

Part II: Conservation Area Management Plan

1. Introduction

HRH the Prince of Wales is the Patron of the Whiteley Village Appeal. When visiting the village in 2007, he said:

“...Whiteley Village is the largest single site of almshouses in the United Kingdom. It has been in existence for over 100 years and is run by the Whiteley Homes Trust. This Charitable Trust has, as a result of its endeavours, preserved the village enabling it to be recognised today as a national treasure of enduring character and as a caring community by reputation and recommendation for the elderly of limited means. The village is nationally recognised as a high value heritage asset and a role model for the care of the elderly in modern times.”

This record of achievement by the Trustees, both past and present, needs to be taken into full account when considering their motives behind planning for the future of the village. The Trustees are the Legal Guardians of the Heritage Asset and they have a duty to forward plan in order to secure the future of the village for its beneficiaries.

These twin responsibilities are inextricably linked and cannot be separated. The Trust is not driven by wholly commercial considerations but by deliberate and sensitive long term planning to achieve the difficult balance between conservation and operating requirements. The production of this document is evidence of this. The Conservation Area Management Plan which is discussed in this section, is designed to sign post the future strategic direction which the Trustees should take.

Due to its nature as a Charitable Trust of long standing, the Trust’s timescales are long term and extend beyond that of the current Local Development Framework. Working within the existing policy framework, the Management Plan proposed seeks to provide a series of sign posts to guide the future. It is written as a reference point for all stakeholders involved in securing the long term future of the Village and its charitable mission. It will be subject to regular review to allow it to adapt as necessary to changing circumstances and its planning context.

The Trust is one of the largest affordable housing providers in the Borough of Elmbridge and has been for the best part of a century, providing over 5% of the affordable housing stock. There are in excess of 500 elderly residents residing in :

- *263 cottages all built in the almshouse tradition*
- *An extra-care facility comprising 51 apartments*
- *A care centre with 82 beds providing nursing, residential and end of life care*
- *A residential home with 27 beds.*

Additionally the Trust provides accommodation for its key workers and others. Without this subsidised provision the Trust would have great difficulty recruiting and retaining its 140 or so personnel.

This compares to the total stock of sheltered housing within Elmbridge Borough Council's area of 1,321 units (Strategic Review of Housing Provision for Older People in Elmbridge. October 2009). Whiteley Village therefore provides the equivalent of 24% of the sheltered housing stock within Elmbridge Borough and can be regarded as a major stakeholder in the provision of affordable housing for the elderly in the Borough.

However, although an extremely pleasant historic living environment, the Village has also been faced in the past with significant problems to address, mainly to do with its aging infrastructure, the need to invest heavily in upgrading its cottages (which did not provide a modern standard of accommodation) and the fact that they are all statutory listed buildings (at Grade II). By year end 2012, the Trust will have invested in excess of £30m since 2000 renewing and upgrading its infrastructure, modernising the Grade II Listed Cottages and on developing new projects, notably the extra-care facility. The Cottage upgrading programme is currently approximately 75% complete. The Whiteley Homes Trust considers that there will continue to be a need to undertake development to maintain its role as an essential provider of affordable housing and care for the elderly and to respond to circumstantial changes and market conditions. The maintenance of its estate of heritage assets is a continuous commitment and an ongoing process.

To help ensure that it can remain sustainable, the Trust, in common with other affordable housing and healthcare providers, requires the comfort of a supportive policy framework in which to operate. Having such a framework has worked in the recent past. The Trust's projects to upgrade, modernize and expand its facilities and infrastructure have been at zero cost to the public purse. Details of planning permissions still to be exercised are included in Appendix 5. Demographic changes, different patterns of care delivery and the on-going burden

of repairs and renewals will inevitably result in more capital planning in the years ahead. The Trust considers that it needs to be able to maintain its sustainability into the foreseeable future, having regard to its role as a heritage steward, the size of its estate and its vital social contribution to the community at large.

The economic imperative for the organic growth and expansion of the village over time was set out by the Trust in the Whiteley 2012 document submitted to the Council in October 2008 as part of the Local Development Framework process. This outlined for indicative purposes only the scale and function of the development projects likely to be envisaged by the Trust over the next 50 year period. The elements the Trust considers necessary are :

- *Staff accommodation : a new apartment building to provide 30 new key worker flats for essential staff*
- *Cottages : 90 new cottages to provide more affordable elderly housing*
- *New care centre : to provide between 80 – 100 new beds*
- *Extra care (dementia) : conversion of existing care centre*

- *Administration centre : rationalise and extend the existing building by about 150 sq m.*
- *Leisure and education centre : new building of about 600 sq m*

The elements mentioned reflect the long term aspirations of the Trust and have been put forward on the basis of an open, transparent approach to allow the local planning authority, other public bodies and the general public to engage positively. The need for the Village's residents to have more access to a better range of facilities were reflected in some of the comments made during the public consultation exercise. The need for a health club was mentioned as was better access to banks, shops and the like.

The fact that these elements are referred to within this document does not mean that planning permission will automatically be granted for them or that the overriding planning policy framework has been changed. Each of the elements would have to be the subject of individual planning applications and assessed with regard to the prevailing planning policy framework at a particular time. Green Belt policy is particularly restrictive and where relevant the Trust may still have to establish very special circumstances to justify any grant of planning permission. The council will still retain ultimate control.

2. Legislative background

The designation and appraisal of any conservation area is not an end in itself. The purpose of this document is to present proposals to achieve the preservation and enhancement of the conservation areas' special character, informed by the appraisal, and to consult the local community about these proposals. The special qualities of the Whiteley Village Conservation Area have been identified in Part 1: the appraisal and will be subject to monitoring and reviews on a regular basis. This guidance draws upon the themes identified in Section 8 of the conservation area appraisal 'Negative features and issues' and highlights the areas likely to be subject to change within the Village (please see chapter 11 of Part II). The document is intended to be a framework for the Local Planning Authority which will enable them to satisfy the statutory requirement of section 71(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 namely:

"It shall be the duty of the local planning authority from time to time to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas."

Section 69(2) states:

"It shall be the duty of the local planning authority from time to time to review the past exercise of functions....and determine whether any further parts of their area should be designated as conservation areas"

The document reflects Government guidance set out in the National Planning Policy Framework (paragraph 126-141), English Heritage – Understanding Place : Conservation Area Designation, Appraisal and Management (March 2011), policies and supplementary guidance that form part of the Elmbridge Local Plan and the leaflet entitled Conservation Areas produced by Elmbridge Borough Council.

3. Policy Background

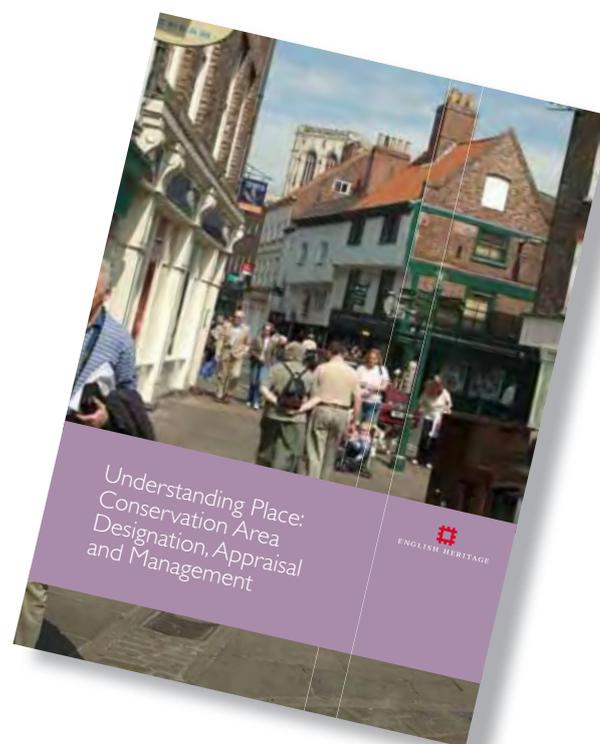
Whiteley Village is located within the Green Belt and is designated as a Conservation Area.

Almost all of the buildings and structures within the village are statutory listed.

Government policies setting out the planning framework within which the Whiteley Village Conservation Area Character Appraisal and Management Plan was prepared and operates are contained within the National Planning Policy Framework. These set out the over-arching principles and objectives for achieving sustainable development, the objectives and application of Green Belt policy; and how the impact of development should be addressed in relation to heritage assets, such as Conservation Area, listed buildings and their settings.

English Heritage – Understanding Place: Conservation Area Designation, Appraisal and Management March 2011

This publication provides guidance on conservation area designation, appraisal and management. It states that an appraisal will help local authorities to develop a management plan for the conservation area as it analyses what is positive and negative, and identifies opportunities for beneficial change or the need for additional protection and restraint. Community involvement is emphasised. The objective of an appraisal is to understand and articulate exactly why the area is special and what elements within the area contribute to this special quality and which don't.



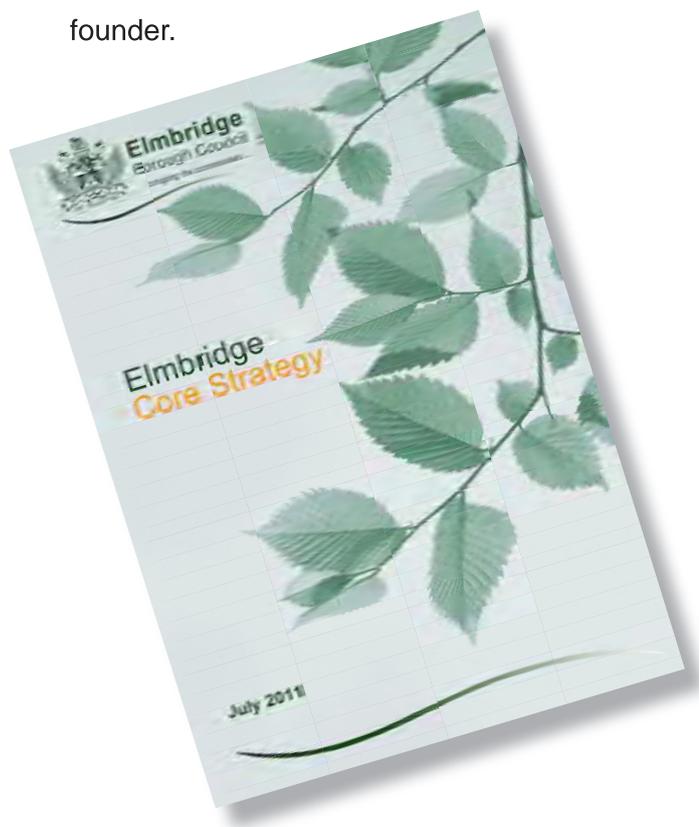
English Heritage Guidance on Conservation

The guidance advises that the management plan can help channel development pressure in a way that conserves the special quality of the conservation area. The various elements of the management plan are outlined – these include local plan policies, guidance, regeneration strategy, enhancement schemes, Street and traffic management, trees, open space and green infrastructure strategy, enforcement and remediation strategy and the use of article 4 directions.

Paragraph 3.11 also states that site-specific design guidance will encourage new development that complements the established grain, settlement pattern and character, whilst representing the time in which it is built.

Elmbridge Borough Council Adopted Core Strategy July 2011

The Council adopted its Core Strategy in July 2011. This Development Plan Document states (see paragraphs 6.29 – 6.33) that the Village plays a vital role as a provider of a range of specialist accommodation and care for older people of “limited means”. It clarifies that the unique nature of Whiteley Village means that it should be protected and its future supported, to enable it to continue to make an important contribution to the provision of accommodation and care for older people. Although not a Registered Social Landlord in terms of affordability its accommodation is targeted at those of limited means in accordance with the wishes of its founder.



Elmbridge Council Core Strategy Plan

The document recognises that, in order for Whiteley Village to continue this role and to support its long-term sustainability, limited infill development may be required. The Core Strategy proposes a more comprehensive approach to plan for the Village's future to ensure the special significance and integrity of the Village as a whole, together with its constituent parts, is protected.

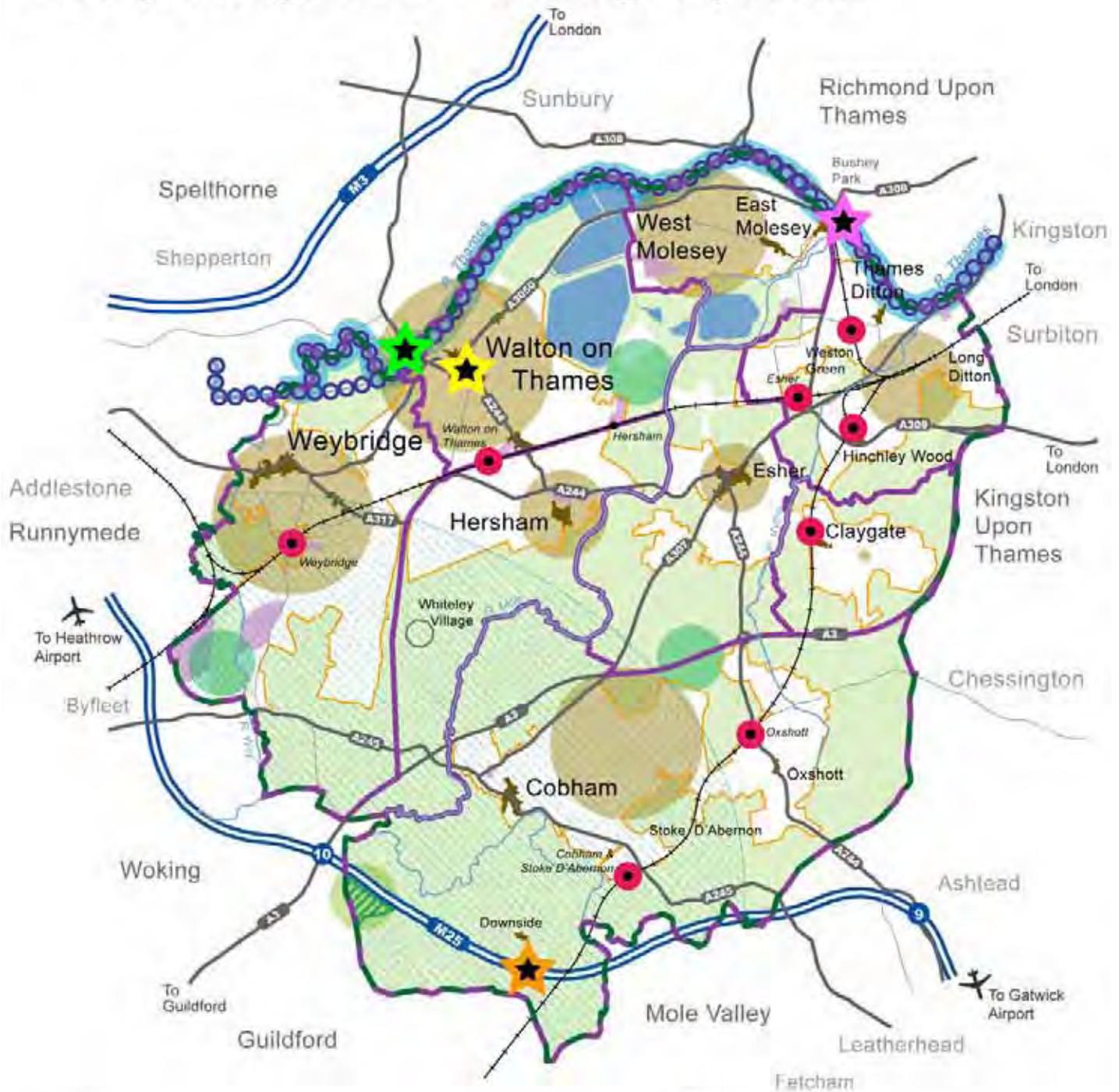
The policy proposed provides a framework for future infill development within the defined village boundary and offers a suitable balance between securing the long-term future of the village, while respecting its location within the Green Belt, its significant heritage assets and its small-scale village character. The document concludes by stating that the production of a Conservation Area Character Appraisal and Management Plan by the Whiteley Homes Trust in association with the Council and relevant partners will provide additional detail and guidance necessary to ensure future development is sensitive to the Village's many historical, architectural and landscape assets and deliver a long-term, comprehensive approach to planning for its future.

Policy CS6-‘Whiteley Village’ states that:

“In recognition of Whiteley Village’s unique circumstances, the evolving needs of its elderly residents, and the desire to conserve and enhance its character and function and support its long-term sustainability, infill development will be permitted within the village boundary as identified on the proposals map provided that:

- it is in accordance with PPG2;*
- it supports the findings of the most up-to-date Strategic Review of Housing Provision for Older People or meets a specific identified need;*
- it is at an appropriate scale in relation to the existing built up area, respects the distinct pattern and layout of the village and support its integrity;*
- it is of a high standard and seeks to complement and enrich the village’s unique character, reflecting the visionary and architectural ideas of the original concept.*
- it takes full account of the conservation status of the village and the numerous heritage assets, as well as its impact on the Green Belt*

Elmbridge Borough Council Core Strategy Diagram 2011



KEY

- | | | | | | |
|---|----------------------------|---|--|--|---|
|  | Settlement Areas |  | Motorway |  | 50 2011-2026 Anticipated Dwelling Distributions |
|  | Urban Areas |  | A Roads |  | Town Centre Improvements |
|  | Town & Village Centres |  | Railway |  | Motorway Service Station |
|  | Green Belt |  | Rivers |  | New Walton Bridge |
|  | Strategic Employment Sites |  | Borough Boundary |  | Improved Station Interchange |
|  | Thames Basin Heaths (SPA) |  | Lower Thames Strategy |  | Open Space Management & Improvements |
|  | TBH 5km Zone |  | Thames Landscape Strategy Improvements |  | Open Space Access Management & Monitoring |
|  | Open Water |  | Railway Stations |  | Railway Station Improvement |

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- *adequate utility, community and other services are available;*
- *it is related to the concept and wishes of William Whiteley and provides accommodation for people with limited means*

In order to provide more detailed guidance on the future development of the Village and ensure it is sensitive to its important historic, architectural, and landscape assets, a Conservation Area Appraisal and Management Plan will be produced by The Whiteley Village Trust, in association with the Council and English Heritage, with the aim of forming supplementary planning guidance.

In addition, the Council will support the Trust to develop the role of the village in meeting the needs of older people within the wider community and to increase public access and use to the surrounding open land.”

This policy designates Whiteley Village as a village within the Green Belt with its own clearly defined boundary.

Policy CS20-‘Older People’ sets out the Council’s strategy for supporting the older people within the borough and where possible seeks to develop and support Whiteley Village as a community hub for leisure, recreation and community activities for older people.

Fig. 70 - Elmbridge Borough Council Core Strategy Diagram 2011

Elmbridge Borough Council Replacement Local Plan adopted August 2000-Saved Policies

There are also a number of policies which remain saved in the Elmbridge Local Plan that are relevant to Whiteley Village.

In regards to developing within Conservation Areas, policy HEN11 sets out criteria which should be applied :

i) historic street patterns, plot and frontage sizes and relationships between existing buildings and spaces are respected;

ii) the scale, design and proportions of new buildings are sympathetic to the characteristic form in the area and compatible with adjacent buildings and spaces;

iii) features of architectural or historic interest such as boundaries and street furniture are retained;

iv) building materials, finishes and special details reflect those traditionally found in the locality;

v) the setting of the conservation area is not adversely affected and significant views within, into and out of the area are safeguarded;

vi) open spaces, trees and other landscape features important to the character or appearance of the area are protected;

vii) the position, scale, design and materials of any detached buildings within the curtilage of the building are in keeping with the character of the area; and

viii) levels of traffic, parking, noise or other environmental problems generated are not detrimental to the character or appearance of the area.

In summary the key planning issues relating to Whiteley Village, are the Green Belt, Listed Buildings, its historic landscape and its designation as a Conservation Area. Although the policy framework surrounding these issues is by its nature restrictive towards development, it recognises the important role that Whiteley Village plays in contributing toward the provision of housing for the elderly within Elmbridge Borough.

The adopted core strategy policy acknowledges this. It seeks to balance the Village's role as both a heritage asset and as a provider of affordable housing and long term care services for older people with its location within the Green Belt.

4. Public consultation

Whiteley Village already has an effective and democratic system of community consultation and representation. A Project Advisory Group (PAG) exists which is comprised of members representing sectors within the Village. This is consulted regularly on the Village's ongoing development and refurbishment projects. The Village also has its own Residents' Association, the Whiteley Village Advisory Committee. A monthly magazine is available for each resident – this publication is widely read by the wider community. Additionally, a newsletter is circulated to all residents at regular intervals dedicated to the development process and capital projects. The Village has its own website where events are advertised. All of these have been used to publicise the document.

The Trust has used these existing community engagement vehicles for the exercise focussed around the following key elements :

- *Publicise the document initially to the residents by way of a general introduction to the project and the consultants instructed before work itself starts. The Newsletter, website and the Village magazine have been used to achieve this. The document was initially highlighted in the June 2010 version of the Newsletter. A more detailed article has then been published in a special development supplement enclosed with the Village Magazine in December 2010. This provided residents with a background to the work, outlined the range of consultation events planned and provided details of how to obtain further information.*



The Whiteley Villager



- *General briefing sessions for the PAG were held on 24th August 2010, 9th November 2010 and on 18th October 2011 when the Whiteley Village Advisory Committee representatives were also in attendance.*
- *Exhibition open days for all residents, local community representatives and architectural interest groups were held on 1st and 2nd November 2011.*
- *This launched the formal six week public consultation on the draft Conservation Area Character Appraisal and Management Plan which ran from 24th October 2011 until 3rd December 2011. During this period the exhibition display material was also available on the Council's website and at the Council's offices with opportunities for people to respond on line or in writing.*
- *The public consultation was notified in advance on 10th October 2011 by letter with an explanatory leaflet to the Village's residents, local county and district councillors, Parish Councils, local amenity groups and national heritage bodies such as English Heritage and the 20th Century Society.*

A standard comment form was provided for visitors at the public exhibition. Nineteen visitors attended the exhibition on 1st November 2011 while a further thirty five attended on 2nd November resulting in a total of fifty four visitors over the two days.

Six written responses were received - five from Village residents and one from the chairman of Hershams Preservation Society.

As well as space for individual remarks, the comment form had two key questions. Question 3 asked "To what extent do you agree that the appraisal accurately defines the character of the conservation area and the issues which it faces?" A matrix was then provided to allow respondents to respond to each of the seven character areas identified. 8% of the respondents strongly agreed with the detailed appraisal, 59% agreed, 32% had no opinion and 2% disagreed. No-one strongly disagreed. 67% of the comments made in relation to the appraisal were therefore positive.

Question 4 asked "Do you agree that the identified specific enhancement proposals and development opportunity sites will be of benefit to the conservation area?" 25% strongly agreed, 45% agreed, 21% had no opinion, 4% disagreed and 4% strongly disagreed. 70% of the comments made in relation to the enhancement proposals and opportunity sites were therefore positive.

A significant majority of respondents (in the region of 70%) therefore agreed with both the appraisal work contained in the draft CACAMP document and the specific enhancement proposals and opportunity sites identified.

A number of individual comments were made as follows :

- Poor architectural quality of Huntley House
- Removal of road humps in the roads
- Suggestion of a small health club for use by residents
- More thought should be given to car parking arrangements to avoid cars lining the roads
- Woodland shelter could do with two more benches
- The appearance of the cricket pitch needs upgrading and the surrounding area tidied up
- Better access to local service areas such as banks, shops and other amenities would be helpful
- Several parts of the Village need tidying up such as the accessories building, the building at the allotment gates and the Old Stables

Several of these, such as concerns over car parking, the woodland shelter and the appearance of the cricket pitch, have been included in the management plan. The issues surrounding a small residents' health club and a better range of services for residents are outside of the frame of reference of the document but have been referred to the Whiteley Village Representative Committee for discussion. They have also been referred to in the text, as they reflect the need for the Village to be a viable, living community.

The architectural style of Huntley House reflects design considerations at the time planning permission was granted. Traffic calming measures in the Village are regrettably necessary in the interests of safety and environmental protection to discipline the minority of drivers who disregard speed restrictions within the Village. The condition of the accessories building is to be referred to the Village Allotment Society.

5. Boundary amendments

The review of the conservation area has not highlighted any suggested changes to the conservation area boundary.

6. Statutory controls

Designation as a conservation area brings a number of specific statutory provisions aimed at assisting the "preservation or enhancement" of the area. These controls include requiring Conservation Area Consent for the demolition of any unlisted building, fewer permitted development rights for alterations and extensions, restrictions on advertisements and requiring notice for proposed tree works. These are outlined in the Council's guidance note "Conservation Areas".

Recommended Action: *The Council will seek to ensure that any development within the conservation area requiring planning permission preserves or enhances the character or appearance of the area in accordance with Policy CS6 of the Elmbridge Core Strategy and other guidance.*

7. Listed buildings

Listed buildings are protected by law as set out in the Planning (Listed Buildings and Conservation Areas) Act 1990. The listing covers both the inside and outside of the building, and any structure or building within its curtilage which was built before 1947. “Listed Building Consent” is required from the Council for any work which affects the special architectural or historic interest of the listed building. There are presently 134² entries on the List of Buildings of Special Architectural or Historic Interest (the Statutory List) within the Whiteley Village Conservation Area, 39 of these are lamp columns, all of which are Grade II listed within the village (as they were designed by Walter Cave, the project architect).

Extensions and alterations to listed buildings should conform with policies contained within the Elmbridge Local Plan and in accordance with the more detailed design advice in Part 2 of this document, and should generally:

- *take into account the prevailing forms of development;*
- *complement the form and character of the original building;*
- *be secondary in bulk and form to the principal building;*
- *use high quality materials and detailing;*
- *pay particular attention to roof lines, roof shape, eaves details, verge details, brick bonds, mortar types, joinery details, window types and chimney details.*

²Please note a Statutory List entry can, in some cases, contain more than one building so the total number of listed buildings will be higher than this.

8. Locally Listed buildings and Significant Unlisted Buildings

There are no Locally Listed buildings within the Whiteley Conservation Area. However the townscape appraisal has identified a number of additional unlisted buildings which it is considered make a positive contribution to the character and appearance of the conservation area, and these are marked on the Townscape Appraisal map. There are presently 25 Significant Unlisted Buildings within the Whiteley Village Conservation Area. The Council will encourage all applications for extensions and alterations to these buildings to be particularly carefully considered and assessed against saved Policy HEN11 of the REBLP 2000.

Recommended Action:

The Council will seek to ensure that all Significant Unlisted Buildings are protected from inappropriate forms of development, or unjustified demolition.

9. Buildings at risk

There were no buildings at risk identified within the Whiteley Village Conservation Area although it should be noted that both the cricket pavilion and the former laundry are buildings in poor repair and in need of some upgrading and long term uses which will secure their regular maintenance and upkeep.

10. Additional planning controls - possible Article 4 Directions

There are no additional planning controls proposed for the Whiteley Village Conservation Area

11. Guidance for managing change

Whiteley Village is a highly complex environment which is subject to a range of different factors all of which are important in their own right. These are:

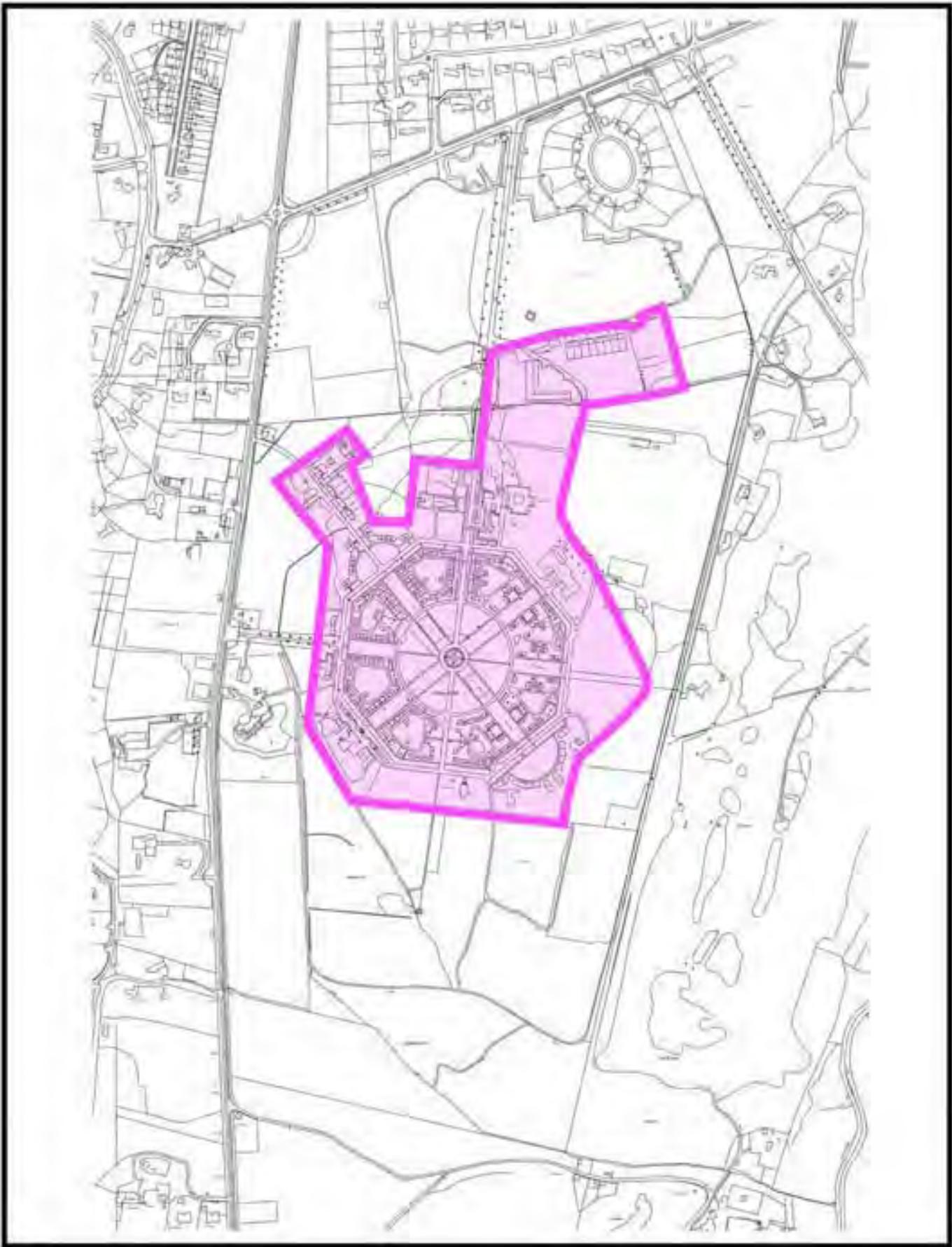
- *the status of the village as a significant heritage asset*
- *the village's location within the green belt*
- *the village's role as a care provider*

Inevitably there is a degree of tension between each of these factors. The Management Plan should seek to resolve as far as possible conflict between these three important roles.

In the past, there has been criticism that development and refurbishment projects within the Village have been considered on an ad hoc basis. The aim of this document is to provide a long-term, comprehensive strategy for managing change within the village. The review and appraisal of the conservation area has been undertaken in the light of the adopted policy base (part of Core Strategy policy CS6) and with regard to the future requirements of the Trust in terms of sustained growth of the Village whilst maintaining the special character and appearance of the conservation area.

The overall development strategy within the Core Strategy is to retain the Green Belt intact within Elmbridge – there are to be no allocations of Green Belt land for development. The contents of the document must therefore be viewed within this context. Any expansion of the Village outside of the current Village boundary would be considered inappropriate development within the Green Belt. The Trust would therefore have to demonstrate very special circumstances to justify why planning permission should be granted and the Council would have to be satisfied that the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

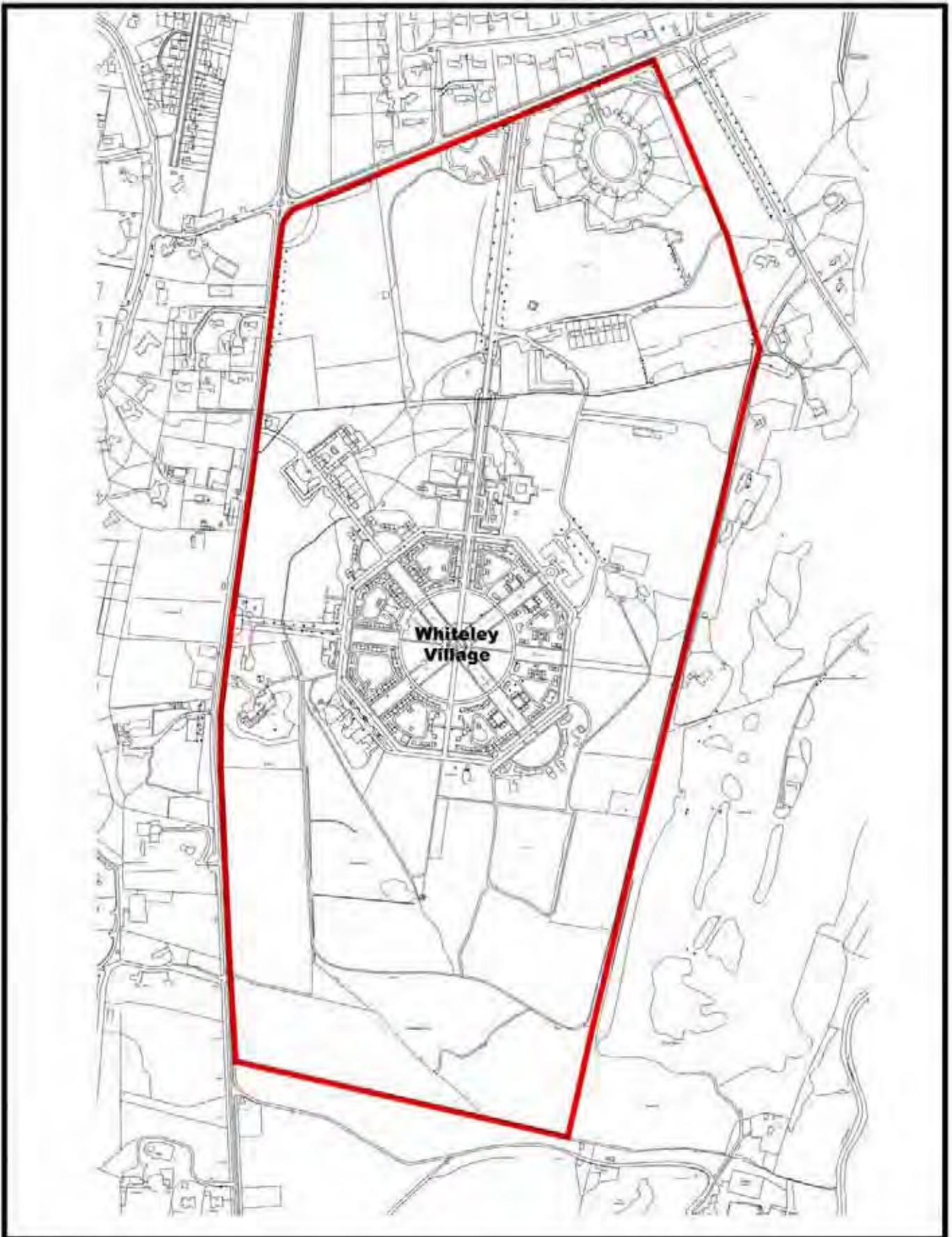
Given the sensitivity of the Village as a heritage asset and the need of the Trust to be able to plan for the future, there needs to be some general indication of how future development needs could be accommodated so that the value of the Village as a heritage asset is protected and if possible enhanced. This does not mean that land is to be allocated for development or that very special circumstances exist prior to the submission of a formal planning application. Rather, the document can provide a general indication of the way forward in an informed manner so that the local authority, the Trust, other public bodies and local residents can understand the needs of the Trust and recognise that they take the heritage assets of the Village very seriously.



WHITELEY VILLAGE - INFILL BOUNDARY PLAN

 WHITELEY VILLAGE INFILL BOUNDARY

Fig. 71 - Whiteley Village Infill Boundary Plan



Scale bar and north arrow.

WHITELEY VILLAGE CONSERVATION AREA - BOUNDARY



CONSERVATION AREA BOUNDARY



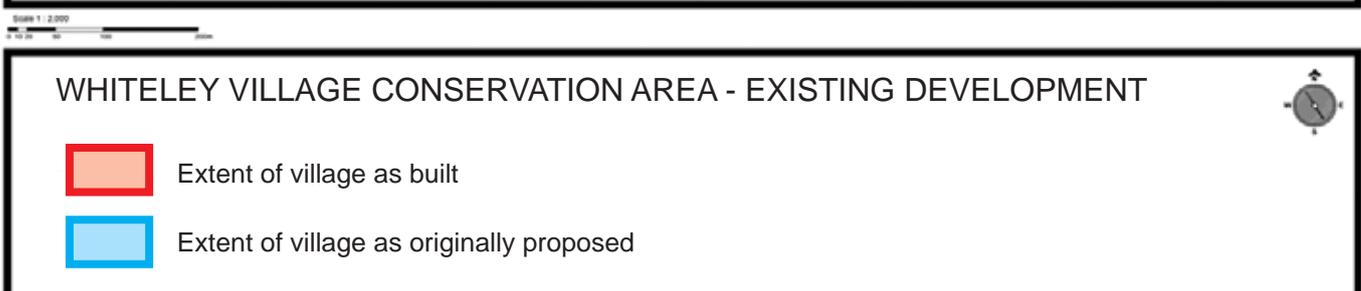
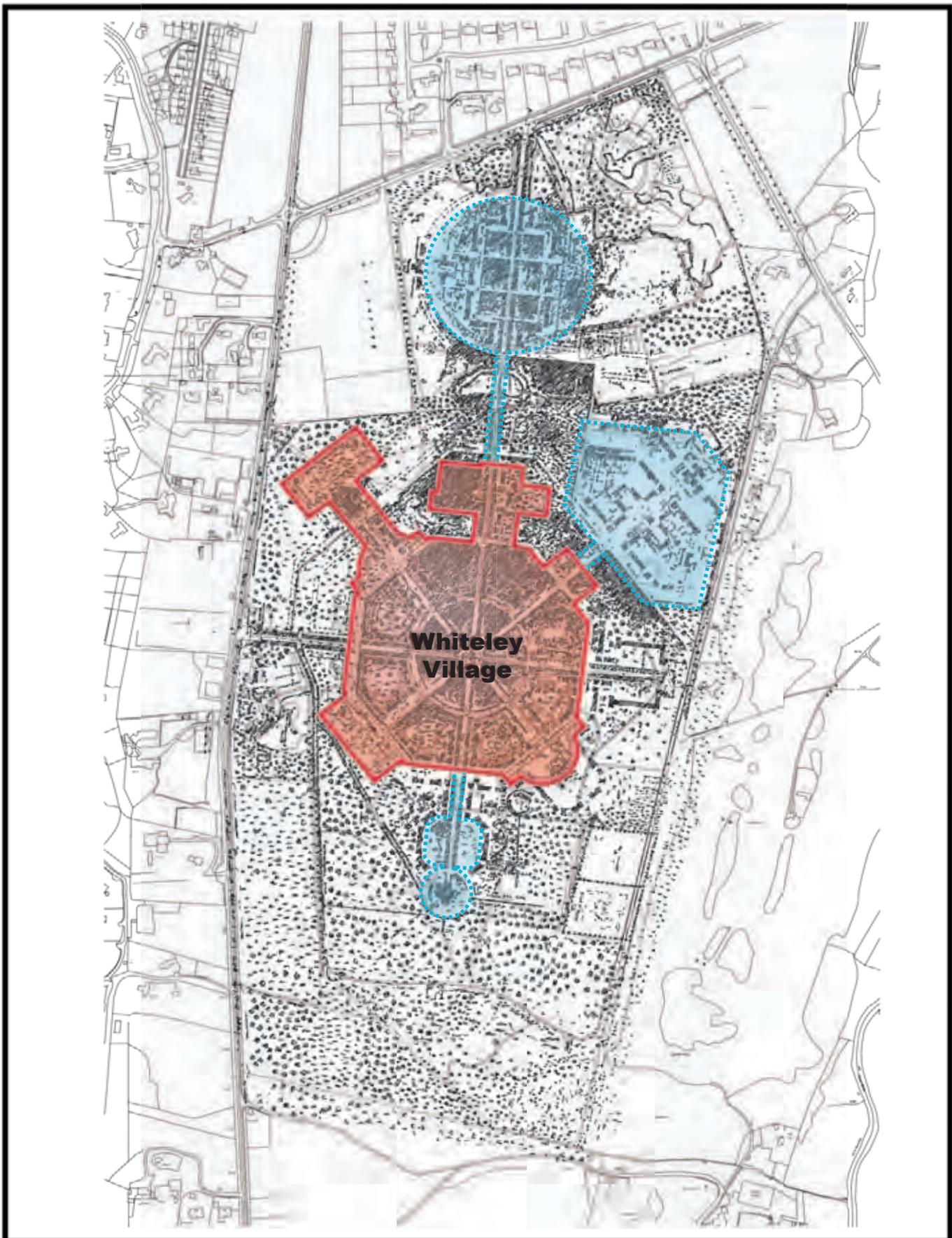
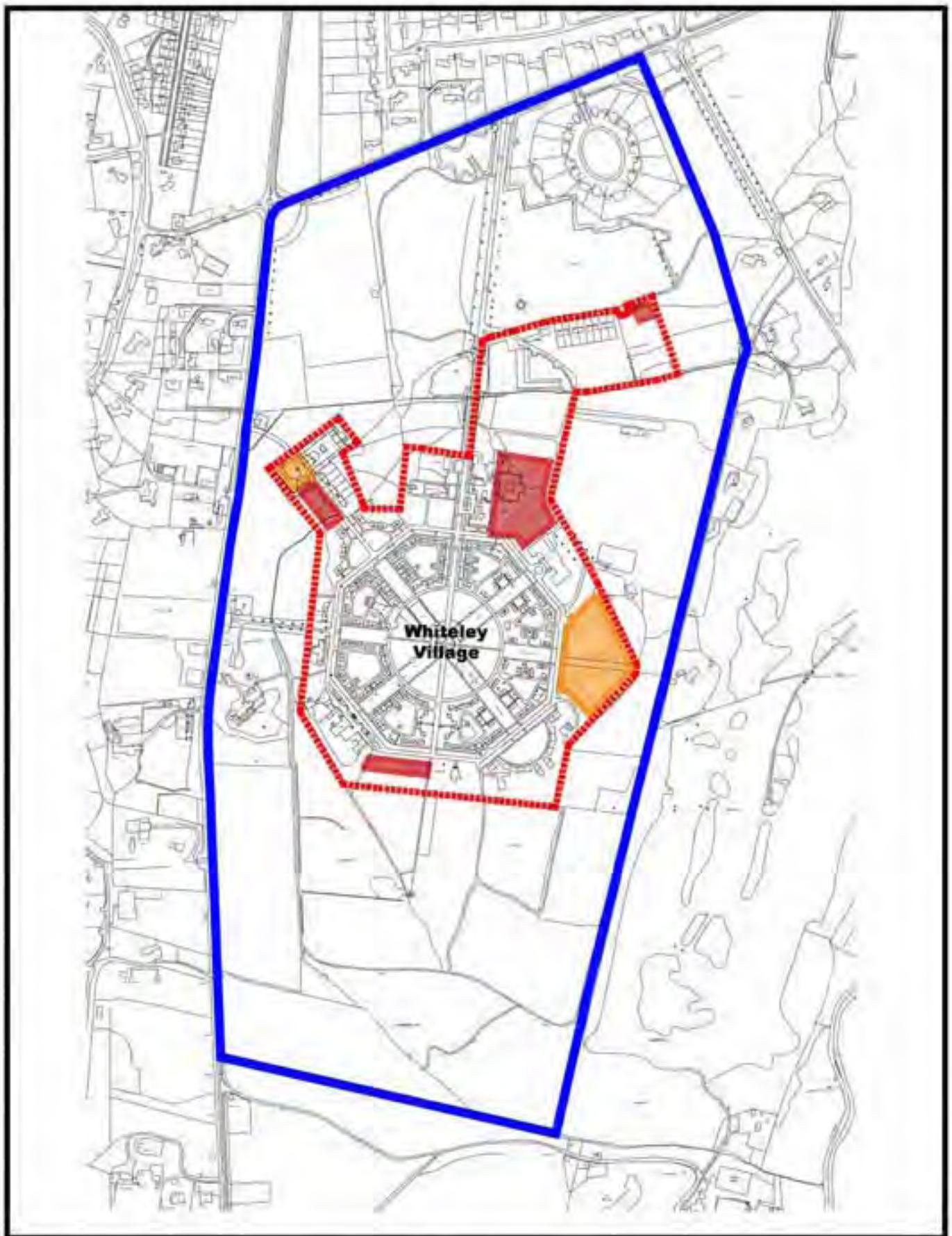


Fig. 73 - Extent of Village Development



WHITELEY VILLAGE - AREAS LIKELY TO BE SUBJECT TO CHANGE

- | | | | |
|---|---|---|----------------------------|
|  | POSSIBLE INFILL SITES |  | INFILL BOUNDARY |
|  | DEVELOPMENT RECENTLY APPROVED (NOT CONSTRUCTED) |  | CONSERVATION AREA BOUNDARY |



The present policy includes an infill boundary for future development (Fig. 71) which was agreed for the timescale of the Core Strategy (to 2026). This infill boundary will enable the realization of a relatively small amount of development given the sensitivity of the village core to further development.

The appraisal work contained in Part I has formed the background for consideration of the sensitivity of the village's special character and sensitivity to change. Given over-riding Green Belt policy constraints, the characteristics of the heritage assets themselves and their sensitivity to change, there are only very limited options for growth of the Village which will preserve and enhance the special character and appearance of the conservation area.

There are also areas which have taken on increased sensitivity to change since inception of the village such as the North Avenue. The North Avenue was originally conceived (see Fig. 73) as a key part of the developed sections of the Village. However, its established tree lined character as the formal approach to the Village has provided this area with significant heritage value which would be compromised by any development on the footprint envisaged by R. Frank Atkinson. This is an interesting part of the story of the evolution of the Village and shows how values can change over time to reflect the philosophical development of the concept of conservation and preservation.

This strikes to the heart of emerging policy which looks to measure heritage value and put it within the context of change over time. The management plan recognizes the importance of this and looks to the long term in relation to realizing some of the elements of the Atkinson plan but not in the same form as originally envisaged given the changing attitudes to the established plan of the Village as built.

Fig. 74 (plan showing areas likely to be subject to change) shows the areas which are least sensitive to change in terms of the heritage assets which make up the character and appearance of the conservation area. These areas could form the basis for limited infill of the Village taking into account the original design concepts of the Village and the established historic character of the conservation area present today. Given the capacity of the Village, particularly in relation to its plan form, for expansion, it is recommended that the Village core is preserved and free from all but a small number of new buildings.

The suggested sites are entirely indicative and their assessment within the planning policy and conservation framework will vary depending on the location. Obvious infill sites are relatively straightforward as they comply with the current policy framework. Other sites, such as Coombe Lane and Ingram House, are more challenging and may each have to demonstrate very special circumstances.

In the case of Ingram House, replacement of the existing building with a new building could significantly enhance the character and appearance of this part of the conservation area and contribute towards Green Belt objectives. The area south of Coombe Lane could provide opportunities for limited infilling and environmental improvements.

It is not the purpose of this document to allocate sites for development or to present very special circumstances to support subsequent planning applications. It is not a development plan document neither is it a development brief. The document, however, will be able to inform any subsequent discussions over future development proposals and help channel development pressure in a way that conserves the special quality of the conservation area (as stated in the relevant English Heritage guidance "Understanding Place: Conservation Area Designation, Appraisal and Management". (March 2011)

The sensitivity of the Village is such that the Conservation Area Character Appraisal and Management Plan needs to be able to point both the Council and the Trust in the right direction but in an informed manner. This document can therefore act as a signpost for the direction of travel. Wider planning policy and development control matters will also need to be assessed but at the appropriate time and in the correct manner with the Council having the final say in relation to the determination of any subsequent planning applications. The evidence base provided within Part I of this document, the subsequent analysis and proposed guidance on managing change will, however, have played an important role in informing both subsequent proposals made by the Trust and their consideration by the council.

Recommended Action: *The Trust and Elmbridge Borough Council will use the evidence base, analysis and guidance on managing change within this document to inform the best location for new development within the conservation area and the manner in which it is to be approached (taking full account of Core Strategy Policy CS6). In addition, applications will be determined with regard to all other relevant policies contained within the Council's Local Plan.*

12. Landscape

From the formation of the Village the Trust ensured the grounds were laid out and well kept and have continued to manage the general village and estate landscape for amenity, recreation, wildlife and commercial purposes. An extract from an early landscape plan shows the designed layout of the central octagon area but does not show detail of individual front gardens. (Fig. 75)

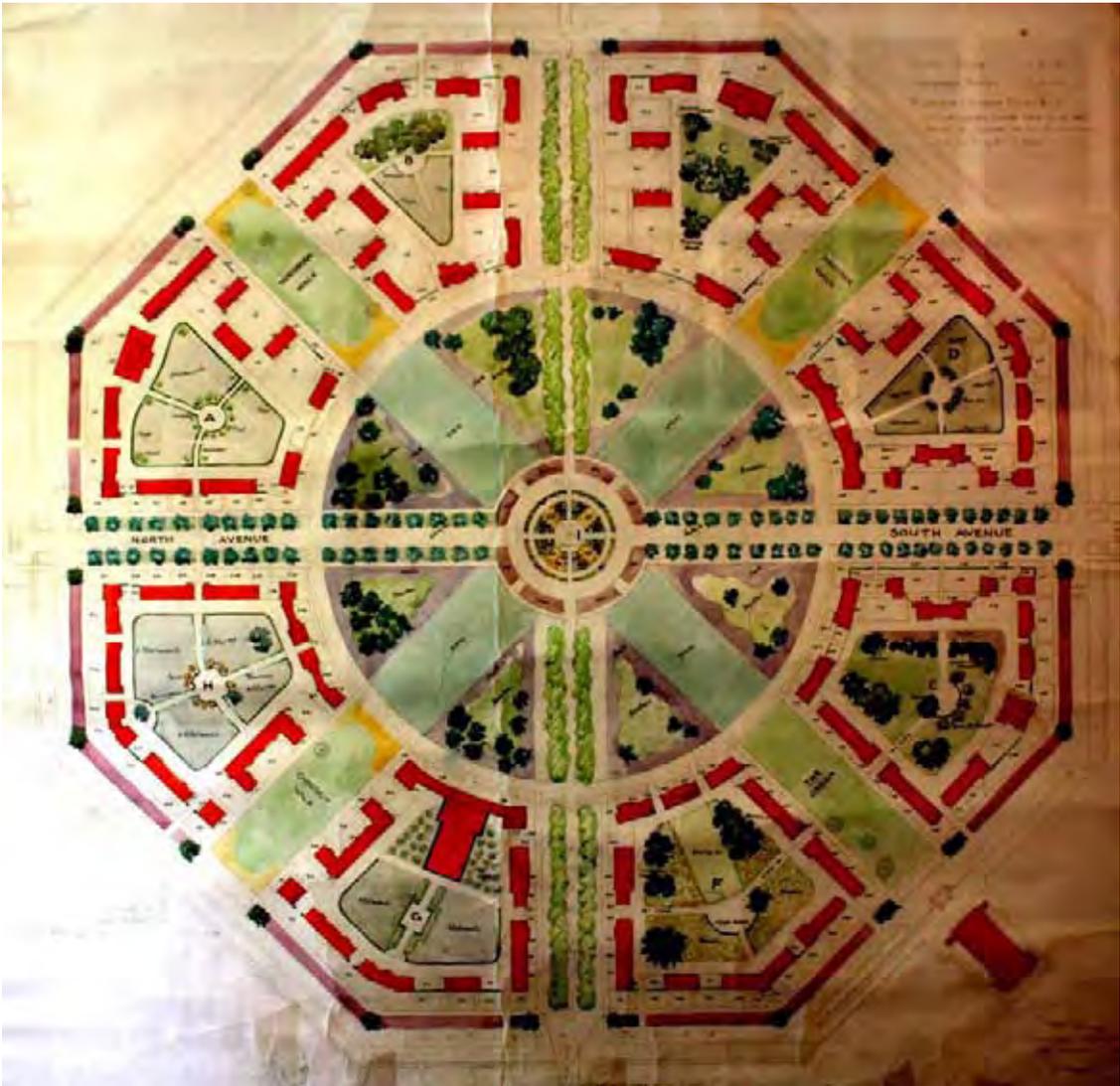


Fig. 75 - An extract from an early landscape plan for the central octagon area, provides no detail in relation to front gardens

a) Trees

The Whiteley Village Conservation Area has a very significant number of mature trees throughout. This includes a number of different species; beech, purple beech, larch, hornbeam, hawthorn, holly, rowan, elder, birch, Scots pine, elm, sycamore and sweet chestnut. There are also some examples of specimen trees such as Sequoia which are part of an earlier landscaping of the former Burhill Estate. Scots pines are found throughout the central village area, particularly around the central monument and providing a picturesque setting for the church. To the south of the village core there is well varied woodland which includes areas of sycamore coppice (to the south-west corner).

From inception, the intention of the Trustees in steering the development of the Village was to retain as much of the natural vegetation, particularly trees in the formation of the Village so that the houses and other buildings were seen very much as part of a larger landscape setting. This included, for example, the former Lime Avenue which ran across the site from the present western entrance to the eastern boundary and presently survives, in-part, to the western entrance and across the east-west axis of East and West Avenues of the Village.

Planting within the Village has also created new townscape interest which was not present on the inception of the Village. This is particularly the case for the Northern approach along North Avenue. All of the mature beech trees which line North Avenue were planted at the inception of the village and have matured to create the grand approach seen today (Fig. 76 – aerial photo c1920s).

The management of trees within the conservation area is the responsibility of the Estates Department of the Whiteley Homes Trust. There is a presumption in favour of retaining as many trees as possible within the conservation area particularly in relation to the developed areas of the Village (the Village core). Dead or diseased trees where removed should be replaced with new trees of an appropriate species to be agreed with the Local Planning Authority. Management of some of the wooded areas and the planned planting (such as North Avenue) of the conservation area require long term planning and agreement between Whiteley Village Trust and the Local Planning Authority. Understanding of the different landscapes, maintenance requirements and timescales is key to future cost effective management and this can be delivered through a Landscape Master Plan. This will form the basis of protecting and enhancing the natural and man made features and environment of Whiteley Village.



Fig. 76 - Whiteley Village Aerial Photo c.1920

Recommended Action: *The Trust, in partnership with Elmbridge Borough Council will seek to consider the use of a Heritage Patnership Agreement and / or Woodland Management Plan based on a future Landscape Master Plan.*

b) Front Gardens

Historical records show the Trust has always encouraged residents to keep the small plots in front of their gardens in good order and that these were intended for cultivation and the growing of flowers. Inevitably styles have changed from the original gardens based around home grown annual and perennial plants but many continue to contribute to the character and appearance of this “Garden Village” today. Attractive examples are found along The Green (see Fig. 77 - Attractive front gardens to The Green.) However the predominance of hard surfaces, fencing, plastic pots and large ornaments can detract from the Village and have been identified as negative features within the Character Appraisal.



Fig. 77 - Front gardens to The Green

It is important to have a balance between what is considered acceptable with regard to the character and appearance of the conservation area against what is a reasonable expectation of an occupier to personalise and utilise their space. Maintenance is another issue and the Whiteley Homes Trust offer a garden maintenance service to occupants or can arrange to grass over their frontage. There are various policies on front gardens, many of which are informal and/or based on the principle of reversibility. These work on the general principle that no more than half of the frontage should be covered in any sort of hard surface such as slabs, decking, stones, gravel or pavers.

Recommended Action: *That a future Landscape Master Plan identifies those areas, which are particularly vulnerable to change, and explores future guidelines for management and maintenance; that Whiteley Homes Trust and residents investigate the role and contribution that local gardening clubs and the estate service can offer to preserve the attractive character and appearance of front gardens together with greater use of and flexibility for rear gardens.*

13. Specific enhancement proposals and development opportunity sites

(a) Combe Lane (see Fig - 78)

There is an opportunity to improve the management of Combe Lane and provide better facilities for transient parking and better define this part of the conservation area through selective development. This would also remove some unsightly garages which presently detract from the appearance of this part of the conservation area. Moreover, the appearance of the

area around the cricket pitch attracted negative comments during the public consultation exercise. This is largely due to the fairly extensive public use of this area but needs to be addressed.

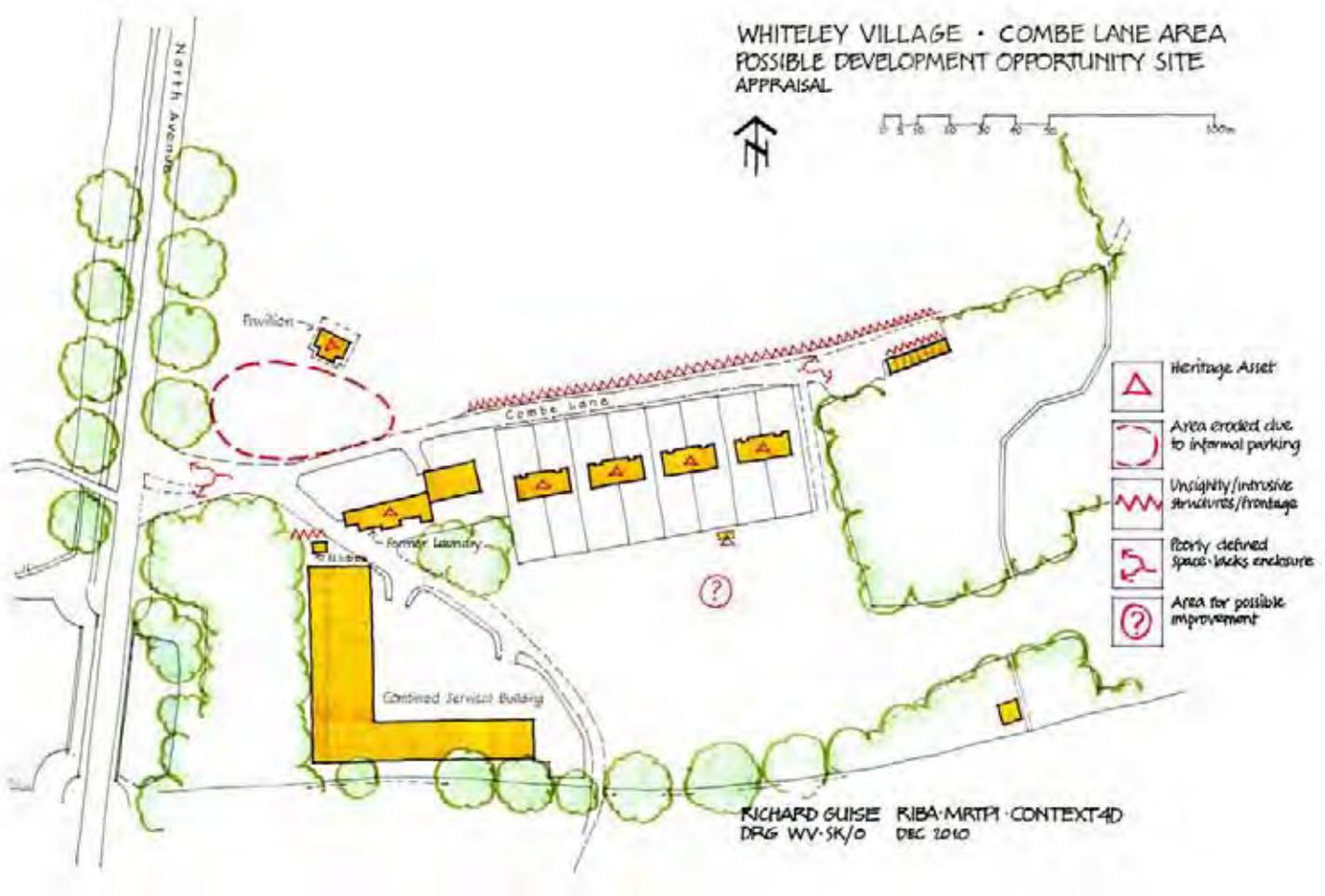


Fig. 78 - Combe Lane Appraisal Plan

The improvements which could be undertaken to enhance Combe Lane. could include:

- *restoration of the former laundry*
- *planting of trees to the north side of Combe Lane*
- *provision of parking spaces set off Combe Lane*
- *placing of posts to prevent unauthorized parking to the edge of the cricket ground and to reinstate the grassed area*
- *repair and restoration of the cricket pavilion*
- *possibility of small scale development to the eastern end of Combe Lane*
- tidy up area around the cricket pitch

(b) Car park to the south of the Administration Building

Remove the parking area to the south of the Administration Building and enlarge the provision to the rear of this building. Generally within the Village, the Trust will keep car parking implications under review.

(c) Some tree and hedge planting

Review all planting and vegetation within the Village core with a view to re-instating where appropriate the original intention of the designers particularly in relation to planned views and vistas. This should include a discussion relating to the future of the Woodland Shelter and its management as a Grade II listed building and integral element of the village design. From the public consultation, it is apparent that the shelter is highly valued as an asset by residents for quiet contemplation. Two more benches are to be provided to ensure residents can make best use of it.

(d) Ingram House (see fig - 79)

Consideration should be given to the replacement of this building with a building reflective of its high quality setting. A new development could have a positive relationship with Octagon Road and provide much needed additional space for residential care. The gradient of the site, the presence of important trees and the axial relationship with Octagon Road should help inform a potential design solution.

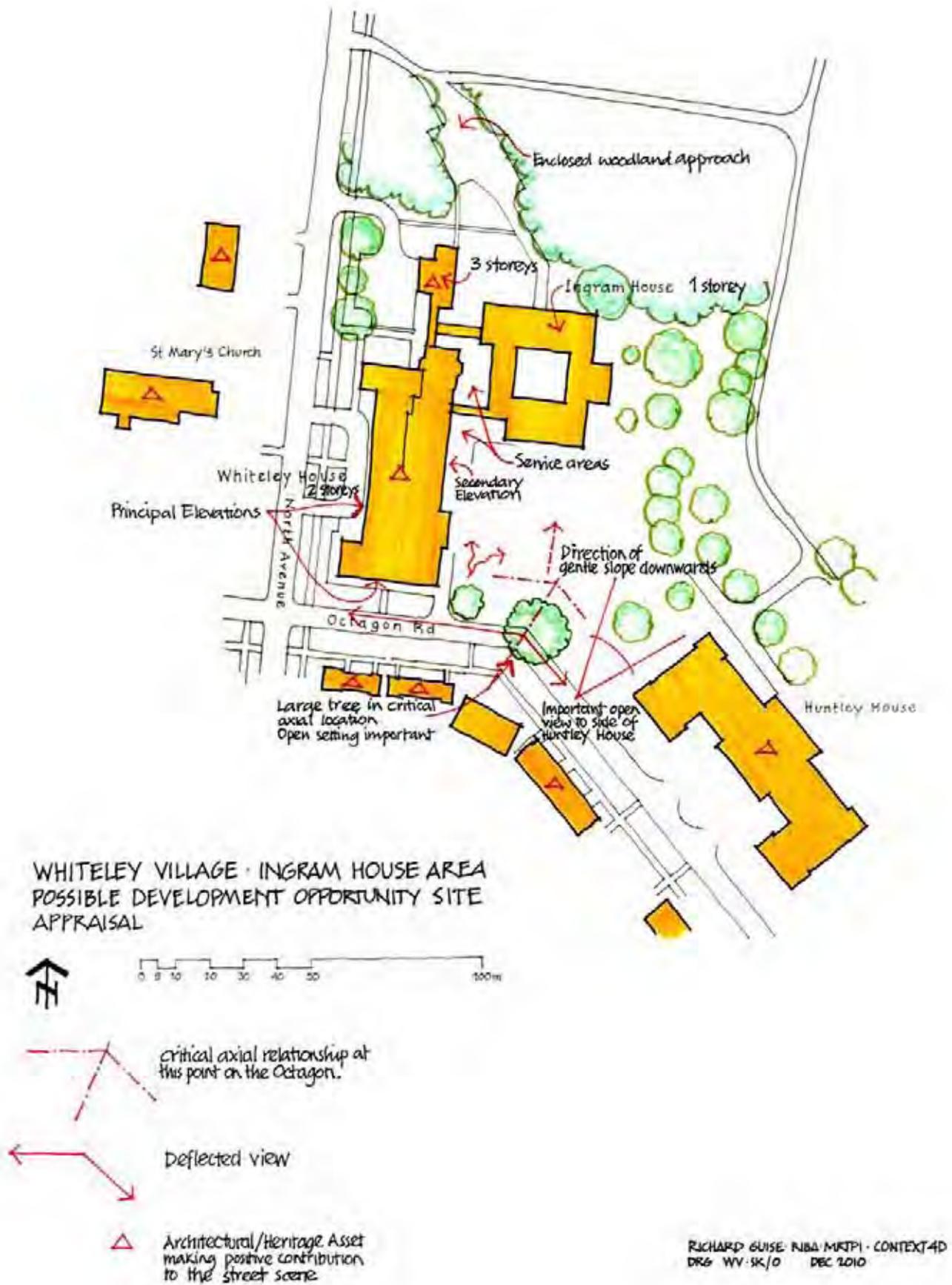


Fig. 79 - Ingram Appraisal Plan

14. Heritage Partnership Agreement

Background

The Trust is keen to promote the positive management of the heritage assets within the Whiteley Village Conservation Area by producing within the timeframe of the management plan (within the next five years) a Heritage Partnership Agreement (HPA).

Introduction

Heritage Partnership Agreements, are intended for complex or multiple sites as an alternative or complimentary management regime to the heritage consent system. They are particularly useful where there are sites with a number of environmental issues which may have conflicting requirements and which need careful management to avoid damage to assets – such as wildlife issues, landscape and historic environment. This is very much the case with regard to the Whiteley Village Conservation Area where the landscape setting forms such an important part of the character and appearance of the conservation area but needs to be suitably and pro-actively managed to ensure its long-term survival.

An HPA would enable a number of processes regularly undertaken by the Whiteley Homes Trust to be streamlined thus saving time for the Trust and Council Officers. This is particularly the case in relation to trees and works to trees.

Statement of Agreement

A statement of agreement between parties; Whiteley Homes Trust and Elmbridge Borough Council would establish the scope and extent of the HPA. There would be a number of headings, summarized below. The HPA would include an overarching conservation philosophy for the site which will act as the context for any decisions about particular works, and assist in the formulation of any detailed consent applications. This would include the provision of new development within the context of the established village. This work would build upon the analysis work undertaken in the appraisal and management plan.

Specifically agreed work

Specifically agreed categories of change to the asset may take three forms:

i. Prescription of certain works that are agreed not to require consent. An HPA may identify certain works that will not affect the character and will not therefore require consent.

ii. A specification of standard works, including whether prior advice, agreement, planning permission or consent is required and the materials and method to be used.

iii. Pre-agreed consent for certain works that would generally require Listed Building Consent or other consents (relating to trees for example). Situations frequently occur where repetitive consent applications are required for routine works of a similar nature, for example, repairs/replacement of windows or works to trees. Such works can be agreed between partners and form part of the HPA.

Repairs and maintenance

This would require agreements under categories i, ii and iii. Certain works to windows, doors, roofs, chimneys and lamp standards could be specified under this section.

Trees

This would require agreements under categories i and ii. Presently all trees within the conservation area, including areas of woodland come under the protection of the conservation area status. This requires applications to remove or undertake any works to any trees including those grown for coppicing. This is time consuming for both parties involved in the statutory process.

Minor alterations

This would require agreement under category iii. Certain works to windows, doors, roofs, chimneys and internal alterations to the plan of cottages, particularly where these are relatively recent reconstructions could be specified under this section.

Proposed extensions (as part of a wider master plan)

This would require agreement under category iii. Much of the work of alteration and extension will need to be kept within the present Listed Building Consent and Planning Permission regimes. However, where a planned scheme of refurbishment of a building type within a Section is proposed which forms part of a wider master-plan then the HPA could help define the extent of the size of extension and possibly its materials and form.

Highways maintenance

This would require agreement under category ii. An agreed materials and method specification for highway repairs and maintenance could be agreed between Whiteley Homes Trust and Elmbridge Borough Council.

New service buildings

This would require agreement under category iii. Agreement of the form, materials, style and finish of new service buildings could be approved as part of the HPA negating the need for repeated applications.

Approved signage

This would require agreements under categories i, ii and iii. The type, form, colour, location and detailed design of signage (font type for example) could be specified along with design guidelines for locations on buildings and as separate directional signage.

15. Review

Public consultation

The Whiteley Village Conservation Area Character Appraisal and Management Plan has been created by collaborative working in partnership with the Whiteley Homes Trust, Elmbridge Borough Council, English Heritage and the local community of Whiteley Village. The programme was managed by Forum Heritage Services, context4D and Phillips Planning Services. Consultation included wide circulation of the draft and public consultation following a two day open exhibition held in Whiteley Village on 1st and 2nd November 2011. Amendments were incorporated and the final document was endorsed by the Whiteley Homes Trust and Elmbridge Borough Council on xxxxxx.

Document review

This document should be reviewed every five years taking account of changing planning policies at a national and local level. A review should include the following:

- *A survey of the conservation area and boundaries;*
- *A full photographic survey to be undertaken of all buildings within the conservation area (in accordance with the Guidance on the taking of Photographs produced by Elmbridge Borough Council)*
- *An assessment of whether the management proposals detailed in this document have been acted upon, including proposed enhancements;*
- *A Buildings At Risk survey including street lighting*

- *The production of a short report detailing the findings of the review to reflect any changes to the character or appearance of the area that have occurred since the current document was prepared and setting out any proposed actions and amendments.*
- *Public consultation on the review findings, any proposed changes and input into the final review*

Appendices

Appendix 1

Guidelines for new development

Appendix 2

Further reading and information

Appendix 3

List of Village clubs and societies open to the public

Appendix 4

Plan and details of street lamps

Appendix 5

Planning permissions still to be exercised

APPENDICES

Appendix 1 - “Guidelines for new development”

Introduction

Located entirely within the Green Belt, the Whiteley Village Conservation Area is very unusual in as much as it was the outcome of a master plan, part of a design competition to create a village for the elderly. The original concept and scale of development was never fully realized and what has been built has taken on a strong character of its own, greatly constrained. In this respect, there are only limited opportunities for infill development. These lie within the village boundary at the core of the conservation area. The aim of these guidance notes is to indicate how the Trust will undertake to deliver future development within the Whiteley Village Conservation Area, whilst maintaining its character.

Contextual Design

All development, but especially that in conservation areas, must respond to its immediate environment, its ‘context’, in terms of layout, scale, form, materials and detailing. The Trust will provide with their proposals a ‘Design Statement’, to justify the design decisions that have been made as a scheme has evolved and how it relates to its context specifically with regards to its conservation area and Green Belt status. Development opportunities within the conservation area will be on small, enclosed sites, within the Village boundary where the ‘context’ (the surrounding buildings and the historic grain of the immediate area) - may be obvious, but still needs to be acknowledged and respected in new design.

The emphasis in any new infill development or alterations must be on the need to provide a high quality of design that does not have an adverse effect on the character of the Village. This could be modern design, providing a contemporary statement, or, more generally in historic areas, a traditional design solution. In either case, the design solution should derive from an appraisal of the context and site. Positive change in the historic townscape can provide vitality and interest to the streetscape and designation as a conservation area should not stifle well considered contemporary design of a quality in material and detailing terms as its neighbours. In addition, new infill development should not:

- have a greater impact on the purposes of including land in the Green Belt than the existing development
- not exceed the height of existing buildings
- not lead to a major increase in the developed portion of the site.

The basic form of new buildings or extensions should be governed by the urban grain, scale, height and massing of existing development. These elements should be used to set out the basic form of the building or addition, including roof shape and pitch, height, depth of plan and the rhythm and composition of the façade.

Urban Grain

The “urban grain”, or form, of historic development has been described in Chapter 4 of this document. It varies accordingly to character area, for example within the Village core the spatial arrangement of houses to gardens, courtyards and vistas is an important part of the character and appearance of this part of the conservation area. There is more flexibility to the rear of Combe Lane although the potential for significant development is very limited in these areas.

The management plan identifies a series of areas where limited infill may be possible subject to fulfilling other planning requirements. The formality of the geometric and axial nature of the concept of the layout of Whiteley Village is critical. All proposals must conform to this concept in their layout proposals. Moreover, the loose grain of the layout and the controlling dimensions regarding set backs and distances between buildings are key indicators of the grain.

Proposals for new development must include a detailed analysis of the character area and immediate locality and demonstrate that there is a full appreciation of the townscape and surrounding landscape.

Scale

Scale is the combination of a building's height, bulk and subdivision when related to its surroundings. However, some modest changes in scale may actually be advantageous, as this reflects the variety of form along a street and can define different parts of a conservation area. For such schemes, the Trust will provide accurate elevations of the surrounding buildings, showing how the new development will relate to them.

It is important that the character areas identified in the appraisal are respected by new development. In practice, it is the combination of scale with layout, landscaping and other factors which determines the quality and character of new developments. New development must recognize the differences in building pattern and form which can be attributed to different architects.

Height and massing

Within the conservation area, some buildings are already more prominent because of their height and massing. Generally, the height of any new development should match or be subservient to the adjoining buildings (depending upon the original design intentions of the adjoining building). Height is especially relevant, for example, to buildings fronting Circle Road where there is a consistent two storeys and some accentuation of facades to reflect the importance of enclosure to this space which contains the centrally placed monument to William Whiteley.

Massing is the combination of the scale of the development, its layout and its site coverage. The majority of redevelopment in the conservation area will be extension or new buildings on small infill sites, and the issue of massing is often less relevant than scale and height. However, the massing of existing buildings has been very carefully considered and should be reflected in adjacent new development. This is particularly the case when considering roof profiles and rear outshuts or wings.

Appearance, materials and detailing

Both traditional and modern approaches to design are appropriate in a conservation area, provided both are executed well.

High quality materials are very important for any new development. Existing buildings in the conservation area make use of a limited and very focused palette of materials. This palette remains appropriate for both traditional and modern designs. Presumption will be in favour of the use of best quality building materials including handmade brick and clay tiles.

Roof pitch and shape is consistent in the conservation area. The roofs of new buildings and extensions should relate well to existing buildings that make a positive contribution to the character of the area. New buildings designed in a traditional style should include chimneys, which make a very important contribution to roofscapes throughout the Whiteley Village Conservation Area.

The composition of facades should harmonise with adjacent buildings in terms of storey height, rhythm and proportions. This need not imply a slavish copy of the existing buildings, but an informed response to them.

Where a traditional design is adopted, windows should be painted, not stained, sashes or side hung casements. Glazing bars should be narrow and close to a “Golden Section” proportion, in keeping with the buildings in the conservation area. Casements should sit flush with the surrounding frame and avoid the use of trickle vents or storm seals.

In all cases, modern top-hung lights and non-traditional materials, such as plastic or aluminium, are generally unacceptable for windows in the conservation area, particularly where a new building abuts a listed building or faces a principal street. Doors should also be of painted timber. In all cases, joinery details must be submitted with the planning or listed building consent applications.

Design check list

All new development in the area should seek to:

Where relevant and appropriate, achieve continuity in street frontage building lines, either set on the back edge of the pavement (in the case of shops), or behind shallow front gardens or forecourt enclosures;

Maintain the established pattern of development by respecting the historic grain associated with the plots and the original concept of the village design, including retained spaces between buildings which contribute to the local character;

Complement the human scale, height and massing of historic development in the immediate streetscape and the wider conservation area;

Reflect the proportion of solid to void found in the elevation of traditional buildings and employ robust detailing, avoiding fussy or gimmicky use of applied features or detailing;

Respect the historic hierarchy of development and detailing between principal and secondary street frontages, and within plots between frontage and rear elevations;

Any parking or servicing areas should be concealed / located behind built frontages and be of appropriate scale, with the sensitive use of hard and soft landscaping to provide screening;

Reinforce local identity by the use of the traditional materials used in the conservation area;

Appendix 2 - "Further reading and information"

Bibliography and further reading

Brown A. *The Whiteley Homes Trust 1907-77*, 1992 Phillimore & Co Surrey

Pevsner N. Nairn I. (second ed. Cherry B.) *The Buildings of England Surrey*, 2002 Yale University Press, London

Davey P. *Arts and Crafts Architecture* 1995 Phaidon Press London

FURTHER INFORMATION REGARDING PLANNING AND CONSERVATION RELATED MATTERS:

Elmbridge Borough Council
Civic Centre,
High Street,
Esher,
Surrey KT10 9SD

Tel: 01372 474474
www.elmbridge.gov.uk

FURTHER INFORMATION REGARDING LOCAL HISTORY:

Elmbridge Museum

Church Street,
Weybridge,
Surrey KT13 8DE

Tel: 01932 843573
Fax: 01932 846552
www.elmbridgemuseum.org.uk

Surrey History Centre

130 Goldsworth Road,
Woking,
Surrey, GU21 6ND

Tel: 01483 518737
Fax: 01483 518738
www.surreycc.gov.uk/surreyhistorycentre

GENERAL INFORMATION RELATING TO LISTED BUILDINGS AND CONSERVATION AREAS:

English Heritage

1 Waterhouse Square,
138-142 Holborn,
London, EC1N 2ST

www.english-heritage.org.uk

FOR TECHNICAL GUIDANCE:

The Victorian Society

1 Priory Gardens,
Bedford Park,
London, W4 1TT

Tel: 020 8994 1019
www.victorian-society.org.uk

**The Society for the Protection of
Ancient Buildings (SPAB)**

37 Spital Square,
London, E1 6DY

Tel: 020 7377 1644
www.spab.org.uk

20th Century Society

70 Cowcross Street,
London, EC1M 6EJ

Tel: 020 7250 3857
www.c20society.org.uk

Appendix 3 - “Facilities hired / rented / used by the wider community”

Sports Field / Pavillions

- Reeds Weybridge Rugby Football Club (formerly Old Reedonians)
- Worth Old Boys Rugby Football Club
- Elm Grove Football Club
- WV Cricket Club, who sub-let to:
 - The Village Nursery School (Diânnne Ingham)

Therapy Pool

- Little Dippers (Louisa Featherstone)
- Aquatots (Jane Conlan)
- Babyswim (Daisy Starrs)

Village Hall

- Weybridge Decorative & Fine Arts Society
- Surrey Care Association (Mike Roycroft / Erica Lockhart)
- Elmbridge Borough Council (polling days)
- Surrey County Council (Keep Fit and Line Dance classes)
- Voluntary Action Elmbridge (Carole Ann Roycroft)

Grounds

- WV Angling Association (approx 60 members, all non-residents)
- Elmbridge Borough Council (Healthy Walks)
- Bee Conservation (Peter Webb)
- Sixth Walton Girl Guides (Marion Bushell)
- Walton District Guides (Juliet Murray)
- St Andrew' s 9th Walton Brownie Pack (Anne Fitzgerald)
- Cub / Scout groups

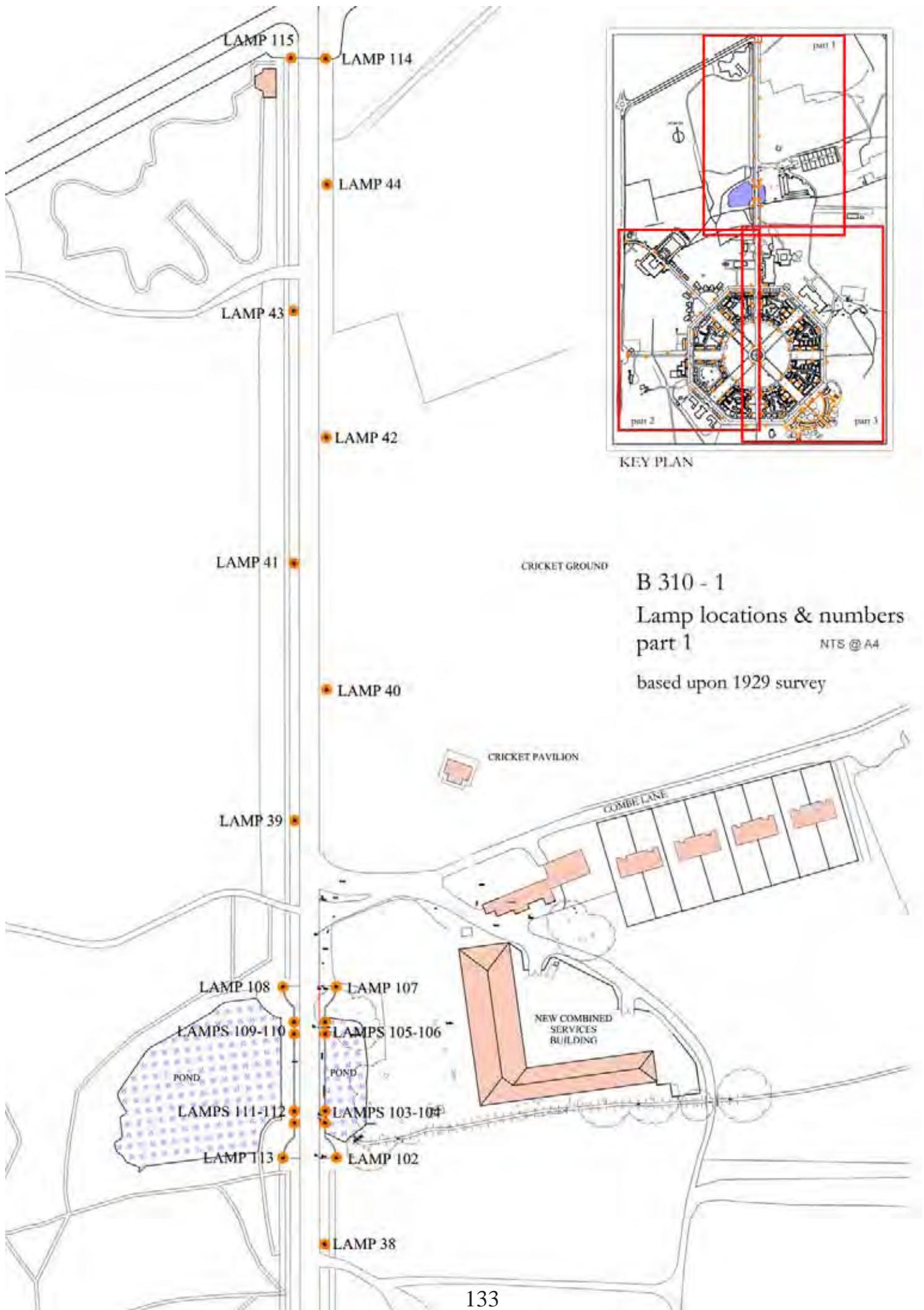
- Home Counties Hawking Club
(Richard Murdoch)

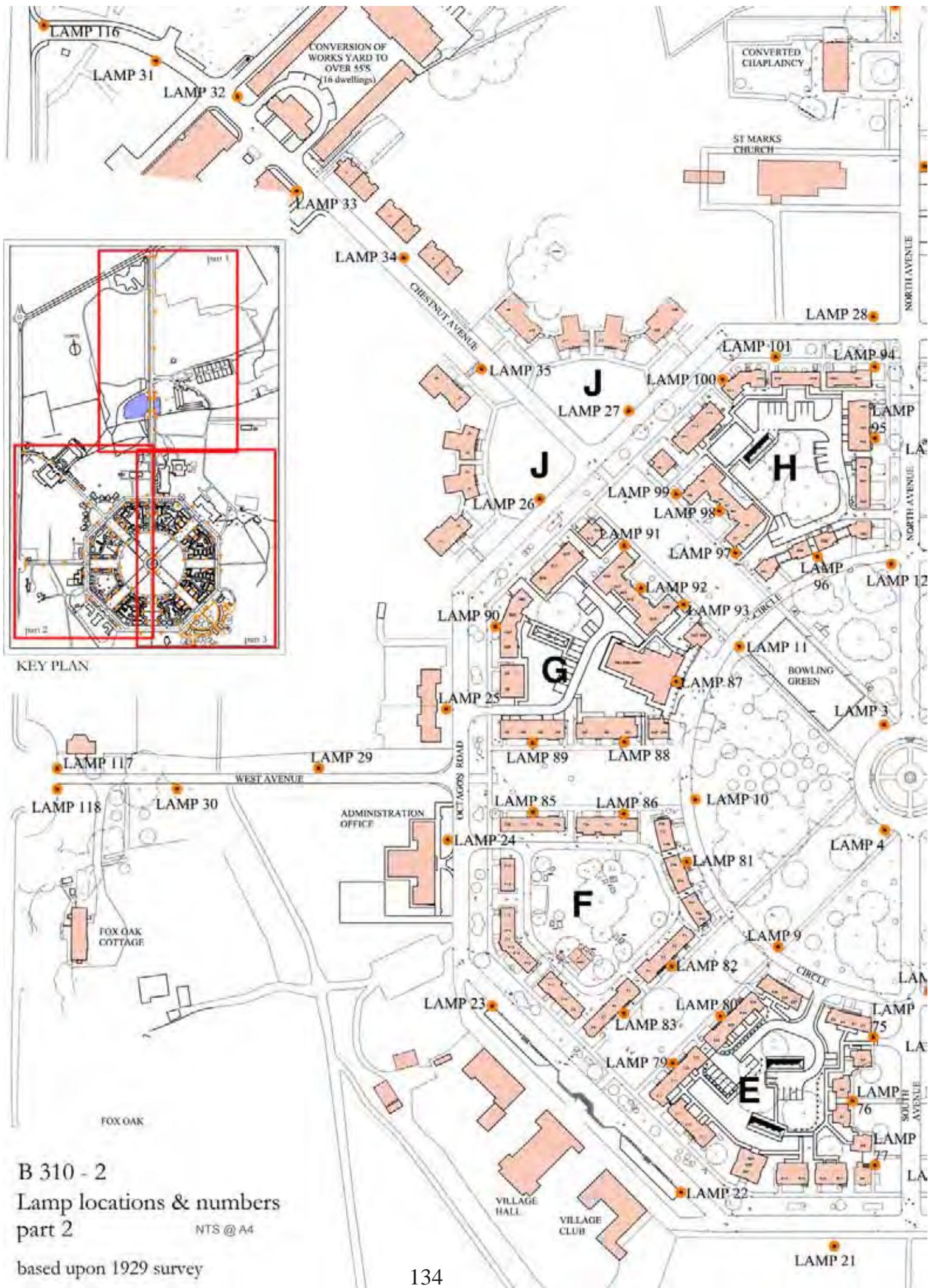
- *CRUSE* (Sister Winnie
Henderson / Peter Holloway)

- British Carriage Driving
Association (Helen Pritchard)

- Education Training
 - Police dog training
 - Notre Dame School
(various ad hoc activities)
 - Landscape Training
Group (non-profit, ***www.
landscapetraininggroup.
co.uk***) runs training
courses for all aspects of
landscape and estates
industries; students have
attended from Maidstone
to Southampton
 - *DEFRA*: use of controlled
poisons
 - *KillGerm*: pest
identification & control

Appendix 4 - “Plans and
Details of Street Lamps”





KEY PLAN

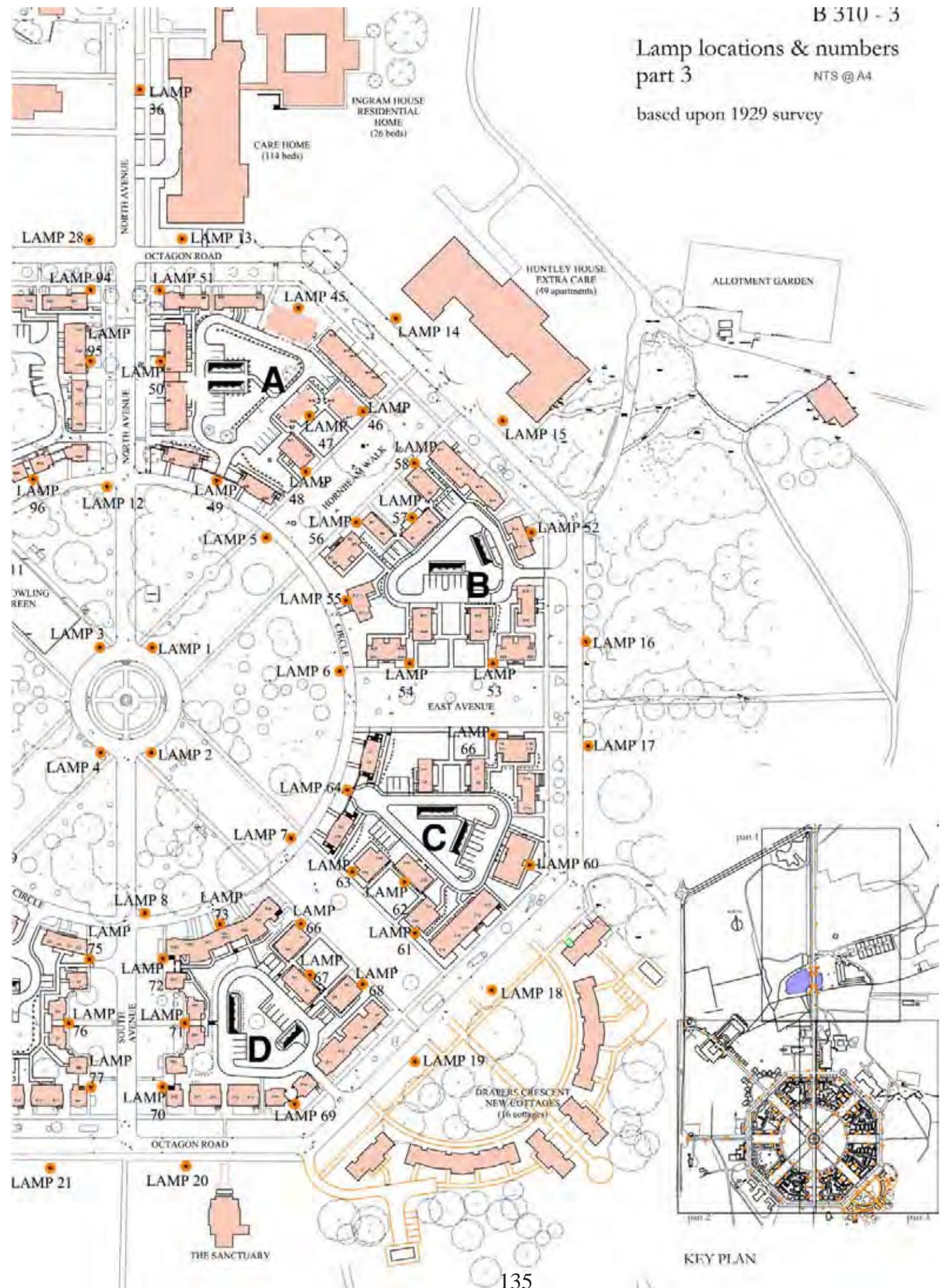
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 Lamp locations & numbers
 part 2
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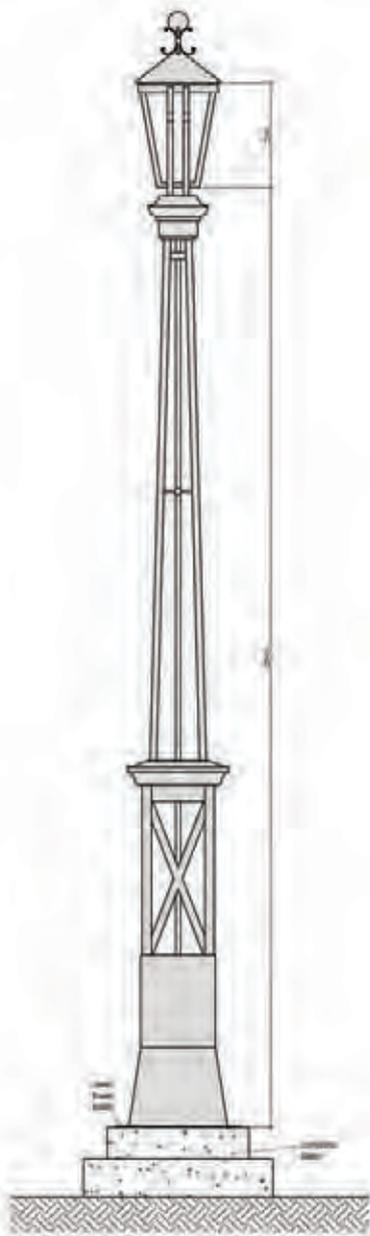
based upon 1929 survey

Lamp locations & numbers part 3

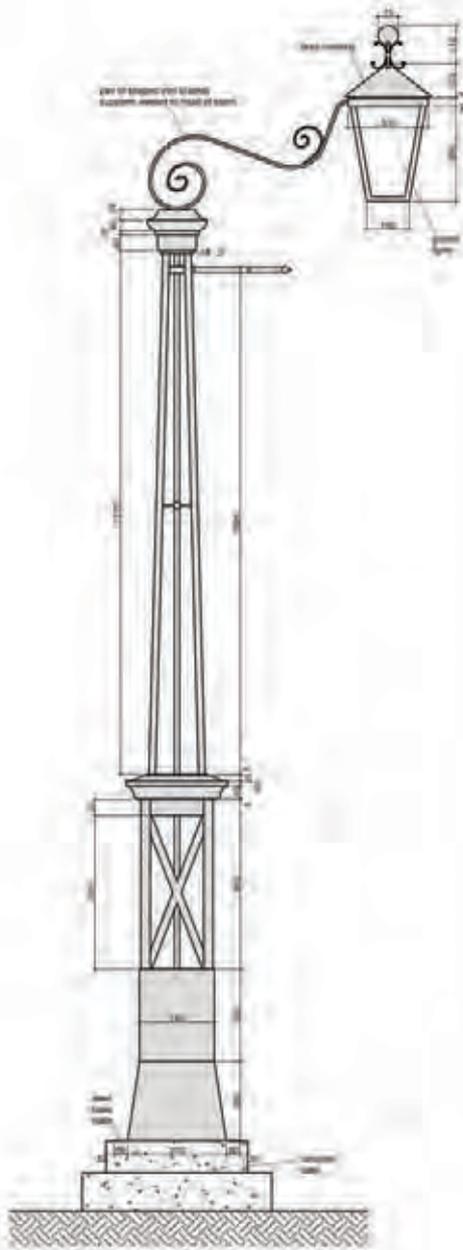
NTS @ A4

based upon 1929 survey

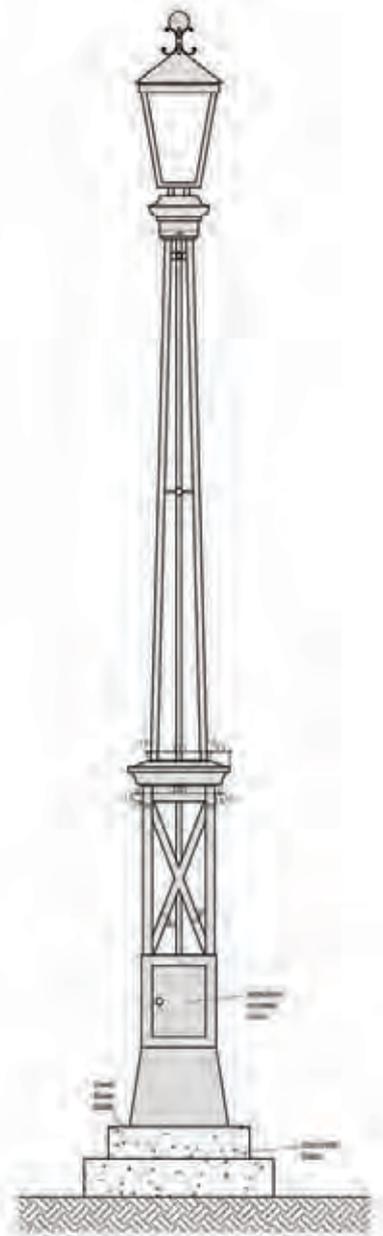




REAR VIEW



SIDE VIEW



FRONT VIEW

Burkle Associates Architects		111 West 10th Street Philadelphia, PA 19107 Tel: 215-592-1111 Fax: 215-592-1112 www.burkle.com				
		Job: Title:				
job no.	dwg no.	rev	scale NTS @ AA	date 136	revision	date

Appendix 5 - Planning Permissions still to be exercised

Sector K cottages

- 16 single storey dwellings including hard and soft landscaping, parking spaces, storage pavilions, water feature and footpaths.
- Grant of full planning permission 26th January 2011 (reference number 2010/2249)

Extra Care apartments

- 6 x 2 bedroom apartments, 30 x 1 bedroom apartments, parking for 12 cars, 24 buggies, stores, office, reception and ancillary facilities following demolition of redundant coal bunkers
- Grant of full planning permission 21st July 2011 (reference number 2010/1011)
- Grant of conservation area consent 21st July 2011 (reference number 2010/1012)

West Avenue

- Reformation of West Avenue including passing bays
- Grant of full planning permission 11th September 2009 (reference number 2009/1265)

Cottage upgrading

- Alterations and extensions to existing cottages in **Sector F** including hard and soft landscaping, alterations to existing roadway, 2 storage pavilions and parking facilities.
- Grant of full planning permission 21st November 2009 (reference number 2009/1949)
- Grant of listed building consent 21st November 2009 (reference number 2009/1950)

Alterations and extensions to
existing cottages in **Sectors C, D
and E**

- Grant of planning permission
and listed building consent
10th October 2006 (reference
numbers 2006/1559 and 1560)
- Sectors C and D complete.
Sector E to be commenced.

FORUM
Heritage
Services

context^{4D}

p.p.s.

Phillips Planning Services Ltd.
Town Planning & Development Consultants



Whiteley Village



Elmbridge
Borough Council

... bridging the communities ...