GODALMING KEY SITE – PHASE II

PLANNING STATEMENT

Flambard Developments Ltd

June 2007
1.0 INTRODUCTION

1.1 This Planning Statement has been prepared by Nathaniel Lichfield and Partners (NLP) on behalf of Flambard Developments Limited to accompany a full planning application for the redevelopment of the Key Site, Godalming. The proposed development comprises 226 one, two and three bedroom residential units, 281 car parking spaces at basement level, a replacement police station, commercial floorspace for a range of uses (potentially comprising A1, A2, A3, B1, D1 and D2 uses), associated highway works and landscaping.

1.2 The site is located to the east of Godalming Town Centre with Flambard Way and Woolsack Way situated to the south. Victoria Road forms the south-eastern boundary with the site, whilst Phase I of the Key Site is located to the east of the proposed development.

1.3 A site location plan is attached in Appendix 1.

1.4 The site is identified in the Waverley Borough Council (WBC) Local Plan (2002) as a strategic site suitable for redevelopment. Policy TC6 of the WBC Local Plan recognises that the site is appropriate for a range of uses. In 2000 the Council commissioned Roger Evans Associates to produce a Development Framework for the site. However, the Council has since conceded that the level of development proposed in the resulting Development Framework is not viable, a view which is accepted by the District Valuer.

1.5 The application proposals have, therefore, taken account of the physical characteristics of the site, constraints in terms of existing uses, the requirements of the redevelopment and the need for remediation. Flambard Developments Limited have sought to design a scheme that meets the obligations for a replacement nursery/police station and police/Council car parking, whilst ensuring that the resulting development is well designed, will enhance the local townscape, and be financially viable.

Structure of the report

1.6 The statement provides a detailed assessment of the application proposals against relevant national, strategic and local planning policy and guidance. It also sets out the overall planning and regeneration benefits that will be delivered by the scheme. The
application is accompanied by an Environmental Statement (ES) which has been prepared under Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) England and Wales Regulations 1999. The ES considers the impact of the development including the following:-

- Landscape and Visual Impact;
- Townscape;
- Traffic and Transportation;
- Soil and Ground Conditions;
- Water Resources;
- Noise;
- Archaeology;
- Socio-economic and Community Impacts;
- Sustainability;
- Construction;
- Air Quality.

1.7 A Non-Technical Summary of the information contained in the ES is also provided.

1.8 In addition to the ES, a Design and Access Statement prepared by Scott Wilson sets out the design evolution and general design principles underpinning the scheme. A detailed Transport Assessment is also provided.

1.9 This Planning Statement provides background to the proposals and appraises the proposals in the context of the relevant planning policy guidance. The Planning Statement is structured as follows:-

- A description of the site and the surroundings in Waverley (section 2.0);
- The planning history of the site (Section 3.0);
- The proposals for the site (Section 4.0);
- A review of relevant planning policy at national, regional and local level (Section 5.0);
- An assessment of the proposals in the context of planning policy (Section 6.0); and,
- A summary of the key issues (Section 7.0).

1.10 This statement should be read in conjunction with the range of information submitted with the planning application including the application forms, plans, Design and Access Statement, Environmental Statement and Transport Assessment.
2.0 SITE AND SURROUNDINGS

The Site

2.1 Godalming is located approximately 30 miles south-west of London and 34 miles from Portsmouth. The nearest surrounding towns are Guildford (4 miles) and Farnham (8 miles).

2.2 Godalming Key Site is located on the eastern edge of Godalming Town Centre with Flambard Way and Woolsack way situated to the south. The southern boundary of the site is formed in part by the residential terraces along Victoria Road, while Catteshall Lane forms the western boundary of the site.

2.3 The site is approximately 1.6 hectares in size and approximately 150m from Langham Park. Topographically, the site slopes from east to west with the lower eastern point of 39m AOD to a high of 44m AOD at the apex of the site. The local gradient is therefore in excess of 1:20.

2.4 A range of different uses have been and are currently present on the site including a mix of light industrial business in Catteshall Lane (including Dolphin Works, Wagstaff Works and Falcon House), Jordan’s Garage on Flambard Way and Fords vacant former coach-works on Woolsack Way, Godalming police station with unused residential accommodation to the north of the site, the Wharf Nursery School and car parking for the police station and WBC employees. Transco also has premises on Flambard Way including an active gas valve installation.

2.5 The site buildings are predominately built of brick and are either one or two storeys in height with the exception of the police residential facility which is the equivalent of a three storey building.

2.6 The majority of the site is currently in the ownership of Flambard Developments with agreements currently in place with Surrey County Council, WBC and Surrey Police Authority to redevelop the site provided their car parking requirements are met and the redevelopment of Langham Park is brought forward.
**Surrounding Area**

2.7 The site is surrounded by a range of uses including residential, retail and warehousing. Adjoining residential properties include the cul-de-sac of Victoria Road to the south and a new residential development to the east (known as Phase I of the Key Site). Phase I comprises of 50 residential units and was granted permission in September 2003 (Ref: WA/2002/2359). There are also residential properties to the south of the site along Cattleshall Lane and at the top of Flambard Way opposite the police station.

2.8 The east and north of the site are dominated by retail parks and warehousing. To the east of the site, adjoining the boundary is the Royal Mail delivery office at Ashcombe Court, which also contains Roffe Swayne (chartered accountants), AWD (waste management) and RAMSAC. There is also a petrol filling station and office space on Woolsack Way which aligns the boundary to the east of the site. Beyond this is a Sainsbury’s superstore. Towards the north of the site is a small retail park containing Homebase and ‘Pets at Home’, while a Waitrose store is located to the north-west of the site on Flambard Way.

**Accessibility**

2.9 The site has good transportation routes linking it to public highways and other locations in close proximity. The A3100 links Godalming with Guilford (to the north) and the A3 to central London (north-bound) and the south coast of England. The A3 also links up with the M25 motorway which is 14 miles from Godalming.

2.10 The site also has good public transport links. Godalming train station is located approximately 750m from the Key Site and provides links to Central London and Portsmouth (two services per hour) as well as smaller towns en route including Haslemere, Guildford and Farncombe.

2.11 There are good bus links from the site to a number of other towns located within close proximity of Godalming. These include the ‘46’, ‘70’ and ‘71’ which run to Milford, Haslemere, Midhurst, Farnham and Aldershot and the ‘42/44’, ‘503’ and ‘523’ which provide services to Farncombe, Guildford, Milford and Busbridge.
3.0 PLANNING HISTORY

Background

3.1 The Roger Evans Development Framework (2001) provides a historical context of the application site and surrounding area. The gasworks was built in 1836 at the junction of The Wharf and Catteshall Lane providing the first known development on the site. The adjacent Victoria Road housing was built in 1887. The gas works became redundant in 1960 and the buildings at the junction of The Wharf and Catteshall Lane were removed to make-way for the Godalming Police Station which was constructed in 1969.

3.2 In the late 1980s the new Flambard Way route was constructed, and the southern side of Bridge Street was cleared to make way for the Waitrose supermarket and its associated parking area which was granted planning permission in December 1993 (Ref: WA/93/1304).

3.3 There have been no recent major planning applications for development on the application site other than the Phase I development, further details of which are provided in paragraphs 3.7-3.8.

Recent Planning Applications

3.4 An outline planning permission (Ref: WA/1990/0449) was submitted by Godalming Coachworks Ltd for ‘the erection of a three storey building to provide offices on a cleared site’. The application was granted planning permission on 19 March 1990. A subsequent outline planning application (Ref: WA/2000/1855) on the same site was submitted in 2000 for ‘the erection of a three storey office building with associated parking following demolition of existing buildings’. The application was granted outline permission in December 2001.

3.5 An outline application (Ref: WA/2000/1709) for the ‘erection of a building to provide approximately 930sqm of office space (Class B1) following demolition of existing buildings’ at Jordan’s, Flambard Way was approved on 8 January 2001.

3.6 An application for the ‘change of use from car repairs/sales to retail (A1) use for the sale of parts, plants and other garden sundries’ (Ref: WA/2002/2020) was refused permission in December 2002. The reasons for refusal included the material adverse
impact on the vitality and viability of the town centre shopping area and detracting from the character and appearance of the area and neighbouring dwellings.

Phase I

3.7 Phase I forms the first phase of a comprehensive redevelopment of the Godalming Key Site. The proposal was for the development of a 3/4 storey “L-shaped” building to provide 50 residential units with underground and surface parking, landscaping and other works. The development proposed 33 x 2 bedroom and 17 x 3 bedroom units with 53 of the 76 car parking spaces underground and cycle storage. The application (Ref: WA/2002/2359) submitted on behalf of Belevedere Smith Properties was approved on 30 September 2003 subject to the signing of a s106 Agreement.

3.8 A subsequent planning application to vary the original permission was submitted in 2004 to increase the height and number of residential units. However, the application (Ref: WA/2004/1750) for the ‘erection of a part 4 part 5 storey building to provide 60 flats with underground and surface parking, landscaping and associated works’ was refused in February 2004 by reason of its size and height and that it would be visually intrusive and detrimental to the character and appearance of this part of Godalming.
4.0 THE PROPOSALS

4.1 The application proposal seeks the demolition of the existing buildings and the redevelopment of the site for a mix of uses comprising residential accommodation including 226 one, two and three bedroom residential units (C3), flexible employment generating commercial space with the potential to accommodate a range of uses (potentially including A1 shops, A2 financial and professional services, A3 café, B1 business, D1 non-residential institutions and D2 assembly and leisure), a replacement police station, plus associated car and cycle parking and landscaped public, communal and private amenity space.

4.2 For ease of reference, the ground floor layout and accommodation schedule are attached at Appendix 2 and the following paragraphs provide a detailed overview of the scheme.

Layout

4.3 The development incorporates four blocks between three and eight storeys in height forming a v-shaped development which follows the road alignment of Flambard Way and Catteshall Lane. This is surrounded by public amenity space and communal gardens in the form of terraces within the enclosed building space. The scheme will create new frontages onto Flambard Way and Catteshall Lane as well as improving accessibility across and through the site. The proposed buildings comprise the following:

- Block A: A purpose built police station comprising three storey accommodation for offices with 25 private residential apartments located to the rear of the block.

- Building B: A part-four, part-five storey L-shaped residential block with access to two levels of basement car parking and ground floor level commercial uses forming a new frontage on Flambard Way and adjacent to Block A. The building will accommodate 373.4sqm of commercial floorspace and 68 residential units. A total of 281 basement car parking spaces on two levels will be provided.

- Building C: A part-five, part-six, part-eight storey v-shaped building at the apex of Flambard Way and Catteshall Lane. The building will provide for new frontage on both of these roads with commercial floorspace situated at ground floor level on
the Flambard Way elevation and residential use on the Catteshall Lane elevation. It will provide for 91 residential units and 511sqm of commercial floorspace.

- Block D: A part-two, part-three, part-four, part-five storey building on Catteshall Lane. The building will accommodate 42 residential units and includes a roof garden.

4.4 The layout of the proposed development is illustrated in the submitted Lovejoy masterplan and Scott Wilson drawings and the design rationale is established and set out in the accompanying Design and Access Statement.

*Residential Accommodation*

4.5 The proposed development will provide 226 residential units in the following mix:

- 101 one bedroom units;
- 102 two bedroom units;
- 23 three bedroom units.

4.6 The residential accommodation will be 100% market housing. This has been agreed in principle with WBC following an assessment by the District Valuer who considered that it would not be commercially viable to develop the proposal should affordable housing be included within the scheme. Although not directly linked, a subsequent development at Langham Park which was approved by WBC in November 2005 will provide for 38 affordable units off-site.

*Community Facilities*

4.7 The proposed development will include a new police station to replace the existing Godalming Police Station. The police station will cover an area of 1250sqm and has been designed to accommodate a workforce of approximately 80 people.

4.8 The Wharf Nursery currently located on the site will be relocated to a new site at Langham Park to form a new Children’s Centre. This will provide for 686sqm of internal floor area and 900sqm of external outdoor play space. The new Children’s Centre will make a valuable contribution towards childcare facilities in Godalming. It will be a leading edge facility within Surrey and form part of the Government’s Sure Start Programme. The new facility will provide improved accommodation and amenity
space in a location that has good accessibility and is in close proximity to both the existing site and town centre. In addition the proposal will create 27 full time jobs representing an increase on the existing provision of 11 full time jobs. To enable the new centre to be built Flambard Developments Limited has agreed to make a financial contribution which will evolve from the development of the Key Site.

Commercial Floorspace

4.9 The proposed development will include 884.4sqm of flexible employment generating commercial floorspace suitable for a range of possible uses including A1 shops, A2 financial and professional services, A3 café, B1 office, D1 non-residential institutions and D2 leisure. The commercial accommodation will be located at ground floor level within buildings B and C and will create active frontages and natural surveillance onto Flambard Way.

Parking and Access

4.10 The scheme will be accessible from Flambard Way and Catteshall Lane with improved access across the site and between the site buildings.

4.11 The proposal will include 281 car parking spaces within the proposed basement level car park. Of these car parking spaces 21 will be compliant with wheelchair space requirements. In accordance with the requirements of the Council and Surrey Police the scheme retains their existing level of car parking, without which the development cannot proceed. The car parking provision for the scheme is distributed as follows:

- 241 Residential accommodation and Waverley Borough Council (67 spaces to be made available to WBC employees);
- 30 Godalming Police Station;
- 10 Commercial uses (1 space per unit).

4.12 In addition, the scheme will provide one cycle parking space per residential unit which will be located adjacent to each flat.

4.13 The basement level car park will be accessed from the existing access point to the site through the completed Phase I of the Key Site which will be reconfigured as part of the application.
Landscaping/Amenity Space

4.14 The proposed development includes a comprehensive landscaping proposals designed by Lovejoy. The development will include semi-public terraced gardens to the centre of the site with tree planting, lawns, hedges, groundcover planting, high quality paved spaces and paths and a sculpture. Flambard Way and Catteshall Lane will be lined with semi-mature street trees as will the public area between Block A and Block B. All of the blocks apart from Block A include private roof gardens. The majority of the units will be served by private amenity space in the form of a balcony or terrace.

4.15 In total, the development will provide 10,177.5sqm of private, communal and public amenity space.

Remediation Works

4.16 The site has a history of contaminating uses, including a former gas works to the south of the site, scrap yard, engineering workshops and garages. This has resulted in the identification of a range of contaminants at the site including metals, ammonia, sulphate, phenols, cyanide and hydrocarbons in the soil and groundwater beneath the site. As a result of the contamination, large volumes of soil and groundwater contaminants will be removed. This will facilitate the remediation of the site and enable the creation of an underground car park, a vital component in ensuing the viability of the scheme. Further details are contained with the Soil and Ground Conditions Chapter E of the accompanying Environmental Statement.
5.0 PLANNING POLICY

5.1 This section of the report sets out the planning policy context for the application proposals, providing a review of the planning policy documents at national, strategic and local level.

5.2 The development plan comprises the following key documents:

- Regional Planning Guidance 9: South-East England (2001) (RPG9);
- Draft South East Plan (2005);
- Surrey Structure Plan 2004;
- Waverley Borough Local Plan 2002;
- Waverley Borough Core Strategy (Draft) 2005;

5.3 The site is allocated as a development site in the Waverley Local Plan 2002. The site is not designated within a Conservation Area (although it is adjacent to the Town Centre Conservation Area) and there are no listed buildings.

National Policy Guidance

Planning Policy Statement 1 – ’Delivering Sustainable Development’

5.4 PPS1 sets out the importance of the planning system in contributing to sustainable development through the operation of a plan-led system. It promotes the integration of sustainable development, economic development, social inclusion and environmental protection. It also highlights the need for positive planning and the proactive management of development.

5.5 Affordable housing is encouraged as a way of creating sustainable communities, although there are circumstances where they maybe provided off-site or financial contributions from developers may be acceptable alternatives (Paragraph 3).

5.6 The need for a high quality design which influences the layout and function of new development is encouraged in the document. This will improve the character and quality of an area as well as promote socially inclusive communities with a mix of housing (Paragraph 35).
5.7 PPS1 states that local authorities should not attempt to impose architectural styles or particular tastes and that they should not stifle innovation, originality or initiative through unsubstantial requirements to confirm to certain development forms or styles (Paragraph 38).

**PPS3: Housing**

5.8 PPS3: Housing (2006) provides national guidance for the delivery of the Government’s housing objectives. There is a strong commitment to ensuring affordability and a comprehensive supply of housing to all communities. This falls under the Government’s wider objectives to widen the opportunities for home ownership and high quality housing, increasing the supply and creating sustainable, inclusive, mixed communities. The guidance continues to support the requirement for 60% of new housing on previously developed land (paragraph 41).

5.9 PPS3 seeks to actively promote the need for high quality design of new developments that reflect neighbouring buildings in terms of scale, density, layout and access and that they should be suitably located with accessible and well connected public transport. Furthermore, there is a desire to ensure that all housing is located with good access to jobs, key services and infrastructure (paragraph 36). A mix of housing, including both market and affordable housing should be appropriate for a development site.

**PPG13: Transport**

5.10 PPG13 sets out the Government’s national policy for transport. In conjunction with PPS3, the document recognises the need for new developments to be located in close proximity to public transport and to promote sustainable transport choices including walking and cycling to reduce the need to travel, especially by car. Accessibility to jobs, shopping, leisure and services by public transport is also encouraged.

5.11 The guidance sets out car parking standards, requirements for disabled car parking and cycle parking for residential developments. This states an average of 1.5 spaces per unit which reflects the maximum car parking standard.
**PPS22: Renewable Energy**

5.12 PPS22 outlines the Government’s renewable energy policy including energy flows that occur naturally and those in which technology are involved. The guidance highlights that renewable energy can contribute towards achieving sustainable development by contributing to the nation’s energy needs and reducing greenhouse gases and reliance on fossil fuels. Furthermore, new development should help contribute towards the Government’s aspiration that 10% of UK electricity will be from renewable energy sources by 2010. The guidance states that local planning authorities should include policies in their local development documents which require a percentage of energy from new residential, commercial or industrial developments to come from on-site renewable energy.

**PPS23: Planning and Pollution Control**

5.13 PPS23 sets out the Government’s national policy for the control of pollution, suggesting that where this is an issue, pre-application discussions should be held with the local planning authority. The guidance states that it is the landowner/developers responsibility to identify land affected by contamination and ensure that remediation is undertaken to ensure a secure and safe environment. This is reiterated in Government circular 02/2000.

**Planning Policy Statement (PPS) 10: Planning for Sustainable Waste Management**

5.14 PPS10 outlines the Government’s overarching policy for sustainable waste management. In particular, there is a need to ensure good design and layout in new development which can help to secure opportunities for sustainable waste management such as kerbsite collection and community recycling. Waste management facilities should be well-designed so that they contribute positively to the character and quality of the area in which they are located.

**Regional Planning Guidance**

5.15 RPG9 sets out the regional planning guidance for the South East. This document is under review, and is due to be superseded by the South East Plan which is currently under consultation. The document is likely to be adopted in Spring 2008 and therefore, forms an important material consideration for determining development proposals.
RPG9

5.16 RPG9 (March 2001) provides the regional framework for Local Development Plans embracing the objectives of sustainable development which include the need to maintain high and stable levels of economic growth and employment whilst protecting the environment. Policy Q1 states that development should be well designed and consistent with the overall strategy for urban renaissance and sustainable development. Policy H5 supports this by stating that at least 60% of new housing should be on previously developed land.

5.17 Policy H1 sets an average annual housing provision of 2001-2006 of 39,000 dwellings (now superseded by allocations in the draft South East Plan). An appropriate mix of dwelling types and sizes should meet the requirements of all sections of the local community ensuring a balanced community. There is no set level of provision for affordable housing.

5.18 There are no designated parking standards; however, Policy T3 suggests that new developments should follow the maximum car parking standards in PPG3 (now superseded by PPS3).

The South East Plan

Housing

5.19 The Draft South East Plan (March 2006) also recognises the need to develop brownfield land for housing. Policy H1 states that Waverley should provide an annual average of 230 dwellings between 2006 and 2026, totalling 4,600 dwellings. Policy H4 identifies the need for 25% of all new housing to be social rented accommodation and 10% other forms of affordable housing. The regional target for housing density is 40 dwellings per hectare (Policy H5).

Design and Layout

5.20 Policy H5 of the Draft South East Plan aims to encourage the efficient use of land, especially for housing developments and those in areas with good public transport accessibility. The design should be appropriate to its context and should improve the character and quality of an area and the way it functions. New developments should incorporate features making them flexible for adaptation.
5.21 Policy CC2 on climate change seeks to encourage the use of renewable energy in new development. This stance is also supported in Policies EN6 and EN1 which follow PPS22 in encouraging the incorporation of high standards of energy efficiency in all development. It states that policy should encourage developers to submit an assessment of a development’s energy demand for housing schemes of over 10 dwellings or more and provide at least 10% of the development’s energy from renewable sources. Policy EN3 establishes the regional target for electricity generation from renewable sources.

Surrey Structure Plan

5.22 The Surrey Structure Plan 2004 provides the strategic framework for land use planning in the County. Godalming is located within the South West Surrey Region, however, there are no specific policies relating to Godalming itself.

Housing

5.23 The Surrey Structure Plan (2004) also recognises the need to restrict development to previously developed land (Policy LO1) and that new housing should be at a density which makes the best use of limited land resources (Policy SE4). The Plan recognises the need for 35,400 new dwellings in the County between 1 April 2001 and March 2016, of which Waverley is designated 2,810 new dwellings over the period. There is no specific allocation for Godalming.

5.24 Policy DN11 sets the level of affordable housing at 40% for all new housing, including key worker housing.

5.25 Policy SE2 aims to encourage energy generation from renewable energy and energy conservation through sources such as wind, sun and biomass. The policy states that commercial and residential development should be designed such that a minimum of 10% of the energy requirement is provided by renewable sources. Best practice measures for energy efficiency should be incorporated into all forms of development in their layout, design and orientation.

Car Parking Provision

5.26 The Surrey Structure Plan considers parking provision with the aim of encouraging sustainable transportation through a reduction in car parking and increase in cycle parking (Policy DN03). Supplementary Planning Guidance: ‘A Parking Strategy for
Surrey’ (March 2003) provides a more detailed strategy for parking within residential developments. It states that a site average of 1.5 car parking spaces per dwelling should be achieved, with more specific criteria based on the number of bedrooms. For a one bedroom unit one car parking space, a two bedroom unit 1.5 car parking spaces and 3 or more bedroom unit 2 spaces should be achieved.

Contaminated Land

5.27 Policy INF2 of the Surrey Structure Plan recognises that redevelopment of sites that have a legacy of contamination and drainage problems should be identified and provision made to rectify the condition.

Renewable Energy

5.28 Policy SE2 encourages the use of renewable energy sources in commercial and residential development. There is a requirement that a minimum of 10% of the energy requirement from these developments should be provided by renewable resources. The use of CHP or similar technology is encouraged and should be regarded as the norm for all developments in excess of 5,000sqm floorspace.

Community Facilities

5.29 Policy DN12 suggests that for any development resulting in the loss of community facilities, for which there is a recognised need, alternative equivalent provision should be provided.

Waverley Borough Local Plan

5.30 The Waverley Borough Local Plan (2002) sets out the policy context for land use and development in the Borough. It was intended that this document would serve up to the end of 2006; however, it is now envisaged that under the new statutory provisions and planning guidance it will continue into 2007 with certain policies being “saved” under the Local Development Framework (LDF). Work is currently being undertaken to progress the LDF. The Core Strategy was submitted to the Government Office in July 2006 but this was subsequently withdrawn in December 2006 on the recommendation of the Government due to reservations about “soundness” following the Inspector’s report on the Lichfield & Stafford Core Strategies. The strategy is currently being revised and the new timetable indicates that the Core Strategy will be adopted by the Council in 2010.
5.31 The Local Plan remains the dominant plan for development Control purposes, and, for the purposes of the assessment of the application proposals. This report will, therefore, focus on the policies contained in the Local Plan but will refer to any emerging guidance where this is considered relevant.

_Godalming Key Site_

5.32 The Godalming Key Site – land between Flambard Way, Catteshall Lane and Woolsack Way is recognised as an important strategic site in Policy TC6 of the Waverley Local Plan. The policy states that a mix of uses appropriate for an edge-of-town centre location should:

- Improve the townscape, being of high quality design and complementing the scale and character of the town;
- Ensure motor vehicular access should be restricted to Catteshall Lane and the southern section of Woolsack Way;
- Include appropriate off-site works including pedestrian and cycle links to the town centre and, where appropriate, facilities for public transport;
- Examine the extent of soil and ground water contamination; proposals should include remedial measures to deal with any identified hazards;
- Protect the residential amenities of Victoria Road; and,
- Carry out an impact study in respect of both foul and surface water drainage.

5.33 Roger Evans Associates was commissioned by WBC in July 2000 to prepare a Development Framework. The key points from the document that was published in 2001 are that:

- A high standard of design should be achieved due to the visual importance in Godalming Town Centre;
- There is a preference towards the entrance and exit to the site being via Woolsack Way rather than Catteshall Lane due to the potential impact on residential properties;
- Pedestrian and cycle links with the Town Centre should be improved;
- Appropriate possible uses at the site include office, sheltered housing, hotel development, light industry and community uses;

- Car parking should be reduced due to the close proximity of the site to the town centre and good public transport links;

- the development should not be higher than three storey anywhere on site;

- Consideration should be given to the view of the Lammas Lands in any development proposals and whether this can be extended down Flambard Way.

**Housing**

5.34 The housing projections in the Waverley Local Plan are now out of date so it is necessary to refer to the Core Strategy. The Preferred Options and Policies in the Core Strategy (July 2006) state that between 2005 and 2018, an average of 178 dwellings per annum is required. This is necessary to meet the 3,185 dwellings between April 2001 and March 2018 (Policy CP15).

5.35 Policy H4 of the Waverley Local Plan outlines the criteria for residential density, stating that between 30 and 50 dwellings per hectare is essential and where public transport is not accessible this figure should be higher. Supplementary Planning Guidance on density and size of dwellings (October 2003) provides further regulation of policy H4 reiterating the requirements for dwelling sizes on sites.

5.36 The Local Plan states that at least 30% of net new dwellings should be affordable, and that where a scheme comprises a density of 40 or more units per hectare, at least 25% should be affordable (Policy H5). The Waverley Borough Housing Needs Survey (2005) has identified a shortfall in affordable housing with an annual need for 841 units.

5.37 Policy H10 recognises the importance of residential developments providing amenity space. In particular, development incorporating dwellings suitable for family occupation should make appropriate provision for children’s play. Paragraph 6.73 states that there should be consideration towards space for amenities such as storing bicycles and refuse bins.
Transport

5.38 The Waverley Local Plan does not set its own car parking standards; rather it uses the standards established in the Surrey Structure Plan. The document does advise that development proposals will be assessed on a case-by-case basis (Policy M14) and that this will have regard to road safety and traffic management implications, accessibility and guidance in PPG3 (now superseded by PPS3), PPG13 and the Parking Strategy for Surrey.

Contaminated Land

5.39 The Waverley Local Plan does not contain any policies that relate specifically to development on contaminated land. Paragraph 2.12 states that where land is contaminated, the developer is required to carry out a site assessment and submit a report of the findings demonstrating the nature and extent of the contamination.

Design and Layout

5.40 Policy D4 of the Waverley Local Plan states that new developments should be of high quality design integrating the site with the surroundings. New developments should also:

- Be appropriate to the site in terms of scale, height, form and appearance;
- Respect local distinctiveness in terms of design and materials;
- Not affect the amenities of surrounding buildings by way of overlooking, loss of sunlight, overbearing appearance or adverse environmental impacts;
- Consider existing features; protect the street scene and other landmarks;
- Incorporate landscape design of a high standard and suitability;
- Provide adequate amenity space; and,
- Provide safe access for pedestrians and road users, and where appropriate service facilities and parking for motor vehicles and bicycles.
Accessibility

5.41 Policy D9 states a requirement that buildings or spaces should be accessible to everyone including people with disabilities. This includes ensuring developments are accessible and doorways wide enough for wheelchair access.

Community Facilities

5.42 The Waverley Local Plan states that the Council is keen to retain and protect existing community facilities of local value except where it can be demonstrated that the need for the facility no longer exists or an adequate alternative facility is provided at a readily accessible location (Policy CF1).

Renewable Energy

5.43 Policy D3 seeks to minimise the use of non-renewable resources through the re-use or recycling of previously developed land, buildings and material in development which is considered acceptable in principle.

5.44 The Waverley draft Core Strategy will seek to retain policy CP13 (Design) which encourages sustainable construction and energy efficiency techniques and other measures to minimise the use of non-renewable resources.

Adjacent Land uses

5.45 The application site is situated adjacent to the Godalming Town Centre Conservation Area and will have an impact on the strategic views into and out of the town centre. Policy HE8 outlines the Council’s desire to preserve or enhance the character of Conservation Area through the requirement to meet high standards of design which is in harmony with the characteristic form of the area and surrounding buildings in terms of scale, height, layout, design, building style and materials. Given the close proximity of the application site to the town centre, Policy TC3, which considers development within Town Centres, should also be considered. This requires that development maintains or enhances the quality of the environment, does not adversely affect the vitality and viability of the defined Central Shopping Area, improves accessibility wherever possible, for pedestrians, cyclists and people with disabilities or mobility problems, and provides satisfactory servicing and parking.
5.46 To the north of the application site is the Lammas Lands which is recognised as an Area of Strategic Visual Importance (ASVI) and Site of Nature Conservation Importance (SNCI). Policy C5 outlines the Council’s objectives for ASVI stating that development should ensure that the appearance of these areas are maintained and enhanced. Policy C10 recognises the need to ensure that SNCI are not affected by development proposals and that measures to enhance, manage or protect the nature conservation should be considered.

5.47 The land to the south of the application site, known as the Scizdons, is designated as Green Belt land, an Area of Great Landscape Value (AGLV) and Godalming Hillsides. Although the proposed development is not within the Green Belt, the impact of any development on surrounding Green Belt needs to be considered. Policy C3 considers the AGLVs and states that strong protection will be given to ensure the conservation and enhancement of the landscape character. The proposed development should also be mindful of the Godalming Hillsides which provide views into and out of Godalming’s historic core.
6.0 ASSESSMENT

6.1 The key considerations in assessing the proposed development are as follows:

- The principle of the development on the site;
- The acceptability of the proposed mix of uses;
- The acceptability of the dwelling mix;
- The suitability of the site for the proposed residential development in terms of context and the proposed density of development on the site;
- The acceptability of the proposal in urban design terms;
- The provision of, and access to amenity space both private and community on site and public open space in the vicinity of the site;
- The impact of the proposal in terms of transportation and parking;
- The provision of renewable energy incorporated into the design; and,
- The wider planning and regeneration benefits delivered by the development.

The principle of the development on the site

6.2 The site is identified in the Waverley Borough Local Plan as a development site appropriate for a number of potential edge-of-centre uses to support the town centre. A more detailed summary of the policy is provided in the planning policy section. It is, therefore, considered that the principle of a mixed use development of the site has been established.

Roger Evans Associates ‘Godalming Key Site Development Framework’ (2001)

6.3 In terms of the form that the development might take, WBC commissioned Roger Evans Associates to prepare a development framework for the Godalming “Key Site”, considering design and access issues to guide redevelopment of the site. The Key Site had previously been identified in the Replacement Local Plan (Deposit Draft) 1999 in Policy TC6 relating to the Town Centre.
6.4 In devising a framework for the site, the Roger Evans Associates Development Framework considered that offices, sheltered housing, hotel development, light industry and community uses were all potentially viable and acceptable uses on the site. Furthermore, some of the current existing uses on the site including Godalming Police Station, The Wharf Nursery School and Waverley Borough Council’s staff car parking should be retained or re-provided in accessible locations. The Development Framework provided three alternative masterplan drawings for the application site based on the uses considered acceptable. It should be noted that the Development Framework included the land now occupied by Phase I, identifying the area for a mix of car parking and office or sheltered housing.

6.5 Although the Key Site was identified as being suitable for redevelopment in the Roger Evans Development Framework and in the Local Plan, no proposals for the redevelopment of the site have yet been forthcoming due to the challenges posed by the need to remediate the site, and provide a mixed use, including re-provision or relocation of existing uses on the site. Both challenges have significant implications in terms of financial viability. This situation is further exacerbated by the requirement for Flambard Developments to ensure that the car parking that currently exists on the Key Site (which serves both the Council and Police Station) is retained in the redevelopment proposals. Without this provision the development cannot go ahead.

6.6 The development proposals therefore incorporate the following:

- 15 car parking spaces for WBC employees (with an additional 52 spaces shared with residential provision); and,

- 30 car parking spaces in connection with the replacement police station.

6.7 Substantial additional costs are associated with the need to provide these additional car parking spaces, the implications of which were not taken account of in the Roger Evans Development Framework.

6.8 Following detailed consultation, the Council has, therefore, accepted that although the broad principles of the Roger Evans Development Framework remain valid, a certain degree of flexibility is required in order to secure the redevelopment of the site due to the cost associated with remediation and the provision of replacement facilities in the form of the police station, Wharf Nursery and replacement car parking.
6.9 The Council now recognises that the range of options proposed by Roger Evans do not result in a scheme that is commercially viable, a position that has also been accepted by the District Valuer following a detailed development appraisal of the site. The Council and the District Valuer acknowledge that, based on the current application proposals, the yield of the development is well below the level that commercial developers would normally consider acceptable. Flambard Developments has sought to design a scheme that provides the replacement facilities within a commercially viable mixed use development.

**Land Use Mix**

6.10 The Key Site is currently occupied by a mix of uses. The current uses include:

- The Wharf Nursery;
- Godalming Police Station;
- DJB Exhibitions (commercial use);
- Car parking and hardstanding.

6.11 A mixture of vacant light industrial business units are scattered across the site including Dolphin Works, Wagstaff Works and Falcon House, Jordan’s Garage on Flambard Way and G&S Valves Ltd.

6.12 The application proposals seek to redevelop the site based upon a predominately residential led scheme, although the scheme will also include 884.4 sq ft of flexible commercial floorspace (potentially comprising A1, A2, A3, B1, D1 and D2 uses) and a replacement police station.

**Employment Use**

6.13 Although the proposed development will result in the loss of employment generating floorspace these buildings are currently vacant with the exception of DJB Exhibitions. The existing Wharf Nursery and DJB Exhibitions which combined employ 15 full time employees will be relocated to new premises at Langham Park which includes purpose built B1c floorspace. In the case of the Wharf Nursery this will be replaced by a new Children’s Centre which will provide employment for approximately 27 full time employees.
6.14 It is estimated that the 884.4sqm of flexible commercial floorspace that is included in the scheme will generate between 28 and 47 full time jobs. In addition, the replacement police station has been designed to accommodate approximately 80 full time employees. In total the proposed development will generate up to 127 full time jobs which represents an increase on the existing provision of 80 full time jobs currently on site. Further details are provided in the Socio-Economic Chapter I of the ES.

Residential use

6.15 The proposal will provide a range of residential units of varying size and will make a valuable contribution to local residential stock. Accordingly, the proposed development responds to a defined strategic, Borough-wide and local need for new housing. The site is surrounded by a range of uses, it is bounded on two sides by retail uses with residential on the other. It is well located in relation to a range of public transport options, amenity space, services and shops including Godalming High Street and is therefore considered to represent a sustainable location for housing. The area is regarded as having the capacity to accommodate a residential-led development of the scale and density proposed.

Nursery Use

6.16 The Local Plan recognises that the retention and provision of community facilities may not always be possible and that where there remains a recognised need, alternative equivalent provision should be provided. The existing Wharf Nursery situated on Woolsack Way is highly regarded; however, the building is outdated and the layout of the buildings fragmented.

6.17 Although the two sites are not directly linked, Flambard Developments Ltd has worked closely with Surrey County Council and has received planning permission (Application Ref: WA/2006/1809) for a new Children’s Centre at Langham Park to replace the existing nursery. This will be a state of the art facility and forms part of the Government’s Sure Start Scheme. The Children’s Centre will also house a range of other services including family support services, health services (including health visitors, pre and post natal and baby clinics), information services, back to work assistance and benefits advice. This scheme will provide for up to 27 full time equivalent jobs (an increase compared to the existing 11 employed staff). Other advantages of this proposed replacement nursery include the provision of higher
quality accommodation, a more accessible location with improved access and highway safety and the provision of a pick up and drop off area.

6.18 However, the provision of a new Children’s Centre at Langham Park requires substantial investment, and although Government funding has been secured for part of the scheme (although this is time limed until April 2008) the remaining money (including the provision of a site) will be financed by the development of the Key Site. Therefore, the development of the Children’s Centre is dependant on the development of the Key Site.

Community Facilities

6.19 The Local Plan encourages the retention and provision of new community facilities which includes emergency services. The existing police station and accommodation does not make the most efficient use of the land given its level of employment. Furthermore, the building has become dated and does not meet the required needs of a modern police station. Provision for a temporary police station has been made at Langham Park which will help to provide continuity of operation whilst the existing police station is redeveloped at the Key Site. This would fulfil the criteria set out in Local Plan policy CF1 as adequate community facilities would be provided elsewhere during the construction period of the new accommodation.

6.20 A replacement police station will form part of Block A providing 1250sqm of floorspace to meet the requirement to accommodate approximately 80 employees.

6.21 Although the application proposals are residential led, it is considered that the broad range of ancillary commercial, and other uses proposed will make a positive contribution to the viability and vitality of this area of Godalming town centre and more than offset the loss of the existing commercial uses. Furthermore, the replacement children’s nursery and police station will result in a substantial improvement in the quality of provision of these services. The redevelopment of the site for alternative uses will result in a substantial improvement to the townscape and visual amenities of this part of the town centre.

Dwelling Mix

6.22 The proposed development will provide a mix of 101-one bedroom, 102-two bedroom and 23 three bedroom units. This will contribute to the existing housing mix within Godalming providing a range of accommodation to meet the requirements of the
existing Godalming population. The Local Plan recognises that newly formed households will consist of single people, the elderly and people with disabilities and as such the proposed dwelling mix will meet the requirements of a range of community needs.

6.23 The units have not been designed to meet lifetime homes standards but are easily changeable if needed in the future. The residential element of the scheme has been designed to achieve a rating of ‘very good’ in terms of EcoHomes assessment. The non-residential uses of the scheme have been designed and assessed using BREEAM and the BRE Green Guide to achieve the highest standard.

**Affordable Housing**

6.24 The Local Plan requires 30% of residential provision to be affordable. The application proposals do not include provision for any affordable housing on site. This is due to the considerable cost of remediating the site and the need to provide replacement community facilities and car parking for the Council/Police which makes the provision of affordable housing on the site unviable. Following a detailed assessment of Flambard Developments’ feasibility analysis and the result of an independent assessment by the District Valuer, the Council has accepted this position. However, following consultation between WBC and Flambard Developments, the applicant has agreed to provide a mix of 38 two and three bedroom units at Langham Park, a site that they purchased specially for this purpose and which provides 100% affordable housing in a mix of tenures. This represents a provision of 15% affordable housing if the two schemes were considered in tandem (excluding Phase I)

**Residential Density**

6.25 The residential density of the proposed development is 141 dwellings per hectare (dph) based on a site area of 1.6ha. The scheme proposes 578 habitable rooms which equates to 361 habitable rooms per hectare. The proposed density is 40-70dph higher than the guidance contained with PPS3 and the Local Plan for urban areas. However, given that the site is located in a central area is accessible by public transport and is in close proximity to a range of shops and services, a development of this density makes the most efficient use of the site. Furthermore, the development will facilitate the regeneration of the site ensuring that the contamination that is previously on site as a result of its history of gasworks, scrap yard, engineering workshops and garages is remediated.
Urban Design Considerations

6.26 The design of the scheme has emerged following detailed consultation with planning officers at WBC, and other stakeholders via WBC’s process of development forums. At the suggestion of WBC the application proposals have also been the subject of detailed scrutiny by Commission for Architecture and the Built Environment (CABE) and been through a series of CABE’s Design Panels, the feedback from which has been incorporated into the design of the scheme. A detailed analysis of the evolution of the scheme is set out in the Design and Access Statement that accompanies the planning application.

6.27 In developing proposals for the site it was considered important to develop a design that was sympathetic to the surrounding landscape including the Godalming Town Centre Conservation Area, the adjacent Lammas Lands and Sczidon, whilst at the same time making the most of an opportunity to redevelop a run-down brownfield site on the edge of the town centre. The design needed to carefully consider the relationship with the adjoining Phase I of the Key Site, the necessity to provide on-site car parking, in particular for WBC and Surrey Police and to incorporate a replacement police station.

6.28 In designing the scheme careful consideration has been given to the integration of the residential element into the wider area and the need to provide a gateway to this end of Godalming town centre. The design of the residential aspect of the scheme has considered the surrounding grain of other buildings, in particular the Waitrose building opposite the site on Flambard Way. The commercial units on the Flambard Way elevation have been included to provide an active frontage onto a busy highway with the intention of improving the link between the town centre and the development. The residential aspects to the east and adjacent to Victoria Road have been designed to sympathise and integrate with the two adjoining residential areas by the use of appropriate scale and massing and, in the case of Victoria Road properties, to prevent overlooking and any adverse impact on daylight and sunlight.

6.29 The scheme has incorporated a range of materials that are consistent with those that are already present and make up the built fabric within Godalming. This includes traditional red brick, London Stock bricks and the use of render.
6.30 A detailed explanation of the design principles that underpin the development proposals are set out in the Design and Access Statement that accompanies the planning application.

**Residential Amenity**

6.31 The proposed scheme has been sensitively designed to ensure a high quality residential and commercial environment, with detailed consideration given to the relationship between the various aspects of the scheme, including the replacement police station and car parking, Phase I of the Key Site and residential properties in Victoria Road. The Council’s supplementary planning guidance on residential space standards has been adhered to and all of the flats will exceed the relevant minimum size thresholds.

6.32 The proposed commercial floorspace at ground floor level on the Flambard Way elevation is considered to provide a more appropriate and active frontage onto a busy highway.

6.33 The scheme will create new internal streets between the proposed residential blocks improving the accessibility across the site and improving the vitality as a whole compared to the existing scenario.

6.34 The minimum distances between opposing windows within the proposed development and the overall site layout will ensure that the residential properties are not overlooked and high standards of amenity space are achieved.

6.35 In terms of residential amenity, the proposed development adheres to Policies H4 (Density and Size of Dwellings), D1 (Environmental Impacts of Development) and D4 (Design and Layout) of the Local Plan.

**Amenity Space**

6.36 Private amenity space is provided across the development through a series of different initiatives. All of the blocks will have green roof space and, with the exception of Block A, will also include private roof gardens with access from individual apartments. The majority of the 226 residential units will be served by private amenity space in the form of a balcony or terrace. The development will also include semi-public terraced gardens to the centre of the site, tree planting, lawn, hedges, groundcover planting, high quality paved spaces and paths and a sculpture. Flambard
Way and Catteshall Lane will be lined with semi-mature street trees as will the area between Block A and Block B.

6.37 The site is well located in relation to public amenity space. The site is located within a few minutes walking distance of the Lammas Lands, Sczidons and Godalming Hillsides (Policy BE5) that is also designated as an Area of Great Landscape Value (Policy C3) and Green Belt. It is considered that adequate on and off-site provision of amenity space will be available to new residents in the development.

**Transport and Car Parking**

6.38 The proposed development will provide a total of 281 car parking spaces of which 21 will be dedicated disabled spaces. Of the total, 226 will be used by residents (80%), 30 by Godalming Police, 15 for employees of WBC (with an additional 52 spaces shared with residential provision) and 10 spaces for commercial uses.

6.39 It is considered that the level of car parking provision proposed adheres to the standards set out by Surrey County Council. The level of car parking reflects the requirements of WBC and Surrey Police in terms of replacement provision. The above parking provision represents a residential parking standard of 1.0 space per residential unit. During evening and weekend period, when parking spaces are not in use by Waverley Borough Council staff, it is possible that the 15 spaces will be available to visitors to the residential units. The dual use of parking spaces is supported by SCCHA and is consistent with national policy. Furthermore, the site is accessible by a choice of means of public transport and is in close proximity to a range of shops and services reducing the requirement to provide a higher level of residential parking.

**Renewable Energy**

6.40 The scheme has been designed to incorporate a series of sustainable measures to meet the Council’s sustainability objectives. This includes the provision of alternative energy through the implementation of ground source heat pumps to provide approximately 12% of overall energy demand. Other sustainable design measures include high levels of insulation, effective layout of the block to improve energy efficiency, particularly solar gain during the winter, appropriate choice of materials and opportunities for resource and water conservation and waste recycling. Where
possible the scheme has incorporated best practice principles. Further details of sustainability/energy demand are set out in Chapter J of the ES.

Planning and Regeneration benefits

6.41 The proposed development will result in economic, community and environmental benefits to the town centre including the following:

a) The remediation of a contaminated brownfield site in a prominent edge-of-centre location;

b) The scheme will provide a mixed use residential development on an existing underutilised contaminated brownfield site;

c) The proposed development will deliver high quality market housing contributing to the strategic and borough-wide demand for housing and reduce the pressure for Greenfield residential development in Godalming;

d) It will improve the visual amenity of the area through the redevelopment of a well designed building to replace the existing buildings on the site which are in a poor state of repair and have few architectural merits;

e) The proposal will provide a new police station to replace the existing on-site building;

f) The proposal responds positively and sensitively to both the location’s urban context and more recent surrounding developments in the area;

g) The proposal will not result in any unacceptable impact in terms of residential amenity;

h) The proposal will meet the car parking requirements of WBC employees and Godalming Police Station;

i) The development will act as an enabling development and provide the remaining finance required to facilitate the development of the replacement Children’s nursery in the form of a state of the art Children’s Centre at Langham Park. Provision is also made for the relocation of an existing industrial use on the site to Langham Park.
7.0 SUMMARY

7.1 This Planning Statement sets out the planning case for the redevelopment of the Godalming Key Site for a mixed of uses comprising:

- 226 residential units;
- 884.4sqm of commercial floorspace;
- A new police station;
- Car parking and highways and access improvements; and,
- Landscaped public, communal and private amenity space.

7.2 The 226 residential units that form part of the scheme will make a significant contribution to the housing demand within Waverley Borough. Furthermore, the provision for 884.4sqm of commercial floorspace including a range of possible uses (A1, A2, A3, B1, D1 and D2) will make a contribution to employment within the town. The replacement of the existing police station will improve the community facilities available within Godalming.

7.3 It is recognised that without the redevelopment of Phase II of the Key Site the proposed development at Langham Park including affordable housing and a new Children’s Centre that will replace the existing Wharf Nursery cannot be brought forward. Phase II therefore represents enabling development that will allow funding for the development at Langham Park to be progressed.

7.4 The application proposals represent an opportunity to redevelop a run-down and predominately derelict brownfield site that has had a history of contaminating land uses. The application proposals will result in a substantial improvement to the urban environment in this part of Godalming. The application proposals have been developed in consultation with officers at WBC, CABE and a range of other stakeholders through WBC’s process of development forums. The result is a well designed and sustainable mixed use scheme that will meet the needs of the local community and provide a gateway to the town centre.

7.5 Flambard Developments trust that officers and Members will recognise the substantial and wide ranging benefits of the scheme and grant planning permission for Phase II of the redevelopment of the Key Site.
+39.365 / +39.150.
LOWER GROUND FLOOR - +40.075

GROUND FLOOR - +42.850

FIRST FLOOR - +45.625

SECOND FLOOR - +48.400

NOTES
THE PURPOSE INTENDED AND ONLY WRITTEN DIMENSIONS SHALL BE USED.
## GODALMING KEY SITE PHASE 2

### SCHEDULE OF RESIDENTIAL ACCOMODATION

#### One Bedroom Units

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**Total** | 101 | 6001.8 |

Explanation of Ref.:

1 - referrers to number of bedrooms.
A - refers to which block it is located in
1 - refers to number of variant in that block
## GODALMING KEY SITE PHASE 2

### SCHEDULE OF RESIDENTIAL ACCOMODATION

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**Total** | 102 | 8799.7
## GODALMING KEY SITE PHASE 2

### SCHEDULE OF RESIDENTIAL ACCOMODATION

#### Three Bedroom Units

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