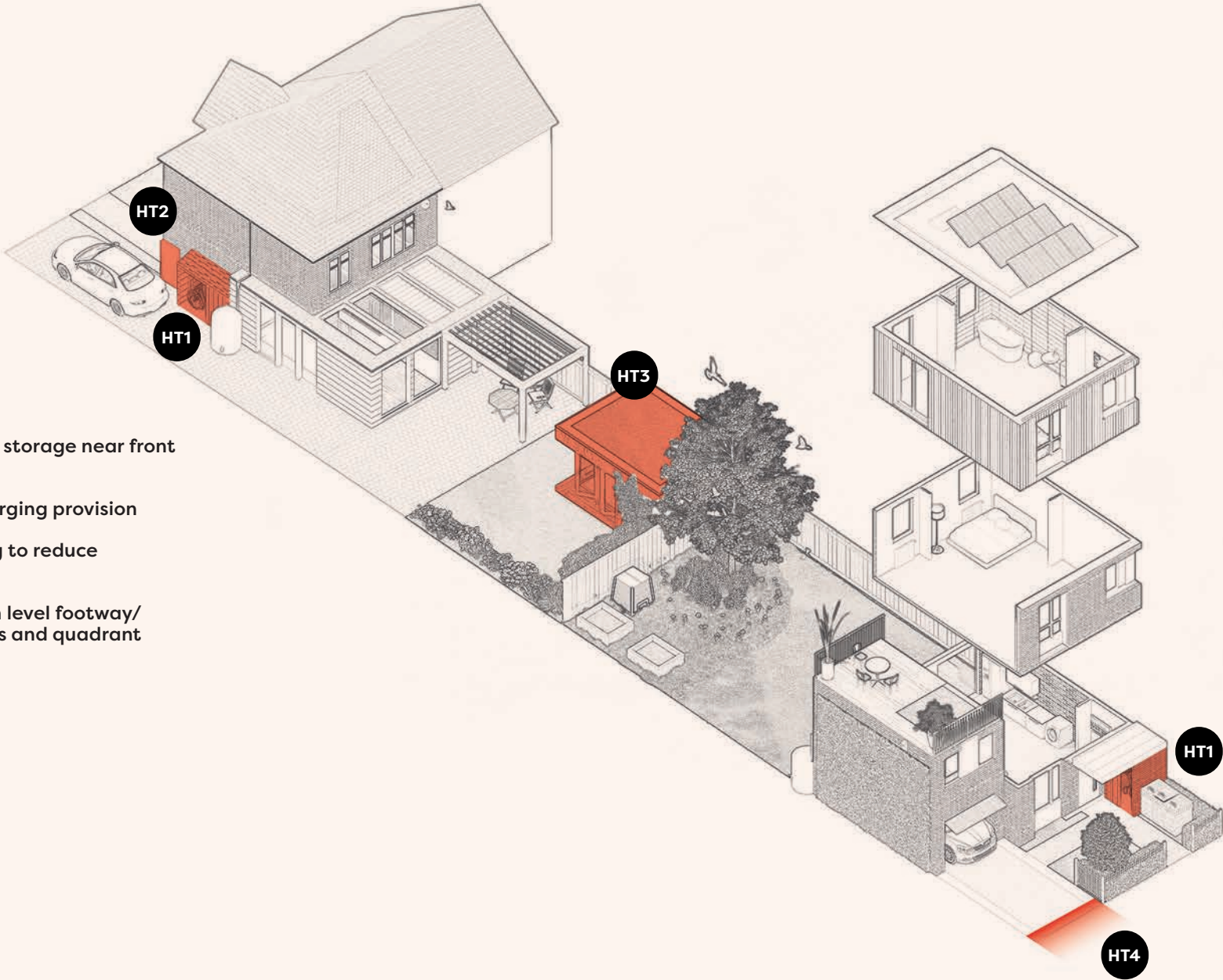


FIGURE 43: THE BUILDING - TRANSPORT

## 'The Building' Materials Construction & Waste

- HC1** Low-carbon construction materials such as timber
- HC2** Local construction materials
- HC3** Designed for future adaptability and change without reconstruction
- HC4** Internal recycling storage with sufficient space
- HC5** External bin store with space for recycling and easy access for collection
- HC6** External space for composting

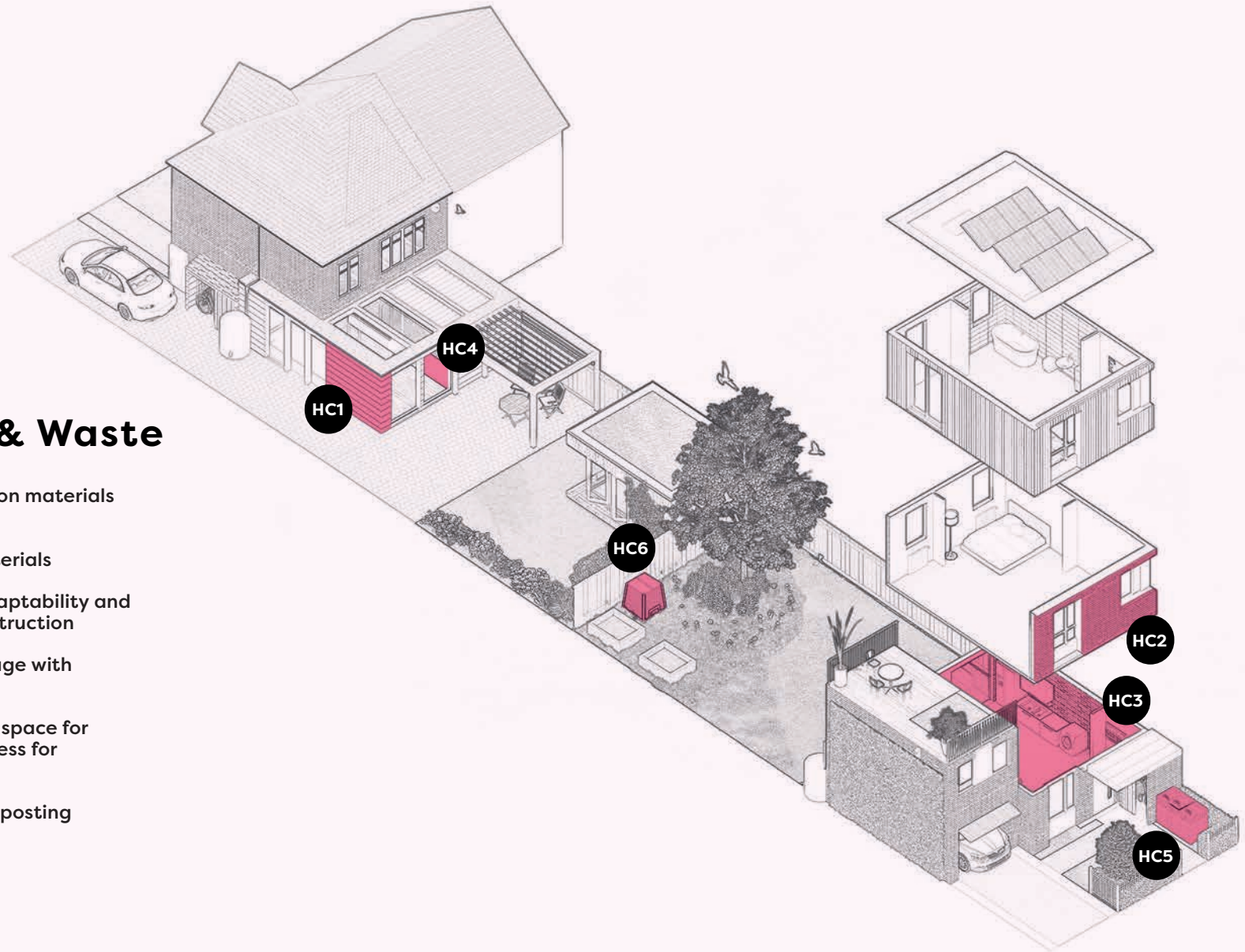


FIGURE 44: THE BUILDING - MATERIALS, CONSTRUCTION & WASTE

### 'The Building' Green Infrastructure

- HG1** Bird boxes
- HG2** Bat boxes
- HG3** Bee bricks
- HG4** Hedgehog holes/highways through fences
- HG5** New and / or retained native species hedges, planting and nature areas in gardens
- HG6** Green roofs on homes and outbuildings



FIGURE 45: THE BUILDING - GREEN INFRASTRUCTURE

*'The Building'***Water**

- HW1** Rainwater harvesting systems (e.g. water butts)
- HW2** Separate grey water and fresh water systems
- HW3** Design to minimise water use and smart metering
- HW4** Retain / expand permeable outdoor areas e.g. lawn, flowerbeds, permeable paving where applicable
- HW5** Drought tolerant plants used, where applicable
- HW6** Water efficient washing machine and dishwasher / Low-flow toilets, taps, and showerheads
- HW7** Leak detection system

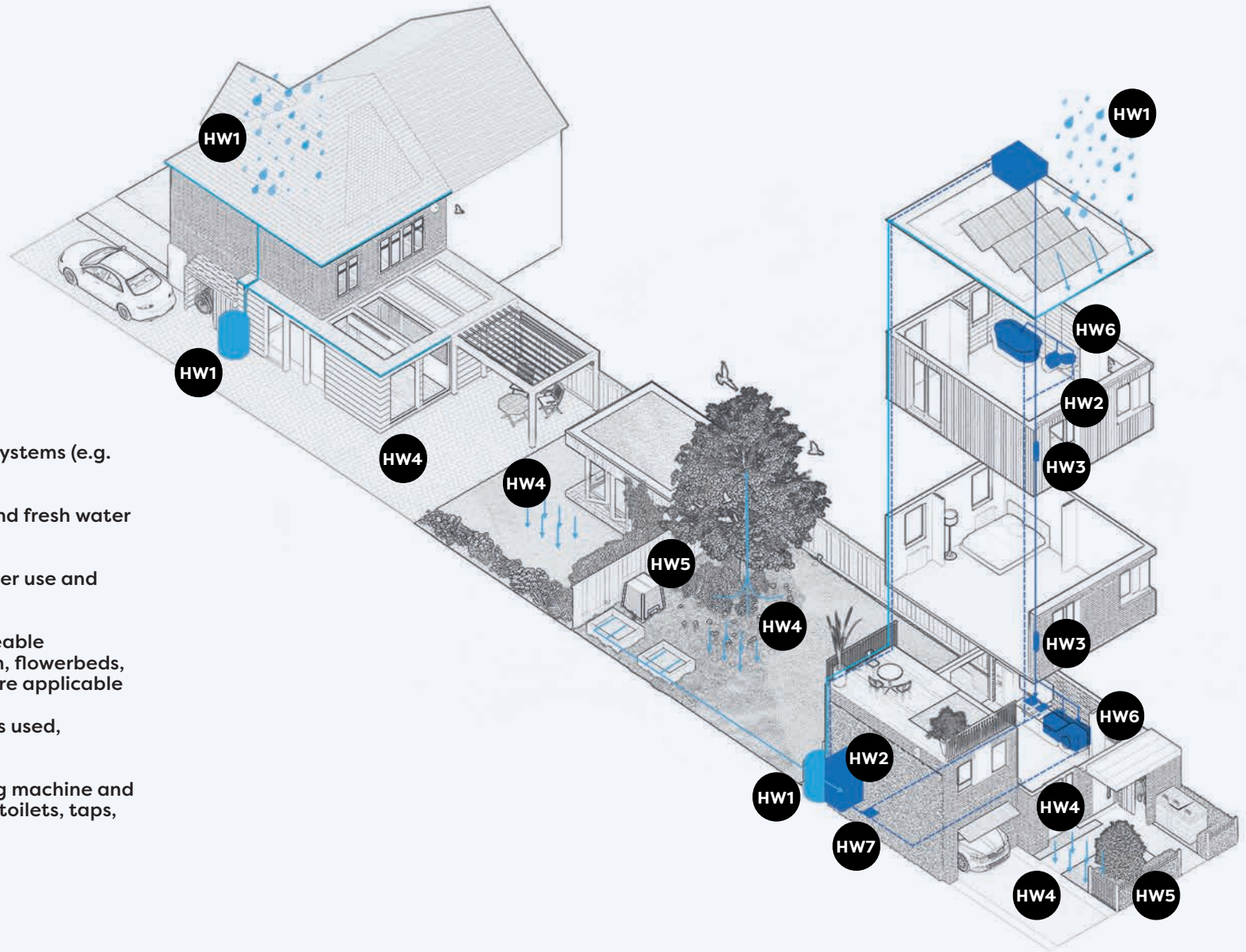


FIGURE 46: THE BUILDING - WATER



*'The Building'*

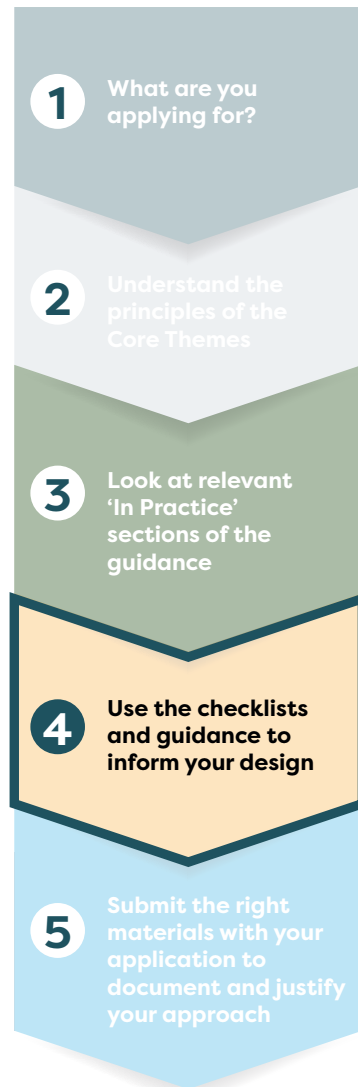
# Space & Place Design

- HD1** Shaded outdoor areas and amenity space
- HD2** Shaded and sheltered space outside front doors
- HD3** Use of materials to reduce local heating and microclimate effects, especially on south-facing aspects



FIGURE 47: THE BUILDING - SPACE & PLACE DESIGN

# | 4.0 SUBMITTING YOUR APPLICATION



**4.1** As part of your submitted application, you should complete the appropriate Climate Change Checklist to demonstrate how you have considered the core themes, and what measures you have implemented, depending on the type of application.

## Using the checklists

**4.2** There are three checklists available:

- **Homeowner applications:** for extension or alteration works on an existing property. This checklist is also appropriate for proposals of 1-2 new or replacement dwellings.
- **Minor applications:** for 3 to 10 homes or less than 1,000m<sup>2</sup> of commercial space
- **Major applications:** for more than 10 homes or more than 1,000m<sup>2</sup> of commercial space.

**4.3** The homeowner and minor applications checklists focus on whether measures set out in the 'In Practice' section of

this guidance have been applied. This gives a good assessment of whether climate change mitigation and adaptation measures have been applied on schemes of this scale, and gives practical assistance to homeowners and applicants considering how to make their proposals more sustainable.

**4.4** The major application checklist focuses on how applicants have considered and responded to the principles set out in the 'Core Themes' section of this guidance. It asks applicants where in their application they have provided key information that demonstrates how the principles have been addressed. This approach recognises that contexts will vary, and that it is more important to demonstrate how principles have been observed and considered by design teams than providing a prescriptive tick-list.

**4.5** Bringing these aspects together into checklists, will aid the applicant in understanding what is required and will help speed up the assessment of a scheme's compliance with the SPD.

### **Additional documents required**

**4.6** For major applications, you will be expected to provide:

- An Energy / Sustainability Statement – setting out how you have met efficiency and clean energy targets at a scale that is appropriate to the type of development proposed.
- A Construction and Waste Management Statement – detailing how recycling and waste will be handled.
- Utilities Statement – detailing the required utility networks, their availability, and incorporated usage efficiency measures for the proposed development.
- Drainage Strategy – details of the incorporation of sustainable urban drainage (SuDs) into the proposal.
- Travel Plan – provide details of sustainable transport measures for new residents / employees / customers of the development, as relevant.
- Green Infrastructure Strategy – details of the existing and proposed

landscaping incorporated into the proposal and how this has considered biodiversity, the public realm, climate resilience, as applicable.

- Design & Access Statement – this should include a section on sustainability and how this has factored into the design evolution and the accessibility of the proposed development.`
- 4.7** For the most up-to-date requirements for each planning application type, please refer to SBC's Local List of Information Requirements or the most recent validation list available: <https://www.spelthorne.gov.uk/article/17678/Making-an-application>

### **What to expect from SBC**

- 4.8** Once you have prepared your planning application, completed the requisite documents (including the relevant climate change checklist) and submitted this to the Council, usually via the Planning Portal, the application will be validated. If the required plans, documents and the checklist are not included, then this may be requested from you prior to the validation of your planning application.
- 4.9** The consultation period will normally last 21 days and consultees / neighbours / statutory parties will assess and comment on the proposals. The planning officer and/or relevant consultees may contact you for additional details of climate change measures outlined within or omitted from the checklists and supporting statements. You are encouraged to complete the checklist as fully as possible, so that planning officers, consultees and others can quickly understand how the scheme has addressed climate change issues and where in the application documentation this is evidenced.

# | APPENDIX A

## CHECKLISTS

### CHECKLIST 1:

#### Householder applications/extensions and Applications for 1-2 new dwellings

This checklist is required for all HOUSEHOLDER and MINOR (1-2 NEW OR REPLACEMENT DWELLINGS ONLY) planning applications.

The purpose of the checklist is to ensure that every householder planning application gives due consideration to sustainability and climate change measures that should be incorporated into the scheme.

This checklist sets out all of the potential measures which could be included in your scheme. Please review all features present in the 'measures' column and tick the appropriate Yes, No or N/A as applicable, having consideration to:

- measures included above and below ground, including matters such as utilities;
- sustainable transport measures which could be incorporated as part of a home improvement project (e.g. bicycle storage, EV charging);
- matters relating to materials and building works.

Please submit the completed checklist with your planning application.

# CHECKLIST 1:

## Householder applications/extensions and Applications for 1-2 new dwellings

Page 229

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports If NO or N/A, please state reasons
			Yes	No	N/A	
<b>ENERGY</b>						
SP7: Climate change and transport	Inclusion of renewables, energy conservation	<b>HE1</b> Air / ground source heat pump installation <b>HE2</b> Low-temperature heating (e.g. underfloor) <b>HE3</b> Building insulation measures <b>HE4</b> Consideration of building orientation, ventilation, windows and shading for both solar gain and cooling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
CC1: Renewable energy	Where development exceeds 100m2* (e.g. for a complete new home) it is required to: <ul style="list-style-type: none"> <li>Optimise design, layout and orientation to minimise energy usage.</li> <li>At least 10% of the development energy's demand from on-site renewables (unless viability indicates otherwise)</li> </ul>	<b>HE5</b> Double / triple glazing <b>HE6</b> Installation of photovoltaic (solar) panels / tiles / 10% of energy demand from on-site renewables e.g. solar panels <b>HE7</b> Install smart meter / energy monitoring <b>HE9</b> Installation of new, energy efficient appliances e.g. boilers, lighting <b>HE</b> Other, please state	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

**CHECKLIST 1:**

## Householder applications/extensions and Applications for 1-2 new dwellings

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports If NO or N/A, please state reasons
			Yes	No	N/A	
<b>TRANSPORT</b>						
SP7: Climate change and transport	Development reduces the need to travel and encourages alternatives to car use.	<b>HT1</b> Accessible and secure bicycle storage	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HT2</b> Electric vehicle charging provision	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HT3</b> Space for home working to reduce commuting needs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HT4</b> Dropped kerbs to retail level footway / cycleway	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HT</b> Other, please state	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
CC2: Sustainable travel	Accessibility by non-car means					
CC3: Parking provision	Secure cycle parking provision					
EN3: Air quality	Support non-car travel					

# CHECKLIST 1:

## Householder applications/extensions and Applications for 1-2 new dwellings

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports If NO or N/A, please state reasons
			Yes	No	N/A	
<b>CONSTRUCTION &amp; WASTE</b>						
EN1: Design of new development	Incorporate provision for the storage of waste and recyclable materials	<b>HC1</b> Low-carbon and/or recyclable construction materials	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HC2</b> Local construction materials	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HC3</b> Designed to be able to be adapted for needs in later life (e.g. ageing)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HC4</b> Internal recycling storage with sufficient space	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HC5</b> External bin store with space for recycling and easy access for collection	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HC6</b> External space for composting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HC</b> Other, please state	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
CC1: Renewable energy, energy conservation and sustainable construction	Use of sustainable construction materials.					

**CHECKLIST 1:**

Householder applications/extensions and Applications for 1-2 new dwellings

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports If NO or N/A, please state reasons
			Yes	No	N/A	
<b>GREEN INFRASTRUCTURE</b>						
EN8: Protecting and improving the landscape & biodiversity	New development contributes to an improvement in landscape & biodiversity and avoids harm to features of significance in the landscape/nature/  Development refused where there is a significant landscape impact or impact upon nature conservation	<b>HG1</b> Bird boxes <b>HG2</b> Bat boxes <b>HG3</b> Bee bricks <b>HG4</b> Hedgehog holes/highways through fences <b>HG5</b> New and / or retained native species hedges and planting <b>HG7</b> Green roof / walls <b>HG</b> Other, please state	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
SP6: Maintaining and improving the environment	Design and layout respects the local environment including the protection of sites of nature conservation value and landscape value.  Improvement to poor quality environments within the urban area and Green Belt.					



# CHECKLIST 1:

## Householder applications/extensions and Applications for 1-2 new dwellings

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports If NO or N/A, please state reasons
			Yes	No	N/A	
<b>WATER</b>						
SP7: Climate change and transport	Promoting the efficient use and conservation of water resources  Promoting measures to reduce flooding and risks from flooding	<b>HW1</b> Rainwater harvesting systems e.g. water butts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW2</b> Separate grey water and sewerage systems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW3</b> Water use limits and smart metering	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW4</b> Retain / expand permeable outdoor areas e.g. lawn, flowerbeds, permeable paving where applicable	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW5</b> Drought tolerant plants used, where applicable	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW6</b> Water-efficient appliances and fixings e.g. washing machine, taps	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW7</b> Installation of leak detection system	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW</b> Other, please state	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

**CHECKLIST 1:**

## Householder applications/extensions and Applications for 1-2 new dwellings

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports If NO or N/A, please state reasons
			Yes	No	N/A	
<b>SPACE &amp; PLACE DESIGN</b>						
EN1: Design of new development	High standard of design for development including due regard to scale, proportions, building lines, materials and impacts on neighbouring property e.g. daylight impacts	<p><b>HD1</b> Shaded outdoor areas and amenity space through building overhangs, trees / vegetation or other structures.</p> <p><b>HD2</b> Materials for natural cooling e.g. stone, natural materials, reflective roofs.</p> <p><b>HD</b> Other, please state</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
SP6: Maintaining and improving the environment	<p>Ensure the design and layout incorporates principles of sustainable development, respects the environment of the area.</p> <p>Protect and enhance areas of existing environmental character and nature conservation</p> <p>Promote improvement of poor-quality environments.</p>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

\***Core Strategy Policy CC1** (Renewable Energy) requires for specific measures to be achieved where your scheme / extension will create more than 100m<sup>2</sup> of floorspace or the creation of 1+ new dwellings. Please provide additional information where this is required.



# APPENDIX A

## CHECKLISTS

### CHECKLIST 2:

#### Minor planning applications (3-10 dwellings, <1000m<sup>2</sup>, <1ha)

This checklist is required for all HOUSEHOLDER and MINOR (1-2 NEW OR REPLACEMENT DWELLINGS ONLY) planning applications.

The purpose of the checklist is to ensure that every householder planning application gives due consideration to sustainability and climate change measures that should be incorporated into the scheme.

This checklist sets out all of the potential measures which could be included in your scheme. Please review all features present in the 'measures' column and tick the appropriate Yes, No or N/A as applicable, having consideration to:

- measures included above and below ground, including matters such as utilities;
- sustainable transport measures which could be incorporated as part of a home improvement project (e.g. bicycle storage, EV charging);
- matters relating to materials and building works.

Please submit the completed checklist with your planning application.

# CHECKLIST 2:

Minor planning applications (3-10 dwellings, <1000m<sup>2</sup>, <1ha)

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports  If NO or N/A, please state reasons
			Yes	No	N/A	
<b>ENERGY</b>						
SP7: Climate change and transport	Inclusion of renewables, energy conservation	<b>HE1</b> Air / ground source heat pump installation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
CC1: Renewable energy	Development of more than 1 dwelling, and development exceeding 100m <sup>2</sup> it is required to: <ul style="list-style-type: none"> <li>Optimise design, layout and orientation to minimise energy usage.</li> <li>At least 10% of the development energy's demand from on-site renewables (unless viability indicates otherwise)</li> </ul> Encouraging renewable energy equipment installation, sustainable construction materials, encouraging developments to attain high energy efficiency rates e.g. BREEAM 'very good'.	<b>HE2</b> Low-temperature heating (e.g. underfloor)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HE3</b> Building insulation measures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HE4</b> Consideration of building orientation, ventilation, windows and shading for both solar gain and cooling	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HE5</b> Double / triple glazing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HE6</b> Installation of photovoltaic (solar) panels / tiles / 10% of energy demand from on-site renewables e.g. solar panels	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HE7</b> Install smart meter / energy monitoring	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HE9</b> Installation of new, energy efficient appliances e.g. boilers, lighting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SE1</b> Connections to existing district heat networks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SE3</b> Energy efficient/LED street lighting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SE4</b> Central heat sources (e.g. ground/air source heat pumps serving flat complex)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SE5</b> Dual aspect buildings maximising natural light	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SE7</b> Design of buildings to allow for passive ventilation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SE9</b> Shading provided to prevent overheating	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<b>SE12</b> Demand responsive building systems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			
	<b>E</b> Other, please state	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

**CHECKLIST 2:**

Minor planning applications (3-10 dwellings, <1000m<sup>2</sup>, <1ha)

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports  If NO or N/A, please state reasons
			Yes	No	N/A	
<b>TRANSPORT</b>						
SP7: Climate change and transport	Development reduces the need to travel and encourages alternatives to car use.	<b>HT1</b> Accessible and secure bicycle storage <b>HT2</b> Electric vehicle charging provision <b>HT3</b> Space for home working to reduce commuting needs <b>HT4</b> Dropped kerbs to retail level footway / cycleway	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
CC2: Sustainable travel	Accessibility by non-car means	<b>ST1</b> Permeable developments to allow walking and cycling throughout <b>ST3</b> Segregated lane provision (car/bike/ pedestrian) on roads <b>ST7</b> Shower/change facilities for employees in commercial developments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
CC3: Parking provision	Secure cycle parking provision	<b>T</b> Other, please state	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
EN3: Air quality	Support non-car travel					

# CHECKLIST 2:

Minor planning applications (3-10 dwellings, <1000m<sup>2</sup>, <1ha)

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports  If NO or N/A, please state reasons
			Yes	No	N/A	
<b>CONSTRUCTION &amp; WASTE</b>						
EN1: Design of new development	Incorporate provision for the storage of waste and recyclable materials	<b>HC1</b> Low-carbon and/or recyclable construction materials	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
CC1: Renewable energy, energy conservation and sustainable construction	Use of sustainable construction materials.	<b>HC2</b> Local construction materials	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HC3</b> Designed to be able to be adapted for needs in later life (e.g. ageing)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HC4</b> Internal recycling storage with sufficient space	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HC5</b> External bin store with space for recycling and easy access for collection	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HC6</b> External space for composting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SC1</b> Demolition to prioritise re-use of materials	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SC2</b> Use of long-lasting materials especially for public realm/facilities e.g. boundary treatments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SC3</b> Shared utility channels	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SC4</b> Consideration of future repurposing or use of buildings allowing for adaptability e.g. generous ground floor ceiling heights	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SC5</b> Separate facilities for Waste Recycling – enough internal space, convenient access for collection	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SC10</b> Design for future commercial adaptability without demolition	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>C</b> Other, please state	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

**CHECKLIST 2:**

Minor planning applications (3-10 dwellings, <1000m<sup>2</sup>, <1ha)

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports  If NO or N/A, please state reasons
			Yes	No	N/A	
<b>GREEN INFRASTRUCTURE</b>						
EN8: Protecting and improving the landscape & biodiversity	New development contributes to an improvement in landscape & biodiversity and avoids harm to features of significance in the landscape/nature/  Development refused where there is a significant landscape impact or impact upon nature conservation	<b>HG1</b> Bird boxes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HG2</b> Bat boxes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HG3</b> Bee bricks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HG4</b> Hedgehog holes/highways through fences	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HG5</b> New and / or retained native species hedges and planting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HG7</b> Green roof / walls	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HG</b> Other, please state	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SG1</b> Street trees and planting in public areas including native plants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
SP6: Maintaining and improving the environment	Design and layout respects the local environment including the protection of sites of nature conservation value and landscape value.  Improvement to poor quality environments within the urban area and Green Belt.	<b>G</b> Other, please state	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



## CHECKLIST 2:

Minor planning applications (3-10 dwellings, <1000m<sup>2</sup>, <1ha)

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports  If NO or N/A, please state reasons
			Yes	No	N/A	
<b>WATER</b>						
SP7: Climate change and transport	Promoting the efficient use and conservation of water resources  Promoting measures to reduce flooding and risks from flooding	<b>HW1</b> Rainwater harvesting systems e.g. water butts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW2</b> Separate grey water and sewerage systems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW3</b> Water use limits and smart metering	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW4</b> Retain / expand permeable outdoor areas e.g. lawn, flowerbeds, permeable paving where applicable	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW5</b> Drought tolerant plants used, where applicable	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW6</b> Water-efficient appliances and fixings e.g. washing machine, taps	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>HW7</b> Installation of leak detection system	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>SW1</b> Use of Sustainable Urban Drainage Systems in public areas, integrated with planting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
		<b>W</b> Other, please state	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

**CHECKLIST 2:**

Minor planning applications (3-10 dwellings, <1000m<sup>2</sup>, <1ha)

Adopted Core Strategy Policy	Policy promotes and/or requires:	Measures	Considered in the proposed development scheme?			If YES, identify where in the planning application this information can be found e.g. Plans, supporting reports  If NO or N/A, please state reasons
			Yes	No	N/A	
<b>SPACE &amp; PLACE DESIGN</b>						
EN1: Design of new development	High standard of design for development including due regard to scale, proportions, building lines, materials and impacts on neighbouring property e.g. daylight impacts	<p><b>HD1</b> Shaded outdoor areas and amenity space through building overhangs, trees / vegetation or other structures.</p> <p><b>HD2</b> Materials for natural cooling e.g. stone, natural materials, reflective roofs.</p> <p><b>SD1</b> Use of planting, trees and water to cool spaces through evaporation in hotter weather</p> <p><b>SD2</b> Spaces with a comfortable micro-climate under anticipated climate change scenarios, considering solar heating, wind and wind patterns from surrounding buildings and shading, to ensure spaces can be used throughout the year</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
SP6: Maintaining and improving the environment	<p>Ensure the design and layout incorporates principles of sustainable development, respects the environment of the area.</p> <p>Protect and enhance areas of existing environmental character and nature conservation</p> <p>Promote improvement of poor-quality environments.</p>	<p><b>SD3</b> Use of appropriate materials and green infrastructure to reduce local heat island/ microclimate effects</p> <p><b>SD4</b> Provide shade through arcades, overhangs, balconies, landscape features, trees and building massing</p> <p><b>SD5</b> Shaded outdoor amenity areas for commercial buildings</p> <p><b>MiD</b> Other, please state</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



# APPENDIX A

## CHECKLISTS

### CHECKLIST 3:

#### Major planning applications (>10 dwellings or >1000m<sup>2</sup> floorspace)

This checklist is required for all MAJOR planning applications. These are classed as developments involving more than 10 dwellings, or the creation of more than 1000m<sup>2</sup> floorspace, or sites of more than 1 hectare in size.

The purpose of this checklist/form is to ensure that all major planning applications give due consideration to sustainability and climate change measures that should be incorporated into the scheme wherever possible. During early design stages, thought should be given to achieving high levels of energy efficiency and how the design will be resilient to changes in the climate.

This checklist sets out Spelthorne Borough Council's policies and the principles and measures which could be applied to comply with them. Please review all features present in the scheme design in the 'measures' column and tick the appropriate Yes, No or N/A as applicable, providing a justification and indication of where in the supporting documents this is evidenced, in the final column. Technical documents submitted with the planning application which may provide additional details relating to sustainability and climate change measures could include, but are not limited to, the following:

- Energy Statement and/or Sustainability Statement
- Design & Access Statement
- Landscape Design Statement / Green Infrastructure Strategy
- Utilities Statement
- Drainage Strategy
- Travel Plan
- Environmental Statement (climate change chapter), where required
- Construction and Waste Management Plan

Please submit the completed checklist with your planning application.

**CHECKLIST 3:**

Major planning applications (>10 dwellings or >1000m2 floorspace)

Adopted Core Strategy Policy	Policy promotes and/or requires:	Principles outlined in the SPD Core Themes	<p><b>How has this been considered in the planning application?</b></p> <p><i>Where a principle has not been considered, please provide reasoning / justification here.</i></p> <p><i>The detail provided for specific principles will vary between outline and full planning / reserved matters applications, but in all cases the incorporation of measures should be examined during the early stages of the design process and information provided within the planning application submission at the outset.</i></p>
<b>ENERGY</b>			
SP7: Climate change and transport	Inclusion of renewables, energy conservation	Following the Energy Hierarchy by a) Using less energy b) Using local energy resources and connecting to existing heat networks c) Generating and storing renewable energy on the site. <i>All major applications must generate at least 10% of demand from on-site renewables</i>	Have you considered this? <b>Yes / No / N/A</b> Where in the planning application has this been outlined? ..... ..... ..... ..... ..... .....
CC1: Renewable energy	Where development exceeds 100m2 it is required to: <ul style="list-style-type: none"> <li>Optimise design, layout and orientation to minimise energy usage.</li> <li>At least 10% of the development energy's demand from on-site renewables (unless viability indicates otherwise)</li> </ul>	Retrofitting existing buildings Designing buildings to be passively cooled Designing buildings to be lit naturally Designing buildings to need minimal heating Generating renewable energy on site Storing renewable energy on site Achieving BREEAM or other appropriate accreditation or building efficiency standard Ongoing data monitoring or building management measures (e.g. smart metering, active heating/cooling management systems) Other, please state.	Other provision: ..... ..... ..... ..... ..... ..... ..... ..... .....

### CHECKLIST 3:

### Major planning applications (>10 dwellings or >1000m<sup>2</sup> floorspace)

Adopted Core Strategy Policy	Policy promotes and/or requires:	Principles outlined in the SPD Core Themes	<p><b>How has this been considered in the planning application?</b></p> <p><i>Where a principle has not been considered, please provide reasoning / justification here.</i></p> <p><i>The detail provided for specific principles will vary between outline and full planning / reserved matters applications, but in all cases the incorporation of measures should be examined during the early stages of the design process and information provided within the planning application submission at the outset.</i></p>
<b>TRANSPORT</b>			
SP7: Climate change and transport	<p>Development reduces the need to travel and encourages alternatives to car use.</p> <p>Supporting measures to enhance and manage Staines' role as a public transport interchange.</p>	<p>Following the Travel Hierarchy by</p> <ol style="list-style-type: none"> <li>a) Avoiding the need to travel</li> <li>b) Shifting to modes with lower emissions</li> <li>c) Improving energy efficiency and reducing carbon emissions of travel modes</li> </ol> <p>Encouraging travel by modes in the following order:</p>	<p>Have you considered this? <b>Yes / No / N/A</b></p> <p>Where in the planning application has this been outlined?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
CC2: Sustainable travel	Accessibility by non-car means	<ol style="list-style-type: none"> <li>1) Walking</li> <li>2) Cycling and other forms of active travel</li> <li>3) Public transport</li> <li>4) Car clubs, taxis and car sharing</li> </ol>	<p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
CC3: Parking provision	Secure cycle parking provision	<ol style="list-style-type: none"> <li>5) Private vehicles</li> </ol> <p>Designing for direct walking routes to support active travel and prioritising public transport</p> <p>Locating development to support sustainable travel</p>	<p>Other provision:</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
EN3: Air quality	Support non-car travel	<p>Providing suitable infrastructure for sustainable transport</p> <p>Travel planning and sustainable transport subsidy / contributions</p> <p>Other, please state.</p>	<p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>

### CHECKLIST 3:

#### Major planning applications (>10 dwellings or >1000m2 floorspace)

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<b>CONSTRUCTION &amp; WASTE</b>			
EN1: Design of new development	Incorporate provision for the storage of waste and recyclable materials	<p>Assessment of whole life carbon as part of design</p> <p>Following the construction hierarchy by:</p> <ul style="list-style-type: none"> <li>a) Using less, through reuse of buildings, avoiding unnecessary construction or building efficiently</li> <li>b) Using low carbon or recycled materials</li> <li>c) Offsetting of residual embodied carbon emissions</li> </ul> <p>Choosing appropriate materials for:</p> <ul style="list-style-type: none"> <li>a) Hot weather events so as to mitigate overheating</li> <li>b) Permeable materials for public realm to absorb surface water</li> </ul> <p>Construction waste management plans which recycle and retain materials on site, where possible</p> <p>Other, please state.</p>	<p>Have you considered this? <b>Yes / No / N/A</b></p> <p>Where in the planning application has this been outlined?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
CC1: Renewable energy, energy conservation and sustainable construction	Use of sustainable construction materials.	<p>Other, please state.</p>	<p>Other provision:</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>

### CHECKLIST 3:

### Major planning applications (>10 dwellings or >1000m2 floorspace)

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<b>GREEN INFRASTRUCTURE</b>			
<p>EN8: Protecting and improving the landscape &amp; biodiversity</p>	<p>New development contributes to an improvement in landscape &amp; biodiversity and avoids harm to features of significance in the landscape/nature/</p> <p>Development refused where there is a significant landscape impact or impact upon nature conservation</p>	<p>Creation / retention of natural habitats which can capture carbon e.g. woodlands, wetlands.</p> <p>Consideration of biodiversity resilience as part of all green infrastructure</p> <p>Provision of and connectivity of green infrastructure throughout the development scheme</p> <p>Use of street trees, swales, verges, other GI to provide urban habitat links</p> <p>Other, please state.</p>	<p>Have you considered this? <b>Yes / No / N/A</b></p> <p>Where in the planning application has this been outlined?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
<p>SP6: Maintaining and improving the environment</p>	<p>Design and layout respects the local environment including the protection of sites of nature conservation value and landscape value.</p> <p>Improvement to poor quality environments within the urban area and Green Belt.</p>		<p>Other provision:</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>





### CHECKLIST 3:

Major planning applications (>10 dwellings or >1000m2 floorspace)

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<b>SPACE &amp; PLACE DESIGN</b>			
EN1: Design of new development	High standard of design for development including due regard to scale, proportions, building lines, materials and impacts on neighbouring property e.g. daylight impacts	Design and layout of public and private spaces to mitigate effect of extreme heat events  Use of high quality materials for assisting with temperature regulation/ future adaptability as a result of the effects of climate change  Creation of water and natural habitats within public areas of open space to create distinctive places for people to visit  Other, please state.	Have you considered this? <b>Yes / No / N/A</b>  Where in the planning application has this been outlined? ..... ..... ..... ..... ..... ..... ..... ..... .....
SP6: Maintaining and improving the environment	Ensure the design and layout incorporates principles of sustainable development, respects the environment of the area.  Protect and enhance areas of existing environmental character and nature conservation  Promote improvement of poor-quality environments.		Other provision: ..... ..... ..... ..... ..... ..... ..... ..... .....



SPELTHORNE BOROUGH COUNCIL



Spelthorne Borough Council

Requests for Funding from the  
Green Initiatives Fund



Prior to making this application, please consider carefully the criteria below to the make sure you meet and evidence meeting the criteria below. If you do not meet the criteria your application will not progress to the Climate Change Working Group and Environment Sustainability Committee for consideration. If you require any further assistance with completing this form or would like to receive the form and guidance in an alternative format, please ask.

Your project must meet at least one of the following criteria:

The project ...

- a) Contributes to meeting the Council's climate change targets of meeting net zero in the Council estate or the wider Spelthorne community.
- b) Provides opportunities to create and support carbon sink initiatives within the Borough, including landscaping and more tree planting.
- c) Contributes towards reducing the carbon footprint of the Council's estate and the Borough as a whole.
- d) Develops opportunities to improve facilities for walking and cycling in the Borough to help reduce car use.
- e) Encourages more sustainable travel.
- f) Improves and encourages waste prevention and recycling.
- g) Meets Spelthorne Borough Council's objectives for the Environment in the Corporate Plan and complies with at least one of our key objectives.
- h) Contributes to developing opportunities for larger projects which address 'green' priorities within the Corporate Plan.

Applicants must ...

- i) Belong to an organisation that can prove financial stability over a period of time and not have any existing large balances not allocated.
- j) Not apply for multiple elements of financial support for the same objective. (Unless you are specifically requesting match funding.)
- k) Have clearly defined outcomes and deliverables for the funding requested.
- l) Address how they will monitor key performance indicators towards their goals and demonstrate how they have been successful in achieving them.

**Contact details**

Name and position	<b>Jilly Mowbray Climate Change Officer</b>
Organisation	<b>Spelthorne Borough Council</b>
Charity CIO number (if applicable)	
Address of organisation	<b>Council Offices, Knowle Green</b>
Location services will be provided or project will take place	<b>Spelthorne</b>
Contact phone	<b>01784 446257</b>
Contact email	<b>j.mowbray@spelthorne.gov.uk</b>

**Your Project**

Please provide information to clearly demonstrate what you wish to achieve with the funding you are applying for and how you will measure success.

Please provide as much detail as possible here including who are your stakeholders, where and how the funding will be spent. Please detail the importance of this and why you believe this funding will contribute positively to mitigating or adapting to climate change. Please refer to our Corporate Plan and aims and detail which one/s your proposal supports.

You can also submit additional information to support your application by email.

<b>Considerations</b>	<b>Response</b>
Aims and Project Objectives  Corporate Priority Alignment	To engage an external contractor to create a specific Climate Change Supplementary Planning Guidance Document  This aligns to the Environment priority by developing a Climate Change Supplementary Planning Document (SPD) to support and strengthen climate change policies within the current Local Plan and future Local Plan. The Local Plan and SPD are central to addressing climate change in Spelthorne and it is vital that opportunities exist within the local planning framework to ensure developers contribute to Spelthorne Borough Council's environmental priorities.

<p>Business justification provided and options considered including.</p> <ul style="list-style-type: none"> <li>- Benefits, Deliverables &amp; Objectives</li> <li>- High Level Financials &amp; ROI in terms of carbon savings, wellbeing benefits, reduction in pollution, seed corn funding</li> </ul>	<p>To produce a robust SPD that would follow the current and future Local Plan and encourage more sustainable design and developments. The Local Plan in development will run until 2037, and the UK government has announced that by 2035 UK carbon emissions will need to be reduced by 78% compared to 1990s levels. Therefore the Local Plan and supporting SPD need to have strong climate change policies in place to reduce the carbon emissions of developments and provide sustainable future homes and buildings that can adapt to the changing climate including hotter summers and wetter winters.</p>
<p>How will you measure success?</p>	<p>Creation of an SPD that will encourage sustainable development within Spelthorne.</p>
<p>Indicative Timeframes</p>	<p>6 months</p>
<p>Risks</p>	<p>Ensuring the guidance goes far enough to include sustainable development in Spelthorne</p>
<p>Stakeholder Identification</p>	<p>Strategic Planning, Group Head Commissioning and Transformation, Climate Change Officer, Sustainability Officer, Development Management Planning, Building Control, Biodiversity Officer and Environmental Health, residents current and future, external contractors and developers in Spelthorne.</p>
<p>Roles &amp; Responsibilities</p>	<p>A working group has been formed with the Climate Change officer, Strategic Planning officers, Development Management Planning officers, Sustainability officer, Building Control manager, Biodiversity officer, Principal Pollution Control officer, Group Head Commissioning and Transformation to develop a specification of what needs to be covered in the SPD.</p> <p>The working group has researched other related SPDs, discussed what is needed to provide sustainable development in Spelthorne and what is viable from a planning and building control perspective. This has informed a working brief that will form the specification that is given to an external contractor in order to produce the SPD. The SPD will provide more detail and guidance for sustainable development in Spelthorne such as building design and layout, energy use and generation, materials and district heating.</p> <p>An external contractor would use the specification developed by the working group to produce the Climate Change SPD in a short timeframe as the</p>

	working group does not have the capacity to produce an SPD which is needed now to adapt and mitigate climate change in the Borough.
Communication Plan	In line with standard planning practice the developed SPD would be subject to a public consultation period of 4 weeks.
Amount of funding applied for from Spelthorne	£30,000
Funding agreed from elsewhere	None
Please identify where services will be delivered	Across Spelthorne to maximise the benefits within all wards where possible
How have you identified the need for carbon reduction or environmental improvements?	Ensuring that the new SPD has strong climate change policies, including mitigation and adaptation policies will encourage sustainable development within Spelthorne, with an aim of reducing the climate impact and carbon emissions of development.

### **Reviewing the application**

Once applications have been received, they will be reviewed to ensure that they meet the criteria.

Where applicants do not meet the criteria, they will be told that their application cannot be taken further and signposted to other potential financial support available for what you are trying to achieve.

If it is obvious that an error has been made and crucial information has mistakenly been omitted, and where we are able, we will endeavour to contact you to give you the opportunity to provide the missing information.

It is important to note that unfortunately meeting the criteria does not guarantee you will receive funding from the Green Initiatives Fund. Applications received and those evidencing that they meet our criteria will be considered by the Climate Change Working Group who will then recommend those to go to the Environment and Sustainability Committee for formal approval.

In exceptional cases we may ask you for further information or clarification during the Climate Change Working Group's consideration of your application. The Environment and Sustainability Committee has the final say. We are required to follow this process as we are using public money and need to follow due process.

### **The final decision and payment**



## Appendix 2

The Climate Change Working Group may decide to recommend to the Environment and Sustainability Committee:

- a) That your organisation gets awarded the full amount applied for.
- b) That your organisations receive an award for a lower amount than applied for.
- c) That your organisation has been unsuccessful for the current year.

**Appendix 1 For Non-Council Organisations the following will also be required**

**Financial status:**

Please provide your last set of audited accounts and preferably, where possible, for the previous year. Please note that these will be treated in the strictest confidence, but we need to be reassured that your organisation is financially able to deliver what you are applying for. If you are unable to provide audited accounts, please contact us as a matter of urgency to discuss what you can provide and when. They can be sent securely by email or attached to the electronic application form.

Please provide details of all funding that you have applied for, for the year 2022-2023. Please include any applications you have made for funding that remain pending, along with those refused, agreed, or agreed in part. In addition, if you have been advised that an offer of match funding has been made please include that in the table below.

Other grant or applications for financial assistance for the year 2022-2023

Organisation applied for, for funding	Reason for application to Green Initiatives Fund	Application amount	Current status of application

**The Aims of your organisation:**

It is extremely helpful for the Committee to know about your organisation. How, why and when it was set up and for what purpose. What are your key objectives and how have these changed?

When was your organisation set up?	
If you have charity status when was it awarded?	
Why was your organisation created?	
What are you aiming to achieve?	
How do you measure success generally?	

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# Environmental and Sustainability Committee



**5 September 2023**

<b>Title</b>	Green Initiative Fund Bids
<b>Purpose of the report</b>	To make a decision in relation two applications for Green Initiatives Funding
<b>Report Author</b>	Sandy Muirhead Group Head – Commissioning and Transformation
<b>Ward(s) Affected</b>	All Wards
<b>Exempt</b>	No
<b>Exemption Reason</b>	N/A
<b>Corporate Priority</b>	Environment
<b>Recommendations</b>	<p><b>Committee is asked to:</b></p> <p>1. Consider the request for funding for a review of the Council's investment portfolio in terms of Environmental Social and Governance credentials as set out in the attached Bid Form;</p> <p>2. Consider the request for funding by Cocoon Kids of an EAV cargo e-trike as set out in the attached Bid Form.</p>
<b>Reason for Recommendation</b>	Decisions need to be made by the Committee following consideration of the two bids by the Climate Change Working Group.

## 1. Summary of the report

- 1.1 This report seeks to set out two applications received by the Council and considered by the Climate Change Working Group in accordance with the Council's requirements for bids to the Green Initiatives Fund (GIF).
- 1.2 There are two bids for consideration which are attached at Appendices 1 and 2 of this report.

## 2. Key issues

- 2.1 The bid forms set out the criteria that the proposed project should meet, as well as guidance on who may apply.

### **3. Options analysis and proposal**

- 3.1 Option 1 - To agree the proposed GIF bids which will assist in moving for the longer term into carbon neutral investments and to reduce Scope 3 emissions (it those not under our control) in the Borough.
- 3.2 Option 2 - Not to agree to funding.

### **4. Financial implications**

- 4.1 The Council allocated £747,000 to create the Green Initiative Fund to address the Climate Emergency the Council declared in October 2020 and bids totalling £265,000 so far have been awarded.

### **5. Procurement considerations**

- 5.1 The only procurement consideration may relate to the procurement by the Council of any service.

### **6. Legal considerations**

- 6.1 There are no legal considerations to be taken into account.

### **7. Equality and Diversity**

- 7.1 Any proposals need take account of equality and diversity and mitigation measures.

### **8. Sustainability/Climate Change Implications**

- 8.1 The nature of the applications to the Green Initiatives Fund requires them to meet the criteria set out in the Bid Form.

### **9. Contact**

- 9.1 Sandy Muirhead [S.Muirhead@spelthorne.gov.uk](mailto:S.Muirhead@spelthorne.gov.uk)

**Background papers: None**

**Appendices:**

**Appendix 1 Bid form from Chief Accountant SBC**

**Appendix 2 Bid Form from Cocoon Kids**

**Appendix 3 Photograph of trike relating to Cocoon Kids bid**

Spelthorne Borough Council  
Requests for Funding from the  
Green Initiatives Fund



Prior to making this application, please consider carefully the criteria below to the make sure you meet and evidence meeting the criteria below. If you do not meet the criteria your application will not progress to the Climate Change Working Group and Environment Sustainability Committee for consideration. If you require any further assistance with completing this form or would like to receive the form and guidance in an alternative format, please ask.

Your project must meet at least one of the following criteria:

The project ...

- a) Contributes to meeting the Council's climate change targets of meeting net zero in the Council estate or the wider Spelthorne community.
- b) Provides opportunities to create and support carbon sink initiatives within the Borough, including landscaping and more tree planting.
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- d) Develops opportunities to improve facilities for walking and cycling in the Borough to help reduce car use.
- e) Encourages more sustainable travel.
- f) Improves and encourages waste prevention and recycling.
- g) Meets Spelthorne Borough Council's objectives for the Environment in the Corporate Plan and complies with at least one of our key objectives.
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Applicants must ...

- i) Belong to an organisation that can prove financial stability over a period of time and not have any existing large balances not allocated.
- j) Not apply for multiple elements of financial support for the same objective. (Unless you are specifically requesting match funding.)
- k) Have clearly defined outcomes and deliverables for the funding requested.
- l) Address how they will monitor key performance indicators towards their goals and demonstrate how they have been successful in achieving them.

**Contact details**

Name and position	<b>Paul Taylor – Chief Accountant</b>
Organisation	<b>Spelthorne BC</b>
Charity CIO number (if applicable)	<b>n/a</b>
Address of organisation	<b>Council Offices, Knowle Green, Staines-upon-Thames, TW18 1XB</b>
Location services will be provided or project will take place	<b>As above</b>
Contact phone	<b>01784 444262</b>
Contact email	<a href="mailto:p.taylor@spelthorne.gov.uk">p.taylor@spelthorne.gov.uk</a>

**Your Project**

Please provide information to clearly demonstrate what you wish to achieve with the funding you are applying for and how you will measure success.

Please provide as much detail as possible here including who are your stakeholders, where and how the funding will be spent. Please detail the importance of this and why you believe this funding will contribute positively to mitigating or adapting to climate change. Please refer to our Corporate Plan and aims and detail which one/s your proposal supports.

You can also submit additional information to support your application by email.

<b>Considerations</b>	<b>Response</b>
Aims and Project Objectives  Corporate Priority Alignment	<p>Council has agreed that the Finance Team undertake a review of the Council's investments to provide a benchmark on how the investment portfolio meets our Environmental, Social and Governance (ESG) credentials and to formulate a plan to move to a more sustainable investment strategy over the next three to five years whilst maintaining the current level of investment income received, (in order to protect existing Council services for residents and to avoid exacerbating the revenue deficits forecast for the next four years).</p> <p>Following the initial discussions with fund managers, Arlingclose, our Treasury Management Advisors, have reviewed the feedback and provided a fee estimate of £15,000 plus VAT to</p>



	<p>assimilate the relevant information for the Council to assess its strategy to divest its non ESG investment. This element of the project was unbudgeted going forward and in order to meet Council's request, the Finance Team is seeking funding from the GIF due to the nature of the work being undertaken to disinvest in potentially environmentally harmful sectors</p> <p>(See attached report approved by Council in November 2022)</p>
<p>Business justification provided and options considered including.</p> <ul style="list-style-type: none"> <li>- Benefits, Deliverables &amp; Objectives</li> <li>- High Level Financials &amp; ROI in terms of carbon savings, wellbeing benefits, reduction in pollution, seed corn funding</li> </ul>	<p>Without the initial benchmarking report, the Finance Team is unable to advise Council on the ESG credentials of our investments, particularly our pooled investment funds.</p> <p>By establishing the starting point, Council will be able to make informed decisions over the next three to five years, to improve the ESG credentials of our investment portfolio, and move away specifically from companies reliant in or investing in the fossil fuel industry.</p>
<p>How will you measure success?</p>	<p>Once we have received the report, Officers will be able to assess the Council's portfolio and look to transform it over the next five years, aiming for the Council's investment portfolio to have at least 80% (by value and income received) ESG focus, eliminating investment in the industries highlighted in the attached report that was approved by Council in November 2022.</p>
<p>Indicative Timeframes</p>	<p>Between one and five years</p>
<p>Risks</p>	<p>Reputational risks – if the assessment is not carried out, Officers will be unable to provide Council with the guidance it needs to divest itself of non ESG friendly investments and become carbon neutral within the time frames established.</p> <p>If funding is not received, this project will have to be deferred until 2024/25, while a growth bid is submitted to council as part of the budget setting process.</p>
<p>Stakeholder Identification</p>	<p>Spelthorne Borough Council –Corporate Policy &amp; Resources</p>
<p>Roles &amp; Responsibilities</p>	<p>The Finance &amp; Sustainability Team will evaluate the report and advise Council on its options to move towards a more ESG friendly investment</p>

	portfolio and produce an annual Investment Strategy Report .
Communication Plan	In line with all strategy reports, the Investment Strategy report will be submitted to Council for approval in February, a mid-year performance report will be submitted to Council in October and an Outturn report will be produced in July after the year end.
Amount of funding applied for from Spelthorne	£15,000 excl VAT
Funding agreed from elsewhere	None
Please identify where services will be delivered	Council Offices, Knowle Green, Staines-upon-Thames, TW18 1XB
How have you identified the need for carbon reduction or environmental improvements?	It is difficult to quantify the levels of carbon reduction or environmental improvements directly, however, the Council will have achieved a more ESG friendly investment portfolio, supporting industries that have the same ethos as the council when it comes to all ESG matters and disinvesting for industries that are responsible for large carbon emissions

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- b) That your organisations receive an award for a lower amount than applied for.
- c) That your organisation has been unsuccessful for the current year.

Contact details S.Muirhead [s.muirhead@spelthorne.gov.uk](mailto:s.muirhead@spelthorne.gov.uk)

**Appendix 1 For Non-Council Organisations the following will also be required**

**Financial status:**

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How do you measure success generally?	

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Spelthorne Borough Council  
Requests for Funding from the  
Green Initiatives Fund



Prior to making this application, please consider carefully the criteria below to the make sure you meet and evidence meeting the criteria below. If you do not meet the criteria your application will not progress to the Climate Change Working Group and Environment Sustainability Committee for consideration. If you require any further assistance with completing this form or would like to receive the form and guidance in an alternative format, please ask.

Your project must meet at least one of the following criteria:

The project ...

- a) Contributes to meeting the Council's climate change targets of meeting net zero in the Council estate or the wider Spelthorne community.
- b) Provides opportunities to create and support carbon sink initiatives within the Borough, including landscaping and more tree planting.
- c) Contributes towards reducing the carbon footprint of the Council's estate and the Borough as a whole.
- d) Develops opportunities to improve facilities for walking and cycling in the Borough to help reduce car use.
- e) Encourages more sustainable travel.
- f) Improves and encourages waste prevention and recycling.
- g) Meets Spelthorne Borough Council's objectives for the Environment in the Corporate Plan and complies with at least one of our key objectives.
- h) Contributes to developing opportunities for larger projects which address 'green' priorities within the Corporate Plan.

Applicants must ...

- i) Belong to an organisation that can prove financial stability over a period of time and not have any existing large balances not allocated.
- j) Not apply for multiple elements of financial support for the same objective. (Unless you are specifically requesting match funding.)
- k) Have clearly defined outcomes and deliverables for the funding requested.
- l) Address how they will monitor key performance indicators towards their goals and demonstrate how they have been successful in achieving them.

**Contact details**

Name and position	Helene Griffin, First Director, Creative Counsellor and Play Therapist
Organisation	Cocoon Kids - Creative Counselling and Play Therapy CIC
Charity CIO number (if applicable)	Community Interest Company Number: 13262252
Address of organisation	71 Arnold Road Staines Middlesex TW18 1LY
Location services will be provided or project will take place	Spelthorne: outreach at local schools in Spelthorne, and Hounslow borough border (Feltham);  also, at 71 Arnold Road (above)
Contact phone	xxxxxxxxxx
Contact email	contactcocoonkids@gmail.com

**Your Project**

Please provide information to clearly demonstrate what you wish to achieve with the funding you are applying for and how you will measure success.

Please provide as much detail as possible here including who are your stakeholders, where and how the funding will be spent. Please detail the importance of this and why you believe this funding will contribute positively to mitigating or adapting to climate change. Please refer to our Corporate Plan and aims and detail which one/s your proposal supports.

You can also submit additional information to support your application by email.

<b>Considerations</b>	<b>Response</b>
Aims and Project Objectives	We're Cocoon Kids - Creative Counselling and Play Therapy CIC, a Spelthorne-based lived-experience, social enterprise therapeutic service set up in the pandemic specifically to support local disadvantaged families with their mental health and wellbeing. Our community are local Priority families ('vulnerable'/'hard to reach'): disadvantaged families on low



<p>Corporate Priority Alignment</p>	<p>incomes/benefits/social housing, typically on Child Protection plan, criminal justice system, social services.</p> <p>We're mindful of saving items from landfill/saving costs/resources. We use recycled/repurposed resources/materials, e.g. bubble wrap, packaging paper, packaging materials, and source other resources from Scrap Store, Wandsworth for free as members, and locally from e.g. Next Door and Olio (local freebie/swap sites) – local families now save play kit/art resources and have large clear outs so we can re-use these. We also use regional and national ones, e.g. Global Chain, Warp It, Collecto and In Kind Direct, as they have surplus, donated and free items. We use cello 100% biodegradable bags for small resources we sell to raise funding for sessions, e.g. fidgets.</p> <p>This funding request is specifically so that we can purchase a larger cargo e-trike and a spare battery, as we have some hills we travel up - so, free from parking restrictions, fossil fuels, driving licence and road tax.</p>
<p>Business justification provided and options considered including. - Benefits, Deliverables &amp; Objectives - High Level Financials &amp; ROI in terms of carbon savings, wellbeing benefits, reduction in pollution, seed corn funding</p>	<p>Our reasons for applying include:</p> <p><u>Increased productivity/service expansion</u></p> <ul style="list-style-type: none"> <li>• We provide term-time days and evening therapeutic outreach sessions in schools and/or family's homes, as well as telehealth (zoom and phone) in the school holidays and evenings.</li> <li>• This e-trike will considerably increase our productivity, and service - we'll reach more families, and save time and money as at the moment it's not easily possible to get to multiple locations in the same day.</li> <li>• We're regularly/weekly in 6 different schools, and have social services contracts - this'll let us reach the 7<sup>th</sup> and 8<sup>th</sup> school, which has requested sessions for vulnerable children and young people, e.g. Looked After children.</li> <li>• As an example, we provide longer-term fully-funded sessions to children who are on a Child Protection plan and are at risk of care at Ashford Church of England Primary school. But, we can't currently extend this to meet the demand for other children because of pre-booked late afternoon telehealth sessions, as we have to factor in the length of time that it takes to travel back by foot or public transport.</li> <li>• We've had to change from face-to-face sessions to telehealth sessions for children at Chennestone and Beauclerc Primary School, because of the constantly</li> </ul>

	<p>increasing cost of travel and the time that it takes by public transport (1 and a half hours plus). If we e.g .used an Uber cab, the cost has increased to over £14 one direction, so this is not sustainable as it reduces the number of fully-funded sessions we can offer.</p> <ul style="list-style-type: none"> <li>• Although we have some funded sessions by schools and social services (where they don't meet our criteria). Schools and organisations regularly share that they don't have the additional budget for these sessions.</li> <li>• There is excessive demand following Covid-19 etc. and each child or young person is on an ever-growing CAMHS list.</li> <li>• This funding allows us to prioritise other funding and grants on providing further sessions where families could not ordinarily afford or access them.</li> </ul> <p><u>Clean travel, lower impact to carbon footprint</u></p> <ul style="list-style-type: none"> <li>• It'll reduce our use of car/taxi, bus and train travel, and lower our travel costs - meaning more of our funds can be used to cover our fully-funded sessions.</li> <li>• It'll also reduce emissions and our carbon footprint, and also combat climate change.</li> <li>• It'll reduce any potential Ulez expansion costs – meaning we can provide further fully-funded sessions with the surplus saved.</li> <li>• We'll use it to carry our heavy play and creative resources, such as sand, orbeez, toys and arts and craft, and small world kit to sessions and each child, as well as each young person's Resource Packs (these now need to be individual because of Health and Safety/Covid-19).</li> <li>• We'll also use it to transport our stock items for sale, e.g. Play Packs/other sensory regulatory resources.</li> <li>• It'll protect our kit, so reducing overheads from cost-of-living crisis and Covid-19 increases - it'll lessen e.g. rain/physical carrying by hand damage to resources/kit/stock we sell to schools/school fairs/families to raise additional funds from sales (Play Packs).</li> </ul> <p><u>Environmental considerations:</u></p> <ul style="list-style-type: none"> <li>• We buy resources/surplus from In Kind Direct – who have donated stock from shops and companies</li> <li>• Our kit includes a significant number of donated resources/toys/art/craft materials etc. from Olio, Next Door, Globe Chain, Warp It, Collecto.</li> </ul>
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	<ul style="list-style-type: none"> <li>• Local families collect larger quantities of toys and have bigger clear outs, so that we can collect in one trip by car, and/or we collect items by foot where we can.</li> <li>• We get additional free recycled items from Scrap Store, Wandsworth as members – we go by train to reduce footprint, as it’s accessible from Clapham on foot.</li> <li>• We predominantly provide outreach sessions in community locations/nursery/schools/organisations locally. We also provide sessions in families’ homes, as many of our families have reduced mobility through long-term health conditions, e.g. COP lung disease, and/or no car, so they rely on public transport themselves.</li> </ul> <p><u>Buildings/sites:</u>          Schools etc. outreach – age varies. We have regular allocated room spaces for our use within schools. We’re in discussion to have a permanent space with one of the schools that we’re in frequently (and with local services for a shared space). We’ll park in the car park at the front/locked inside gates.          Use – education establishments own spaces.</p> <p>Homes outreach – social housing/insecure housing (our families are disadvantaged, low incomes, benefits), condition varies, but most are maintained well by social housing/council.</p> <p>Main building – circa 1948, new insulation, double glazed, main door thermal curtain, new gas central heating boiler circa 2020 /checked yearly, rented/secured tenancy, with garage</p> <p><u>Operating hours:</u>          Main - 8am – 7:30pm, Monday – Friday (some weekends/ and later evenings, where families can’t make sessions/meetings in the daytime)          Schools – varies, but typically 8am – 6:30pm          Homes – as above</p>
<p>How will you measure success?</p>	<p><u>Measurement:</u></p> <p>We'll measure the number of journeys used on e-trike versus alternative transport (private car, cab/uber/bolt, train, bus) over 3 months, 6 months, 9 months, 12 months (and beyond)          For Helene Griffin - it's expected that 95% of journeys will be conducted by the e-trike -          We'll tally/measure the cost savings of this versus previous year transport by e.g. train, private car, bus, uber/cab etc.          We anticipate that this cost will be reduced by 95% with 5% exceptions, as noted above, because of e.g. cost for transport in snow where/if e-trike can't ride on this.</p>

	<p>Our productivity will increase - we'll be able to provide sessions (typically in a different outreach school than we could previously)</p> <p>Our productivity will increase - journey times will decrease in comparison to using e.g. public transport, due to using e-trike for journeys</p> <p>Journeys by public transport take average of 1+ hour each way x 2 = 2+ hours per day:</p> <p>typical example, 30 min to walk to train station/plus 30 minute to walk from train station and same time duration for reverse journey;</p> <p>or 20 minutes to walk to bus stop and wait ten minutes for bus, 30-minute journey, 20 minute to walk from bus stop to outreach, and same time duration for reverse journey</p>
<p>Indicative Timeframes</p>	<p>Delivery dates: May 2023 - May 2024 (&amp; beyond)</p>
<p>Risks</p>	<p>Support from Spelthorne is required as:          We're unable to fund the full cost.          Our other grants are restricted to: covering running our sessions and have e.g. travel amounts specified in bid/service provision for sessions.          We're beyond Covid-19 grant/deadline for e-bikes.</p> <p>If no Spelthorne funding: we'll continue with current travel arrangements - train, bus, uber/cab, private car.          This'll continue to increase our: Carbon footprint, local environment impact, travel costs/Ulez costs, travel times/wasted travel hours have on our outputs and results.</p> <p>Major risks or issues if no funding from Spelthorne: It will increase the impact of our service on the local and wider environment and on our services users (many with, e.g. COPD, asthma). NB. We will reduce impact by choosing train over bus/uber/private car where possible.</p> <p>Consequence of reduced Spelthorne funding:          We will need to fundraise to find shortfall/gap from not receiving total          We may not be able to purchase an e-trike because of additional cost.</p> <p>Effect reduced level of funding has on outputs and result:          Action if grant is refused: we may not be able to go ahead, or proceed over a longer timescale/only if able to secure other grants.</p> <p>We have a Health and Safety Policy and a Risk Policy which we follow.</p>

	<p>We have full Insurance, including Liability that covers £5m public liability, which we update yearly as required. We have a Business Plan, that is up-to-date and updated as necessary as we develop.</p>
<p>Stakeholder Identification</p>	<p>Our stakeholders are: children, young people, parents and carers and any school or organisation referrer.</p> <p>Before incorporation, we surveyed our local community and the schools and organisations that I have links with through previous work as a qualified teacher and HLTA (in both Spelthorne and Feltham, Hounslow border schools)</p> <p>We monitor our efficacy with our stakeholders regularly. We use anonymous surveys. Start and ending monitoring forms and ongoing assessment and feedback, as well as meetings.</p>
<p>Roles &amp; Responsibilities</p>	<p><u>Governance - 4 directors.</u> NB. No one is a Person with Significant Control:</p> <p>Helene Griffin, fully-qualified BAPT and BACP counsellor/therapists and qualified teacher, full up-to-date Enhanced DBS – runs and oversees organisation; 1<sup>st</sup> point of contact/co-ordinates sessions, governance etc.</p> <p>Antonia Mills, Teaching Assistant, up-to-date Enhanced DBS – governance and occasional/voluntary Therapy Admin within organisation (e.g. for our successful Children In Need furniture and other resources application forms), some contact with families through (e.g. school fetes to sell Play Packs etc.)</p> <p>Kelly Gaskell, NHS Speech and Language Therapist, up-to-date Enhanced DBS - governance (not child or young person or family facing in this role)</p> <p>Martin Griffin, Software Developer – governance (no contact with child, young people or families)</p> <p><u>Therapists:</u> Helene Griffin is the main Creative Counsellor and Play Therapist. Sophie Cowderoy is a soon-to-be-qualified trainee Play Therapist from Roehampton University, who also provides therapeutic sessions. Two new volunteer therapists - starting June</p> <p><u>Volunteers</u> (NB. not child, young people of family facing; have up-to-date DBS): AAT Accountant - 1</p>

	Chartered Accountant - 1 HR – 2 (starting June) Funding/bid writer – 1 Copywriter – 1 (starting June)																				
Communication Plan	<p>Our Business Plan includes our Communication Plan, and is up-to-date and updated as necessary as we develop.</p> <p>We have a shared Google-Drive, and separate dedicated gmail accounts for families (who self-refer/or are referred), and for other stakeholders, e.g. nursery/school/college referrers, social services and other organisations.</p> <p>We have frequent feedback and regular face to face meetings with our stakeholders (both families, and referrer organisations (as above) and share, review and update our Communication Plan through this.</p> <p>Please ask if further details are required.</p>																				
Amount of funding applied for from Spelthorne	<p>£5,876</p> <p>This is to enable us to purchase 60% of the EAV cargo e-trike. To view this quote online, please see: <a href="https://in.xero.com/Y96DDJ8NICDqSbmDIZmE0FOhzaYmhHC1p9cgr8eY">https://in.xero.com/Y96DDJ8NICDqSbmDIZmE0FOhzaYmhHC1p9cgr8eY</a></p> <p>NB. We are not purchasing the additional battery, as this was not awarded by LoCase (see below)</p> <table border="1"> <thead> <tr> <th>Description</th> <th>Quantity</th> <th>Unit Price</th> <th>VAT</th> <th>Amount</th> </tr> </thead> <tbody> <tr> <td>EAV Chassis (incl. 40-mile battery) - Refurbished</td> <td>1.00</td> <td>8,000.00</td> <td>+ 20%</td> <td>1,600.00</td> </tr> <tr> <td>2Cubed Box (side entry and shelves) - Refurbished</td> <td>1.00</td> <td></td> <td>Included with above package</td> <td></td> </tr> <tr> <td>Full vehicle branding - Discounted Rate</td> <td>1.00</td> <td>550.00</td> <td>+ 20%</td> <td>110.00</td> </tr> </tbody> </table>	Description	Quantity	Unit Price	VAT	Amount	EAV Chassis (incl. 40-mile battery) - Refurbished	1.00	8,000.00	+ 20%	1,600.00	2Cubed Box (side entry and shelves) - Refurbished	1.00		Included with above package		Full vehicle branding - Discounted Rate	1.00	550.00	+ 20%	110.00
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<p>Funding agreed from elsewhere</p>	<p>Other funding: We've been successful in our application to LoCase for this project. We've been awarded: £4,584.00</p>
<p>Please identify where services will be delivered</p>	<p>Spelthorne: outreach at local schools in Spelthorne, and Hounslow borough border (Feltham);  also, at 71 Arnold Road</p>
<p>How have you identified the need for carbon reduction or environmental improvements ?</p>	<p><u>Reducing contributing negative impact of our essential travel to health of our service users</u></p> <ul style="list-style-type: none"> <li>• Lowers our negative impact on the local environment and families'/own health through limiting emissions, as well as through being a positive advocate and role model.</li> <li>• Many of our families have multiple physical health difficulties (as well as mental health), e.g., Asthma, COP lung disease and use mobility scooters.</li> <li>• Many of our children and young people are Young Carers for their parents and carers too, and/or have respiratory difficulties and illness that means frequent hospitalisation themselves.</li> </ul>

### Reviewing the application

Once applications have been received, they will be reviewed to ensure that they meet the criteria.

Where applicants do not meet the criteria, they will be told that their application cannot be taken further and signposted to other potential financial support available for what you are trying to achieve.

If it is obvious that an error has been made and crucial information has mistakenly been omitted, and where we are able, we will endeavour to contact you to give you the opportunity to provide the missing information.

It is important to note that unfortunately meeting the criteria does not guarantee you will receive funding from the Green Initiatives Fund. Applications received and those evidencing that they meet our criteria will be considered by the Climate Change Working Group who will then recommend those to go to the Environment and Sustainability Committee for formal approval.

In exceptional cases we may ask you for further information or clarification during the Climate Change Working Group's consideration of your application. The

## Appendix 2

Environment and Sustainability Committee has the final say. We are required to follow this process as we are using public money and need to follow due process.

### **The final decision and payment**

The Climate Change Working Group may decide to recommend to the Environment and Sustainability Committee:

- a) That your organisation gets awarded the full amount applied for.
- b) That your organisations receive an award for a lower amount than applied for.
- c) That your organisation has been unsuccessful for the current year.

Contact details S.Muirhead [s.muirhead@spelthorne.gov.uk](mailto:s.muirhead@spelthorne.gov.uk)





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# Environment and Sustainability Committee



**5 September 2023**

<b>Title</b>	<i>Rivers and Watercourses Update</i>
<b>Purpose of the report</b>	To note
<b>Report Author</b>	<i>Tim Snook, Sustainability and Flood Risk Officer</i>
<b>Ward(s) Affected</b>	All Wards
<b>Exempt</b>	No
<b>Exemption Reason</b>	<i>N/A</i>
<b>Corporate Priority</b>	Community Environment
<b>Recommendations</b>	<b>Committee is asked to:</b>  <i>To note the update report.</i>
<b>Reason for Recommendation</b>	This is an update report on the state of rivers and watercourse within the borough and areas of riparian ownership by the council.

## 1. Summary of the report

1.1 This report seeks to update councillors of the state of rivers and watercourses within the borough as outlined in the detailed report within Appendix A.

## 2. Key issues

2.1 Councillors requested an update of the state of rivers and watercourse within Spelthorne. The report outlines details for each main river and ordinary watercourse within Spelthorne. Additionally, it outlined riparian responsibility of Spelthorne Borough Council, recent watercourse issues and images of watercourses for context.

2.2 This watercourses report is designed to be continually updated as events occur, meaning that Councillors will get sight of this update on a regular basis to remained informed on the happenings of watercourses within the Spelthorne.

## 3. Options analysis and proposal

3.1 N/A

#### **4. Financial implications**

- 4.1 The Sustainability budget of £5,500 annually is currently utilised for Riparian maintenance of watercourses owned by Spelthorne Borough Council (SBC) within the borough. In recent years, this budget has become a limiting factor as to the actions that Spelthorne Borough Council can take to properly maintain some watercourses. A single clearance of a stretch of ditch on moor lane, Staines was quoted between £4,000 and £6,000. This has meant that each year, prioritisation must be given to the highest risk watercourses over others for works to be conducted.
- 4.2 The total budget available for this year 2023 is £8,700 which also includes a carry forward agreed of £3,000 from previous financial year.

#### **5. Risk considerations**

- 5.1 Watercourses and flooding are at risk of impacts relating to climate change factors. This includes running low/dry in times of extreme drought and the risk of flooding during extreme rainfall events, exacerbated by climate change. Contamination or health hazards due to pollution within watercourses.

#### **6. Procurement considerations**

- 6.1 N/A

#### **7. Legal considerations**

- 7.1 Act on our riparian responsibilities along watercourses of which SBC is a land owner.

#### **8. Other considerations**

- 8.1 N/A

#### **9. Equality and Diversity**

- 9.1 N/A

#### **10. Sustainability/Climate Change Implications**

- 10.1 Watercourses and flooding are at risk of impacts relating to climate change factors. This includes running low/dry in times of extreme drought and the risk of flooding during extreme rainfall events, exacerbated by climate change.

#### **11. Timetable for implementation**

- 11.1 Set out a timetable, if required, showing when the proposal in the report will be implemented.

#### **12. Contact**

- 12.1 Tim Snook, [t.snook@spelthorne.gov.uk](mailto:t.snook@spelthorne.gov.uk)

**Background papers: There are none.**

**Appendices:**

**Appendix A** – The watercourses Master Document.

**Appendix B** – Flood Risk Map of Spelthorne

# Watercourses in Spelthorne

## **Description of document:**

This document contains all information relevant to the various watercourses within the Borough of Spelthorne. This includes general information, flooding information, biodiversity status, recent history and a continually updated account of each watercourse. Additionally, it contains information of riparian responsibility of Spelthorne Borough Council.

## **Flood Risk Map of Spelthorne:**

This is attached at Appendix B.

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**Key issues at present, 08-2023:**

- River Ash is currently experiencing flooding due to a Thames Water outlet discharging high, permitted volumes of clean water.
- The Sweeps Ditch requires regular maintenance in Staines Park, this is a contentious issue with local community groups.
- There is flooding on the river Ash at Bronzefield prison nature area, being investigated by SCC.
- Long Lane, and long lane recreation ground has suffered flooding as a result of a suspected culvert collapse. SCC and EA are leading on this and designs are being drawn up for SBC flood alleviation mechanisms within Long Lane recreation ground.

## **Main Rivers:**

Main Rivers come under the powers of the Environment Agency. Spelthorne Borough Council's responsibility for Main Rivers only relates to where our land borders a river (riparian responsibility), and these areas are shown in the table below:

## **List:**

- Feltham Hill Brook
- River Ash
- Black Ditch
- Sweeps Ditch
- Stanwell Moor Watercourses (including Holme Lodge Ditch & Stanwell Moor Ditch)
- Bonehead Ditch
- River Colne
- River Wraysbury
- County Ditch
- Stanwell Watercourses (including Stanwell ditches & West Bedfont ditches)
- River Thames outlet

## **Feltham hill brook:**

### Background information

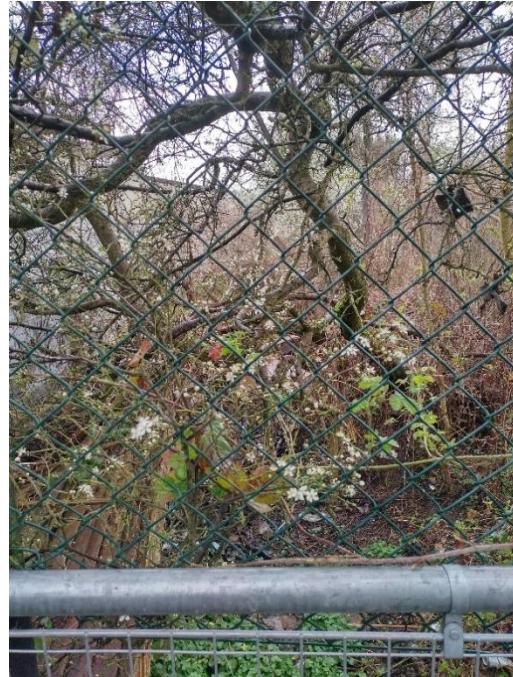
The Feltham hill brook is a deep, almost permanently dry channel. The channel is found full of litter and municipal waste from the adjacent dwellings that back onto the brook.

Historically, the brook appears to pass through Feltham hill farm, flowing southwest and forming part of the boundary between Spelthorne and the London boroughs of Hillingdon and Hounslow.

### SBC Riparian responsibility:

<b>SBC Riparian Ownership</b>	<b>Inspection/responsibility</b>	<b>Notes</b>
Groveley recreation ground	3 x Annually	Large, deep channel, almost permanently dry. Inspect mainly for litter - tri-annual litter clearance at Groveley by back entrance.
Kenyngton Manor Park	Annual Inspection	

## Images of Feltham Brook from Kenyngton Manor park



## River Ash

### Background information:

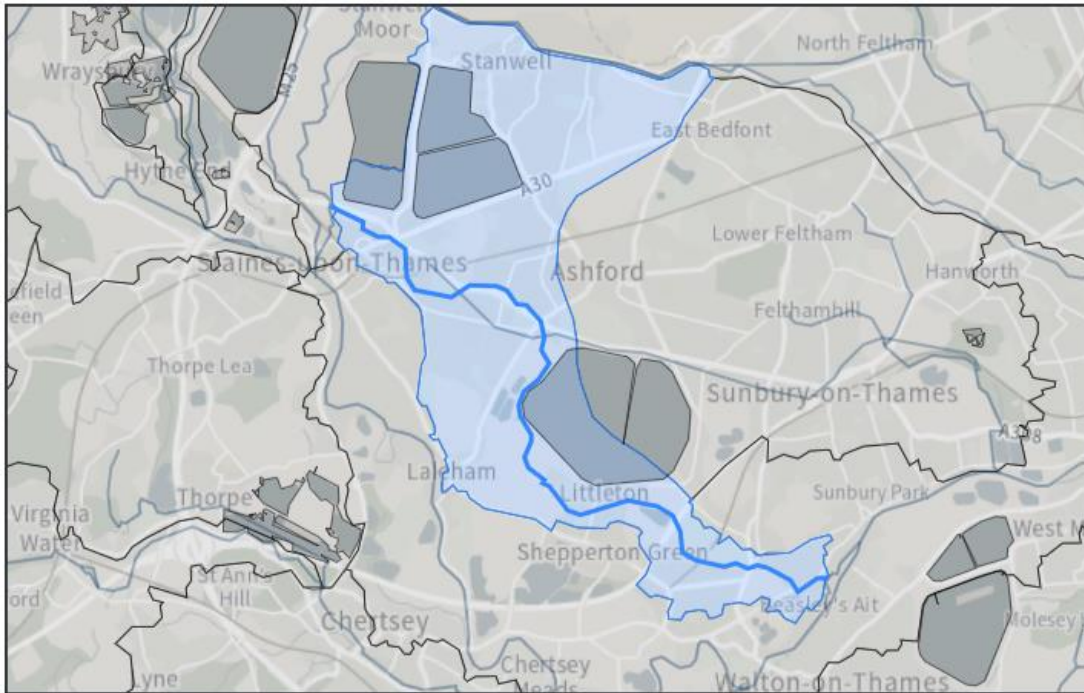
The Ash is a 10km (6.2mile) river that flows from the river Colne south of Staines moor, flows south of the Staines bypass and joins the River Thames. It is a very stable, sluiced gate watercourse. The water levels are consistently around 0.5m throughout the course, depending upon the width of the channel.

The Ash is controlled by a sluice gate at its source from the river Colne. Therefore, it is not a 'natural' watercourse.

There are multiple points along the ash where water is discharged into the ash.



## MAP of River Ash



### Updates to note:

**Nutty Lane** – Thames Water treatment facility outfall point.

This is consented to discharge wastewater into the Ash at a rate of 45mL/hour 24 hours a day. As this is a computer-controlled mechanism that discharges when water levels are lower within the reservoir to clear silt from their water treatment mechanism, it typically discharges at a rate of 40mL/hour for 4-5 hours a day on average.

In August of 2022, during a prolonged period of drought, this outlet began discharging for 24 hours a day for 3 weeks. This caused the water level within the Ash to rise by approx. 2-3 feet. As a result, some residents gardens began to flood where they met the ash. However, further investigation found that many residents had be constructing artificial banks/outbuildings and decking areas on the bank of the Ash without approval from the EA. This therefore meant that damages caused could have been prevented.

**M3 overpass, Sunbury golf course** – Discharge from motorway drainage network around marker point 27/2 into the Ash.

## Black Ditch

The Black Ditch is a main river located in lower Shepperton. The ditch is roughly 1km long, flowing from west to east, from its source of the lake on Littleton Lane to the River Thames.

SBC Riparian ownership:

SBC Riparian Ownership	Inspection/responsibility	Notes
Manor Park	Annual Inspection	These are to be inspected annually and require occasional litter clearance and vegetation clearance from the channel.
Russel Road Grass Verges	Annual Inspection	

Images of Manor Park section of Black ditch bordering cricket ground entrance



## Sweeps Ditch

Background information

The Sweeps Ditch is an ancient, man-made defence ditch that in Roman and Medieval times likely forms the northern and western border of historic Staines.

Originally, the source is thought to be the Colne, passing through what is now Staines shopping centre and joining where the surface section currently exists. However, recent investigations propose that the source was likely the Ash, connected via a now defunct watercourse that likely split near modern

day iron bridge. Here the ditch likely flowed north to the Colne, and south to the Thames. After industrialisation, the construction of the railway and straightening of the Ash, the Sweeps Ditch likely became stagnant.

Until the 1980s, there was a complete connection from the Colne to the Thames, directed through a culverted section of the ditch in Staines town centre. After the redevelopment of Staines town centre, including the two rivers complex, the decision was made to make the Sweeps Ditch culverted and pump fed from the Thames.

Current situation

The Sweeps Ditch’s current source is a small culvert and pump located on the River Thames at Riverside Carpark, Staines.

The ditch is then pumped to the original culverted section, northwest of the railway in Staines Elmsleigh Surface carpark. The ditch appears on the surface to the rear of units within the industrial park southeast of the railway. It then flows south/southeast overland through Staines Park, around 3 miles and joins the Thames just downstream of Penton Hook Lock.

As the Sweeps Ditch is a designated ‘main river’ it falls within the riparian owner’s responsibility to ensure river flow without hindrance. This is interpreted differently between owners; some would have been unaware of their responsibility.

In October 2022, SBC distributed a letter to all potential riparian owners residing within 20m of a watercourse informing and reminding owners of their riparian responsibility. This was conducted in collaboration with Surrey County Council and the Environment Agency. Included with this letter was a Surrey County Council leaflet that visually detailed riparian ownership and guidance.

SBC riparian ownership along the sweeps ditch:

<b>Riparian Ownership</b>	<b>Inspection/ responsibility</b>	<b>Notes</b>
Staines Park	4 x annually	Focus areas: litter can build up between bridge to main park up to near the health centre; channel by Commercial Road bridge is also a dumping spot; Vegetation growth in channel where it borders back of Farm Close properties can require annual clearance; Reed growth by bridge to main park can require annual cut back; Pinch point in channel behind pond feature can get dammed by kids. Health Centre area is Surrey CC responsibility -

		they often need to be chased to undertake work.
--	--	---

Examples of Sweeps Ditch at various sections:

Image of upper section of Sweeps Ditch on Gresham Road	Image of mouth of Sweeps Ditch where it meets the Thames at Penton Hook lock
	
Sweeps Ditch as seen from the East side of Staines Park	Sweeps Ditch passing between Kingtsbridge Crecent and Nursery Gardens



## Staines Moor Watercourses

### About:

There are several watercourses in Staines Moor, a mixture of both naturalised and managed.

Spelthorne Borough Council is responsible for the management of Staines Moor, with the Lord of the Manor and the landowner being Brett Aggregates,. As part of this management, riparian responsibility for all watercourses within this section falls under Spelthorne Borough Council. Therefore, the following table outlines the details around riparian responsibility of all Staines moor watercourses.

<b>Riparian Ownership</b>	<b>Inspection/ responsibility</b>	<b>Notes</b>
Staines Moor Watercourses	4 x annually (1 per season)	<p>Biodiversity Officer regularly visits Staines moor and monitors the state and condition of watercourses:</p> <ul style="list-style-type: none"> <li>▪ Bonehead ditch</li> <li>▪ River Colne</li> </ul> <p>Focus area: Trees/vegetation growth on the banks of the Colne and the Bonehead ditch.</p>

## River Colne

### Background information:

The Colne is a tributary of the River Thames, joining just upstream of the Penton Hook Lock, in Staines Upon Thames. It forms the source of many distributaries within Spelthorne, including the Sweeps Ditch, Wraysbury River, The Ash and Longford river.

The Colne flows from its source in North Mymms park, Hertfordshire. The Colne is the largest of a unique collection of rivers within this catchment, ranging from internationally rare chalk rivers in the north, to canals, rivers, and lakes, which have been heavily influenced by gravel extraction and urban development to the south. The northern part of the catchment predominantly lies within the Chilterns Area of Outstanding Natural Beauty.

Current Situation 2023:

There currently are no ongoing flood concerns within the borough. There is a small section of the Colne that requires bank reinforcement within Staines Moor. However, this is not a flood risk and is a result of resident interference with the channel in 2014.

Moormede Open Space:

An area of SBC owned land that riparian responsibility is held due to it bordering the Colne. There are no concerns here as it is a significant main channel.



River Colne as seen from Staines Moor



## Bonehead Ditch

### Background information:

Bonehead ditch is a distributary of the River Colne and runs along the eastern edge of Staines Moor. The Bonehead ditch is a branch of the Colne, and it flows parallel to the Colne before re-joining the Colne just upstream of the two rivers complex in Staines Town Centre.

### Current Situation 2023:

There are currently no flood risk concerns within the borough for Bonehead Ditch.

Bonehead ditch as seen from its mouth with the Colne



## River Wraysbury

### About:

The River Wraysbury is another branch of the river Colne. It leaves the river Colne at West Drayton, passes underneath the M4 and M25, where a branch of the Wraysbury feeds the Colne Brook. It then runs parallel to the M25, and flows back beneath the M25, across the western edge of Staines Moor where it re-joins the Colne in Staines town centre.

### History:

Historically, as part of a management agreement between the landowners of the western most stretch of the Staines moor, SBC were responsible for land management of the area, and so held the riparian responsibility for this section of the Wraysbury. This agreement has since ended as of March 2023, therefore riparian responsibility of the Wraysbury is no longer under the responsibility of SBC.

### Current Situation:

The responsibility for maintenance of the Wraysbury resides with the current landowners (who are unknown) and the Environment Agency, given it is a main river.

River Wraysbury as seen from Staines Moor.



## County Ditch

The County Ditch acts as the western border of Spelthorne, on the edge of Staines. It flows from the lakes north of Church Lammas, namely, Heron Lake. The ditch acts as a flood relief channel for the Wraysbury through a



further flood relief channel located on the northern section of the Church Lammas Lakes, which flows into the county ditch within Lammas Park.

SBC riparian ownership details:

<b>Riparian Ownership</b>	<b>Inspection/ responsibility</b>	<b>Notes</b>
Lammas Park	1 x Annually	No concerns here - No historical vegetation growth issues

Image of County Ditch as seen from Lammas Park	Image of Ditch as seen from Church Lammas Lake
	

**Stanwell Watercourses (including Stanwell ditches & West Bedfont ditches)**

About:

There are a few underground watercourses that run through Stanwell. In some areas, they appear as surface level drains that are then culverted underground.

Current Situation 2023:

There were issues with flooding in houses and gardens along Long Lane, adjacent to Long Lane recreation ground. It was determined that an underground culvert had become damaged, leading to surface water flooding.

This flooding was focused to areas around a drain that leads from the southern most part of Long Lane recreation ground.

There are ongoing conversations with Surrey County Council and the Environment Agency as to how this may be addressed in the future. See below photos for the state of the drain that became flooded.

Spelthorne Borough Council riparian ownership among Stanwell watercourses:

<b>Riparian Ownership</b>	<b>Inspection/ responsibility</b>	<b>Notes</b>
Stanwell Watercourses	4 x annually (1 per season)	<p>These watercourses are intercepted along Spelthorne Borough Council owned land in multiple areas:</p> <ul style="list-style-type: none"> <li>• Village Park</li> </ul> <p>There is a culvert running under Village Park</p> <ul style="list-style-type: none"> <li>• Fern Walk</li> </ul> <p>There are no concerns here, access is difficult due to fence and undergrowth blocking view but no historic issues. Connects to River Ash.</p> <ul style="list-style-type: none"> <li>• Long Lane Recreation Ground</li> </ul> <p>Mostly these ditches are dry and overgrown. No immediate concerns.</p> <p>They are monitored by the Sustainability and Flood Risk Officer.</p>

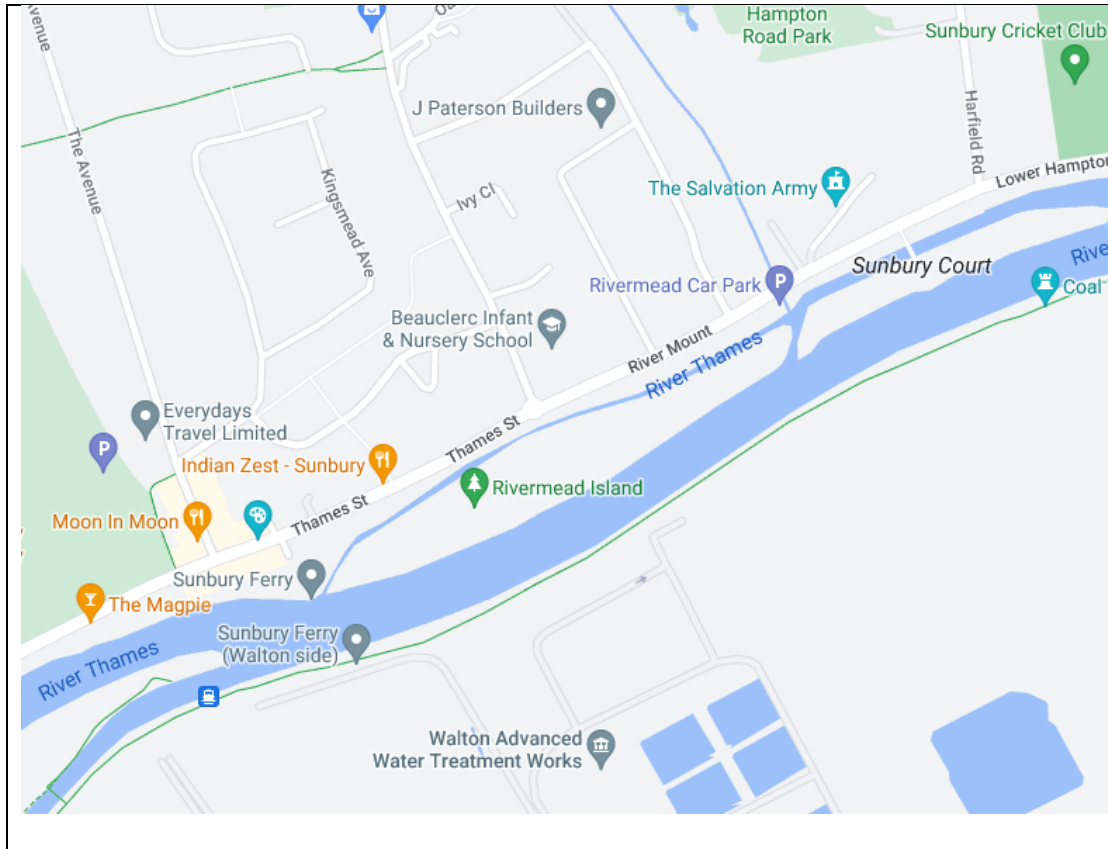
Image of Drain adjacent to long lane recreation ground



### **River Thames outlet**

The River Thames outlet is a watercourse that leaves the Thames, forming the Rivermead island in Sunbury.

Map showing Rivermead island and the Thames outlet.
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Riparian Ownership	Inspection/ responsibility	Notes
Rivermead Island	1 x Annually	Bank vegetation clearance 1x a year. Residents comment upon the levels of vegetation towards the mouth of the watercourse, this section lies within the riparian ownership of the residents that own the watercourse.

### **Ordinary Watercourses:**

Ordinary Watercourses come under the powers of local authorities, however due to new legislation under the Flood and Water Management Act 2010 the enforcement powers are held by the Lead Local Flood Authority (Surrey CC).

This section breaks down each ordinary watercourse within the borough by area.

### **Stanwell Moor:**

### Hithermoor Farm

<b>Riparian ownership for SBC</b>	<b>Comments</b>
None	Private land - no access, do not monitor

### Horton Rd/Hithermoor Road

<b>Riparian ownership for SBC</b>	<b>Comments</b>
None	Mostly on private land - do not regularly monitor

### Hawes Lane

<b>Riparian ownership for SBC</b>	<b>Comments</b>
None	Soakaway ditch bordering Public Footpath. Originally connected to River at Hithermoor Road end, but blocked off many years ago, likely due to green waste fly-tipping. Long running issue with resident Mr Leer regarding flooding of the Footpath. Contact at Charles Morris redug a small channel at Hithermoor Road end to reconnect to River, to help alleviate flooding. No issues here now for several years.

### Spout lane/Recreation ground flooded area:

Although there is not a known ordinary watercourse here, there is the presence of a semi-permanent source of water located in the Stanwell Moor recreation ground, on spout lane.

Photo of the water source located in the Stanwell moor recreation ground



**Stanwell Town:**

Longford river:

The Longford river is an artificial watercourse that is a distributary of the Colne designed to embellish Bushy Park and Hampton Court Palace. It was constructed for Kings Charles II as a water supply for Hampton court palace.

The watercourse is 12 miles long, joining lakes within the grounds of Hampton Court Palace.

The Longford is bordered on one side by a Surrey Highway and on the other by the London Borough of Hillingdon. There is no Spelthorne Borough Council owned land and so riparian responsibility is not held.

Longford river in north Stanwell	



The border of Stanwell Fields School:

Riparian ownership for SBC	Comments
None	There are no concerns here, it is a reactive situation

**Shortwood Area:**

Shortwood Common

There are two ordinary watercourses that flow through Shortwood common.

Riparian ownership for SBC	Inspection	Comments
Spelthorne land	Annual	Occasional clearance work but little flood threat to properties here, other than where borders Sykes Drive. Here the ditch is deep so still low risk.

Shortwood Avenue

A small watercourse that runs adjacent to Shortwood Avenue, into Shortwood pond.

Riparian ownership for SBC	Comments
Shortwood Common	There are no concerns here.

## London Road Allotments

<b>Riparian ownership for SBC</b>	<b>Inspection</b>	<b>Comments</b>
Spelthorne land	Monitored by Allotment site rep	No Concerns

## North of London Road

<b>Riparian ownership for SBC</b>	<b>Comments</b>
None	Private Land, no access. Do not monitor

## Shortwood North Allotments

<b>Riparian ownership for SBC</b>	<b>Comments</b>
Shortwood Allotments	No concerns here

## **Staines:**

### Moor Lane

On three areas where watercourses interact with the grass verges on Moor Lane.

<b>Riparian ownership for SBC</b>	<b>Inspection</b>	<b>Comments</b>
Grass verges by Berkeley Close		No concerns here
Moor Lane Allotments & Common Land	Annual inspection	Occasional vegetation clearance



Moor Lane Common Land	Annual inspection	Occasional vegetation clearance/Litter Pick
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### Moor Lane North

Riparian ownership for SBC	Inspection	Comments
Church Lammas		No concerns here, the channel is fairly wide and deep.

### Birch Green & Moormede

Riparian ownership for SBC	Inspection	Comments
Birch Green Common Land	Annual Inspection	No Concerns as the ditch is dry.

## **Shepperton:**

### Manor Park Cricket Ground (Las Palmas)

Riparian ownership for SBC	Inspection	Comments
Manor Park	Annual Inspection	No Concerns

### Ferry Lane

Riparian ownership for SBC	Inspection	Comments
None	Annual Inspection	Has been cleared previously by Community Payback (arranged by local councillor)

### River Ash side channel

<b>Riparian ownership for SBC</b>	<b>Inspection</b>	<b>Comments</b>
Studios Walk	Annual Inspection (Biodiversity Officer)	Managed by the Biodiversity Officer

### Thames Meadow

<b>Riparian ownership for SBC</b>	<b>Inspection</b>	<b>Comments</b>
Land bordering Walton Lane	Annual Inspection	Channel opened up after redevelopment of Walton bridge. Can become overgrown and collect litter. Occasional clearance required

### Felix Lane

<b>Riparian ownership for SBC</b>	<b>Comments</b>
None	We paid for part of this watercourse to be culverted to reduce flood risk to bordering properties. This has left some onus on us to maintain but we are not a riparian owner here, so technically it should now be down to the residents.

### Nutty Lane

<b>Riparian ownership for SBC</b>	<b>Comments</b>
None	None

### **Lower Sunbury:**

#### Markway/Lower Sunbury ditch

<b>Riparian ownership for SBC</b>	<b>Inspection</b>	<b>Comments</b>
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None - but footpath side is unregistered land	Annual Inspection	Minor flow/mostly dry watercourse. Does get quite vegetated in places and some fly-tipping. One side is bordered by residential properties the other by a public footpath. The footpath is on unregistered land so has no clear riparian owner. Spelthorne have occasionally carried out work here as have voluntary groups. The downstream grill does get partially blocked with detritus and needs clearing once a year.
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## Ashford Common:

## Spelthorne Wetspots

As of Surrey County Council, 2020

ID	Road Name	Town/ Village	Status	Score
SP039	Town Lane	Stanwell	InProgress	259
SP011	Thames Side	Laleham	Dormant	251
SP021	Ashford Road	Ashford	Dormant	151
SP003	Charlton road	Charlton	Resolved	137
SP050	Wheatsheaf Lane	Staines-Upon-Thames	Dormant	131
SP038	Staines Road West	Staines-Upon-Thames	Current	121
SP023	Hithermoor Road	Stanwell Moor	Dormant	106
SP006	The Broadway	Laleham	Current	93

SP048	Church Road	Shepperton	Resolved	78
SP017	Manor Farm Avenue	Shepperton	Dormant	74
SP037	Benen-Stock Road	Stanwell Moor	Dormant	61
SP046	Hale Street	Staines-On-Thames	Dormant	37
SP049	Parkside Place	Staines-Upon-Thames	Dormant	21
SP045	Gloucester Crescent	Laleham	Resolved	16
SP004	Ford Close	Sunbury	Dormant	6
SP051	Knightsbridge Crescent	Staines-Upon-Thames	Dormant	1

**LEGEND**

- Spelthorne Boundary
- Surrounding authority areas
- Flood Warning Areas**
- Areas of Chertsey closest to the Chertse Bourne
- Chertsey Bourne at Chertsey
- Colne Brook at Colnbrook
- Properties closest to the River Thames at Sunbury
- Properties closest to the River Thames between Littleton Lane (Shepperton Green)
- Properties closest to the River Thames from Shepperton Lock to Beasley's Ait
- River Ash at Ashford and Staines
- River Colne and Frays River at West Drayton and Stanwell Moor
- River Thames at Chertsey
- River Thames at Hamm Court
- River Thames at Laleham
- River Thames at Shepperton and Lower Halliford
- River Thames at Shepperton Green
- River Thames at Staines and Egham
- River Thames at Sunbury
- River Thames at Walton
- Main Rivers
- Ordinary Watercourses

**Notes**

The Environment Agency provide a free flood warning service for many areas at risk of flooding from rivers and sea. In some parts of England the Environment Agency may be able to provide warnings when flooding from groundwater is possible. The Environment Agency free flood warning service can provide advance notice of flooding and can provide time to prepare.

The Environment Agency issue flood warnings to homes and businesses when flooding is expected. Upon receipt of a flood warning, occupants should take immediate action.

The Environment Agency issue flood alerts when flooding is possible. Flood alerts cover larger areas than flood warnings and are issued more frequently. Upon receipt of a flood warning, occupants should be prepared for flooding and to take action.

If a flood alert for groundwater is available this does not mean that your property is definitely at risk. It is very difficult to predict the exact location of flooding from groundwater as it is often related to local geology. To help people, the Environment Agency provide flood alerts for large areas that could be affected if groundwater levels are high.

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Revision Details	Suffix
Purpose of Issue	
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Client	



**Project Title**  
Spelthorne Borough Council Strategic Flood Risk assessment (Level 1)

Drawing Title			
Flood Warning Areas			
Drawn	Checked	Approved	Date
HB	SL	EC	Jan 2018

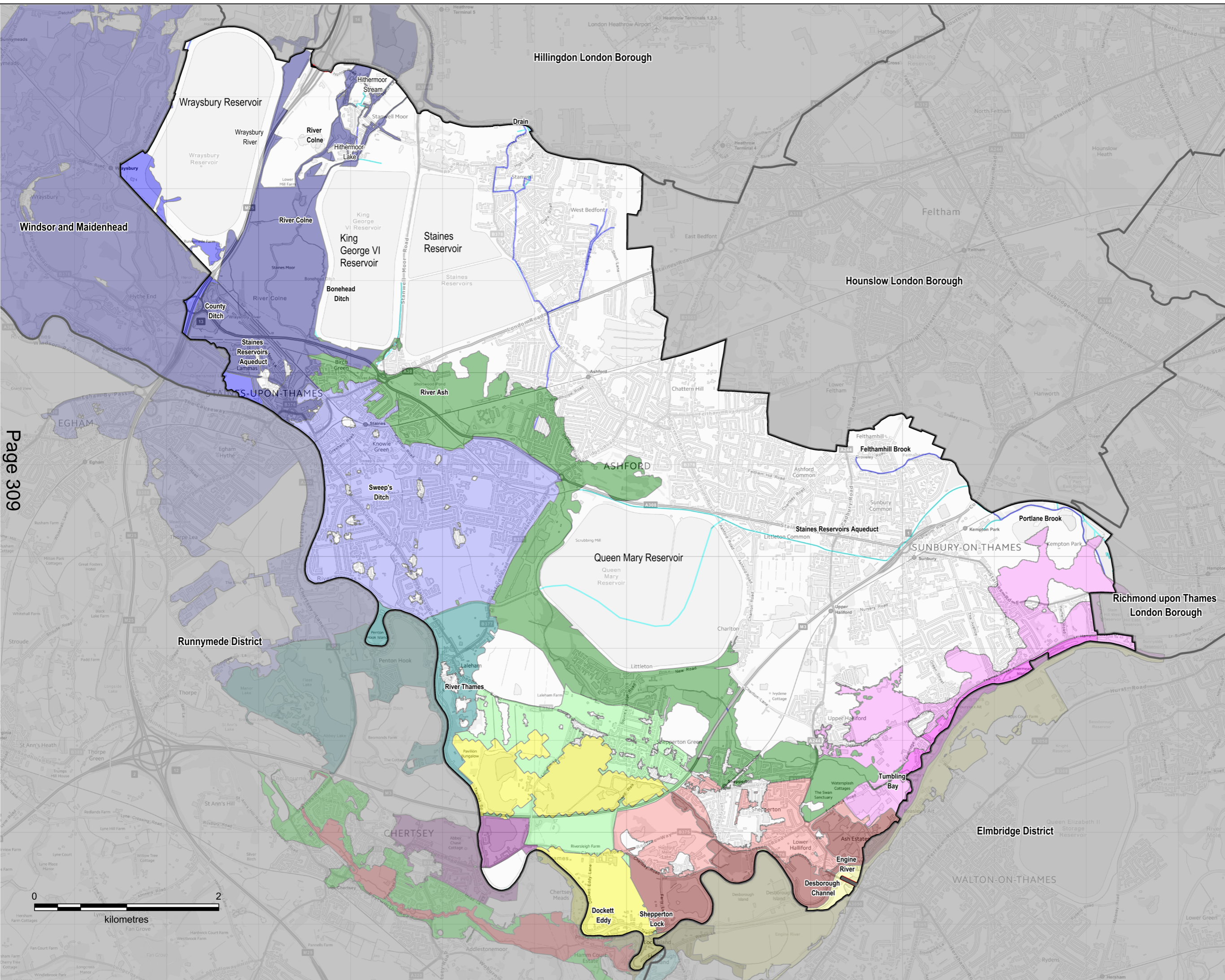
AECOM Internal Project No. 60559796 Scale at A3 1:36,900

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### CIL Update

The Strategic CIL Bidding Round closed on the 30<sup>th</sup> June. A number of bids were received which have undergone an initial Officer review and will be presented to the CIL Task Group in due course. The Local CIL Spending Boards took place in early August. We were pleased to see applications come forwards from worthy community projects, and Local CIL has been allocated to best support the areas and projects which require it. Chairs were elected for the Local Boards who will now sit on the Strategic CIL Task Group in order to ensure borough wide representation to consider Strategic Bids going forward.

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## Spelthorne Borough Council Services Committees Forward Plan and Key Decisions

This Forward Plan sets out the decisions which the Service Committees expect to take over the forthcoming months, and identifies those which are **Key Decisions**.

A **Key Decision** is a decision to be taken by the Service Committee, which is either likely to result in significant expenditure or savings or to have significant effects on those living or working in an area comprising two or more wards in the Borough.

Please direct any enquiries about this Plan to [CommitteeServices@spelthorne.gov.uk](mailto:CommitteeServices@spelthorne.gov.uk).

## Spelthorne Borough Council

### Service Committees Forward Plan and Key Decisions for 1 September 2023 to 31 December 2023

Anticipated earliest (or next) date of decision and decision maker	Matter for consideration	Key or non-Key Decision	Decision to be taken in Public or Private	Lead Officer
Environment and Sustainability Committee 05 09 2023	Climate Change Supplementary Planning Document	Non-Key Decision	Public	Laura Richardson, Senior Planning Officer
Environment and Sustainability Committee 05 09 2023	Green Initiatives Fund Bids	Non-Key Decision	Public	Sandy Muirhead, Group Head - Commissioning and Transformation
Environment and Sustainability Committee 05 09 2023	Planning Development Management Performance	Non-Key Decision	Public	Esme Spinks, Planning Development Manager
Environment and Sustainability Committee 05 09 2023	Staines Conservation Area Appraisal	Non-Key Decision	Public	Esme Spinks, Planning Development Manager, Russ Mounty, Team Leader, Planning Development Management
Environment and Sustainability Committee 05 09 2023	Update of Rivers and Waterways	Non-Key Decision	Public	Timothy Snook, Sustainability Officer
Environment and Sustainability Committee 05 09 2023	Update on Climate Change Strategy	Non-Key Decision	Public	Timothy Snook, Sustainability Officer

Date of decision and decision maker	Matter for consideration	Key or non-Key Decision	Decision to be taken in Public or Private	Lead Officer
Environment and Sustainability Committee 21 11 2023	Housing Delivery Test Action Plan	Key Decision It is significant in terms of its effect on communities living or working in an area comprising two or more wards	Public	Ann Biggs, Strategic Planning Manager
Environment and Sustainability Committee 21 11 2023	Update on Biodiversity Net Gain	Non-Key Decision	Public	Andi Roy, Bio-Diversity Officer, Laura Richardson, Senior Planning Officer
Environment and Sustainability Committee	Stanwell Conservation Area	Non-Key Decision	Public	Esme Spinks, Planning Development Manager
Environment and Sustainability Committee	Shepperton Conservation Area	Non-Key Decision	Public	Esme Spinks, Planning Development Manager
Environment and Sustainability Committee	Manygate Lane Conservation Area	Non-Key Decision	Public	Esme Spinks, Planning Development Manager
Environment and Sustainability Committee	Lower Sunbury Conservation Area	Non-Key Decision	Public	Esme Spinks, Planning Development Manager
Environment and Sustainability Committee	Lower Halliford Conservation Area	Non-Key Decision	Public	Esme Spinks, Planning Development Manager
Environment and Sustainability Committee	Laleham Conservation Area	Non-Key Decision	Public	Esme Spinks, Planning Development Manager

Date of decision and decision maker	Matter for consideration	Key or non-Key Decision	Decision to be taken in Public or Private	Lead Officer
Environment and Sustainability Committee	Strategic Planning - Car Parks in Staines	Non-Key Decision	Public	Ann Biggs, Strategic Planning Manager
Environment and Sustainability Committee	Upper Halliford Conservation Area	Non-Key Decision	Public	Esme Spinks, Planning Development Manager