

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 (as amended by plans and documents received 15/08/2008)

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

RECOMMENDATION: That subject to referral to the Secretary of State and no receipt of a direction calling-in the application and subject to the conclusion of appropriate planning and highway agreements, footpath diversion orders planning permission be granted subject to conditions.

EXECUTIVE SUMMARY

This report concerns a major development of a site in Farnham town centre. For over ten years the Council has regarded the East Street site as an area requiring regeneration. The proposal is derived from various Council and community initiatives and Planning and Development Briefs. The Council's role as major landowner is not a material planning consideration and has no influence in the consideration of the planning and listed building consent applications.

This is a very significant development proposal for a mixed-use town centre development where the development accords with national Planning Policy Statements and Guidance, the draft South East Plan and the principles of the Development Plan. There are some aspects that do not accord with the detail of individual development plan policies.

The report examines each of the material planning considerations and concludes that planning permission be granted subject to conditions.

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Preamble

Members received a Briefing Note in connection with the Technical Briefing meeting scheduled for the 14 May and postponed to the 28 May. That Briefing note is the basis of sections 1 to 4 and 7 to 9 of this report and appendices A - F. Where changes or additions have been made to those sections the relevant text has been underlined in this report. The amendments either reflect further clarification, having regard to the planning assessment, or updated information.

The significant difference between this report and the Briefing Note is that this report provides the Head of Planning Service's planning assessment of the proposal as tested against the Development Plan, National Planning Policy and material planning considerations together with a recommendation to the Committee.

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.

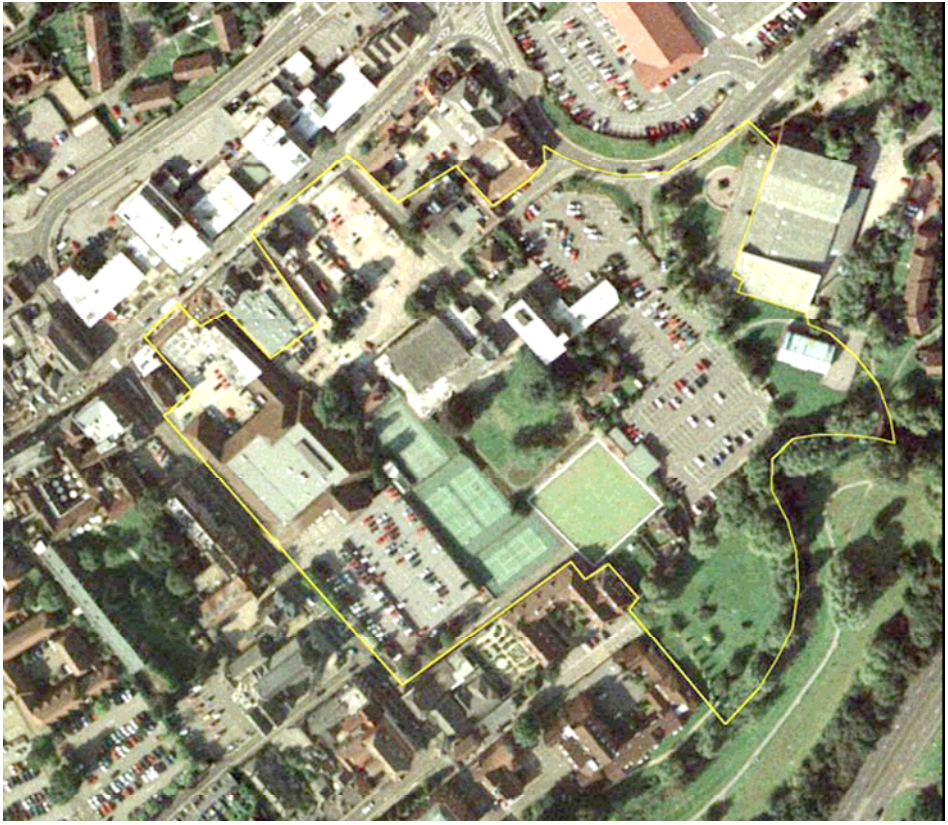
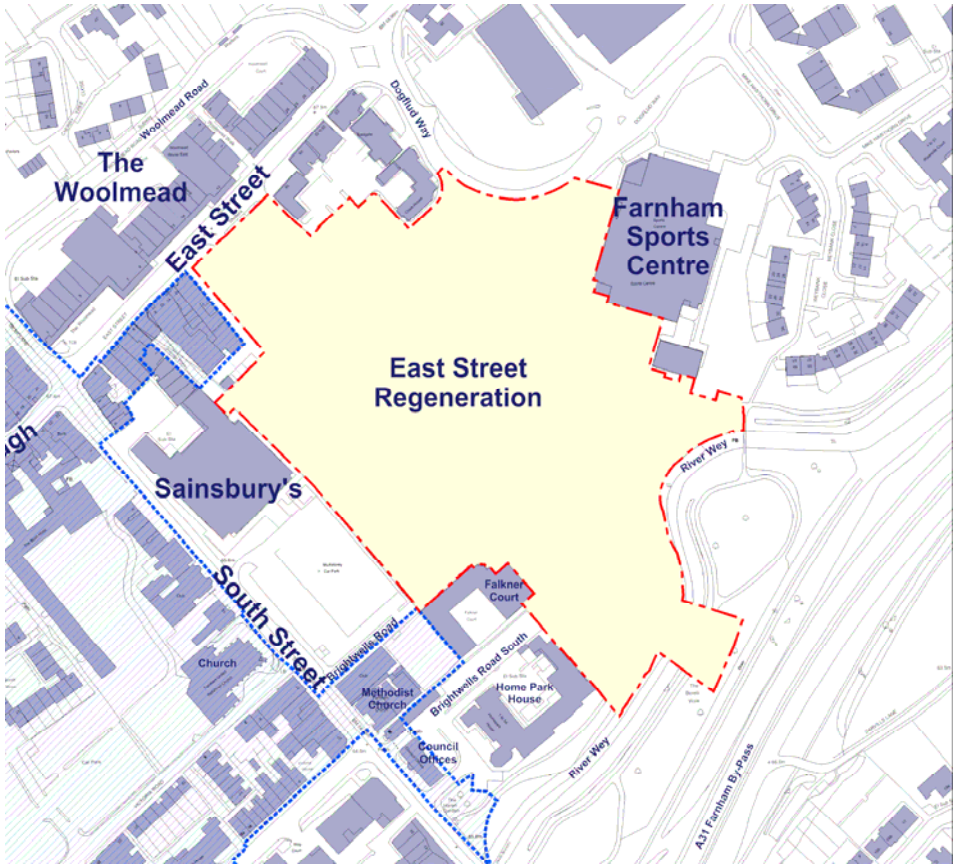
The Brief interpreted the Area of Opportunity into a number of Zones, with preferred uses identified for each of those Zones.

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 system 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.
- 1.8 At a late stage in the consideration of the planning application the Environment Agency raised “initial concerns” about the proposal in relation to flood risk, contamination and biodiversity. These issues have been the subject of discussions between the applicant and the Agency and amended plans and documentation were received addressing those issues.
- 1.9 **All Members were provided with a CDROM of the planning and listed building applications and the Environmental Statement. The report includes a selection of plans and drawings to illustrate points but Members are asked to refer to the CDROM for the complete information.**

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 chalkstone 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 immediate 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)



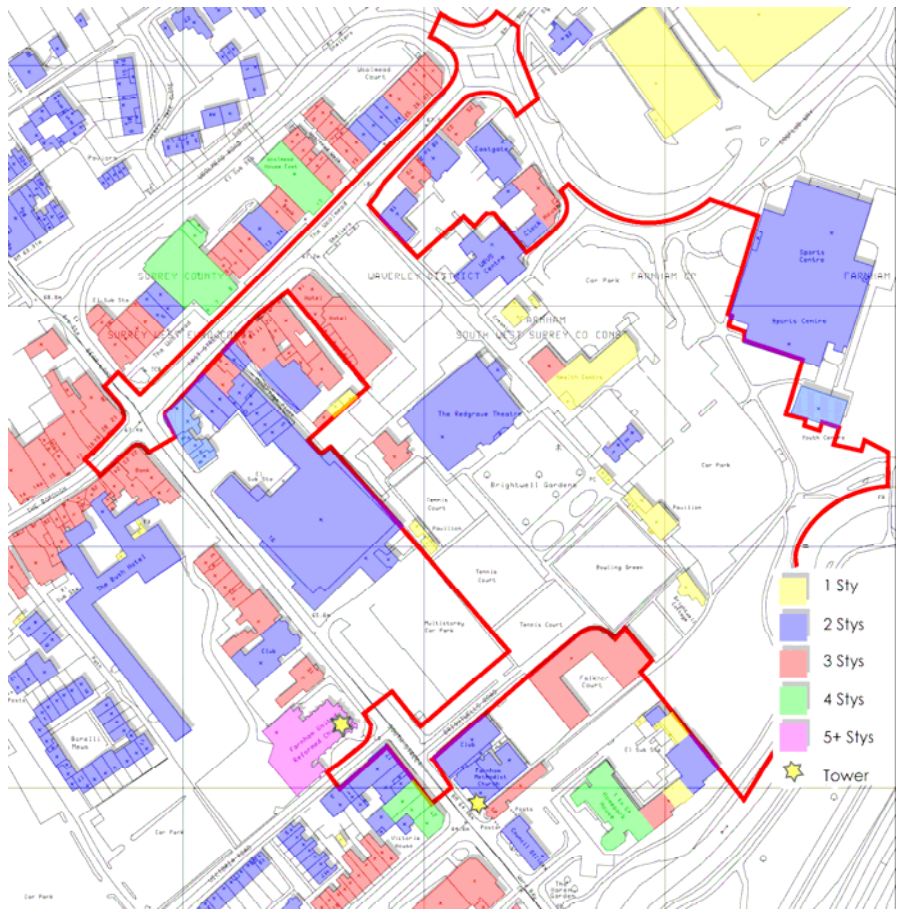
Brightwells Road provides vehicular access to Sainsbury's car park as well as cycle and pedestrian access to the Tennis Club, the former bowls club and the site in general. Faulkner Court and Home Park House on the southeast side provide accommodation for the elderly in two and three storey buildings, 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 office 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 cinema complex (approx. 900 seat);

New public open space areas including a new town square;

Landscaped garden areas;

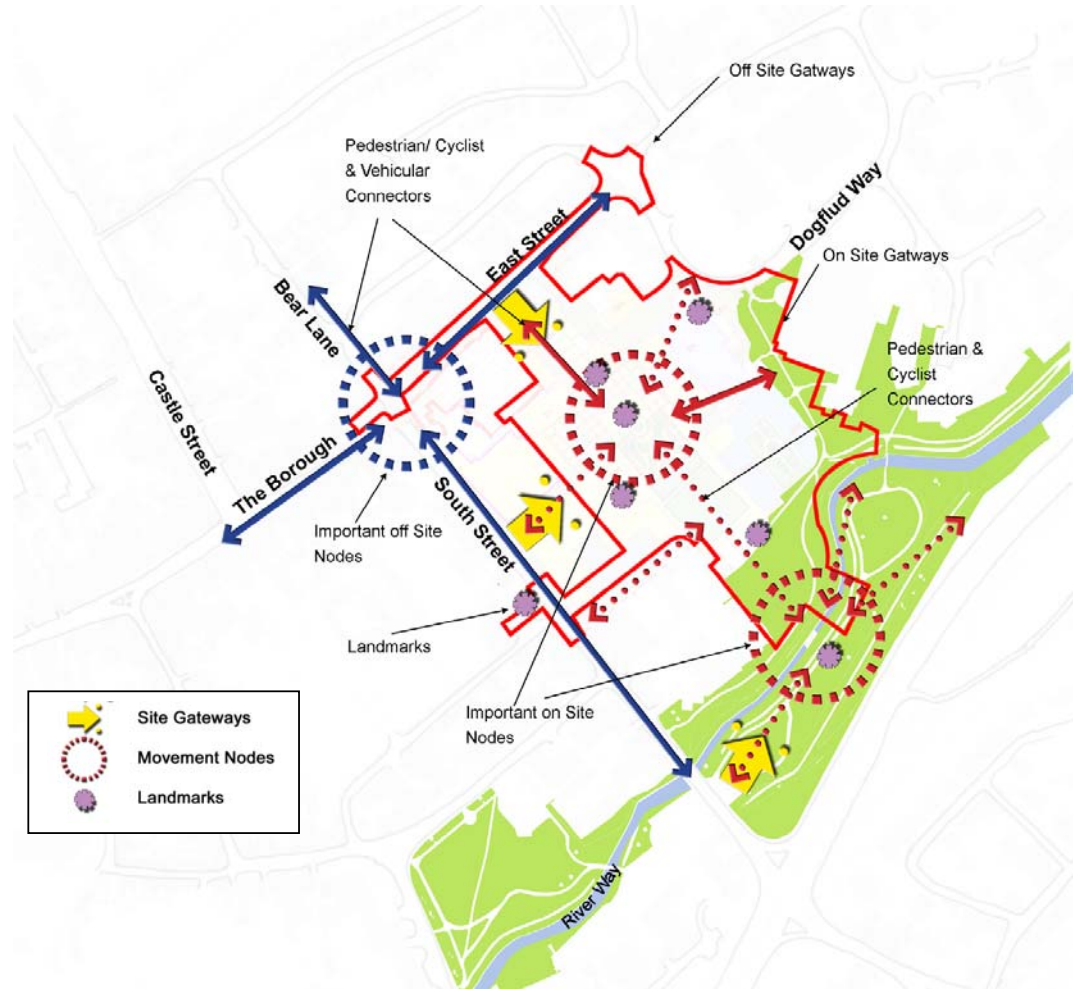
Provision for a new Gostrey/Community Centre within Building D20;

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 a 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.

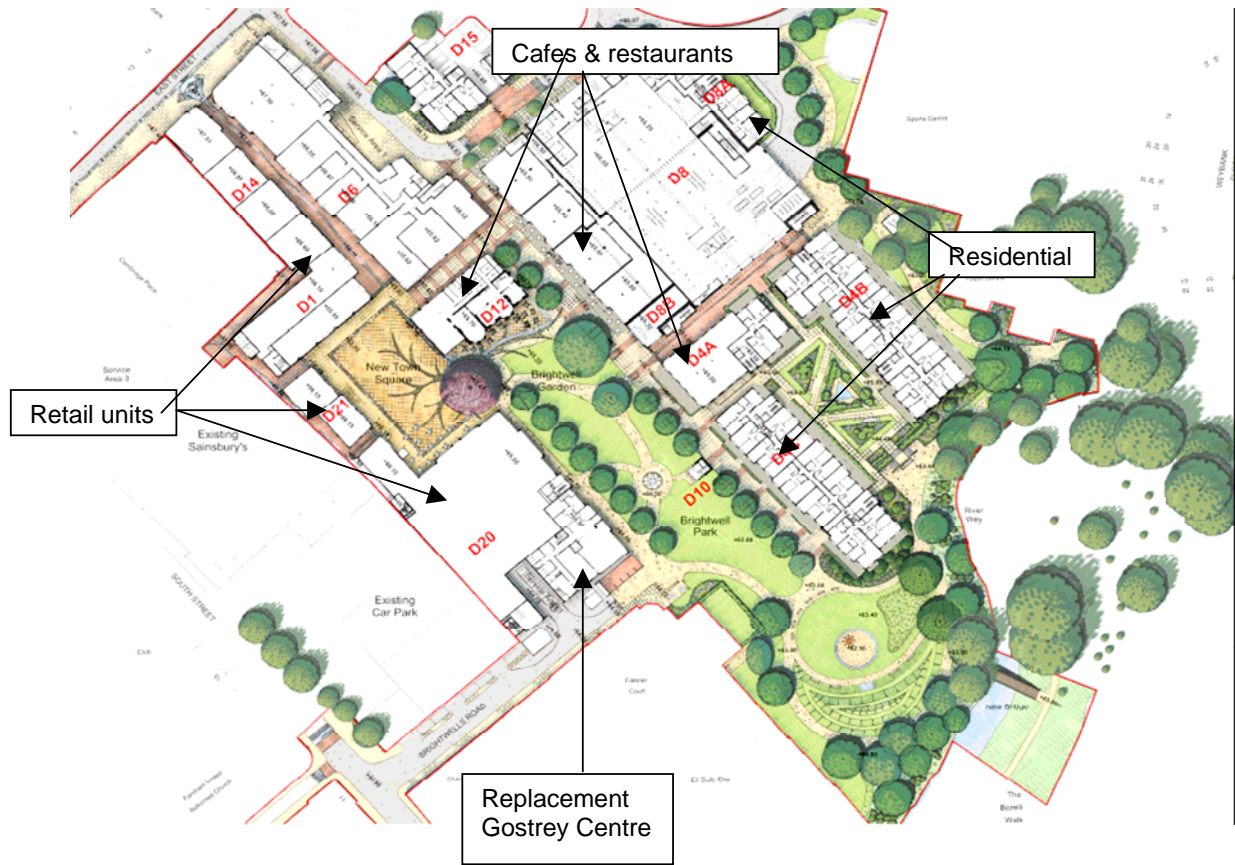
3.3 The applicants state that their underlying aim is to create an integrated extension to the Town Centre on this under utilised “brownfield” site, bringing vitality to this important location and create a vibrant extension to the Town Centre. The plan below illustrates how the applicants see the development 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 21st 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.

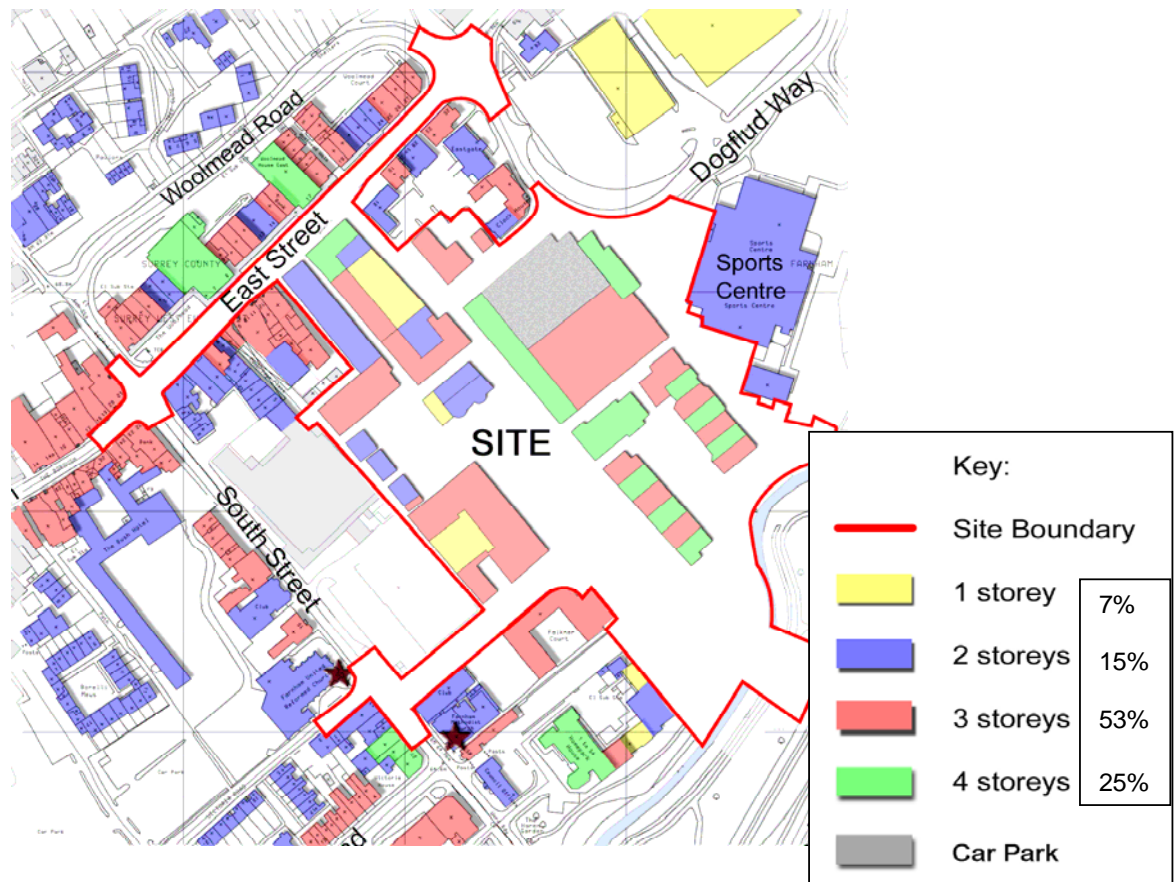
3.6 The plan below shows the ground floor plan of the development with the revised landscaping proposal at the southern end of Brightwells Garden.



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. The development would have pedestrian links to East Street, Cambridge Place, Sainsburys, Brightwell Road, the River Wey, Borelli Walk, the leisure centre and 40 Degreez.

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 confirmed that the second largest auditorium (158 seats) would be fitted out as a multi-purpose auditorium.
- 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. The amended plan that has been submitted to overcome the initial Environment Agency objection omits the previously proposed balancing pond at the southern end of Brightwells Garden but retains the outdoor performance area.
- 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:

Building	Height Eaves /parapet Ridge		Building	Height Eaves /parapet Ridge	
D1	10.2	13.8	D4B	9.4/10	11.3/12.8
D14	7.3	11.1	D4C	9.5/12	11.2/13.6
D6	10/13.4	14/16	D20	10/12.6	13/15.8
D8	10.3/13.4	13.8/17	D21	7	10/11.4
D4A	11.5	14.6	D12 (Brightwell)	7	8.8
D15	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 100 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
 - 70 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 100 trees on the site 6 of the category A, 4 of the category B and 3 of the category C & R trees are to be retained and 87 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 102 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. It constituted supplementary planning guidance (SPG). Paragraph 1.2 of the Planning Brief explained that the Area of Opportunity

“extends to approximately 5.4 hectares but the area with potential for development is significantly smaller due to site and planning constraints”.

Paragraph 4.2 stated that:

“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 Planning Brief was not included as a supplementary planning document (SPD) in the Council’s Local Development Scheme of December 2007 as there was no relevant policy that could be saved.

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.
- 4.9 Reference has been made above to supplementary planning guidance (SPG) and supplementary planning documents (SPD). The distinction between the two is that SPG relates to the old Local Plan system and SPD is part of the Local Development Framework. At the time it was prepared the February 2000 Planning Brief was SPG and carried significant weight in the planning process. However it has not been carried forward as SPD as a result carries less weight but is still, nevertheless, a material consideration in the determination of the application.
- 4.10 Members are also advised that the text within the adopted Local Plan (paragraph 4.4 above) is not “saved” in the way that planning policies could be saved under the terms of the Secretary of State’s September 2007 Direction. The text is therefore not part of Development Plan policy but is nevertheless a material consideration.

5.0 Development Plan Policies and Proposals

5.1 The relevant policies of the Regional and Development Plans are set out and summarised in Appendix D. They are referred to in detail in section 10 Planning Considerations below.

5.2 There are now three “versions” of the *South East Plan*; the draft, the Panel’s recommendations and the Secretary of State’s proposed changes. All are material planning considerations but the weight to give them varies. For the purpose of this assessment the draft plan policy numbers are used (appendix C sets out the SoS’s proposed changes and where policy numbers might change).

6.0 National Planning Policy Statements and Guidance

6.1 These are set out and summarised in Appendix E. Where relevant they are referred to in further detail in section 10 below.

7.0 Site Specific Environmental Constraints

7.1 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
- Locally listed building (Brightwell Cottage)
- 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)

8.0 Summary of Consultation responses and Town Council Comments

- 8.1 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 and 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.

No objection is raised to the amended plans and documents of 15 August 2008

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-Coordinator 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 (south-western 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: Rights of Way – No objection subject to conditions

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 and asked that consideration be given to the two-bedroom units being 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. Final comments in respect of the revised flood risk assessment and amended plans and documents are that no objection is raised subject to conditions. The full Environment Agency consultation response is on pages 146 - 152 of Appendix F.

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 – Continue to support the redevelopment of the East Street area and share the view that it is a transitional area that can accommodate larger blocks. They feel the overall standard of design falls short of expectations. They comment that the omission of Sainsburys from the proposals creates design difficulties as the existing store and car park makes an unfortunate breach in the appearance of South Street. As a result the new town square will not flourish as the lively heart of the town centre. A stronger connection between the heart of the town and the new development would benefit both. The change in parking regime is welcomed, as is the change to building heights to the north of Brightwell House. It is suggested that building D4C should revert to the size proposed in earlier applications and not be stretched southwards.

In terms of architecture they consider that the architects are right in their thorough analysis of Farnham but are sorry that high quality, contemporary architecture is not being pursued and the development is harking back to Farnham's past.

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 F.

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 - No formal comments 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 - 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.

9.0 Representations

- 9.1 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".
- 9.2 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

- 9.3 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.
- 9.4 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.
- 9.5 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.
- 9.6 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

9.7 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.

9.8 The CPRE local branch support the objections of the Farnham Society.

Farnham Chamber of Commerce

9.9 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.

9.10 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

9.11 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.

9.12 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.

9.13 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.

- 9.14 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.
- 9.15 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.
- 9.16 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.
- 9.17 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

- 9.18 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.
- 9.19 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.
- 9.20 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

- 9.21 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.

- 9.22 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.
- 9.23 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.
- 9.24 The Alliance also consider that 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.
- 9.25 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.”*
- 9.26 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

- 9.27 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 states 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.
- 9.28 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.
- 9.29 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 alleged inaccuracies and omissions as rendering the ES defective).
- 9.29a The FTA have commented on the amended proposals that the amphitheatre cannot be considered as a replacement for the Redgrave Theatre as it has limited availability for 3-4 months in the summer, it has no facilities, it will unduly affect the amenity of nearby apartments, a footpath runs between the performance area and the seating area, the public art feature would be in the centre of the performance area and compete for attention and the drainage of the area might not be effective.

North West Farnham Residents Association

- 9.30 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

- 9.31 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.

9.32 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

9.33 In a separate letter objections are raised to the submitted Environmental Statement (ES) on the grounds that the approach adopted by the Council when addressing the likely impact created by the residential element of the development on the nearby SPA is not lawful. (Note: Officers do not regard this objection as rendering the ES defective).

East Street Action

9.34 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

Farnham Swimming Baths Trust

9.34a The Trust have expressed concern about and object to the excessive height, scale and massing of building D20 and the four floor levels in close proximity to the Victoria Garden and that it will overwhelm the scale of the Falkner Arch and detract from its heritage value (the arch is a local listed building). Concern is also raised about the relationship of the refuse and recycling provisions for occupiers of D20 to the garden and the possible problems of litter and graffiti and negative impression this might give to visitors. Further concerns are expressed about the increase in noise through additional traffic, reversing vehicle alarms, the impact of the service area for building D20, the difficulties likely to arise through two-way use of Brightwells Road and the structural integrity of the Falkner Arch being compromised by heavy goods vehicle movements.

9.34b In the wider context the Baths Trust are concerned about what they see as an underestimation of the impact of delivery lorries on the flow of traffic in South Street, the loss of the three limes trees on the edge of South Street car park and they regret the loss of the tennis courts, bowling green and clubhouse as outdoor leisure facilities close to the Victoria Garden.

Residents

9.35 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.

9.36 1,565 (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.

9.37 2,912 (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.

9.38 840 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 is 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.

9.39 517 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 grid locked, 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
- The cinema might be a white elephant
- 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
- Money would be better spent on roads and footpaths
- The Farnham Society's ideas for East street are preferred
- The commercial viability of more shops is open to question
- The town square is not a viable peaceful open space
- Increased risk of flooding for those properties near the river

9.40 30 letters, emails 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
- A reasonable proportion of affordable housing is included
- The community facility is new and improved
- Pedestrianisation of East Street will unite East Street with the rest of the town

- The green wall and other green features are interesting projects
- The regeneration scheme is vital to the town if it is to become a composite whole
- Something for the younger generation will be provided
- it's time Farnham was brought into the 21st 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 'theatre' there are ones at Aldershot and Guildford
- The development will encourage more people to stay in town and not travel out of town
- The Farnham Society fail to have regard for the considerable socio-economic benefits of the proposed development
- This is a thoughtful and innovative approach to development of a town centre site, which makes full and effective use of the opportunity
- The loss of public facilities is regrettable but they are used by very few people and the development has far wider community benefits
- It will bring many new facilities that will appeal to people of all ages

9.41 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.

9.42 A public exhibition running from 3 April to 3 May was held at the 40 Degreez Youth Centre and a six-page explanatory leaflet was distributed to 16,275 households in the Farnham area. There were 862 visitors to the exhibition and 266 local residents submitted comments at the exhibition. Of the comments received 174 (65.4%) were in favour of the proposed development, 26 (10.5%) were generally supportive but still had reservations and 64 (24.1%) were against the proposed scheme.

9.43 The following comments have been received in response to the amended plans and documentation received on 15 August 2008. 7 letters and emails have been received. These in the main re-iterate the points raised in the earlier representations summarised above but the following are new points:

- the environmental statement does not include an outline of the main alternatives studied by the applicant; the negative effect on existing property value; insufficient description of effects on public health; the lack of parking will exacerbate atmospheric pollution; insufficient

description of the measures to prevent, reduce and offset effects on the environment.

- the grassed amphitheatre does not replace the Redgrave theatre, it would be affected by adverse weather and is too close to residential property. The amphitheatre could become water logged if the underground storage tanks are not carefully maintained.
- the use of underground water storage tanks could prohibit the growth of trees.
- there remains uncertainty about whether construction access can be gained to and from the A31 over the river.
- the underground infiltration tanks in the town square will kill the roots of the Copper Beech tree.
- the underground car park is a potential hazard to humans through flooding and carbon monoxide poisoning
- the proposed planting of 104 new trees is according to the drawings and listing only 94 trees. Some of these are large shrubs in a courtyard above a basement car park.
- the development of East Street should be reconsidered in the light of the current economic climate

10.0 Planning Considerations

- 10.1 The starting point for the determination of any application is the Development Plan (Structure and Local Plan). Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that an application for planning permission be determined in accordance with the relevant policies in the Plan, unless material considerations indicate otherwise. Material considerations include national and regional planning guidance.
- 10.2 These issues are explained and explored under separate headings below.

East Street Development Plan Policy Context

- 10.3 This section of the report explores the location principles of the Development Plan with subsequent sections dealing with more specific and detailed issues.
- 10.4 The application derives from the Council's regeneration proposals for East Street. The basic stance for these have been to focus development on an under used site in a highly sustainable location and enhance Farnham town centre's facilities and attractiveness to customers and users. The following sets out key issues for the site in the WBLP (*italics*) and explains how, in your officers' view, the application compares (*plain font*). The comments should be read in conjunction with the individual planning considerations set out in subsequent paragraphs.

Creation of 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.
Design is dealt with in detail in paragraphs 10.37 – 10.47 below. It is considered that the design approach complements it's setting and will make a positive contribution to Farnham's townscape.

New buildings should be appropriate to their setting in terms of scale, massing, design and materials.

Townscape issues, including scale and design, are dealt with in detail in paragraphs 10.16 – 10.36 below. It is considered that the proposal accords with the Planning Brief for the site and addresses these issues appropriately. However, many respondents object to the scale and massing of the development although the design approach and materials have attracted far less objection. In your officers' view, the scale and mass are as is envisaged in the Planning Brief and the design and materials reflect and interpret the richness of Farnham's vernacular in a new development for the 21st century.

Elements of public art will be sought as part of any development scheme.

No details of what would constitute public art are given but the 2002 Development Brief was seeking the inclusion of the Cobbett Clock within the new development. That idea is not part of the planning application. The Farnham Art Public Trust established principles for the provision of Public Art in the East Street Area of Opportunity. These, in summary, are

- Professional standards

- Major commissions
- Competitions
- Local themes
- Architectural features
- Ground surfaces and pavings
- Street furniture
- Local organisations
- Landscaping
- Reducing the effects of vandalism, weather and bird damage

The applicants intend that Public Art will be included in the scheme through discussion with the Art Public Trust and by way of such details as street furniture, lighting, landscaping and building features. Landscaping is planned to provide colour, moving forms, and frame and provide a backcloth for the development. The applicants see many opportunities for decorative work and attractive materials, ranging from inlaid mosaic designs to artistic railings to special lighting. This issue is addressed in paragraphs 10.34 – 10.36 below.

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.

Creation of a “town square” or other form of open space where people can gather

Open space issues are dealt with in detail in paragraphs 10.139 – 10.150 below. The proposal will result in a Town Square of 1,280 sq.m. and public gardens and enhanced riverside open space of 9,600 sq.m. This compares to 10,050 sq.m. of existing public open space. This key aim accepted the notion that some of the open space uses might be relocated. Planning permission to construct a replacement pavilion and 5 hard surface tennis courts at Riverside to replace those lost at East Street was granted permission on 7 May 2008. It is considered that the open space proposals accord with this key aim.

Creation of a landscaped link to the river and improvements to the riverside path to The Maltings.

This is included in the development and this key aim is met.

Pedestrian priority in part of East Street to improve the shopping environment

This is included in the development and this aim would be met.

Redevelopment or refurbishment of the Woolmead development.

This is not included in the development proposal. The Council and the community considered it desirable to include Woolmead in the Area of Opportunity because of its unattractive design and lack of affinity with the historic town centre. The February 2000 Planning Brief referred to Woolmead being refurbished in the short term – see paragraph 10.8 below. However it remains in reasonable condition and its relationship with East Street will be significantly improved as a result of the pedestrianisation proposals. It will remain in beneficial use and there is no imperative that it be included in the

regeneration proposals. Redevelopment or refurbishment would not be prejudiced by the current proposal.

The preferred uses are a mix of: -

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

The list is of preferred uses for consideration by potential developers, not a list of all the uses that had to be included in the development of the East Street site. The omissions are the provision of offices, hotel and a public transport interchange although provision is made for improved access to public transport. The omission of offices and a hotel are of little significance to the proposal. Although Tourism SE identifies a local need for hotels, especially budget hotels, the non-provision of a hotel is not regarded as a defect in the application. This is because such provision would be at the expense of residential accommodation, which is considered to be of greater need. The same consideration also applies to offices with the added drawback that employment uses could have more implications for traffic generation. The need for a public transport interchange has not materialised but the proposals for East Street will see it utilised as a key bus arrival point in the town.

10.5 In terms of the key policies and issues the proposal appears to officers to embrace both the spirit and content of the Planning Brief. This reflected the then Government advice in PPGs 1, 2 and 3. Although these have been replaced with the PPS equivalents PPS advice is more focussed on the principles of sustainable development and the scheme reflects those principles. In terms of the Structure Plan the proposal accords with policies for the location of development LO1- 3 that require

- new development to be primarily located within existing urban areas
- the re-use of previously developed land -
- development in locations easily accessed without a car
- the re-use or redevelopment of previously developed land to enhance the quality of the built environment.
- town centres to be the main focus for development of employment, retail, leisure and service facilities.
- higher density residential development over 50 dph
- and encouragement of mixed-use development
- development should maintain the role and improve the vitality of town centres.

10.6 The WBLP policies are similar in that they encourage or require:

- the enhancement of the environment through development and (policy D1)
- development not to have a material impact on sensitive uses (policy D2).

- development to be located so as 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 (policy M1)
- higher densities will be particularly encouraged at places with good public transport accessibility (policy H4)
- major trip generating retail development to be in town centres (policy S1)
- the role of town centres to be maintained and enhanced as the focus for shopping, commercial and social life through the retention and encouragement of a mix of uses that contribute to the vitality and viability of the centre (policy TC1)
- investment within defined town centres and development that improves the attraction of the town centre 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 (policy TC3)
- locate development where infrastructure is available (policy D13)

It is considered that the principles of the proposal accord with those for the location of development in the Development Plan.

10.7 Many objectors refer to the omission of Woolmead from the development proposals. The first point to make is that the WBLP does not contain any proposals for the redevelopment of Woolmead although it is included in the Area of Opportunity. Thus the non-inclusion of Woolmead does not amount to a departure from the Development Plan. Objectors also allege that the proposal conflicts with Development Plan policy. Officers do not accept that point of view; the proposal conforms with the principal Development Plan policies and the development accords with sound national and local planning principles. Where there are minor differences with policy this concerns detailed matters eg trees – see paragraphs 10.145 - 148 below. The difference is not regarded as a departure from policy but is an appropriate variation to policy as part of the balancing exercise of weighing up the proposal and all the material planning considerations. SERDP are also concerned that the proposals do not include Sainsburys and the opportunity to improve South Street.

10.8 The Woolmead Shopping Centre, located to the north of East Street, does not form part of the planning application, although it is located within the East Street Area of Opportunity. Whilst the omission of Woolmead means that the proposal does not include all the Area of Opportunity there were no proposals in the February 2000 Planning Brief that Woolmead be demolished. The Planning Brief at paragraph 4.2 stated that:

“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.”

It is considered that the East Street application can co-exist with any future refurbishment of redevelopment scheme for Woolmead and plans 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 future redevelopment.

- 10.9 There is no doubt that the Woolmead buildings are unattractive; they have no affinity with Farnham’s vernacular and are of no architectural merit. Its inclusion in the area of opportunity was seen as the potential catalyst to refurbish or redevelop the site in a more sympathetic manner. The omission of Woolmead from the proposal will not necessarily mean that the opportunity to refurbish or redevelop that site will be lost, such opportunity would be deferred until such time as the owner of that site felt it was appropriate to pursue redevelopment. It remains a planning objective to refurbish or redevelop Woolmead but its omission from the proposal is not regarded as crucial and future refurbishment or redevelopment thereof is not prejudiced by this proposal. The omission of Sainsburys from the scheme does not necessarily mean that improving the environment of South Street has been lost. Such proposals could come forward at a later date.
- 10.10 The opportunity to regenerate the majority of the East Street site should not be resisted on the grounds that Woolmead is not part of the scheme and this is not regarded as critical to the consideration of the application.

Conclusion: East Street Development Plan policy context

The general form and content of the proposed development is acceptable in terms of Development Plan location policy which seeks to optimise development in Town Centres that enhance the important role of town centres and provide for greater opportunities for more sustainable development principles to be achieved. The proposal also accords with the Council’s regeneration objectives for East Street. The inclusion of Woolmead was not a specific requirement of the Planning Brief and its omission from the scheme is not crucial.

Planning policy principles

- 10.11 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.

- 10.12 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. The proposed development falls within the context of Government policy in that it has a clear synergy with the town centre and is in a very highly sustainable location. Any impact on highway network must be balanced with the potential to influence the need and mode of travel.
- 10.13 The Planning Brief adopted February 2000 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 Planning Brief did not include proposals to demolish and redevelop Woolmead but recognised a need to refurbish the building in the short term and implement pedestrianisation of East Street. The latter was seen as softening the impact of Woolmead. 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.
- 10.14 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.
- 10.15 It is clear from the comments of SEERA and SEEDA, as well as SCC as a strategic planning authority that the proposal does not conflict with the aims, strategy and policies of the SE Plan and the Structure Plan. Objectors, on the other hand, believe that the proposal conflicts with policy but that view is not shared by officers for the reasons set out in this report.

Conclusion: Planning Policy Principles

The general form and content of this mixed-use development is acceptable in terms of national and regional planning policy.

Townscape

- 10.16 In this section the consideration of townscape relates not to the actual external design of the individual buildings but how the development in part and as a whole fits together and its relationship in form and mass to its surroundings. In preparing the scheme the architects were informed by the historic photograph archives of the Frith Collection of the late 19th and early 20th Century. These show that much of Farnham's street architecture was a variety of gabled, dormered and jettied building forms still in place from medieval times. The Georgian renaissance style had influenced some regeneration by that time, particularly the west side of Castle Street. It had also begun to filter into the other principal streets. In many cases, this would be by new reconstructions of the frontage, grafted onto the older "backs" that followed the narrow plot patterns handed down from Medieval times. Alleys, yards and back lanes are as much a quality of Farnham as the more refined main streets.
- 10.17 This street and alley pattern, the 'grain', is essentially Medieval and has a human scale. It is based upon narrow plots between a series of front streets and back lanes, interlinked by yards and alleys to form a pattern typical of most British Medieval towns. Some of these alleys still extend out towards the countryside. However the East Street site as a whole does not have the same layout antecedents as the core of the Conservation Area but the principles of Farnham's 'grain' have been applied to the development to ensure that, as an addition to the town centre, it has a similar feel.
- 10.18 National design policy in the form of PPS1 requires that good design should address the connections between people and places and create an environment where everyone can benefit as well as optimising the potential of sites to accommodate development and create and sustain an appropriate mix of uses. Local planning policy requires the creation of high quality environments and a renaissance for urban areas (SEP policies CC12 & BE1). SSP policy SE4 and WBLP policy D4 require development that integrates well with its surroundings – but integrate does not necessarily mean copy or be the same. PPS1 in particular requires that development should
- *address the connections between people and places*
 - *be integrated into the existing urban form and the natural and built environments.*

The approach to townscape must therefore recognise that towns are organic and will change. Only in exceptional historic environments would the status quo or not realising the full development potential of a site be acceptable. No such historic environmental constraints apply to the whole of the site.

- 10.19 The key townscape issues arising from the existing land and buildings and neighbouring streets is considered to be as follows:

Former cinema, now temporary car park – although a temporary town centre resource it contributes nothing to the townscape of Farnham

Former Redgrave Theatre - uncompromisingly modern structure of little use

but for its original purpose and detracts from the townscape and the setting of a listed building.
Dogflud Car Park - functional resource with no townscape merit.
Brightwell Gostrey Centre - functional building of little architectural merit.
Former Health Centre and offices - now disused and boarded up and of no architectural merit.
Brightwell House - fallen into a state of disrepair, is disused and boarded up. In need of investment and attention to bring it back into use and make a contribution to the townscape. Two fine Copper Beech and Atlas Cedar trees frame the south facing elevation and make a very significant contribution to the setting of the listed building and the immediate locality.
Brightwell Gardens – although a valuable town centre asset the surroundings are poor and it would appear that it is not well used. It retains part of an old brick garden wall with public conveniences on the east side.
Tennis courts and clubroom - a valued sporting/leisure facility of little townscape value
Farnham Bowling Green and Bowls Club - the clubhouse is of no architectural merit and the bowling green is now disused.
Brightwell Cottage - although of visual interest it is in an isolated position surrounded by car parks, public space and the bowls club and has little affinity to its surroundings.
The informal treed green space close to the River Wey - hides the presence of the river from the site and provides a green backcloth to this part of the town.
South Street - Sainsbury's is the largest single building and contributes little to the streetscape. At the south end of the Street is the Methodist Church, which also has a tower and is considered a landmark. Overall, the South Street streetscape is disjointed and lacks the history and architectural merit of the historic core of the town.
East Street – The south side is a mix of old and newer buildings with the “gap” of the former cinema. The north side is dominated by Woolmead, an uncompromising building having no affinity with Farnham's vernacular and little architectural merit or appropriate form to the Town Centre.
Dogflud Way – The single storey Lidl supermarket, car showrooms and workshops on the north side have little architectural merit and comprise large portal frame industrial style buildings. The Leisure Centre and the Youth Project buildings are functional buildings unrelated to the historic core of the town.
Brightwells Road – the buildings on the south side, together with Victorian Garden, provide an attractive group of buildings that together with the Church and Council Offices are a cornerstone of the townscape.

- 10.20 The historic core of the town is characterised by its listed buildings of previous centuries with larger building blocks to be found at the edge of the core. The development takes its cue from an analysis of the 'grain' of Farnham. It embraces the concept of alleys in its pedestrian routes through the scheme and the links with existing routes. At present there are a number of duplicate parallel pedestrian routes within the site. These will be rationalised but the new routes will have purpose and be the sinews between shops, bars, entertainment, open space, river and residential areas. The town square lies on a key route from East Street through the development to South Street. It is

important that the Town Square is of an appropriate size and scale for its intended purpose as a multi-purpose outdoor meeting and event area. The town square can be used for a whole variety of functions, including concerts, farmers markets, busking, alfresco dining, Christmas fairs, summer festivals and exhibitions. The applicants anticipate that the whole town square and Brightwell Garden, if used for a public festival, could accommodate approximately 5,000 people but such use is not part of the planning application.

- 10.21 Townscape also embraces the concept of the public realm – the spaces most people enjoy and experience. At different times of the day, in different seasons and for different purposes. The proposals include an active Town Square connected by alleyways and yards with tranquil gardens and riverside areas are also townscape elements with key experiences for people. These spaces will add interest and activity to the area and provide space for people of all ages to enjoy. The town square is surrounded by buildings varying in height from 1 to 3 storeys. It has shops and restaurants on all four sides and is approached by pedestrian routes that vary in width before entering into a paved square. Some of the approaches to the square are narrow alleys to provide further variety of space.
- 10.22 Local residents object to the height, mass and bulk of the development. A strong theme in the objections is that the development is too much for the site and out of character with Farnham. National, regional and local planning policy strongly encourages making the best and optimum use of development opportunities. SERDP comment that it is disappointing that the opportunity to improve South Street has been lost by the omission of the previous proposals for Sainsburys but they could come forward in the future. For the reasons explained in this report officers consider that the development is an appropriate form of development. It will not be subdued or subservient to its surroundings but will make a contribution to the townscape particularly through the following elements:
- 10.23 **Building D1** – three storey building enclosing the northern side of the town square. It has multiple ridged roofs with gabled form reminiscent of backyards in Farnham. It should make a significant contribution to the new immediate townscape whilst having very little impact beyond the site.
- 10.24 **Building D14** – two storey building retaining the Marlborough Head that is an established part of the streetscene. It creates a retail frontage to a pedestrian alley in a modern interpretation of a Farnham alley. The building successfully marries the Marlborough Head with the new development maintaining the local scene to East Street without any adverse consequences for the wider townscape.
- 10.25 **Building D6** – has a landmark 4-storey corner element on the East Street frontage to draw the pedestrians' eye towards the entrance to the shops at right angles to the street. The remainder is a mix of 2 & 3 storeys providing the other side of the retail frontage, opposite building D14, and leading to the leisure and entertainment uses. The building is designed with a backland warehouse/store building feel. This is a modern interpretation of older

Farnham 'yards'. The objectors do not share that view. There is a need to use a landmark to draw the public to the new retail development. A building of less height would look insignificant in the street and have no eye-catching presence from the South Street junction. Compared. In townscape terms the development will be taller than the development at the corner of Dogflud Way and East Street (this is shown on the submitted plans) However in practice that view or vista does not exist given the siting and scale of buildings in the immediate area.

- 10.26 **Building D8** – the size and various functions mean that D8 has a number of critical external faces. The west elevation towards Brightwell House is treated as a terraced street that overlooks public space. The east elevation incorporates residential accommodation to provide relief to the car park and cinema building. Overall D8 has no historic reference, which is not surprising given that the two principal uses are a product of the 20th century. In townscape terms it will add to a group of large buildings (Lidl, Sports Centre, garage) and from the east would not appear out of context as the scale of the group of buildings is very different to elsewhere in and about the site. The elevation to Brightwell House provides one of the key backcloths to the listed building and is well executed.
- 10.27 **Buildings D4A – C** – are a mix of 3 & 4 storeys with a varied roofline. Elements of traditional design have been used on the west and north elevations that, together with their treatment as street elevations rather than as one building, result in town house feel. The other elevations are more contemporary with the overall approach being traditional formal houses within in a garden or park setting. This element has few historical precedents but in townscape terms is appropriate to its location next to public space and active areas. SERDP has suggested shortening building D4C to balance D4B. It is considered that the asymmetrical relationship between the two buildings adds to the visual interest and also helps to provide a better form of enclosure to the residents' garden.
- 10.28 **Building D12**, Brightwell House – reverts to its historic core and its front elevation will look over the new public space down to the river. This elevation will be framed by the retained Copper Beech and Cedar trees. The front elevation will have a major role in establishing the character of the immediate area and borrows elements of the historic garden use when Brightwell House was in its heyday as a town house dwelling. The lightweight restaurant additions (replacing the overblown theatre structure) are deliberately understated so as not to compete with the restored listed building. The combination of new and old is considered an appropriate built form especially when related to the town square to the west and public garden to the south.
- 10.29 **Building D21** – a two storey building designed in a market hall idiom as a transition between Sainsburys, Cambridge Place and the town square. It forms one side of the square as well as containing one of the pedestrian routes to South Street. The lower profile of the building will enable sunlight to reach further into the square and make it more inviting. In the wider context it will play a positive role in blocking views of the bland Sainsburys building behind.

- 10.30 **Building D20** - is a three storey building on the south side of the town square, opposite D1. Where it turns the corner and faces east towards the public gardens it makes use of the 3m drop in levels and includes three and four storeys before ending as a four storey building facing Brightwells Road. It provides a second large retail unit and the replacement Gostrey Centre as it turns the corner into Brightwells Road. It backs onto the decked South Street car park. A mezzanine level would be inserted in the new Gostrey Centre that takes advantage of the change in levels and the difference in the internal height between it and the adjacent retail unit. In townscape terms it fulfils a role in enclosing the town square and framing Brightwells House and the public gardens. It also has the presence of a listed building on the opposite side of Brightwells Road. It is considered that it fulfils these roles and would make a significant contribution to the townscape that is somewhat dominated by the bland built form of Sainsburys and the decked car park.
- 10.31 One of the principal areas of objection by local people is to the height and mass of development. This centres around the fact that much of the development is four storeys high and in some case built over a basement level car park. Objectors have also drawn attention to the mezzanine level in the replacement Gostrey Centre in building D20, which gives the impression of a five-storey element in building D20. Whilst this is one construction that can be placed on that particular element officers consider that it is the totality of the building and the design approach that is more important and the insertion of the mezzanine – or a fifth level – is discretely handled and is not regarded as a significant matter. Indeed the mezzanine level does not increase the overall height of B20 above the other four storey elements. The fact that buildings may be of a storey height that does not copy the prevailing storey height of adjacent development does not mean that the townscape approach is wrong. Much of the historic growth of towns in the 20th century was low density outward sprawl. National planning policy is now a combination of checking outward sprawl and making efficient and effective use of urban land. Sites at the heart of town centres inevitably require buildings of greater height. PPS6 talks in terms of housing being an important element of mixed-use, multi-storey development.
- 10.32 A maximum of four storey building height was one of the planning principles of the Planning Brief. The use of four storeys above basement car parking or the use of a mezzanine to take advantage of the slope of the site and juxtaposition with the retail should not be regarded as inappropriate or unacceptable development simply because it is different. Similarly the combination of internal routes for pedestrians rather than vehicles and taller buildings can make for a more intimate experience for people and is an effective use of space. The correct test should be whether such development is harmful to its immediate environment, the residential or public amenity or adversely affects an area or buildings of special quality. It is considered that the height of the development is appropriate and would have no such adverse consequences.
- 10.33 Objectors have raised concern about the relationship with Brightwell House, a listed building. The proposed development will clearly have an impact on the

setting of that building but that has also to be balanced against its existing setting and the restoration/ new use of the building. The proposals involve making Brightwell House the centrepiece of the development and providing it with a new use. Its current surroundings are a very mixed bag of structures being modern buildings and an uncompromising addition. These would be replaced by new buildings of greater stature but nevertheless with a purpose and use that will compliment the rejuvenated listed building. Building D8, to the east, is four storeys in height and approximately 13.5m from the east elevation of Brightwell House. The existing three storey health centre building is approximately 15m away from Brightwell House. The slight narrowing of the space and additional storey height are not considered unreasonable

- 10.34 The Planning Brief clearly envisages significant development of the site with consequential change to the environment of the locality and Brightwell House in particular. It is considered that the approach to townscape accords with the objective of the February 2000 Planning Brief and planning policy approach of SEP policies CC12 and BE1 for the creation of high quality environments and a renaissance for urban areas. The proposal would comply with SSP policy SE4 and WBLP policy D4.
- 10.35 The applicants envisage that public art will be included in the scheme by way of detail as street furniture, lighting, landscaping and building features. No specific sculpture or artwork is proposed at this stage but will be provided for in a legal agreement. Landscaping is planned to provide colour and moving forms to frame and provide a backcloth for the development. The applicants consider that there will be many opportunities for decorative work and attractive materials, ranging from inlaid mosaic designs to artistic railings to special lighting.
- 10.36 The applicants propose to integrate public art into the scheme, following the principles established by the Farnham Art Public Trust and outlined in paragraph 10.4 above. Brief. This will include commissioning works and details in consultation with the wide range of talent and expertise in Farnham, including local organisations such as Farnham Town Council, the Farnham Art Public Trust and the Surrey Institute of Art & Design. In the absence of any specific proposals the development does not comply with policy TC9 of the WBLP but public art could be dealt with by way of a the section 106 agreement and/or condition in any planning permission to ensure that the policy is complied with.

Conclusion: Townscape

There will be many differing points of view on this subject. However it is considered that the proposal strikes a good balance between achieving the requirements of national and local planning policy and the Planning Brief and respecting the architectural traditions of the town. The development would therefore make a positive contribution to the overall character and appearance of Farnham.

Design

10.37 Architecturally, Farnham has a range of buildings from different eras with a very strong Georgian feel to much of the Conservation Area. The Conservation Area appraisal describes and highlights its attributes and characteristics. The design policies in the SEP (CC12), SSP (SE4) and WBLP (D4, TC8 & 9) all seek a high quality of design in new development and urban renaissance in town centres. The design approach for new development should be to complement and enhance the character of the town and have a sense of place. The previous contemporary design approach is not being followed and neither is a pastiche solution. A mix of traditional and contemporary styles is proposed using local reference material. The approach is to create a built environment of varied character, height and mass with a strong sense of place. The design approach regards each building as part of a new street rather than one large building resulting in a strong vertical emphasis to avoid a uniform look. Snapshot photographs have been used to support the text.

10.38 PPS1 includes the Government's advice on design. This is set out as:

- *High quality and inclusive design should be the aim of all those involved in the development process. High quality and inclusive design should create well mixed and integrated developments, which avoid segregation and have well planned public spaces that bring people together and provide opportunities for physical activity and recreation. It means ensuring a place will function well and add to the overall character and quality of the area, not just for the short term but over the lifetime of the development. This requires carefully planned, high quality buildings and spaces that support the efficient use of resources. Although visual appearance and the architecture of individual buildings are clearly factors in achieving these objectives, securing high quality and inclusive design goes far beyond aesthetic considerations. Good design should:*
- *address the connections between people and places by considering the needs of people to access jobs and key services;*
- *be integrated into the existing urban form and the natural and built environments;*
- *be an integral part of the processes for ensuring successful, safe and inclusive villages, towns and cities;*
- *create an environment where everyone can access and benefit from the full range of opportunities available to members of society; and,*
- *consider the direct and indirect impacts on the natural environment.*

See paragraph 10.105 below for PPG15 advice regarding Conservation Areas.

10.39 The public facades within the development use traditional materials and detailing, whilst the private and more secluded areas of the development are designed in a more contemporary way, whilst drawing on the material common to Farnham. The proposals incorporate a variety of heights of buildings to avoid uniformity. The development is a mix of two (15%), three (53%) and four-storeys (25%) – see plan on page 16. The four storey elements of the scheme are mainly located to the eastern side of the site, away from the Conservation Area.



10.40 The design takes account of the scale and massing of nearby buildings but, as befits a town centre site, it makes full use of the site in its building mass and form. This approach is no different to historic design and building trends where small stature medieval buildings gave way to more imposing Georgian buildings. The design approach is therefore a valid reflection of the constraints and opportunities of developing with an established and well-regarded town.



10.41 The Design and Access Statement explains roads and pathways are used as the boundary of urban blocks and this results in a scale of urban grain that is similar to that of the existing core of the town. Although the size of individual buildings increases, compared to the older parts of the town, the scale of relationship between people and urban space remains similar. The proposal offers a mix of uses and a variety of building masses, which range between small size double-aspect residential blocks with street servicing, to larger blocks of retail and leisure activities. Attention has also been given to the relationship of paving materials to the overall design – see landscaping section below.



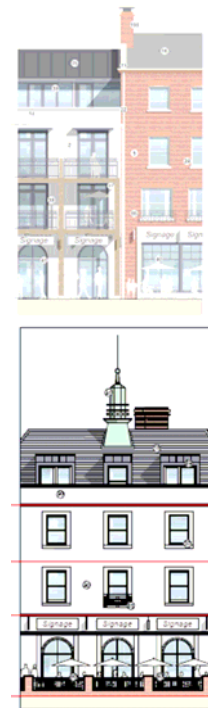
10.42 There is a wide range of building and paving materials in Farnham that complement each other very satisfactorily. The design solutions for the buildings and movement areas are common to the town and there are opportunities to introduce a small number of new technology materials, but these should be tied in with materials and/or colours that are found within the town centre. The following palette of materials is incorporated into the detailed design of individual buildings and in the design of the public realm: -

- Red Orange brick.
- Yellow brick.
- Render.
- Timber framework.
- Timber boarding.



- Slate.
- Plain Tiles
- Copper.
- Knapped Flint

10.43 WBLP policy S7 requires shop fronts to be of a high standard. The submitted plans illustrate potential shop fronts as detailed proposals for shop fronts and signage will be subject to individual applications made by tenants/occupiers/ individual retailers, bars, cafes and restaurants. The design of the shop front and its signage should complement the design of the building above, its setting, stall-risers, colours, lettering and method of illumination will all be critical to the successful appearance of the shop fronts. The submitted plans show indicative shopfronts and portray the intended design approach for the development. The final detailed shopfront designs should follow the Council's publication 'Shopfronts in Waverley - Design Guidelines' and the Farnham Conservation Partnership's 'Farnham Conservation Area Appraisal', relating to shop front design. A design guide should be considered to assist future occupiers in achieving an appropriate shopfront as, all too frequently, the design approach can be ignored and undermined with the result that the final shopfronts can detract from the market town image look that is required.



10.44 One final aspect of design concerns the “green wall” that is being used around the exterior of the cinema and decked car park. Because the building, D8, contains these uses within a rectangular form the resultant building could have been very functional and box like.

The proposed solution for Building D8 involves combining modern materials and treatments with a traditional, landscaped approach. The proposed green walls comprise a structural steel frame that will be fixed to the building behind. Plant cases will then be supported off a secondary steel structure at various levels. The vertical plants will provide a soft and sympathetic screen in-keeping with the landscaped surroundings. The use of vegetation and vertical landscaping provides a softening of the building and makes a positive contribution to the built environment.



10.45 The “green wall” would provide a sympathetic screen to the car park and blank facades of the cinema as well as facilitating the ventilation of the car park beyond. It will also moderate light spread from within and reduce the impact of the natural elements (wind & rain) on the buildings and surrounding environment. The applicants consider that this approach will therefore create a landmark building on arrival to Farnham and create an instant greening and landscape for the development. The maintenance of the “green wall” is going to be vital to the scheme and because it is a rare design concept the arrangements for future maintenance need to be carefully considered and provided for in the final landscape scheme.

- 10.46 Many of the objections are to the design of the development and in a development of this nature and magnitude a wide spectrum of opinion can be expected. The Urban Design Officer supports the design approach – comments in full on pages 122 - 126. SERDP continues to support the redevelopment of the East Street area. They believe the applicants' architects are right in their analysis of Farnham but feel that a high quality contemporary design would be better than building to a past style. Whilst that comment is noted, the previous contemporary design approach attracted a very significant level of objection and the new design approach has attracted far less objection. The design dilemma is whether a modern approach to design should hold sway over an interpretation of local aesthetic principles. In this case, SERDP hold to the former view but the local community and your officers believe that the latter should have precedence. Thus SERDP's architecture comments are noted but not supported.
- 10.47 Design can be very subjective but in this case the architectural approach has meaning, purpose and a strong sense of character that was lacking in the earlier schemes. It also accords with the design themes expressed in PPS1 – see paragraph 10.38 above – in that it is a well-mixed and integrated development with public spaces that bring people together. It will have a sense of place and should add to the overall character and quality of the area. It therefore accords with the following design policies; SEP policies CC12 & TC1, SSP LO2 & SE4 and WBLP policies D4 & TC8

Conclusion: Design

The design approach is valid in its own right and in context to its surroundings. It blends traditional and contemporary styles in an exterior that will contribute to Farnham's character. The design approach should be supported.

Retail provision

- 10.48 The whole of the application site is within the town centre defined in the WBLP. For this reason a Retail Impact Assessment examining, in depth, the impact of the retail element of the proposal on the vitality and viability of Farnham and nearby town centres such as Aldershot and Alton is not required.
- 10.49 The applicants submitted a Retail Impact Statement (RIS) but inadvertently omitted the seven supporting appendices although these have previously been and remain in the public domain, as they were part of the revised planning application WA/2007/1055 that is subject to appeal. The missing appendices were background material to the RIS and were posted on the Council's website to complete the RIS material for the proposal. The applicants' RIS assesses the suitability of the retail and leisure elements of the scheme and the consequent effect the development may have on the vitality and viability of the existing town centre, and looked in broad terms at other nearby centres. It was not necessary to investigate the "need" for additional retail floorspace or to carry out any sequential test as to the suitability of the site because the site is located within the town centre

boundary and retail development is one of the preferred uses for the site. The applicant's RIS did look at these issues and concluded that in general there were no significant issues that needed to be addressed. They particularly draw attention to:

- Farnham is an established and successful retail location with limited vacancy levels
- There is strong demand from retail and leisure operators.
- The development will not only complement the existing town centre but will also enhance its trading performance
- The development will have no detrimental effect on the balance of activity and investment and historic core.
- Existing premises do not necessarily provide the right conditions for retail and leisure operators in terms of size, configuration and location.
- A range of retailers have expressed interest in the retail and leisure units
- The development will enhance Farnham town centre and its overall retail and leisure offer. It will claw back people (and trade) that currently travel elsewhere

10.50 Officers agree with this assessment and it reflects the Council's own research of retail issues that is emerging through the evidence base for the Core Strategy. PPS6 sets out the Government's objectives for town centres. It builds on the sustainable development principles of PPS1 and PPG13. It encourages the planning for the growth and development of town centres in order to promote and enhance their vitality and viability. The provision of a range of shopping, leisure and local services which allow genuine choice as well as supporting efficient, competitive and innovative retail, leisure and other sectors. Such development should also improve accessibility by ensuring that new development is or will be accessible and well served by a choice of means of transport. Housing is seen as an important element in mixed-use, multi-storey development.

10.51 The PPS also makes it clear that a key objective is:

"To deliver more sustainable patterns of development, ensuring that locations are fully exploited through high-density, mixed-use development and promoting sustainable transport choices, including reducing the need to travel and providing alternatives to car use".

The main uses that PPS6 apply to are: - retail, leisure, entertainment including cinemas, restaurants, bars and pubs. On 10 July 2008 Government published a consultation paper on proposed changes to PPS6 "Planning for Town Centres". A proposed amendment to a PPS is or can be a material planning consideration. However this is only a consultation and therefore the weight to be accorded it is not significant.

The proposed changes are seen as a refinement to current policy not a sea change. So far as East Street is concerned there are no proposed changes that have potential implications for the consideration of this proposal. The basic current planning policy stance of enhancing consumer choice for

shopping, leisure and local services remains, as does the sequential approach of taking town centres first, then edge of centre before considering out-of-centre locations.

- 10.52 Farnham Town Centre is an established and successful retail location. It is recognised as a Secondary Regional Centre in the SEP (policy TC2), although the Secretary of State's changes to the SEP propose deleting Farnham from policy TC2, and the East Street site represents a unique opportunity to accommodate a development that not only complements the town centre's existing structure, but also enhances its trading performance by creating new retail units to increase the attractiveness of the centre as a whole. The RIS advises that Farnham is losing ground to other surrounding retail destinations and without fresh investment in retail and leisure, the town would continue to decline. The proposals seek to reinforce East Street as an extension to the core shopping area through the introduction of a number of suitably sized retail units for local and national operators. This is in line with the Chase and Partners Borough-wide Retail Study carried out as a background report for the LDF.
- 10.53 The retail element of the scheme includes approximately 6,940m² of retail floorspace made up of 21 retail units. There are two large format units, one as the focal point to the development on the East Street frontage and the other in unit D20 facing the town square. The other units are a range of sizes some with first floor use and D21, in particular, containing small retail units at ground and first floor level. Because of its history and wealth of historic buildings Farnham can only offer restricted floorspace in narrow retail units. The scheme represents the opportunity to provide modern format shops that will complement and not compete with the existing town. This would accord with modern retailer requirements. The retail element of the scheme accords with SEP policies TC1 & 3, SSP policy LO3 and WBLP policy TC1 & 3.
- 10.54 There is natural synergy between retail development and leisure uses within a town centre which all come together to increase the attractiveness of the centre as a destination. Shops, cafes, restaurants and bars are recognised as appropriate town centre uses that can be individual attractions but also complement each other. Restaurants and bars bring life and interest to the town centre outside shopping hours and add to the vitality of the centre. There are some objectors to the number of cafes, restaurants and bars in the scheme with objectors concerned at a potential over provision. The scale of food and drink uses in the context of the development as a whole is considered to accord with WBLP policy S6. The addition of a multi-screen cinema accords with the mixed-use development approach and in combination the uses proposed complement each other and the rest of the town centre.
- 10.55 The RIS demonstrates that there is no evidence to suggest that existing shopping and leisure provision within the town is vulnerable to competition from this proposal. This was not integral to the Council's approach to the regeneration of the area. In setting the Brief(s) for the Scheme the Council was keen to adopt an approach that reinforced the retail offer of the whole town. The East Street scheme is able to provide modern sized serviced units.

On the other hand maintaining pedestrian links with the rest of the town centre allows shoppers to enjoy the retail offer in the historic town centre. Existing retailers and leisure operators can expect to benefit from the increased shopper presence the development will bring and the development can be expected to claw back trade from people who currently have to travel elsewhere. The development should have a positive effect on the town centre as a whole. Although Rushmoor Borough Council objects and East Hampshire District Council comment in respect of the failure to assess the impact of the additional floorspace on adjoining town centres there is no requirement that such an exercise be carried out as the development site is within an identified town centre. The objection and comment are, therefore, misdirected in relation to the proposal.

- 10.56 The Town and Country Planning (Shopping Development) (England and Wales) (No.2) Direction 1993 requires that retail schemes:
- that individually exceed 2,500m² gross floor space (as in this case) and;
 - in combination with other retail schemes in excess of the same figure that have been opened within the last five years or are under construction or haven't yet been commenced and are;
 - within a 10 mile radius of the site and
 - exceed a cumulative total of 20,000m²
- be notified to the Secretary of State before any planning permission is granted.

- 10.57 An examination of the qualifying developments within the ten mile radius has concluded that the 20,000m² figure has been exceeded in the past 5 years, as there have been a number of sizeable town centre developments for Aldershot, Farnborough, Camberley and Bordon/Whitehill. The purpose of the direction is to enable the Sec of State to consider whether the cumulative impact of such retail development is acceptable. As the cumulative figure has been exceeded in the 5-year qualifying period any resolution to grant planning permission will need to be referred to the Sec of State.

Conclusion: Retail Provision

The retail development accords with the general principles of the Development Brief and complies with planning policy. However, because the cumulative retail floorspace within 10 miles of Farnham permitted, under construction and opened in the last 5 years will exceed 20,000m², the Secretary of State will have to be notified of any intention to grant planning permission

Housing considerations

- 10.58 The residential element of the proposal includes the upper floors above retail units as well as individual buildings D4, D8, parts of D14 and D15. A total of 239 residential units will be provided, the net figure being 235 after allowance for demolition of 4 existing or vacant units. The proposed mix is as follows:

Type	AFFORDABLE	PRIVATE	TOTAL
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	<i>Rent</i>	<i>Shared ownership</i>	Total		
1 bed flat	17	15	32	60	92
2 bed flat	19	21	40	86	126
3 bed flat	0	0	0	21	21
Total	36	36	72	167	239

- 10.59 Mixed-use development utilising space above shops for residential use within town centres is a major thrust of Government policy contained in PPS3 and PPS6. It accords with the aim of making the best use of previously developed land and building at higher densities. The housing policy in the SSP (LO6) is that 2,810 dwellings should be provided between 2001-2016 (187d/pa). The draft South East Plan (H1) increased this annual requirement to 230d/pa and the recent Panel Report increased this again to 250d/pa for the period 2006-2026. PPS3 requires local planning authorities to follow the 'plan, monitor, manage' approach to ensure a continuous supply of 'deliverable' housing sites in the first 5 years and a 15-year supply in Local Development Documents.
- 10.60 PPS3 sets out the Government's objectives for Housing. It also builds on the sustainable development and design principles of PPS1 in that new housing should be in suitable locations that offer a good range of community facilities and good access to jobs, key services and infrastructure. Such development should also be of a high quality design and a mix of both market and affordable homes.
- 10.61 The PPS envisages that planning will create places, streets and spaces which meet the needs of people, are visually attractive, safe, accessible, functional, inclusive and have their own distinctive identity and maintain and improve local character. PPS6 recognises that design is the key to intensifying development of the existing urban fabric.
- 10.62 Prior to 25 September 2007, housing provision (in accordance with the Structure Plan) was contained in policy H1 of the WBLP and policy H2 of the WBLP sought to ensure the availability of a 5-year supply in relation to the Structure Plan allocation. These policies were not included in the saved policies Direction issued by the Secretary of State on 25 September 2007 and have therefore expired. The additional housing requirement for Waverley set out in the Panel Report to the draft SEP reaffirms the case for increasing residential development in urban, well-connected, town centre locations, such as that proposed in the East Street scheme.
- 10.63 The housing element of the proposal accords with SEP policies H1, H3 & H5 and SSP policy LO6. The site is a well-located town centre urban regeneration site, which meets the requirements of SEP policy TC3 and provides significant number of affordable dwellings (72 dwellings). The development of the scheme will thus make a significant contribution towards meeting the increasing local housing targets (including affordable housing) consistent with the thrust of national, regional (H4) and local planning policy (DN10 & 11, H5).
- 10.64 The development has evolved over a number of years, in accordance with the adopted planning brief for the area and in response to extensive public

consultation. The development will meet the requirements of PPS3, paragraph 14 in that it will:

- Create places, streets, and spaces which meet the needs of people, be visually attractive, safe, accessible, functional, inclusive, and have its own distinct identity whilst maintaining and improving local character; and
- Make efficient use of land and include innovative approaches to delivering high quality outcomes.

In addition, the East Street development will meet the design quality requirements of paragraph 16 of PPS3.

- 10.65 The site is not well placed to provide family accommodation given the town centre location and relationship with other uses. Furthermore family accommodation in the form of houses would represent the under-development of the site contrary to national and local planning policy to make the best and efficient use of land. The WBLP recognises a greater need for smaller units of accommodation and this need can be capitalised on in a town centre location. The requirement to build at a high density points to new dwelling units being in the form of flats. The range of dwellings proposed exceeds the minimum requirement of WBLP policy H4 to meet the need for small households. This was also a requirement of the Planning Brief - para 5.2. 91% of the dwellings are 1 and 2 bedroom apartments with a small number of 3 bedroom apartments. The proposals comply fully with housing mix policies contained in PPS3, SEP: H5, SSP: DN10 and WBLP: H4.
- 10.66 The Planning Brief required the provision of at least 30% of all residential units to be affordable. This is in excess of the 25% level required by policy H5 of the WBLP for a development of this scale. The SSP sets an objective (policy DN11) for new LDF policies to achieve 40% levels across the county. Current progress with the LDF has meant that this figure does not yet apply. The affordable housing provision thus accords with SEP policy H4 and WBLP policy H5. All affordable dwellings would be constructed to Code Level 3 in terms of energy efficiency.
- 10.67 The Council's Housing Enabling Manager supports the housing elements of the proposal and provides a detailed analysis of housing need – see pages 131-134. The proposed affordable housing percentage and unit sizes are also welcomed but the suggestion has been made to adjust the size of the two bedroom affordable units so that a greater degree of flexibility would be provided to be able to adapt to changing needs. The increase in size would mean that the two bedroom flats would be able to accommodate four people. The applicants have looked at this point and have commented that this is impractical in the context of a detailed application as increasing the size of the units would require redesigning the scheme. Nevertheless officers consider that the housing mix and standards are acceptable without these changes.
- 10.68 The Planning Brief did not provide any specific figure for residential density. It stated that:

“Residential use will be encouraged at as high a density as is appropriate to the character and environment”

The net site density in PPS3 terms is 103.6 dwellings per hectare. Comparison with other densities of development is complicated by the mixed-use nature of the development, the absence of traditional family houses and the provision of large areas of public open space. This serves to drive the land take for residential development down and the density upwards. The relatively high density of the development is justified by the sustainable and accessible location of the development. Densities of 155 and 100dph have been accepted at 1-3 The Hart, Farnham and phase 1 of the Godalming Key Site respectively. The location is within the heart of the town with ready access to shops, employment, transport, leisure and cultural facilities.

10.69 Planning policy in the form of SEP policy H5, SSP LO3 and WBLP H4 all support higher densities in appropriate, well located and sustainable sites. SSP encourages densities in excess of 50dph in town centres and WBLP H4 states that whilst density in urban areas will generally be in the 30 – 50 dph range *“higher densities will be particularly encouraged at places with good public transport accessibility or around major transport nodes”*.

10.70 Density calculations are an indicator and not a determinant in planning decisions. Different methods will give different results. Comparison of mathematical calculations is not a sound method of determining the acceptability of development. The ‘Urban Design Compendium’ is helpful in establishing the limitations of the density calculation. This states that:

“Density is only a measure. It is a product of design, not a determinant of it. The aim should therefore be not to achieve a given residential density, but to generate a critical mass of people able to support urban services such as public transport, local shops and schools.

Research has shown that there is no correlation between urban quality and density (DETR, 1998). Developments driven by average densities and shaped by blanket standards (relating to privacy, open space, parking and highway geometry, for example) stultify design and tend to produce lowest common- denominator blandness.

The recommended approach is design-led, concentrating on sustainable urban quality. Market considerations influence many of the housing forms and this, together with the design-led approach, makes density a measure of the product, not a determinant of it.”

10.71 National policy on density in PPS3 states that:

“The density of existing development should not dictate that of new housing by stifling change or requiring replication of existing style or form. If done well, imaginative design and layout of new development can lead to a more efficient use of land without compromising the quality of the local environment.”

This advice postdates density policies in the SSP and WBLP. It is considered that the density advice in PPS3 is a material planning consideration of significant weight.

- 10.72 Many respondents object to the density of the development and claim that it would not comply with WBLP policy H4. This is not correct, policy in both the SSP and WBLP support residential densities in excess of 50dph in sustainable locations. In some quarters there is also misrepresentation of the Inspector's report on the SEP. with claims that Farnham is not suitable for major growth. It is quite clear that the Inspector's comments relate to the suitability of the Borough as a whole to receive major growth as part of a step change in housing delivery sought by the Government. Town centre, mixed-use schemes incorporating higher densities – such as East Street - are wholly consistent with the emerging strategy within the SEP.
- 10.73 In seeking to make efficient use of land, the proposals reflect guidance in PPS3 by utilising good design and responding to the local context as well as enhancing the character and quality of the area. In that respect PPS3 places great emphasis on the need to direct development towards previously developed land, in particular, vacant and derelict sites and building in accessible locations. The East Street proposals take advantage of an existing currently under-utilised area that contains a number of derelict and vacant premises. By providing dwellings in such an accessible location as part of a mixed-use town centre development, the proposal meets the wider aims and objectives of Government policy, in particular, PPSs1, 3 & 6, PPG13 and development plan policy. The fact that PPS advice postdates development plan policy means that it carries greater weight in the consideration and determination of the proposal.

Conclusion: Housing issues

The housing element of the proposal accords with national, regional and local planning policy and advice and the scheme as a whole makes a valuable contribution to affordable housing provision.

Leisure uses – cinema and sports

- 10.74 Many opponents of the scheme consider the cinema too large and not required. The Waverley Cultural Strategy considered the provision of a commercial cinema one of the main priorities for action within the town and Vue, the proposed cinema operator, has confirmed that their own detailed research of the cinema and leisure market within Farnham's catchment identifies a clear deficit in cinema provision. A multi-screen cinema is proposed, close to the existing leisure centre. This will enhance the vitality and viability of the town centre, acting as a magnet to draw pedestrians deeper into the development, thus encouraging and strengthening trade on both sides of East Street as well as improving visitor numbers to the town and increased trade through linked trips. This accords with PPS6 advice for town centres as well as the approach in the SEP policies TC1 & 3, SSP policy LO3 and WBLP policy LT6. The WBC Cultural Strategy (2003- 2008) at theme 2.26 states that WBC will:

“Work to achieve commercial cinema in the Farnham area, ideally as part of the East Street development and within the town centre”

- 10.75 The development includes up to 7 cafes/restaurants/bars with the restored Brightwell House being converted and extended to form 2 restaurants. Brightwell House is the centrepiece of the development with frontages to the town square, new garden/park, shops, cinema, cafes and bars. The leisure uses are all grouped in and around Brightwell House and this focus accords with the zoning in the planning brief.
- 10.76 Policy LT6 of the WBLP requires leisure/cinema proposals to be of a scale, character and form appropriate to the surrounding area and which would not harm residential amenities. Cinema buildings by their very nature have large footprints and volume and often suffer visually as a consequence. However, the cinema is incorporated within the design of building D8 and departs from the norm by providing variety in height and a rhythm to fit it within its townscape context. Since the cinema is combined with other elements within building D8 the resultant elevational treatment and details are of a quality and variety that avoids the functional ‘box’ that usually results from a stand-alone cinema.
- 10.77 Policy LT6 also seeks to encourage leisure facilities that are likely to attract a large number of visitors to areas that are easily accessible to pedestrians, to cyclists and by those using public transport. A town centre site fits with those criteria. Objectors are concerned that the cinema is too big and might be a white elephant. The proposed operator, Vue, remains committed to the proposal despite the overall size being reduced to 7 screens.
- 10.78 PPG17 sets out the Government’s policy for open space, sport and recreation. Its objectives included supporting an urban renaissance through the management of the urban environment for sport, leisure and biodiversity. The PPG envisages that existing and future needs for open space, sport and recreation are known and that development plans and planning decisions are soundly based. SSP policy DN13 requires that opportunities for informal recreation should be provided in development proposals and the new public open space, town square, footbridge over the river and pedestrian and cycle links all accord with policy.
- 10.79 The existing tennis courts on the site are proposed to be relocated by the Council to the Riverside development. The proposed re-provision of five tennis courts is to be accompanied by a new clubhouse and changing facilities and has been granted planning permission (WA/2007/1967). When the new courts and clubhouse are constructed the only recreation use to be lost will be the bowls club. The Council’s Head of Leisure Services raises no objection to the proposal provided an appropriate financial contribution is made.
- 10.80 Policy LT1 of the WBLP seeks to retain existing leisure facilities where a clear need still exists for those facilities. Supporting text to the Policy at paragraph 10.14 confirms that for the purposes of Policy LT1, the term ‘leisure facilities’ relates to those uses, which fall within Class D2 of the Town and Country Planning (Use Classes) Order 1987. The only such use currently present on

the application site was the former Bowls Club and bowling green. Brightwell Bowls Club closed in March 2007. It is understood that its members have since joined one of the other three clubs in Farnham (Farnham Bowling Club' in Bear Lane, 'Farnham Gostrey' at Gostrey Meadow and 'The Bourne Royal British Legion' in Lower Bourne). The applicants argue that there is no clear need for the now redundant bowls facilities at Brightwell to be retained under Policy LT1. In any event the overriding benefits resulting from the wider development justify the loss of the bowls facilities in this instance.

- 10.81 Many objectors raise the issue of loss of the bowling green as a loss of public open space. Since the public did not generally have access to the bowling green it is not regarded as public open space. The proposal will result in a Town Square of 1,280m² and public gardens and enhanced riverside open space of 9,600m², a total of 10,880m². This compares to 10,050m² of existing public open space, not including the bowling green and tennis courts that had/have restricted members only access. The provision for public open space therefore represents an 8% increase in public open space. With the relocation of the tennis courts there would be a 9.5% reduction in overall leisure and open space if the bowling green were included.

Conclusion: Leisure uses – cinema and sports

It is considered that the provision of a multi-screen cinema, cafes, bars and restaurants together with the ability to hold outdoor events in the town square and park represent valuable additions to Farnham's leisure facilities that off-set the relocation of the tennis club and loss of the bowls club.

Former Redgrave theatre

- 10.82 Article 6 of the Town and Country Planning Use Classes Order 1987 does not specify a use class for theatres. They are regarded as a use of their own – a 'sui generis' use. They are thus not recognised as assembly and leisure uses.
- 10.83 The former theatre is to be removed. The WBLP does not contain a specific policy that seeks to retain 'cultural' facilities such as a theatre. However many of the objections to the loss of the former theatre often quote WBLP policies LT1 and CF1 as supporting their point of view. The supporting text to Policy LT1 at paragraph 10.14 of the WBLP states,

"For the purposes of Policy LT1, the term leisure facilities relates to those uses which fall within Class D2 (Assembly and Leisure) of the Town and Country Planning (Use Classes) Order 1987. These comprise the following uses: -

(a) cinema; (b) concert hall; (c) bingo hall or casino; (d) dance hall; (e) swimming bath, skating rink, gymnasium or area for other indoor or outdoor sports or recreations, not involving motorised vehicles or firearms."

As noted above a theatre does not fall within Use Class D2 but is a 'sui generis' use that would not fall within the provisions of Policy LT1.

- 10.84 However, if the 'spirit' of Policy LT1 is applied (on grounds that a former theatre has similar leisure characteristics to, say, a cinema), then Policy LT1 states that the Council should seek to retain facilities where there is 'clear need' for them. In this case the former theatre closed in 1998, as there was not, in the opinion of the Council at the time, sufficient justification for continued public subsidy for a facility that had become financially unviable. This would imply that a 'clear need' did not exist. Alternative cultural facilities are now available in Farnham, most notably at The Maltings, and the Council is currently looking to further enhance facilities to serve the wider community at that venue. Policy LT1 permits the Council to take into account the leisure facility's '*continued viability, the contribution to the local community and the vitality and viability of the area*' in reaching a planning decision.
- 10.85 The WBC Cultural Strategy (2003- 2008) did not press for the retention and/or re-opening of the former theatre. The report "What do Theatre Makers Need in Waverley" (March 2007) concluded on page 17 that the only effective solution for professional theatre in Waverley was to focus on the existing facilities at the Maltings, Cranleigh Arts Centre or Haslemere Hall. The Cultural Strategy highlighted that the most valued improvement in Waverley was the development of cinema and theatre provision in Farnham. There was also a desire to see more "Arts in the Parks" during the school holidays and evenings. As a direct response to this requirement, the East Street scheme contains a commercial cinema and has large open areas (such as the new square, the remodelled Brightwell Gardens or the informal performance area by the river) suitable for hosting such outdoor arts events.
- 10.86 The applicants argue that the 'continued viability' issue cannot be applied in this case - there has not been a theatre in use here for nearly 10 years. The length of non-use clearly weighs against incorporating the theatre within the scheme. The application contains proposals for a new leisure/entertainment facility in the form of a multi-screen cinema and the applicants have confirmed that a stage facility will be incorporated into the second largest auditorium with appropriate sound and audio visual equipment for, inter alia, lectures, presentations, readings, live music (small combo/string quartet). This will add to the socio-economic and environmental benefits which will arise from the regeneration of the area a leisure facility will be provided that will have wider appeal to the community.
- 10.87 In that respect it should be noted that the 'Farnham Healthcheck' identified the provision of a cinema as the number one priority action for leisure in the town. Given the above, it is difficult to conclude that, if it applied to theatres, Policy LT1 prohibits the removal of the former theatre when alternative facilities with a wider appeal are being contemplated.
- 10.88 Policy CF1 applies to 'community facilities' and a theatre use cannot fall to be considered under the scope of the Policy - it not being a 'community facility' (such as a school, surgery, community centre etc as listed in the plan). A

theatre is a cultural use that has more in common with the leisure facilities (such as a cinema) prescribed by Policy LT1.

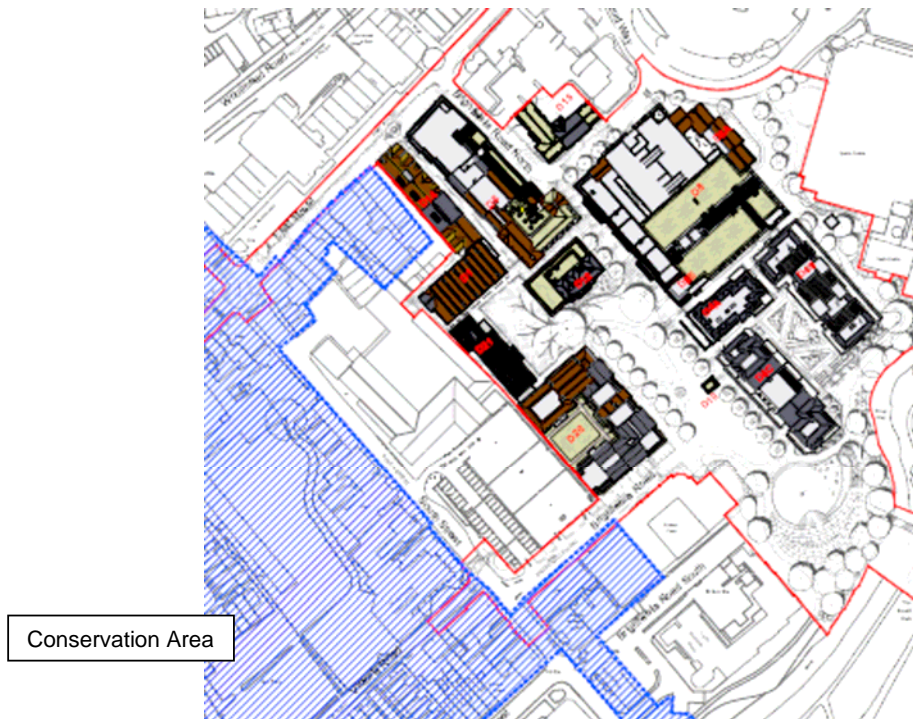
- 10.89 The Theatres Trust objects to the demolition of the *Farnham Redgrave Theatre* without a proper replacement. They are not satisfied that the building is surplus to cultural, community and tourism requirements. They reiterate their objection to the loss of theatre use, as, in their view, there is no clear understanding of the theatrical needs of Farnham, nor any reasoned justification for the loss of the theatre as a cultural asset. They point out that 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. They do not consider the open-air amphitheatre an acceptable replacement.
- 10.90 In the absence of a 'needs and impact assessment' and the absence of any policy for cultural facilities the Trust considers the proposal conflicts with national and regional guidance and local plan policy. The Theatres Trust is a statutory consultee where any development involves the loss of a theatre. Their objections are noted but their view of planning policy and the Council's Cultural Strategy is not shared. There is no requirement in Planning for a 'needs and impact assessment' to be prepared before the loss of a theatre can be considered. In any event the Council has taken the view that the re-opening of the former Redgrave Theatre is not part of its Cultural Strategy and that decision was informed by the independent report "What do theatre makers need in Waverley".
- 10.91 The Farnham Theatre Association has campaigned for many years for the reopening of the former Redgrave Theatre. A number of proposals and business cases have been put to the Council and the Association remains convinced that the theatre could be successfully operated as a 'voluntary supported community theatre' The Association strongly objects to the demolition of the theatre on the grounds that there is a latent, evidenced, demand for a purpose built theatre in Farnham; that such a theatre can be self-sustaining in the revenue account; the re-opening will have beneficial effects on the local economy and provide a better evening economy mix in the town centre together with other social and educational gains and that the most economic use of public capital resources would be the retention of the theatre building,
- 10.92 The demise of the former Redgrave Theatre started many years ago and culminated in its closure in 1998. It is also very hard to envisage how the former theatre could be retained in situ within a regeneration scheme and the restoration of Brightwell House achieved. Despite the best intentions and campaigning of the Farnham Theatre Association the retention of the former theatre and its re-opening is not part of this application and was not envisaged in the Planning Brief. There are no planning policy grounds to re-open that issue. The town square and park will provide opportunities for outdoor performing arts and other events that cannot be held elsewhere within the town centre. Together with the cinema, cafes, restaurants and bars a new focus for entertainment and leisure with a wider appeal will be provided that will have the Sports Centre close by.

Conclusion: Former Redgrave theatre

The demolition of the former theatre, although opposed by the Theatres Trust and Farnham Theatre Assoc. supporters, is not contrary to WBLP policy. The Council's established corporate policy over the last ten years has been to support theatre activities in the Borough as a whole but which are provided in a different manner to meet current perceived needs.

Listed building, Conservation Area and heritage issues

- 10.93 The accompanying report on application WA/2008/0280 deals with the demolition issues associated with the proposal. This section deals with issues relating to the setting of Brightwell House and the Conservation Area.
- 10.94 The only listed building within the site is Brightwell House and the attached former theatre. Some of the former garden walls remain in situ but are not statutorily listed and the separate Brightwell Cottage is a locally listed building. None of the application site is within Farnham's Conservation Area but elements of the site are in close proximity as shown in the following plan.



- 10.95 The following photographs on the following page show Brightwell House. The proposed development retains the original Brightwell House and involves the demolition of the former theatre, old garden walls, Brightwell Cottage, bowls clubhouse and public toilets.



10.96 The approach to the restoration and conversion of Brightwell House is to remove the former theatre built in the early 1970s and then restore the remaining historic part of the building, reinstating historic features where appropriate. The building will be extended to form restaurant space to the north and west, in a contemporary style. This serves to give definition to the original building particular, as it is a focal point of the development on both the town square and park. The extension will also mask the break in the building caused by the removal of the original service wing. The new use for Brightwell House is aimed at providing a long-term economic future for the building and its role as a centrepiece for the redevelopment of East Street will be an incentive to keep the building well maintained. SERDP has expressed doubts about the idea of treating Brightwell House as the centrepiece of the development on the grounds that it forces too many compromises in the overall site planning. They welcome the more modest height of buildings to the north and acknowledge that the design and materials for the extension are a better arrangement.

10.97 The Farnham Society and other objectors strongly object to the relationship of the new development with Brightwell House, in particular the height, mass and proximity of the new buildings with the listed building. Their views are not shared by English Heritage. The table below indicates the respective heights of those buildings around Brightwell House.

Building	Height Eaves /parapet Ridge		Building	Height Eaves /parapet Ridge	
D12 (Brightwell)	7	8.8	D8	10.3/13.4	13.8/17
D1	10.2	13.8	D20	10	13
D6	10	14	D21	7	10/11.4

With the exception of building D21 the eaves/parapet heights of new buildings are approximately 3 – 4.6m higher with the ridge heights varying from 4.2 to 8.2m higher. Whilst this is undoubtedly a significant change to what currently exists there is no requirement in planning or listed building regulation or advice that such relationships are unacceptable or should be avoided. The difference in height is thus not in itself a reason for refusing the application

unless it can be shown that demonstrable harm to the setting of the listed building would result.

- 10.98 Brightwell House was statutorily listed in 1972 and a revised description issued in 2002. The former theatre is not given any prominence in the description. The house itself is a locally important example of a substantial 19th century house and garden built in a semi rural location. It gives historic context to the development of the eastern side of Farnham but the historic qualities of the house and garden have been compromised by the construction of the theatre and surrounding development. Many important external features have been lost, including the hipped roofs over the bay windows to the south elevation and all the chimneys. Internally, many historic details have been lost as a result of the addition of the theatre. The internal layout has lost many of the original fireplaces and part of the existing staircase. The extent of the original garden is reflected by what remain of the brick boundary walls. However, the majority of the original garden layout was lost to the bowls club.
- 10.99 The former Redgrave Theatre is a large red brick flat roof building in an uncompromising 1970's modernist style. The position of the building corresponds to the location of the original Brightwell House service wing and small northwest garden. By virtue of its use as a theatre there is very little fenestration with the result that external elevations are mainly an unrelieved mass of brickwork completely obscuring the west and north elevations of Brightwell House. On the other elevations the contrast between the former theatre and Brightwell House does little to respect the original historic building. The loss of the former theatre would have no adverse consequences for the architectural or historic integrity of the original building. On the contrary the removal of the former theatre and its replacement by a lightweight subservient structure would serve to give emphasis to Brightwell House in its new role as a focal point or centrepiece to the development.
- 10.100 Many of the objections are to the demolition of the former theatre and that aspect is dealt with in detail in the accompanying report on the listed building consent application WA/2008/0280. English Heritage has not objected to the demolition works or the refurbishment and extension proposals. They have left the applications for local determination.
- 10.101 The current proposals to restore and convert Brightwell House have evolved over a number of years. The latest plans respond to comments received from English Heritage, The Georgian Group, South East Regional Design Panel, the Local Authority Historic Buildings Officer and Environmental Health on those earlier schemes. The comments were broadly in favour of the demolition of the attached theatre and its replacement with a smaller scale contemporary designed restaurant extension. The comments also welcomed the opportunity to restore Brightwell House and the reinstatement of historic features, such as the principal staircase, fireplaces, chimneys and hipped roofs over the bay windows on the south facade. SERDP are the only organisation that has had doubts about retaining Brightwell House. It is considered that their doubts do not call into serious question the approach that is being taken.

- 10.102 The intended glazed single storey restaurant extension to Brightwell House will be supported by timber beams and circular columns. The new full height glazing will be framed in natural coloured timber to add visual interest and soften the effect of the large areas of glass. In parallel with the more extensive use of timber on the proposed extension, the new restaurant entrance canopy incorporates the use of horizontal timber boarding. Consideration has been also been given to the design of the horizontal timber louvre solar shading to the glazed restaurant extension to add lightness and elegance to the elevations.



- 10.103 It is considered that, apart from the gardens and the two mature trees that frame the south elevation, there is nothing particularly attractive or worth preserving in the current setting of Brightwell House. The new use for Brightwell House fits well with the overall development proposals that create a new setting. Objectors consider that this new relationship is unacceptable but it is considered that, on the contrary, the relationship of new taller buildings with Brightwell House is an appropriate form of development.

- 10.104 None of the development falls within the Farnham Conservation Area but buildings D1 and D14 lie close to its boundary. The widening of Brightwells Road also lies close to the boundary of the Conservation Area. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a general duty on the planning authority that:

“special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”

PPG15 advises that this general duty also applies to development proposals outside a conservation area but would affect its setting or views into or out of the area. In terms of “special attention” it is considered that neither the temporary car park nor the outbuildings enhance the existing character or appearance of the Conservation Area and there is nothing about those elements that is worth preserving. It should be noted that the duty is written in the alternative “preserving or enhancing”

10. 105 The material planning issue is whether the proposals for 2 and 3 storey buildings on the site of the former cinema and outbuildings at the rear of the Marlborough Head preserve or enhance the adjacent Conservation Area. It is considered that the first duty – preserving – has been discharged. In terms of the second duty PPG15 advises that:

“Many conservation areas include gap sites, or buildings that make no positive contribution to, or indeed detract from, the character or appearance of the area; their replacement should be a stimulus to imaginative, high quality design, and seen as an opportunity to enhance the area. What is important is not that new buildings should directly imitate earlier styles, but

they should be designed with respect for their context, as part of a larger whole which has a well-designed character and appearance of its own.”

The widening of Brightwells Road lies close to the boundary of the Conservation Area and involves the loss of 3 street trees that also lie outside the Conservation Area. The loss of these trees is an essential element of the scheme and the overall enhancement through the development is considered to outweigh the loss of those trees.

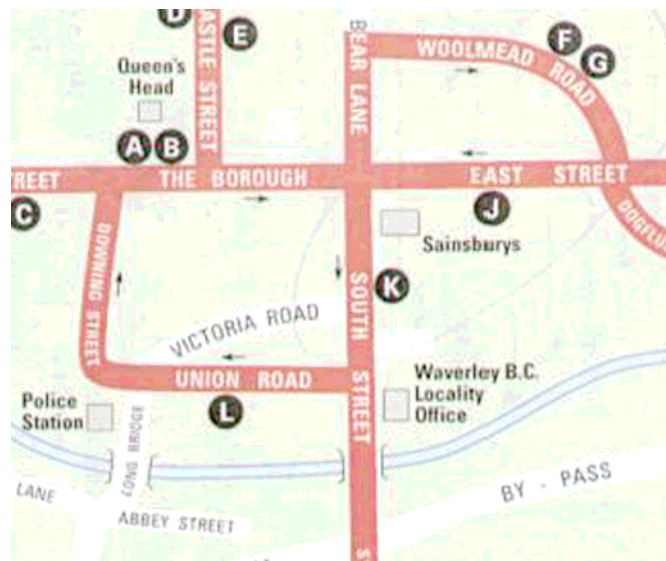
- 10.106 It is considered that the design approach accords with PPS1 and PPG15 advice and SSP policies SE4 & 5 and WBLP policies D4, HE1-5 and HE8 and the proposals will enhance the character and appearance of the adjacent conservation area. SCC archaeologist recommends that the archaeological interest in the site be covered by planning conditions. As a result there would be no conflict with WBLP policy HE14.

Conclusion: Listed building, Conservation Area and heritage issues

It is considered that the contemporary and lightweight extensions and alterations to Brightwell House and the proposed use are appropriate and acceptable and will ensure the preservation and enhancement of the listed building. The new buildings around Brightwell House will create a new setting for the listed building commensurate with its role as a centrepiece of the development. The character and appearance of the adjacent Conservation Area will be enhanced.

Transport and accessibility

- 10.107 The application is accompanied by a Transport Assessment and technical appendices prepared in accordance with national guidance and SSP policy DN2 and WBLP policy M2. This Transport Assessment is the culmination of work carried out over recent years into the transport effects of the various redevelopment proposals. It has been prepared in the context of the most recent guidance published in early 2007 by the DCLG and the Department for Transport. In accordance with SSP policies DN2, 4 & 5 and WBLP policies TC12, M4, 5, 9 & 10 consideration has been given to the accessibility of the site by alternative modes of travel to the private car with the likely impacts of additional vehicle movements on the Central area of Farnham having been analysed for a design year of 2012.
- 10.108 The background into the proposals for transport is explained, including a review of the Farnham Movement Package, the Development Planning Brief for the site and Farnham Town Council's Sustainable Town Initiative Study. The existing situation is described, and the various transport aspects of the site are discussed, including traffic flows, parking, land use and access, public transport and road safety. Committed developments in and around Farnham have also been taken into account and an assessment made of their relevance to the consideration of the proposals.
- 10.109 The primary vehicular access will be from Dogflud Way, so that the majority of cars using the new public car park would not need to go through the town centre, thus helping to limit congestion. This would also provide access for service vehicles. An additional vehicular access will be provided from Brightwells Road and to/from South Street. It is planned to pedestrianise the whole development. 426 car parking spaces will be provided and pedestrian and cycle access throughout the scheme will be maximized.
- 10.110 The site is located within the town centre and is well served by bus services that stop in East Street, South Street and Woolmead Road – see plan below. Farnham railway station lies approximately 0.6 miles to the south. Sites within the town centre are the most sustainable locations for development.



- 10.111 The Transport Assessment and the implications of the development have been considered by Surrey County Council as the Highway Authority. The applicants' Transport Assessment indicates the likely changes in Farnham arising from the proposed regeneration of the East Street Area of Opportunity. The Transport Assessment has been used as the basis for the Transport Chapter of the Environmental Statement. The background to the transport situation in Farnham and the transport proposals of the East Street regeneration have been set out, the main components being the Farnham Movement Package, East Street Design Brief and the Farnham Town Council Sustainable Town Initiative Study undertaken by TRL. It has been explained how the principles of each of these have been taken forward into the East Street regeneration proposals, especially the traffic management proposals for Central Farnham.
- 10.112 A comprehensive review of the existing transport situation in central Farnham in terms of Farnham itself, the highways context of the site and existing provision for travel by public transport, walking and cycling has been undertaken. Personal Injury Accident data was also analysed. Existing parking provision in Farnham was investigated in July 2007. The results showed that a considerable number of spaces are free throughout Farnham with the lowest occupancy being in the car parks furthest from Central Farnham
- 10.113 The proposals for the East Street regeneration in terms of land use and transport include revisions to traffic management arising from the East Street pedestrianisation scheme adopted as part of the proposals. Travel Plans are to be introduced to promote use and awareness of more sustainable options for travel and management of parking on and off-site is also suggested. The National Policy context of the proposals in relation to transport has also been examined with respect to the new land uses on the site and the proposals for traffic management and parking. The applicants consider that their proposals align very closely with national policy in all these respects.
- 10.114 Committed developments within Farnham have been taken into account in the Transport Assessment. The committed developments are expected to generate traffic already contained within the trip attraction assumed for the redevelopment and are also likely to be phased in such a way as to generate traffic beyond the year of opening of the scheme and therefore outside the scope of the Transport Assessment. The applicants' consultants conclude that it would be unreasonable to include the traffic effects of longer-term schemes within this assessment on the basis of the test of reasonableness normally taken into account in the provision of infrastructure for development.
- 10.115 The implications of the application proposals for the future operation of the town centre transport network have been assessed using Paramics modelling. This is the approach that was required by the Highway Authority. The modelling has assessed a future design year of 2012. The modelling work has shown that subject to the implementation of a number of junction and other transport infrastructure improvements the network will operate in a satisfactory manner, with an appropriate balance being achieved for pedestrians, cyclists and users of public transport, and drivers, encouragement being given to the users of alternative modes of transport to the private car. The junction of The

Borough with East Street, Bear Lane and South Street is expected to operate more efficiently owing to the reduction in turning movements and conflict at the junction. It will retain a reasonable level of service even including the pedestrian stage necessary for continuity of pedestrian movements through the town centre.

- 10.116 The site accesses have been shown to operate satisfactorily and the alterations to the junction between Woolmead Road, East Street and Dogflud Way to introduce traffic signal control have more than sufficient capacity. Traffic signalisation of the Union Road/Firgrove Hill junction is also proposed.
- 10.117 A shared cycle/footway will be provided on East Street between its junction with South Street and Dogflud Way with the section of East Street between South Street and Brightwells Road being one-way eastbound for buses and service vehicles during controlled hours. Cycle parking will be provided for each of the residential units as well as at other locations around the boundaries of the development.
- 10.118 An assessment of the parking situation after the completion of the East Street scheme has been carried out based on the observations of parking in July 2007. The Transport Assessment states that it is likely that the capacity of the car park provided as part of these regeneration proposals will be exceeded and lead to demand for parking on car parks elsewhere in Farnham. The maximum occupancy of all the car parks in Farnham on completion of the East Street proposals in this assessment is consistent with the normal objectives for efficient car park stock management, being in the order of 90% occupancy during the busiest period of a weekday. Approximately twice as much spare capacity will be available on a Saturday. It is therefore considered there will be no adverse impact on the parking situation in Farnham. Implementation of a "Park and Stride" scheme such as has been adopted by Waverley Borough Council and reinforced by the Farnham Town Council Sustainable Town Initiative Study will make more efficient use of these existing car parks, all of which lie within a reasonable walking distance of the town centre. In addition, this likely use of a range of car parks within the town will also promote pedestrian trips through the town centre that will assist visitors to be aware of and use shops, services and facilities throughout the town centre, Thereby assisting the integration of the scheme with the retail offer of the town centre as a whole.
- 10.119 The assessment of parking during construction has shown that there will be sufficient parking spaces available even when Dogflud Way car park and the temporary car park at East Street are taken out of commission during construction of the development. During weekdays, there is likely to be sufficient capacity for these vehicles on the Riverside and St James car parks and on a Saturday the maximum demand can be satisfied by parking elsewhere in Farnham. Riverside car park is to be increased by 198 spaces.

10.120 An assessment of changes in flows on roads around Farnham has been looked at from the perspective of environmental conditions. This does not include the assessments carried out elsewhere in the Environmental Assessment for noise and air quality. Using the thresholds for traffic impact on environmental conditions set out in the IEMA Guidance Notes, it is apparent that there is unlikely to be any significant detrimental impact, even treating Central Farnham as a sensitive location in the terms of the IEMA Guidance. A study of the likely worst case for traffic generated during construction has revealed that increases in traffic on the roads in Farnham of less than 1% will occur during the basement construction period. Again it is considered that this is unlikely to give rise to any significant perceptible detrimental effects on traffic in Farnham during that period.

10.121 Surrey County Council accept that the Transport Assessment shows that the traffic effects of the development can be accommodated within the existing and proposed improved highway infrastructure making allowance for the traffic management proposals adopted as part of the scheme. SCC's consultation response is set out in full at appendix F on pages 113 to 119. The following key issues were identified:

"1) Farnham does experience traffic congestion and suffers from the adverse impact of existing traffic trying to access current parking facilities, perhaps from inappropriate routes, as well as an element of through traffic which is better placed on the strategic network to the east and south of the town. Even a development of this scale, should not be expected to rectify all transport related problems, and should only be required to provide an equivalent mitigation to any net impact it may impose.

2) The development is in the right place in terms of national and local planning policy. All the land uses are those that one would expect to see in a town and community of the size and nature of Farnham. In the wider transport- planning context, this can serve to contribute to the reduction in trip lengths that might currently be taking place to similar facilities further a-field. Although this might not be to the direct benefit of Farnham town centre, it most certainly assists in the wider Local Transport Plan objective of tackling area wide road traffic. It also assists in providing a mixed-use development within a comparatively accessible location, as well as other objectives within the plan.

3) The safety of all highway users is of paramount importance when considering any application, and audits are undertaken at varying stages in the process to ensure that the interests particularly of vulnerable road users are not overlooked.

The main transportation element of the proposals provide for the "downgrading" of the western end of East Street (between its junction with Woolmead Road/Dogflud Way, and Bear Lane/South Street) to provide for east bound bus only access along much of its length, together with greatly enhanced pedestrian and cycle facilities. This has allowed for a more pedestrian friendly design of the main junction in the heart of the town where The Borough meets South and East Streets, and potentially paves the way for further initiatives that might reduce the impact of traffic within the

historic core. None of the current proposals will prejudice this possibility in the event that there is political and technical support for improving the environment in this way in the future.

Linked to this main change in the network has been the need to introduce alterations and improvements to certain key junctions, and these are set out in the recommended “heads of terms for the Section 106 Agreement”. In all cases, junctions will be upgraded to better cater for pedestrians and cyclists and signals will be provided with intelligent bus priority. There will also be a dedicated cycle route into the town centre from the East, along East Street, as well as a route through the site, which provides for cyclists travelling from the eastern side of town towards the station, South Street, and the west.

Car parking has been carefully controlled in terms of both numbers and management to ensure that there is not over provision within the congested town centre, and to allow the maximisation of usage of the existing parking stock on the edge of the central area. The development will be expected to meet a significant proportion of the costs of implementing the desired Park and Stride Scheme, which was a recommendation of the Town Council’s Urban Safety Management study by TRL, and the more recently undertaken Scott Wilson Study for Surrey County Council. The implementation of the scheme will also have the effect of taking traffic out of the town centre, which is currently accessing inappropriate car parks, or searching for spaces.

The main traffic impacts of the scheme have been modelled by the developer using the “Paramics” software. Paramics simulates a network by modelling actually flowing traffic, and can provide a “live” illustration of how the town might operate over a particular time period, such as one of the peak hours.

Three main models were built; a 2012 base model representing the present network, a 2012 base model plus network changes to East Street/ Woolmead Way plus development traffic, and finally, a 2012 base model plus network changes to East Street/ Woolmead Way WITHOUT development traffic. This combination of options was tested to separate out the impact of the development from the network changes, on the understanding that the network changes are potentially a desirable outcome with or without the development.

The modelling produces the following “headlines”

- The average network speed could be reduced following implementation of the development and network changes by approximately 14% in the am peak and 3% in the pm peak when compared to the current situation. In reality, however, traffic re-assigns to other, less congested routes, and therefore this modelled delay might not be as significant as this. Furthermore, if the development facilitates the implementation of the Park and Stride Scheme, this could further reduce the amount of delays on the network within Farnham.*
- The “with development and network changes model” shows there to be potentially an increase in average journey time travelling, including for*

buses, south along Castle Hill/ Street and travelling westbound between the junction of Hale Road and East Street to South Street of approximately 170 to 185 seconds per vehicle in the am peak. An increase of approximately three minutes per vehicle on these routes in the am peak needs to be carefully considered, although as stated above, the reality of this may well not be as significant as modelled. In the case of buses, any journey increases should be off set by the intelligent bus priority implemented at traffic signals, and by the significant length of bus priority for eastbound buses in East Street. Journey times along The Borough from Castle Street to South Street, along South Street between East Street and Hickley's Corner and westbound along Hale Road between the Six Bells Roundabout and its junction with East Street, in the am peak, however, remain similar. It is also relevant to realise that in the am peak, increases in journey times are mostly as a result of the network changes, rather than caused by the development itself. The implication of this has to be judged against the specific benefits that the development provides through it's junction improvements, the wider package of improvements and contributions made by the development, and the facilitation of possible further traffic reduction in the town centre in the future. The pm journey delays are predicted to reduce, principally due to network improvements being offered and amount to reductions per vehicle of approximately 70 seconds in Castle Hill/Street and 5 seconds on Hale Road, East Street and South Street.

- In general terms, the development trips have a greater impact in the pm peak with the alterations to the highway network not causing too much difference to traffic flow compared with the base model. In the am peak, however, the additional significant delay is greatly attributed to the highway changes rather than the trips generated by the development.

These issues and potentially negative impacts have to be carefully considered against the following summary of the transportation benefits and opportunities flowing from the development:

- The improvement of safety and conditions for pedestrians and cyclists at specific junctions,
- the improvement of conditions in East Street, and at the historic core,
- the provision and improvement of routes for cyclists,
- the improvement of facilities for passenger transport users,
- the implementation of a Park and Stride scheme for the town,
- the investigation of further traffic reduction possibilities within the town centre,
- the implementation of bus priority measures at traffic signals

It is the County's view that these direct and indirect benefits sufficiently mitigate the adverse impacts outlined above, although it is accepted that even with these arrangements there will be an increase in delays for some journeys."

10.122 Any impacts that do occur need to be balanced against the significant benefits likely to arise to conditions for pedestrians, cyclists and public transport users through the pedestrianisation of East Street itself. 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. Future improvements to facilities for pedestrians within central Farnham are likely to require much more detailed study before implementation but the measures introduced as part of the East Street scheme are seen as a useful first step to realising these benefits whilst at the same time realising the maximum possible beneficial use of the East Street site in accordance with the Planning Brief. The diversion and stopping up of footpaths should be the subject of orders under section 257 of the Town and Country Planning Act 1990 (as amended).

10.123 Car parking provision has been a major point of objection. A total of 243 car parking spaces are to be provided for the residential units. This is on the basis of 1 space per dwelling and 3 spaces for the car club. 183 public parking spaces are to be provided. This represents a reduction of 39 spaces compared to the existing permanent public car park spaces on the site. The temporary car park on the former cinema site is not included as permanent public car parking and is therefore discounted. There is also a close relationship with the separate planning application at Riverside (WA/2007/1967) for tennis courts and an extension of the public car park by 198 spaces. The following table illustrates what exists and is proposed

	Existing	Proposed
Dogflud Way public car park	235	183
South Street public car park	224	217
surplus/deficit		-59
Riverside (application WA/2007/1967)	104	302
Total public car parks	563	702
surplus/deficit		+139
Other parking		
Former cinema site car park	75	0
Gostrey Centre	12	0
Residential	n/a	240
Car club	0	3

10.124 The table shows that provision for public car parking on the application site itself will be reduced by 59 spaces but the resulting figure of 400 spaces accords with the Council's Development Brief that required a minimum of 400 public parking spaces to be provided. The separate proposal at Riverside, which it is envisaged would meet the public parking need during the construction period, would address the deficit of 59 spaces and provide an additional 139 spaces. The car park at Riverside is not ideally located for the

whole of the town centre but is considered to be within reasonable walking distance of the application site and the eastern end of the town centre. Its provision would also fit within the “Park and Stride” concept advocated in Farnham sustainable town initiative.

- 10.125 The non-replacement of the former cinema parking is wholly reasonable since it is not permanent provision for the public. The existing provision at the Gostrey Centre is not being replaced. The applicants’ consider that the provision for public car parking on the site, in their view, 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. Surrey County Council agree with the car parking proposals. The applicants point out that PPS 3 and PPG13 outline 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’.

- 10.126 Objectors have raised strong concern about the car parking arrangements and the fact that existing parking provision on the site – the former cinema site and at the Gostrey Centre – will not be replaced. This amounts to 87 spaces. The concern is that additional provision at Riverside is not as convenient to the town centre and the alleged under provision and parking associated with the new retail/leisure uses will exacerbate parking difficulties in the town. Set against that strong local concern is the fact that SSP policy DN3 promotes reducing land used for car parking and national planning policy requires the reliance on the private car to be discouraged and in that respect it is considered that the proposals strike the right balance. In the light of national planning guidance and the advice of the Highway Authority there are no planning grounds to conclude that the proposed parking arrangements are deficient.
- 10.127 Secure cycle storage is provided throughout the development for both residents and users in accordance with the relevant County Standards contained within *‘The Parking Strategy for Surrey’*. Adequate means of servicing commercial uses and residential dwellings have been provided as outlined in the TA in accordance with WBLP Policies TC15 and M17.
- 10.128 Whilst there is considerable local scepticism about and objection to the transport and parking implications of the development it is clear that the relevant and competent highway authority have no objection to the proposals. However the Highway Authority acknowledge the traffic congestion and adverse impact of existing traffic trying to access current parking facilities, within the town but firmly advise that a development of this scale, should not be expected to rectify all transport related problems, and should only be required to provide an equivalent mitigation to any net impact it may impose. It is considered that the transport proposals for the East Street development site represent an acceptable package, will not give rise to significant detrimental effects and will mitigate the net impact of the development. The package of transport infrastructure improvements being proposed would need to be included in a formal agreement and conditions imposed on any

permission granted. In the light of SCC's recommendation it is considered that the proposal would not conflict with SSP policies DN1 –5, and WBLP policies TC13, M1, 2, 4, 5 9, 10, 14, 15 & 17.

Conclusion: Transport and accessibility issues

Having regard to the advice and recommendation of the Highway Authority, it is considered that the traffic effects of the development can be mitigated and accommodated within the proposed modified highway infrastructure. There are therefore no planning grounds for concluding that the development would have an unacceptable impact on the local traffic and transport system in Farnham. The diversion and stopping up of footpaths should be the subject of orders under section 257 of the Town and Country Planning Act 1990 (as amended).

Environmental Impact

10.129 The environmental impact of the development has been addressed through a comprehensive Environmental Statement that addressed the following matters

- Site Context
- EIA Scoping and Methodology
- Policy Context
- Alternatives
- Landscape and Visual Assessment
- Built Heritage
- Noise and Vibration
- Air Quality
- Ecology
- Transportation and Accessibility
- Microclimate
- Hydrogeology, Geology & Contamination
- Hydrology & Flood Risk
- Socioeconomics
- Archaeology
- Construction Methods & Effects
- Interrelationships & Cumulative Effects

10.130 All these issues concern the development as a whole. The environmental issue that has been the most significant is hydrology and flood risk. For a number of years the Environment Agency had been working to a maximum flood risk level of 63.5m above Ordnance Datum. In April they required the flood risk level to be increased to 64m. This has required the applicants to remodel their Flood Risk Assessment and following detailed discussions with the Environment Agency a revised Flood Risk Assessment was prepared and consequent amendments to the development proposal submitted in August. These have been the subject of formal consultation with the Environment Agency and were publicised.

- 10.131 The Environment Agency has confirmed that it has no objection to the Flood Risk Assessment and the revised measures to deal with flood risk, surface water drainage, floodplain compensation and groundwater subject to conditions being imposed on any planning permission that is granted.
- 10.132 The Environment Agency had expressed initial concerns about Land Contamination and Biodiversity and Ecology. It has been established that subject to appropriate conditions the Agency has no objection on contamination grounds. Similarly the Agency has suggested that subject to appropriate conditions it would have no objection on Biodiversity and Ecology grounds.
- 10.133 One aspect that should be emphasised is the issue of Air Quality. Currently the Council's air quality monitoring in Farnham town centre has shown that there are high NO₂ concentrations in Farnham. Objectors are concerned that this will be exacerbated by the development. The key points to bear in mind are that:
- the provision of residential development in the town centre reduces the reliance on the private car
 - town centre residents have less need to travel by private car than residents of an equivalent number of dwellings elsewhere in Farnham.
 - the overprovision of public car parking could encourage more private cars into the town increasing NO₂ emissions
 - there is a clear planning policy preference to locate new residential development as close to essential services as possible In order to reduce the reliance on the private car for transport
- For these reasons it is considered that the potential impact on NO₂ emissions is acceptable.
- 10.134 The environmental statement concludes that the redevelopment proposals have been designed to either avoid or control adverse environmental effects, or to provide measures to alleviate or compensate for them where they would occur (known as 'mitigation measures'). The likely effects of the proposed redevelopment on people as well as on the built and natural environment are therefore acceptable.
- 10.135 The Farnham Theatre Association objects to the submitted Environmental Statement 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. This objection represents a detailed criticism of the listed building statement but does not actually provide any objections to the Environmental Statement. Therefore officers do not regard the alleged inaccuracies and omissions in the listed building statement as rendering the Environmental Statement defective.
- 10.136 The United Voice of Farnham objects to the submitted Environmental Statement on the grounds that the approach adopted by the Council when addressing the likely impact created by the residential element of the development on the nearby SPA is not lawful. The objection is founded on Hart Borough Council's Dilly Lane High Court challenge and could mean that

the draft Interim Strategic Delivery Plan (ISDP) agreed by ten planning authorities and Natural England would fail to negate the need for an appropriate assessment. Hart Borough Council's challenge in the High Court failed and officers remain confident with the Council's, and Natural England's, approach to assessing the environmental effects on the SPA.

- 10.137 It is considered that the Environmental Statement has followed the Scoping Opinion issued in December 2007 and satisfactorily dealt with the issues identified.
- 10.138 Based on the consultation responses received it is considered that the Environmental Statement has adequately explained the environmental implications and proposed acceptable mitigation measures. In this respect the aims of SEP policies NMR1, 3 and 7 SSP policy SE1 and WBLP policy D3 are considered to be met.

Conclusion: Environmental Impact

The environmental impact and the mitigation of effects are considered acceptable in the context of the development of brownfield land in a town centre location. Any adverse environmental effects are reasonable consequences of development and are likely to be less than the impact and consequences of undertaking an equivalent development elsewhere in Farnham.

Open space and public realm

- 10.139 Policy H10 (a) & (b) of the WBLP addresses amenity and play space in housing developments. There are no set standards for garden sizes (WBLP, para. 6.74) but part (a) of Policy H10 requires that a usable 'outdoor area' be provided in association with residential development. "Appropriate provision for children's play" is required. Paragraph 6.72 of the WBLP accepts that for developments of flats this outdoor area can be provided as 'communal' areas where 'private' gardens cannot be provided.
- 10.140 The East Street scheme provides both 'private' and 'communal' outdoor amenity areas in accordance with Policy H10 (a) of the WBLP. For the majority of the proposed dwellings this is through provision of balconies, terraces and roof gardens. Where outdoor space is private or communal, this is designed to be "defensible" and clearly belonging to the residents of the development rather than being accessible by the public at large.
- 10.141 In addressing WBLP Policy H10 (b), only a small number (21 dwellings in blocks D4A, B and C that all have private terraces, balconies and gardens) could be classified as 'family-dwellings'. Such a low number of family dwellings would not warrant the provision of a children's play area. Only informal play areas are proposed and no specific facilities (such as a LEAP) for organised children's play are proposed. If a LEAP were proposed the only site for it would be within the new Brightwell Garden where it would be out of

place with the design concept for the garden. The development provides a significant level of open “informal” play areas and S106 contributions, as suggested by Sport England, will assist in the provision of more “formal” sport and recreation in the local area. The nearest local park (Victoria Park) is located 200m to the west of the site and provides significant formal and informal play spaces for all ages of children.

- 10.142 There are objections to the lack of provision of a children’s’ play area but in view of the low level of provision of family sized units it is considered that the provision of a children’s’ play area within the development is unnecessary. Although this is contrary to policy H10 it is considered that the approach is reasonable and a commuted payment in lieu of on-site provision is acceptable.
- 10.143 A calculation of the amount of leisure/open space in all forms provided within the site concludes the site currently contains approximately 1.5ha of communal land, which is the equivalent of approximately 35% of the overall site. This is a very high proportion for a town centre location. The proposal will result in a Town Square of 1,280m² and public gardens and enhanced riverside open space of 9,600m² (total 10,880m²). This compares to 10,050m² of existing public open space, not including the bowling green and tennis courts that had/have restricted access. The provision for public open space therefore represents an 8% increase in public open space. Objectors on the other hand consider that the proposal reduces the value of Brightwell Gardens and represents a reduction in public open space. Those objections are unfounded once the correct assessment is made as to what constitutes and does not constitute public open space. It is considered that the provision of public open space linking the development through to the River Wey accords with the principle of WBLP policy BE1. The impact of the development as a whole on the River Wey corridor would not conflict with the aims of SSP policy SE10 and WBLP policy C12.
- 10.144 WBLP policies D4 and TC8 require adequate amenity space around development open space to be provided in development. The applicants’ landscape strategy highlights the value of green spaces being provided in development and these are an important integral part of the scheme.
- 10.145 A tree condition survey has been produced and 100 trees on the site have been assessed – see paragraphs 3.20/21 above. 76 of the 100 trees were of very limited value and life expectancy or dead. Only 13 existing trees are being retained. 6 of the 7 category A trees, those of high quality and value with a substantial contribution of 40+ years are incorporated within the development, 4 of the 17 category B trees, those of moderate quality and value with a significant contribution of 20+ years are being retained and 3 of the 76 category C & R trees, those of the lowest quality and value and a contribution of 10 years are being retained.
- 10.146 The applicants state that the choice of trees to be retained has been based on their condition, future length of life, contribution to the character of the area and relationship with the proposed development. However that is not entirely clear from the submitted information. What has not been addressed are the implications of the development on the retained trees given the significant

changes to the site and the surroundings to trees being retained within the built form. This information would usually be required as part of a detailed planning application and not reserved for subsequent submission and approval. Whilst this is the ideal arrangement, the scale of development makes this difficult to insist on and the fall back of using a condition to ensure these issues are addressed is recommended.

- 10.147 Ten of those trees being kept make an existing and future contribution to the character of the area and have a long life expectancy. The other three are to be found in the riverside area and their lack of long-life expectancy is not critical. A landscaping scheme and tree planting schedule has been developed and submitted to complement the development, enhance green spaces and better relate to the final development. 80 trees are being felled but this should be considered in the context of at least 102 trees being planted throughout the development. These should have long life potential and complement the buildings and open spaces. The trees will therefore have a future amenity value that the majority of those being felled don't have. Whilst, strictly speaking, the numerical loss of such a number of trees conflicts with the letter of WBLP Policy D7 the fact that the majority have limited life expectancy and value is a strong mitigating factor. The wording of other relevant policies relating to trees and development (SPP Policy SE9 and WBLP Policy D4) allow consideration of the relative merits of new planting schemes against retention of existing.
- 10.148 There remains a requirement to provide an Arboricultural method statement to satisfy the Arboricultural Officer's concern. The development as a whole will significantly improve the streetscape and appearance of the area. The loss of trees, many of which are of little amenity value, is off-set by the significant number of new trees to be planted throughout the scheme. Together, these factors are compelling material considerations which outweigh the solely judging the application against WBLP Policy D7
- 10.149 The design of green spaces, the pavements and hard surfaces of the town square and the surrounding spaces contribute significantly to the character of the development as a whole. The hard landscaped public areas have been designed in conjunction with the adjoining buildings, using materials, which enhance their setting. Hard and soft landscaping has had full regard to the needs of people with disabilities in accordance with WBLP Policy D9.
- 10.150 Paragraphs 10.35 – 10.36 above explain the applicants' approach to public art in the public realm. The proposals are considered appropriate and will need to be the subject of detailed consideration in due course.

Conclusion: Open space and public realm

It is considered that the provision for public open space is welcome in the context of this town centre location and the planning need to maximise the development potential. The new public open space is of a form that will embrace a variety of uses and complement the development. Provision for a children's play area is not regarded as being essential in this case. The loss of trees, the majority of which have very short useful lives, is balanced by the quality of the landscaping scheme that will provide a long-term enhancement of the area.

Nature Conservation

- 10.151 The East Street, Farnham site is located approximately 2.5km south of the Thames Basin Heaths Special Protection Area (TBH SPA) and Sites of Special Scientific Interest. The impact of the proposed development upon the SPA - in particular the interests of the protected species: Woodlarks, Nightjars and Dartford Warbler as well as other ecology issues was fully assessed as part of the EIA process (see Chapter 11 of the Environmental Statement). In February 2007, WBC adopted a Mini Mitigation Plan pursuant to its legal obligations under the Natural Habitats Regulations. The Miniplan is a material consideration in the determination of planning applications.
- 10.152 The Miniplan has the support of Natural England who produced their own Draft Delivery Plan (May 2006) aimed at safeguarding the SPA through developing and establishing a strategic, sub regional approach to mitigate the impact of housing across all 15 local planning authority areas affected by the SPA, consistent with the law and planning policies. Work is currently taking place on a TBH Joint Strategic Partnership to agree the long-term protection of the SPA.
- 10.153 Under the Habitats Regs, WBC is the 'competent authority' to consider applications for development which are 'likely to have a significant effect upon a European Site', of which the TBH SPA is one. On completing a Habitats Directive Assessment (which incorporates an appropriate assessment) of such a development proposal, the Council shall agree to a plan or project (such as an application for residential development) only after having ascertained that it will not adversely affect the integrity of the European Site. In this respect the applicant has followed the recommendations and mechanisms contained in the Waverley Mini-mitigation Plan and has offered a financial contribution towards the improvement of access and facilities at Farnham Park, located to the north of the East Street site
- 10.154 SSP policies SE6 & 7 and WBLP policy D5 require development to take account of nature conservation issues and retain any significant features of nature conservation value. There should not be any material harm to protected species or habitat and development should enhance existing and provide new wildlife habitats. Development that has any adverse effects on nature conservation issues will only be permitted if mitigating measures can be put in place to prevent damaging impacts.
- 10.155 Chapter 11 of the Environmental Statement deals at length with ecological issues. A development of this size will clearly have some impact on ecological interests. The scale of that impact is assessed as neutral or slightly adverse. The latter impact concerns:

River Wey-North SNCI (construction & operation)
Habitats in buildings and hardstandings (construction)
Running water habitats – River Wey (construction & operation)
Marginal vegetation habitats (construction & operation)
Broadleaved scattered trees (construction)

Amenity grassland (construction)
Dense/continuous scrub (construction)
Scattered scrub habitats (construction)
Hedges, Ephemeral/Short perennial and introduced shrub habitats (construction)
Bats (construction)
Water Vole (construction & operation)
European Otter (construction)
Kingfisher (construction)
Red list birds (construction)

There would be a slightly beneficial impact for invertebrates in the operation of the development.

10.156 Mitigation measures to off set the impact include the erection of bat boxes, a 3m buffer zone along the River Wey to protect water vole habitat, sparrow terraces on buildings and bird boxes. Further mitigation will include a construction Ecological Management Plan, to promote the nature conservation interests of the land within the development site. The approach to nature conservation accords with SSP and WBLP policy and PPS9 advice.

10.157 Natural England advise that they have no comments to make on the planning application with regard to the SPA. This is on the understanding that the proposals are meeting the requirement of the Miniplan, and that there is sufficient capacity to absorb the additional dwellings. The position with the Miniplan has been investigated and it has been confirmed that sufficient capacity exists to accommodate the number of dwellings proposed. The capacity calculations are as follows:

		Balance
Farnham Park Suitable Accessible Natural Green Space (SANGS) capacity	10.9 ha	
Land already used (228 dwellings)	4.4ha	6.5ha
East Street development (239 dwellings)	4.6ha	1.9ha
Available capacity		1.9ha

The available SANGS capacity is equivalent to a further 99 dwellings within the miniplan area.

10.158 The applicants will provide financial contributions towards mitigation measures in accordance with the WBC Miniplan and Interim Avoidance Strategy. It is considered that with the mitigation measures in place, the development will have no unacceptable impact upon ecological interests of acknowledged importance and will therefore accord with the provisions of PPS 9, SSP Policy SE1 and WBLP Policies C10, C11, D5.

- 10.159 Natural England has welcomed the biodiversity enhancement measures within the application proposals and requests that these form part of the conditions, if the Council is minded to grant permission. They would like both the Environment Agency and Surrey Wildlife Trust to be fully satisfied with any measures proposed to avoid adversely affecting the River Wey SNCI. To this end we recommend that a. This may form part of the Construction Environmental Management Plan (CEMP). Surrey Wildlife Trust have some concerns about the impact of development and the future use of the site, particularly for the riverside area, will impact adversely on wildlife, including legally protected species. It is considered that these concerns can be addressed in planning conditions.

Conclusion: Nature Conservation issues

The proposal includes appropriate arrangements to mitigate the impact of development on the nature conservation interests of the site and its immediate surroundings. In addition the mitigation of the impact on the Thames Basin Heaths SPA will be secured through financial contributions and planning conditions.

Sustainability

- 10.160 The applicants' submitted Sustainability Statement and appendices explains how sustainability principles are proposed to be met within the scheme throughout the demolition, construction and operational phases of the development. The proposed scheme has been developed in accordance with the following sustainable objectives:
- re-use of previously used, brownfield land;
 - conserve energy, materials, water and other resources;
 - ensure designs make the most of natural systems both within and around the building;
 - reduce the impacts of noise, pollution, flooding and micro-climatic effects;
 - ensure developments are comfortable and secure for users;
 - conserve and enhance the natural environment, particularly in relation to biodiversity;
 - promote sustainable waste behaviour in new and existing developments, including support for local integrated recycling schemes; and
 - Integration of Combined Heat and Power.
- 10.161 The Appendices to the Sustainability Statement cover the SEEDA Sustainability Checklist, the Code for Sustainable Homes and a BREEAM assessment for the Retail elements. They demonstrate that the development would meet the aims and objectives of the Planning and Climate Change supplement to PPS1 published in December 2007. It is considered that the development would therefore comply with SEP policy CC4.

Conclusion: Sustainability

The proposals incorporate sustainable development principles and respond positively to national and regional policy and guidance.

Sustainable energy

- 10.162 SSP policy SE2 requires that all new development should incorporate renewable energy proposals to reduce energy consumption by 10%. In plain terms this means that the energy consumption level of the development should be calculated and then renewable energy measures incorporated to reduce energy consumption. The same 10% figure is included in SEP policy EN1.
- 10.163 The sustainable energy issues have been the subject of evaluation by external consultants and discussion with the applicants. They argue that a better approach than policy SE2 is to focus on carbon reduction. They argue that their approach would produce a greater reduction in carbon emissions than the SE2 10% reduction through renewable energy measures.
- 10.164 SEP policy EN2 promotes the use of combined heat and power (CHP) in large-scale developments and this has been incorporated in the development. The space to be provided for the CHP plant has been designed to accommodate renewable energy sources in the future.
- 10.165 Officers are persuaded that focussing on carbon reduction is the correct approach and reflects current Government and industry thinking. The applicants have demonstrated that by investing in a higher specification Combined Heat and Power plant (CHP) together with a design approach to control heating and lighting that this produces a significant reduction in carbon footprint of 25% and this is well over and above the Councils normal approach. However to ensure that this is delivered conditions will be needed to be imposed to ensure that
- (i) all the buildings are constructed to Code level 3, and
 - (ii) the higher specification CHP plant is installed.

Conclusion: Sustainable energy

SEP policy EN1 and SSP policy SE2 are not met because the scheme does not contain 10% renewable energy technology. However Officers are persuaded that the applicants' sustainable energy approach has a lesser carbon footprint than would be the case if it was policy EN1/SE2 compliant and is thus preferable.

Other issues

- 10.166 The development also includes the demolition of the Gostrey Centre and its replacement with a new larger centre as part of Building D20. The Gostrey Centre is a community facility subject to policy CF1. It is understood that the replacement Gostrey Centre is acceptable to its operators and it will remain in the town centre and continue to provide an accessible facilities for users. The proposal to replace the existing facility with alternative facilities complies with SSP policy DN12 and WBLP policy CF2.
- 10.167 The development involves residential development at a density compatible with a town centre location. This has amenity implications for the proposed dwellings as well as those that adjoin the site. Residents of the proposed flats will have outdoor private amenity space made up of balconies and roof terraces and communal roof gardens and ground floor space. They will also have access to the public open space included in the application site and public open space elsewhere in the town. Environmental Health has made comments about the interrelationship between some of the residential units and other uses. There will undoubtedly be some instances where other uses such as bars and cafes will have an impact on residents of the flats but this would be no different than in any other town centre location. It is considered that the future residents will have an appropriate standard of amenity commensurate with a mixed-use town centre development of this genre.
- 10.168 There are existing dwellings adjacent to the site in the form of flats over shops, Falkner Court and residential units at Kent Court, the latter being on the corner of Dogflud Way and East Street. It is considered that the impact on the amenity of existing adjacent dwellings will be significant during the site preparation and construction phase but this is an inevitable consequence of any development permitted on the site. Once any development has been constructed and brought into use the impact on the amenity of flats over shops should be no different to that which can reasonably be expected in a town centre location. The accommodation at Falkner Court has been designed and built with corridors on its north facing elevation with individual units having their windows facing southwards. This will mean that the amenity enjoyed by the residential units themselves is unaffected but the outlook from corridor windows will be towards building D20. Kent Court is affected by the residential development of building D15 and the access and the proposed service road between Dogflud Way and East Street. The relationship of the development with Kent Court is considered to acceptable in the context of a town centre location. Overall the proposal would not compromise existing or proposed residential amenity to any unacceptable degree.
- 10.169 In the event that planning permission is to be granted planning and highway agreements will be required. The Heads of Terms for those agreements are set out in appendix H. The Transportation package is agreed between the parties. However detailed discussions remain to be had with consultees and the applicants on the scale of financial contributions being sought and their appropriateness. The outcome of those discussions, the settling of appropriate financial contributions and the precise details of the planning agreement would be reported to Western Planning Committee in due course.

11.0 Conclusion

- 11.1 The proposal represents the culmination of the efforts for at least ten years to secure the regeneration of the East Street site. As recorded in paragraph 10. 2 above section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that an application for planning permission be determined in accordance with the relevant policies in the Plan, unless material considerations indicate otherwise.
- 11.2 The proposal is considered to accord with the principles of the Development Plan as well as national and regional planning policy and guidance. It is acknowledged that many objectors consider that the proposal does not accord or conflicts with the policies of the development plan but this is not the view of your officers and the strategic planning consultees. There are instances where the proposals do not entirely accord with policy but these concern minor issues (eg loss of trees policy D6, no children's play area policy H10) where a degree of flexibility within the decision making process can be accepted. Such flexibility can be justified by the wider planning and environmental benefits of the scheme as a whole.
- 11.3 There is considerable local objection to aspects of the proposal including the quantum of development, its height, mass and bulk, the traffic transport and parking implications, the loss of the former Redgrave theatre and the implications for the character and appearance of the town as a whole. These have been explained above. On the other hand these views and opinions are not shared by all, including the statutory and non-statutory consultees and your officers.
- 11.4 The following sets out the main arguments for and against the development proposals are:

Arguments for development:

Redevelopment of an under-used site within the town centre
Revitalisation of East Street
Sustainable development in a highly sustainable location
Additional retail space in a modern building format
239 dwelling units of which 30% are affordable dwellings
New entertainment and leisure facilities in the form of cinema, cafes/restaurants/bars
Inclusion of a leisure development with a wide appeal
Replacement public gardens and new town square as enhancements to the public realm
Two outdoor areas for public events
Restoration and new use of Brightwell House in a new enhanced setting
Revised traffic management measures for the town
New and enlarged Gostrey Centre
Reinforcement and enhancement of Farnham's town centre facilities to the benefit of other businesses and services
Additional public car parking facilities arising from the related proposals for Riverside
Improved cycle and pedestrian links

Possible catalyst for refurbishment or redevelopment of Woolmead

Arguments against:

Additional development in the town centre that others perceive as likely to cause traffic, parking and congestion problems for the future
Modern building forms close to a Conservation Area
Reduction in on-site public car parking provision
Loss of local historic features eg Brightwell Cottage and garden walls.
Loss of a large number of trees
Loss of the former theatre and a valued entertainment venue
No proposals to refurbish or redevelop Woolmead
Loss of the bowls club and relocation of tennis club
Loss of Brightwell Garden and open space in its present form

11.5 The following conclusions can also be reached in respect of the Council's planning objectives contained in paragraph 4.3 of the February 2000 Planning Brief:

a) ensure that proposals are of an appropriate scale and of the highest quality of design and that they will positively contribute to the local townscape.

It is considered that the scale and design of the proposals meet this objective, particularly in the context of National Planning Policy, despite the strongly held views of some Farnham residents and that overall the development will positively contribute to the local townscape.

b) secure a balanced mix of appropriate town centre uses to inject 'life' and 'vibrancy' to the brief area including retail, leisure, residential, commercial and community uses.

The list of uses was preferred uses. The development has an appropriate balance and mix of uses and should inject 'life' and vibrancy to the area. The omission of offices and a hotel does not weaken the development or undermine this objective.

c) ensure that a significant area of landscaped public open space is retained running through the core of the site.

This objective is met through the incorporation of a very significant element of public open space from Brightwell House to the River Wey and new Town Square.

d) improve pedestrian linkage between the site and the central area

The pedestrian links meet this objective.

e) ensure that revitalisation can take place within a reasonable time span and in a co-ordinated manner

The timescale for undertaking the development is reasonable and realistic and is planned to be completed in one phase.

f) enable improved public transport facilities and access to be provided to serve the East Street area as well as the central area.

The proposal takes account of the need to maintain public transport access to East Street and the pedestrianisation proposals have been designed to ensure integration with the central area.

11.6 Farnham is an historic market town surrounded by development pressures. It also lies in the midst of a group of towns that have seen or will see significant town centre development – eg. Basingstoke, Camberley, Guildford, Aldershot, Farnborough and Bordon/Whitehill. The East Street proposal is the one opportunity for complementary modern development in the identified town centre to maintain and raise Farnham’s retail offer. Town centres, including historic market town centres, are the focus of a whole host of activities and the proposed mixed-use development wholly accords with the concept of maintaining and enhancing town centres for all. The development as a whole provides opportunities for shopping and leisure in both the day and the evening and bringing vibrancy to this moribund part of the town as well as providing much needed additional dwellings. The town centre location strongly mitigates the impact on the highway network and accords with the principles of locating development in sustainable locations.

11.7 It is considered that the proposals closely accord with the objectives of the Planning Brief. Furthermore there are very significant wider regeneration benefits associated with the proposal that outweigh the consequences of the development. The primary planning issue with any development of the East Street site is balancing compliance with national, regional and local planning policy with local context. Whilst there is a strongly held local view that the proposals are unacceptable officers do not agree that there is sufficient justification or demonstrable planning harm when measured against National and Local Planning policy to recommend refusal of the application. For the planning reasons explained above it is considered that these issues are not sufficient to warrant refusal of permission.

RECOMMENDATION:

That having regard to the environmental information contained in the application, the accompanying Environmental Statement and responses to it, together with proposals for mitigation of environmental effects it is recommended that subject to

- 1) the referral of the application to the Government Office for the South East under the Shopping Direction and because the application is
 - (a) accompanied by an Environmental Statement and
 - (b) because the following policies SEP EN1, SSP SE2 and WBLP D7, H10, BE1, are not complied withand provided that no direction is received calling-in the application for determination by the Secretary of State for Communities and Local Government, and

- 2) the making of Orders, as necessary, for the diversion and stopping up of footpaths under section 257 of the Town and Country Planning Act 1990 (as amended).
- 3) completion of appropriate planning and highway agreements, as set out in the draft heads of terms at appendix H, concerning:
 - (a) provision of affordable housing
 - (b) provision and maintenance of open space, town square etc
 - (c) infrastructure contributions (education, CCTV, Open Space)
 - (d) Thames Basin Heaths SPA mitigation contribution
 - (e) financial contribution towards sport and leisure
 - (f) financial contribution in lieu of on-site provision of children's playspace
 - (g) funding and making highway orders
 - (h) funding further transport studies
 - (i) on site highway, cycle and pedestrian works
 - (j) off-site highway works
 - (k) intelligent bus service information systems
 - (l) provision and maintenance of a car club
 - (m) Residents and employers Travel Plans and provision of Travel Co-ordinator
 - (n) any other requirements

the precise details of any such planning agreement being agreed by the Western Area Planning Committee, then

- (3) **Planning permission be granted subject to the conditions**, and any other necessary conditions, in appendix G.

SUMMARY OF REASONS FOR GRANTING PERMISSION

The development hereby granted has been assessed against the policies of the South East Plan, Surrey Structure Plan, Waverley Borough Local Plan and National Planning Policy Statements and Guidance. Regard has been had to the Environmental Statement that accompanies the application and material planning considerations, including consultee responses and third party representations. It has been concluded that the development would not result in any harm that would justify refusal in the public interest.

APPENDIX A

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 <u>(amended by addendum report)</u>	December 2007 September 2008
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	
<u>Energy Statement – Executive Summary</u>	<u>May 2008</u>
Statement of Community Involvement	January 2008
Environmental Statement Non-Technical Summary	January 2008
Environmental Statement: Main text	January 2008
Environmental Statement: Figures and appendices	
<u>Environmental Statement addendum</u>	<u>August 2008</u>
Listed Building Proposals report	January 2008
<u>Statement of Community Involvement Update</u>	<u>May 2008</u>
<u>As amended in August 2008 by plans, revised Flood Risk Assessment and consequential addenda to originally submitted documents</u>	

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 outdoor performance area 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

Secretary of State's proposed changes to the South East Plan

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
Waverley BC	<u>Chase and Partners Retail Study of Waverley Borough Sept. 2008</u>

Farnham Conservation Partnership's 'Farnham Conservation Area Appraisal'

Farnham Health Check

DEVELOPMENT PLAN POLICIES (from 27 September 2007)

Draft South East Plan (note: the Secretary of State's proposed changes are included in italics)

- 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. (SoS changes: add *Design* to the title and the use of energy supply from decentralised and renewable or low carbon sources).
- CC8 SoS mods: new policy Green Infrastructure – Local authorities should work together to provide and manage accessible multi-functional green spaces.
- 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. (SoS changes: policy renumbered as SP3)
- 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. (SoS changes: policy renumbered CC6 with *Sustainable Communities* in title and encourages innovative design, accessibility, social inclusion, environmental sensitivity and crime reduction).
- 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.
(SoS changes: no substantial change).
- 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. (SoS changes: deleted on the grounds of repetition).
- H4 Affordable Housing –sets out that LDFs will set targets for the delivery of affordable housing based on 25% provision of social rented dwellings and 10% of other forms of affordable dwellings. (SoS changes: policy renumbered H3.).
- H5 Housing Density and Design - 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. (SoS changes: *Design added to title, with regional target of 40dph and advice for higher densities in areas of high accessibility*).

- H6 Type and size of new housing – encourages a mix of housing type and size (SoS changes: *policy renumbered H4*).
- T1 Manage and Invest, T5 Mobility Management (SoS changes: *policy renumbered T2*). and T7 Parking (SoS changes: *policy renumbered T4* - 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 (SoS changes: *River quality management taken out to form new policy NMR2*).
- 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 flood zones 2 or 3 areas at risk of surface water flooding 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. (SoS changes: *policy renumbered NMR4*).
- NRM6 SoS changes: *new policy Thames Basin Heaths SPA – new residential development to demonstrate adequate measures to avoid and mitigate any potential adverse effects.*
- NRM7 Air Quality - outlines ways in which development control can help to achieve improvements in local air quality. (SoS changes: *policy renumbered NMR4*)
- 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 1,000m² and the attainment of high energy efficiency ratings. (SoS changes: *policy renumbered NRM11 and amended to include promote and secure greater use of decentralised and renewable or low carbon energy in new development. The 10% threshold to remain until LDF's adopted*).
- 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. (SoS changes: *policy renumbered NRM12*).
- 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. *(SoS changes: wording expanded in line with CABE's suggestions and using planning applications to promote significant improvement).*
- 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. *(SoS changes: policy deleted, adequately addressed elsewhere).*
- TC2 Strategic Network of Town Centres - explains that Farnham is a 'Secondary Regional Centre'. *(SoS changes: Farnham to be deleted as a 'Secondary Regional Centre').*
- TC3 New Development and Redevelopment in Town Centres - Encourages new development and redevelopment in town centres listed in Policy TE2. *(SoS changes: policy renumbered TC2 and accepts that other centres not listed in TC1 may have an important role in meeting local needs. There will be a need to consider whether there is a need to rebalance the network of centres).*

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, and 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 165m². 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>PPS1 Sustainable Development 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"> • social progress recognising the needs of everyone • effective protection of the environment • prudent use of natural resources • maintaining high and stable levels of economic growth and employment <p>Planning should facilitate and promote sustainable and inclusive patterns of development by:</p> <ul style="list-style-type: none"> • Making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life, • Contributing to sustainable economic development • Protecting and enhancing the natural and historic environment, the quality and character of the countryside and existing communities, • Ensuring high quality development through good an inclusive design and efficient use of resources • 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.
<p>PPS3 Housing 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"> • plan to meet the housing requirements of the whole community including those in need of affordable and special needs housing, • provide a wider housing opportunity and choice and better mix in the size, type and location of housing and create mixed communities • provide sufficient housing land giving priority to re-using previously developed land • creating more sustainable patterns of development by exploiting accessibility by public transport • making more efficient use of land by reviewing planning policies and standards • place the needs of people before ease of traffic movement in residential design • seek to reduce car dependence by facilitating more walking, cycling and improving linkages to public transport • promoting good design in order to create attractive, high

	<p>quality living environments</p> <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>PPS6 Planning for Town Centres</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"> • Planning for growth and development of existing centres • Promoting and enhancing existing centres and focussing development in such centres • Encouraging a wide range of services in a good environment, accessible to all • 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 • Supporting efficient, competitive and innovative retail, leisure, tourism and other sectors • Improving accessibility and ensuring new development is or will be accessible and well-served by a choice of means of transport <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>PPS9 Biodiversity and Geological Conservation</p> <p>August 2005</p>	<p>Government guidance on conserving and enhancing biological Diversity with the broad aim of minimising impact and</p> <ul style="list-style-type: none"> • enhancement where ever possible through:promoting sustainable development by ensuring biological and geological diversity are conserved and enhanced, • conserving, enhancing and restoring the diversity of English wildlife and geology, • contributing to rural and urban renaissance.
<p>PPG13 Transport</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>PG15 Planning & the Historic Environment</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>PPG16 Archaeology and planning</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>PPG17 Planning for Open Space, Sport & Recreation</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"> • 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, • promoting social inclusion and community cohesion, • health and well being and • promoting more sustainable development.
<p>PPS22 Renewable Energy</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>PPS23 Planning and Pollution Control</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>PPG24 Planning and Noise</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>PPS25 Development and Flood Risk</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.

South East Regional Assembly (SERA)

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 T13 of 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 BE1 of 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.

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

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 Brightwell 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.

Comments on amended plans and documents

Our previous comments on the current scheme for East Street (under reference WA/2008/0279), which is a revised scheme, were contained in our letter dated 1 April 2008. Our view of the scheme at that time was that the development as proposed would be likely to 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, in our view, provided that the Borough Council was satisfied that the scheme fully met with the requirements of the Development Brief for the East Street Area of Opportunity, no strategic planning objection need be raised to the principle of redevelopment under the spatial strategy of the saved Surrey Structure Plan, including policies concerning mixed-use schemes, housing and redevelopment within town centres. In addition we referred to further archaeological assessment. We had 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 could be satisfactorily secured through conditions or terms of agreement within a Planning Obligation.

We also noted that, at the time, transportation and parking issues remained to be resolved to the satisfaction of the County's Transportation DC Group.

Current amendments and submissions

The amendments are in relation to the various supporting documents and reports including the submitted Environmental Statement and Flood Risk Assessment submitted in response to the Environment Agency's request to increase flood risk protection. There are minor amendments to above ground proposals and the proposed built development. We therefore have taken note of the Framework Document Addendum incorporating the Design and Access Statement Addendum, plus changes to flooding references with the Environmental Statement etc.

The following are again informal comments in relation to our previous views expressed in respect of the strategic policies of the saved Surrey Structure Plan, 2004. On the subject of transportation matters, we confirm that transportation and traffic matters have been subject to further discussions, and are the subject of recommendations by the County's Transportation DC Group. It is our view that the current amendments etc. do not affect our position as Highway Authority and we make no further comment to beyond those stated in our previous transportation recommendations.

In respect to the County's other strategic planning views, we would not wish to vary our comments from those expressed in principle in our letter dated 1 April 2008. The further calculations in support of the Flood Risk Assessment should therefore satisfy the Environment Agency's concerns over flood risk, surface water run-off mitigation, and groundwater attenuation issues. The proposals should therefore ensure that all such risks are considered so that the development can benefit from a satisfactory sustainable urban drainage system, in order to comply with PPS25 (Development and Flood Risk).

Overall, we therefore maintain that, in our view, the scheme as amended, has the capacity to comply with the revised Development Brief for the East Street Area of Opportunity in respect of appropriate development for the town centre to maintain vitality and viability, and therefore the spatial strategy and town centres policies of the Structure Plan.

The scheme as revised can also, in our view, potentially result in a reduced physical and visual impact on the character and townscape of the town centre. We would again emphasise the need to ensure that developer contributions for community services and infrastructure, archaeological investigation, landscape management, any required habitat mitigation measures, and public realm contributions, are satisfactorily secured through conditions or terms of agreement.

Also, in our view, the scheme can potentially comply with the policies for smaller towns and town centre development principles to be found within the emerging South-East Plan, as proposed to be modified.

Surrey County Council Highways

The formal recommendations by Surrey County Council on the Transport implications of this development are set out below and form the culmination of extensive

discussions in relation to previous applications, and additional work during the consideration of the current application since the first consultation on 3rd March 2008.

The following three fundamental concepts have been central to the assessment, and have been integral in the final consideration of the proposals:

1) Farnham does experience traffic congestion and suffers from the adverse impact of existing traffic trying to access current parking facilities, perhaps from inappropriate routes, as well as an element of through traffic which is better placed on the strategic network to the east and south of the town. Even a development of this scale, should not be expected to rectify all transport related problems, and should only be required to provide an equivalent mitigation to any net impact it may impose.

2) The development is in the right place in terms of national and local planning policy. All the land uses are those that one would expect to see in a town and community of the size and nature of Farnham. In the wider transport- planning context, this can serve to contribute to the reduction in trip lengths that might currently be taking place to similar facilities further a-field. Although this might not be to the direct benefit of Farnham town centre, it most certainly assists in the wider Local Transport Plan objective of tackling area wide road traffic. It also assists in providing a mixed-use development within a comparatively accessible location, as well as other objectives within the plan.

3) The safety of all highway users is of paramount importance when considering any application, and audits are undertaken at varying stages in the process to ensure that the interests particularly of vulnerable road users are not overlooked.

The main transportation element of the proposals provide for the “downgrading” of the western end of East Street (between its junction with Woolmead Road/Dogflud Way, and Bear Lane/South Street) to provide for east bound bus only access along much of its length, together with greatly enhanced pedestrian and cycle facilities. This has allowed for a more pedestrian friendly design of the main junction in the heart of the town where The Borough meets South and East Streets, and potentially paves the way for further initiatives that might reduce the impact of traffic within the historic core. None of the current proposals will prejudice this possibility in the event that there is political and technical support for improving the environment in this way in the future.

Linked to this main change in the network has been the need to introduce alterations and improvements to certain key junctions, and these are set out in the recommended “heads of terms for the Section 106 Agreement”. In all cases, junctions will be upgraded to better cater for pedestrians and cyclists and signals will be provided with intelligent bus priority. There will also be a dedicated cycle route into the town centre from the East, along East Street, as well as a route through the site, which provides for cyclists travelling from the eastern side of town towards the station, South Street, and the west.

Car parking has been carefully controlled in terms of both numbers and management to ensure that there is not over provision within the congested town centre, and to allow the maximisation of usage of the existing parking stock on the edge of the central area. The development will be expected to meet a significant proportion of the costs of implementing the desired Park and Stride Scheme, which was a recommendation of

the Town Council's Urban Safety Management study by TRL, and the more recently undertaken Scott Wilson Study for Surrey County Council. The implementation of the scheme will also have the effect of taking traffic out of the town centre, which is currently accessing inappropriate car parks, or searching for spaces.

The main traffic impacts of the scheme have been modelled by the developer using the "Paramics" software. Paramics simulates a network by modelling actually flowing traffic, and can provide a "live" illustration of how the town might operate over a particular time period, such as one of the peak hours.

Three main models were built; a 2012 base model representing the present network, a 2012 base model plus network changes to East Street/ Woolmead Way plus development traffic, and finally, a 2012 base model plus network changes to East Street/ Woolmead Way WITHOUT development traffic. This combination of options was tested to separate out the impact of the development from the network changes, on the understanding that the network changes are potentially a desirable outcome with or without the development.

The modelling produces the following "headlines"

- The average network speed could be reduced following implementation of the development and network changes by approximately 14% in the am peak and 3% in the pm peak when compared to the current situation. In reality, however, traffic re-assigns to other, less congested routes, and therefore this modelled delay might not be as significant as this. Furthermore, if the development facilitates the implementation of the Park and Stride Scheme, this could further reduce the amount of delays on the network within Farnham.
- The "with development and network changes model" shows there to be potentially an increase in average journey time travelling, including for buses, south along Castle Hill/ Street and travelling westbound between the junction of Hale Road and East Street to South Street of approximately 170 to 185 seconds per vehicle in the am peak. An increase of approximately three minutes per vehicle on these routes in the am peak needs to be carefully considered, although as stated above, the reality of this may well not be as significant as modelled. In the case of buses, any journey increases should be off set by the intelligent bus priority implemented at traffic signals, and by the significant length of bus priority for eastbound buses in East Street. Journey times along The Borough from Castle Street to South Street, along South Street between East Street and Hickley's Corner and westbound along Hale Road between the Six Bells Roundabout and its junction with East Street, in the am peak, however, remain similar. It is also relevant to realise that in the am peak, increases in journey times are mostly as a result of the network changes, rather than caused by the development itself. The implication of this has to be judged against the specific benefits that the development provides through it's junction improvements, the wider package of improvements and contributions made by the development, and the facilitation of possible further traffic reduction in the town centre in the future. The pm journey delays are predicted to reduce, principally due to network improvements being offered and amount to reductions per vehicle of approximately 70 seconds in Castle Hill/Street and 5 seconds on Hale Road, East Street and South Street.

- In general terms, the development trips have a greater impact in the pm peak with the alterations to the highway network not causing too much difference to traffic flow compared with the base model. In the am peak, however, the additional significant delay is greatly attributed to the highway changes rather than the trips generated by the development.

These issues and potentially negative impacts have to be carefully considered against the following summary of the transportation benefits and opportunities flowing from the development:

- The improvement of safety and conditions for pedestrians and cyclists at specific junctions.
- the improvement of conditions in East Street, and at the historic core,
- the provision and improvement of routes for cyclists,
- the improvement of facilities for passenger transport users,
- the implementation of a Park and Stride scheme for the town,
- the investigation of further traffic reduction possibilities within the town centre,
- the implementation of bus priority measures at traffic signals

It is the County's view that these direct and indirect benefits sufficiently mitigate the adverse impacts outlined above, although it is accepted that even with these arrangements there will be an increase in delays for some journeys.

As a result, negotiations have been undertaken with the developer to agree a package as set out in the formal recommendations. Subject to Surrey County Council being included as a party in the proposed Section 106 Agreement, conditions are recommended.

RECOMMENDATION

No objection is 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 Coordinator 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 (south-western 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 publicly 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 publicly 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

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 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."

CABE

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

South East Region Design Panel (SERDP)

Thank you for inviting the South East Regional Design Panel to comment on the current application for the redevelopment of the East Street area of Farnham. As you know, the Panel has reviewed earlier proposals on a number of previous occasions over the past four years. I have had the opportunity to discuss the application with Panel members who are familiar with the earlier proposals and we would like to offer the following comments.

The current proposals represent an advance in some respects: the reduction in the amount of development proposed, and increased long term flexibility by reducing the size of the underground car park – but we are disappointed by other aspects, including the loss of permeability in the scheme and the failure, in our view, to enhance the appearance of South Street or Brightwell Road. We also think that the architecture has been weakened by a retreat into a superficial reproduction of period styles that is out of sympathy with the size, layout and purpose of the new buildings.

CONTEXT AND LAYOUT

The Panel has reviewed earlier proposals for the East Street site in September 2004 and in August 2006. We have also commented informally at various stages of work in progress and Panel members and staff have visited the site several times. We are very familiar with the planning history of the site and have always supported the principle of redeveloping the area to accommodate larger shops and uses. The challenge has always been to achieve this without compromising Farnham's exceptional historic character and creating a place that works in its own right.

The main change that has taken place since we last commented on the scheme is that Sainsburys is no longer part of the development proposals, which creates some serious design difficulties. The existing Sainsbury store is very weak architecturally and with its surface car park makes an unfortunate breach in the appearance of the street. The eastern edge of the store now forms the boundary of the masterplan area with buildings D20 and D21 effectively turning their backs on the public face of South Street. The passageway past the entrance of Sainsburys within D21 will not, we feel, be a particularly inviting or well-used route.

As a consequence, we fear that the new square will not flourish as the lively heart of the town centre and could instead be a little used backwater – especially as the lawns and trees running down towards the river offer a more attractive alternative. We would like to see much stronger connections between the heart of the town and the new development, to the benefit of both.

CAR PARKING

In our observations on earlier schemes we noted the inherent inflexibility of large underground car parks, and the restrictions they impose on the positioning of buildings above. We welcome the partial switch to a multi-storey car park, especially if it can be naturally ventilated and well screened, whether by single aspect buildings or 'green walls' as envisaged in the submission. A smaller underground car park has also allowed more of the existing mature trees to be maintained in situ, which we welcome.

BRIGHTWELLS HOUSE

We continue to have doubts about the idea of treating the much altered Brightwells House, the listed building on the eastern side of the square, as the centrepiece of the development. We consider that it forced too many compromises in the overall site planning. However, the height of its neighbours to the north is now more modest – which we welcome - and the side pavilion extension has been amended, using wood in place of glass and with a different roof profile. On balance this seems a better arrangement.

BUILDING D4

We welcome the removal of Building D5 (the "Mill building") from the scheme, which we thought unsatisfactory in a number of respects and sat uncomfortably close to the river. In its place, however, the block D4C has been stretched southwards, unbalancing the relationship with the block D4B and the formal square between. We think that D4C should be held to its original size, allowing a more generous area of public space along the River Wey.

ARCHITECTURE

In earlier correspondence we said we welcomed the commitment to high quality, contemporary architecture that would extend Farnham's fine tradition of buildings of all styles and periods. We welcomed the remodelling of Sainsburys, which seemed to us to demonstrate the difficulties of trying to apply a past style – in this case, an neo-agricultural costume of dubious local precedent – to a modern function.

We are therefore sorry that the prevailing appearance of the new development should hark back to Farnham's growth over the past three centuries; we think that unless there is the utmost attention to details, materials, proportion and craftsmanship, the results could end up as a feeble copy of the town's survivors from the eighteenth and nineteenth centuries. Drawings in the application showing stretcher bond brickwork, powder coated aluminium, reconstructed stone and flat roofs behind monopitched roofs and other routine details give little confidence that the necessary standards will be achieved, and underline the weakness of this approach.

In our view, the architects are right in their thorough analysis of Farnham to note the importance of the variety of rooflines, height and elevational treatment, but we think they would do better to follow these strictures without recourse to inappropriate replication. The difficulties are particularly acute when single buildings or blocks with a common, repeated plan are dressed up in a jumble of historicist facades, with little or no bearing on the interior arrangements. Apart from being unhistorical, we think that such an approach could undermine the legibility of the new place and we would argue for a more rational architectural approach. A modern `aesthetic would also allow the design team to take full advantage of best practice in materials, sustainability and construction techniques without running into anachronistic difficulties.

SUSTAINABILITY

We note from the submitted sustainability appraisal that the residential development "aims for" Code for Sustainable Homes Level 3. We believe that this should be the minimum acceptable for a site of this scale and density. We welcome the commitment to a Combined Heat and Power (CHP) system.

We also support the intention to reach a BREEAM standard of at least "very good" for the commercial and retail elements of the scheme. As noted above, we are pleased to learn that the multi-storey car park will be naturally ventilated.

In conclusion, we continue to support the redevelopment of the East Street area and share that view that it is a transitional area that can accommodate larger blocks. However, we feel that the overall standard of design falls short of expectations for such an important project and we hope that further improvements will be made before planning permission is granted.

WBC Planning Policy (including Urban Design Conservation and Sustainability)

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 8th April and Full Council on 22nd 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 CO₂ 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 CO₂ 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 CO₂ emissions.

In terms of Policy SE2 the applicants show that:

	KWh/yr	Tonnes CO ₂ /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 CO₂/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 CO₂/yr), the following could be installed:

	Amount	Note (from applicants submission)
Solar thermal	1,850m ²	Only 768.5m ² suitably located roof space available so would only achieve max of 2.2% (PV) or 4.1% (Solar thermal)
PV arrays	3,500m ²	
Ground Source Heat Pumps	4,000m of boreholes 8,000m ² 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 ₂ /yr
Baseline	2,268
10% requirement	227
Proposed 'large' CHP unit	316.97

% from proposed technology	13.9%
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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 ₂ savings (Tonnes CO ₂ /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 CO₂/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 CO₂/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 CO₂ 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 CO₂ 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 CO₂/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.

WBC Housing Enabling

Housing Need

As at 28th 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 rehoused 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
<u>2007/08</u>	19	10	4	0
<u>2006/07</u>	34	15	6	0
<u>2005/06</u>	15	13	4	0
<u>2004/05</u>	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
D6	First	0	0	3	1
	Second	0	0	12	9
D8	Ground	1	3	0	0
	First	1	3	0	0
	Second	1	3	0	0
D1/14	Third	1	3	0	0
	First	4	0	0	4
	Second	4	0	0	4
D15	Ground	3	2	0	0
	First	1	4	0	0
	Second	1	1	0	3

TOTAL		17	19	15	21
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Table 4 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 45-50m², 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 67-75m².

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

D6 2-11	62.4m ²	Newbuild Homebuy
D6 2-13	65.6m ²	Newbuild Homebuy
D8a 2-02	66.9m ²	Rent
D8a 3-02	66.9m ²	Rent
D6 2-07	63m ²	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. I have forwarded their response with this email.

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 feasible.

Environment Agency final comments on the amended plans and documents

Flood Risk/Surface water Drainage

The Environment Agency now raises no objection in principle to the proposed development on flood risk grounds subject to the following conditions and comments:

Ongoing negotiations with the developer's Flood Risk Consultants since the proposal was last put before your Committee have resolved previously raised issues As Our requirements have been met the revised Flood Risk Assessment dated 12th August 08 is agreed by the Environment Agency. We note and welcome the inclusion of extensive green roofs as part of the scheme and the green wall around the cinema complex.

Floodplain Compensation

Floodplain calculations have been provided and shown on a plan which demonstrate that level for level floodplain compensation can be achieved. For some band depths, there is a vast improvement in the flood capacity of the site, which will help manage any residual risk and contribute to lowering flood risk in the catchment as a whole.

There are two voids included in the proposal. One under the end of building D4 and the other in a closed void under the amphitheatre. The void under D4 will improve the flood flows on site compared to previous proposals.

The void under the amphitheatre has been the topic of much discussion and many options were considered. Assurance has been provided by both the applicant and the LPA that this is the only option that will tick all the boxes in terms of the aims of the project (provision of a multi-use space in a semi-natural setting), health and safety, and flood risk management. So long as the void will be properly maintained for the lifetime of the development we are happy this option will be feasible. This void lies within the 1 in 100 plus climate change extent and therefore will flood infrequently and should not pose a substantial maintenance burden. The void will be designed to support the weight of the earth on top, and the base will have gulleys that will collect any silt that reaches the structure. These can be jetted clean.

Surface Water

The Environment Agency is pleased to see that there will be a reduction in both discharge rates and volumes taking into account climate change. The recontouring of the site for the purposes of floodplain compensation has meant that there must be no flooding of the surface water system, as this could not be contained safely onsite. The FRA has demonstrated that the proposed system will attenuate/infiltrate enough water so as to not flood at any point within the network up to the 1 in 100 year plus climate change critical storm event.

The applicant proposes to reduce the discharge rates by 75%. The EA cannot confirm this has been achieved as the formula used to calculate 'existing' discharge rates is intended to provide rough estimates and could therefore be overestimating the rate at which water currently leaves the site. We do however accept that a large reduction has been demonstrated and so is (more than) compliant with the requirements of PPS 25.

We would ask that the following conditions be applied to any permission granted:

CONDITION

The submission to and approval by the LPA prior to the commencement of development of a long-term management plan for the maintenance of all voids for the lifetime of the development.

REASON To ensure voids do not become blocked and cause increased flood risk to the development and surrounding area.

CONDITION: All floodplain compensation works will be carried out in accordance with calculations in the revised FRA and the proposed levels and contours plan from addendum August 08 plans as submitted.

REASON To ensure ground levels and consequent flow paths for the submitted compensation scheme are maintained and the designated flood storage areas are kept free filling and free draining.

CONDITION: All flood compensation storage works as specified in the FRA Appendix F shall be completed prior to the commencement of development of any buildings located within the 1 in 100 year plus climate change flood extent (up to 64M AOD)

REASON: To ensure the development does not result in the increased risk of flooding at any stage during construction.

CONDITION: The end of building D4 shall be constructed with underfloor voids. The voids shall be constructed such that the openings extend from the ground level to 300mm above the 1 in 100 year plus climate change level of 64.0 metres above Ordnance Datum (Newlyn) and have a total width of at least 1000 mm, or 20% of the length of the wall (whichever is greatest).

REASON: To prevent the increased risk of flooding due to impedance of flood flows and reduction of flood water storage capacity.

CONDITION: The surface drainage water system shall be constructed in accordance with the calculations and drawings submitted.

REASON: To ensure the development does not increase the risk of surface water flooding.

Groundwater Issues

We are in receipt of an email from a resident arguing that proposed tree planting could adversely affect groundwater. We would comment:

While changes in tree planting will result in a net reduction or increase in the amount of groundwater taken in transpiration, the major factors influencing groundwater levels will continue to be net recharge from rainfall, the water level in the river and the permeability of the underlying aquifer.

Re proposed attenuation tank and groundwater level:

As the attenuation tank will be fully lined a shallow groundwater level should not change the volume allowed for in that tank. Additional drainage should be provided around the tank to allow continued groundwater flow past the tank.

Conservation/Biodiversity

The Environment Agency has no objection to this proposal on nature conservation/biodiversity grounds subject to the following conditions /comments.

Bridge

The main change from the previous application that concerns biodiversity, is with regard to the new permanent bridge. We welcome the fact that at our request, the revised bridge is narrower in width to reduce the amount of shading of the channel. This was resolved under FM/2008/102947/02 after submission of drawing no. G11939/G/SK10'A'. This showed the temporary and permanent decks and piers, but with no mention of gaps in the timber deck. The "Framework Document Addendum" (August 2008) states that the new bridge will have gaps in the timber deck, also to reduce shading of the channel. However, drawing no. TPN-MP-052 in the "Planning Application Drawings - Addendum" (August 2008) does not show these gaps,

CONDITION: The permanent cycle/footbridge shall be a clear spanning structure that will not impede the river corridor, in accordance with drawing no. G11939/G/SK10'A'. It shall be a maximum 2.5m wide with gaps in the timber deck.

REASON: To maintain a continuous buffer strip to provide a corridor for the passage of wildlife and reduce the amount of shading of the channel.

INFORMATIVE

Under the terms of the Water Resources Act 1991 and the Land Drainage Byelaws 1981, the prior written consent of the Environment Agency will be required for the construction of this bridge. For this consent we will require a further water vole survey prior to works commencing and a detailed method statement including pollution prevention measures.

We believe that all other aspects of the site with regard to biodiversity remain the same and subject to the conditions below are acceptable:

- The Agency welcomes the detailed Environmental Statement, which appears to include all of the ecological surveys relevant to the river corridor. We also welcome the addition of a number of features to both protect and enhance the biodiversity of the site, as requested in our previous response.

- Buffer zone and footpath

We welcome the 8m undeveloped buffer zone measured from the built development to the top of the riverbank. While we would accept a footpath within this buffer zone, it should be informal and appropriate to the riverside location. Ideally it should also meander so as to leave some stretches of the river less disturbed. Under the terms of the Water Resources Act 1991 and the Land Drainage Byelaws 1981, the prior written consent of the Environment Agency will be required for any proposed works within this 8m buffer zone.

- CONDITION: A buffer zone minimum 8 metres wide alongside the River Wey shall be established in accordance with details, which shall be submitted to and approved in writing by the Local Planning Authority before the development commences.

REASON: To maintain the character of the watercourse and provide undisturbed refuges for wildlife using the river corridor.

(Note: The Environment Agency asks to be consulted on any details submitted in

compliance with this condition).

Enhancements and Mitigation

We welcome the addition of a number of proposed enhancement measures as set out in the Environmental Statement (January 2008), which is in keeping with PPS9. The enhancement measures should include bat and bird boxes incorporated into the new development, log piles for stag beetles and other deadwood fauna, green roofs and a wildlife friendly balancing pond.

The mitigation measures should include protection of the river corridor during construction such as by fencing to prevent access. Ideally this should be located 5m back from the bank top, which is the recommended distance for the protection of water vole habitat. The loss of any habitats such as scrub, hedgerows and mature trees must be compensated for, such as by like for like replacements elsewhere

In 11.171 of the Environmental Statement, it states that there is potential to enhance water vole habitat through the restoration of degraded habitats. The Environment Agency would wish to be consulted on this as it may require our consent. Any new planting within the channel or the buffer zone should be native species only, appropriate to the area. It is also stated in the Environmental Statement that otters could be disturbed during construction and forced onto nearby roads where they would be in danger of being killed. Therefore the applicant should consider the installation of otter fencing to prevent access to roads. All of these enhancement, mitigation and compensation measures must be detailed in the proposed Ecological Management Plan.

CONDITION: No development approved by this permission shall be commenced until an Ecological Management Plan has been submitted and approved by the Local Planning Authority. Development shall be carried out in accordance with the approved details. This scheme shall outline the detailed design of all ecological mitigation; compensation and enhancement measures listed within the Environment Statement dated January 2008. This shall include design plans and layout, materials, timings, methods of construction and species lists for planting. The works shall be undertaken in accordance with the approved details.

REASON: To protect, conserve and enhance the natural features of importance for biodiversity across the site.

(Note: The Environment Agency asks to be consulted on any details submitted in compliance with this condition).

CONDITION: There shall be no new development including hardstanding and fences within a buffer 8 metres wide alongside the River Wey.

REASON: To maintain the character and value of the watercourse and provide undisturbed refuges for wildlife using the river corridor.

CONDITION: There shall be no storage of materials within 8 metres of the River Wey. This must be suitably marked and protected during development, ideally with fencing erected on the landward side of the buffer zone, and there shall be no access during development within this area. There shall be no fires, dumping or tracking of machinery within this area.

REASON: To reduce the impact of the proposed development on wildlife habitats upstream and downstream, including bankside habitats.

Lighting

The Environmental Statement recognises the potential adverse effects of artificial lighting on bat activity patterns and states that mitigation measures will be taken to reduce these effects.

CONDITION: There shall be no light spill into the watercourse or adjacent river corridor habitat. To achieve this, and to comply with sustainability, artificial lighting should be directional and focused with cowlings to light sources in close proximity to the river corridor.

REASON: Artificial lighting disrupts the natural diurnal rhythms and night time migration behaviour of a range of wildlife using/inhabiting the river and its corridor habitat.

ADVICE

Balancing features should be designed so as to maximise their nature conservation benefits. Ponds should have shallow, gently graded margins with an appropriate mix of locally native marginal and emergent vegetation present. The Agency can advise on suitable native species if necessary. New ponds or waterbodies should also be surrounded by varied terrestrial habitat which might include features such as: log or stone piles for amphibians; grass cutting piles in damp, undisturbed locations (such areas should not drain into ponds or lakes however); areas of scrub and long grasses for invertebrates etc. The Agency would ask to be consulted on the detailed plans for any such features.

Planting should comprise of native species only. Use of locally native species in landscaping plans is essential in order to benefit local wildlife and to help maintain the region's natural balance of flora. It will also help to prevent the spread of invasive, alien species within the region. Exotic species are to be avoided as when introduced into an alien environment they can display a dominant growth form, which out competes native species. This can and has led to invasive weed problems, which are expensive and time consuming.

This site contains Japanese Knotweed. This is an invasive plant, the spread of which is prohibited under the Wildlife and Countryside Act. Care should be taken to prevent its spread during any operations relating to the proposal, such as mowing, strimming or soil movement.

If the Japanese Knotweed is controlled by spraying with herbicide and is close to a watercourse, consent must be obtained from the Environment Agency. Any soils brought to the applicant's site should be free of the seeds/root/stem of any invasive plant covered under the Wildlife and Countryside Act.

Tree and shrub removal from the site should be minimised if works proceed. Professional tree surgery should be carried out in preference to felling wherever possible so that trees can be made safe and retained on site. Any retained trees must be protected during construction. Appropriate replacement planting should be provided for any vegetation lost, disturbed or degraded during works. Essential tree felling, branch lopping or scrub clearance should avoid the bird nesting season (generally March to August/September inclusive). This avoids disturbing wild birds during a critical period and will help to prevent possible contravention of the Wildlife and Countryside Act 1981, which protects nesting wild birds and their nests.

Trees to be felled should be inspected for bats immediately prior to felling. The

proposal involves the demolition of buildings, which might potentially offer bat roosting opportunities. Buildings to be demolished should be inspected again for bats, immediately prior to work starting. All species of bat in Britain and their roosts are afforded special protection under the Wildlife and Countryside Act 1981. If bats are found, Natural England must be contacted for advice.

Areas of mature rough grassland are valuable habitat for many small mammal species, amphibians and reptiles. Wherever possible these community types should be retained as the voles, mice and invertebrates, which they support, provide an essential food source for species such as grass snake, kestrel, hedgehog, fox and barn owls. These areas should be left unimproved and no pesticide or herbicide should be used in their management.

There must be no contamination (e.g. by silt, oil, rubble or any other debris or pollutants) of the River Wey if development proceeds.

With regard to the email sent by Celia Sandars on 1 September 2008 regarding trees the planting of alders is not advisable if existing alders in the area are suffering from the fungal disease Phytophthora.

In a further letter the Environment Agency advised that:

We are now in receipt of the of the latest update to the Amended Environmental Statement on flood risk containing the Appendix H calculations.

These have been reviewed and are acceptable to us subject to the following amended condition which should be substituted for the last recommended drainage condition in my previous letter of 15th September 08.

CONDITION: The surface water drainage system shall be constructed in accordance with the calculations and drawings as submitted in Appendix H of the Amended Environmental Statement dated 05/09/08.

REASON To ensure the development does not increase the risk of surface water flooding.

The other recommended conditions remain unchanged.

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.

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.

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, tannoy, 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.

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).

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.

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.

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 be monitored by the council.’

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

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 (amended)

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

To provide four cameras as originally sited, and a BT line to/from Guildford, externally to the East Street site that would strategically monitor at Guildford Police Station expected problems caused by the new build. This would support the existing Farnham Town system, and should allow early intervention of any public disorder or crime.

This would rely on the building company/landlords to install the cameras on site as per their application, and provide a monitoring centre capable of providing staff for 24 hour monitoring and suitable recording equipment. There should also be a communication tool between their staff and the Police to make us aware of an impending problem.

Capital £60,854 Annual rental £3863

A share of extra equipment would then amount to:

Capital £3,400 and no cost for operators

Therefore the expected costs would be cut to:

Capital £64,254 annual rental £3863

Over a ten year period this would cost:

Capital: £64, 254 rental £38,630

The costs above are now based on old quotes and are approximate.

I have also attached a recent appeal decision at dated 25th 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.

Surrey County Council Education

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

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

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.

Southern Gas Networks – No comments received

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.

Network Rail – No comments received

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.

TAG Farnborough airport safeguarding

No objection

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

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**.

Figures agreed by Peter Maudsley – Director of Community Services

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 16m² per person

16m² x 1.5 persons x 92 properties = 2208m²

16 x 2.5 x 126 = 5040m²

16 x 3 x 21 = 1008m²

Total space = 8256m²

Requirement for Equipped Play Space – based on standard of 0.2ha/1000 pop or 2m² /person

2m² x 1.5 persons x 92 properties = 276m²

2 x 2.5 x 126 = 630m²

2 x 3 x 21 = 126m²

Total space = 1032m²

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

Local Equipped Area for Play, 400m² including:

Equipment

Impact absorbing surface

Drainage

Landscaping

Fencing

Total cost of works £36,000 (£90/m²)

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

Total Cost of works - £31,360 (£1.58m²)

Contributions sought:

The Plans submitted by the developer depict approximately **0m²** 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
1032sqm x £90/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
8256m² x £1.58/m² = £13044.48

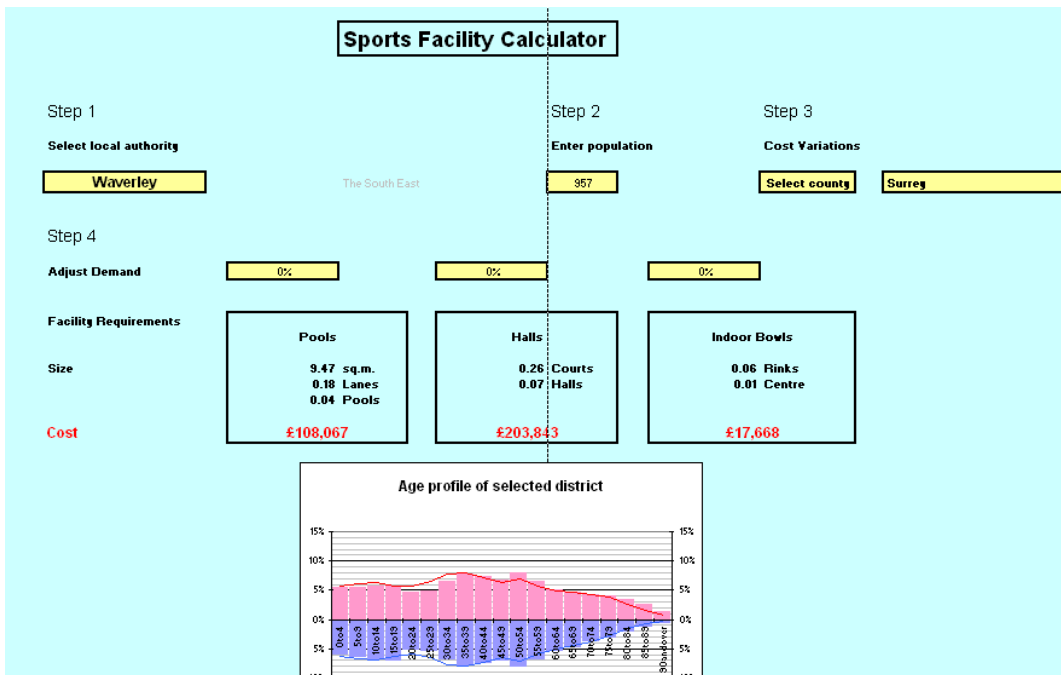
Total contribution sought for outdoor sport- £105,924.48

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



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.

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.

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.

Farnham Town Council

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.

The following comments are not material planning grounds for comment by Farnham Town Council. However, the Town Council will raise these issues under a separate letter.

Farnham Town Council does not believe that the issue of the SPA and SANG has been adequately addressed.

Farnham Town Council would urge the early development of the Gostrey Centre and tennis club and ensure that there is smooth transition from the old sites to the new.

Farnham Town Council would urge the Planning Authority to give an early determination on the Riverside development, as it is essential that the car parking spaces are available before construction on the East Street Development commences.

APPENDIX G

Suggested conditions for planning permission

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
Reason To comply with the provision of Section 91(1) of the Town and Country Planning Act, 1990 (as amended).
2. The development hereby permitted shall be completed in accordance with the approved plans and specifications. Any variation or departure from the approved plans will require the prior approval of the Planning Authority before works commence.
Reason To ensure that the development hereby authorised is satisfactorily undertaken in the interests of the amenity of the area.
3. Before the first occupation of the dwellings hereby permitted the 240 residential car parking spaces shall have been constructed and fully provided as shown on the approved plans. They shall be permanently maintained in a condition allowing their use for the parking of vehicles and shall be used for that purpose only.
Reason To ensure that adequate provision is made and maintained within the development for the parking of vehicles clear of existing or proposed highways in order to maintain the free flow of traffic and in the interests of highway safety.
4. Within six months of the commencement of development the arrangements for the provision and future maintenance of the open space and amenity areas within the development shown on the approved plans shall be submitted to and approved in writing by the Planning Authority. Such a scheme shall provide for a maintenance period of not less than 10 years from the final laying out of those areas. The approved arrangements shall be fully implemented before the last dwelling unit is occupied.
Reason To secure the long-term provision of the open space and amenity areas.
5. Before the development commences on site details of the existing and proposed ground levels of the development in relation to any adjacent building and road shall have been submitted to and approved in writing by the Planning Authority. Such details must be sufficient to clearly identify the completed height of the development in relation to the adjacent development.
Reason To ensure that a satisfactory relationship results between the new development and adjacent buildings or public areas.
6. Before development commences on site or the commencement of each individual building block samples of the materials to be used in the construction of the external surfaces of the development, including the surface materials for public spaces, hereby permitted shall have been submitted to and approved in writing by the Planning Authority. Development shall be carried out in accordance with the approved details.
Reason To ensure that the materials used in the construction of the

development harmonise with its surroundings.

7. Within six months of the commencement of development details of all proposed gates, railings, walls, fences, or similar structures for the residential amenity areas shall be submitted to and approved by the Planning Authority in writing. Such gates, railings, walls, fences or similar structures as may be approved by the Planning Authority shall be erected before the occupation of the last dwelling unit is occupied. These means of enclosure shall thereafter be maintained to the satisfaction of the Planning Authority.
Reason To ensure an appropriate standard of privacy and visual amenity in the area.
8. Within six months of the commencement of development the details of the strategy for bringing into use the public car parking provision to serve the non-residential elements of the proposal shall be submitted to and be approved by the Local Planning Authority. The public car parking spaces shown on the approved plans shall be laid out in accordance with the approved strategy and made available and subsequently maintained for that purpose at all times.
Reason To ensure that adequate areas are provided for the parking of cars clear of the highway in the interests of maintaining the free flow of traffic and safety on the highway and in accordance with the adopted policy of the Planning Authority.
9. Before any of the commercial development hereby permitted is first occupied provision shall have been made within the site for cycle storage for a minimum of 96 cycle stands
Reason To ensure that adequate provision is made for cycle storage to encourage cycle use in the interests of sustainable development.
10. No work to any shopfront or bar/restaurant front shall commence until a planning application including full detailed plans showing the design and external appearance of the front elevation including fascia has been submitted to and approved by the Planning Authority.
Reason To ensure that the visual appearance of the area is not detrimentally affected and because these details were not considered as part of this application.
11. The use of those parts of the ground and first floor premises in buildings D4A, D8 and D12 as shown on the submitted plans for cafes, bars and restaurants shall be for uses within Use Class A3 and A4 of the Town and Country Planning Use Classes Order 1987 only.
Reason. To ensure that the development is occupied for the purposes applied for and to comply with policy S6 of the Waverley Borough Local Plan.
12. Within one month of the commencement of any works to fit out any of the premises referred to in condition 11 above commences details of any equipment to be installed, which shall include an odour neutralizer plant, shall be submitted to and approved in writing by the Planning Authority. The odour neutralizing plant shall be operated in a manner, which will effectively suppress the emission of fumes or smell from the premises, as long as the use continues.
Reason To ensure that the occupiers of the nearby residential properties are not

adversely affected.

13. Before development commences final details shall be submitted to and approved by the Planning Authority showing the provision for the disposal of both foul and surface water emanating from this development. Provision for the disposal of surface water shall be made at the initial stage of development of the site and shall be completed and operational prior to any impermeable drained area being created on the site. Facilities for the disposal of foul drainage shall be completed and be operational prior to the first occupation of any building on the site.

Reason To ensure that adequate provision for the drainage of the development is made.

14. No building shall be occupied until the foul sewage disposal works and the surface water drainage works have been completed in accordance with the submitted plans.

Reason To ensure that adequate provision for the drainage of the development is made.

15. No development shall begin until details of a scheme (Working Method Statement) to control the environmental effects of the demolition and construction work has been submitted to and approved in writing by the Planning Authority. The scheme shall include:

- (i) control of noise;
- (ii) control of dust, smell and other effluvia;
- (iii) control of surface water run off;
- (iv) site security arrangements including hoardings;
- (v) proposed method of piling for foundations;
- (vi) construction and demolition working hours;
- (vii) hours during the construction and demolition phase, when delivery vehicles or vehicles taking away materials are allowed to enter or leave the site.

The development shall be carried out in accordance with the approved scheme, or as may otherwise be agreed in writing by the Planning Authority.

Reason To ensure that potential environmental impact arising from the development does not give rise to an unacceptable intrusion on the amenities of nearby residential property.

16. Before the development hereby permitted commences a scheme for protecting the proposed dwellings from noise generated by the commercial uses on the lower or same floor and the public and residents parking area shall be submitted to and approved in writing by the Planning Authority. Any works, which form part of the approved scheme, shall be completed before any of the permitted dwellings are occupied unless agreed beforehand in writing with the Planning Authority.

Reason To ensure that acceptable noise levels within the dwellings and the curtilages of the dwellings are not exceeded

17. Before the development hereby permitted commences a scheme to provide sound attenuation between dwellings, to a standard equivalent to that prescribed in the Building Regulations 1991 Regulation E or to such standard as may be

agreed in writing by the Planning Authority shall be submitted to and approved by the Planning Authority.

Reason To ensure that noise disturbance between properties is kept to an acceptable level for the benefit of the future occupiers.

18. Before any part of the development, with the exception of buildings D12 and D21, hereby permitted is first occupied the insulation works resulting from the scheme required by Condition 17 above shall have been fully provided.
Reason To ensure that noise disturbance between properties is kept to an acceptable level for the benefit of the future occupiers.
19. Before the development hereby permitted is commenced a scheme indicating the provision to be made for disabled people to gain access to all the buildings and in the public spaces throughout the site shall have been submitted to and approved by the Planning Authority. The agreed scheme shall be implemented before the development hereby permitted is brought into use.
Reason To ensure that adequate access arrangements are made to the development for disabled and less mobile persons.
20. Within six months of the commencement of development a scheme shall be prepared and submitted to and approved in writing by the Planning Authority for the collection and disposal of litter in the public spaces of the site including the design and siting of litterbins. The approved scheme shall be implemented prior to the occupation of the first commercial unit of the development hereby permitted.
Reason In the interests of the environment and to assist in maintaining the clean appearance of the area.
21. Within six months of the commencement of development a scheme for public art within the site shall have been submitted to and approved in writing by the Planning Authority. The approved scheme shall be implemented in accordance with an agreed timetable or phasing. The public art shall thereafter be retained unless otherwise agreed in writing by the Planning Authority.
Reason The site is prominent in the public realm and streetscene and is regarded as a locality where public art would enhance the quality of life and the environment.
22. Prior to commencement of works a method of works statement indicating the sequence of demolition and reconstruction together with measures for temporary structural support during works shall be submitted to the Planning Authority for approval and thereafter adhered to during construction works.
Reason To maintain the integrity and the character of the building
23. No trees other than those shown to be felled shall be removed from the site except with the prior permission in writing of the Planning Authority.
Reason In the interests of visual amenity.
24. Prior to the commencement of development and before any felling or other alteration of the existing condition of the site takes place, a scheme of tree protection, including ground protection, in line with BS 5837 (latest version) "Trees in relation to construction", shall be submitted to and agreed by the

Planning Authority in writing. Design details of the proposed physical means of protection, as indicated through drawings and/or descriptive text, should be included on the tree protection plan. Where relevant, such scheme shall also take “off site” trees into consideration.

Reason To ensure the protection of existing trees from damage during construction works and in the interests of the visual amenity and character of the locality.

25. Prior to the commencement of development and before any felling or other alteration of the existing condition of the site takes place, a method statement shall be submitted to and approved in writing by the Planning Authority detailing:
- the method of demolition of structures and removal of surfaces near trees,
 - road, paths and cycleway and hard surface construction,
 - boundary treatment,
 - position and installation of new surface and utility runs,
 - site set up including the position of all site huts, material storage areas,
 - cement mixing and plant and equipment storage areas,

This statement to include arrangements for supervision by relevant professionals and the method statement shall be implemented and adhered to at all times during the construction process.

Reason To safeguard the existing trees and/or hedges in the interests of the visual amenity and character of the locality.

26. Prior to the commencement of development and before any felling or other alteration of the existing condition of the site takes place, cross sections/details indicating the proposed finished ground levels, surface materials including sub-base and depth of construction and method/materials used for edging, within protected zone around retained trees and hedges shall be submitted and approved in writing by the Planning Authority and thereafter adhered to.

Reason To safeguard the existing trees and/or hedges in the interests of the visual amenity and character of the locality.

27. Prior to the commencement of development and before any felling or other alteration of the existing condition of the site takes place, details of the layout, including depths or height, of all foul and surface water drains, soakaways, all underground and overhead cables (including capacity) including telecommunications, electrical and cable TV, gas mains together with any associated plant and equipment showing their relationship to existing and proposed trees shall have been submitted to and approved by the Planning Authority in writing and thereafter adhered to.

Reason To ensure that the services proposed and the retained and proposed trees and shrubs are compatible in the interests of amenity and character of the area.

28. The burning of materials shall not take place within 10 metres of the furthest extent of the canopy of any tree or tree group to be retained on the site or on land adjoining.

Reason To protect the health of trees to be retained.

29. Prior to the commencement of development and before any felling or other alteration of the existing condition of the site takes place, space shall be

provided and clearly identified within the site or on other land controlled by the applicant to accommodate:

1. Parking of vehicles of site personnel, operatives and visitors.
2. Loading and unloading plant and materials.
3. Storage of plant and materials including demolition arisings.
4. Cement mixing.

The spaces referred to above and access routes to them to be a minimum of 8 metres away from mature trees or as may otherwise be agreed in writing by the Planning Authority.

Reason To ensure the protection of trees and hedgerows to be retained, and in particular to avoid unnecessary damage to their root systems.

30. Within six months of the commencement of a detailed landscaping scheme including the species, position of all proposed trees and hedges, plant sizes, planting distances, numbers and provisions for maintenance of the trees and shrubs, and showing areas to be grass seeded or turfed has been submitted to, and approved in writing by, the Planning Authority and thereafter adhered to.

Reason In the interests of the visual amenity and character of the locality and to enable proper consideration to be given to the impact of the proposed development on existing trees.

31. All hard and soft landscape works shall be carried out in accordance with the approved details and to a reasonable standard in accordance with the relevant parts of appropriate British Standards or other recognised codes of good practice.

To be carried out prior to the occupation of any part of the development or in accordance with a timetable to be first agreed with the Planning Authority. Any trees or plants which, within a period of five years after planting, are removed, die or become, in the opinion of the Planning Authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved, unless the Planning Authority gives its written consent to any variation.

Reason To ensure the provision, establishment and maintenance of a reasonable standard of landscape in accordance with the approved designs.

32. The landscaping scheme shall be implemented in the first planting season (October – February) following the occupation of the first building or in the case of phased development in accordance with a timetable submitted to and approved by the Planning Authority before the first building is occupied.

Reason In the interests of the visual amenity and character of the locality.

33. Concurrent with the details required by the above conditions and within six months of works commencing a landscape management plan, including a maintenance schedule indicating proposals for the long-term management of landscape areas, other than small, privately-owned, domestic gardens, shall be submitted to and approved by the Planning Authority and thereafter implemented in its entirety.

Reason To ensure that due regard is paid to the continuing enhancement and maintenance of amenity afforded by landscape features of communal, public, nature conservation or historical significance.

34. 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 Planning Authority the scheme to include arrangements for monitoring by the Council.
Reason The site is of potential archaeological importance and it is therefore important to control ground disturbance and that it is carried out in a manner for which an archaeological mitigation strategy has been designed and agreed.
35. 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 to and approved in writing by the Planning Authority.
Reason It is possible that minor items or features of archaeological interest will be disturbed in the course of development and they should be rescued or recorded before they are lost.
36. 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 submitted to and approved in writing by the local planning authority and that scheme will monitored by the council.
Reason In the interests of archaeology.
37. No development shall start until a Method of Construction Statement, to include details of:
- (a) temporary access from and to 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
38. 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
39. 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 publicly 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

40. 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

41. 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.

42. Before any demolition works take place and development commences further bat surveys and emergence surveys must be carried out, as recommended in the bat roost survey report and mitigation carried out if and where applicable.

Reason: In the interests of ecology and the terms of the application and in accordance with policy D5 of the adopted Waverley Borough Local Plan 2002.

43. There shall be no light spill into the watercourse or adjacent river corridor habitat. To achieve this, and to comply with sustainability, artificial lighting should be directional and focused with cowlings to light sources in close proximity to the river corridor.

Reason: Artificial lighting disrupts the natural diurnal rhythms and night time migration behaviour of a range of wildlife using/inhabiting the river and its corridor habitat and in accordance with policies D1 and D5 of the adopted Waverley Borough Local Plan 2002.

44. There should be no shrub or tree clearance during the bird breeding season, which runs from the end February – August inclusive.

Reason In the interests of ecology and in accordance with policy D5 of the adopted Waverley Borough Local Plan 2002.

45. Prior to the commencement of the development
(a) 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.

46. 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.

47. 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.

48. 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 to limit noise disturbance

49. 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.

50. 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 and thereafter it shall be operated and maintained in accordance with manufacturer's instructions and 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.

51. 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.

52. 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 premises 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.

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

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

54. 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 approved equipment shall be installed and in full working order prior to the commencement of use and thereafter it shall be operated and maintained in accordance with manufacturer's instructions
Reason: To ensure that neighbouring properties are not unreasonably polluted by odours from the use and that operators are also protected from potential harmful fumes and protect the users of the car park.
55. 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.
56. Details of any external floodlighting of the site and buildings shall be submitted to and approved in writing by the local planning authority prior to the commencement of the development. Any floodlighting that is permitted 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.
57. 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.
Reason: To ensure that proper arrangements are made in the interests of highway safety
58. No development shall take place until the design and construction details of the proposed shared use cycleways are agreed with the Highway Authority.
Reason: To ensure that proper arrangements are made in the interests of highway safety
59. 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.
Reason: To ensure that proper arrangements are made in the interests of highway safety
60. 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.
Reason: To ensure that the sustainable energy principles of the scheme are delivered.

61. 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.
Reason: To ensure that the sustainable energy principles of the scheme are delivered.
62. 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 CO₂/yr saving.
Reason: To ensure that the sustainable energy principles of the scheme are delivered.
63. The development must be constructed in accordance with the Sustainability Statement and its associated annexes unless otherwise agreed in writing by the LPA.
Reason: To ensure that the sustainable energy principles of the scheme are delivered.
64. 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.
65. The submission to and approval by the LPA prior to the commencement of development of a long-term management plan for the maintenance of all voids for the lifetime of the development.
Reason: To ensure voids do not become blocked and cause increased flood risk to the development and surrounding area and in accordance with policy D1 of the adopted Waverley Borough Local Plan 2002.
66. All floodplain compensation works will be carried out in accordance with calculations in the revised FRA and the proposed levels and contours plan from addendum August 08 plans as submitted.
Reason: To ensure ground levels and consequent flow paths for the submitted compensation scheme are maintained and the designated flood storage areas are kept free filling and free draining and in accordance with policy D1 of the adopted Waverley Borough Local Plan 2002.
67. All flood compensation storage works as specified in the FRA Appendix F shall be completed prior to the commencement of development of any buildings located within the 1 in 100 year plus climate change flood extent (up to 64M AOD)

Reason: To ensure the development does not result in the increased risk of flooding at any stage during construction and in accordance with policy D1 of the adopted Waverley Borough Local Plan 2002.

- 68 The end of building D4 shall be constructed with underfloor voids. The voids shall be constructed such that the openings extend from the ground level to 300mm above the 1 in 100 year plus climate change level of 64.0 metres above Ordnance Datum (Newlyn) and have a total width of at least 1000 mm, or 20% of the length of the wall (whichever is greatest).

Reason: To prevent the increased risk of flooding due to impedance of flood flows and reduction of floodwater storage capacity and in accordance with policy D1 of the adopted Waverley Borough Local Plan 2002.

- 69 The surface water drainage system shall be constructed in accordance with the calculations and drawings as submitted in Appendix H of the Amended Environmental Statement dated 05/09/08.

Reason: To ensure the development does not increase the risk of surface water flooding and in accordance with policy D1 of the adopted Waverley Borough Local Plan 2002.

- 70 The permanent cycle/footbridge shall be a clear spanning structure that will not impede the river corridor, in accordance with drawing no. G11939/G/SK10'A'. It shall be a maximum 2.5m wide with gaps in the timber deck.

Reason: To maintain a continuous buffer strip to provide a corridor for the passage of wildlife and reduce the amount of shading of the channel and in accordance with policies D1 and D5 of the adopted Waverley Borough Local Plan 2002.

- 71 A buffer zone minimum 8 metres wide alongside the River Wey shall be established in accordance with details, which shall be submitted to and approved in writing by the Local Planning Authority before the development commences.

Reason: To maintain the character of the watercourse and provide undisturbed refuges for wildlife using the river corridor and in accordance with policies D1 and D5 of the adopted Waverley Borough Local Plan 2002.

- 72 No development approved by this permission shall be commenced until an Ecological Management Plan has been submitted and approved by the Local Planning Authority. Development shall be carried out in accordance with the approved details. This scheme shall outline the detailed design of all ecological mitigation; compensation and enhancement measures listed within the Environment Statement dated January 2008. This shall include design plans and layout, materials, timings, methods of construction and species lists for planting. The works shall be undertaken in accordance with the approved details.

Reason: To protect, conserve and enhance the natural features of importance for biodiversity across the site and in accordance with policies D1 and D5 of the adopted Waverley Borough Local Plan 2002.

- 73 There shall be no new development including hardstanding and fences within a buffer 8 metres wide alongside the River Wey.

Reason: To maintain the character and value of the watercourse and provide

undisturbed refuges for wildlife using the river corridor and in accordance with policies D1 and D5 of the adopted Waverley Borough Local Plan 2002.

- 74 There shall be no storage of materials within 8 metres of the River Wey. This must be suitably marked and protected during development, ideally with fencing erected on the landward side of the buffer zone, and there shall be no access during development within this area. There shall be no fires, dumping or tracking of machinery within this area.

Reason: To reduce the impact of the proposed development on wildlife habitats upstream and downstream, including bankside habitats and in accordance with policies D1 and D5 of the adopted Waverley Borough Local Plan 2002.

- 75 Any other necessary conditions.

Informatives:

1. 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.

2. 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

3. 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.

4. Details of the highway requirements necessary for inclusion in any application seeking approval of reserved matters may be obtained from the Transportation Development Control Division of Surrey County Council.

5. The permission hereby granted should not be construed in any way as authority to obstruct the public highway by the erection of scaffolding, hoarding or any other device or apparatus for which a licence must be sought from the County Highway Authority.

6. The developer is advised that it is an offence to allow materials to be carried from the site and deposited on or cause damage to the highway from uncleaned wheels or badly loaded vehicles. The County Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980, Sections 131, 148, 149).

7. Under the terms of the Water Resources Act 1991 and the Land Drainage Byelaws 1981, the prior written consent of the Environment Agency will be required for the construction of this bridge. For this consent we will require a further water vole survey prior to works commencing and a detailed method statement including pollution prevention measures.

8. 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.

Heads of terms for draft planning and highway agreements

1. Transportation

Package of improvements that includes:

1. The funding and making of all Traffic Regulation Orders, Road Closure Orders and Footpath Diversion Orders prior to commencement of development and their implementation as appropriate before and during construction.
2. 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 of any implementation proposals up to a maximum of £250,000.
3. The funding of further traffic reduction studies and implementation of measures within the town centre to a maximum of £100,000.
4. The funding of £200 per residential unit to fund travel vouchers or cycle provision.
5. The establishment and maintenance for the life of the development, so long as it is practically reasonable to do so, 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.
6. The funding of a permanent Travel Co-ordinator, so long as is practically reasonable to do so.
7. 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 documents.
8. The laying out of the Riverside Car Park to provide approximately 200 additional spaces, the spaces to be available during construction and potentially on a permanent basis following ongoing monitoring of car parking in Farnham following the full occupation of the development and the implementation of Park and Stride.
9. The use of reasonable endeavours to secure a construction access to the site from the A31 Farnham Bypass.

In addition, a subsequent Section 278 Agreement to be entered into prior to development commencing providing for the following improvements at appropriate stages throughout the development.

- a. 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 lines and approaches where appropriate, as generally shown on drawing number JNY4420/44B.

- b. The signalisation of the existing junction of East Street (two arms), Woolmead Road and Dogflud Way, to include puffin crossings, intelligent bus priority, high friction surfacing and shared cycle/footways where appropriate, as generally shown on our drawing number JNY4420/45C.
- c. The modification of traffic signals at 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 lines, shared cycle/footway in East Street, high friction surfacing and intelligent bus priority where appropriate, as shown generally on our drawing number JNY4420/46E.
- d. The realignment and positioning of the existing car park access to Dogflud Way to provide an uncontrolled priority junction as generally shown on our drawing number JNY4420/48D.
- e. The modification of the existing junction of Brightwells Road (south-western arm) with South Street, as generally shown on our drawing number JNY4420/64A.
- f. The reconfiguration of East Street (western arm between Bear Lane and Woolmead Road) to provide for east bound buses only and limited service vehicles together with a shared cycleway/footway on the south side, the cycle/footpath to continue up to and beyond the junction with Dogflud Way (east), as shown generally on our drawing number JNY4420/50E.
- g. The signalisation of the existing junction between East Street and Dogflud Way (east) to provide for toucan crossings, a shared cycle/footway in East Street, intelligent bus priority and high friction surfacing where appropriate, as shown generally on our drawing number JNY4420/59A.
- h. 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 shown generally on our drawing number JNY4420/50E.
- i. The making of commuted payments for the future maintenance requirements of all signal installations.
- j. 96 publicly available cycle stands.
- k. 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.
- l. Provision of real time passenger information, intelligent bus priority, printed public transport information in the vicinity of the site / town centre to a maximum of £120,000.

All the financial contributions will be index linked to May 2007 values using the “All New Construction” index as detailed in the DTI “Construction Statistics Manual”.

2. SPA mitigation

Financial payments in accordance with adopted WBC mini-plan.

3. Affordable Housing

30% affordable housing units appropriate arrangements for securing such provision in the future.

4. Works of Public Art & Craft

Public Art within the scheme, including agreement of suitable procurement process, which is to include WBC & Farnham Public Art Trust input.

5. Public Open Space

Provision of on-site public open space (hard/soft areas) and future maintenance, including landscape features.

6. Social/Education

Financial payments towards education and libraries in the local area.

7. Leisure

Financial payments in accordance with Sport England requirements (could be financial assistance towards the adjacent leisure centre) in lieu of on-site provision

8. Community Services/Facilities

Relocation and provision of the Gostrey Community Centre.

9. Controls

Security of public open areas including on-site CCTV and street lighting.
Protect in perpetuity proposed pedestrian links into and through the scheme

In addition the following elements also need to be included

Management plan

CHP plant

Code level 3 construction.

Multi-purpose use of cinema screen

WA/2008/0280
Crest Nicholson Developments Ltd
& Sainsburys Ltd
28/01/2008

Application for Listed Building Consent for the demolition of the attached Redgrave Theatre. Conversion of Brightwell House to form 2 no. restaurant units. Works to include single/two storey extensions to the north and west (containing additional ground floor restaurant space, kitchen areas, stores, toilets, staircase and plant room and first floor kitchens, stores, staff wc and plant room). Works to existing house to include reinstatement of 3 no. original hipped roofs and rooflight to the north elevation and hipped roofs over the existing bay windows and reinstatement of glazed canopy in the southern elevation. Reinstatement of original chimneys and other internal works. Demolition of boundary walls, toilet block, bowling pavilion and cottage.at Land at Brightwell House, East Street, Farnham (as amended by plans and documents received 15/08/2008)

Grid Reference:

E: 484186 N: 146994

Parish :

Farnham

Ward :

Farnham Moor Park

Case Officer:

Ian Ellis

8 Week Expiry Date

24/03/2008

Neighbour Notification Expiry Date

28/03/2008

Neighbour Notification

Amended/Additional Expiry Date

RECOMMENDATION

Listed building Consent be granted subject to conditions set out at the end of this report

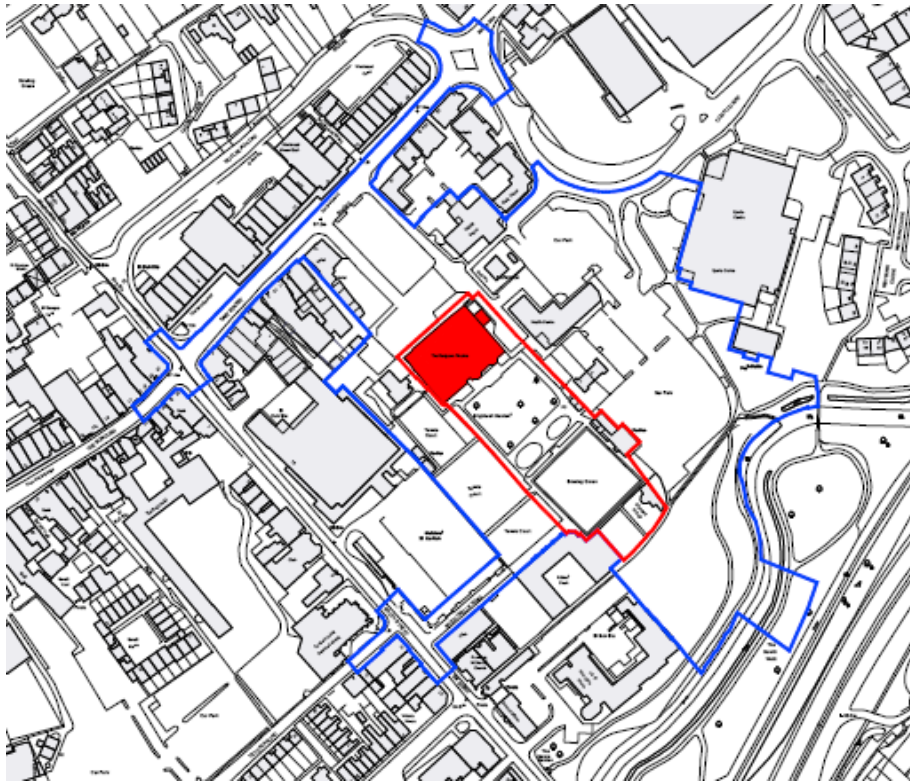
This application is one of a pair of applications that relate to the redevelopment of land at East Street Farnham. As well as this application the other is:

WA/2008/0279 Redevelopment of East Street site

This report is concerned solely with the listed building consent issues in respect of Brightwell House and the demolition of other structures and buildings. The change of use issues and the wider context of the main development application are separately addressed in the other report on the agenda.

The associated planning application was amended by the submission of amended plans and documentation on 15/08/2008. As a consequence of those amendments it was necessary to submit revised site and layout plans for the listed building consent application and an addendum to the Listed Building Statement. However those plans and documents did not change the detail or principle of this application.

Location Plan



Site Description

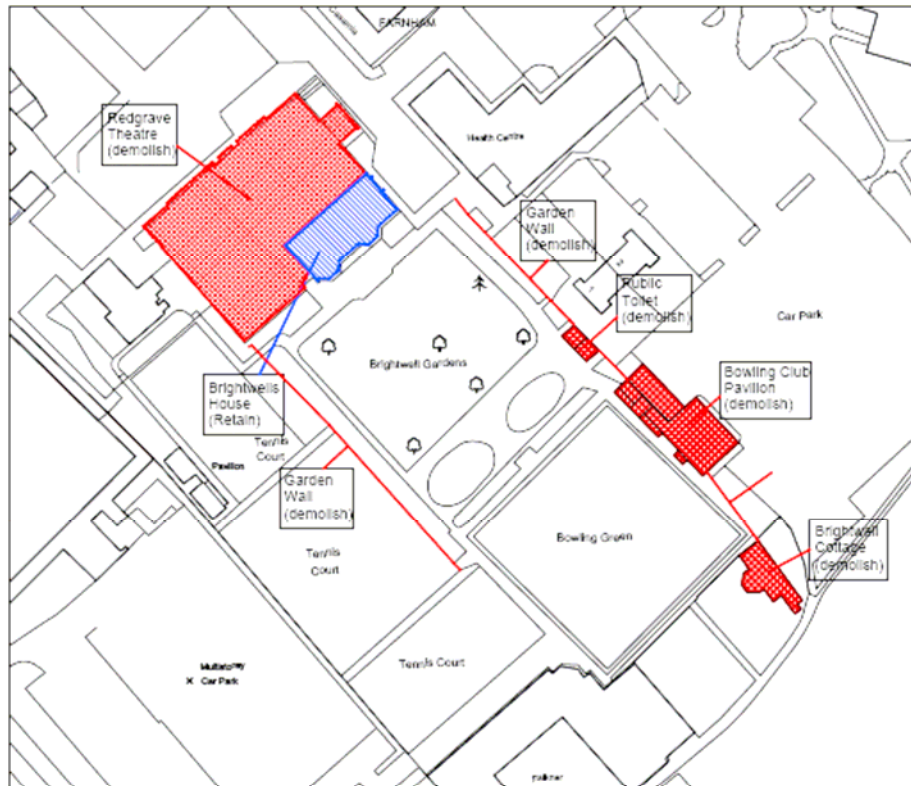
Brightwell House is a two-storey grade II listed building to which was added the modern Redgrave theatre. It was built in 1792-5

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.

Part of the original residential garden is now the public Brightwell Gardens and former bowling green. Part of the old brick garden wall remains to which public conveniences were added. Neither the garden walls or Brightwell Cottage are specific listed buildings but it is considered that they lie within the curtilage of the listed building.

Proposal

The proposal is for the demolition of the former theatre, old garden walls and Brightwell Cottage. The remaining part of the original Brightwell House would be retained and restored. The demolition works are required if the development the subject of application WA/2008/0279 is granted planning permission and then implemented.



Brightwell House Site - Showing Buildings to be Demolished

The application is accompanied by a detailed listed building design and access statement that explains the reasons why it is proposed to demolish these buildings and structures and undertakes an assessment of their qualities. The applicants consider that the demolition of the former theatre does not amount to demolition of a Listed Building. This is because they consider that it is only when a listed building is wholly or substantially to be demolished that it amounts to 'demolition'. They consider that the retention of the listed building (Brightwell House) is assured in their proposals.

Relevant Planning History

None

Development Plan Policies and Proposals

Surrey Structure Plan 2004

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.

Waverley Borough Local Plan 2002

- 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.

Consultations and Town/Parish Council Comments

English Heritage – comment that 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.

Representations

The listed building consent and planning application 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.

24 exhibition proformas and letters of objection have been received specifically in respect of the listed building application although the majority also list objections to the planning application. The grounds for objection to the listed building consent application are:

- the theatre should not be demolished, it should be retained and reopened
- the loss of the theatre would be a major cultural loss
- Farnham's heritage should be preserved, Brightwell House should never have been neglected
- Renovation of the theatre not is demolition should be undertaken
- The demolition of the garden walls and Brightwell Cottage harm the setting of Brightwell House and are contrary to WBLP policy HE3.
- The surrounding development will harm the setting of Brightwell House

- The complex of Brightwell House and the theatre is a significant part of the history of theatre in Farnham
- The demolition of the theatre and the dense urban setting of the new development provides little advantage to the setting of Brightwell House
- The theatre was an effective and attractive auditorium whose stage form is one of two deliberate explorations of the Royal Shakespeare Company's then preferred stage form prior to the building of the Barbican Theatre.

The report on the development application WA/2008/0279 sets out in detail the objections to the planning application. Some of those objections also refer to issues such as the setting of the listed building and loss of historic features.

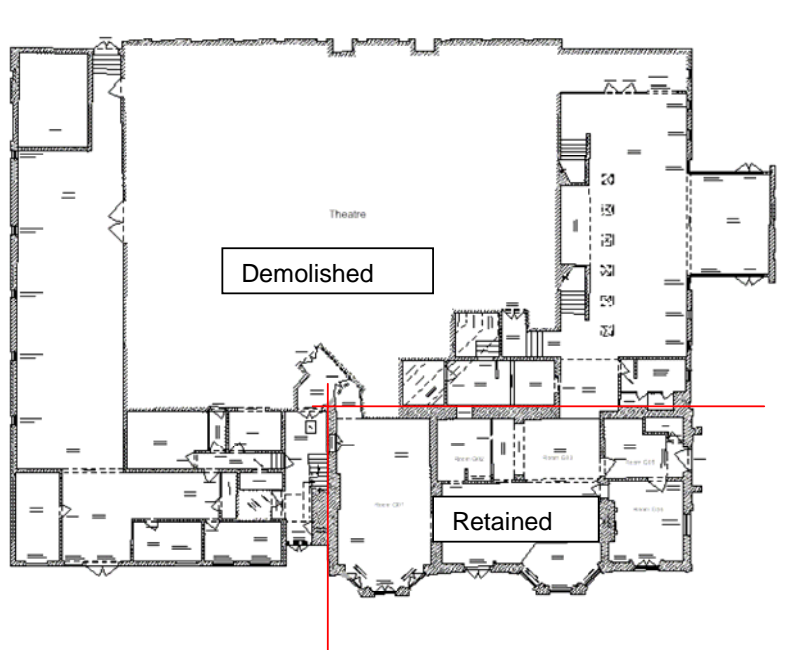
5 exhibition proformas are in support of the listed building proposals

Determining Issues

Whether the demolition of the former Redgrave Theatre, that forms part of a listed building and demolition of the public toilets, bowls clubhouse, the garden walls and cottage are acceptable.

Planning Considerations

1. The only listed building within the site is Brightwell House and the attached former theatre. Some of the former garden walls remain in situ but are not statutorily listed and the separate Brightwell Cottage is a locally listed building. None of the application site is within Farnham's Conservation Area. The following plan the extent of demolition at Brightwell House. Basically the 1970's theatre extension would be demolished and the remaining core from the 1790's retained, restored and brought into beneficial use.



2. Brightwell House was statutorily listed in 1972 and a revised description issued in 2002 – see appendix 1. The former theatre is not given any prominence in the description. The house itself is an important example of a substantial 19th century house and garden built in a semi rural location. It gives historic context to the development of the eastern side of Farnham but the historic qualities of the house and garden have been compromised by the construction of the theatre and surrounding development. Many important external features have been lost, including the hipped roofs over the bay windows to the south elevation and all the chimneys. Internally, many historic details have been lost as a result of the addition of the theatre. The internal layout has lost many of the original fireplaces and part of the existing staircase. The photographs below show Brightwell House and the garden walls.



3. The current proposals to restore and convert Brightwell House have evolved over a number of years. These latest plans respond to comments received from English Heritage, The Georgian Group, South East Regional Design Panel, the

Local Authority Historic Buildings Officer and Environmental Health on those earlier schemes. The comments were broadly in favour of the demolition of the attached theatre and its replacement with a smaller scale contemporary designed restaurant extension. The comments also welcomed the opportunity to restore Brightwell House and the reinstatement of historic features, such as the principal staircase, fireplaces, chimneys and hipped roofs over the bay windows on the south facade.

4. The former Redgrave Theatre is a large red brick flat roof building in an uncompromising 1970's modernist style. The position of the building largely corresponds to the location of the original Brightwell House service wing and small northwest garden. By virtue of its use as a theatre there is very little fenestration with the result that external elevations are mainly an unrelieved mass of brickwork completely obscuring the west and north elevations of Brightwell House. On the other elevations the contrast between the former theatre and Brightwell House is stark and does little to respect the original historic building.
5. The theatre is part of the statutory listed building and is deemed to be of special architectural or historic interest. However, as noted above, the description of the listed building at appendix 1 only records the presence of the theatre and does not describe any features of architectural or historic interest. The loss of the former theatre would have no adverse consequences for the architectural or historic integrity of the original building. The removal of the former theatre would provide the opportunity to restore the original House that is the prime historic building. This approach is consistent with SSP policy SE5 and WBLP policy HE1.
6. The garden walls and Brightwell Cottage date from the early 19th century with the former probably being contemporary with Brightwell House. The public toilets and bowls clubhouse are later 20th century structures and their demolition raises no significant issues. The garden walls and Brightwell Cottage are attractive features but are of no special architectural or historic interest in their own right. The photographs below show Brightwell Cottage.



7. PPG15 recognises that it is an objective of Government policy to secure the preservation of historic buildings but there will very occasionally be cases where demolition is unavoidable. Proposals for demolition should be fully scrutinised before any decision is reached. The issues that are generally relevant to the consideration of all listed building consent applications are:

“i. the importance of the building, its intrinsic architectural and historic interest and rarity, in both national and local terms

- ii. *the particular physical features of the building (which may include its design, plan, materials or location) which justify its inclusion in the list: list descriptions may draw attention to features of particular interest or value, but they are not exhaustive and other features of importance (eg interiors) may come to light after the building's inclusion in the list;*
 - iii. *the building's setting and its contribution to the local scene, which may be very important, eg. where it forms an element in a group, park, garden or other townscape or landscape, or where it shares particular architectural forms or details with other buildings nearby;*
 - iv. *the extent to which the proposed works would bring substantial benefits for the community, in particular by contributing to the economic regeneration of the area or the enhancement of its environment (including other listed buildings)”*
- 8. PPG15 emphasises that the Secretary of State would not expect consent to be given for the total or substantial demolition of any listed building without clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses, and these efforts have failed or

“that redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition.”
- 9. The former theatre, Brightwell Cottage and remaining brick boundary walls are not of exceptional quality or merit, but they are either attached to or located within the curtilage of the listed building and help to define its boundary. The East Street Development proposes that they will be removed and whilst this unfortunate the loss is out weighed by the long term benefit of the East Street Development in providing a financially secure future for Brightwell House and the wider benefits regeneration of this area will bring.
- 10. As far as the criterion set out in paragraph 6 above is concerned it is considered that:
 - i. the demolition works do not involve the loss of important or rare national or local historic buildings or structures,
 - ii. there are no architectural features of particular merit
 - iii. the present setting is not of any special merit, Brightwell House has very little affinity with its immediate surroundings and the buildings around have no group value with the original house.
 - iv. The regeneration of the area will be assisted by the demolition of these buildings and structures.
- 11. The approach to the restoration and conversion of Brightwell House is to remove the former theatre and then restore the remaining historic part of the building, reinstating historic features where appropriate. The building will be extended, in a contemporary style, to form restaurant space to the north and west. This serves to give definition to the original building particularly as it is a focal point of the development to both the town square and park. The extension will also mask the break in the building caused by the removal of the original service wing. The new use for Brightwell House is aimed at providing a long-term economic future for the building and its role as a centrepiece for the redevelopment of East Street will be an incentive to keep the building well maintained.

12. Many of the objections are to the loss of the former theatre as a cultural facility and that aspect is dealt with in detail in the accompanying report on the development application WA/2008/0279. English Heritage has not objected to the demolition works or the refurbishment and extension proposals. They have left the applications for local determination.
13. PPG15 sets out Government advice on the controls and policy for the protection of historic buildings and the approach to be taken to development proposals affecting them and their setting. There is 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.
14. The intended glazed single storey restaurant extension to Brightwell House will be supported by timber beams and circular columns. The new full height glazing will be framed in natural coloured timber to add visual interest and soften the effect of the large areas of glass. In parallel with the more extensive use of timber on the proposed extension, the new restaurant entrance canopy incorporates the use of horizontal timber boarding. Consideration has been also been given to the design of the horizontal timber louvre solar shading to the glazed restaurant extension to add lightness and elegance to the elevations.



Conclusion

The material planning issue is whether the proposals for demolition, restoration of Brightwell House and its extension and alteration are detrimental to the character of the building and its setting. It is considered that taken as a whole the listed building proposals, allied to the regeneration of the East Street site, accord with PPG15 advice. The proposals are considered to strike a reasonable balance between the aims and objectives of SSP policy SE5 and WBLP policies HE1, HE3 – 5 and the substantial benefits for the community from redevelopment that decisively outweigh the loss resulting from demolition.

RECOMMENDATION

That Listed Building Consent be **GRANTED** subject to the following conditions:

1. The works hereby consented to shall be begun within three years from the date of this consent.

Reason To comply with the provision of Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2. **Before the relevant work begins**, detailed plans and information in respect of the following in relation to Brightwell House shall be submitted to and approved in writing by the Planning Authority. The work shall be carried out in full in accordance with such approved details:
- (a) joinery at a scale of 1:5
 - (b) sections through roof ridge, hips, valleys, eaves & verges at a scale of 1:5
 - (c) internal drainage routes, noting all necessary cutting, chasing and other alteration to historic fabric at a scale of 1:
 - (d) samples of external materials and surface finishes..
 - (e) schedule of works/specification
 - (f) schedule of all doors, windows, joinery, fireplaces, decorative plasterwork and other architectural features that are to be altered, relocated, concealed or removed, fully describing the work proposed.
 - (h) method statement
 - (i) test panel of brick/stone

Reason To ensure that special regard is paid to the interests of protecting the special character and architectural integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

3. **Before any work begins details** of the following steps in relation to the retained portion of Brightwell House shall have been submitted to and approved in writing by the Planning Authority and then undertaken to secure the safety and stability of that part of the building to be retained. Such steps to relate to:
- (a) strengthening any wall or vertical surface
 - (b) support for any floor, roof or horizontal surface, and/or
 - (c) provision of protection for the building against the weather

Reason To ensure that special regard is paid to the interests of protecting the special character and architectural integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

4. The demolition hereby permitted shall not be undertaken before a contract for the carrying out of the works of redevelopment of the site has been awarded and planning permission has been granted for the redevelopment for which the contract provides. A copy of this contract shall be submitted to the Planning Authority for verification before any works commence.

Reason To ensure that premature demolition does not take place and that a derelict site does not detract from the special character of the area.

APPENDIX 1

Brightwell House - Listed Building Description

House, later incorporated in theatre. Built between 1792-5 by a local builder, Thomas Turner, but substantially remodelled c1827 and west wing added c1852 in matching style. Originally brick but stuccoed with incised lines in 1820s. Roof was slate but replaced in later C20 by fibre cement slates. EXTERIOR: Entrance or east front: 2 storeys, originally 3 window bays but right side bay demolished in early 1970s. Right side former central bay projects slightly forward and is wider. Eaves band. Hipped roof. Plain pilasters at left hand end and flanking centre bay. In bay at left hand end, nine-pane sash to first floor, ground floor window blank. Right side 12-pane sash. Right side pro-style Ionic porch in antis. Segmental headed doorway; segmental fanlight with radiating tracery; original 6-fielded-panelled door with reeded design. South-East front facing Brightwell Gardens: 2 storeys. 4 window bays with 2 splayed bays rising through both storeys in 1st and 3rd bays from south-west end. Moulded eaves cornice. Band between 1st and ground floors. Plain giant pilasters at ends and flanking splayed bays. Nine-pane sashes in reveals to first floor; C19 style French windows below. Veranda on metal columns with C19 capitals between splayed bays. 1970s theatre to north and west. West wall of stucco with incised lines survives. North wall could not be accessed.

INTERIOR: Staircase hall retains three 1820s doorcases with pilasters and paterae and remains of an early C19 well staircase with scrolled tread ends of which the lowest six feet of treads, balustrading and handrail were missing at time of survey. Corner east room retained 1820s architraves with paterae, shutters and c1850s black marble fireplace. The central room has a moulded cornice, two pilasters divided by a wide opening with plastered design of paterae and sunflower, C19 marble fireplace in rococo style with grotesque male masks and console brackets, two elaborate ceiling roses, heavy cornice with floral motifs and four french windows with architraves with paterae. End room has three french windows and cornice of paterae and ovolo moulding. The former stairwell on the first floor has an early C19 ceiling rose of leaf motifs and moulded cornice. The south east room has an early C19 marble fireplace with reeded pilasters, paterae and central panel with oval decoration, shutters to window and wide early C19 doorcase with four panels, original architraves and skirting boards. The original central room has been subdivided but retains part of the original cornice and original window shutters.

HISTORY: Property built between 1792 and 1795 on part of an estate known in the early C18 as

Canterburies and described in an indenture dated 1795 as "a brick messuage or dwelling house". In 1827, the house was left in trust to Richard Garth, who inherited the title of Lord of the manor of Morden and a fortune. A condition of the will was that this house should be his habitual place of residence. Richard Garth was a barrister, Member of Parliament for the Guildford Constituency which also included Farnham, was knighted in 1875, and was Chief Justice in Bengal until 1886. The property is shown on the 1839 Tithe Map. In 1852, a further acre of land was acquired to the west and a two storey wing added to the west which is first shown on the 1871 OS map. Visitors who stayed at the house (then called Lowlands) included Florence Nightingale and Sir Arthur Sullivan. Later in the C19 Colonel Patrick Paget of the Scots Guards, related by marriage to the Garths, succeeded to the estate and his widow lived here until her death in 1912. In 1905 the name was changed to Brightwell, after Brightwell Baldwin in Oxfordshire, the home of one of the first owners of the property. In 1920 the house and grounds were acquired by Farnham Urban District Council and the house used successively as a library, a health clinic and offices for the local housing department. In 1967 it was offered to Farnham Repertory Theatre Trust as a site for a new theatre. The north eastern bay and stabling was demolished to provide a site for the purpose-built theatre and the remainder became part of the Redgrave Theatre (Green room, Dressing Rooms bar etc.) until the theatre was closed in 1998.

["Buildings of England. Surrey" p236.

Nigel Temple "Farnham Buildings and People" 1973. P113.]