

WA/2011/1215
Crest Nicholson Regeneration Ltd
and Sainsbury's Supermarket
15/07/2011

Application for Listed Building Consent for 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 the glazed canopy in the southern elevation. Reinstatement of original chimneys, internal fireplaces and staircase. Partial unblocking of a first floor window on the west elevation. Removal of later partition walls and ground floor toilet; new openings through to first floor extension, installation of servery. Some blocking in of existing internal openings. Demolition of boundary walls, toilet block and cottage at Brightwell House, East Street, Farnham

As amplified by email received 13/09/11

Public Notice
Grid Reference:

Was Public Notice required and posted: Yes
E: 484592 N: 147314

Town :
Ward :
Case Officer:

Farnham
Farnham Moor Park
Mr R Pearmain

8 Week Expiry Date
Neighbour Notification Expiry Date
Neighbour Notification
Amended/Additional Expiry Date

09/09/2011
26/08/2011
NA

RECOMMENDATION

That Listed Building Consent be GRANTED
subject to conditions.

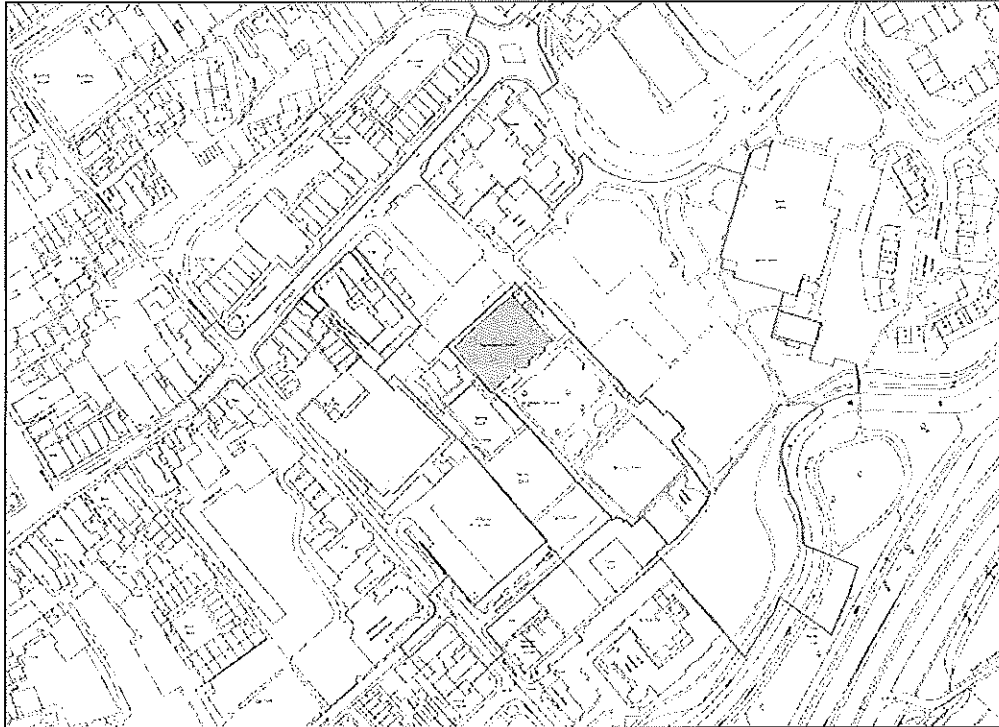
Introduction

This report is concerned solely with Listed Building Consent issues regarding Brightwell House and the demolition of other associated structures and buildings.

This is a full application for Listed Building Consent. However, it follows a previous Listed Building Consent, based upon a very similar proposal, granted under WA/2008/0280, which will time expire on 09/10/2011.

Planning permission was granted for the associated East Street redevelopment scheme by the extant WA/2008/0279 permission on 06/08/2009.

Location Plan



Location plan showing the application site and surrounding area.

Site Description

The application site comprises Brightwell House, which is a two-storey Grade II Listed Building located outside the Farnham Conservation Area. Brightwell House was built between 1792-5 and was listed in 1972. The list description is attached at Appendix 1. The Redgrave Theatre was built in the early 1970s as a modern addition to Brightwell House. The theatre closed in the late 1990s and has been disused for over ten years.

Along the north east and south west boundaries of the application site are the remains of the former brick garden wall and a single storey cottage building associated with the original use of Brightwell House. Public conveniences (toilets) are attached to the north eastern boundary wall.

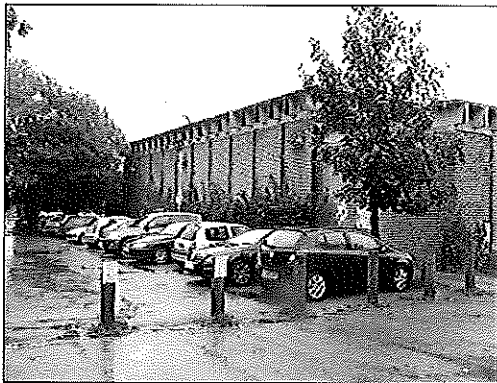
Neither the garden walls nor the cottage are specifically listed, but as they are located within the curtilage of the listed building (Brightwell House) and pre-date 1948, they are covered by the Brightwell House listing.

Brightwell House, the Redgrave Theatre and Brightwell Cottage are all in a dilapidated condition internally and externally. All of these buildings have been

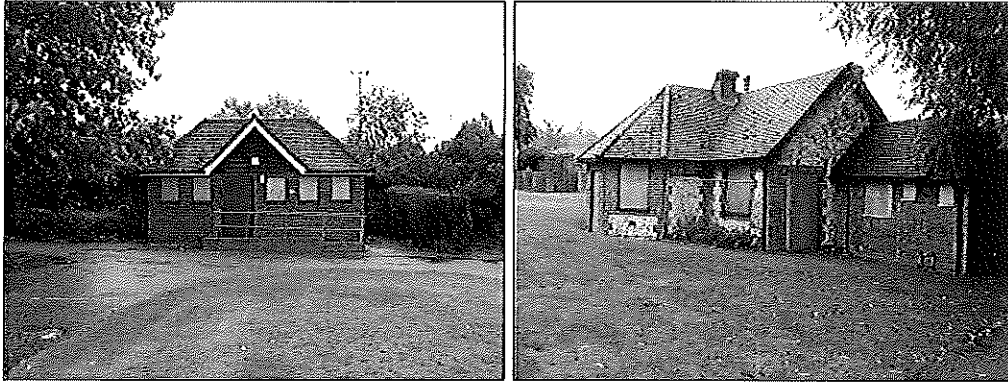
boarded up for security reasons. Many of the historic features and buildings associated with Brightwell House have been lost over the passage of time.



Photo showing the south east elevation of Brightwell House and the adjoining Redgrave Theatre.



Photos showing the north west and north east elevations of Brightwell House and the adjoining Redgrave Theatre.



Photos showing the public toilets and Brightwell Cottage.

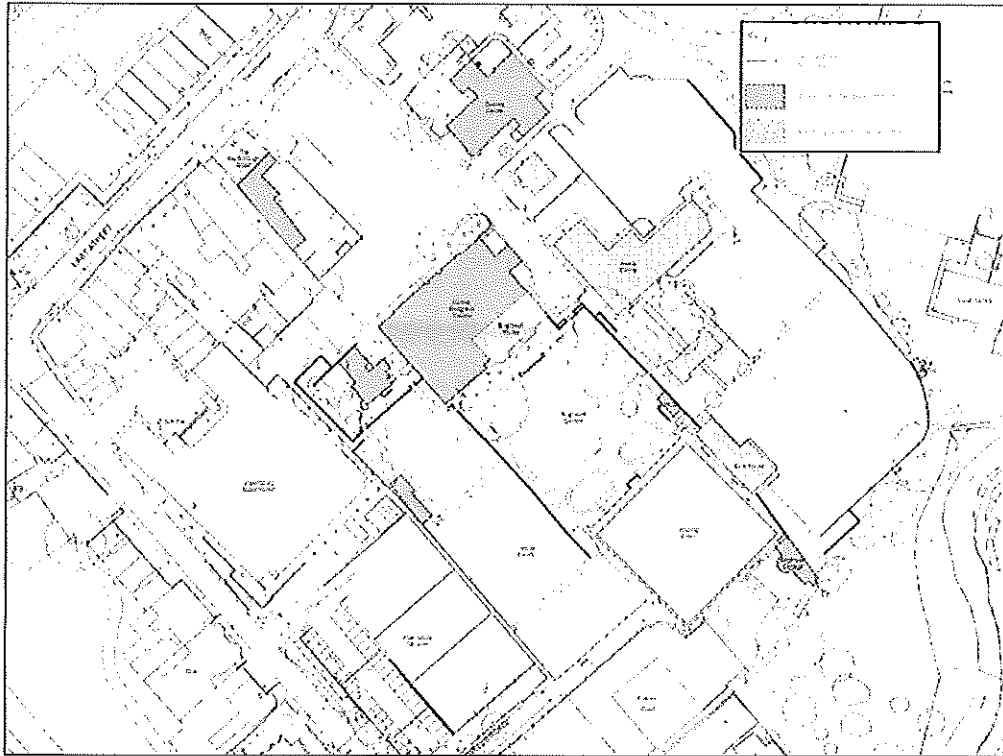
Proposal

Listed Building Consent is sought for extensions and alterations to the listed Brightwell House to form 2 restaurant units following the demolition of the Redgrave Theatre, the old garden walls, the toilet block and Brightwell Cottage.

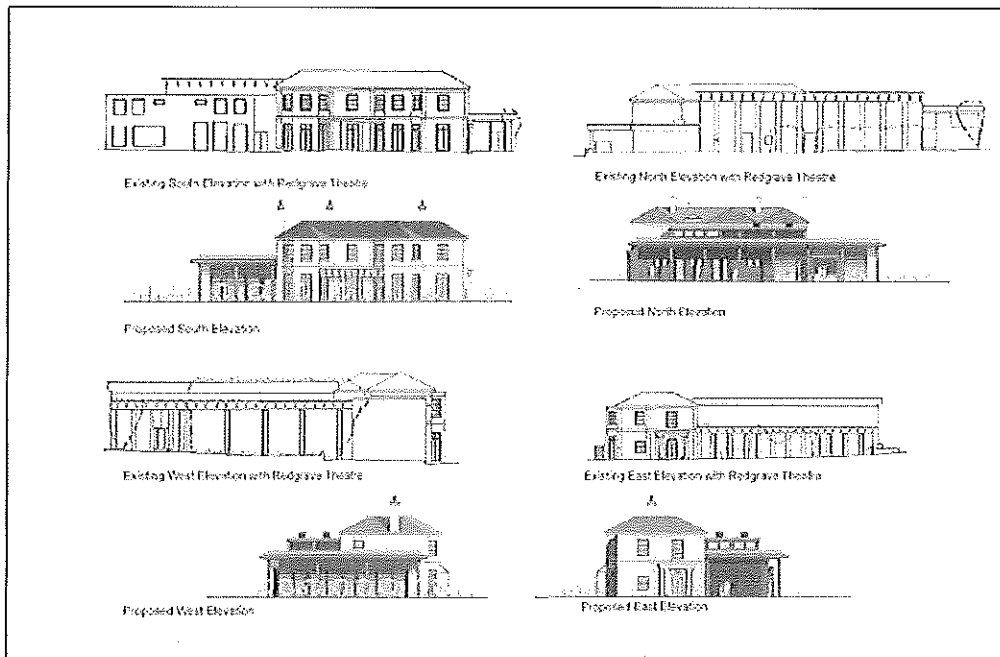
The proposed extensions and alterations to the original Brightwell House building would comprise a contemporary single / two-storey extension containing additional ground floor restaurant space, kitchen areas, stores, toilets, staircase and plant room and first floor kitchens, stores, staff wc and plant room.

The proposal also includes the following restoration / reinstatement of historic features and alterations:

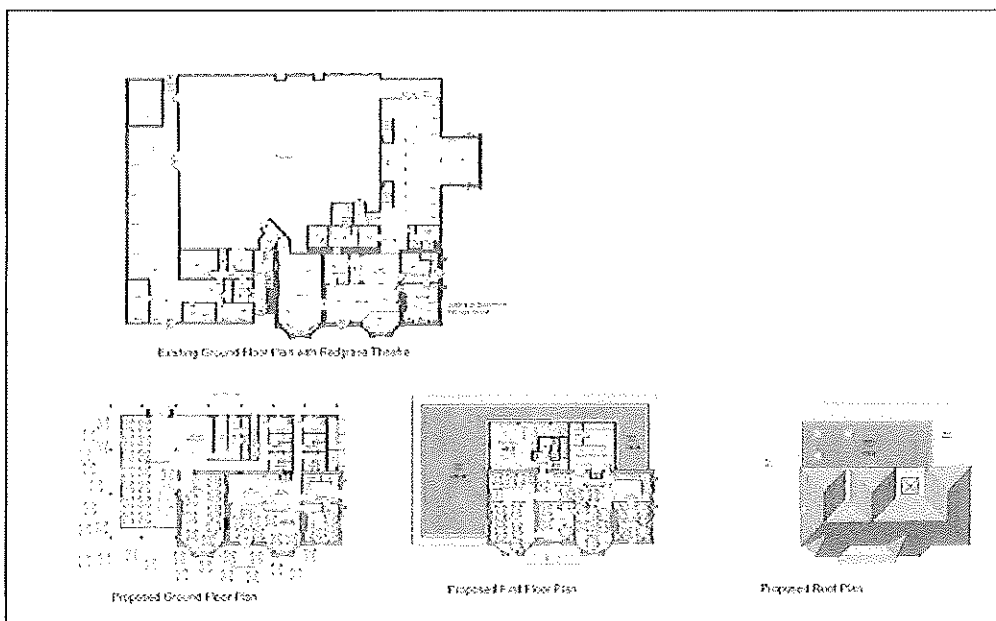
- Reinstatement of 3 no. original hipped roofs and rooflight to the north elevation,
- Reinstatement of hipped roofs over the existing bay windows and reinstatement of the glazed canopy in the southern elevation,
- Reinstatement of original chimneys, internal fireplaces and staircase,
- Partial unblocking of a first floor window on the west elevation,
- Removal of later partition walls and ground floor toilet; new openings through to first floor extension, installation of servery. Some blocking in of existing internal openings,
- Retention of the existing basement / cellar and upgrading of access hatch, ladder and ventilation.



Proposed demolition plan



Existing and proposed elevations to Brightwell House.



Existing and proposed floorplans to Brightwell House.

The application is accompanied by a listed building design and access statement, which undertakes a detailed assessment of the on-site buildings and structures. The design and access statement also set out the applicants' key objectives and design approach:

- Carefully restore Brightwell House and, where possible, replace lost features,
- Replace the overbearing Redgrave Theatre with a smaller scale high quality modern extension to provide restaurant, kitchen and toilet accommodation,
- Provide clarity between the new and old by making extensive use of glass and timber cladding in the design of the extension, to give transparency and lightness, in contrast to the solid rendered masonry construction of the original Brightwell House
- Provide a secure long term future for the building,
- Allow public access to the ground and first floors of the Listed Building,
- Design alterations to the Listed Building to be reversible when possible.

Relevant History

REFERENCE	PROPOSAL	DECISION
WA/2008/0280	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	Listed Building Consent Granted 09/10/2008 Extant Not implemented (Expires 09/10/2011)

	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. (As amended by plans and documents received 15/08/2008).	
WA/2008/0279	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. (as amended by plans and documents received 20/8/08).	Full Permission 06/08/2009 Extant Not yet implemented

Planning Policy Constraints

Developed area of Farnham
 East Street Area of Opportunity
 Grade II Listed Building – Brightwell House
 Town Centre Area
 Thames Basin Heath SPA 5km Buffer Zone
 Wealden Heaths I SPA 5km Buffer Zone
 AQMA Buffer Zone
 Flood Zones 2 and 3
 Section 106 – WA/2008/0279
 Farnham Design Statement 2010

Government Guidance, National and Local Policies and Local Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990
 PPS5 – Planning for the Historic Environment 2010
 Policies HE1, HE3 and HE5 of the Waverley Borough Local Plan 2002

Policies BE6 of the South East Plan 2009 (subject to the letter to Chief Planning Officers from the Secretary of State dated 27/5/10 regarding abolition of Regional Spatial Strategies).
Draft National Planning Policy Framework 2011

Consultations and Town/Parish Council Comments

Town Council – No further comments required.

English Heritage – Comment that specialist staff have considered the application and do not wish to offer any comments on this occasion. Recommend that the application be determined in accordance with national and local policy guidance and on the basis of the Council's specialist conservation advice.

Representations

74 letters of objection received raising the following issues / concerns:

- Objection to the demolition of the Redgrave Theatre – The theatre is a heritage asset and still needed for the people of Farnham,
- Restoration and reuse of the Redgrave Theatre should be considered,
- Objection to the change of use of Brightwell House to restaurants – too many restaurants in Farnham,
- Inappropriate extensions and alterations proposed to Brightwell House,
- Brightwell Cottage and the garden walls should be retained,
- No demolition or alterations should be made until a development contract is in place,
- Proposed demolition will compromise the fabric and structure of the Listed Building,
- Proposal contrary to national and local plan policies,
- Proposal contrary to the draft National Planning Policy Framework,
- Details of the basement / cellar should be recorded prior to implementation,
- Objection to the extant East Street redevelopment scheme.

Determining Issues

- Principle of development
- Changes in circumstances and assessment
- Whether the proposal preserves or enhances the fabric, character and appearance of the Listed Building
- Representations

Planning Considerations

Principle of development

Brightwell House is Grade II Listed; Local Plan Policies HE3 and HE5 both seek high design standards in order to ensure the special architectural or

historic interest of the building is preserved or enhanced and that all new work is appropriate to its character in terms of its siting, style, scale, height, massing, colour, materials, archaeological features and detailing.

Local Plan Policy HE3 states that proposals will not be permitted if they would harm the building or its setting.

Local Plan Policy HE5 states that proposals to extend and alter Listed Buildings, including curtilage buildings, must be based upon full information about the special interest of the building and applicants must show why works would affect the character of a Listed Building are desirable or necessary. Alterations, including internal alterations and additions will not be permitted if they adversely affect the character of the building, its setting, or any features of special architectural or historic interest, which it possesses. Policy HE5 also states that consent to demolish objects or structures within the curtilage of a Listed Building will not be granted without conclusive evidence that the object or structure is incapable of repair for beneficial use or enjoyment, or is not of special architectural or historic interest as a structure ancillary to the principle Listed Building.

The Listed Buildings and Conservation Areas Act 1990 states that in considering whether to grant Listed Building Consent for any works, the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

The principle of the proposed works and demolition has been established by the extant WA/2008/0280 Listed Building Consent. The current proposal is almost identical to the previous consent. The only differences are:

- Discovery of the Brightwell House basement / cellar,
- Demolition of the Bowling Club Pavilion.

The WA/2008/0280 Listed Building Consent is a highly material consideration when determining this application. Copies of the WA/2008/0280 decision notice and committee report are attached to Appendix 2.

Listed Building Consent is required to enable the implementation of the extant WA/2008/0279 planning permission for the East Street redevelopment / regeneration scheme, since Listed Building Consent, as well as planning permission is required for the works to Brightwell House.

This application is concerned solely with Listed Building Consent issues relating to Brightwell House and the demolition of other associated structures and buildings. The acceptability of the East Street redevelopment scheme has been established by the extant WA/2008/0279 permission granted on 06/08/2009.

Therefore, the key consideration is whether there have been any material changes in circumstances to warrant making a different decision on this

current application, taking into account the minor changes to the proposal in comparison with the extant WA/2008/0280 scheme.

Changes in circumstances and assessment

The relevant changes in circumstances that have occurred since October 2008 are set out below:

- Adoption of PPS5 – Planning for the Historic Environment 2010 in March 2010, which supersedes PPG15 – Planning and the Historic Environment.
- Adoption of the South East Plan 2009 in May 2009. The South East Plan 2009 is subject to the letter to Chief Planning Officers from the Secretary of State dated 27/5/10 regarding abolition of Regional Spatial Strategies.
- Deletion of the Surrey Structure Plan 2004.
- Publication of the draft National Planning Policy Framework (July 2011),
- Adoption of the Farnham Design Statement 2010.

PPS5 is less specific on detailed issues than the former PPG15, but the principles of preservation and enhancement of the special architectural / historic interest of Listed Buildings and retention of important heritage assets remain. Policy HE7 of PPS5 requires that planning authorities should seek to identify and assess the particular significance of any element of the historic environment that may be affected. Policy BE6 of the South East Plan echoes this ethos and encourages the sensitive use of under used historic assets through sensitive regeneration, as do the relevant sections in the draft National Planning Policy Framework and the adopted Farnham Design Statement.

Bearing the above in mind, officers would suggest the following assessment points are still relevant to the current application:

The Redgrave Theatre is attached to the heritage asset (Brightwell House), but it is not a part that contributes to its national interest. This clear because English Heritage / Secretary of State declined, when requested, to list it in its own right or even more specifically to describe it as an important feature within the existing list description. The Local Authority does not consider the theatre to have any local heritage value.

Therefore it would not be reasonable from a heritage point of view to prevent the demolition of the theatre. From a listed building point of view, it is still held that the demolition of the theatre would allow Brightwell House to be enhanced and brought back into use.

The proposed contemporary extensions, alterations and works to Brightwell House to allow its reuse are considered to enhance the fabric, character, appearance and setting of the Listed Building and considered to be entirely appropriate by officers subject to safeguarding conditions, as per the WA/2008/0280 Listed Building Consent.

The basement / cellar is an important discovery and its protection and retention in order to fully understand the building's history should be recorded via conditions.

The public toilets are a later 20th century structure and its demolition still raises no significant issues. As established and accepted by the WA/2008/0280 consent, the garden walls and Brightwell Cottage are attractive features, but are of no special architectural or historic interest in their own right. The loss of these structures / buildings is unfortunate, but is out weighed by the long term and wider benefits of the East Street redevelopment scheme for the site and surrounding area, which will also financially secure the future for Brightwell House.

Therefore, notwithstanding the adoption of PPS5 and the South East Plan 2009 or the publication of the draft National Planning Policy Framework (July 2011), there have been no changes in circumstances since the WA/2008/0280 permission that would indicate that a different decision should be made upon this Listed Building application, subject to safeguarding conditions.

Having regard to the detailed evaluation of the proposal by the Council's Historic Buildings Officer, officers conclude that the proposal would satisfactorily preserve the special historic interest of the building and that the new work is appropriate to its character in terms of siting, style, scale, height and massing. The proposal is considered to comply with Policies HE3 and HE5 of the Waverley Borough Local Plan 2002.

Conditions regarding the approval of details, a scheme for the alterations and/or repairs of Brightwell House and no demolition until a contract and planning permission for redevelopment has been secured as per the WA/2008/0280 Listed Building Consent are recommended by officers. In addition, conditions are recommended to ensure the protection and retention of the basement / cellar and that a building record and analysis of the basement / cellar is undertaken and recorded.

Whether the proposal preserves or enhances the fabric, character and appearance of the Listed Building

As mentioned above, the proposed extensions, alterations and works to Brightwell House to allow its reuse are considered to enhance the fabric, character, appearance and setting of the Listed Building and considered to be entirely appropriate by officers subject to safeguarding conditions, as per the WA/2008/0280 Listed Building Consent.

The demolition of specific structures / buildings within the curtilage of the Listed Building, which are not considered to have special architectural or historic interest in their own right, is out weighed by the long term and wider benefits of the East Street redevelopment scheme for the site and surrounding area, which will also financially secure the future for Brightwell House.

Representations

All of the issues and concerns raised by third parties have been carefully considered by officers. The relevant Listed Building issues and changes in circumstances have been assessed in the above sections. The acceptability of the East Street redevelopment scheme has already been established by the extant WA/2008/0279 permission.

Conclusion

The principle of the proposed works and demolition has been established by the extant WA/2008/0280 Listed Building Consent, which is a highly material consideration when determining this application.

The above assessment, which takes into account the minor changes to the proposal in comparison with the extant scheme, concludes that there have not been any changes in circumstances to warrant making a different decision on this current application compared to the WA/2008/0280 decision.

Therefore the proposal is still considered to strike a reasonable balance between the aims and objectives of national and local Listed Building policies / advice and the substantial long term and wider benefits of the East Street redevelopment scheme for the site and surrounding area, which will also financially secure the future for Brightwell House.

In view of the above, officers consider that the proposal to be acceptable subject to conditions.

SUMMARY OF REASONS FOR GRANTING LISTED BUILDING CONSENT

The consent hereby granted has been assessed against the following Development Plan policies: Policies HE1, HE3 and HE5 of the Waverley Borough Local Plan 2002, Policies BE6 of the South East Plan 2009 (subject to the letter to Chief Planning Officers from the Secretary of State dated 27/5/10 regarding abolition of Regional Spatial Strategies), the Farnham Design Statement 2010 and material considerations including PPS5 – Planning for the Historic Environment 2010, the Draft National Planning Policy Framework 2011 and third party representations. The principle of the proposed works and demolition has been established by the extant WA/2008/0280 Listed Building Consent, which is a highly material consideration when determining this application. An assessment, which takes into account the minor changes to the proposal in comparison with the extant scheme, concludes that there have not been any changes in circumstances to warrant making a different decision on this current application compared to the WA/2008/0280 decision. The proposal would satisfactorily preserve and enhance the special historic interest of the building and the new work is appropriate to its character in terms of its siting, style, scale, height and massing. It has been concluded that the consent would not result in any harm that would justify refusal in the public interest.

Recommendation

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

1. Condition

Before the relevant work begins, detailed plans and information in respect of the following 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 1:5
- (d) samples of external materials and surface finishes..
- (e) 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.

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.

2. Condition

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
- (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.

3. Condition

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.

4. Condition

Before any work begins, a building record and analysis of the basement / cellar shall be made by a suitably qualified person approved by the Local Planning Authority. A copy of the information shall be offered for deposit with Farnham Museum or The Surrey History Centre.

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.

5. Condition

Before any works begins, a specification for the protection and future maintenance of the basement / cellar must be submitted to, and approved in writing by, the Local Planning Authority. The approved measures must thereafter be fully implemented. They must cover the structural protection of the basement / cellar during adjacent ground works, the permanent protection of surviving cellar doors, provision of ventilation to the basement / cellar, the installation of access for future access for inspection and maintenance.

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.

6. Condition

The drawing numbers relevant to this decision are 13512 TPN-D12-002-A (Existing Ground Floor Plan), 13512 TPN-D12-004-A (Detailed Proposed Floor Plans), 13512 TPN-MP-070 (Demolitions Site Plan Revised), 13512 TPN-MP-071 (Brightwell House Revised Site Location Plan Listed Building Application), 13512 TPN-MP-071 (Brightwell House Survey Information), 13512 TPN-D12-010-A (Brightwell Cottages Existing Drawing), 13512 TPN-D12-012 (Brightwell Public Toilet existing Drawing), 13512 TPN-D12-013 (Listed Building Application Existing Boundary Walls), 13512 TPN-D12-014 (Listed Building Application Existing Boundary Walls), 13512 TPN-D12-050 (Proposed Detailed Elevations), 13512 TPN-D12-051 A (Existing Elevations), 13512 TPN-D12-052 (South Elevation In Context), 13512 TPN-D12-053 (East Elevation In Context), 13512 TPN-D12-054 South

& West Sections Showing Setting), 13512 TPN-D12-055 (North Elevation In Context), 13512 TPN-D12-056 (Strip Elevations), 13512 TPN-D12-057 (West Elevation In Context), 13512 TPN-MP-041 (Master Plan), 13512 TPN-D12-001 (Proposed Floor Plans), 13512 TPN-D12-003 (Existing First Floor Plan), 13512 TPN-D12-005 (Plan Showing Historic Development) and 13512 TPN-D12-007 A (Demolition within Listed Building Curtilage). The development shall be carried out in accordance with the approved plans. No material variation from these plans shall take place unless otherwise first agreed in writing with the Local Planning Authority.

Reason

In order that the development hereby permitted shall be fully implemented in complete accordance with the approved plans and to accord with Policies D1 and D4 of the Waverley Borough Local Plan 2002.

