



*Please reply to:*

Contact: Matthew Williams  
Service: Committee Services  
Direct Line: 01784 446224  
E-mail: m.williams@spelthorne.gov.uk  
Date: 27 October 2023

## **Notice of meeting**

### **Development Sub-Committee**

**Date:** Monday, 6 November 2023

**Time:** 7.00 pm

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

#### **To the members of the Development Sub-Committee**

Councillors:

H.R.D. Williams (Chair)  
S.N. Beatty (Vice-Chair)  
M. Beecher  
M. Bing Dong

T. Burrell  
R. Chandler  
M. Gibson  
K. Howkins

N. Islam  
L. E. Nichols  
J.R. Sexton

Substitute Members: Councillors C. Bateson, J.T.F. Doran, S.M. Doran, S.A. Dunn, A. Gale, M. Arnold, K. Rutherford and Woodward

*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**

[www.spelthorne.gov.uk](http://www.spelthorne.gov.uk) [customer.services@spelthorne.gov.uk](mailto:customer.services@spelthorne.gov.uk) Telephone 01784 451499

# Agenda

Page nos.

- 1. Apologies for absence & Substitutions**

To receive any apologies for non-attendance and details of Member substitutions.
- 2. Minutes** **5 - 12**

To confirm as a correct record the minutes of the meeting held on 02 October 2023.
- 3. Disclosures of Interest**

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

The Chair, or his 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. Urgent Actions**

To consider any urgent action that have arisen since last meeting.
- 7. Forward Plan** **13 - 16**

To note the Forward Plan for future Development Sub-Committee business.
- 8. Thameside House, Oast House, Benwell House Phase 2 and Ashford Multi-Storey Car Park Current Planning Submissions** **17 - 26**

To consider a report on the withdrawal or progression of planning submission for the above sites.
- 9. Asset Management Strategy** **To Follow**

To receive an update on the Asset Management Strategy.

- |            |  |                      |
|------------|--|----------------------|
| <b>10.</b> | <b>Proposals for Partnership Development Delivery - Timetable/Framework</b>  | <b>Verbal Report</b> |
|            | To receive a verbal update on the proposals for Partnership Development Delivery.  |                      |
| <b>11.</b> | <b>Exclusion of Public and Press (Exempt Business)</b>   |                      |
|            | To move the exclusion of the Press/Public for the following items, in view of the likely disclosure of exempt information within the meaning of Part 1 of Schedule 12A to the Local Government Act 1972, as amended by the Local Government (Access to Information) Act 1985 and by the Local Government (Access to information) (Variation) Order 2006. |                      |
| <b>12.</b> | <b>Local Authority Housing Fund Property Acquisitions</b>  | <b>27 - 58</b>       |
|            | To consider a report on Local Authority Housing Fund Residential Acquisitions.   |                      |
| <b>13.</b> | <b>Waterfront Development Report</b>   | <b>Verbal Report</b> |
|            | To receive a verbal update on the Waterfront Development.  |                      |
| <b>14.</b> | <b>Quarterly Update on Projects</b>  | <b>To Follow</b>     |
|            | To receive an update on projects from the Asset Management Consultant.   |                      |

This page is intentionally left blank

Document is Restricted

This page is intentionally left blank

**Minutes of the Development Sub-Committee  
2 October 2023**

**Present:**

Councillor H.R.D. Williams (Chair)  
Councillor S.N. Beatty (Vice-Chair)

Councillors:

M. Beecher	M. Gibson	J.R. Sexton
M. Bing Dong	K. Howkins	
T. Burrell	L. E. Nichols	

**Apologies:** Councillor R. Chandler

**In Attendance:** Councillor C. Bateson

**131/23 Apologies for absence & Substitutions**

Apologies were received from Councillor Rose Chandler.

**132/23 Minutes**

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

**133/23 Disclosures of Interest**

Councillor Nichols advised that he was a member of Knowle Green Estates Board.

**134/23 Questions from members of the Public**

There were none.

**135/23 Ward Issues**

There were none.

### **136/23 Urgent Actions**

There were none.

### **137/23 Forward Plan**

The Committee queried the status of the annual business plans for commercial properties. The Asset Manager confirmed that business plans for each of the commercial properties should be delivered by March 2024. The Committee requested that this be added to the forward plan.

The Committee **resolved** to note the forward plan with the inclusion of the above items.

### **138/23 Asset Management Strategy**

The Sub-Committee received an update on the Asset Management Strategy from the Asset Manager. A workshop had taken place with agreed members of the Development Sub-Committee to review the draft strategy, and a collaborative approach was established to ensure the strategy was councillor led and supported by officer input. The strategy would set out key strategic priorities and objectives for the investment portfolio, the development and regeneration portfolio, and the municipal portfolio.

Members of the Committee reviewed the strategic priorities set out for the three portfolios. The Committee explored how each of the priorities may impact the portfolios. Further detailed information regarding sites and opportunities were being compiled to feed into the strategy. An update would be provided for the sub-committee and Corporate Policy and Resources Committee in November with the further requested details. More workshops would be scheduled before the strategy was presented to Council in December.

The Sub-Committee **resolved** to note the update on the Asset Management Strategy.

### **139/23 Exclusion of Public and Press (Exempt Business)**

It was proposed by Councillor Gibson seconded by Councillor Sexton and **resolved** to exclude the public and press be excluded for the following agenda items, in accordance with paragraph 3 of part 1 of Schedule 12A of the Local Government Act 1972 (as amended) because it was likely to disclose information relating to the financial or business affairs of any particular person (including the authority holding that information) and in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information because, disclosure to the public would prejudice the financial position of the authority



in being able to undertake even-handed negotiations and finalizing acceptable contract terms.

**140/23 Investment Property Review**

The Sub-Committee received an update on the investment property review.

The Principal Asset Manager anticipated that further information would be available at the December meeting of the Development Sub-Committee.

The Sub-Committee **resolved** to note the update on the investment property review.

**141/23 Local Authority Housing Fund Acquisitions Round 2**

The Sub-Committee considered a report on acquisitions from round two of funding from the Local Authority Housing Fund.

The Sub-Committee **resolved** to approve the recommendations as set out in the report.

This page is intentionally left blank



## 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 27 October 2023 to 31 May 2024

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
Development Sub-Committee 06 11 2023	Asset Management Strategy	Non-Key Decision	Public	Coralie Holman, Group Head Assets
Development Sub-Committee 06 11 2023	Proposals for Partnership Development Delivery - timetable/framework Presentation	Non-Key Decision	Public	Coralie Holman, Group Head Assets
Development Sub-Committee 06 11 2023	Benwell House, AMSCP and Thameside Update	Non-Key Decision	Public	Coralie Holman, Group Head Assets
Development Sub-Committee 06 11 2023	LAHF Property Acquisitions	Key Decision It is significant in terms of its effect on communities living or working in an area comprising two or more wards	Private	Coralie Holman, Group Head Assets
Development Sub-Committee 06 11 2023	Quarterly Update on Projects	Non-Key Decision	Private	Jeremy Gidman, Asset Management Consultant
Development Sub-Committee 06 11 2023	Waterfront Development Report	Non-Key Decision	Private	Coralie Holman, Group Head Assets
Corporate Policy and Resources Committee 27 11 2023				

Date of decision and decision maker	Matter for consideration	Key or non-Key Decision	Decision to be taken in Public or Private	Lead Officer
Development Sub-Committee 11 12 2023	Development Delivery Next Steps	Non-Key Decision	Private	Coralie Holman, Group Head Assets
Development Sub-Committee 08 01 2024	Annual Business Plans	Non-Key Decision	Private	Jeremy Gidman, Asset Management Consultant, Coralie Holman, Group Head Assets
Development Sub-Committee 08 01 2024	Investment Portfolio Update	Non-Key Decision	Public	Katherine McIlroy, Asset Manager
Development Sub-Committee 08 01 2024	Tender Report for Investment Portfolio Review	Non-Key Decision	Private	Sian Bowen, Principal Asset Manager

This page is intentionally left blank

## Development Sub Committee



6 November 2023

<b>Title</b>	<i>Thameside House, Oast House, Benwell House Phase 2 and Ashford Multi-Storey Car Park current planning submissions</i>
<b>Purpose of the report</b>	To make Key Decisions
<b>Report Author</b>	<i>Coralie Holman – Group Head Assets</i>
<b>Ward(s) Affected</b>	Ashford, Staines & Sunbury Wards
<b>Exempt</b>	No
<b>Corporate Priority</b>	Community Affordable housing Environment Service delivery
<b>Recommendations</b>	<p><b>This Committee is asked to consider approve:</b></p> <ol style="list-style-type: none"> <li>1. Withdrawal of the current <b>Thameside House</b> planning submission</li> <li>2. Withdrawal of the current <b>Oast House</b> planning submission</li> <li>3. Withdrawal of the current <b>Benwell Phase 2</b> planning submission</li> <li>4. Progression of the current <b>Ashford Multi Storey Car Park</b> planning submission for determination.</li> </ol>
<b>Reason for Recommendation</b>	<p><i>There is currently 4 planning applications on Council owned sites which were submitted for planning approval prior to October 2023, but are yet to be considered by the Council's Planning Committee as they have been put on 'hold' pending the outcomes of broader Council decisions around direct development delivery of residential schemes.</i></p> <p><i>On 16<sup>th</sup> October 2023 the Corporate Policy and Resources Committee agreed to i) support the suspending of direct delivery of residential development on Council owned sites and ii) explore new ways of delivering the Council's affordable housing priorities.</i></p> <p><i>On 19<sup>th</sup> October 2023 Full Council agreed to suspend direct delivery of development.</i></p> <p><i>Following these decisions, this committee is asked to decide whether the 4 planning applications should be withdrawn or progress to planning determination to enable 'scheme' designs to be re-considered or concluded.</i></p>

## 1. Summary of the report

- 1.1 Following the decision by Full Council on 19<sup>th</sup> October 2023 to suspend the Council's development programme, new ways of delivering the Council's affordable housing priorities are being explored. This provides the Council with the opportunity to consider a new vision and agree collaborative outcomes for mixed use development in Staines-upon-Thames, utilising a masterplan approach where the Council has comprehensive land holdings. Revisiting development on sites, not included within the 'masterplan' both in Staines and the wider Borough also provides the opportunity for the Council to input in scheme designs, consult with residents and communities to deliver new housing and continue to deliver on affordable housing priorities
- 1.2 The sites outlined below currently have planning applications in existence that have yet to be determined and this committee is asked to consider whether it wishes to progress these current schemes through to planning committee.

## 2. Key issues

- 2.1 Full Council approved, at its meeting on 19<sup>th</sup> October, the reduction in future additional borrowing and suspension of the direct delivery of residential development by the Council. This decision was supported by the Council's Corporate Policy and Resources Committee (CPRC), who on 16<sup>th</sup> October agreed Members of the Development Sub Committee, working with Officers, should explore alternative ways of delivering the Council's affordable housing priorities.
- 2.2 Four sites owned by the Council currently have planning applications that have been submitted but are yet to be determined by the Council's planning committee. This committee is asked to consider and agree how these applications should be dealt with from an applicant perspective following the recent change of development approach outlined above.
- 2.3 The proposed scheme at **Thameside House** in Staines consists of an 11-storey design comprising 105 apartments and offices. Recent feedback from Councillors is this scheme is not supported by the majority of Councillors due to the height and mass. The proposed site design is shown at **Appendix 1**.
- 2.4 The proposed scheme at **Oast House** in Staines consists of a multi storey design ranging between 9 and 12 storeys comprising 185 apartments and 4188 sq. ft of workspace. Recent feedback from Councillors is this scheme is not supported by the majority of Councillors due to the height and mass. The proposed site design is shown at **Appendix 2**.
- 2.5 The proposed phased 2 scheme at **Benwell House** in Sunbury consists of a 35-unit design, shown in **Appendix 3**. Recent feedback from Councillors is this scheme is not supported by the majority of Councillors due to the height and mass and loss of trees with Tree Preservation Orders. Part of this application also included proposals for a new refuse system serving both the existing Phase 1 Benwell residential accommodation on the site as well as the new phase 2 development.



- 2.6 The Phase 1 development is owned by Knowle Green Estates (KGE), the Council's housing company. If the decision of this committee is to withdraw the current planning application, there may be a requirement for a stand-alone planning application to be submitted in respect of a new refuse system. This system is effectively specialist underground refuse containers known as Sulo bins. If a refuse application was progressed as a stand-alone item, it is expected there would be additional costs of £2,500 to be met by KGE.
- 2.7 The proposed scheme on the site of the current **Ashford Multi-storey Car Park**, shown in **Appendix 4** consists of 42 units over 5 storeys with 52,000 sq. feet of community/commercial space on the ground floor. Recent feedback from Councillors is this scheme is supported by the majority of Councillors. Councillors have been more involved in the scheme design and have informed and approved height, density, affordable housing, public parking, and potential ground floor community uses.
- 2.8 All 4 Planning applications have been 'suspended' within the planning approval system, whilst the decisions were taken by Full Council and CPRC as outlined above.
- 2.9 Providing planning certainty on these and other sites will assist with removing development risk and securing higher financial returns. A site that has had planning approval refused creates greater risk and uncertainty and therefore could have a negative impact on financial returns.
- 2.10 A key factor of any scheme is whether it is financially viable within the market place. This will impact the Council's ability to secure delivery partners and dispose of sites. A site without a sufficient number of units due to a reduction in height and mass may result in a scheme not being deliverable without financial subsidy from the Council.

### 3. Options

#### 3.1 Thameside House

- a. **Withdraw (recommended)** – Withdrawing the application will allow Members to consider a more comprehensive mixed-use masterplan led strategy which can be redesigned so that it aligns with the emerging local plan. This also allows members to consider the most suitable range of uses, heights and densities for the site.
- b. Ask the LPA to continue suspending determination of the application with a view to revising the current planning application – **(not recommended)** - this doesn't allow Members supported by officers to consider proposals for a masterplan approach in Staines with a new and fresh vision.
- c. Progress the current Planning Application **(not recommended)** – It is likely if this planning application is progressed to a planning committee meeting it would be refused due to the reasons outlined above.

#### 3.2 Oast House

- a. **Withdraw (recommended)** – Withdrawing the application will allow Members to consider a more comprehensive mixed-use masterplan led strategy which can be redesigned so that it aligns with the emerging local plan. This also allows members to consider the most suitable range of uses heights and densities for the site.

- b. Ask the LPA to continue suspending determination of the application with a view to revising the current planning application – **(not recommended)** - this doesn't allow Members supported by officers to consider proposals for a masterplan approach in Staines with a new and fresh vision.
- c. Progress the current Planning Application **(not recommended)** – It is likely if this planning application is progressed to a planning committee meeting it would be refused due to the reasons outlined above.

### 3.3 Benwell House Phase 2 –

- a. **Withdraw – (recommended)** – Withdrawing the application will allow Members to consider how the site can be redesigned and consulted upon so that it aligns with the emerging local plan. This also allows members to consider heights, densities, and tree preservation on the site.
- b. Ask the LPA to continue suspending determination of the application with a view to revising the current planning application – **(not recommended)** - this doesn't allow Members supported by officers to meaningfully engage with the LPA to make progress with consulting on alternative options, which will meaningfully address the height, mass, and tree protection concerns.
- c. Progress the current Planning Application **(not recommended)** – It is likely if this planning application progressed to a planning committee meeting it would be refused due to the reasons outlined above.

### 3.4 Ashford MSCP –

- a. **Withdraw (not recommended)** – from conception, the brief and design for this scheme has been informed and supported by local councillors and this Committee. Withdrawing the application is unlikely to achieve any preferable outcomes but would result in additional consultant fees to review/redesign the current scheme.
- b. Ask the LPA to continue suspending determination of the application with a view to revising the current planning application **(not recommended)** - as there is support for the current application by Members and it is understood the scheme is planning compliant, it is unlikely a review of alternative options will achieve any financial or other benefits, but instead will occur additional costs.
- c. **Progress Planning Application To Determination (recommended)** – given local Councillor and this Committee's support for the current scheme, it is recommended that this progressed to determination. Achieving planning certainty will assist Members with an earlier delivery of the development through a preferred delivery route.

## 4. Financial implications

- 4.1 There are limited implications in progressing the recommended options. Where current planning applications are withdrawn, existing surveys and design information can be reused to inform alternative designs which members feel are more appropriate. However, the longer it takes the Council to achieve an outcome on each of these sites the more holding costs will accumulate.

- 4.2 The Council may find that schemes are no longer financially viable based on the land prices paid by the Council, where the height and density of schemes are reduced. This would result in the Council agreeing financial write downs or financial subsidies to make the schemes viable for a third-party developer.

## **5. Risk considerations**

- 5.1 Risk: If planning applications are progressed to determination, it is highly likely that Thameside House and Benwell House Phase 2 would be refused. This would place constraints on how the sites could be delivered in the future and may make them less attractive to future delivery partners. This reinforces the recommendation to withdraw these applications.
- 5.2 Equally, without progressing Ashford MSCP's planning application to determination (which is supported by councillors), The Council and their chosen delivery partner would not have the certainty of being able to progress the project.
- 5.3 In reducing heights and densities, The Council may find that schemes are no longer financially viable based on the land prices paid by the Council.

## **6. Procurement considerations**

- 6.1 Any procurement required as a result of the above approvals will be carried out in accordance with the Council's Contract Standing Orders and with the Public Contracts Regulations 2015.
- 6.2 As the market had been notified of a procurement for a contractor to develop the proposed design for Thameside House, if this is not going to be progressed in the same manner, the Council will need to formally notify the market accordingly.

## **7. Legal considerations**

- 7.1 Although there are no direct legal considerations, in making a decision on these sites, the council should consider its obligations under the Housing Act 1996 to secure accommodation its area for those persons/households who are eligible for assistance or homeless.
- 7.2 The Council has a general duty to achieve best value further to the Local Government Act 1999. This requires the Council to "make arrangements to secure continuous improvement in the way in which functions are exercised having regard to a combination of economy, efficiency and effectiveness." Deciding on how to progress the development of these site will ensure compliance with the Council's best value duty.

## **8. Other considerations**

The recommendations in this report seek to provide a way for the Council to review aspirations for these sites in light of the new approach to partnership working and seeking collaborative outcomes which will facilitate identifying suitable partnership arrangements to bring forward the delivery of these sites.

**9. Equality and Diversity**

Delivery of housing whether directly or indirectly impacts most greatly on the most vulnerable in our community. Therefore, it is important that The Council takes positive steps to ensure the Council's sites are utilised to enable early delivery of much needed affordable housing stock.

**10. Sustainability/Climate Change Implications**

Each planning submission will need to fully comply with requirements of planning legislation and Building Regulations. Members may also include any additional priorities as part of the development delivery strategies for each site.

**11. Timetable for implementation**

Upon agreement from this Committee

**12. Contact**

Coralie Holman c.holman@spelthorne.gov.uk

**Background papers:**

None

**Appendices:**

- Appendix 1 – Thameside House Status Slide
- Appendix 2 – Oast House Status Slide
- Appendix 3 – Benwell House Phase 2 Status Slide
- Appendix 4 – Ashford MSCP Status Slide

# Thameside House

- Proposed Mixed use scheme
- 105 Flats (33 x 2 Bed, 9 x 1 Bed)
- 105 residents parking spaces and 120 office spaces + Cycle spaces
- 11,9 and 5 Storeys at Block A and 8 storeys at Block B.



# Oast House Site

- Proposals for 185 flats, 4188 sq ft workspace and conversion of Listed Oast House for incubator/community uses.
- 0.7 car spaces/apartment + on site disabled spaces and cycle spaces
- 100% Electric residential vehicle charging
- Comprehensive landscaping including shared surfaces.
- Max 12,10, 9,5, and 3 storeys. Tallest buildings adjacent rail track.





# Benwell Phase 2

---

- 35 Flats (21 x 2 Bed, 11 x 3 Bed) for open market private rent.
- 35 residents parking spaces + cycle spaces
- 100% Electric vehicle charging
- Comprehensive landscaping including 48 new trees.
- 5 storey building (ground plus 4)



# Ashford MSCP

---

- 42 Flats (33 x 2 Bed, 9 x 1 Bed)
- Flexible Community/ Commercial space (52,000 sqft)
- 42 Residents Parking spaces + Cycle spaces
- 100% Electric vehicle charging posts
- 38 New Public Parking spaces
- 5 Storey building (Ground plus 4)





Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank