

WA/2008/0279  
Crest Nicholson Regeneration Ltd &  
Sainsbury's Supermarkets Ltd  
18/02/2008

Mixed-use redevelopment comprising: 9,814 sq m of retail, restaurant and cafe-bar accommodation (Use Classes A1, A3 & A4, including the change of use of Brightwell House and Marlborough Head); 239 residential units (Class C3); a multi-screen cinema (Class D2); multi-storey, surface and basement car parks providing a total of 426 spaces; associated highway and access works; provision of infrastructure and landscaping; replacement facility for the existing 'Gostrey Centre'; demolition and clearance of the site at land at East Street, Farnham

Grid Reference: E: 484186 N: 146994

Parish: Farnham  
Ward: Farnham Moor Park  
Case Officer: Ian Ellis

13/16 Week Expiry Date 20/05 and 10/06/2008  
Neighbour Notification Expiry Date 28/03/2008

**NOTE:**

**This Briefing Note has been prepared to inform Councillors prior to the Technical Meeting on May 14<sup>th</sup>.**

**It includes:**

- **Background information to the scheme**
- **Description of the site**
- **Description of the proposal**
- **A summary of relevant planning policies**
- **Site Specific environmental constraints**
- **Summary of consultation responses and Town Council comments**
- **Representations**

**The note does not comment on the overall acceptability of the scheme. This would be inappropriate at this stage, primarily because:**

**(a) the comments of key consultees are still awaited (at the time of preparing this note); and**

**(b) the Technical Meeting, like the site visit, is part of an information gathering process and not a decision-making meeting. The debate on the merits of the scheme and the issues raised can only take place when officers can present a full analysis and their recommendations at the Planning Committee.**

**(c) No information has been forwarded on the listed building application at this time, and this is dealing with the separate issue of the merits of the alteration and impact on listed buildings.**

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## 1.0 Background

1.1 This application is one of a pair that relates to the redevelopment of land at East Street, Farnham. As well as this application the other is:

WA/2008/0280 Listed Building Consent for demolition of the attached Redgrave Theatre, garden walls, Brightwell Cottage, public toilets and conversion and extension of Brightwell House to form 2 no. restaurant units etc

1.2 There have previously been three suites of applications for this site, namely:

WA/2006/2132 Redevelopment of East Street site  
WA/2007/0992 Duplicate application for the redevelopment of East Street site  
WA/2007/1055 Revised application for the redevelopment of East Street site

WA/2006/2353 Change of use of Brightwell House to café/restaurant & bar etc.  
WA/2007/0993 Duplicate application for change of use of Brightwell House to cafe/restaurant & bar etc.  
WA/2007/1056 Change of use of Brightwell House to café/restaurant & bar etc

WA/2006/2354 Listed Building Consent for demolition of the Redgrave Theatre, conversion of Brightwell House to form 2 restaurant units etc  
WA/2007/0994 Duplicate Listed Building Consent application for demolition of the Redgrave Theatre, conversion of Brightwell House to form 2 restaurant units etc  
WA/2007/1057 Listed Building Consent for demolition of the Redgrave Theatre, conversion of Brightwell House to form 2 restaurant units etc

1.3 No decisions have been made in respect of any of the three suites of applications within the relevant statutory time period. However appeals have been lodged against the lack of decisions in respect of the second and third suites of applications. The appeals are currently held in abeyance pending the consideration and determination of the current proposals.

1.4 The current and previous applications are derived from the Council's Planning Brief approved in February 2000. This set out that proposals should include the following elements: -

- A mixed-use scheme.
- Residential development at as high a density as appropriate.
- No building of more than 4 storeys in height.
- Brightwell House to be retained.
- Sympathetic East Street and South Street frontages.
- Townscape quality and interest.
- East Street to be transformed to become pedestrian priority.
- Linked public open space, including the retention of Brightwell Gardens.
- Public Art.
- Incorporate a network for pedestrians and cyclists.
- Enable improved public transport.
- Landscape and environmental improvements.
- Co-ordinated palette of materials.

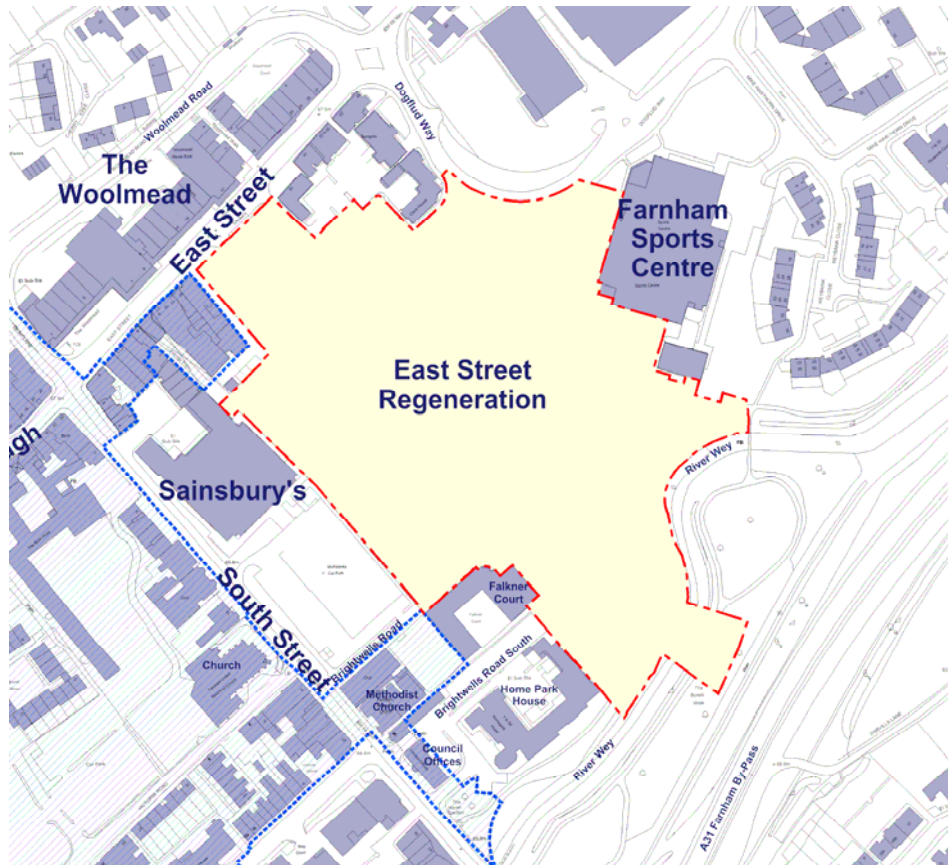
- 1.5 The Planning Brief followed the identification of the East Street Area of Opportunity in the Waverley Borough Local Plan and set the following objectives for the scheme: -

1. Ensure the proposals are of an appropriate scale and of the highest quality of design, so that they will positively contribute to the local townscape.
2. Secure a balanced mixed use of appropriate Town Centre uses, to inject life and vibrancy into the area.
3. Ensure that a significant area of landscaped public open space is retained, running through the core of the site.
4. Improved pedestrian linkages between the site and the central area.
5. Ensure that revitalisation can take place within a reasonable time scale and in a co-ordinated manner.
6. Enable improved public transport facilities and access to be provided to serve the East Street area, as well as the central area.

The Brief interpreted the Area of Opportunity into a number of Zones, with preferred uses identified for each of those Zones.

- 1.6 The following are some of the key constraints to the development of the site that have been identified in the Planning Brief:
- Development to be a maximum of four storeys.
  - Brightwell House to be retained.
  - Four hundred public car parking spaces to be provided inclusive of the spaces within the existing South Street car park which is to be retained.
  - The provision of a new community facility to replace the existing 'Brightwell Gostrey Centre'.
  - Avoiding overlooking the residential properties on Brightwell Road (north).
  - Respecting the environment of Faulkner Court and Victoria Garden
  - Vehicular and service access not to have an adverse impact on the character of the Conservation Area.
  - The capacity of existing one-way traffic and the junctions at the crossing of East Street and South Street and with A31
  - Flood risk associated with the River Wey and agreement with the Environment Agency.
  - The ecological and recreational value of the River Wey
  - Existing foul water sewer and gas main along Brightwell Road.
- 1.7 This report is concerned solely with the planning application for the redevelopment of the East Street. The listed building consent issues in respect of Brightwell House are separately addressed in the other report on the agenda.

Location Plan



## 2.0 Site Description

2.1 The application site extends to 3.95ha and contains a variety of buildings and land uses. Many of the buildings are vacant and boarded up and some have been demolished. The following describes the principal elements of the site and surrounding streets.

1	The former Regal Cinema off East Street was a very substantial brick building constructed in the 1930's. It was demolished a number of years ago and is now used as a temporary car park.
2	The Redgrave Theatre – built in the early 1970s as a modern addition to the Listed Brightwell House it has been disused for ten years and is boarded up.
3	Dogflud Car Park provides 215 spaces for public use on a 'pay and display' basis. It is a car park for both the Town Centre and Leisure Centre users.
4	The two storey Brightwell Gostrey Centre is a functional 1960/70's building.
5	Former Health Centre is a modern flat roofed three storey building formerly offices with attached single storey medical facility now disused and boarded up.
6	Brightwell House is a two-storey grade II listed building to which was added the modern theatre. Many of its historic features were destroyed or removed and it is unused and has been boarded up.
7	Brightwell Gardens and the bowling green were originally part of the historic curtilage of Brightwell House. The former is a simple attractive green space between Brightwell House and the bowling green. Parts of the old brick garden wall still remain within what is regarded as the curtilage of the listed building.
8	4 Tennis courts and clubroom. This is an unusual facility to find in a town centre but is a very well used facility.
9	Farnham Bowling Green and Bowls Club, like the tennis courts is an unusual space in the heart of a town. The clubhouse is a single storey prefabricated flat roofed building. The Bowls club has closed and the bowling green is now disused. It is regarded as being within the curtilage of the listed building.
10	Brightwell Cottage is a quaint single storey dwelling built of random coursed chalk stone with brick quoins under concrete plain tiled roof. It is in a poor state of repair, demonstrated by a collapsed chimney and is boarded up. It is in an isolated position surrounded by car park, public space and the bowls club. It is regarded as being within the curtilage of the listed building.
11	The informal treed green space close to the River Wey is dominated by the large 4m high embankment that hides the presence of the river from the site. It nevertheless provides a green backcloth to this part of the town.

2.2 As well as the buildings and uses within the application site the influence of the development will be felt beyond the site boundary. Any development of the application site should therefore also have regard to the character and qualities of adjoining streets and spaces. Officers consider that the following photographs

and text portray and explain the key elements to the setting of the East Street site.

### 2.3 South Street (photographs illustrate buildings and features)



South Street is predominantly a one-way street and a principal route for traffic in the town centre. It has a variety of two and three storey buildings with the western side incorporating a number of older buildings all of which are in the Farnham Conservation Area. The Conservation Area includes nos 2-8 on the east side of South Street and the Liberal club and Methodist Church further down and alongside Brightwell Road. The spire of the United Reformed Church dominates the skyline of Farnham and is a key landmark. The junction between South Street and East Street has a number of small Listed Buildings. Sainsbury's is the largest single building and replaced buildings of a smaller stature.

At the south end of the Street is the Methodist Church, which also has a tower and is considered a landmark.



### 2.4 The River Wey (photographs illustrate key features)



The wooded course of the River Wey lies on the southeast boundary of the site and is a major green space containing Borelli Walk, a recreational thoroughfare. It is also important for ecology but is also a flood risk.

### 2.5 East Street (photographs illustrate buildings and features)





East Street is an historic route to and from the town centre. The south side comprises small-scale buildings of a variety of architectural styles and a number of buildings are either statutory listed or locally listed. The south side and western end is also within the Conservation Area but that stops just short of the Marlborough Head pub. Land east of the pub is the cleared site of the former cinema.

The street as a whole is dominated by the Woolmead development on its northern side. This was constructed in the 1960's and is a two/three/four storey building containing retail uses at ground level with offices above.

East Street is a one-way street from east to west and has a number of mature trees at its eastern end.



## 2.6 Dogflud Way, Riverside and eastern boundary (photographs illustrate buildings)



Dogflud Way provides a principal vehicular access into the town from the east. It is characterised by larger building blocks (Lidl supermarket, car showrooms and workshops) compared to the historic core of the town.

On the corner of East Street and Dogflud Way is a two/three storey courtyard development of offices and residential apartments. That development reinforces the lines of the street and keeps car parking internally within the courtyard.

To the east of the site there is a Leisure Centre with swimming pool and sports facilities. It is a brick and profiled metal sheet clad shed with large chimney. To the east are other leisure facilities including the skateboard park and the '40Degreez' Youth Project building, a metal clad two-storey building.

2.7 Brightwells Road & Faulkner Court (photographs illustrate buildings and features)



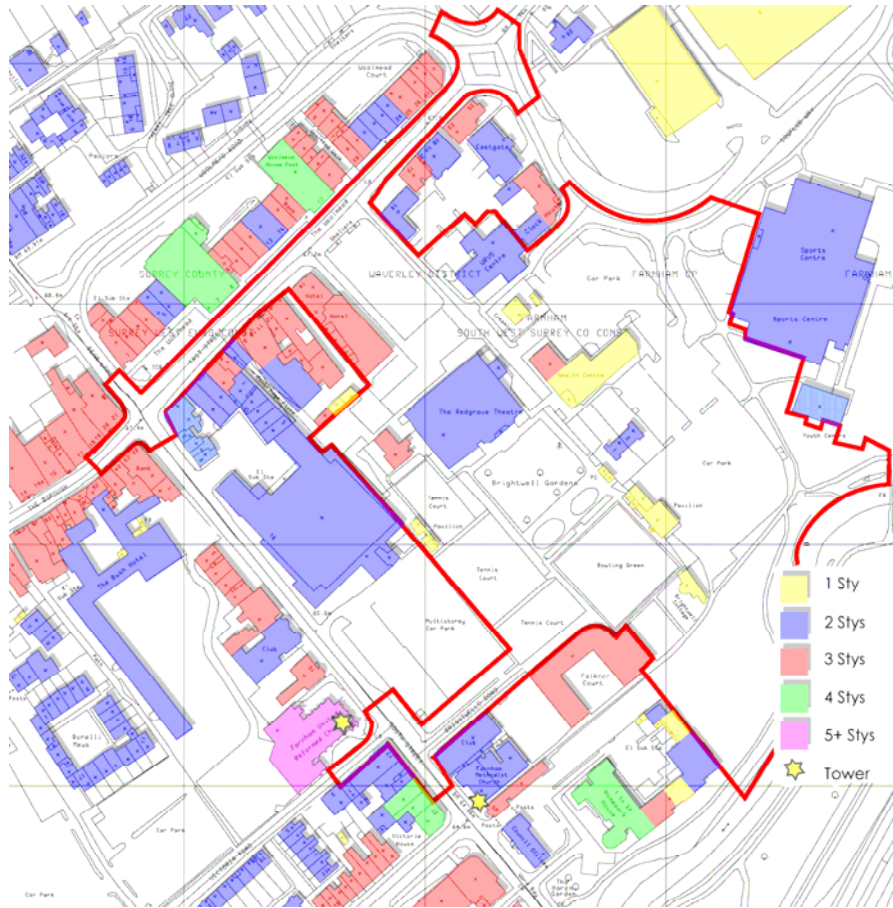
Brightwells Road provides vehicular access to Sainsburys car park as well as cycle and pedestrian access to the Tennis Club, the former bowls club and the site in general. Faulkner Court and Home Park House on the southeast side provide accommodation for the elderly in two and three storey buildings, with brick and pitched roofs. Adjacent to Faulkner Court is the very attractive Victoria Garden, behind an arched brick wall by the architect Faulkner.

The Farnham Council offices building by Lutyens which is Farnham Town Council's offices is within the Conservation Area facing South Street.

2.8 In terms of land and building use there is a broad mix of uses found within the vicinity of East Street, including shops, pubs/restaurant/cafe, commercial, community, leisure and residential uses. The retail uses on East Street and South Street, with the exception of Sainsbury's, are generally of a secondary and tertiary nature although they lie within the central shopping area in the Local Plan.

2.9 East Street lies in an area of transition between the historic core of the town to the west and the more modern large building formats to the east. It does not have the same land uses and development as either areas and neither does it have the same grain. It could be said to lie within an area of transition where opportunity exists to provide complementary uses to the historic core using modern building formats.

2.10 Building heights range between two to four storeys across the town centre. Very few buildings exceed four storeys. The plan below shows storey heights in the vicinity of the site. Residential properties tend to have lower floor to ceiling heights than commercial buildings within the town centre. No single architectural theme dominates the town centre although Castle Street retains its striking Georgian buildings and streetscape.



2.11 The Woolmead centre, located to the north of East Street, does not form part of the planning application, although it was located within the East Street Area of Opportunity.

### 3.0 Proposal

3.1 Appendix A lists the supporting reports and Environmental Statement that accompany the application. The main changes to the development compared to the previous proposals are listed at Appendix B. The proposal provides for a mixed-use redevelopment of the site and includes:

9,814 sq.m. of new retail, cafes, restaurants and bar floorspace;

239 new residential properties, comprising:

167 for private sale (70%);

36 affordable shared ownership (15%); and

36 affordable rental (15%).

A modern multi-screen (approx. 900 seat) cinema complex;

New public open space areas including a new town square;

landscaped garden areas;

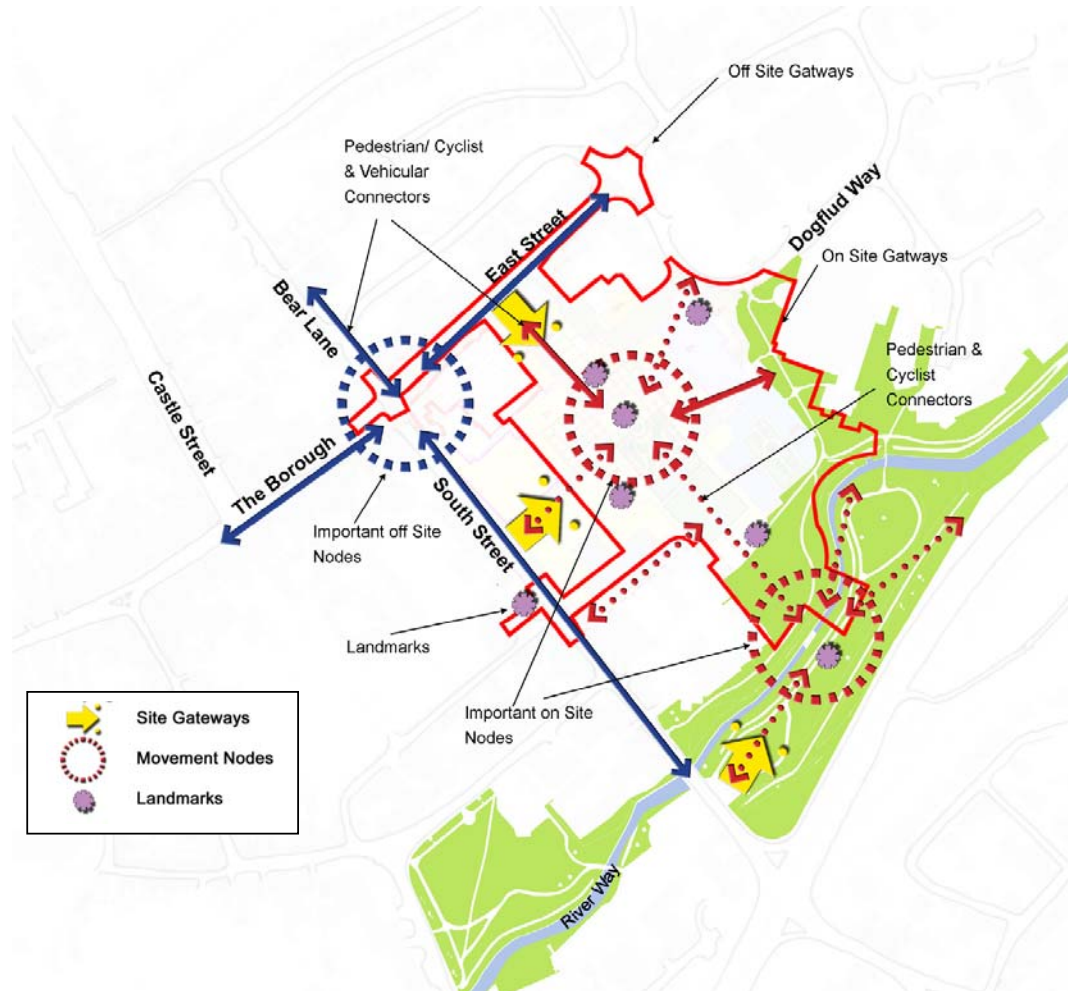
Provision for a new Gostrey/Community Centre within Building D20;

New surface, basement parking facilities and a multi-storey car park with the provision of 426 car parking spaces including 3 spaces for use by a Car Club.

3.2 The proposed development as described by the applicants has the following elements:

- The provision of new retail units of a size and layout to complement the existing Town Centre stores.
- Creation of a circular route for shopping pedestrians, which starts at The Borough, travels along East Street, down through the scheme to the New Town Square and then on back to South Street and up to The Borough.
- Residential accommodation within the town centre to respond to sustainable development principles and reduce the reliance on the car.
- Improving the visual environment and first impressions of Farnham Town Centre when approached from the east via Dogflud Way.
- The creation of a 'green finger' through landscaped gardens from the river up into the heart of the new development to the 'Town Square' and town centre
- The provision of a bridge over the River Wey to link the new green space at the heart of the scheme to Borelli Walk on the south side of the river.
- The creation of a more attractive connection between the town centre and the Leisure Centre.
- The creation of pedestrianised quarter by placing all cars below ground and in a new multi-level car park.
- The provision of larger retail, cafe / bar units, which cannot easily be accommodated within historic buildings within the existing Town Centre
- Creation of a high quality public realm for use during a wider period of the day and by a wider age group.
- Contributing to making East Street predominantly pedestrianised.

3.3 The applicants state that their underlying aim is to create an integrated extension to the Town Centre on this under utilised “brownfield” site, bringing vitality to this important location and create a vibrant extension to the Town Centre. The plan below illustrates how the applicants see the development integrating and interacting with its surroundings.

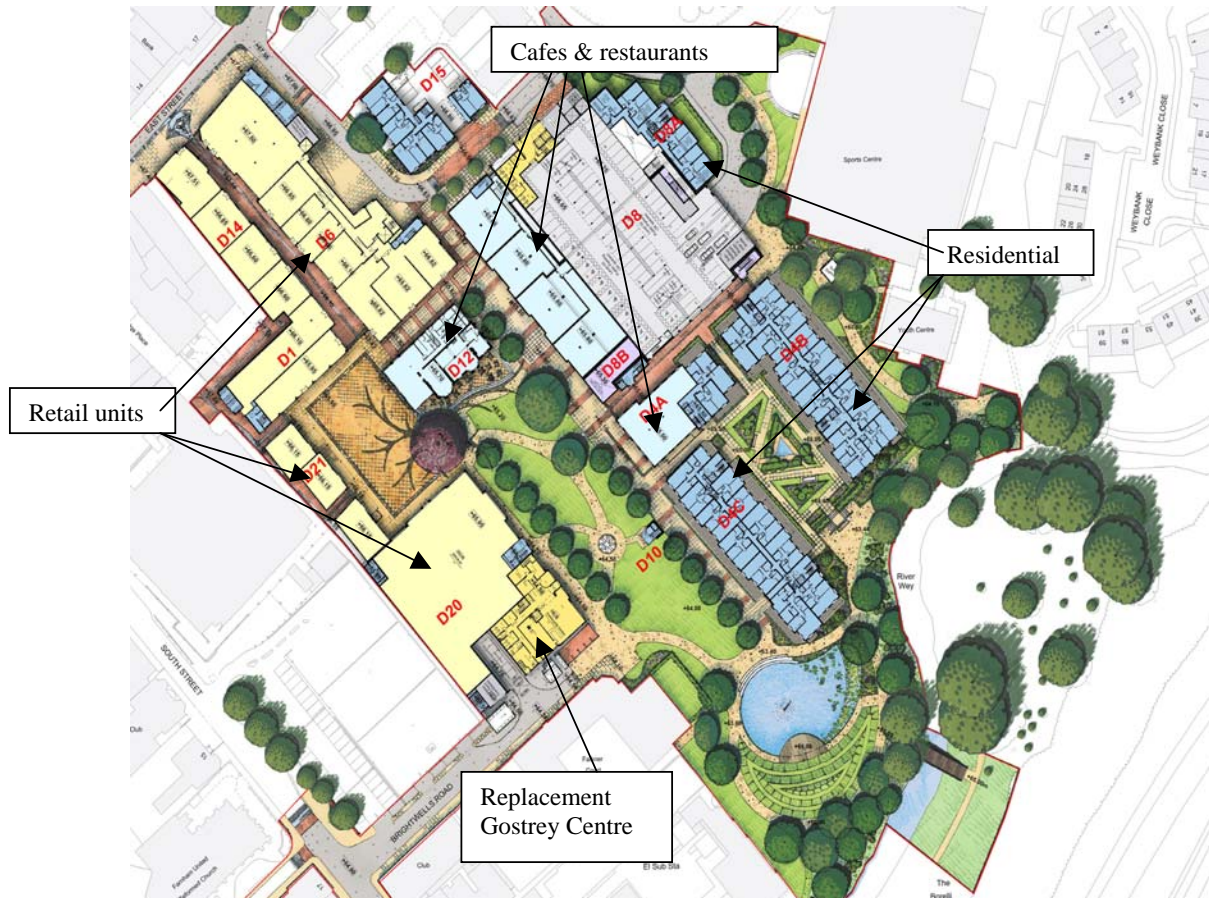


3.4 The design of the proposed development takes the form of groups of buildings with individual characteristics rather than a common rhythm or design. The approach has been to meld traditional building forms to be found in Farnham and create a pattern of new car free ‘streets’ and spaces that create an addition to the townscape that reflects Farnham’s historic qualities. The layout is not a copy of the historic “grain” of the town. The design is not pastiche but is a modern interpretation of building tradition that embraces 21<sup>st</sup> century planning philosophy in creating a sense of place as a complement to the historic market town. The architectural form and style is thus very different to earlier proposals that had a contemporary feel and more uniformity in mass.

3.5 The applicants have based the proposed layout on their analysis of Farnham’s street and yard pattern. They consider that the proposed scale and mass of

buildings and the relationship with the space for roads and pathways creates an urban “grain” similar in size to other blocks in the core area of the Town.

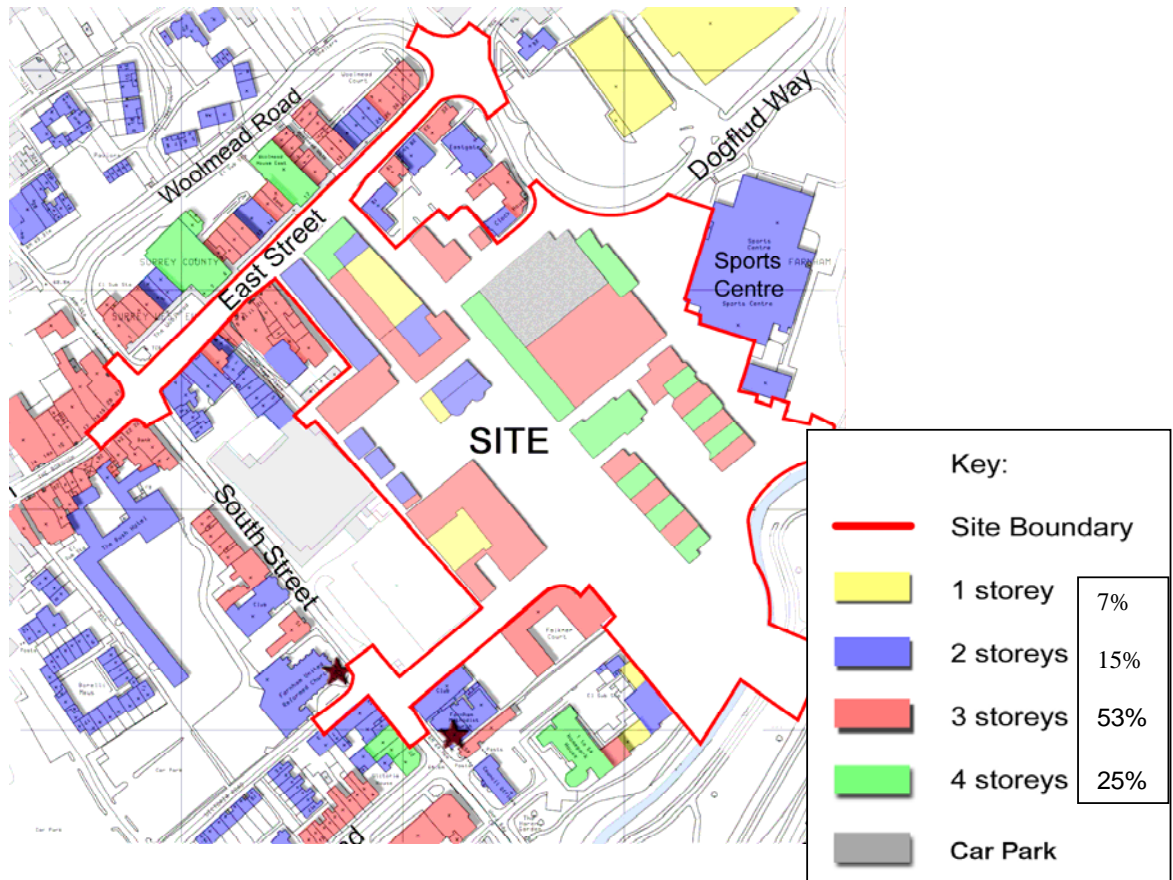
3.6 The plan below shows the ground floor plan of the development



3.7 The proposed masterplan offers a mix of uses and a variety of block sizes, which range between small size double-aspect residential blocks with street servicing, to larger blocks of retail and leisure activities with residential units above.

3.8 The development is based on a pedestrian shopping street leading from East Street where two storey buildings would be on the west side (D14) with three storey buildings on the east side (D6). Those on the west are mainly two storey retail units whilst only the corner unit to East Street on the east side is a two-storey retail unit. Residential flats are the predominant upper floor use of these buildings D1 and D6. The shopping street leads into a ‘town square’ with retail uses on three sides and a restaurant on the other. Building heights around the square vary from single (extension to D12), 2 storey (D21) to 3 storey (D1 and D20). An existing Copper Beech tree would form the visual focus in the southeast corner of the square and lead into a new green space. The building (D21) that backs onto Sainsburys has two floors of retail units. The restaurant would be an extension to Brightwell House (replacing the theatre).

- 3.9 A pedestrian walkway leads from the north east corner of the square past further shops (D6) another walkway and to a group restaurants/cafes/bars and a multi-screen cinema (D8). The buildings here range from 2 storey (D12), 3 storey (D6) to 4 storeys (D8) in height. Brightwell House (D12) will retain its open south aspect looking out over a new green space. The Copper Beech and Atlas Cedar trees frame the south façade.
- 3.10 A major element of building D8 is the multi level car park served by access from Dogflud Way but it also contains flats at ground, first, second and third floor levels. The cinema has a ground floor entrance with the 7 auditoriums occupying the upper level. The largest auditorium will be capable of holding 243 people and the total capacity is 900 customers. The applicants have previously indicated that the main auditorium might be a multi-purpose auditorium but confirmation of this point has not yet been received
- 3.11 The building block comprising D4A, B and C is built over a basement car park and apart from the restaurant in D4A has flats on 3 and 4 storeys above. It has a frontage to the green space as well as external facades to an internal courtyard, the sports centre and the river. Elevations have been designed to suit their context with that facing the green space being a modern interpretation of historic building tradition and the other elevations more contemporary.
- 3.12 The existing Brightwell Gardens and the bowling green are lost to the development but the former would be replaced by a new linear public greenspace stretching from the restored Brightwell House through to the remodelled north bank of the River Wey.
- 3.13 The final building, in the approximate position of the tennis club, is D20. This will have a large retail unit on the ground floor with access to/from the new town square plus a new Gostrey centre. There is a change in levels across the footprint of building D20 such that the new Gostrey centre has a mezzanine level inserted between the ground floor and the first floor of the building. Residential flats would be at first and second floor level with a small element of residential at third storey level. The residential units would look into a first floor roof garden as well as having outlooks to the town square, the new green space and Brightwells Road.
- 3.14 The applicants' consider that the architecture draws on traditional building materials found in the locality. They point to the variety of the built environment in terms of its character, height and mass and the public facades within the development would use traditional materials and detailing, whilst the private and more secluded areas of the development are designed in a more contemporary way.
- 3.15 The plan below shows the proposed building heights for the development and those of adjacent and nearby development. Also indicated is the percentage of the development according to the storey heights.



3.16 In terms of building storey heights the applicant's plan shows the height of buildings above basement level. In practice the basement level and the mezzanine within the new Gostrey centre is not included as a storey. The approximate building heights of individual buildings above ground level are:

<b>Building</b>	<b>Height Eaves /parapet Ridge</b>		<b>Building</b>	<b>Height Eaves /parapet Ridge</b>	
<b>D1</b>	10.2	13.8	<b>D4B</b>	9.4/10	11.3/12.8
<b>D14</b>	7.3	11.1	<b>D4C</b>	9.5/12	11.2/13.6
<b>D6</b>	10/13.4	14/16	<b>D20</b>	10/12.6	13/15.8
<b>D8</b>	10.3/13.4	13.8/17	<b>D21</b>	7	10/11.4
<b>D4A</b>	11.5	14.6	<b>D12 (Brightwell)</b>	7	8.8
<b>D15</b>	8.8	12.6			

3.17 The main vehicular access would be from Dogflud Way. This would provide access to the public and residents parking area as well as the service yard at the rear of building D6. Vehicular access for servicing would be provided by widening Brightwells Road and making it two-way to serve building D20 and the new Gostrey Centre. In the process 7 car parking spaces would be lost at the South Street car park.



- 3.18 426 car parking spaces are to be provided. This is on the basis of 183 public parking spaces are to be provided and 240 spaces for the residential units and 3 spaces for the car club. The applicants point out their parking proposals are in line with PPS 3 and PPG13 that advise that maximum, rather than minimum, car parking standards should apply to new developments (other than in provision of disabled spaces) and that 'developers should not be required to provide more spaces than they otherwise wish'. They consider that the provision of parking on the site strikes the correct balance between national policy objectives to limit parking in order to restrain travel by car and the need to make sensible and efficient use of the current parking stock in Farnham.
- 3.19 Secure cycle storage is provided throughout the development for both residents and users in accordance with the relevant County Standards in 'The Parking Strategy for Surrey'.
- 3.20 A landscape strategy has been submitted and the applicants see green spaces and the public realm as being important elements of the scheme. The 'town square' and new Brightwell Garden/Park are key features along with the rejuvenated north bank of the River Wey. The 96 trees on the site have been assessed and a tree condition survey and arboricultural impact statement produced. Of these trees:
- 7 were regarded as category A trees – high quality and value with a substantial contribution of 40+ years
  - 17 were regarded as category B trees – moderate quality and value with a significant contribution of 20+ years
  - 66 were regarded as category C trees - low quality and value and a contribution of 10 years
  - 6 were regarded as category R trees – dead trees or of no value
- 3.21 Of the 96 trees on the site 4 of the category A, 4 of the category B and 6 of the category C trees are to be retained and 80 felled and removed. The majority of the trees being lost have been assessed as being of low quality and little value and having a short period of life. The proposed development includes a comprehensive landscaping masterplan including hard and soft landscaping and new tree planting. The plan indicates the planting of at least 62 trees.



## 4.0 Relevant Planning History

4.1 The regeneration of the East Street area first emerged as a potential project in the late 1990s when the informal East Street Group, which involved elected members and others, considered opportunities for improving the eastern sector of Farnham. This prompted the Council to adopt a planning-led approach. The principal stages have been:

- Council decision to investigate
- Action Planning workshop and exhibitions facilitated by Nick Wates [assisted by John Thompson Architects]: to tease out community aspirations in November 1997.
- Appointed PRP Architects to prepare a concept masterplan to provide form to those aspirations. A further public consultation followed in March 1999.
- The masterplan was then distilled down to its underlying principles to form the basis of a Planning Brief for the area.

4.2 In February 2000, a Planning Brief for the site was adopted by WBC as a framework to guide the co-coordinated redevelopment of the area. The Planning Brief was not included as a supplementary planning document in the Council's Local Development Scheme of December 2007

4.3 The WBLP was adopted in April 2002 and formally identified the area as the 'East Street Area of Opportunity'. In the same month, the Council issued a Development Brief for the site, which drew on the earlier Planning Brief (the requirements and objectives of which are set out in paragraphs 1.4 and 1.5 above), and began the tendering process to find a development partner. The Development Brief itself is not (and never was) supplementary planning guidance but rather a basis for considering proposals from prospective developers. It includes some relevant planning principles but carries no statutory weight in the consideration of the application.

4.4 The following extracts from the WBLP set out the key issues:

*9.61 The East Street area of Farnham has been identified as one where opportunities exist for beneficial development. There are question marks over the future of prominent sites such as the old cinema site, health centre and Redgrave Theatre. The Area of Opportunity currently under consideration is identified on the Inset Map.*

*9.62 The area extends to some 5.4 hectares (13.4 acres) and is within a number of different ownerships. The area available for development would be significantly smaller because there are a number of planning constraints including some attractive buildings (two of which are Listed, including Brightwell House and seven of which are Locally Listed); Brightwell Garden which provides a tranquil open space in the built-up area; and a network of footpaths.*

*9.65 Opportunity exists for development in this area to create a high quality townscape to complement that of the adjoining Conservation Area. Farnham*

*is characterised by a mix of building periods and styles. Any development should enrich this distinctive character blending with the existing fabric of the town and providing a varied townscape. New buildings should be appropriate to their setting in terms of scale, massing, design and materials. Elements of public art will be sought as part of any development scheme.*

*9.66 It may be possible to relocate some of the open space uses from the site, but it is essential that a significant element of public open space is retained.*

*9.67 Urban design concepts which emerged from the Action Planning events with strong support were:-*

- creation of a “town square” or other form of open space where people can gather;*
- creation of a landscaped link to the river and improvements to the riverside path to The Maltings;*
- pedestrian priority in part of East Street to improve the shopping environment; and*
- redevelopment or refurbishment of the Woolmead development.*

#### *Access*

*9.68 The movement of people and vehicles around and within the East Street area must be considered as an integral part of the overall movement strategy for the town centre. A Transport Assessment will be required as part of any planning application for substantial development.*

*9.69 Proposals should contribute toward achieving the objectives of the Farnham Movement Package. Most important for the East Street Area are the proposals to pedestrianise the western end of East Street by making Woolmead Road two-way and to improve the riverside footpath. The pedestrianisation of East Street would bring substantial environmental benefits for pedestrians and is supported by the Town Council.*

*9.70 Development proposals for the East Street area should be compatible with the pedestrianisation of part of East Street. Where appropriate, the developer will be required to contribute towards measures required to achieve the objectives of the Farnham Movement Package. The feasibility of incorporating a bus interchange off Dogflud Way should be investigated.*

#### *Preferred uses*

*9.71 The Council will support a mix of uses on the site and within individual buildings. These uses should complement those in the historic core of the town, adding quality and variety to the range of services and facilities on offer. The Council will resist uses which would directly compete with existing town centre uses to the extent that the balance of activity and investment would shift to the detriment of the historic core.*

*9.72 Strong support emerged from the Action Planning event for a vision of East Street as the cultural/entertainment quarter of Farnham. Leisure uses such as a theatre, cinema, nightclub or arts complex could be the focus whilst restaurants, an hotel and small shops with flats above could provide*

*additional activity. It is likely that additional commercial or residential uses will need to be added to this mix in order for it to be economically viable.*

*9.73 The network of paths and informal spaces, including the river frontage, within this area and the potential for a high quality townscape will provide a basis on which a successful mix of uses can be built.*

*9.74 The preferred uses are therefore a mix of:-*

- leisure;*
- arts;*
- food and drink;*
- shops;*
- residential;*
- offices;*
- open space;*
- hotel; and*
- public transport interchange.*

- 4.5 Local community involvement through workshops, the Urban Design Forum, public exhibitions and extensive consultation ensured that local people were able to contribute ideas for the future of the area from the earliest stage. Following the selection of Crest Nicholson Developments Limited and Sainsbury's Supermarket Limited (CNS) as the preferred development partners, further rounds of consultation continued with the public and key stakeholders, including the South East Regional Design Panel and Waverley Borough Council Consultative Forums.
- 4.6 The applicants formulated a Masterplan for the area and have sought to maintain the key principles of the original Brief - in particular, to form an integrated extension to the town of a design and quality appropriate to this important historic town. In September 2006 the first suite of applications was submitted, followed by a duplicate set and then a suite of revised applications in May 2007 – see paragraph 1.2 above.
- 4.7 Landlord's Consent for a preferred scheme was issued in May 2006 and the CNS project team prepared and submitted the applications referred to in paragraph 1.2 above. Following the submission of those applications and the public interest generated further consultation has been undertaken with WBC, interested parties and stakeholders. As a result the current pair of applications have been submitted. These were indicated in a public consultation leaflet produced in September 2007. A further Landlords Consent was issued following Council meetings in October and December 2007. All responses from the consultation have been taken into consideration by the applicants in the development of the current scheme. *(Note: Landlords Consent is part of the contractual process. It is not intended to confer any approval for the scheme, but merely to reflect that the landowner, i.e. the Council, has no objection to a scheme moving to the formal planning application process.)*
- 4.8 Appendix C lists the main background papers in the case.

## 5.0 General Planning Policy Situation

- 5.1 Government policy in the form of PPS1, PPS3, PPS6 and PPG13, as well as regional planning policies, all encourage the mixed-use redevelopment of under utilised, brownfield town centre sites. This involves the consideration of strategic planning choice to locate development in the most sustainable and suitable locations where it can reduce the need to develop in less sustainable locations and reduces the reliance on the private motor car. In the process this also reduces the need to develop “greenfield” sites that are usually located in less sustainable locations. However, such development also needs to strike the right balance between maximising development and having due regard to the distinctiveness of location. PPS and PPG advice carries significant weight in the planning process.
- 5.2 Government policy is that development should make the best use of previously developed land in sustainable locations served by public transport and with good access to all services. PPS1 specifically requires that developments that attract large numbers of people should be located in existing centres to promote vitality and viability as well as contributing to the reduction in the need to travel and secure more sustainable patterns of transport. The proposed development accords with the principles of draft SEP policies CC1 & 8a, H3, H5 and TC1 - 3. The site is identified in the WBLP as falling within Farnham town centre where Policy TC1 seeks to improve the vitality and viability of the centre. The site is also identified as an ‘Area of Opportunity’ for development.
- 5.3 The Planning Brief adopted for the site strongly encourages the mixed-use regeneration of the East Street area, subject to a number of objectives outlined in paragraph 1.5 of this report. The proposed development meets those objectives and the form of development accords with the preferred uses identified for each of the zones. Zones 1 and 2 comprise a mix of retail/commercial uses, with residential above, along with new proposals for a three-storey residential building on the site of the Gostrey Centre, which is to be relocated as a new facility within building D20.
- 5.4 The proposed cinema is to be located within Zone 3 that the Brief stated would be appropriate for leisure related facilities. Zones 4 and 5 comprise predominantly residential buildings in accordance with the Brief, with some elements of ground floor retail. The centre of the site, zone 6, contains the refurbished Brightwell House, Town Square and public open space as advocated by the Brief as well as a landscaped link from the site down to the River and Borelli Walk. The Woolmead Shopping Centre, located to the north of East Street, does not form part of the current planning application, although it is located within the East Street Area of Opportunity. At the time of drawing up the Planning Brief there was an aspiration that the Woolmead should form part of the overall East Street scheme. However, the Planning Brief itself recognised that the Woolmead site may not be immediately available and stated:-
- “4.2 The more immediate development opportunities relate to the vacant Iceland site fronting East Street and, to the rear, the interior of the brief area. The refurbishment of the Woolmead is encouraged in the short

term. With the implementation of pedestrianisation proposals along East Street, there is an opportunity to achieve a softening of the impact of the Woolmead through a stronger integration of the site with the brief area. In the longer term, there may be opportunities to redevelop the visually prominent Island site it occupies, with a landmark development of significantly improved quality”.

5.5 Whilst the omission of Woolmead means that the proposal does not include all the Area of Opportunity, the East Street application has been designed to potentially co-exist with any future redevelopment scheme for Woolmead and plans for the latter could come forward in the future. Thus the omission of Woolmead from the current application does not prejudice the future redevelopment of that site and may indeed be a catalyst for its redevelopment.

5.6 The Appendices D and E set out the relevant policies of National, Regional and Local Development Plan policies.

## **6.0 Site Specific Environmental Constraints**

6.1 As befits a large town centre site the planning and environmental constraints are numerous and include the following:

- Conservation Area (nearby)
- High Archaeological Potential (adjacent)
- Listed Building Grade II (Brightwell House)
- Listed building curtilage buildings, walls and structures
- Within 20 m of river bank
- Flood zones 2 and 3 (southern part of the site)
- Town Centre Area (whole of the site)
- Central Shopping Area (East Street frontage to depth of approx 50m)
- Pedestrian Improvement Area in East Street
- Thames Basin Heathland Special Protection Area (SPA) within 2.5km
- Wealden Heaths I Special Protection Area (SPA) 5km
- Area of Strategic Visual importance (River Wey and its south bank)
- Countryside beyond Green Belt (River Wey and its south bank)
- Potential contaminated land
- Gas Pipe Line (non-hazardous)

## 7.0 Consultations and Town Council Comments

- 7.1 The key points raised by consultees are summarised below. The detailed responses are set out in full at Appendix F.

**Government Office for the South East** – Has been formally notified of the application as it is accompanied by an Environmental Statement. Any resolution to grant planning permission will need to be referred to GOSE for the Secretary of State to consider whether to call-in the application or leave it in the Council's hands to formally determine.

**South East England Regional Assembly** - No substantive comments on the basis that the principle of the development has been established through identification in the Local Plan and on the Proposals Map and Supplementary Planning Guidance, The East Street Area of Opportunity Planning Brief. Advice given on avoiding prejudice to or material conflict with the RSS.

**South East England Development Agency** - supports the application, which is in general well aligned to the Regional Economic Strategy.

**Surrey County Council: Strategic Planning** - the revised proposals for East Street, Farnham have a reduced scale of impact on the historic character of the town centre, and also the vitality and viability of other areas of the town. Therefore, provided the Borough Council is satisfied that the scheme fully meets the requirements of the Development Brief for the East Street Area of Opportunity, no objection is raised to the principle of redevelopment under the spatial strategy of the saved Structure Plan, including policies concerning mixed-use schemes, housing and redevelopment within town centres.

Subject to several comments made, including a reference to further archaeological assessment, there is no objection on strategic environmental policy grounds. Developer contributions for community services and infrastructure, required archaeological work, landscape management and habitat mitigation measures should be satisfactorily secured through conditions or terms of agreement within a Planning Obligation. Transportation and parking issues remain to be resolved. Matters should also be subject to appropriate conditions or terms of agreement, so as to comply with saved Policies DN1, DN2 and DN3.

**Surrey County Council: Highways** - No objection raised subject to an appropriate agreement that includes SCC as the Transport Authority before the grant of permission that provides for the following: (with all financial commitments index linked to May 2007 values.

- A) The funding and making of all Traffic Regulation Orders, Road Closure Orders, legal definition of all cycle routes, and Footpath Diversion Orders prior to commencement of development, and their implementation as appropriate before and during construction.
- B) The funding up to a maximum of £25,000 of an implementation study for a town wide Park and Stride scheme, to be undertaken prior to commencement of the development, and the funding prior to development construction of any scheme implementation proposals up to a maximum of £250,000.

- C) The funding upon grant of planning permission of further traffic reduction studies and implementation of measures within Farnham Town Centre to a maximum of £100,000,
- D) The funding of £200 per residential unit to fund travel vouchers or cycle provision.
- E) The establishment and maintenance for the life of the development, so long as is practically reasonable to do, of a Car Club, with a minimum of three cars and spaces being provided within the development, to be made available also for other town centre residents.
- F) The funding of a permanent Travel Co-Ordinator so long as is practically reasonable to do so.
- G) The production, agreement, implementation, measuring, monitoring (in accordance with the Standard Assessment for Monitoring Travel Plans) reviewing and perpetuation of Residential and Employers Travel Plans as two separate living plans.
- I) The use of reasonable endeavours to secure a construction access to the site from the A31 Farnham Bypass
- J) A subsequent Section 278 Agreement to be entered into prior to development commencing providing for the following at appropriate stages of the development,
  - 1) The signalisation of the existing junction of Union Road, with Long Bridge, to include Puffin Crossings, intelligent bus priority, high friction surfacing and advanced cycle stop lanes and approaches, where appropriate as generally shown on drawing number JNY4420/44B.
  - 2) The signalisation of the existing junction of East Street (two arms), Woolmead Way and Dogflud Way, to include Puffin Crossings, intelligent bus priority, high friction surfacing, and shared cycle / footways where appropriate as generally shown on drawing number JNY4420/45C.
  - 3) The modification of traffic signals and the junction of East Street, Bear Lane, The Borough and South Street, to provide improved crossing facilities for pedestrians, changed direction and type of traffic flow, advanced cycle stop lines and approach lanes, shared cycle/ footway in East Street, high friction surfacing and intelligent bus priority where appropriate as generally shown on drawing number JNY4420/46E
  - 4) The signalisation of the existing junction of East Street with Dogflud Way (East) to provide for Toucan crossings, a shared cycle/ footway in East Street, high friction surfacing and intelligent bus priority where appropriate generally as shown on drawing number JNY4420/59A.
  - 5) The re-alignment and positioning of the existing car park access to Dogflud Way to provide an uncontrolled priority junction generally as shown on drawing number JNY4420/48D
  - 6) The modification of the existing junction of Brightwells Road (southwestern arm) with South Street, as generally shown on drawing number JNY4420/64A.
  - 7) The reconfiguration of East Street (Western arm between Bear Lane and Woolmead Road) to provide for eastbound buses only, and limited service vehicle access, together with a shared



- cycleway/ footway on the south side, the cycle/footway to continue up to and beyond the junction with Dogflud Way (east) as generally shown on drawing number JNY4420/50E.
- 8) A shared cycle/ footpath through the site, linking Dogflud Way to South Street, via Brightwells Road (South Western Arm) and the southern side of the Bowling Green, as generally shown on drawing number JNY4420/50E
  - 9) The making of commuted payments for the future maintenance requirements of all signal installations.
  - 10) 96 available cycle stands
  - 11) New and improved bus stops/ passenger waiting facilities at bus stops in the vicinity of the site/ town centre to a maximum of £75,000
  - 12) Provision of real time passenger information, intelligent bus priority additional to that required by the junction improvements above, printed public transport information in the vicinity of the site/ town centre to a maximum of £120,000.
  - 13) The option of Surrey County Council to amend junction requirements and divert equivalent costs to other schemes that meet the requirements of Circular 05/2005 if so required as a result of work undertaken in B) and C) above.
  - 14) Reasonable endeavours be used to secure the creation of a temporary construction access and bridge from the Farnham Bypass (A31) across the River Wey (Northern Branch) with the access to be removed upon completion of the development prior to occupation.

Conditions are also recommended for inclusion on any planning permission that is granted.

**Surrey County Council: Archaeology** – in view of the likely archaeological interest it is strongly suggested that an evaluation programme is undertaken but otherwise a condition is recommended on any planning permission that is granted to ensure that a programme of archaeological work is prepared and implemented before any development takes place. A second condition is recommended regarding foundation design and ground works.

**Surrey County Council Education** – require a financial contribution towards education provision.

**Surrey Fire and Rescue** – No objection subject to compliance with the Surrey Act

**Surrey Constabulary** – Request financial contribution towards CCTV cameras

**Waverley Borough Council: Housing** – Supports the percentage of affordable homes being provided but has asked that the two- bedroom units be increased in size to provide a greater degree of flexibility in order to be able to adapt to changing needs.

**Waverley Borough Council: Leisure Services** – The proposal provides some outdoor playing space – but does not meet the full National Playing Fields Association standards consequently a contribution towards off-site provision is sought.

**Waverley Borough Council Sustainability** – No objection in principle but would welcome the inclusion of further sustainability solutions. Recognition of the attempts made but seeking further exemplar solutions.

**Waverley Borough Council: Pollution Control** – No objection subject to conditions

**English Heritage** No comment

**Environment Agency** - Interim comments received expressing concerns about contamination and flood risk and advising that conditions would deal with ecology issues. This will be clarified before the meeting.

**Natural England** – No comments to make on the planning application with regard to the SPA on the understanding that the proposals are meeting the requirement of the Interim Avoidance Plan. They welcome the biodiversity enhancement measures and suggest three conditions be applied to any planning permission granted.

**Surrey Wildlife Trust** – No objection is raised but the Trust is concerned that the impact of development, particularly the riverside area, will impact adversely on wildlife, including legally protected species. There is also a significant risk that local biodiversity could be seriously affected unless serious consideration is given to these matters when considering planning approval. They consider that the opportunity should be taken to improve existing habitats and to provide new habitat for wildlife. Despite its SNCI status, that part of the river within the application site has probably lost its water vole population and to offset this measures should be taken to help offset the potential adverse affect to this important habitat.

Tree felling and shrub clearance should be done outside the main bird-nesting season (March to August inclusive). Nest boxes for various species, including 'Red List' species should be provided including provision for aquatic species such as kingfishers.

Any planting scheme should use predominantly native species to compliment soil type and surrounding habitat. The scheme should concentrate on providing wildlife 'corridors' facilitating the movement of species through the site and onto adjacent habitats. Mitigation of the possible effect on the Thames Basin Heath Special Protection Area will need to be agreed with Natural England. .

**CABE** - No comments in view of SERDP's involvement.

SERDP - At the time this report was prepared no formal comments had been received

**Waverley Borough Council: Planning Policy (including Urban Design, Conservation and Sustainability)** – The Planning Policy team has commented on:

- The principle of redevelopment
- Existing uses
- Proposed uses
- Urban design
- Heritage and conservation
- Sustainability
- Highways and transportation

These are set out in full at Appendix G.

**WBC Arboricultural Officer** – comments that the Arboricultural Impact Statement deals with the ‘macro level’ and doesn’t really explain the implications at individual tree level. Apart from 2 or 3 exceptions the rationale for tree retention selection is not adequately explained; it appears that the development has dictated tree retention rather than the trees influenced the development. It is recommended that an Arboricultural method statement should be agreed prior to a decision being made. This would assist in avoiding any future potential problems at the development stage.

**Sport England** – No objection provided any Section 106 agreement includes a financial contribution towards sport and recreational needs.

**Thames Water Authority** – TWA has identified an inability of the existing wastewater infrastructure to accommodate the needs of this application. A ‘Grampian Style’ condition should be imposed requiring a drainage strategy to be submitted and agreed before work commences. Water supply is covered by the Three Valleys Water Company. There is a capacity restriction associated with the pumping station downstream of the development.

**Network Rail** - At the time this report was prepared no formal comments had been received

**National Air Traffic Service** – No airport safeguarding objection

**TAG Farnborough airport safeguarding** – No objection

**Theatres Trust** – Object to this application for demolition and change of use on the basis that a valuable cultural facility will be lost, which is in conflict with Planning Policy Statement 6 (PPS6): Town Centres, Waverley Borough Council’s Cultural Strategy, *A Blueprint for Leisure, 2003 – 2008* and Surrey County Council’s Cultural Strategy 2002-2007. In addition, the application includes no Needs and Impact Assessment for theatre and therefore no reasoned justification that the *Farnham Redgrave* is surplus to cultural requirements. The benefits of possible regeneration to planning for the area and

restoration of Brightwell House would not outweigh the loss of the potential cultural and tourism use in the long-term. We therefore urge the Council to reject this application and explore all possible alternatives for a theatrical provision before considering demolition and change of use. If Council is minded to approve this application we will be writing to the Government Office for the South East requesting it to be called in.

**Guildford Borough Council** – No objection

**Rushmoor Borough Council** – Objects on the grounds that the retail assessment accompanying the application fails to assess fully the impact of the proposed additional floorspace on Aldershot Town Centre.

**East Hampshire District Council** – comment that there is little empirical evidence with respect to impact on adjoining town centres, particularly Alton. The Council would wish to be assured that DTZ took into account the actual position with respect to comparison retail representation when reaching conclusions on impact on adjoining town centres.

**Farnham Town Council** - At the time this report was prepared we were waiting formal confirmation of their draft minutes. Their overall assessment was that "... the new scheme has been more 'Farnhamised' and it better reflects the challenges that Farnham faces in the future. This is a good basis for a new scheme". There are more detailed comments of both support and concern – these are contained in Appendix F.

## 8.0 Representations

8.1 The East Street regeneration project has been the subject of considerable publicity and public consultation over the years. The current proposals were initially outlined in the September 2007 Public Consultation leaflet "East Street – Getting it right for Farnham".

8.2 The planning and listed building applications were publicised on the 7 March by the display of 45 site notices on and around the site and a public notice in the local newspaper. In addition 259 properties and businesses on and adjacent to the site were notified of the applications direct. On the 26 February the Council also hosted a public launch of the application attended by representatives of local groups.

### Farnham Society

8.3 The Society has generally supported the Planning and Development Briefs and endorsed the requirement that the scale, height and massing of new buildings should respect the prevailing character of the surrounding area, i.e. the remainder of the existing town centre and the development should not have an overbearing appearance. The Society strongly object to the application on the grounds that it is a gross overdevelopment of the area and in terms of footprint, height, scale, massing the scheme is not in keeping with the character of a relatively small market town centre – it does not reflect, nor does it respect, the unique character of the existing town centre – and, if only for that reason, the application should be refused.

8.4 Additionally the Society consider that the scheme does not comply with policies D1, D4, D12, D13, D14, C5, C12, BE1, HE3, HE5, HE8, H4, CF1, IC1, S1, S6, TC3 TC12, TC13, TC15, LT1 of the WBLP. The objection on these grounds is fully explained in their detailed letter of objection in relation to buildings D4A, B & C, D5, D6, D8, D14 and D20. The retention of Brightwell House is welcomed but the Society objects to the relationship of the new buildings in such close proximity diminishing the prominence of the building through the height, scale and massing of overlooking buildings. Concern is raised that the application does not provide for the retention and restoration of the surviving garden walls – these could be restored and provide appropriate gateways. Objection is raised to the demolition of Brightwell Cottage.

8.5 Objection is raised to the demolition of the former theatre on the grounds that this is contrary to policies CF1 and HE1 and that the theatre could be readily adapted to accommodate a combined theatre/cinema. The loss of the bowls club without replacement is contrary to policy CF1.

8.6 Objections are also raised to the density of development, intrusion into green space and setting of the river, relationship with East Street, the multi-storey car park, the lack of provision for shopmobility, the overall number of flats proposed and unacceptable impact on the essential broad infrastructure of Farnham. Objection is also raised to the exclusion of Woolmead from the scheme notwithstanding that it is included in the East Street Area of Opportunity

- 8.7 The Society also considers that until the existing traffic movement and parking issues in the town centre are properly addressed in the development any redevelopment of the site must be regarded as premature and that further consideration should not be given to this scheme until they are so addressed. The Society welcomes the removal of the underground car park and retention of the Marlborough Head and the provision of the new Gostrey Community Centre.

Farnham Chamber of Commerce

- 8.8 The Chamber's initial comments are that it welcomes the reduction in scale of the proposed development and the greater consideration given to architectural content. The proposed scheme is seen as a substantial improvement over previous proposals and the new scheme appears to take into account many of the previous objections.

- 8.9 Four areas of concern are raised. First, a successful development will draw further traffic into Farnham for which car parking will be inadequate – at least 20% additional parking should be provided. Second, the narrow and restricted alleyway accesses connecting to East and South Streets detracts from efforts to integrate the new development with the rest of the town. Third, the access arrangements using Brightwells Road will cause congestion. Fourth, the construction period will cause disruption to trade and business and this should be minimised by using a temporary construction access to/from the A31 Farnham Bypass.

Farnham LA21 Group

- 8.10 Farnham LA21 Group object to the proposal because it does not adequately meet the criteria for a modern sustainable development of this size and location. They welcome the retention of the Copper Beech, Cedar and Plane trees. The adjustments to building D20 have improved the town square environment. The square should be lighter and receive more direct sunlight. From the diagrams it appears, even in winter, direct sunlight should start entering the square from the west from 1005 GMT through the gap between Sainsbury's and D20. The beech tree will provide a tranquil and inviting entrance into Brightwell Garden. However, it will be subject to far more trampling of the root system.

- 8.11 They are disappointed that "deceptive" illustrations are still being used to promote the development and that for Brightwell garden and Park the overall effect is of a large expanse of lawn fringed by four story buildings along one side. It is suggested that building D4C be reduced in length or orientated so as to reduce the unbroken length of buildings bordering the northeast side of the amenity area, and afford a period of direct sunlight in the private garden during the afternoon in preference to the morning.

- 8.12 Concern is raised that only 50% of the roof area will be used for rainwater harvesting or green roofs. They query what happens to the rainwater off the other 50% of roof area. Rainwater and recycled greywater should be used for meeting most/all irrigation needs and for flushing toilets and other uses where potable water is not necessary.

- 8.13 The car club of just three cars is merely a token gesture. The number of parking places for the public will be reduced. Yet the commercial aspects of the

development's success will depend on more people coming to spend in the area. The people who least need a car are the new residents, and many may be unable to afford one. It is suggested that a much larger car club should be encouraged.

- 8.14 The proposed buildings are designed for specific purposes. For example what practical alternatives are there in the cinema block should a two or three screen operation be viable but a seven screen not.
- 8.15 They consider the proposal is clearly in breach of Policy SE2 and that the policy is quite clear that energy efficiency, renewables (at a minimum of 10%) and the use of CHP in larger developments are "separate objectives" and the applicants have not demonstrated that the additional installation of renewable technology is not appropriate due to reduction in overall system efficiency. The rejection of renewables is not accompanied by system efficiency. The application is in clear breach of Policy SE2 as it would not generate a single Watt of power, nor save a single gramme of CO2 emissions by the use of renewable, sustainable energy sources. A number of criticisms are made of the submitted Statement on Energy and Alternative Transport Fuels.
- 8.16 It is suggested that the development could easily support alternative transport fuels by providing electric recharge points (plug sockets) for a sizeable proportion of residential and visitor car parking bays.

The Farnham Building Preservation Trust

- 8.17 Object to the proposals on the grounds that they are in conflict with Local Plan policy HE3 in that the requirement not to harm a listed building or its setting and that development should be appropriate and compatible in terms of siting, scale, density, height, and massing has not been met. They consider that placing a massive four-storey block incorporating a multi-storey car park one and a half times the height of Brightwell House within 9m of the listed building and enclosing it on two sides with four and five storey buildings would be to the detriment of its setting contrary to Policy HE3.
- 8.18 The demolition of the historic garden walls, an integral part of the listed property and which currently and historically define the curtilage of Brightwell House, its garden and its setting would harm the setting of Brightwell House and is fundamentally in conflict with Policy HE3. The loss of the Gardener's cottage lying between Brightwell House and the River Wey would also be in conflict with Policy HE3.
- 8.19 They also consider that the encroachment of development onto Brightwell Gardens and its reduction in width is also fundamentally in conflict with Policy HE3.

Greenway Alliance

- 8.20 The Alliance object to the East Street shared cycle/footway on the basis that transport design guidelines have been ignored. They have repeatedly offered the developers support, information and advice to strengthen the sustainable transport provisions in their plans. Unfortunately, the developers and their transport consultants, RPS, have ignored the information provided leading to a

number of oversights and errors in the Transport Assessment. They wish to see those errors and omissions corrected.

- 8.21 The Transport Assessment makes no mention of Greenway development in Farnham even though the Weyside Greenway is planned to pass through the southern part of the development, providing a traffic free link to The Maltings, Farnham Station, Waggon Yard car park plus Farnham Hospital, Health Centre and Leisure Centre. A reference is made to the central section of the Scholars Greenway described as “an off-carriageway route along the southern edge of Farnham Park” without reference to its strategic importance or relationship to the redevelopment area.
- 8.22 The Transport Assessment does make reference to National Cycle Network Route 22 “serving an east-west route to the south of Farnham” but overlooks the interim nature of this route. The designated final route forms part of the Weyside Greenway, linking Wrecclesham and southwest Farnham to the central town amenities described above. The Transport Assessment fails to mention that NCR22 is intended to travel through the southern part of the East Street redevelopment area itself.
- 8.23 The following omissions are also made by the Transport Assessment:
- provision to improve crossing of South Street from Borelli Walk to Gostrey Meadow for non-motorised users (WBLP Policy M7, Farnham (b)); provision to improve crossing of Long Bridge Road in support of a 'park and stride' link to the Waggon Yard car park;
  - provision of an on-carriageway contraflow cycle lane down Bear Lane linking the Scholars Greenway to East Street.
- 8.24 The developers have proposed a shared cycle/footway running along the south side of East Street. With reference to PPG 13, Section 80 states that: *“unsegregated shared use should be avoided where possible, particularly in well-used urban contexts”*. With reference to the DoT Cycle Infrastructure Design Transport Note, the section on 'Design Speed' states *“Where cyclists share a route with pedestrians, a lower design speed is recommended. However, routes which fall significantly below the standard required for a design speed of 20 mph are unlikely to be attractive to regular commuter cyclists and it may be necessary to consider an alternative, on-carriageway route for this user category.”*
- 8.25 East Street should be considered as a prime commuter route and we recommend that the DoT Cycle Infrastructure Design guidance should be followed through the provision of an on-carriageway, contraflow cycle lane in the westbound direction. In this location, a constrained off-carriageway cycle/footway is likely to induce pedestrian/cyclist conflict. The presence of carriageway adjacent cycleways is also known to stigmatise legitimate on-carriageway cycling. This could result in eastbound cyclists being subject to verbal abuse and dive-bombing for 'not using the cycle path'.

#### Farnham Theatre Association

- 8.26 The FTA opposes the destruction of the former Redgrave theatre and the failure of the development plan to provide an alternative venue. The proposed amphitheatre is impractical as a substitute. They object on the grounds that the



loss of the theatre will inflict substantial damage on the social and commercial life of the Borough and special features of Farnham. Its retention would considerably enhance the commercial and cultural life of the town. The FTA state that they have demonstrated that a re-opened theatre can be operated without public subsidy and is commercially viable. The demolition of the listed theatre is contrary to policy, there is no commercial justification for the 7 screen cinema, and there would be a loss of a community facility.

8.27 The FTA also consider that there has been no reasonable analysis or justification for the demolition of the former Redgrave theatre and the Retail Impact Statement gives no economic justification for Farnham having a cinema with more screens than Woking. There is no reasoned justification why Brightwell House should be overshadowed by an enormous building. They also consider that the application should be referred to the Sec of State for consideration for calling-in as they consider it is not appropriate for the Council to make a planning decision without being influenced by its own commercial considerations and the proposal raises issues of more than local significance.

8.28 In a separate letter objections are raised to the submitted Environmental Statement (ES) on the grounds that some of the information in the listed building proposal (Design and Access Statement) is inaccurate and there are omissions, which cause the ES to be defective. (Note: Officers do not regard the same alleged inaccuracies and omissions as rendering the ES defective).

#### North West Farnham Residents Association

8.29 Welcomes the revised architectural style but still considers the general mass of the scheme to be out of character with the town. Particular concerns are raised about the size of building D8 and the inclusion of a 7 screen cinema and inadequate public car parking provision.

#### United Voice of Farnham

8.30 Comment that where the Council is both the planning authority and has a financial interest case law requires the Council to be particularly scrupulous in evaluating a planning application in the correct policy perspective. Objections are raised on the grounds that the proposals conflict with or fail to comply with the letter and underlying purpose of Structure and Local Plan policies, namely: SSP policies SE2, SE4, SE5, WBLP policies H4, CF1, LT8, H10, BE1, TC3, TC8, HE3, D14, C12, HE5, IC1, S1, TC12, TC13, TC15, D6, D7, D4, D1.

8.31 The objections are then amplified and cover the following issues:

- the layout of the development and loss of Brightwell Gardens
- the height of new buildings dwarfing Brightwell House
- the residential density is too high and exceeds policy guidance
- Farnham and the East Street site do not have good public transport accessibility
- Loss of community facilities in the form of Brightwell Gardens and tennis courts
- No area for play has been proposed and no alternative provision is offered for the tennis courts or bowls club.

- The new public garden will be surrounded by buildings that will prevent sunlight reaching vegetation and turf
- The balancing pond is a safety concern
- The scale of development will adversely affect the balance of activity in the town centre and West Street will go into decline.
- Car parking and servicing is unsatisfactory and the latter is a hazard to pedestrians.
- Loss of trees and obscuring of the vista from Brightwell house to the river
- Detrimental impact on the setting of a listed building and loss of features (garden wall and Brightwell Cottage) that contribute to setting. Unacceptable demolition of the theatre that is part of the listed building.
- No provision for recreational or sporting facilities
- Destruction of riverside habitat
- The proposal will exacerbate an already chronic traffic problem.
- The development will require car and heavy lorry access right in the centre of the town.
- Unacceptable loss of trees
- The high NO2 concentrations in Farnham will be exacerbated.
- No case has been made to reject renewable energy requirements

#### East Street Action

8.32 ESA have written objecting to the proposal on the grounds that the development transgresses the following policies of the WBLP:

D1, D4, D13, C5, C12, BE1, HE3, HE5, HE8, H4, H10, CF1, S1, TC3, TC8, TC13, TC15, LT8, M2, M13, M14, M17. ESA then amplify their objections as being:

- Harm to the visual character and distinctiveness of the locality
- Disturbance and harm to neighbouring homes/dwellings
- Inappropriate scale, height form and appearance
- Inadequate amenity space
- Inadequate servicing and parking
- Unsafe sharing of paths with delivery and emergency vehicles
- Likely problems with the Victorian sewage system
- Medical, dental and education facilities will be stretched
- The development will not enhance the adjacent Area of Strategic Visual Importance and the River Wey
- Loss of green space, bowls club and no provision for children's play
- Brightwell House will be overwhelmed by the development
- The extensions to Brightwell House are overlarge and inappropriate in style
- The development is not in harmony with the adjacent Conservation Area
- The stated density is wrong – it is 143 dph. The density is too high
- It cannot be demonstrated that the need for the theatre no longer exists
- It cannot be demonstrated that the retail part of the development will not adversely affect the vitality and viability of the town centre
- The development is not of an appropriate scale to the town centre
- The design will not maintain or enhance the appearance of the entrance to the town centre

- The traffic proposals for East Street and Woolmead Road will compound Farnham's traffic problems.
- Changes to The Borough/Bear Lane junction will increase traffic congestion
- The development will generate lorry traffic where the highway infrastructure is unable to accommodate an increase
- 125 car parking spaces will be lost and the development will give rise to the need for more parking not less. At peak times central car parks have no spare capacity

### Residents

8.33 The following paragraphs set out details of the various ways in which people have made their views on the proposal known, the numbers and grounds for objection or support.

8.34 1,490 (proforma) letters of representation have been received objecting to the proposal on the grounds that:

- The development is too big in terms of mass, height and density
- The development does not integrate with the rest of the town and will have an adverse effect on the defined central shopping area.
- The town will not be able to cope with the extra traffic and air pollution that already exceeds Government safety levels
- There will be a multi-storey car park and a net loss of 125 on-site public parking spaces.

Two letters approve of the proposal and consider the scheme not too big and to integrate with the rest of the town.

Where additional comments have been made they are summarised with the representations raised in individual correspondence.

8.35 2,234 (proforma) letters of representation have been received objecting to the proposal for the following reasons:

- The Redgrave Theatre, with its superb auditorium and supporting facilities, is a precious community asset designed to serve young and old. Its removal would constitute a major cultural loss to the local community and the surrounding population.
- Purpose-built to a design, which set new standards for other new theatres, the Redgrave is of national, historic and architectural interest.
- The proposals represent an over-development of the site and do not justify the removal of this fine theatre for which there is an established future need.
- A viable plan for the revival and future use of the Redgrave is in place.
- The application contravenes Local Plan Policies CF1, LF1, HE1, HE4 and TC1

One of the representations approves of the demolition of the theatre on the grounds that it is a sub-standard community asset designed to serve a minority and the building is a disgrace and the proposal does not conflict with local plan policy.

Where additional comments have been made they are summarised with the representations raised in individual correspondence.

8.36 782 representations have been received objecting to the proposal for the following reasons:

- The proposals retain the entire Woolmead which was the main reason to redevelop East Street
- The proposals are too big. They are four times the floor area of the Woolmead.
- The proposals are too tall. They are mainly four storeys from East Street to the river. 216m in length. The only four storey buildings in Farnham are two tiny bits of the Woolmead.
- 93 of the 103 trees on the site are to be chopped down.
- There is a substantial reduction in the public car parking spaces available even though 400,000sq ft of new buildings are proposed.
- This is a huge development and Farnham cannot handle the traffic. There is too much already.
- The loss of public facilities such as the Theatre, bowling green, tennis courts, and the open riverside gardens is not acceptable.
- There are better ways to redevelop East Street.

Where additional comments have been made they are summarised with the representations raised in individual correspondence.

8.37 386 individual representations have been received objecting on the grounds that:

- The development is still too large and too high. The form and mass is wrong and out of character.
- The proposals show no understanding of how to integrate new development with the structure and grain of the existing town.
- Development should not exceed 3 storeys
- The architecture pays lip service to Farnham's character
- The proposal conflicts with Local Plan policies (many are referred to)
- It will be a rival to the architectural disaster of the Woolmead
- The development is ugly and the green wall peculiar and out of context
- The residential development is too dense
- Scale down the development using a design sympathetic to Farnham
- No scheme for East Street is acceptable without the inclusion of Woolmead.
- East Street should not be closed to traffic
- Where are the play areas for children
- The town is gridlocked a relief road to the A31 is needed
- The development would remove the possibility of an East Street – South Street relief road
- The Park and Stride concept is flawed. The number of parking spaces is completely inadequate as nobody in Farnham knows how to walk so thus insist on driving everywhere
- It is unacceptable to fell so many trees and keep only 10
- Reopening the Redgrave Theatre would revitalise the area
- The additional retail floor space is not needed.
- The theatre should be retained
- There will be a net loss of 100 car parking spaces

- The car park usage surveys were flawed and not representative
- The demolition of the Redgrave Theatre will be the loss of an architecturally important building
- Let the Farnham Theatre Association have the Redgrave Theatre
- The bowling green and tennis courts should be kept and Brightwell Garden not reduced in size.
- The schools cannot cope with extra children arising from the development
- Existing businesses will die and there will be increased vandalism
- There must be more traffic solutions for the roads to work
- Too little has been done regarding the overall traffic impact
- More open spaces and local leisure and social amenities are needed
- The development dwarfs listed Brightwell House and it would be at risk
- The change of use of Brightwell House to restaurant use will require undesirable adaptations and alterations
- The garden walls and Gardeners Cottage should be kept not demolished
- The cinema is of the wrong scale and size.
- The cinema is not an acceptable replacement for a theatre
- There are enough eating places and bars in Farnham
- The activity generated by the proposal will increase noise and air pollution in this part of the town.
- The residential development is of a number and bulk that is out of scale with Farnham
- Insufficient car parking provision.
- Traffic congestion
- Pedestrian routes within the development are narrow in shadow and unattractive.
- Increased air pollution and poorer air quality from increased vehicular traffic
- Inconvenience during the construction period.
- Diminution of leisure and recreational areas.
- The bowling club should be reinstated
- The plans are unrealistic given the increased population of the Borough and overcrowded roads, pavements, schools, parking, hospitals etc
- Loss of the open aspect lung close to the heart of the town
- The demand for residential accommodation is for family orientated units
- The size of the retail units will not draw anchor retailers
- Additional retail units will lead result in loss of trade to existing retailers in the town
- The new bridge across the River Wey will create a choke point for silt and add to maintenance of the watercourse
- A temporary construction traffic bridge will risk damaging fragile river habitats
- The residential development will overpower the river corridor

8.38 22 letters and exhibition comment forms supporting or commenting on the proposal have been received on the grounds that:

- This is a first class application
- The housing opportunities are critical for young people
-

- Something for the younger generation will be provided
- it's time Farnham was brought into the 21<sup>st</sup> century
- The Redgrave theatre never made money and theatre audiences are diminishing
- The cinema will be a fantastic asset and avoid people having to travel to other towns
- The new town square, cafes and restaurants are welcomed
- The design is in keeping with Farnham
- The development will encourage more people to stay in town and not travel out of town
- The varied materials and frontage/rooflines are similar to old Farnham
- I like the green space to the river
- If a minority of people want a cinema ??? surely 'theatre'? there are ones at Aldershot and Guildford
- The development will encourage more people to stay in town and not travel out of town

8.39 Some supporters also want traffic congestion and parking carefully handled and comment about the viability of a 7 screen cinema. Some see the proposal as much improved but not quite there yet. Most would welcome the inclusion of Woolmead in the regeneration scheme.

**Supporting information provided with the application**

Planning Statement	January 2008
Masterplan and Drawings Pack	January 2008
Framework Document/Design & Access Statement	January 2008
Transport Assessment: Text	January 2008
Transport Assessment: Vol 1 Appendices	
Transport Assessment: Vol 2 Appendices	
Transport Assessment: Vol 1 Figures and Tables	
Retail Impact Statement	December 2007
Tree Survey Report	December 2007
Arboricultural Impact Statement	April 2008
Sustainability Statement	December 2007
Sustainability Statement: Appendix 1 SEEDA Sustainability Checklist	
Sustainability Statement: Appendix 2 Energy Statement	
Sustainability Statement: Appendix 3 Code for Sustainable Homes	
Sustainability Statement: Appendix 4 BREEAM Retail Assessment	
Statement of Community Involvement	January 2008
Environmental Statement Non-Technical Summary	January 2008
Environmental Statement: Main text	January 2008
Environmental Statement: Figures and appendices	
Listed Building Proposals report	January 2008

### Main changes to the development compared to previous proposals

The new proposals amount to a major redesign of the previous application proposals - in terms of overall design concept and the appearance of each and every building within the scheme (with the exception of Building D12, which is for the most part unaltered from the May 07 scheme). The new scheme contains the following alterations from the previous proposals:

- New elevations for buildings D1, D4, D6, D10, D14, D8, D20, D21 (i.e. all but D12) have been developed.
- Reduced number of residential units to 239 from 294.
- The proportion of four storey buildings has been reduced from 27% to 25%
- All new landscaping proposals to include incorporation of new balancing pond south of D4 and treatment of river corridor and amenity spaces.
- The scheme has two large anchor retail units. These will be located within building D6 facing onto East Street, and Building D20 facing onto the 'New Town Square'.
- A wider mix of unit sizes for the retail across the development has been incorporated.
- A significant reduction (approx 70%) of the basement car park has allowed the retention of more key existing trees within the site. These will form the basis of the new landscape proposals.
- Larger cafes and bars have been included within D8 and introduced to D4 to ensure lively frontages onto the Town Square.
- The existing Sainsbury's car park is retained as public parking within the proposals.
- The retention of Sainsbury's car park for public Parking allows the opportunity for the development to be constructed in a 'Single Phase'.
- It is not intended to incorporate the external enhancements to Sainsbury's within the 'New Application'.
- The former Bowling Green has been removed from the landscape proposals. A new Brightwell Park is proposed, to provide a better connection to the River Wey.
- Brightwell House is retained, refurbished and extended to form two new restaurants.
- It is intended to provide a new 'Community Centre' within Building D20 to replace the existing Gostrey Centre.
- The existing Gostrey Site will be redeveloped for residential use (D15).
- Building D5 (colloquially known as the 'Mill Building') has been removed from the proposals to 'open up' the vista to the river from Brightwell House.
- The new town square has been re-orientated to ensure the retention of key existing trees and to improve the gateway into the scheme from South Street.
- The scheme incorporates a reduced size cinema.
- A multi-storey car park will be provided within Building D8, with a private residential car park provided at a lower ground level within Building D4.
- A new residential layout for Building D4 has been developed to improve the relationship with the public realm.



**Background papers**

Planning application WA/2008/0279 and all accompanying plans, documents, consultee responses and representations.

Planning history of the site

Regional Planning Guidance for the South East (RPG 9)  
Regional Spatial Strategy 2004  
Draft South East Plan July 2006 and EiP report August 2007

Surrey Structure Plan 2004 (saved policies)

Waverley Borough Local Plan 2002 (saved policies)

Government Planning Policy Statements and Planning Policy Guidance (see appendix C) and supporting Good Practice Guides and associated documents

SCC Surrey Design Guide 2002  
SCC A Parking Strategy for Surrey March 2003  
SCC Guidance on Structure Plan policy SE2 July 2005

Waverley BC East Street Planning Brief February 2000  
Waverley BC East Street Development Brief April 2002  
Waverley BC Public opinion survey June/July 2004  
Waverley BC Public Consultation leaflet "East Street - Getting it right for Farnham"  
Sept 2007  
Waverley BC East Street Consultation responses October 2007  
Waverley BC Housing Land Availability Study April 2005  
Waverley BC Development Control Consultative Forum meetings  
Waverley BC Cultural Strategy 2003 - 2008  
Waverley BC Shopfronts in Waverley - Design Guidelines  
Waverley BC Density and size of dwellings: Policy H4 of the WBLP SPD Oct 2003  
Waverley BC The Waverley Borough Cycling Plan SPD 2005  
Waverley BC The Farnham Conservation Area Appraisal SPD 2005  
Waverley BC Street Cafes and Placing of tables and Chairs on the Highway SPG  
Aug 2002  
Waverley BC Interim Miniplan for Thames Basin Heaths SPA April 2007  
Waverley BC Housing Land Availability Statement December 2005  
Waverley BC What do Theatre Makers need in Waverley March 2007

Farnham Conservation Partnership's 'Farnham Conservation Area Appraisal'

Farnham Health Check

**DEVELOPMENT PLAN POLICIES (from 27 September 2007)**

**South East Plan**

- CC1 Sustainable development, CC2 Climate change and CC3 Resource use - promote sustainable development and mitigation of the forecast effects of climate change through resource efficiency and reduction of carbon emissions across the region.
- CC4 Sustainable Construction - promotes sustainable construction standards and techniques
- CC8a Urban Focus and Urban Renaissance - outlines that the prime focus for development in the South East should be urban areas, in order to foster accessibility to employment, housing, retail and other services, and avoid unnecessary travel
- CC12 Character of the Environment and Quality of Life - prescribes that actions and decisions associated with development and the use of land should actively encourage the conservation, and where appropriate the enhancement of the character, distinctiveness, and sense of place of settlements and landscapes throughout the region. Opportunities for creating a high quality environment should be sought, based on a shared vision that places emphasis on good design, innovation, sustainability and achieving a high quality of life.
- H1 Housing Provision - outlines the house building figure for 2006 – 2026 across the southeast and that there should be 230 net additional new dwellings per annum in Waverley. The Panel Report recommends increasing this to 250 dwellings per annum.
- H3 The Location of Housing - encourages mixed-use development, in sustainable locations that are, or can be, served by a choice of transport modes and which have the necessary infrastructure, services and community provision to serve the development. The Policy states that at least 60% of all new housing to 2026 within the region should be on previously developed land.
- H4 Affordable Housing - sets out the importance of high quality design, in order to make good use of available land and encourage more sustainable patterns of development and services, higher housing densities are to be encouraged, with an overall regional target of 40 dwellings per hectare.
- H5 Housing Density and Design - encourages a mix of housing type and size.
- T1 Manage and Invest, T5 Mobility Management and T7 Parking - deal with issues of transport at the regional level. The general thrust reflects guidance contained in PPS3 and PPG13,
- NMR1 Sustainable Water Resources, Groundwater and River Water quality management - requires that water supply, ground water and river water quality be maintained and enhanced through avoiding adverse effects of development upon the water environment
- NRM3 Sustainable Flood Risk Management - outlines that the sequential approach to flood risk areas set out in PPS25 is to be followed. Inappropriate development will not be permitted in zones 2 or 3 of the floodplain or in areas with a history of groundwater flooding, or where it would increase the likelihood of flooding elsewhere, unless there is overriding need and absence of suitable alternatives. Development should incorporate

Sustainable Drainage Systems (SUDS), other water retention and flood storage measures to minimise direct surface run-off.

- NRM7 Air Quality - outlines ways in which development control can help to achieve improvements in local air quality
- EN1 Development Design for Energy Efficiency and Renewable Energy - energy efficient materials and technologies to be used to provide at least 10% of the development's energy demand from renewable sources for housing schemes of over ten dwellings and commercial schemes of over 1,000m<sup>2</sup> and the attainment of high energy efficiency ratings.
- EN2 Combined Heat and Power - promotes the use of combined heat and power, including mini and micro CHP in all developments and district heating infrastructure in large-scale developments.
- W2 Sustainable Design, Construction and Demolition - local authorities should promote the re-use of construction and demolition materials and promote layouts and designs that provide adequate space to facilitate storage, re-use, recycling and composting
- BE1 Management for an Urban Renaissance - promotes an urban renaissance and outlines the criteria local authorities should follow in producing their local development framework policies
- TC1 Development of Town Centres - accessible, attractive and vibrant town centres are fundamental to the sustainable development and they will continue to be the focal point for development of a mixture of uses including leisure, services, retail, residential and commercial. Good quality development is desirable to regenerate and renew accessible town centres
- TE2 Strategic Network of Town Centres - explains that Farnham is a 'Secondary Regional Centre'
- TE3 New Development and Redevelopment in Town Centres - Encourages new development and redevelopment in town centres listed in Policy TE2.

#### **Surrey Structure Plan 2004**

- LO1 The Location of Development – new development to be primarily located within existing urban areas, through the re-use of previously developed land and buildings; directed to locations easily accessed without a car or appropriate measures introduced to ensure accessibility for those without a car.
- LO2 Managing Urban Areas – urban areas will be managed and the principles of urban renaissance promoted through a comprehensive and co-ordinated approach to infrastructure and service delivery. The re-use or redevelopment of previously developed land should enhance the quality of the built environment. The loss of urban open land important to the amenity of communities will not be permitted.
- LO3 Town Centres – town centres will continue to be the main focus for development of employment, retail, leisure and service facilities. Higher density residential development

over 50 dph and mixed-use development will be encouraged. Development will be encouraged to maintain the role and improve the vitality of town centres.

- LO6 Housing provision - Waverley - 2,810 new dwellings (April 2001 – March 2016) most of which should be through development of previously developed land.
- LO7 Employment Land – employment land in and around town centres may be redeveloped for mixed uses.
- SE1 Natural Resources and Pollution Control – conservation and enhancement of designated areas and features of acknowledged importance. Development located and designed to promote the efficient use of energy and water and careful use of natural resources.
- SE2 Renewable Energy and Energy Conservation – residential development to be designed to achieve a minimum of 10% of energy requirement provided by renewable sources. All development to incorporate energy best practice in design, layout and orientation.
- SE4 Design and the Quality of Development – contribute to improvements to the quality of urban areas and retain features that contributes to sense of place. High standard of design where new residential development is of a density that makes best use of limited land resources. New development to give emphasis to the needs of pedestrians, cyclists and public transport users, thereby enhancing movement choice.
- SE5 Protecting the Heritage – the cultural heritage of buildings and sites will be conserved and enhanced. Development affecting them will only be permitted where it has clearly been demonstrated that there is an overriding need for the proposal that outweighs the need to protect the heritage interest and no alternative is possible.
- SE6 Biodiversity – to be conserved and enhanced and contribute to safeguarding and managing habitats.
- SE7 Nature Conservation – development will only permitted if mitigating measures can be put in place to prevent damaging impacts.
- SE9 Trees and Woodland – new development should show how new planting and existing trees and woodland will be managed and integrated in town and country.
- SE10 River Corridors and Waterways – development should conserve the character, setting and ecology and heritage of river corridors.
- DN1 Infrastructure Provision – infrastructure requirements of development to be identified in planning applications. Developers to provide or contribute to infrastructure improvements related to new development.
- DN2 Movement Implications of Development – development will only be permitted where it is compatible with the transport infrastructure in the area. The transport and environment implications of development should be assessed and measures to encourage walking, cycling and public transport incorporated in development proposals.
- DN3 Parking Provision – should comply with the aim of promoting sustainable travel choices by reducing land used for car parking and increasing cycle parking facilities.
- DN4 Public Transport – development that would result in the use of public transport will be supported.

- DN5 Cycle and Pedestrian Routes – LDFs to identify pedestrian and cycle networks to widen travel choice.
- DN10 Housing Type and Need – development should incorporate a mix of sizes and types of dwellings to contribute towards meeting the needs of the community.
- DN11 Affordable Housing – LDFs to incorporate a target for affordable housing, the objective being 40% of new housing provision. The provision should be based on evidence of local need and the supply of housing land.
- DN12 Social and Community Facilities – sites should be identified for social and community needs at locations easily accessible to the community being served.
- DN13 Leisure and Recreation Facilities – opportunities for informal recreation should be provided in conjunction with development.

#### **Waverley Borough Local Plan 2002**

- D1 Environmental Implications – promotes and encourages enhancement of the environment. Development will not be permitted if it results in the loss of or damage to environmental assets, harms visual character and distinctiveness, loss of amenity, levels of traffic incompatible with the local highway network and potential pollution. Development should resolve or limit environmental impacts
- D2 Compatibility of Uses – development will not be permitted if it has a material impact on sensitive uses. Redevelopment will be encouraged where an existing use is causing material detriment to the character and amenities of the area.
- D3 Resources – encourages environmentally innovative schemes that conserve energy and water through location and design and minimises the use of non-renewable resources.
- D4 Design and Layout – high quality design sought that integrates well with the site and surroundings. Development should be appropriate in scale, height and appearance, be of a design and materials that respects local distinctiveness and makes a positive contribution to the appearance of the area, not significantly harm neighbouring properties, pay regard to existing features of the site, incorporate landscape design suitable to the site and character of the area, provide adequate amenity space and provide safe access for pedestrians and road users.
- D5 Nature Conservation – development should take account of nature conservation issues and retain any significant features of nature conservation value, not materially harm protected species or habitat and enhances existing and provides new wildlife habitats.
- D6 Tree Controls – significant trees and groups of trees to be protected and managed. Appropriate new planting to be required.
- D7 Trees, Hedgerows and Development – development should provide for the long-term retention of trees and hedgerows and include new planting.

- D8 Crime Prevention – development should contribute to safe and secure environments and reduce the incidence and fear of crime.
- D9 Accessibility – development involving buildings or spaces to which the public have access should provide or improve accessibility for everyone.
- D13 Essential Infrastructure – development will only be permitted where adequate infrastructure is available or where suitable arrangements have been made.
- D14 Planning Benefits – high quality development will be sought which delivers environmental and/or community benefits. The type of benefits include: affordable housing, improvements to public transport and measures for cyclists, walkers and pedestrians, social and educational facilities, enhancement of the rural environment, public and private recreational facilities, public art and any other facilities that comply with government advice.
- C12 Canals and River Corridors – development will not be permitted that has a detrimental effect on the visual quality, setting, amenity, ecological value, heritage interest or water quality of the River Wey. Development should enhance river corridors.
- BE1 Important Green Spaces within Settlements – green spaces within settlements will be retained where they are important for their visual amenity, recreational or ecological value. The loss or reduction in size will not be permitted. The enhancement of such spaces will be encouraged.
- HE1 Protection of Listed Buildings – demolition of listed buildings will only be permitted in the most exceptional circumstances.
- HE3 Development affecting Listed Buildings or their settings – development affecting the setting of a listed building or its setting will be to a high standard. New development should be appropriate and compatible in terms of siting, style, scale, density, height, massing, colour, materials, archaeological features and detailing.
- HE4 Change of use of Listed or Locally Listed Buildings – changes of use will be permitted where it is demonstrated that the use would preserve or enhance the listed building.
- HE5 Alteration or Extension of Listed or Locally Listed Buildings – proposals should include high design standards in order to ensure that the special architectural or historic interest is preserved or enhanced. New development should be appropriate and compatible in terms of siting, style, scale, density, height, massing, colour, materials, archaeological features and detailing.
- HE8 Conservation Areas – the character of Conservation Areas will be preserved or enhanced through retention of buildings, other features, including trees that make a significant contribution to its character. New development within or adjoining conservation areas is to be of a high standard and of a design in harmony with the characteristic form of the area and surrounding buildings in terms of scale, height, layout, design, building style and materials
- HE10 Heritage Features – Heritage features will be protected and conserved by ensuring that new development is located and designed so as to preserve the features and if not possible to minimise damage and disturbance.
- HE14 Areas of High Archaeological Importance – development proposals in such areas should be accompanied by an assessment of the archaeological value.

- H4 Density and size of Dwellings – at least 50% of new dwellings should be of 2 bedrooms or less, not less than 80% of 3 bedrooms or less and no more than 20% of all dwellings shall exceed 165m<sup>2</sup>. Densities below 30 dwellings per hectare will be avoided, densities of between 30 – 50 dph will be encouraged. Higher densities will be particularly encouraged at places with good public transport accessibility or around major transport nodes.
- H5 Affordable Housing within settlements – at least 30% provision for affordable dwellings is required within settlements. For development of a density in excess of 40dph the percentage of affordable housing is at least 25%.
- H10 Amenity and Play Space – residential development will incorporate amenity space adequate for the needs of residents. All dwellings should have access to a usable outdoor area and development incorporating family dwellings should make provision for children's play.
- CF1 Retaining Existing Community Facilities – redevelopment of community facilities will not be permitted unless the facility is no longer needed or adequate alternative facilities are provided in readily accessible locations.
- CF2 Provision of New Community Facilities – new facilities will be permitted within settlements provided the location is readily accessible, it maximises accessibility to people with disabilities and, where buildings house significant community uses, they are of a high quality design and create a landmark for the community they serve.
- S1 Retail Development Sequential Test – major trip generating retail development should be located within the designated Town Centres.
- S6 Food and Drink Uses – proposals will be permitted where individually or cumulatively such uses would not result in a materially detrimental impact on the character and appearance of the area or residential amenity.
- S7 Shopfronts – a high standard of design is required where the shopfront relates well to the building, including its upper floors.
- TC1 Town Centre Uses – the role of the town centre will be maintained and enhanced as the focus for shopping, commercial and social life. This will be through the retention and encouragement of a mix of uses that contribute to the vitality and viability of the centre
- TC2 Existing Retail Uses – within the central shopping area the loss of retail uses at the ground floor will not be permitted unless certain criteria are met.
- TC3 Development within Town Centres – investment will be encouraged within the defined town centre and development that would improve the attraction of the town centre will be permitted provided it maintains or enhances the quality of the environment and is of an appropriate scale, having regard to the size and character of the town centre and nearby buildings; it does not adversely affect the vitality and viability of the defined central shopping area and improves accessibility for pedestrians, cyclists and people with disabilities and provides satisfactory servicing and parking.
- TC8 Urban Design in Town Centres – development should be of a high quality design contributing to the local distinctiveness of the centre and providing an attractive, safe and secure environment. The policy also sets out a number of criteria that new development will be judged against.

- TC9 Town Centre Enhancement – improvements to the character and setting of the town centre will be sought through enhancement schemes and encouragement of redeveloping buildings or features that detract from the character and appearance of the townscape.
- TC12 Town Centre Access – good and safe accessibility to the town centre by public transport, bicycle and on foot. Accessibility by car and commercial vehicles will be managed to support the vitality and viability of the town centre.
- TC13 Farnham Town Centre Traffic Management – the Borough and County Councils will seek to enhance the environment of the town centre by improving conditions for pedestrians and minimising the impact of vehicular traffic. Traffic management measures will be introduced to improve safety at key junctions. Within the town centre access by modes of travel other than the motorcar will be encouraged. The Council will have special regard to the impact of any significant development proposals.
- TC15 Rear Access and Servicing – the provision of rear access and servicing facilities to both new and existing buildings will be encouraged.
- TC16 Footways and Yards – the Council will seek the enhancement of existing footpaths and yards within town centres as part of redevelopment schemes.
- LT1 Retention of Leisure Facilities – the Council will retain leisure facilities where a clear need still exists for those facilities. Loss of recreational land will be resisted unless suitable alternative provision can be made.
- LT6 Leisure and Tourism development in settlements - permission will be granted for leisure development within settlements provided the scale, character and form are appropriate to the surrounding area and would not be detrimental to residential amenities and access and parking criteria.
- LT8 Sports Grounds and Playing Fields – the loss of sports grounds and playing fields to development will be resisted unless suitable alternative provision can be made.
- LT11 Walking, Cycling and Horse riding – designated rights of way will be safeguarded, protected and enhanced to encourage use by walkers and cyclists. The extension of public rights of way will be encouraged.
- M1 Location of Development – development is to be located to reduce the need to travel, especially by private car and encourage a higher proportion of travel by walking, cycling and public transport. Major trip generating development is to be located in the major settlements.
- M2 Movement Implications of Development – development should provide for safe access for pedestrians and road users, including cyclists.
- M4 Provision for Pedestrians – conditions for pedestrians should be improved by providing or securing safe and attractive pedestrian routes and facilities in urban areas. Development should include pedestrian routes linking to existing pedestrian networks, open space and local facilities, amenities and public transport.
- M5 Provision for Cyclists - conditions for cyclists should be improved by requiring new development to provide cycle parking and safe, convenient and attractive cycle routes connecting to the Borough-wide cycle network.



- M9 Provision for People with Disabilities and Mobility Problems – the Council in conjunction with other organisations will seek to improve accessibility and movement for people with disabilities and mobility problems through promoting improved access and requiring new development to provide allocated car parking spaces for people with disabilities and young children.
- M10 Public Transport and Interchange Facilities – the Council in conjunction with SCC will seek to retain and enhance public transport and interchange facilities through ensuring that the layout and design of major new development allows for convenient access by bus, provides for the needs of waiting passengers and supporting the provision of improved set down facilities, taxi ranks, secure cycle parking.
- M14 Car Parking Standards – appropriate parking provision to be made having regard to the accessibility of the location to means of travel other than the private car.
- M15 Public Off-Street Parking – additional provision for public off-street parking will only be made where the demand is unlikely to be met by alternative measures and where such additional provision is not in conflict with other policies.
- M17 Servicing – development proposals will be required to make provision for loading, unloading and turning of service vehicles.

**Government Planning Policy Statements (PPS) and Planning Policy Guidance (PPG)**

<p><b>PPS1 Sustainable Development</b> Spring 2005</p>	<p>Sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system. The policies complement but do not replace or override other national planning policies. The four aims of sustainable development are:</p> <ul style="list-style-type: none"> <li>• social progress recognising the needs of everyone</li> <li>• effective protection of the environment</li> <li>• prudent use of natural resources</li> <li>• maintaining high and stable levels of economic growth and employment</li> </ul> <p>Planning should facilitate and promote sustainable and inclusive patterns of development by:</p> <ul style="list-style-type: none"> <li>• Making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life,</li> <li>• Contributing to sustainable economic development</li> <li>• Protecting and enhancing the natural and historic environment, the quality and character of the countryside and existing communities,</li> <li>• Ensuring high quality development through good an inclusive design and efficient use of resources</li> <li>• Ensuring development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all.</li> </ul>
<p><b>PPS3 Housing</b> November 2006</p>	<p>Sets out the Government's policy for a new approach to planning for housing. It requires that Planning Authorities should:</p> <ul style="list-style-type: none"> <li>• plan to meet the housing requirements of the whole community including those in need of affordable and special needs housing,</li> <li>• provide a wider housing opportunity and choice and better mix in the size, type and location of housing and create mixed communities</li> <li>• provide sufficient housing land giving priority to re-using previously developed land</li> <li>• creating more sustainable patterns of development by exploiting accessibility by public transport</li> <li>• making more efficient use of land by reviewing planning policies and standards</li> <li>• place the needs of people before ease of traffic movement in residential design</li> <li>• seek to reduce car dependence by facilitating more walking, cycling and improving linkages to public transport</li> <li>• promoting good design in order to create attractive, high quality living environments</li> </ul> <p>Existing towns and cities should be the focus for additional housing and they should make a significant contribution to promoting urban renaissance and improving the quality of life.</p>

<p><b>PPS1 Supplement Planning and Climate Change</b></p> <p>December 2007</p>	<p>Government policy and guidance on delivering sustainable development and providing an appropriate response to climate change. The key objectives are:</p> <ul style="list-style-type: none"> <li>• to make a full contribution to delivering the Government's Climate Change Programme and energy policies, and in doing so contribute to global sustainability;</li> <li>• in providing for the homes, jobs, services and infrastructure needed by communities, and in renewing and shaping the places where they live and work, secure the highest viable resource and energy efficiency and reduction in emissions;</li> <li>• deliver patterns of urban growth and sustainable rural developments that help secure the fullest possible use of sustainable transport for moving freight, public transport, cycling and walking; and, which overall, reduce the need to travel, especially by car;</li> <li>• secure new development and shape places that minimise vulnerability, and provide resilience, to climate change; and in ways that are consistent with social cohesion and inclusion;</li> <li>• conserve and enhance biodiversity, recognising that the distribution of habitats and species will be affected by climate change;</li> <li>• reflect the development needs and interests of communities and enable them to contribute effectively to tackling climate change; and</li> <li>• respond to the concerns of business and encourage competitiveness and technological innovation in mitigating and adapting to climate change.</li> </ul> <p>Guidance is also provided on the approach to decentralised energy to supply new development, with an emphasis on low carbon and renewable technologies.</p>
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<p><b>PPS6 Planning for Town Centres</b></p> <p>March 2005.</p>	<p>Sets out the Government's planning objectives for the promotion of the vitality and viability of town centres. These are:</p> <ul style="list-style-type: none"> <li>• Planning for growth and development of existing centres</li> <li>• Promoting and enhancing existing centres and focussing development in such centres</li> <li>• Encouraging a wide range of services in a good environment, accessible to all</li> <li>• Enhancing consumer choice by making provision for a range of shopping, leisure and local services, allowing for genuine choice to meet the needs of the entire community</li> <li>• Supporting efficient, competitive and innovative retail, leisure, tourism and other sectors</li> </ul>
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	<ul style="list-style-type: none"> <li>• Improving accessibility and ensuring new development is or will be accessible and well-served by a choice of means of transport</li> </ul> <p>These objectives are underpinned by wider policy objectives of social inclusion, encouraging investment, promoting economic growth, delivering more sustainable patterns of development and promoting high quality design.</p>
<p><b>PPS9 Biodiversity and Geological Conservation</b></p> <p>August 2005</p>	<p>Government guidance on conserving and enhancing biological Diversity with the broad aim of minimising impact and enhancement where ever possible through:</p> <ul style="list-style-type: none"> <li>• promoting sustainable development by ensuring biological and geological diversity are conserved and enhanced,</li> <li>• conserving, enhancing and restoring the diversity of English wildlife and geology,</li> <li>• contributing to rural and urban renaissance.</li> </ul>
<p><b>PPG13 Transport</b></p> <p>March 2001</p>	<p>Government guidance that covers the integration of transport and planning through the promotion of sustainable transport choices, accessibility and reducing the need to travel, especially by car.</p>

<p><b>PG15 Planning &amp; the Historic Environment</b></p> <p>September 1994.</p>	<p>Government advice on the controls and policy for the protection of historic buildings and conservation areas. The main aims are to provide effective protection for all aspects of the historic environment but conservation and sustainable economic growth are complementary objectives.</p> <p>Guidance is provided on the approach to be taken to development proposals affecting listed buildings, their setting and conservation areas together with an emphasis on the need to carefully consider the design of new buildings intended to stand alongside historic buildings. A general comment is made that it is better that old buildings are not set apart but are woven into the fabric of the living and working community.</p>
<p><b>PPG16 Archaeology and planning</b></p> <p>November 1990.</p>	<p>Government policy and guidance on archaeological remains on land, how they should be handled and how they should be preserved or recorded.</p>

<p><b>PPG17 Planning for Open Space, Sport &amp; Recreation</b></p> <p>July 2002</p>	<p>Government guidance on underpinning people's quality of life by providing for open space, sport and recreation. The key objectives are:</p> <ul style="list-style-type: none"> <li>• supporting urban renaissance through local networks of high quality and well managed and maintained open spaces, sports and recreational facilities that create attractive, clean and safe urban environments,</li> <li>• promoting social inclusion and community cohesion,</li> <li>• health and well being and</li> <li>• promoting more sustainable development.</li> </ul>
<p><b>PPS22 Renewable Energy</b></p> <p>August 2004</p>	<p>Government guidance that covers those energy flows that occur naturally and repeatedly in the environment. It is also concerned with ensuring all homes are adequately and affordably heated, minimising greenhouse gases, the prudent use of natural resources.</p>
<p><b>PPS23 Planning and Pollution Control</b></p> <p>November 2004.</p>	<p>Government advice on the consideration of the quality of land, air or water and potential impacts arising from development possibly leading to impacts on health.</p>
<p><b>PPG24 Planning and Noise</b></p> <p>September 1994</p>	<p>Government guidance on minimising the adverse impact of noise and the considerations to be taken into account in determining applications.</p>
<p><b>PPS25 Development and Flood Risk</b></p> <p>December 2006</p>	<p>Government guidance on how flood risk should be considered at all stages of the planning and development process.</p>

### Full Consultation responses

#### **Government Office for the South East (GOSE)**

No comments received or expected.

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#### **South East England Regional Assembly (SEERA)**

On the basis that the principle of the development has been established through identification in the Local Plan and on the Proposals Map and Supplementary Planning Guidance, The East Street Area of Opportunity Planning Brief, the South East England Regional Assembly has no substantive comments to make on the planning application.

However, in order to ensure that the proposed development does not prejudice or materially conflict with the Regional Spatial Strategy (RPG9 and Alterations) and the draft South East Plan (March 2006), the Borough Council should:

- Secure the phasing and delivery of new or improved community and other infrastructure to meet the needs of the new development in accordance with Policy CC5 of the draft South East Plan;
- Secure a level of affordable housing that reflects local need, reflecting the aims of Policy H4 of RPG9 and Policy H4 of the draft South East Plan;
- Secure appropriate types and sizes of housing, reflecting the aims of Policy H4 of RPG9 and Policies CC11 and H6 of the draft South East Plan;
- Secure an appropriate package of transport infrastructure and other measures, including an agreed transport plan, to promote alternatives to the car and encourage walking cycling and the use of public transport, reflecting the principles set out in Policies T1, T10 and T13of RPG9 (as altered) and Policies T1, T5 and T8 of the draft South East Plan;
- Secure an appropriate level of car and cycle parking to comply with Policy T12 of RPG9 (as altered) and Policy T7 of the draft South East Plan;
- Secure the incorporation of energy efficiency measures and renewable energy sources, including CHP, in accordance with Policies INF4 and INF5 of RPG9 (as altered) and Policies CC2, CC3 EN1 and EN2 of the draft South East Plan;
- Secure the incorporation of measures to achieve high levels of water efficiency in accordance with Policy INF2 of RPG9 and Policies CC2, CC3 and NRM1 of the draft South East Plan;
- Secure the use of sustainable construction methods in accordance with Policies CC4, H5, W2 and M1 of the draft South East Plan;
- Secure an appropriate package of measures to prevent and mitigate against air and noise pollution in accordance with Policy E7 of RPG9 and Policies NRM7 and NRM8 of the draft South East Plan;
- Secure high quality design to enhance local character and sense of place in accordance with Policy Q2 of RPG9 and Policies CC8a, CC12, H5 and BE1of the draft South East Plan;
- Ensure a high quality public realm reflecting and enhancing local character and distinctiveness, in accordance with Policy Q5 of RPG9 and Policies CC8a, CC12, BE1, TC1 and TC3 of the draft South East Plan;

- Ensure an appropriate package of measures to secure the conservation and enhancement of the historic environment in line with Policy BE7 of the draft South East Plan;
  - Ensure the incorporation of flood risk mitigation measures, such as sustainable drainage systems and other measures where appropriate, in accordance with Policy NRM3 of the draft South East Plan;
  - Ensure an appropriate package of protection and mitigation measures to protect and enhance the biodiversity of the site and surrounding area in accordance with Policies E1 and E2 of RPG9 and Policy NRM4 of the draft South East Plan. It is important that the proposed development will not adversely affect the integrity of the nearby Thames Basin Heaths Special Protection Area and that the avoidance and mitigation measures proposed are acceptable to Natural England.
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### **South East England Development Agency (SEEDA)**

The Agency supports the application, which is in general well aligned to the Regional Economic Strategy (RES), we specifically welcome references to:

- The provision of 234 homes of varying types and sizes of which 30% will be affordable housing. This complements Target 9 of the RES, which seeks to *'ensure sufficient and affordable housing of the right quality, type and size to meet the needs of the region and support its competitiveness'*.
- Providing cycling facilities for both residents and visitors to the site. This complements Target 8 of the RES, which seeks to *'reduce road congestion and pollution levels by improving travel choice, promoting public transport, managing demand and facilitating modal shifts'*.
- Utilising water management technologies. This complements Target 12 of the RES which seeks to *'reduce per capita water consumption in the southeast by 20% between 2003/04 & 2016'*.
- Incorporating a CHP system to deliver a significant contribution of the developments energy supply and requiring all residential units to achieve Code for Sustainable Homes Level 3. This complements the headline target of the RES, which seeks to *'reduce the rate of increase in the region's ecological footprint'*.

SEEDA consider the proposed development will make a significant contribution towards improving the retail, leisure and housing offer in the Borough. This complements the RES, which identifies *'investing in the economic viability of... market towns'* as a priority for the Rural South East.

In addition, we consider that the application broadly complements the Waverley Local Plan

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### **Surrey County Council (Strategic Planning)**

#### Background

The East Street Area of Opportunity is subject to a Development Brief produced by the Borough, revised in 2002. The current and previous proposals have been subject to master-plan approach in order to comply with the Development Brief. The County Council were previously consulted on proposals for mixed-use redevelopment for the site (under reference WA/2006/2132). Our response was dated 28 November 2006. In our view, provided the scheme fully met with the requirements of the Development Brief

for the East Street Area of Opportunity, no objection need be raised under the spatial strategy of the Surrey Structure Plan. We also had no concern over the scale of residential development, or additions to retailing and community facilities within the town centre as proposed.

Nevertheless, we had a concern over the scale of the development given the historical character of the town, and the potential impact of the scheme on viability and vitality elsewhere in the town. We also indicated that appropriate provision for renewable energy should be a requirement to satisfy policy. Further archaeological work, and a possible requirement for a financial contribution towards local education services were also advised. Highway, parking and transportation matters also needed to be resolved to the satisfaction of the County's Transportation DC Group.

This position was maintained in respect of the duplicate 'fresh' outline applications subsequently submitted. We also responded on consequential reserved matters in relation to proposals under WA/2007/1055 (in our response dated 4 June 2007).

#### Surrey Structure Plan, 2004

The County's views on the current proposals are again in relation to the saved Surrey Structure Plan, 2004. The paramount emphasis of the spatial strategy of the Structure Plan remains the achievement of sustainable development. Policies therefore seek to direct new development to existing urban areas in order to promote more sustainable patterns of development, the efficient use of urban land, and to protect the Green Belt and countryside. Schemes are to promote housing or mixed uses, or support the local economy, and provide necessary infrastructure. Access by a range of alternative modes of transport should be possible. All development schemes should exhibit high quality design, respect local character and respond to infrastructure and environmental requirements.

Policies of the Surrey Structure Plan are 'saved' as from 3 December 2007. Saved policies are referred to below. Some four policies are not saved. The Structure Plan remains as part of the development plan until replaced by the South-East Plan in due course.

Regard is also given to the emerging South-East Plan (SEP). The SEP mirrors the approach of the Structure Plan with regard to sustainable development. The draft Plan recommends that Waverley, as part of the Rest of Surrey sub-region, is constrained by physical factors in accommodating supplying higher levels of development. Nevertheless, the Examination Panel Report, August 2007, recommends that some further high quality, high density redevelopment within main towns could reasonably be justified.

#### Town centre redevelopment

The current proposals are for a reduced scheme of mixed-use development for the East Street area of the town centre. The Planning Statement indicates that the master-plan approach has sought to maintain the key principles of the Development Brief. The main changes from previous submissions are listed as the omission of the Sainsbury's store, the retention of the existing Sainsbury's car park, the removal of the Mill Building, the retention of existing key trees and the re-orientation of the town square, a reduced



cinema, less residential units, a reduction of basement parking and provision of revised parking arrangements, new lay-outs and the provision of affordable homes etc. In all, there has been a reduction in scale and impact of the development on the town scene including the removal of the majority of the fourth storey of the development as previously proposed.

As the proposals are submitted to take account of concerns over scale and impact, our strategic views are similar to before. The redevelopment is for a mix of development suitable for the town centre and at a reduced scale that is less likely to impact on the viability and vitality of other areas of the town. As before, no objection is raised under the general spatial strategy of the Structure Plan as given under saved Policies LO1 and LO2 concerning sustainable development and accessibility. No objection is also raised in relation to saved Policy LO3 concerning town centres, and saved Policies LO7 and LO8 concerning employment land and retailing.

The residential proposals are reduced from 294 to 239 units. The SEP Examination Panel Report recommended a small uplift in the annual housing target for Waverley, as a consequence of constraints and limited opportunities. In our view, it is advisable for the Borough to seek to maximise housing potential in accessible urban locations to comply with the requirements of the Structure Plan, and the aspirations of the emerging South-East Plan. Although a reduced number of residential units is now proposed, and therefore housing density is reduced, it is our view that the site is appropriate for the number of smaller units as proposed, given the need to ensure that the bulk and impact of development are acceptable in terms of its town centre location, and the historical sensitivity of the site. Therefore, no objection is raised to the residential element of the scheme under saved Policy LO6 concerning general housing provision.

Some 30% of housing units are proposed as affordable in line with Development Brief and the Borough's requirements. Whilst lower than the aspirational level given within the saved Structure Plan, given the nature of the mixed development and the contributions to regeneration and the public realm, in our view, the level is appropriate, and no objection is raised under saved Policy DN11.

#### Design and environmental issues

The submission states that the urban design framework and architectural details are aimed at generating a permeable urban form with an emphasis on pedestrian access and an integrated circulation pattern with the rest of the town centre. A variety of new public spaces are to be created along with a new green, and an ecologically improved river frontage. New landscaped garden areas are intended. The Listed Brightwells House is to be restored. The Redgrave Theatre building and other elements are to be replaced by commercial and retail establishments as part of the overall scheme. Listed Building consent is being sought for the relevant proposals.

The Sustainability Statement indicates that the development will meet Part L of the 2006 Building Regulations in respect of design and energy efficiency. The principles of sustainable design and build to achieve a minimum rating of Level 3 under the Government's Code for Sustainable homes are also to be applied. No objection is raised under saved Policy SE4 concerning sustainable design and build.

In terms of energy savings, the Sustainability Statement indicates that various renewable energy technologies have been assessed. As a consequence of the scale and density of development it is intended to introduce a centralised gas fired CHP system in the form of an energy centre incorporated within Building D8. Whilst this system will not use a renewable fuel source, it is the most practicable centralised heating and water system available and can create sufficient energy savings. No objection is raised under Policy SE2.

The Thames Basin Heaths Special Protection Area (SPA) and SSSI's lies some 2.5 kms. from the site. The potential impact on breeding species within the SPA/SSSI's has been taken into account within the Environmental Statement and the various ecological studies. The Borough has adopted an interim Mini-Mitigation Plan for ensuring avoidance measures to offset the pressure of a net increase in population within 5 kms. of the SPA. A number of recreational areas are identified as being capable of improvement to ensure that recreational pressures are accommodated in order to protect breeding species and habitats at the protected sites. A longer-term strategic delivery plan is being negotiated jointly.

It is accepted that any application including residential development resulting in an increase in the number of units within 5 kms. of an SPA will be likely to have a significant effect on the SPA through increased pressure of use. The developers have indicated that contributions toward the Mini-Mitigation Plan can be negotiated and subject to a Planning Obligation. Provided the Borough is satisfied that such measures as agreed comply with the requirements of the Mini-Mitigation Plan and the Habitat Regulations, no objection is raised under saved Policy SE6 concerning the protection of biodiversity and saved Policy SE7 concerning nature conservation on designated sites.

The site lies within Flood Zone 2 where flooding issues require consideration. The submitted Flood Risk Assessment indicates that measures for surface water drainage should allow for a 30% reduction in surface run-off and for all additional run-off to be attenuated. Provided the Environment Agency is satisfied that the proposed measures achieve such parameters and therefore conform to the principles of a sustainable urban drainage system, the proposals would satisfy requirements under PPS25 (Development and Flood Risk).

The revised proposals are, in our view, accompanied by satisfactory urban landscaping and public domain proposals. No objection is raised under saved Policy SE8 concerning landscaping or saved Policy DN13 concerning leisure and recreational facilities.

### Heritage

The site is adjacent to the Farnham Conservation Area. There are also Listed Buildings within the vicinity. We have previously referred to the issue of the impact of the scale of development on the historic core of the town, including views of the development from key point from within the town. The revised scheme is intended to reduce the impact of the bulk and design through the reduction of storey-heights and improved architectural detailing. Provided that the visibility of the development is significantly reduced as a consequence, the impact may be judged as more acceptable.

As with the previous proposals, the application is likely to involve a fairly comprehensive redevelopment of this site. The area involved is over the 0.4 ha. that is recommended for archaeological assessment and possibly evaluation under saved Policy SE5. Part of the site also falls within a designated Area of High Archaeological Potential.

We have previously indicated that in view of the sensitivity of the site, detailed archaeological evaluation would be required. The assessment itself makes no recommendations as to the need for or scope of any further works, although the archaeology chapter of the Environmental Statement indicates that evaluation of the threatened areas should be undertaken in order to enable suitable mitigation measures to be devised.

Given that there are proposals within the scheme for the construction of buildings with basement car parking, it is possible that nationally important archaeological remains would be threatened. We therefore again advise that, before proceeding further with these proposals, the results of the proposed evaluation programme should be obtained. Should a determination of the application proceed now, it would be acceptable to secure the evaluation works by adding a condition, based on PPG16 (Archaeology), to the effect that no development should take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme approved by the Borough.

The applicants have indicated a willingness to modify foundation design and basements in order to protect any nationally important remains and preserve them *in-situ* (in line with the advice given in PPG16). In order to secure this provision, we would also recommend an additional condition be applied to the effect that no development should take place until a detailed scheme showing the scope and arrangement of foundation design and all new groundworks, which may have an impact on archaeological remains, has been approved in writing and that scheme will be monitored by the Borough.

As outlined in PPG16, it will be necessary to seek the funding for this work from the developers.

Provided such matters are taken up, the proposals would be acceptable under saved Policy SE5 concerning the protection of the heritage.

### Infrastructure

The current proposals include residential development that, in our view, would justify developer contributions under a Planning Obligation. In this respect the County have responded recently on the Borough's draft SPD on Planning Infrastructure Contributions. The draft SPD has been formulated with regard to the Surrey Collaboration Project. We note the applicants' agreement to enter negotiations with a view to agreeing developer contributions towards necessary infrastructure and services.

The County's Schools Place Planning Group have indicated that a financial contribution towards local educational needs should be negotiated so as to comply with saved Policy DN1. We therefore remit separately the County Schools Place Planning Group's

assessment for this proposal, based on an estimate of the number of qualifying residential units. Should further information on a proposed dwelling mix be forthcoming, a revised figure can be given. Alternatively, a financial requirement can be negotiated against the S.106 Standard Charges Sheet for residential applications referred to in the Borough's draft SPD. We would also accept that the question of a financial contribution towards the needs arising from the development in relation to the County's Libraries service within Farnham can also be determined by reference to S.106 Standard Charges Sheet for residential applications.

#### Transportation

The County Highway Authority are currently in negotiations to ensure that outstanding transportation and parking issues are resolved. Provided a satisfactory resolution is reached, and that the Transportation DC Group's recommendations are subject to appropriate conditions or terms of agreement, the proposals will comply with Policy DN1 concerning highway infrastructure, and Policies DN2 and DN3 concerning the movement implications of development and parking respectively.

#### Conclusions

In our view, the revised proposals for East Street, Farnham would have a reduced scale of impact on the historic character of the town centre, and also the vitality and viability of other areas of the town. Therefore, provided the Borough Council is satisfied that the scheme fully meets with the requirements of the Development Brief for the East Street Area of Opportunity, no objection is raised to the principle of redevelopment under the spatial strategy of the saved Structure Plan, including policies concerning mixed-use schemes, housing and redevelopment within town centres.

Subject to the above comments, including the reference to further archaeological assessment, we also have no objection on strategic environmental policy grounds. In our view, developer contributions for community services and infrastructure, required archaeological work, landscape management and habitat mitigation measures can be satisfactorily secured through conditions or terms of agreement within a Planning Obligation.

At present, transportation and parking issues remain to be resolved to the satisfaction of the County's Transportation DC Group. Matters should also be subject to appropriate conditions or terms of agreement, so as to comply with saved Policies DN1, DN2 and DN3.

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#### **Surrey County Council Highways**

No objection raised subject to an appropriate agreement that includes SCC as the Transport Authority before the grant of permission that provides for the following: (with all financial commitments index linked to May 2007 values)

- A) The funding and making of all Traffic Regulation Orders, Road Closure Orders, legal definition of all cycle routes, and Footpath Diversion Orders prior to commencement of development, and their implementation as appropriate before and during construction.
- B) The funding up to a maximum of £25,000 of an implementation study for a town wide Park and Stride scheme, to be undertaken prior to commencement of the development, and the funding prior to development

construction of any scheme implementation proposals up to a maximum of £250,000.

- C) The funding upon grant of planning permission of further traffic reduction studies and implementation of measures within Farnham Town Centre to a maximum of £100,000,
- D) The funding of £200 per residential unit to fund travel vouchers or cycle provision.
- E) The establishment and maintenance for the life of the development, so long as is practically reasonable to do, of a Car Club, with a minimum of three cars and spaces being provided within the development, to be made available also for other town centre residents.
- F) The funding of a permanent Travel Co-Ordinator so long as is practically reasonable to do so.
- G) The production, agreement, implementation, measuring, monitoring (in accordance with the Standard Assessment for Monitoring Travel Plans) reviewing and perpetuation of Residential and Employers Travel Plans as two separate living plans.
- I) The use of reasonable endeavours to secure a construction access to the site from the A31 Farnham Bypass
- J) A subsequent Section 278 Agreement to be entered into prior to development commencing providing for the following at appropriate stages of the development,
  - 1) The signalisation of the existing junction of Union Road, with Long Bridge, to include Puffin Crossings, intelligent bus priority, high friction surfacing and advanced cycle stop lanes and approaches, where appropriate as generally shown on drawing number JNY4420/44B.
  - 2) The signalisation of the existing junction of East Street (two arms), Woolmead Way and Dogflud Way, to include Puffin Crossings, intelligent bus priority, high friction surfacing, and shared cycle / footways where appropriate as generally shown on drawing number JNY4420/45C.
  - 3) The modification of traffic signals and the junction of East Street, Bear Lane, The Borough and South Street, to provide improved crossing facilities for pedestrians, changed direction and type of traffic flow, advanced cycle stop lines and approach lanes, shared cycle/ footway in East Street, high friction surfacing and intelligent bus priority where appropriate as generally shown on drawing number JNY4420/46E
  - 4) The signalisation of the existing junction of East Street with Dogflud Way (East) to provide for Toucan crossings, a shared cycle/ footway in East Street, high friction surfacing and intelligent bus priority where appropriate generally as shown on drawing number JNY4420/59A.
  - 5) The re-alignment and positioning of the existing car park access to Dogflud Way to provide an uncontrolled priority junction generally as shown on drawing number JNY4420/48D
  - 6) The modification of the existing junction of Brightwells Road (southwestern arm) with South Street, as generally shown on drawing number JNY4420/64A.
  - 7) The reconfiguration of East Street (Western arm between Bear Lane and Woolmead Road) to provide for eastbound buses only, and limited service vehicle access, together with a shared cycleway/ footway on the south

- side, the cycle/footway to continue up to and beyond the junction with Dogflud Way (east) as generally shown on drawing number JNY4420/50E.
- 8) A shared cycle/ footpath through the site, linking Dogflud Way to South Street, via Brightwells Road (South Western Arm) and the southern side of the Bowling Green, as generally shown on drawing number JNY4420/50E
  - 9) The making of commuted payments for the future maintenance requirements of all signal installations.
  - 10) 96 publically available cycle stands
  - 11) New and improved bus stops/ passenger waiting facilities at bus stops in the vicinity of the site/ town centre to a maximum of £75,000
  - 12) Provision of real time passenger information, intelligent bus priority additional to that required by the junction improvements above, printed public transport information in the vicinity of the site/ town centre to a maximum of £120,000.
  - 13) The option of Surrey County Council to amend junction requirements and divert equivalent costs to other schemes that meet the requirements of Circular 05/2005 if so required as a result of work undertaken in B) and C) above.
  - 14) Reasonable endeavours be used to secure the creation of a temporary construction access and bridge from the Farnham Bypass (A31) across the River Wey (Northern Branch) with the access to be removed upon completion of the development prior to occupation.

The following conditions are also recommended for inclusion on any planning permission that is granted.

- 1) No development shall start until a Method of Construction Statement, to include details of:
  - (a) temporary access from A31 Farnham Bypass (Eastbound only)
  - (b) parking for vehicles of site personnel, operatives and visitors
  - (c) loading and unloading of plant and materials
  - (d) storage of plant and materials
  - (e) programme of works (including measures for traffic management and access/ junction/ highway works scheduling)
  - (f) provision of boundary hoarding behind any visibility zones has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction period.

Reason: In order that the development should not prejudice highway safety, the free flow of traffic nor cause inconvenience to other highway users in accordance with Policy DN2 of the Surrey Structure Plan

- 2) Before any of the operations which involve the movement of materials in bulk to or from the site are commenced, facilities shall be provided as must be agreed with the Local Planning Authority, in order that the operator can make all reasonable efforts to keep the public highway clean and prevent the creation of a dangerous surface on the public highway. The agreed measures shall thereafter be retained and used whenever the said operations are carried out.

Reason: In order that the development should not prejudice highway safety, the free flow of traffic nor cause inconvenience to other highway users in accordance with Policy DN2 of the Surrey Structure Plan

3) No new development shall be occupied until space has been laid out within the site in accordance with the approved plans for maximum of 426 car parking spaces and 240 secure, undercover cycle spaces for residential use, and a further 96 publically available cycle parking spaces, and for the loading and unloading of service vehicles and for vehicles to turn so that they may enter and leave the site in forward gear. The parking/turning areas shall be used and retained exclusively for their designated purposes.

Reason: In order that the development should not prejudice highway safety, the free flow of traffic nor cause inconvenience to other highway users in accordance with Policies DN2 & DN3 of the Surrey Structure Plan

4) The development shall not be occupied until details of the management and use of the proposed parking have been submitted to and agreed in writing by the Local Planning Authority, this will include a barrier control system to prevent through movements between Dogflud Way and South Street, (unless a vehicle has parked in the course of this movement)

These details shall be submitted for approval by the Local Planning Authority and only the approved details shall be implemented.

Reason: In the interests of public safety in accordance with Policies DN2 & DN3 of the Surrey Structure Plan

Plus Highway Informatives 7, 12, 15 and 23

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### **SCC Rights of Way**

Firstly, the legality of the situation in respect of the existing highways; as far as can be determined from the plans access to Public Footpaths 169 and 170 Farnham will be obstructed by buildings D4C and D4B respectively. It would appear that there are sensible nearby diversion routes built into the scheme this time. The obstruction by a building is fairly fundamental to the development, so the diversion order will need to be made by Waverley under s.257 of Town & Country Planning Act 1990. The following condition is suggested to sort the legality of these routes:

"No development shall take place until a Public Path Diversion Order diverting the routes of Public Footpaths 169 and 170 Farnham is made and confirmed by the Planning Authority. "

Secondly, construction details need to be covered; there is nothing in the publicly available documents that indicates a detail for the construction of the proposed shared use footpath/cycleway. The detail design should be conditioned. National good practice guidance (Countryside Agency 2005) for shared use footpath/cycleways indicate a desired design width of 3m for the surface with 0.5m verges, and an absolute minimum of 2m. I think the Surrey Design Guide gives a minimum of 2.25m, This would be the absolute minimum here as there are several curves and corners.

"No development shall take place until the design and construction details of the proposed shared use cycleways are agreed with the Highway Authority."

Thirdly, the legality and extent of the cycling element needs covering. In general it is not an offence to cycle on a footpath (unlike a roadside footway) but a civil trespass

against the landowner. This can simply be overcome by the landowner granting permission (a "permissive path" which of course could be withdrawn at any time), or by the making of a Cycle Tracks

Order under the Cycle Tracks Act 1984 - to turn it into a highway with cycling and pedestrian rights only (there are other perhaps less attractive options such as bridleway, or restricted byway or a carriageway with a concurrent TRO). If the landowner simply grants permission they will make themselves liable under the Occupiers Liability Act for ensuring the safety of the pedestrians who are there by right and the cyclists who they have invited onto their land. They would also make themselves liable for part of the maintenance costs. There may be a problem with this as it is not clear whether the linking routes we need (see below) are all in the same ownership.

In the case of Public Footpath 170, however, a 1933 Byelaw prohibits cycling - making it an offence to cycle on this footpath. Byelaws are currently the preserve of the Borough Council to enforce, maintain or where appropriate revoke. Again with only part of the information available to me its difficult to tell whether the intention to permit cycling on this path, but it does appear to be the case and the Byelaws will need to be revoked.

It is the desire of the Waverley Cycling Forum to see an urban greenway develop alongside the River Wey in Farnham. Both the Borough and County Councils appear to generally be supportive of the aim, and the development of Urban Greenways is a target in the Rights of Way Improvement Plan. The desired route is to follow the River Wey as closely as possible for the section through the development. It is noted that the development proposes a new shared-use bridge linking the development with Borrelli Walk on the south bank of the Wey along the desire line. There is no suggestion that cycling rights then extend outside the development to link to the east to Riverside (via FP 171) and to the west along Borrelli Walk. The only connection to the west is via Brightwells Road, which is generally acceptable, except the right angle bends proposed on one of the drawings. All the links need to be legally defined in one way or another - there are several options for this which need discussing in detail. It is quite fundamental to the proposed cycling use that it continues and connects to other areas where the public have the right (or are at very least are legally permitted) to cycle. I therefore suggest the following condition:

"That no development take place until cycle routes are legally defined, linking the development site with South Street at Borrelli Walk, Brightwells Road and with the proposed cycleway at Hatch Mill."

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**CABE**

Understands that SERDP are continuing their involvement on the scheme in which case it is their standard practice not to comment in addition.

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**South East Region Design Panel (SERDP) – comments awaited**



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## **Farnham Town Council Observations**

Members of the Town Council summarised their individual views which were clarified by the Mayor and the following observations were agreed.

Members agreed that the following observations would be forwarded to Waverley Borough Council, the planning authority, with regard to planning applications WA 08/0279 and WA 08/0280.

Overall the new scheme has been more 'Farnhamised' and it better reflects the challenges that Farnham faces in the future. This is a good basis for a new scheme.

Farnham Town Council **welcomes:**

The smaller scheme which will be built in a single phase over a construction period of 24 months.

Site traffic access and egress will be out across the River Wey, not through the centre of town.

The removal of the building D5

The removal of the large underground car park.

The enhanced Gostrey Centre which is larger in size and has better access.

The replanting of trees and the retention of important older trees on the site.

Farnham Town Council has the following **concerns:**

### **Design & Appearance**

Concerned about the size and bulk of the Cinema building. We would ask the Planning Authority to re-look at the size (Cubic Capacity) of the building. However, Farnham Town Council is content with the new design of the building and we welcome the Green Wall.

Farnham Town Council is concerned that the **permeability** of the proposed development, with regard to pedestrian access from South Street, requires further consideration to ensure all routes are inviting and attractive and that pedestrian flow is encouraged between the new development and the existing town.

## **Access/Traffic/Parking**

There must be adequate car parking for residents, at least one space allocated for each residential unit.

Concerned that there is not enough parking provided for the commercial premises.

It is vital to ensure that the access and egress from the site (in all locations, pedestrian and vehicular) are inviting and safe.

Access and egress to and from South Street must be considered with great care to ensure traffic flow and pedestrian accesses are well managed.

## **Privacy/Overbearing**

The impact and domination of proposed buildings over the Sports Centre and 40Degreez.

## **Visual Impact**

To remind the developers and Waverley Borough Council of neighbours concerns and the impact on residential amenities.

## **Traffic**

Farnham Town Council is concerned about the increase in the levels of traffic and the associated air pollution that will be caused from this increase in traffic.

Farnham Town Council is still concerned about traffic issues created by the new scheme and requests that the Highways Authority investigate and re-look at traffic assessments.

## **Ecology/Loss of Trees/Loss of Habitats**

Farnham Town Council would like to see trees retained where possible or replaced.

## **Sustainability**

Farnham Town Council is concerned that the sustainability of the scheme has not been thoroughly addressed. More renewable sources of energy should be considered i.e. Solar Panels. The use of combined energy is welcomed however; an alternative to gas should be sought as this is a fossil fuel and will cease to be available.

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## **WBC Planning Policy (including Urban Design Conservation and Sustainability**

### **PLANNING APPLICATION WA/2008/0279 - COMMENTS ON PLANNING POLICY**

#### **Policy Context**

The following documents provide the main planning policy context for this proposal:

- National – relevant PPSs and PPGs
- Regional – RPG9 and the draft South East Plan (including the recommendations from the EiP Panel published August 2007)
- The “saved” policies in the Surrey Structure Plan 2004
- The “saved” policies in the Waverley Borough Local Plan 2002
- Adopted Supplementary Planning Documents (SPD):
  - The Waverley Borough Cycling Plan SPD 2005
  - The Farnham Conservation Area Appraisal SPD 2005
- Planning Brief for the East Street Area of Opportunity
- The Miniplan (The Interim Avoidance Strategy for the Thames Basin Heaths SPA)
- Emerging LDF documents: - The draft Planning Infrastructure Contributions SPD (due to be considered by the Executive on 8<sup>th</sup> April and Full Council on 22<sup>nd</sup> April)
- Supplementary Planning Guidance (SPG):
  - Density and Size of Dwellings: Policy H4 of the Waverley Borough Local Plan 2002 (October 2003)
  - Street Cafes and Placing of tables and Chairs on the Highway (August 2002)
- Surrey Design

### **Key Issues**

The policy comments are structured as follows:

- The Principle of Redevelopment
- Existing Uses
- Proposed Uses
- Urban Design
- Heritage and Conservation Issues
- Sustainability
- Highways and Transportation

The main policy focus in this response is the saved policies in the Waverley Borough Local Plan 2002 and other supporting local policies/guidance. The responses from SEERA and Surrey County Council deal with the relevant regional and Structure Plan policies.

### **The Principle of Redevelopment**

The proposal is for a mixed-use redevelopment in a town centre location. It relates to a site that is currently under-utilised on the eastern side of the town centre. In terms of the principle of redevelopment, policies at national, regional and local level promote higher density mixed use schemes like this, in underutilised town centre locations like this.

The Council itself has supported the delivery of a mixed-use redevelopment on this site for a number of years and in 2000 adopted the **Planning Brief** for the East Street Area of Opportunity, which inter-alia supports a mixture of uses and scale of development to complement and support the vitality and viability of the existing central shopping area.

The Waverley Borough Local Plan 2002 also contains a section dealing with the East Street Area of Opportunity and setting out the Council's aspirations for the site (see paragraphs 9.61 to 9.74).

### **Existing Uses**

Existing uses on the site include the former health centre (now vacant); the vacant Brightwells House and the vacant theatre attached; a public house; car parking; leisure (the Brightwells Tennis Club and the former bowling green); community use (the Gostry Centre); and open space.

The applicants' Planning Statement includes sections dealing with the loss of existing facilities. It covers the issue of the loss of the bowling green and the loss of the theatre. Clearly the loss of these two facilities is a consideration. Local Plan **Policy LT1** deals with the retention of leisure facilities. It states that the Council will seek to retain leisure facilities where a clear need still exists. It also states that the loss of buildings or land in recreational use will be resisted unless suitable alternative provision is made. It adds that in considering proposals to redevelop such sites, or change their use, the Council will take into account their continued viability, their contribution to the local community and the vitality and viability of the area in which they are located as well as the suitability of the proposed use. The loss of both the theatre and the bowling green could be regarded as being contrary to Policy LT1. However, it is also important to consider other factors identified in the policy including the need for the specific facilities and their viability. There is extensive documentation setting out the background in relation to the Redgrave and the bowling green. Consideration should also be had to the alternative provision, such as the cultural/leisure facilities at the Maltings and the fact that the redevelopment scheme includes a new leisure facility in the form of the proposed cinema. This is also an important town centre site with potential for significant regeneration and this is a further material consideration that should be taken into account when considering the loss of these existing facilities.

Similar considerations apply to the Tennis Club. However, an important factor here is the fact that the Council is proposing that this be relocated to the land at Riverside. On this basis, the facility is not being lost but simply transferred to another site. Planning permission for the proposed Riverside development was granted by Western Area Planning Committee on 7th May 2008.

Local Plan **Policy CF1** deals with the retention of existing community facilities. It states that the loss of community facilities will not be permitted unless certain conditions are met. One of these is that adequate alternative facilities are provided at locations readily accessible to the population served. The proposal includes the redevelopment of the land currently occupied by the Gostry Centre. However, the scheme also provides for its relocation elsewhere within the site. Provided the new facilities are adequate, there would not be a conflict with this policy.

### **Proposed Uses**

The proposed mix of uses comprise residential (239 new units); a cinema (approx. 900 seats); 9,814sq m of A1, A3 & A4 uses; a new Gostry/Community Centre building; public open space, including a new town square; landscaped garden areas; and car parking (including multi-level and basement level car parking).

### Residential

In terms of the new uses, residential is a significant component and, in policy terms, this is considered acceptable in this location. The provision of residential development of the type and density proposed is also considered to be acceptable and to comply with the mix and density requirements of the Local Plan **Policy H4**. The scheme includes 30% affordable housing, which meets the requirement of Local Plan **Policy H5**.

Local Plan **Policy H10** sets out the requirements in terms of open space provision to support new residential development. The type of residential development proposed is not family housing where dedicated private garden space would be expected. In this town centre location the provision of flats/apartments with a combination of private communal space and access to public open space is appropriate. No provision is made on site for any dedicated play space but these issues could be addressed through the 106 Agreement in terms of developer contributions towards off-site leisure/recreation.

On a more strategic level, this town centre site provides the opportunity to make a significant contribution towards meeting the longer-term housing requirements for the Borough that will come forward through the South East Plan.

### Retail Uses

There are some additions made to the retail impact study in respect of this current scheme. The Draft SE Plan **Policy TC3** states the need to take into account the potential impact on the vitality and viability of nearby town centres, and as such, one of the requirements of the Borough Council was that the revised retail impact assessment should take account of the surrounding towns, including Aldershot, Farnborough and Fleet. To some extent this has been incorporated, although not in any great detail, and this may have given rise to concern by both Rushmoor and East Hants.

A requirement of the original brief was to demonstrate that the development would not be to the detriment of the more historic retail element of Farnham town centre, (Policy TC3) and it is considered that the RIS does now demonstrate that there is no evidence to suggest that existing shopping and leisure provision within the town is vulnerable to competition from this proposal. It is likely that the development will balance out the range of facilities in the town centre, with the successful Lion and Lamb Yard development at one side of the town and East Street at the other. This will be facilitated by several pedestrian links between the historic part of the town and the East Street area.

In terms of compliance with Local Plan policies, the development is clearly in compliance with **Policy TC1** Town Centre Uses, in that the mix of uses proposed will complement the vitality and viability of Farnham town centre and enhance its role as a focus for shopping, commercial and social life, both during and beyond normal shopping hours. **Policy TC3** emphasises the need to ensure that new development does not adversely affect the vitality and viability of the defined Central Shopping Area.

### Cinema

In terms of the cinema, the scheme is proposing a dedicated facility, which presently does not exist in the town. In terms of its size/number of seats etc. this is to some

extent an issue for the developer. It is not considered that the developers would propose a facility of this size if there were not a likely market for the facilities, particularly taking account of the availability of other cinemas in the locality. Local Plan **Policy LT6** sets out criteria for considering proposals for new leisure and tourism development. These include requirements that the scale, character and form of the development is appropriate to the surrounding area and would not be detrimental to residential amenities; that if the facility is likely to attract a large number of visitors, it is within the existing settlement and readily accessible to pedestrians and cyclists and by public transport; and that satisfactory parking and access are provided. It is considered that these requirements are met.

### Open Space

In terms of open space, the scheme provides a new town square together with the lung of green open space extending from the refurbished Brightwells House down to the river. It is considered that these areas of communal open space meet the requirements of the Planning Brief.

### Urban Design

There are a number of generic and specific local policies and guidelines relating to design considerations. In addition, national policy documents, for example PPS1, include the Government's policy on design.

Following the previous planning applications (submitted in 2006 and currently at appeal), additional public consultation has been undertaken to look at the scale, amount and style of the development (amongst other aspects). As a result the applicants have revisited the scheme and submitted a reduced proposal that seeks to address the public's concern.

Whilst previous urban design comments related to a number of key principles expressed in various documents, (planning brief, SERPD comments etc.), it might be more appropriate to try to assess the scheme against a Government recognised document – The Urban Design Compendium (UDC, original publication 2000, republished 2007).

### The context

The UDC defines context as:

“Context is the character and setting of the area within which a projected scheme will site.”

The applicants have submitted a Design and Access Statement that analyses the context of Farnham, at the regional and local scales and also down to the site level. In the spirit of good design, the applicant has undertaken a SWOT analysis to identify the opportunities and constraints of the site. The conclusions of this contextual analysis appear to be sound and have clearly influenced the urban design strategy. It is therefore inappropriate to repeat the study here.

It is important to note that Farnham has evolved over time, and whilst there appears to be a common design style, there is actually a huge amount of variety, both in terms of the scale of buildings, style and use. This is reflected in the heritage found throughout

the town core. In addition, the connectivity throughout Farnham (through the yards etc.) makes this a very distinctive place.

### **Principle**

It is critical that this site is redeveloped. It has strong links to both the historic core (retail centre) and to the industrial areas to the East (Dogflud Way). To leave the site in its current state would potentially undermine the long-term viability of Farnham. It is important to ensure that this site is used efficiently to compliment the whole town.

### **Urban Structure**

The UDC define the urban structure as:

“... *[it]* refers to the pattern or arrangement of development blocks, streets, buildings, open space and landscape which make up urban areas. It is the interrelationship between all these elements, rather than their particular characteristics that bond together to make a place.”

### **The Movement Framework**

The movement framework for the site is not inward looking. It not only considers the needs of vehicle users, pedestrians and cycles but it also considers the needs of visitors and residents.

The structure of the development takes elements from the existing historic core and tries to replicate the yards that make Farnham so distinctive. This works particularly well on the route south from East Street and the connections with Cambridge Place and Sainsburys. To the south of the site, the connections become greater in scale and open up to provide stronger visual and physical links with the River Wey. This hierarchy is very reflective of what would be traditionally found in historic towns.

A car park is proposed within block D8 (part basement, park above ground multi-storey). Residential parking is segregated at lower ground level (including a car club) ensuring that conflict is minimised. In addition there are various opportunities for residents and visitors to get to ground level and enter the site at convenient points. This is more restricted than the previous scheme, but facilitates good connectivity.

The existing highway network is proposed to change to accommodate the new scheme and reduce congestion through the town. It is understood that pedestrians and public buses will have priority along East Street and normal vehicular traffic will become two-way along Woolmead Road. It is critical that the intersection between East Street, Bear Lane, The Borough and South Street is appropriately designed to give pedestrians priority both in terms of movement (i.e. phasing on traffic lights) and street surfacing.

### **Layout**

The layout of the development has not significantly changed since the previous application (although there are some revisions with the relationship to Sainsburys).

It is important to recognise that the type of uses required for this site do not sit comfortably with the existing grain of Farnham (i.e. large retail stores, cinema etc.). Therefore, there must be an expectation that this development will offer something different to the historic core.

In terms of the historic precedents found within the town (i.e. the various yards), the underlying elements of these have been transferred to a more contemporary setting.

For example, this scheme offers various routes into the centre of the scheme, these will have differing characters that will compliment rather than compete with the various existing yards around the town. This also improves the permeability throughout the scheme and integration with the town to both the east and west.

### Blocks

The proposed blocks within the development are of a smaller scale than previously proposed, this ensures that there is an ease of movement and choice of routes. In addition, the relationship and scale between blocks D4a, b and c ensure that the internal space is expressed as a private area.

### Parcels and Plots

Individually and in plan, some buildings are considered to be of a scale uncommon to Farnham. However, the applicants have broken these buildings down in the articulation of the elevations.

Block D8 is broken down into eight separate elements (onto the town square), not only does this add variety, but it also reduces the perceived scale of the building and gives a sense of smaller plots. This approach starts to reduce the scale to something more akin to Farnham. This approach is repeated on the external face of block D4c.

Whilst D4c, D4b and D8 are unlikely to be read together, the variety in the roofscape and external articulation should be sufficient to overcome the previous perceived concerns about the overall mass and scale of this element of the development.

### Landmarks, vistas and focal points

The scheme has incorporated Brightwells House and made it the focal point of the development. This is a significant improvement on the current situation where the building is hidden within an almost back land setting.

Hidden in Brightwells Park is the small single storey residential car park entrance. This is a really interesting small building that will give the feel of a park land kiosk, hidden in the linear row of mature trees. This building almost marks the axis where the site moves from the commercial into a residential setting. This helps to define the hierarchy of the site.

Building D6 onto East Street is a very strong and imposing building that certainly marks the principle pedestrian entrance into the site. This coupled with the hard surfacing treatment will ensure that this gateway is read as a landmark within the existing street scene. It is acknowledged that this is quite a tall building, but, given its function, and its location opposite The Woolmead, it is not considered to be unacceptable.

More use could be made of public art around the site to promote focal points. Public art in this scheme is subtler than traditional sculptures dotted around the development. The proposal includes an empty plinth in the park (this should be conditioned), specifically commissioned railings, integrated mosaic patterns in the hard surfaces, earth sculpture, street furniture and green walls. Many of these elements are exciting and will add to the public realm of the development. However, the Arts Officer should be consulted for views on whether this approach is acceptable and fully compensates for the loss of the previously proposed Cobett Clock.



### **Proposed uses**

The proposed development consists of a variety of uses. Not only are retail and restaurants proposed at the ground floor, but also there is a community use (in the relocated Gostrey Centre) and a leisure use (cinema). In addition residential units are proposed throughout the site and will provide both market and affordable housing. Indeed there are residential units at every level of the developments (including at street level in blocks D4a, b & c). This approach will not only ensure a significant level of natural surveillance, but it will encourage activity throughout the day and night and also ensure that the development is sufficiently compact to be comfortable for pedestrians.

Active frontages are a key feature of the scheme, both inward looking to the town square and green lung, and outward looking to East Street and Dogflud Way. A truly mixed-use scheme should promote the sustainable communities agenda, whilst also facilitating a scheme that will incorporate the Secured by Design concepts.

In addition, the uses and location of uses appear to be complimentary. The only concern comes with the relationship of the proposed cinema with the residential use, but it is anticipated that there are proven construction methods removing any conflict.

### **Density, scale and form**

The PPS3 Residential Density plan shows that the proposal will achieve a density of 103.6 dwellings per hectare. Whilst this appears relatively high (although not uncommon for apartment developments within urban areas), density is only a measure. It is a product of design, not a determinant of it (UDC).

Whilst this site is located close to the Conservation Area and within walking distance of the historic core, it also forms a relationship to the larger commercial buildings to the west. The applicants have tried to accommodate this within their design by increasing densities and storey heights towards the west (and Dogflud Way).

The ability to have a 'denser' scheme within walking distance to the historic core will potentially support a stronger evening economy. This is also strengthened through the relationship to public transport, cycling networks and integration into the existing highway network (albeit with significant changes).

The scale of development has reduced since the previous scheme. Indeed the cumulative massing previously seen along the western edge of the town square and Brightwells Park has been reduced and broken down in the articulation of the elevations, perceived ridge heights and perceived eaves heights.

### **Landscape & Public Realm**

Landscaping forms a key element to the scheme, and it is imaginative that the River Wey corridor is brought into the site through the use of the balancing pond and amphitheatre area.

The formal Brightwells Park forms a strong and focal feature giving Brightwells House a prominence within the site that the scale of the building alone does not achieve.

### **General Architecture**

Urban design should not be concerned with the specific architectural choices of an applicant. Indeed design in this context is a very subjective matter. The architecture has been amended from the previous scheme to make it more traditional, but there are still elements of the contemporary styling found at critical points in the scheme (i.e.

cinema entrance). This balanced approach should help the scheme integrate with the historic core, whilst representing an evolution to Farnham.

In addition to the general urban design aspects of the site, there is a specific comment regarding **Building D21**. There are some concerns about the environment that will be created behind the blank façade of this building and the existing Sainsburys. It is difficult to visualise this space from the information contained in the application and it is suggested that careful attention should be given to this in terms of the detailing. The new application affects a smaller area than previously proposed and, as a result, the footpath running alongside building D21 is outside the site and not, therefore, within the control of the applicant in this scheme. Whilst this is regrettable, it is not considered that this, in itself, renders the scheme unacceptable.

### **Heritage and Conservation Issues**

National policy is set out in PPG15. The key Local Plan Policies are **HE1, HE3, HE4 and HE5**, which relate to works affecting listed buildings, and **HE8**, which relates to conservation areas.

The site is not within the Farnham Conservation Area, but parts of the site are in close proximity to the Conservation Area. Clearly it is necessary to consider the potential impact of the development on the listed building and its setting, and the potential impact of the overall development on the character of the nearby conservation area.

The only Listed Building within the site is Brightwells House, with the Redgrave theatre attached. Local Plan **Policy HE3** deals with development affecting the setting of a listed building. It states that high design standards will be sought to ensure that new development is appropriate and compatible in terms of siting, style, scale, density, height, massing, colour, materials, archaeological features and detailing. The altered and extended Brightwells House is a central feature within the new development. It is important, therefore, that the design of buildings and spaces in the vicinity of the restored and extended Brightwells House, are of a form and quality that does not adversely affect its setting. In terms of the works to Brightwell House itself, the success will depend, in part, on the execution of the scheme, including the choice of materials.

Brightwells Cottage, which was once within the curtilage of Brightwells House, is located approximately 100 metres south of Brightwells House, beyond the bowling green. From a purely heritage perspective, it may have been desirable to retain this building within the scheme. However, the building is not listed in its own right, nor is it specifically mentioned in the list description for Brightwells House. Moreover, its retention was not identified as a specific requirement in the Planning Brief and it is recognised that its retention could be difficult to achieve in the context of a major regeneration proposal for the site.

With regard to the Conservation Area, the Council has a responsibility to pay special attention to the desirability of preserving or enhancing the character and appearance of that area. Local Plan **Policy HE8** deals with conservation areas. It states that the Council will seek to preserve or enhance conservation areas and sets out a number of criteria for achieving this. These include requiring a high standard for any new development within or adjoining conservation areas, to ensure that the design is in

harmony with the characteristic form of the area and surrounding buildings, in terms of scale, height, layout, design, building style and materials.

Farnham Conservation Area was the subject of an Appraisal in 2005. As a result of that, the Conservation Area was extended to include some buildings fronting East Street; some further buildings in South Street; and part of Brightwells Road, bringing the conservation area closer to the East Street site. In the section dealing with the character of the Conservation Area, the Appraisal states that Farnham has a long history, reflected in buildings from many different eras and it is this perception that engenders affection, since it brings a comforting feeling of continuity. It goes on to state that each area has its own individual character, which requires a sympathetic response by any new development, but the best of its own age, thereby contributing to Farnham's diverse heritage for the benefit of future generations.

The Conservation Area extends along East Street as far as the buildings adjoining the Marlborough Head Public House. The other point where the Conservation area is close to the site is where it extends partway along Brightwells Road.

It is not considered that the new two and three storey building proposed building proposed on the site of the Marlborough Head, (Building D14), would have an adverse effect on the Conservation Area.

The closest building to the Conservation Area in Brightwells Road is building D20, which backs onto the car park adjoining Sainsburys and incorporates the relocated Community Centre. This building is three and four storey. The detailed design of buildings is a matter of judgement and there will be alternative and potentially better ways of treating buildings. For example in this case an alternative approach might have been to make the community centre part of D20 more of a distinctive feature. However, the fact that this approach has not been taken in this case does not mean that this area of the development would have an unacceptable effect on the Conservation Area.

There is a wider issue that should be considered in relation to the Conservation Area. The historic character of the town centre plays an important role in setting the image of Farnham. This is a large site close to the historic core and because of this it will, in turn, impact on the town centre. However, the key question in terms of the Conservation Area, is whether this impact is negative.

The architect has tried reflect the vernacular building style on East Street and South Street. Within the scheme there is a more contemporary twist albeit using features and materials intended to reflect the character of the town. As in any large scheme some of this is successful and some details could, subjectively, be regarded as less successful.

In order to meet wider policy objectives, the massing and height of buildings may be more than in parts of the historic town centre. The architect has tried to strike a balance between the building mass, density and providing as much open space as possible on this town centre site. In addition, the need for modern parking and servicing facilities will lead to a more regular and larger unit size than seen in the historic core. However, the site as a whole is sufficiently divorced from the historic core to allow for a scheme that is different from but complements the town centre.

Is the balance correct in terms of preserving or enhancing the historic character whilst also improving the services and facilities in the town? As in many schemes, the success will depend in part on the detailed execution of the design. For example, some of the details of the scheme in terms of materials need to be considered carefully. However, these matters can be dealt with through planning conditions. As in the case of building D20, there are also other parts of the new development that could be handled in a different and potentially a better way than is currently proposed. However, the failure to do so does not, in itself, mean that the impact on the town centre conservation area is unacceptable.

### **Sustainability**

This section has been prepared in response to the documentation submitted by the applicant on sustainability matters, particularly renewable energy.

The proposed mixed use development is required to meet the criteria as set out in **Policy SE2** of the 2004 Surrey Structure Plan, alongside the PPS1 supplement – Planning and Climate Change (PPS1s).

Initially the applicant submitted a significant amount of information to explain their approach to sustainability. Given the complexity of that information Waverley commissioned ECSC to consider the submission in light of Policy SE2 and PPS1s. Additional information was then submitted by the applicant clarifying their position (in a non- technical summary).

The starting point is the requirements of Policy SE2. The policy identifies three key areas:

- 1) Be lean - encouragement that energy efficiency measures meet best practice standards (significantly above Building Regulations standards)
- 2) Be clean – expectation that developments over 5,000sqm include a combined heat and power plant (CHP), although the size is not specified.
- 3) Be green – requirement that 10% of the total energy consumption of the site comes from renewable energy. The expectation is that calculations are made in kWh/yr to reflect the definition of the policy.

The PPS1s also has the additional dimension that low carbon technologies should be considered (i.e. clean technologies) and that decentralised energy plants should be encouraged (i.e. locally sourced power). The PPS1s also has a thrust towards reducing CO<sub>2</sub> emissions rather than reducing energy consumption, this approach mirrors the international targets set through the Kyoto Agreement.

The applicants have submitted a substantial amount of information to justify their approach. Specifically they choose to use a CO<sub>2</sub> emissions calculation rather than an energy calculation. Whilst their argument for this approach is not very clear, it is understood that they have adopted this approach because the Surrey guidance note on Policy SE2 gives this flexibility. In addition, PPS1s and the international approach to target setting uses calculations in CO<sub>2</sub> emissions.

In terms of Policy SE2 the applicants show that:

	KWh/yr	Tonnes CO <sub>2</sub> /yr
SE2 baseline energy requirement (total site)	6,989,972	2,268
10% requirement (SE2)	698,997	227

These figures are verified by the draft ECSC report. In addition the figures are prepared in light of WBC requirements for the total energy consumption of the site, rather than a standard Building Regulations figure (i.e. this figure will be 20% above that calculated under Building Regs. to account for cooking and appliances or other energy loads).

In order to satisfy the policy as written, the applicant needs to show that 227 Tonnes CO<sub>2</sub>/yr comes from renewable energy technologies. In this instance the applicants argue that the constraints of the site, coupled with the amount of renewable energy technology required, means that there is insufficient space on the site or that the technology would have a detrimental impact on the design of the development.

The renewable energy assessment undertaken (and included within the non-technical summary) explains that in order to meet the requirements of Policy SE2 (i.e. 227 tonnes CO<sub>2</sub>/yr), the following could be installed:

	Amount	Note (from applicants submission)
Solar thermal	1,850m <sup>2</sup>	Only 768.5m <sup>2</sup> suitably located roof space available so would only achieve max of 2.2% (PV) or 4.1% (Solar thermal)
PV arrays	3,500m <sup>2</sup>	
Ground Source Heat Pumps	4,000m of boreholes 8,000m <sup>2</sup> horizontal trenches	60% of site suitable to accommodate boreholes – would need a depth of 55m, which would impact on the aquifer (unacceptable to Environment Agency). Insufficient space on site to incorporate horizontal trenches.
Wind turbine	46.5m high turbine	A number of smaller turbines inappropriate because of the wind speed. A wind turbine of this height would have a substantial impact on the landscape and historic character of Farnham

There had been some debate about the above proposals and the amount of renewable energy required to meet the SE2 requirement. Clarification was sought via the ECSC

draft report; the applicants (through the non-technical summary) state that the above figures are the minimum to meet the 10% SE2 requirement. The applicants have discounted all of the above technologies either alone or in combination principally because of the constraints of the site. Therefore no renewable technologies are proposed in this scheme.

However, the applicants argue that the most efficient way achieving carbon savings given the constraints outlined above is through the installation of a 'large' CHP plant connected to community heating system and private wire network. They show that:

	Tonnes CO <sub>2</sub> /yr
Baseline	2,268
10% requirement	227
Proposed 'large' CHP unit	316.97
% from proposed technology	13.9%

The CHP will be dual fuel, giving the option of conversion to sustainably sourced / licensed bio fuels in the future. This has been future proofed by allowing sufficient space for future storage of fuel. Additionally, and if it were more appropriate, the CHP plant could expand into the space to enable adjoining uses to be incorporated.

In addition to the CHP the applicants are offering the following:

	CO <sub>2</sub> savings (Tonnes CO <sub>2</sub> /yr)	% Saving on SE2 baseline	
SE2 baseline	2,268	-	-
Large CHP plan	316.97	13.9	13.9
Energy efficiency measures	123.65	5.45	10.45
High efficiency and improved performance cooling systems)	74.8	3.3	
High efficiency / low energy lighting	38.68	1.7	
Total	554.1	24.4	24.4

From the above table it is clear that the proposal as submitted would save a total of 554.1 tonnes CO<sub>2</sub>/yr of which 13.9% is from CHP and 10.45% is from energy efficiency measures. Overall the total expected annual emissions for the site would reduce to 1713.9 tonnes CO<sub>2</sub>/yr or 24.4%. Figure 3 of the applicants Energy Statement (non-technical summary) shows that the energy efficiency savings appears to be in addition to the basic Building Regulations requirements (see fifth and sixth columns).

Clearly a question raised with the applicants is why they have not incorporated both CHP and renewable energy within the development. Their argument relates to the energy demand required to make the CHP viable, especially given that the CHP forms part of a wider community heating system and private wire network (for electricity). If this demand were reduced as a result of renewable energy technologies, then this could conflict with the principles behind a successful CHP installation.

**As a result of the proposal to achieve a 24.4% carbon saving, all of the residential properties are set to meet Code Level 3 of the Code for Sustainable Homes. The retail units are set to meet the very good level of the BREEAM.**

Whilst the proposal does not strictly conform to Policy SE2, it is evident that the CO<sub>2</sub> savings will exceed those that would normally be expected if Policy SE2 were applied rigidly. In addition, whilst Policy SE2 expects CHP to be incorporated into schemes over 5,000sqm, the Policy does not specify the size of CHP.

PPS1s gives greater emphasis to carbon savings, low carbon technologies and decentralised energy sources. A CHP plant as proposed would be in the spirit of the PPS1s whilst achieving greater carbon savings than SE2. Additionally, the East Street development is a mixed-use scheme that is well suited to a CHP because of its energy demand (i.e. constant demand for electricity throughout the day).

In summary, it is regrettable that the scheme does not include any renewable energy technologies, however it is acknowledged that this could undermine the success of the applicants preferred installation.

Overall the aim for sustainable development is to reduce carbon emissions. Whilst Policy SE2 would achieve this aim, it is unlikely that the development would be able support the amount of renewables required to meet the 10% figure. As submitted, the proposal would go beyond the policy requirements and result in a greater carbon saving.

In essence this approach represents an exception to the policy position. However, in the spirit of sustainability and the overarching aim to reduce CO<sub>2</sub> emissions, the CHP option (with community heating and private wire network) should be accepted. WBC must also acknowledge that the CHP plant can be converted to sustainable bio fuels (a renewable source) at a later date.

Given the above, it is considered that the following conditions should be attached to any planning permission:-

- 1) All the residential units shall achieve at least Code Level 3 of the Code for Sustainable Homes. Details of how the scheme shall meet this level (or above) including a timeframe for the post construction review shall be submitted to the LPA. The post construction review document shall be submitted to the LPA in accordance with the timeframes specified.
- 2) All the retail units shall meet at least a very good standard of BREEAM. Homes. Details of how the scheme shall meet this level (or above) including a timeframe for the post construction review shall be submitted to the LPA. The post construction review document shall be submitted to the LPA in accordance with the timeframes specified.
- 3) Prior to development commencing, details of the CHP plant, community heating system and private wire network and associated equipment including a timeframe for installation shall be submitted to and approved by the LPA. These shall be operational on first occupation of the development unless other agreed with the LPA. If the CHP plant is removed it must be replaced with an

alternative renewable energy technology or low carbon technology that achieves at least a 227 tonnes CO<sub>2</sub>/yr saving.

- 4) The development must be constructed in accordance with the Sustainability statement and its associated annexes unless otherwise agreed in writing by the LPA.

### **Highways and Transportation**

The application includes a full Transportation Assessment and Surrey CC Highways and Transportation Officers have carried out a detailed assessment of the scheme, its potential impact and any mitigation measures needed.

It should be pointed out that the applicants' Planning Statement does not include a reference to the Waverley Borough Cycling Plan SPD, which was adopted in 2005. Attached to the SPD is a prioritised list of list cycle schemes that are proposed by local cycling groups and endorsed (and kept under review) by the Waverley Cycling Forum. In addition, there are some specific proposed pedestrian and cycle routes identified in the 2002 Local Plan.

Local Plan **Policy M1** seeks to ensure that development is located so as to reduce the need to travel, especially by private car, and to encourage a higher proportion of travel by walking, cycling and public transport. In principle, a mixed-use scheme like this in a town centre location meets this objective.

Local Plan **Policy M2** deals with the movement implications of development and requires that development proposals should provide safe access for pedestrians and road users, including cyclists, designed to a standard appropriate to the highway network in the vicinity and the level of traffic likely to be generated by the development.

Clearly Surrey County Council will carry out a full assessment of the scheme from a highways and transportation perspective. This is a town centre location and transportation measures should take the opportunity to maximise the benefit of this location in terms of the opportunity to lessen dependence on the car and take advantage of the access to services and facilities by other modes of transport.

In addition, it will be necessary to ensure that the development is or can be made compatible with the local road network in accordance with Policy M2.

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### **WBC Housing Enabling**

#### **Housing Need**

As at 28<sup>th</sup> April 2008, there are 3,002 households registered on the Council's Housing Needs Register. Of these, 1,112 have indicated Farnham Town to be one of their preferred areas for rehousing. It is worth noting that because applicants recognise that there is a limited supply of affordable housing across the Borough, they have a better chance of being housed if they are prepared to consider as many areas as possible where lettings may arise.

Table 1 summarises current numbers of households with applications on Waverley Borough Council's Housing Need Register who have indicated a wish to live in Farnham Town, broken down by the number of bedrooms required:



	1 – bed	2 – bed	3 - bed	4 – bed
<u>Number of households</u>	698	287	126	1

*Table 1 Bed size required by households registered for housing in Farnham Town, 14.4.08*

Although 698 households waiting for housing in Farnham Town require one bedroom accommodation, there is a need for caution about it. Closer analysis of this data shows that 28% of these applicants are elderly and may be specifically interested in being re-housed in designated elderly accommodation.

The Council's allocation policy permits expectant mothers and couples with children under 6 months to only register for 1 bed roomed accommodation. Consequently, a number of people re-housed in one bedroom accommodation will require larger accommodation in time. Families, childless couples, expectant mothers and single parent/ split families account for 16% of households registered for a one-bedroom property in Farnham Town. It is also worth noting that a significant proportion of applicants for a one bedroom home, who are in priority need, may require some form of support services or assistance to maintain their independence. It is with these factors in mind that officers have already advised Crest Nicholson Developments Limited that one third of affordable units should be one bed flats with the remaining two thirds as flats with two bedrooms. The proposed mix of units has a slighter higher proportion of one-bedroom homes and lower proportion of two bed homes than this preferred mix. (see Table 2)

Number of bedrooms	Council Preference of 1/3 one bed and 2/3 two beds would generate:	Proposed provision
One	24	32
Two	48	40

*Table 2 Preferred and proposed mix of bed sizes for affordable units.*

Table 3 shows the number of Council lettings in Farnham Town over the last five years.

	1- bed	2- bed	3- bed	4-bed
<b>2007/08</b>	19	10	4	0
<b>2006/07</b>	34	15	6	0
<b>2005/06</b>	15	13	4	0
<b>2004/05</b>	19	11	0	0
2003/04	12	10	3	0

*Table 3 Lettings in Council owned properties in Farnham Town*

However, demand for accommodation in the Farnham area remains higher than the council is able to meet.

#### Proposed affordable housing

A breakdown of the size and tenure of 72 affordable units has been provided by the applicant and is illustrated in Table 4:

Unit	Floor	Rent		New Build Homebuy	
		1 bed	2 bed	1 bed	2 bed

<b>D6</b>	First	0	0	3	1
	Second	0	0	12	9
<b>D8</b>	Ground	1	3	0	0
	First	1	3	0	0
	Second	1	3	0	0
	Third	1	3	0	0
<b>D1/14</b>	First	4	0	0	4
	Second	4	0	0	4
<b>D15</b>	Ground	3	2	0	0
	First	1	4	0	0
	Second	1	1	0	3
<b>TOTAL</b>		<b>17</b>	<b>19</b>	<b>15</b>	<b>21</b>

*Table4 Tenure and mix of affordable units*

Earlier guidance from the Housing Department was that 50% of all affordable housing at East Street should be for rent, with the remaining 50% as New Build Homebuy. This mix has been adhered to in the current proposals.

Waverley Borough Council is keen to ensure that the affordable housing provision on new sites has the same appearance as the market housing in terms of details, build quality, materials etc. I understand Crest Nicholson Developments Limited is already working in partnership with Southern Housing Group. If the development of these units is to be supported by the Housing Corporation's National Affordable Development Programme (NADP), it must be built to meet the relevant Housing Corporation Standards. Developers and Registered Social Landlords should be aware of the relevant Housing Corporation standards that apply to the development. The latest standards can be downloaded from the Corporation's website and the Housing Corporations regional offices can provide further clarification.

To receive 2006-8 NADP funding, all affordable homes at East Street will need to meet the Housing Corporation's Quality and Design Standards, part of which are Housing Quality Indicators (HQI's). According to HQI's, a home which sleeps two people should have a minimum gross internal floor area of between 45-50m<sup>2</sup>, which all affordable homes with one bedroom appear to meet.

In terms of providing units with a greater degree of flexibility in order to be able to adapt to changing needs, it would be our preference for the two bedroom flats to be able to accommodate four people.

The HQI band for a home with four bed spaces is 67-75m<sup>2</sup>.

A number of units fall below this band, which will need to be addressed

D6 2-11	62.4m <sup>2</sup>	Newbuild Homebuy
D6 2-13	65.6m <sup>2</sup>	Newbuild Homebuy
D8a 2-02	66.9m <sup>2</sup>	Rent
D8a 3-02	66.9m <sup>2</sup>	Rent
D6 2-07	63m <sup>2</sup>	Newbuild Homebuy

The first and second floor of Unit D1/D14 has shared communal areas between the affordable rented and Newbuild Homebuy flats. This may present a problem for the subsequent housing management of the affordable housing, as shared communal areas can make the division of service charges and management more problematic.

These issues have been raised directly with Crest Nicholson, who are still in the process of assessing whether the above issues can be addressed.

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### **WBC Sustainability**

The East Street development is undoubtedly going to significantly enhance the environmental condition of the site. It will create permanent jobs and will create a focal point for visitors and Farnham residents.

Waverley has always sought to achieve an exemplar development within the borough especially now that sustainability and climate change are so high on the national and local agendas.

Crest Nicholson (CN) is a company with a proven track record of developments to excellent sustainability standards. They have their own Sustainable Development Policy committing themselves to carry out all their activities in a sustainable manner, which includes land buying, planning, design, procurement, construction and operation. Whilst it is noted that the current application proposes to develop the East Street site to a very good standard, a higher standard still would be preferable from a sustainability perspective.

### **Energy**

Comments with regard to the energy options, related to planning policy SE2, have been made in a different part of this report by the planning policy team, which I fully support.

In addition to those comments I would like to add that it is appreciated that a CHP is a very efficient, low carbon technology and will offer a significant reduction of CO2. However, if it becomes feasible to link the proposed East Street CHP unit with the nearby leisure centre and other potential users, such as nearby sheltered housing units and Sainsbury's that would make its positive impact even greater.

### **Residential and retail units**

The dwellings will be built to code level 3 of the Code of Sustainable Homes and the retail units will be designed to achieve "very good" rating of the BREEAM assessment. Although CN have made representations as to the adverse cost implications and possibly technical difficulties of achieving higher than that, I think it would be preferable to achieve more and make this scheme as close to an exemplar as possible.

### **Transportation**

The East Street development will undoubtedly have some effect on the traffic of Farnham town centre. However, due to its central location it will encourage residents to walk to the facilities they need rather than drive. Various public transport services will also be in walking distance. A transport assessment has been provided which includes proposals for travel plans for the retail and the residential areas that will encourage greener modes of transport, including a car club. Provision for electric car charging bays have not been considered, but could be something to further consider if possible at the building stage.

### **Conclusion**

Waverley is a local authority that is serious and committed to act on climate change and its effects. The importance of retaining a balance between social, economic and environmental implications is recognised. CN have incorporated measures that are in agreement with the planning policies but at the scale of this development I would anticipate the inclusion of further exemplar sustainability solutions in East Street were it feasible.

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### **Environment Agency**

The Environment Agency have reviewed the submitted documents and we understand that a letter containing our initial concerns is required. Our formal response to this application will follow.

### **Land Contamination**

An initial review by our land contamination team has revealed that there is contamination of both the soils and groundwater on the site. We have identified that the site investigation is rather sporadic in its sampling and a greater detail of investigation will be required before a remediation strategy can be identified, put forward, implemented, carried out and subsequently verified. We are concerned that during development, mobilization of contamination would result in pollution of the local watercourses (The River Wey) and also the underlying groundwater. It is our understanding that more detailed investigation has been put forward and we would wish to be an active reviewer of any such remediation schemes.

### **Biodiversity and Ecology**

The effects of this development on Biodiversity and Ecology remain to be high. The species surveys indicated that this is an important area for both otters, water voles and a number of other declining invertebrates. A scheme for ecological improvement appears to be missing from the submissions and we are disappointed with this fact. We were however satisfied that the inclusion now of an 8m buffer zone from the footpath to the river has taken place. We therefore feel that by condition, a number of important biodiversity improvements and enhancements can be made to this application. We will therefore, in our formal response, be recommending a number of conditions.

### **Flood Risk**

This topic raises the most concern at this present time and may result in an objection at a later stage. Our predicted flood water level on the site, when considering climate change is set to be between 63.956 and 64.002 metres above ordnance datum. Within the flood risk assessment it is stated that an agreement was made between the Environment Agency and the flood risk consultant that a level of 63.5 metres above ordnance datum should be used. The Environment Agency would like to see written proof of this agreement. In any case, this agreement was made on the 1 in 100 year flood event. The Flood Risk Assessment does not therefore appear to have considered the effects of climate change and as a result of this, the surface water strategy proposed as well as the final site layout are likely to not have taken in to account the their effect on flooding.

The moving of earth material in the floodplain could have the impact on increasing flood risk elsewhere and as a result putting increased people at risk from the effects of flooding. By not using the correct flood levels, the effect of all development below 64.002 Metres above ordnance datum has not been adequately quantified. This includes the potential for increases in footprint as well as loss in floodplain storage. As a direct consequence, the Flood Risk Assessment is not in accordance with Planning Policy Statement 25 (PPS25).

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### **WBC Environmental Health Pollution Control**

I have reviewed the reports submitted:

- “Phase 1 environmental and geotechnical study, East Street, Farnham, Surrey”, Report No. 35229/01, STATS Ltd, July 2006
- “Exploratory Geotechnical and Geo-environmental site investigation report, East Street, Farnham” Report No. 35229-002, August 2006

The reports are considered to provide a good overview of the potential issues on what is a very large site. However, it has not been possible to complete an investigation, at this stage, with the density and detail of testing required for a development with ground floor residential units and large areas of communal gardens / public areas.

For that reason it is considered appropriate that the standard contaminated land condition is applied to the development. I am not aware of any phasing proposed for the development but it should be possible to do the works in phases, by prior agreement with this Department.

It is recommended that the following conditions be imposed in any planning permission granted.

### **CONTAMINATED LAND**

Prior to the commencement of the development

- (a) written desk top study shall be carried out by a competent person, which shall include the identification of previous site uses, potential contaminants that might reasonable be expected given those uses and other relevant information; and using this information a diagrammatical representation (conceptual model) for the site of all potential contaminant sources, pathways and receptors. The desk study shall be submitted to and approved by the Local Planning Authority;
- (b) should it be required, based on the information obtained by the desk study, a site investigation shall be carried out by a competent person to determine the nature and extent of any contamination. The investigation shall be carried out in accordance with a protocol, which shall be submitted to and approved by the Local Planning Authority;
- (c) a written report of the site investigation shall be prepared by a competent person. The report shall include the investigation results and details of a remediation scheme to contain, treat or remove any contamination, as appropriate. The report shall be submitted to and approved by the Local Planning Authority;
- (d) the accepted remediation scheme shall be fully implemented (either in relation to the development as a whole, or the relevant phase, as appropriate); and

- (e) a completion report and certification of completion shall be provided to and approved by the Local Planning Authority by a competent person stating that remediation has been carried out in accordance with the accepted remediation scheme and the site is suitable for the permitted end use.

Reason:

To ensure that any contamination of the site is properly dealt with to avoid any hazard, in accordance with Policy D1 of the Waverley Borough Local Plan.

### UNSUSPECTED CONTAMINATION

If during development, contamination not previously identified, is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, and obtained written approval from the Local Planning Authority for, a written addendum to the original remediation scheme. This addendum to the scheme must detail how this unsuspected contamination shall be dealt with.

Reason:

To ensure that the development adequately deals with any contaminated land or water found during the development.

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### **WBC Environmental Services**

Refuse storage and collection - Veolia Environmental Services have been consulted as collection contractor. Earlier proposals have included the bringing of refuse 1100L bins to a collection point for emptying: this would be carried out by 'caretaking' staff. Is this applicable to the current refuse strategy?

It appears from the plans that there are three bin collection points, D1, D6 and D15. Veolia have expressed concern as to the accessibility of D1. How will the dustcart reach this point?

Recycling storage containers and collection - While veolia can empty 1100L bins containing paper and plastic bottles/cans, glass can only be handled in 240 litre bins (35 needed). Access concerns re D1 as for refuse.

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### **WBC Environmental Protection**

Construction phase. I note the this phase is scheduled to take 2 years and therefore it will be essential to carefully consider the impact of dust, mud, noise and vibration.

Some of the neighbouring properties are noise sensitive for example Faulkner Court, a sheltered home and a very quiet location. It will be essential to restrict the hours and the days when demolition and construction can take place and to prohibit on Saturday afternoons and on Sundays and Bank Holidays.

This Department will expect the developer and contractors to submit an application for consent for the precautions they wish to take to control noise under S61 of the Control of Pollution act 1974.

Upon Completion and operational. It has been noted that the developer has made substantial changes to the previous applications and that some of this Team's points

have been addressed. However given the nature of the development with the mixed uses bringing residences close to busy and noisy commercial uses, some operating into the evening, there are inevitably some areas of concern.

There are a number of locations within the development where residential property is close to properties where noise from plant or from activities within commercial premises will be a likely cause of complaint. The design in these specific locations should be reviewed to see if changes could be made to eliminate or at least mitigate these risks. The use of licensing powers is unlikely to be as effective as good design in providing the best living conditions.

Environmental Statement, section 9 noise, Table 9.7 Summary of operational assessment criteria, describes criteria or standards to be attained in the development. I note that for internal noise levels in living rooms the authors have chosen to use a “reasonable” standard rather than the better “good” standard (BS8233). In this case where the units in the centre of the development will be free from traffic and its noise, the higher standard should be the standard in order to stop noise from plant becoming noticeable and intrusive.

Specific areas of concern are:

D4a Restaurant and D4c residential; the close proximity of the terraces of these properties may cause noise and disturbance to unacceptable level to the residents. The residents should be able to close their windows in the hottest weathers (when the restaurant balcony is perhaps, at its busiest) and have the use of alternative ventilation perhaps with fans or similar. The hours of the restaurant should be limited so that it is closed and cleared by Midnight.

D8b 2-08 and 2-09: there are residential balconies above the restaurant balconies below. Residential balconies in D6 are near and at the same level as the 1st floor café/bar balcony. Is the café balcony necessary?

Units 2.6d and 2.3b in D6 are examples of residences next to commercial uses. Although the party walls will no doubt offer a level of acoustic insulation, it would be more sensible not to have these unsuitable neighbours or if this is not possible, to change the internal layouts so that bedrooms are not next to the party walls.

Residential Units at D8a: are in a far from ideal location and if they are to be constructed then mitigation works will be essential. They are next to the Cinema car park entrance and front Dogflud Way. The E.I.A. has evaluated the predicted traffic noise at D8a and at paragraph 9.88, identifies the site of the block as a location falling within PPG’s NEC C. This a location where “planning permission should not normally be granted. Where it is considered that permission should be given for example because there are no alternative quieter sites available, conditions should be imposed to ensure a commensurate level of protection against noise.” The properties will need sound insulation, probably acoustic double-glazing with alternative mechanical ventilation.

This particular block is likely to experience elevated levels of air pollution because of its proximity to Dogflud Way. If and when congestion occurs in Dogflud Way, nitrogen

dioxide will increase. However, air quality described in terms of the annual mean levels of nitrogen dioxide has been modelled in the area to below Government targets.

The Energy Centre to the complex is situated beneath them. I have not been provided with details regarding the specific equipment to be installed in The Energy Centre. However noise, particularly low frequency hums and vibration could be a problem. It may be that the location of the Centre presently so close to the houses should be changed. If this is not possible, a high standard of noise insulation and isolation will be necessary if the “good” standard of in BS8233 is to be achieved.

Noise and disturbance from delivery vehicles is a common cause of complaint in Farnham especially when occurring at night. Night deliveries should be prohibited but often operators find great difficulty in complying. Paragraph 9.80 of the E.I.A identifies the service areas at D6 and D20 as potential trouble spots. Residences at D15 are vulnerable as are residences above the loading bay in D6 and D20. The E.I.A. suggests sound insulation to cope with the additional noise and a condition should be imposed to ensure good internal sound levels. This control of hours also does nothing to prevent daytime degradation of the environment. At D6, a review of the design of the bay to achieve total enclosure with appropriate extract ventilation should also be undertaken.

The Community Centre in D20 is situated beneath residences. Thought needs to be given to the uses of the Centre for its use, e.g. entertainment with very noisy amplified music will make the achievement of good internal noise levels difficult. Similarly a decision about operational hours needs to be made, unless it is possible to incorporate a sufficiently high standard of sound insulation and isolation to prevent disturbance from occurring and achieve the “good” standard of BS8233.

Extraction/Ventilation From Retail Units The retail units have ventilation flues/‘chimneys’ and where as will be necessary with catering establishments these are used to facilitate extract systems, air conditioning systems and similar mechanical ventilation, measures will need to be taken to achieve good noise, odour and vibration standards.

There are also some issues where impacts are possible but further clarification is needed: D8 Noise from impulse fans serving car park.

Odour: All extraction systems must meet all Environmental Health safety requirements as well as removing odour from the air that is extracted. The detailed design of systems should be agreed with Environmental Health but I welcome in the latest plans the incorporation of flues/‘chimneys’ which enable high-level discharge of cooking fumes and other ventilation effluvia. A condition is recommended to tie in noise and vibration issues.

Lighting: Lighting including street lighting and on buildings needs careful design for energy conservation and to prevent spillage, which might otherwise cause nuisance. Lighting can now be considered a statutory nuisance and should complaints be received in the future action could be taken under the Environmental Protection Act 1990. It could be a common cause of complaint given the close proximity of the residential units.



### Health and Safety/Food Safety:

The Balancing Pond -I understand that advice has been taken on the safety of the design of the balancing pond. Consideration should be given to published guidance available from the Royal Society of the Prevention of Accidents RosPA. There is always concern about the access to such ponds by young children who are particularly vulnerable. It is also desirable for public health reasons that the pond is kept clean and is not allowed to stagnate.

Staff Welfare Provisions At this stage the internal layouts of commercial premises proposed have not been defined. In order to ensure appropriate services are installed and legal standards (e.g. changing rooms and staff toilets) are met, the applicant should, at the earliest opportunity, discuss the internal proposals and uses of the units.

This is particularly important in the case of D12, Brightwell House where the apparent absence of staff changing facilities and a small kitchen in Restaurant 2 relative to the dining area is of concern.

Underground Car Park - The ventilation for the under ground car park relies on natural draught and a discussion is needed with this Department on ensuring its efficiency and the means of testing that, when the car park is operational.

### Recommended conditions:

No amplification equipment.

No sound reproduction or amplification equipment (including public address systems, tannoys, loudspeakers, etc), designed to be audible outside buildings constructed within the permission, shall be installed or operated on the site.

Reason: in the interests of protecting the local residents from unreasonable noise levels.

### Hours of Working

The use of the service yards shall be restricted to the hours of 06.30 to 22.00 Mondays to Fridays, and 06.30 to 20.00 on Saturdays, and 09.30 to 16.30 on Sundays and Bank or Statutory Holidays.

Reason: In the interests of the amenities of adjoining residents and limit noise disturbance

### Enclosure of equipment

All plant, machinery and equipment installed or operated in connection with the carrying out of this permission shall be so enclosed and/or attenuated that noise coming from it does not at any time, increase the ambient equivalent continuous noise level as measured according to British Standard BS4142:1997 at any adjoining or nearby residential property.

Reason: In the interests of protecting the local residents from unreasonable noise levels which would be detrimental to the residential character of the area.

#### Acoustic Specification required

Details, including acoustic specifications, of all fixed plant, machinery and equipment associated with air moving equipment, compressors, generators or plant or equipment of a like kind installed within the site, shall be submitted to and approved by the local planning authority before installation. Any installation shall be in accordance with the approved scheme.

Reason: to ensure that the industrial use hereby approved remains an acceptable use in or adjacent to this residential area.

#### Sound Insulation - Traffic Noise

Before building operations commence a fully detailed scheme for Insulating Block D8a from traffic noise from the surrounding road network (South Street/East Street/Dogflud Way) shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall comprise such works as are necessary to ensure compliance in general terms with PPG24 (Planning and Noise). Thereafter, the development shall not be carried out other than in accordance with such approved scheme which shall be completed before any part of the accommodation hereby approved is occupied, unless the Local Planning Authority otherwise agrees in writing.

Reason: To protect the occupants of the new development from noise disturbance.

Informative: The scheme should be designed to achieve the Good design range for living rooms and bedrooms in table 5 of section 7, BS 8233:1999.

#### Sound Insulation – Dwellings affected by noise from commercial premises.

Before building operations commence a fully detailed scheme for Insulating Blocks D4c, D8 and D6 from noise and vibration from the adjacent and nearby commercial premise shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall comprise such works as are necessary to ensure compliance in general terms with PPG24 (Planning and Noise). Thereafter, the development shall not be carried out other than in accordance with such approved scheme which shall be completed before any part of the accommodation hereby approved is occupied, unless the Local Planning Authority otherwise agrees in writing.

Reason: To protect the occupants of the new development from noise disturbance.

Informative: The scheme should be designed to achieve the Good design range for living rooms and bedrooms in table 5 of section 7, BS 8233:1999.

#### Odour control and filtration

Suitable ventilation and filtration equipment shall be installed to suppress and disperse fumes and/or smell created from the A3 uses and other ancillary cooking activities (e.g. cinema) operations on the site. The equipment shall be effectively operated and maintained in accordance with manufacturer's instructions for as long as the proposed use continues. Details of the equipment shall be submitted to and approved by the local planning authority in writing prior to commencement of the development or conversion works. The approved equipment shall be installed and in full working order prior to the commencement of use. Details to include outlet height, which in general should be at least 1m above ridge height of the nearest building.

Reason: to ensure that the use has adequate ventilation equipment to ensure that neighbouring properties are not unreasonably polluted by odours from the use.

#### Car Park Ventilation

Details of the equipment for venting the underground car park area shall be submitted to and approved in writing by the local planning authority prior to commencement of the development. The equipment shall be effectively operated and maintained in accordance with manufacturer's instructions. The approved equipment shall be installed and in full working order prior to the commencement of use.

Reason: to ensure that neighbouring properties are not unreasonably polluted by odours from the use and that operators are also protected from harmful fumes and protect the users of the car park.

#### Provision of Bin Stores

No development shall take place until details of facilities to be provided for the storage of refuse bins within the site have been submitted to and approved in writing by the Local Planning Authority. No part of the development shall be occupied until the facilities have been provided in accordance with the approved details and thereafter the facilities shall be permanently retained.

Reason: To ensure a satisfactory appearance and in the interests of the amenities of the occupiers and adjoining residents.

#### Flood lighting

Details of floodlighting of the site shall be submitted to and approved in writing by the local planning authority prior to the commencement of the development. The floodlighting shall be installed, maintained and operated in accordance with the approved details unless the local planning authority gives its written consent to the variation.

Reason: to protect the appearance of the area and local residents from light pollution.

Informative: The attention of the applicant is drawn to the requirements of Section 60 of the Control of Pollution Act 1974 in respect of the minimisation of noise on construction and demolition sites. Application, under Section 61 of the Act, for prior consent to the works, can be made to the Environmental Protection Team of the Council.

Contact EHO Regarding Food Safety matters.

You are advised to contact the Environmental Health section of the Environment and Leisure Department in order to ensure that all regulations, licensing, etc. is carried out in order to comply with the requirements of Food Hygiene Legislation

Contact EHO re Health and Safety at Work

You are advised to contact the Environmental Health section of the Environment and Leisure Department in order to ensure that all regulations, licensing, etc. is carried out in order to comply with the requirements of the Health and Safety at Work Act 1974.

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#### **Natural England**

##### Thames Basin Heaths SPA

As there is an Interim Avoidance Plan in Waverley Borough, we have at present no comments to make on the above planning application with regard to the SPA. This is on the understanding that the proposals are meeting the requirement of the plan, and that there is sufficient capacity to absorb the additional dwellings. If the applicant is not complying with the avoidance plan, then please do contact myself in order that we can address how to proceed.

It is noted that the applicants suggest that 57ha of SANGS land is currently available, which is not the case. The Miniplan advises that 10.90ha is the current capacity of Farnham Park. Natural England will be reviewing the current capacity with the Council, in light of ongoing monitoring and visitor survey information, which suggests that the capacity of the SANGS is greater than initially thought.

#### Protected Species

Natural England welcomes the biodiversity enhancement measures, including the water vole habitat improvements, and these should form part of the conditions, if the Council is minded to grant permission. Please note methods for excluding water voles, if this is deemed necessary, should be agreed with the Environment Agency, and not Natural England, as stated in the report (paragraph 11.169), as the Agency takes the lead on such issues. The following conditions should also be applied:

- Further bat surveys and emergence surveys must be carried out, as recommended in the bat roost survey report, prior to the commencement of any construction work, and mitigation carried out if applicable.
- An appropriate lighting strategy should be implemented, ensuring that river stretches remain unlit and light pollution is minimised, with low-level directional lighting, which avoids spillage into adjacent areas.
- There should be no shrub/tree clearance during the bird-breeding season, which runs from the end February – August inclusive.

#### River Wey SNCI

To ensure that protection of this sensitive site is fully realised, Natural England advises that we want both the Environment Agency and Surrey Wildlife Trust to be fully satisfied with any measures proposed to avoid adversely affecting the SNCI. To this end we recommend that a construction method statement be drawn up which details the avoidance measures that will be employed and how the measures will be monitored. This may form part of the Construction Environmental Management Plan (CEMP).

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#### **Surrey Wildlife Trust**

The Trust is concerned that the impact of this development and the future use of the site, particularly the riverside area, will impact adversely on wildlife, including legally protected species. There is also a significant risk that local biodiversity could be seriously affected unless serious consideration is given to these matters when considering planning approval. Adverse affect to local ecology would be contrary to the requirements of the Natural Environment and Rural Communities Act (NERC) 2006 and Government Planning Policy Statement 9 (PPS9). There is also a risk that the proposals may go against Waverley Borough Council Local Plan Policies including, D1 Environmental implications of development, C10 Local Nature Reserves, Sites of Nature Conservation Importance (SNCI) and Regionally Important Geological and Geomorphological Sites, C11 Undesignated Wildlife Sites, C12 Canals and River Corridors and C7 Trees, Woodlands and Hedgerows.

#### **Protected Species.**

The opportunity of a development should be taken to improve existing habitats and to provide new habitat for wildlife. Natural England, The Environment Agency and Surrey Wildlife Trust should be involved with any detailed planning for such improvements and additions, and in the formulation of an Ecological Management Plan.

- Bats.

The Environment Assessment has recognised the requirement for further bat survey work, prior to the commencement of any construction work. Any mitigation proposals should include the provision of new bat roosting facilities in appropriate sites and details of how planting lines and lighting should be arranged to facilitate bat foraging.

- Water Voles.

It has been identified that the River Wey, at the proposed development site, has probably lost its resident population of voles. The construction of the proposed new footbridge and the expected increase in use of the riverside area by the public could make the river at this location, despite its SNCI status, even less attractive to water voles and other aquatic life.

To prevent this, various measures should be taken to help offset the potential adverse affect to this important habitat.

The Environment Agency and Surrey Wildlife Trust mammal experts should be consulted on the detail of these enhancements.

- Birds

Tree felling and shrub clearance should be done outside the main bird-nesting season (March to August inclusive). This will help avoid committing an offence under The Wildlife and Countryside Act 1981 (as amended). Nest boxes for various species, including 'Red List' species should be provided. When working on the riverbank area, provision can be made for aquatic species such as kingfishers.

Habitat/Biodiversity.

Any planting scheme should specify the use of predominantly native species to compliment soil type and surrounding habitat. A scheme should concentrate on providing wildlife' corridors' facilitating the movement of species through a site and onto adjacent habitats. Development can be used as a tool to promote 'living landscapes' to facilitate the enhancement of biodiversity over as wide an area as possible. Suitably qualified ecologists should be involved in the detail of a planting and landscaping scheme.

Thames Basin Heath Special Protection Area (SPA).

Natural England should be fully involved with any discussions regarding any required mitigation for the possible effect of additional population on the SPA. If Farnham Park is considered as a Suitable Area of Natural Greenspace (SANG), as part of any required mitigation, consideration must be given to the existing ecological value of the park and the possible impact of a SANG.

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### **English Heritage**

Specialist staff have considered the application and do not wish to offer any comments on this occasion. Their recommendation is that the application should be determined in accordance with national and local policy guidance and on the basis of the Council's specialist conservation advice.

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### **SCC Archaeology**

Despite the revisions to the archaeological chapter of the EIA in the light of these revised proposals, in reality there has been very little progress on cultural heritage or

archaeological assessment on this site since my comments of 24.11.2006, on application number WA/2006/2132. The application is likely to involve a fairly comprehensive redevelopment of this site, which especially large – and well over the 0.4 hectares that is recommended for archaeological assessment and possibly evaluation under policy SE5 of the 2002 Deposit Draft Surrey Structure Plan. Part of the site also falls within a designated Area of High Archaeological Potential.

Archaeological Desk-Based Assessment notes that a great number of prehistoric artefacts have been discovered in the surrounding area, as well as finds and features from a number of other periods. In essence, it is shown that the Farnham area has been subject to Human occupation and alteration for a considerable length of time, and that remains of varying type and quality from all periods could be expected here. The assessment itself makes no recommendations as to the need for or scope of any further works, but the archaeology chapter of the EIA indicates that evaluation of the threatened areas should be undertaken in order to enable suitable mitigation measures to be devised.

Given that there are proposals within the scheme for the construction of buildings with basement car parks, it is possible that nationally important archaeological remains would be threatened by these proposals. I would therefore strongly suggest that it would be extremely unwise to proceed further with these proposals without first obtaining the results of the proposed evaluation programme. However, I realise that this may be logistically difficult on a site such as this, so should it be decided to determine the application now, it would be acceptable to secure the evaluation works by adding the following condition, based on PPG16, be added to any outline planning permission granted:

*“No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the Planning Authority.”*

The applicants have indicated a willingness within the EIA to modify foundation design and basements in order to protect any nationally important remains and preserve them *in-situ* (in line with the advice given in PPG16). In order to secure this provision, I would also strongly recommend that the following additional condition be applied:

*‘No development shall take place until a detailed scheme showing the scope and arrangement of foundation design and all new groundworks, which may have an impact on archaeological remains, has been approved in writing by the local planning authority and that scheme will monitored by the council.’*

As outlined in PPG16, it will be necessary to seek the funding for this work from the developers.

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**Sport England**

It is understood the current application is a resubmission with amendments to previous applications submitted in 2006 and 2007. Sport England responded to the previous applications and I refer you to my letters of 8/11/06 and 8/6/07.

The current application does not contain significant amendments with regard to sport and recreation provision. It is still the case that the Brightwell Bowls Club will not be replaced as part of the development. The Head of Leisure at Waverley Borough Council has indicated to Sport England that there is sufficient capacity for the members of the club to join.

Whilst it is unfortunate an existing bowls club will be lost, Sport England hopes that the combined development will bring noteworthy benefits for the development of sport and recreation in the town. Sport England wish to re-iterate the comments in our previous letter regarding the demands on a range of sport and recreation facilities new residents of the proposed development will make.

Sport England notes and welcomes Paragraph 9.109 of the Planning Statement, which states that the applicants will enter into negotiations with the LPA with a view to providing developer contributions. Sport England was recently consulted on Waverley's Supplementary Planning Document on Sport and Recreation and we trust the S106 Agreement will adhere to this document.

In conclusion Sport England would expect the Section 106 agreement to adequately cater for the sport and recreational needs of the local community from this development and to compensate the loss of the bowling green. Any contributions should be made in consultation with your Leisure Department and have regard to existing documents and strategies.

Sport England do not therefore wish to raise an objection to this outline application, but wish to be kept informed of S106 negotiations and be consulted on the reserved matters application.

The comments and issues raised in this letter are made without prejudice to any subsequent Lottery application. I would be grateful if you would advise me of the outcome of the application by sending me a copy of the decision notice.

### **Surrey Constabulary Crime Reduction**

I would like to submit a s106 application on behalf of Surrey Police concerning the East Street development, Farnham, Surrey. I would like to add to my observations in our previous applications and explain in broad terms a constructive plan concerning the future of the development management with their role of the relationship with the local Policing

It is difficult to forecast the exact nature of likely problems without detailed knowledge of the likely occupants and businesses involved. As it appears at present the layout is along lines that we would support, with straight building lines, appropriate width between buildings and little obstructive sight lines.

I would observe that there is a 'safer parking' strategy that provides guidelines to developers when building car parks and I would like these to be adopted in the three

proposed car parking areas. I note that there is a commitment for an extensive CCTV system provided to cover the following:

- Public, staff and visitor entrances.
- Vehicle loading bays.
- Vehicular Entrances.
- External Entrances and pedestrian ways.
- Car park stairwells.
- Car park lift lobbies.
- Car park payment machines.
- Car parking areas.

I would also align with this; the 'secured by design' strategy that is used to design out crime when building houses and estates giving examples of the type of security and design that should be used. I would like to see this as a standard in the buildings. Lighting is an important issue and I am keen to see the modern white light incorporated that gives a 25 – 40% cover with a glow rather than the type that gives spot lighting and gives too much contrast in adjoining areas.

Any seating particularly in the green areas should be of a type to discourage gatherings and long stays of groups. It should also be of a robust material to resist fire, damage and graffiti.

There should be adequate signposting of a clear and again robust nature to point the directions to transport and other key attractions.

My main concerns revolve around the cinema site, and licensed premises. This area is likely to have groups of intoxicated people causing noise and anti social behaviour particularly after the closure of any licensed premises. It is likely that any intervention by security staff will need the backing of the local Police as this area may be of mixed private and public ownership. There are also concerns around the routes taken by those people leaving the area towards the Public transport system, presumably the railway station, and again there is likely to be noise and anti social behaviour.

I understand there is a proposal to have a security team on site to monitor criminal activity and other problems. I believe that to have a working relationship between the local Police and the site management team is vital to good policing, and to this end a CCTV system would support both parties to enable early intervention with any anticipated criminal problems. I believe a network of cameras from the above area, and then covering strategic walkways should be installed. These areas should be available for monitoring and recording over a 24-hour period on site by the management security team. I would then propose a fibre optic link be passed to the Guildford Police Station where there is a Monitoring office with Home Office approval. This would provide back up to the staff and help to ensure safety of any members of the Public and Police, with both deterrent and detection values.

Costing will involve the installation of the cameras and recording equipment with monitors and a suitable building, line installation and rental from East Street to Guildford Police Station, installation of suitable monitors and recording equipment at Guildford, and an appropriate number of extra staff. At present I believe there are four lines taking signals from the Farnham Town centre CCTV system to Guildford. The



Town centre system lines are at capacity at present, and I would envisage that a further four lines would need to be added.

I would recommend further discussion when better detail is known particularly around the numbers and location of cameras and design in the Public areas.

I would envisage therefore an extra four cameras as follows:

- 1 extra camera (a) near to East Street junction with Hale Road/Guildford Road
- 1 extra camera (b) near to East Street junction with Dogflud Way by Sumner Road
- 2 extra cameras (c&d) near to A31 Farnham by pass junction with South Street and Station Hill

I believe my original costings for the s106 to cover the installation of these four cameras plus the necessary communication and upgrading of equipment at Guildford Police Station to share monitoring with the on site management team is still relevant and I attach that document. This should improve the current Farnham Town system and is required to monitor the potential safety risks for crime, antisocial behaviour and road collisions caused by the increase of people entering and exiting from the new development.

Each camera pole will cost £1,500. Each camera will cost £4,000 Total £5,500 each

Costs for the above from BT:

Camera (a) within 1 Km	Capital £10,786	Annual rental of line £1,126
Camera (b) within ½ Km	Capital £9,356	Annual rental of line £914
Camera (c) within ½ Km	Capital £9,356	Annual rental of line £914
Camera (d) within ½ Km	Capital £9,356	Annual rental of line £914

This gives a sub total cost of:

**Capital £60,854    Annual rental  
£3,868**

To take 5 additional lines for video to Guildford from Farnham to accommodate up to 20 cameras BT quote:

Sub total quote

**Capital £26,030    Annual Rental    £5,021**

Guildford monitoring centre based at the Police Station would require the following upgrades to provide a full monitoring service to link into the present Farnham and Guildford provision and a buy in to Guildford Borough Council and Surrey Police

Additional memory	Capital £6,400	
4 x Monitors	Capital £3,000	
Furniture and fixings	Capital £10,000	
Wages per operator (years)		Annual cost £22,073 to £25,155 (after 6 years)

Sub total cost:

**Capital £19,400    Annual payment    £25,000**

**Total expected cost:**

**Capital £106,284    Annual Payment    £33,889**

**If we take this over a 10 year period then:**

**Capital £106,284    10 year payment    £338,840**

All costs are without VAT

At present inflation rate is rising, however we have seen a decline in costs of electronic equipment and it may be that capital costs may fall slightly with a balance of an increase of annual costs

I have also attached a recent appeal decision at dated 25<sup>th</sup> February 2008 in Colchester that relates to a planning decision to refuse a change of use from a cinema to a nightclub. The appeal was dismissed and I quote the conclusion in para 32.

*'The proposal would adversely affect the quality of people's life with insufficient mitigation and without overriding need'*

I include this, as at present there are no indications of the type of applications for the licensed premises on the development and may be referred to in the future, as there will be a community in this immediate area.

I am concerned that there appears to be no formal barrier or cover over the balancing pond. My concern is that this area may be attractive for anti social behaviour, resulting in the possibility of a drowning. The more open arena instead of shrubbery is to be welcomed as it provides an area with less fear of crime. I also welcome the change from an island centre stage, with a roof, to a simple platform at the side of the balancing pond.

I am also concerned at the lack of facilities for children and young people. A simple sheltered structure providing a safe area to meet in a safe well lit area may answer this need, and a play area with suitable equipment for younger children. It is important that any decisions on such items should be made in consultation with those young people likely to use it. This may help to avoid anti social behaviour in areas where it would cause concern to the Community.

The public toilets should be built with anti graffiti materials, well lit, with unobstructed entrance and exits.

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### **Surrey County Council Education**

Below is the contribution request for Education. Once we know the dwelling mix I can adjust the contribution amount.

<b>Number of Units</b>	<b>239</b>		
<b>Non-Tariff small &amp; medium developments</b>			
<b>Forecast Pupil Yield</b>		<b>Potential Contribution</b>	
Primary	<b>59.8</b>	Primary Contribution	<b>£ 706,489</b>
Secondary	<b>43.0</b>	Secondary Contribution	<b>£ 777,230</b>
<b>Not Rounded</b>			
		<b>Total Contribution</b>	<b>£ 1,483,719</b>

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### Surrey Fire and Rescue

No objection subject to compliance with the Surrey Act-to do with sprinklers in underground car parks and suitable access to the site and water supplies.

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### Southern Gas Networks – comments awaited

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### WBC Leisure

From the information provided it is apparent that the developer has made allowance within the scheme for the provision of outdoor playing space. There is an element of casual play space in the scheme, which is sufficient to meet the needs generated by the development for casual play space. However given the National Playing Fields Association standards this is not sufficient for the development. The local plan policy H10 that states that residential development will incorporate amenity space adequate to meet the needs of residents. In planning policy D14 the Council states it will seek to secure developments, which deliver community benefits and these will include the provision of recreational or sporting facilities including the provision of open spaces, sports pitches and children’s play areas.

Without adopted supplementary planning guidance on this subject the Council uses the National Playing Fields Association Standards for guidance in calculating the amount of play space required in any new development. The contributions requested are based on local needs and this is demonstrated in the attached excerpts from the recently adopted Playing Pitch Strategy for the Borough and Play Facility Assessment. This quantitative and qualitative research carried out in 2003 provides the basis for identifying shortfalls across the Borough as well as identifying the action required to deal with these shortfalls. The ward information specific to this development is highlighted for your benefit in the attached tables.

### Site considerations

The site is within the wards of Farnham Castle and Farnham Moor Park. Currently there is a shortfall of 0.19 hectares /1000 population of play provision in Moor Park ward and shortfall of 0.07 hectares / 1000 population. (See Annexe 1). The Playing Pitch Strategy also identified a shortfall in the supply of junior football and rugby pitches. Whilst there are no plans at present to purchase new land on which to develop additional pitches there is a need to upgrade the current provision at Weybourne Recreation ground to provide greater capacity. These improvements are highlighted in Annexe 2, which is taken from the Strategy.

Having identified areas of deficiency the Council is seeking a contribution of **£92,880** from the developer towards the cost of providing additional equipped play space in the locality and a contribution of **£13,044.48** to the improvement of local football pitches at Badshot Lea.

The calculation for the contribution is set out in Annexe 3.

Please note that the contributions sought do not include any payments towards future management and maintenance of the open spaces within the development.

Currently the Council is also planning to undertake a large scale refurbishment of the Farnham Sports Centre to meet the increasing needs within the locality for new and improved facilities. Given the size of the proposed development it will inevitably create demand for indoor sports facilities. In line with Sport England best practice guidance and based on local need a contribution towards the refurbishment and improvement of Farnham Sports Centre is proposed. The amount of contribution sought is £329,578, with the calculations set out in Annexe 3.

The total contribution sought is therefore **£435,502.48**.

### **ANNEXE 3**

Calculations below are based on the NPFA Standards, which are as follows:

#### **Minimum standard for outdoor playing space 2.4 hectares (6 acres) per 1000 population**

This is made up of the following:

1.6 hectares of outdoor sport

0.8 hectares of children's playing space

0.2 hectares, which should be allocated to, equipped play provision

0.6 hectares, which should be allocated as casual or informal, play space

#### **Occupancy**

In order to determine the amount of contribution it is necessary in the first instance to calculate the expected occupancy of the development. Where details of house types are known the assumed occupancy will be as follows (based on the 1991 census):

No. of Bedrooms	No. of Persons
1	1.5
2	2.5
3	3
4	4

#### **Schedule of Dwellings proposed**

1 Bedroom x 92 units

2 Bedroom x 126 units

3 Bedroom x 21 units

### **Calculation of Space Requirements**

Requirement for Outdoor Sport – based on standard of 1.6ha/1000pop or 16m<sup>2</sup> per person

$$16\text{m}^2 \times 1.5 \text{ persons} \times 92 \text{ properties} = 2208\text{m}^2$$

$$16 \times 2.5 \times 126 = 5040\text{m}^2$$

$$16 \times 3 \times 21 = 1008\text{m}^2$$

**Total space = 8256m<sup>2</sup>**

Requirement for Equipped Play Space – based on standard of 0.2ha/1000 pop or 2m<sup>2</sup> /person

$$2\text{m}^2 \times 1.5 \text{ persons} \times 92 \text{ properties} = 276\text{m}^2$$

$$2 \times 2.5 \times 126 = 630\text{m}^2$$

$$2 \times 3 \times 21 = 126\text{m}^2$$

**Total space = 1032m<sup>2</sup>**

### **Cost of providing new outdoor playing space facilities 2008/9 prices**

Local Equipped Area for Play, 400m<sup>2</sup> including:

Equipment

Impact absorbing surface

Drainage

Landscaping

Fencing

**Total cost of works £36,000 (£90/m<sup>2</sup>)**

Outdoor Sports Facilities – Drainage of grass football pitches at Weybourne Recreation ground.

**Total Cost of works - £31,360 (£1.58m<sup>2</sup>)**

### **Contributions sought:**

The Plans submitted by the developer depict approximately **0m<sup>2</sup>** of equipped play space therefore a shortfall of 1032 sqm is created. A contribution of £92,880 is sought towards the cost of provision offsite.

Equipped Play Provision

$$1032\text{sqm} \times £90/\text{sqm} = £92,880$$

No provision has been made on site for additional playing pitches therefore a contribution of £8,822.72 is sought towards the improvement of local pitches at Weybourne Recreation Ground to meet the requirement generated by the development.

Outdoor Sports Provision

$$8256\text{m}^2 \times £1.58/\text{m}^2 = £13044.48$$

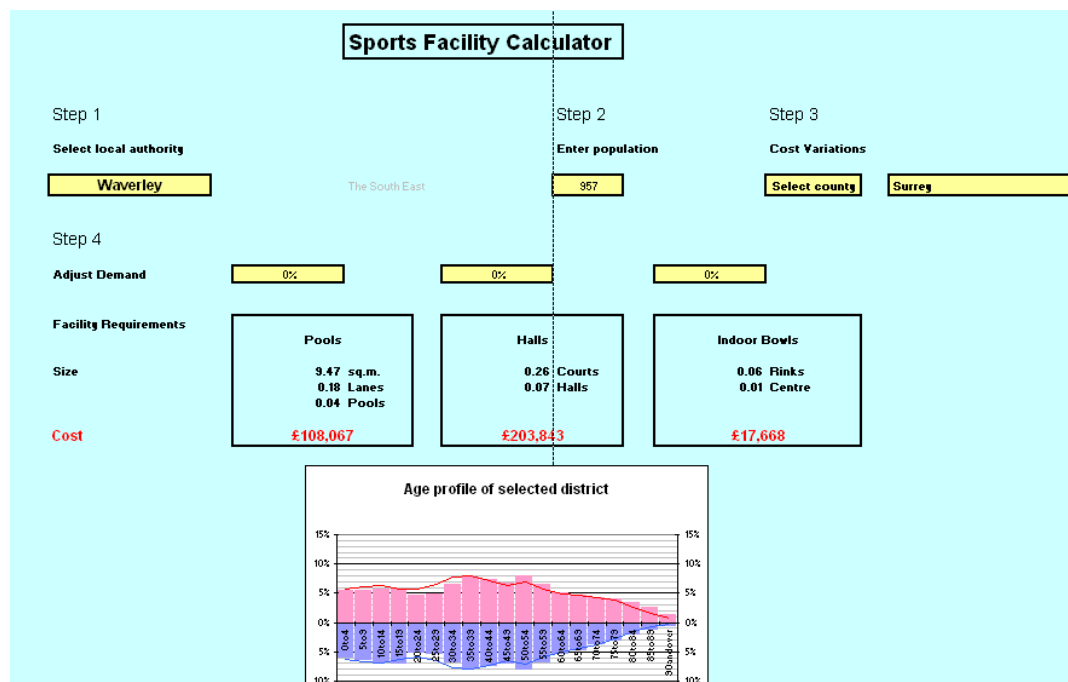
**Total contribution sought for outdoor sport- £105,924.48**

**Indoor Sports Facilities contribution**

Figures calculated using Sport England Sports Facility Calculator (957 population):

Pools – Requirement	9.47 sq.m	£108,067
Halls - Requirement	0.26 Courts	£203,843
Indoor Bowls – Requirement	0.06 rinks	£17,668

**Total Costs = £329,578**



**Health & Safety Executive**  
No comment

**Thames Water Authority**  
Waste Comments

Following initial investigation, Thames Water has identified an inability of the existing wastewater infrastructure to accommodate the needs of this application. Should the Local Planning Authority look to approve the application, Thames Water would like the following 'Grampian Style' condition imposed. "Development shall not commence until a drainage strategy detailing any on and/or off site drainage works, has been submitted to and approved by, the local planning authority in consultation with the sewerage undertaker. No discharge of foul or surface water from the site shall be accepted into

the public system until the drainage works referred to in the strategy have been completed". Reason - The development may lead to sewage flooding; to ensure that sufficient capacity is made available to cope with the new development; and in order to avoid adverse environmental impact upon the community. Should the Local Planning Authority consider the above recommendation is inappropriate or are unable to include it in the decision notice, it is important that the Local Planning Authority liaises with Thames Water Development Control Department (telephone 01923 898072) prior to the Planning Application approval.

#### Water Comments

With regard to water supply, this comes within the area covered by the Three Valleys Water Company. For your information the address to write to is - Three Valleys Water Company P.O. Box 48, Bishops Rise, Hatfield, Herts, AL10 9AL Tel - (01707) 268111

#### Supplementary Comments

As part of our 2009 Regulatory Price Review (PR09), various sites that drain to the Guildford Road Pumping Station were all modelled to determine their impact on the wastewater network as a whole. This modelling has determined that despite the ability of some of the localised sewers to accommodate the flows from this development (as outlined in previous responses to planning documents), there is a capacity restriction associated with the pumping station downstream of the development.

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#### **Network Rail** – comments awaited

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#### **National Air Traffic Service**

The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria. Accordingly, NATS (En Route) Limited has no safeguarding objections to this proposal. However, please be aware that this response applies specifically to the above consultation based on the information supplied at the time of this application. If any changes are proposed to the information supplied to NERL in regard to this application, which becomes the basis of a revised, amended or further application for approval, then as a statutory consultee NERL requires that it be further consulted on any changes prior to any planning permission or any consent being granted.

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#### **TAG Farnborough airport safeguarding**

No objection

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## **Theatres Trust**

Remit: The Theatres Trust is The National Advisory Public Body for Theatres. The Town & Country Planning (General Development Procedure) Order 1995, Article 10, Para (v) requires the Trust to be consulted on planning applications which include 'development involving any land on which there is a theatre.' It was established by The Theatres Trust Act 1976 'to promote the better protection of theatres'. This applies to all theatre buildings, old and new, in current use, in other uses, or disused. It also includes buildings or structures that have been converted to theatre, circus buildings and performing art centres. Our main objective is to safeguard theatre use, or the potential for such use, but we also provide expert advice on design, conservation, property and planning matters to theatre operators, local authorities and official bodies.

Advice/comment: The Trust **objects** to the above application because it includes the demolition of the *Farnham Redgrave Theatre* without a proper replacement. We would need to be satisfied that the building is surplus to cultural, community and tourism requirements before we could support an application for demolition and change of use. The *Farnham Redgrave Theatre* was built in 1974 as a purpose built theatre and is well equipped with full stage facilities including an orchestra pit and a large workshop. The back-of-house facilities, which include a clubroom, wardrobe, offices, dressing rooms and a restaurant and bar are provided in the existing Brightwell House, a Grade II listed Georgian building. The existing cultural facility would be lost and no proper replacement is provided with no cash set aside for the development of a new venue.

As stated many times before we object to the loss of theatre use without a clear understanding of theatrical needs of Farnham nor any reasoned justification for the loss of the *Farnham Redgrave* as a cultural asset. It is the only purpose built venue in the town centre that has the potential to accommodate small-scale touring shows and the facilities to cater for amateur productions which would complement the present activities at the *Farnham Maltings*. Furthermore, no replacement facility is proposed.

Policy and local strategies: In the absence of any policy for cultural facilities, in particular theatre use within the existing Local Plan, we wish to point out other local, national and regional guidance on the matter.

Planning Policy Statement 6 (PPS6): Planning for Town Centres published March 2005, in Chapter 1, The Government's Objectives paragraph 1.3 page 5 states '*The Government's key objective for town centres is to promote their vitality and viability by: promoting and enhancing existing centres, by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.*' Paragraph 1.4 bullet point 1, expands by saying a key objective is '*enhancing consumer choice by making provision for a range of shopping, leisure and local services, which allow genuine choice to meet the needs of the entire community, and particularly socially-excluded groups*'. At paragraph 2.22, page 11, Promoting high-quality design and making efficient use of land, the Statement points out '*A diversity of uses in centres makes an important contribution to their vitality and viability. Different but complementary uses, during the day and in the evening, can reinforce each other, making the town centre more attractive to local residents, shoppers and visitors.*' The Theatres Trust fails to see how demolition and redevelopment of the *Redgrave Theatre* site for more commercial use will achieve the Government's key objectives as set out in PPS6.



The lack of theatrical provision has been identified in the Waverley Borough Cultural Strategy, *A Blueprint for Leisure, 2003 – 2008* which states on page 14 that *'Feedback relating to improvements and provision of arts and entertainment in Waverley featured three key issues...Theatre provision in Farnham..... Musical activities – the need for more venues for classical and pop...evening classes and workshops.* It continues by saying that *'Overall 58% of the respondents rated arts and entertainment in Waverley as average, with 11% feeling the current level of provision is poor.'* The table on page 37 entitled *Waverley's Vision: 'To enhance the quality of life in this green and pleasant borough, now and for the future, through strong local leadership and customer focused service'* suggests to the Trust that the Council should aim to manage resources wisely by focusing on what matters most to the residents, attaining the maximum benefit from management of the Council's assets, a key aim being to *improve cultural and leisure facilities* for all.

Surrey County Council's Cultural Strategy 2002-2007 identifies, on pages 14-34, various objectives within an Action Plan. These include:

Objective 1.m - Develop and co-ordinate a diverse range of local arts and cultural events,

Objective 2.c - Create an infrastructure of arts opportunities for adults mirroring the range of existing provision for young people,

Objective 2.d - Manage and support a network of local arts centres as a focus for creative activities,

Objective 2.i - Stimulate social singing by the creation of 11 children's festivals involving 3,500 children,

Objective 2.o - Increase provision and access to dance, drama, music and visual arts lessons for all ages (current provision 256,000 lessons per annum),

Objective 2.p - Develop key support services for the development of the Arts e.g. Performing Arts Library, Costume Wardrobe, Art-form specialists,

Objective 2.u - Promote live performance through activities such as the 57 Surrey County Council youth and community groups, and

Objective 5.a - Seek to provide cultural activities free where appropriate or at affordable cost.

These objectives will only be achievable and possible if suitable venues are available. It is essential that the range of facilities which could potentially be used as venues for cultural activity be mapped in order to identify any gaps and, where applicable, ways of addressing those gaps; this is usually undertaken by a Needs and Impact Assessment.

A Needs and Impact Assessment has not been undertaken. The Planning Statement includes a report entitled *'What do Theatre-Makers Need in Waverley? March 2007'*, however your Council is still considering the validity of the options and therefore we fail to see how it can be used for justification purposes within the current planning application.

We note that the Statement of Community Involvement states that *'The Council policy is to support theatre provision at the Farnham Maltings and to promote theatre that goes out to people – rather than concentrating on buildings.'* If this was the case, then a new theatre would be proposed as part of this development as an extension to the *Farnham Maltings*

There is local concern about the loss of this venue for community benefit. It is important that needs of the local community are accommodated by the use of this building for cultural activities within any scheme of redevelopment for East Street. It would retain a sense of tradition and provide the community with a valuable cultural asset. This includes not just performances on stage but a space for concerts, exhibitions, talks and events. It would provide a real reason to visit the town centre other than just eating and drinking as shown on this latest set of plans.

The Council has a dual role here, as freeholder of the site (and therefore a potential beneficiary from any development that takes place), as well as being the planning authority. Clearly, the Council is faced with a potential conflict of interest. While the Trust appreciates the need to regenerate the town centre and refurbish the listed building, this should not be at the expense of theatrical use.

To summarise, The Theatres Trust objects to this application for demolition and change of use on the basis that a valuable cultural facility will be lost, which is in conflict with Planning Policy Statement 6 (PPS6): Planning for Town Centres, Waverley Borough Council's Cultural Strategy, *A Blueprint for Leisure, 2003 – 2008* and Surrey County Council's Cultural Strategy 2002-2007. In addition, the application includes no Needs and Impact Assessment for theatre and therefore no reasoned justification that the *Farnham Redgrave* is surplus to cultural requirements. The benefits of possible regeneration to the area and restoration of Brightwell House would not outweigh the loss of the potential cultural and tourism use in the long-term. We therefore urge the Council to reject this application and explore all possible alternatives for a theatrical provision before considering demolition and change of use.

I should be grateful if you would keep the Trust informed of the progress of this application. We understand that the Council is minded to approve this application and if this is the case we will be writing to the Government Office for the South East requesting it to be called in

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**Guildford Borough Council**

The planning authority raises no objection to the application and look forward to hearing from you once a decision has been made.

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**Rushmoor Borough Council**

Raises objection to the proposal for the following reason: The retail assessment accompanying the application fails to assess fully the impact of the proposed additional floorspace on Aldershot Town Centre.

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**East Hampshire District Council**

Recognise that this is a town centre site, but note that there appears to be little empirical evidence with respect to impact on adjoining town centres, particularly Alton. The DTZ retail assessment indicates that Alton is purely a 'convenience' centre with little comparison retail use. The Council's retail study shows that Alton had some 89 comparison retail units (November 2006) or 48% of total units, which is higher than the national average.

The Council would wish to be assured that DTZ took into account the actual position with respect to comparison retail representation when reaching conclusions on impact on adjoining town centres.

## APPENDIX G

### Heads of terms for draft Section 106 agreement

Note: A working draft is awaited and will be updated before the Committee meeting

The following are items suggested by consultees

Financial contribution towards sport and recreational needs of the local community  
(Sport England)

CCTV cameras, infrastructure and staffing (Surrey Constabulary)

Highway infrastructure (SCC)

Education (SCC)

Transport studies etc (SCC)

Management plan

Public art

Street furniture

Affordable Housing.

CHP plant

Code level 3 construction.