

## **Chapter 12**

### **COMMUNITY SERVICES**

#### **Introduction**

12.1 “Community Services” are those facilities and services a community requires for its education, health and social development, such as schools, libraries, places of worship, day centres, surgeries and community halls. Land use planning is concerned only with the use of buildings or the use of the land for these purposes.

#### **Services Organisations**

12.2 Community services are provided by a wide range of bodies including Surrey Heath Borough Council, Surrey County Council and many voluntary organisations.

12.3 The Borough Council has responsibilities for the following services, which may have land use implications; day centres for older people and public halls. In addition the Borough Council has an enabling role and provides assistance to voluntary concerns.

12.4 Surrey County Council has responsibility for education (including careers advice), social services, libraries, the fire brigade, the police, probation and aftercare services. Other educational provision is made by church authorities, charities and the private sector. Other bodies with responsibilities in the Borough include the Home Office and a number of housing associations.

12.5 Surrey Heath is covered by the West Surrey Health Authority and the three National Health Service Trusts working within the Borough are: Frimley Park Hospital NHS Trust, Heathlands Mental Health NHS Trust and North Downs Community Health Trust.

12.6 In addition there is a wide range of other social and community facilities. These include sports clubs, youth organisations, churches and premises of clubs and societies. The Borough Council recognises the important role which these facilities perform and will seek to protect and enhance existing facilities where possible.

12.7 A list of services and facilities in the Borough is contained in the “Surrey Heath Directory of Community Organisations”, published by the

Borough Council in association with Surrey Heath Council for Voluntary Service and North West Surrey Library Service.

#### **Closure of Cambridge Military Hospital**

12.8 The closure of Cambridge Military Hospital has implications for Frimley Park Hospital NHS Trust, the main hospital serving Surrey Heath. However, it is expected that, with the extension to the hospital, it can accommodate the additional demands placed upon it.

#### **Care in the Community**

12.9 Government policy towards long term care is a shift from institutions to care in the community supported by professional help if required. In land use terms this shift will require adaptation to buildings and new or improved buildings for day centres and other community buildings.

#### **Need for Social Care and Support Services**

12.10 “Population and Household Forecasts 1991-2006”, published by Surrey County Council forecasts an increase of 5,500 people of retirement age (60+) within the Borough, ie approximately 50% to the year 2006. This group is likely to require some form of social care and support services either in their homes or in community centres.

#### **National and Strategic Guidance**

##### **Planning Policy Guidance Note 12 “Development Plans”**

12.11 Planning Policy Guidance Note 12 “Development Plans” (December 1999) requires local planning authorities to have regard to social considerations.

12.12 The approach adopted in this guidance is broadly:

- (a) To consider the relationship of planning policies and proposals for social needs and problems, including their likely impact on different groups in the population, such as ethnic minorities, religious groups, elderly and disabled people, single parent families, students, and the disadvantaged and deprived people;
- (b) To make provision for schools and higher education, for places of worship and other community facilities; and
- (c) To ensure that social considerations in the plan are limited to land-use matters.

### Circular 1/97, Planning Obligations (January 1997)

12.13 Circular 1/97 highlights the importance of obligations in achieving community facilities, such as reasonable amounts of open space, social, educational, recreational or sporting facilities, to be provided at the applicant's expense. Such facilities must be directly related to the development proposal, the need must arise from its implementation, and they must be related in scale and kind.

### Surrey Structure Plan 1994

12.14 The Surrey Structure Plan at Policy DP1 deals with social and community needs. The policy seeks to ensure that the social and community needs of the local community are met. The policy particularly refers to the need for "Care in the Community" and other types of provision to be made within residential areas. It is important that the provision of group homes for people with physical disabilities, learning difficulties and mental illness, together with other facilities such as day centres for older people, is accessible to the people served.

### Strategy

12.15 The strategy adopted in this Local Plan therefore draws upon, and fits into the approach advocated at national and strategic level.

12.16 The strategy and objectives for this Local Plan are therefore as follows:

- (a) To maintain existing community services through protection of land and building and resist their loss to alternative uses;
- (b) To encourage improved community service provision to meet community needs;
- (c) To identify land necessary for new community facilities, such as at Alma and Dettingen Barracks, Deepcut;
- (d) To recognise the changes in demand for and types of community services and to respond to this; and
- (e) To encourage dual use of facilities where appropriate.

12.17 This Local Plan sets out policies to be implemented during the period of the plan, that is, up to the year 2006. However, it is recognised that the provision of these services depends on a number of factors according to need and demand, including the size, location, age structure and characteristics of the population, and, increasingly, the availability of resources. For this reason programmes may be altered or deleted.

### Community Buildings and Uses

#### **POLICY CS1:**

#### **LOSS OF COMMUNITY BUILDINGS AND USES**

**The Borough Council will resist the loss of community buildings or uses unless it is demonstrated that:**

- (a) There is no longer a need for that facility; or**
- (b) Adequate alternative provision exists within the local area or is to be made elsewhere in the locality;**
- (c) No other community facility or service can make use of the premises or site.**

12.18 The Borough Council recognises the importance of existing community buildings and uses, including the role of the private and

voluntary sectors. In view of the general shortage and difficulty in obtaining premises for community uses it is important to seek to retain those uses wherever it is reasonable to do so. When considering applications for changes of use of community facilities to non-community uses the Borough Council will have regard to all material circumstances regarding the proposal, including whether or not an alternative site for the existing or a new community use is proposed. Favourable consideration may be given to a proposal involving the loss of an existing facility where the applicant is able to demonstrate that adequate alternative provision exists within the local area and no other community facility or service can make use of the premises or site. Where alternative provision is to be made elsewhere the Borough Council will have regard to Policies CS2 and CS3. In such circumstances it may be appropriate for alternative provision to be secured by means of a legal agreement.

12.19 The Borough Council intends to give priority to retaining or enhancing community uses on established sites. Any buildings currently or formerly in community use will not be allowed to change to a different type of use, nor will development be permitted on sites allocated for community use, until it has been established that no community service could occupy them.

## Enhancement of Community Facilities

### **POLICY CS2:**

#### **ENHANCEMENT OF COMMUNITY FACILITIES**

**The Borough Council will seek to enhance and develop the existing community facilities within the Borough including their relocation where appropriate. Proposals should normally comply with the other policies of this Plan.**

12.20 This Council will seek provision of further community facilities on new large residential developments where appropriate. These facilities will be provided by and at the developers expense and shall be operative from as early a date as possible and certainly before the completion of the development concerned. With the exception of land at Alma and Dettingen Barracks, Deepcut, the identified housing sites within this Plan are of insufficient scale to merit additional community facilities.

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However, cumulatively, the level of housing development proposed by the Plan will continue to place additional demands on existing community provision and will create a need for new or expanded facilities.

12.21 The ‘Surrey Community Buildings Grant Scheme’ is applicable to all village halls, community centres and voluntary youth buildings. Grants from the Borough Council may be made from the Leisure Enabling Fund or Leisure Initiatives Fund towards the following types of projects:

- (a) providing new community buildings;
- (b) extensions to existing buildings;
- (c) major structural work;
- (d) major refurbishment; and
- (e) unforeseen urgent repairs.

## New Community Facilities

### **POLICY CS3:**

#### **PROVISION OF COMMUNITY FACILITIES WITHIN SETTLEMENTS**

**Within settlement areas, as defined on the Proposals Map, development for community facilities will only be permitted where:**

- (a) It does not detract from the character of the surrounding area;**
- (b) It has no adverse impact on the amenity of any adjoining residential area; and**
- (c) It meets the adopted car parking standards and satisfactory vehicular access can be achieved or satisfactory alternative transport to the car can be provided.**

12.22 New community facilities may be required where there is a need or as a result of the loss of existing premises. For the purpose of these policies “community facilities” is defined at Paragraph 12.1. Outside settlement areas, proposals for community facilities will be considered against Policy RE2 (Green Belt) and RE3 (Countryside Beyond the Green Belt).

## New Community Facilities

### **POLICY CS4:**

#### **COMMUNITY FACILITIES AT DEEPCUT**

**As part of the proposed redevelopment of Alma and Dettingen Barracks, Deepcut (Policies H2 and H3), the Borough Council will require the provision of a new community building, as shown on the Proposals Map, to provide either a community hall, leisure or entertainment facility or medical facility or similar.**

12.23 The proposed development at Alma and Dettingen Barracks will give rise to a need for improving the community facilities at Deepcut. The facility will be provided by the developer of the land. The precise nature of this facility is intended to be established following the publication of a planning brief for the site and consultation with the local community.

## Hospital and Health Facilities

12.24 The major hospital services for Surrey Heath are provided by Frimley Park Hospital NHS Trust, supported by Farnham Hospital and St Peters Hospital, Chertsey outside the Borough. Other major health facilities within the Borough are the Ridgewood Centre, for the treatment of psychiatric disorders, and the Frimley Children’s Centre.

12.25 Work on the 80-bed extension to provide relief to the overstretched facilities at Frimley Park Hospital has been completed. The Health Authority has provided additional acute beds at The Ridgewood Centre.

### **POLICY CS5:**

#### **HEALTH FACILITIES**

**The Borough Council, in co-ordination with the Health District and other relevant bodies, will encourage and support the provision of additional health facilities. Proposals for the enhancement and extension of existing facilities will be sympathetically received and proposals for new facilities, in appropriate locations, will be encouraged.**

- 12.26 The Borough Council supports the objective of the health authorities who seek to provide a spectrum of good quality health care services to meet the reasonable expectations of the population of Surrey Heath.
- 12.27 The Council also recognises the requirement for appropriate premises of the right size and location for doctors, dentists and other specialist medical practitioners. On large new residential developments the Council will look for purpose built accommodation to meet the needs of the residents of the new development. However, on smaller developments and in the areas of existing development, it is realised that the conversion of existing properties may be required. Nevertheless, this requirement must be balanced against the need to retain existing residential accommodation.

## Use of Residential Premises for Medical Consultancy and Treatment

### **POLICY CS6:**

#### **USE OF RESIDENTIAL PREMISES FOR MEDICAL TREATMENT**

**The use of residential premises for the purposes of medical consultancy and treatment, will only be permitted where it can be demonstrated clearly to the satisfaction of the Borough Council that:**

- (a) All other potential options (such as the use of surplus commercial or institutional buildings, housing in substandard condition or lacking amenities or in poor locations, or the provision of group practice facilities in purpose built accommodation) have been fully explored; and**
- (b) There are no material car parking, amenity or access problems.**

**Wherever possible the Borough Council will seek to retain part of the property for residential purposes.**

- 12.28 The provision of medical facilities in convenient and accessible locations throughout the Borough is supported fully by the Borough Council. Where the proposal is to replace existing premises, a legal agreement to revert the former premises back to residential

occupation (where that was the previous use) will be required. In this way it is anticipated that genuine needs can be met but without a resultant loss of residential accommodation.

- 12.29 The use of non-residential premises will be considered individually. The impact of the existing and proposed uses on the amenities of the surrounding area will have to be carefully considered.
- 12.30 Population statistics project that between 1991 and 2006 there will be a 50 per cent increase in the number of people of retirement age and over living in the Borough. As a consequence of this and the resultant increase in the number of frail elderly people there is a need to provide appropriately located and resourced day centres. The implications of the NHS and Community Care Act, 1990 will require additional day care and accommodation to be provided.
- 12.31 The urban part of the Borough (Camberley and Frimley) is served by the Ian Goodchild Centre at Camberley and the rural parts (Bagshot, Windlesham and Lightwater areas) by the Windle Valley Day Centre which the Borough Council would like to see improved. It is envisaged that the existing day centre facilities in Chobham, Bisley, West End and Frimley Green will remain and continue to be improved as local neighbourhood centres. The Chobham, West End, Bisley and Frimley Green areas of the Borough are currently served by temporary day care facilities within other buildings, which are limited by the premises they occupy.
- 12.32 The provision of a replacement, purpose-built day centre at Bagshot should reduce pressure on the Ian Goodchild Centre and provide a focal point for local elderly persons.

## Provision of Day Care Centres

### **POLICY CS7:**

#### **PROVISION OF DAYCARE FACILITIES**

**The Borough Council will seek to provide purpose-built day centre facilities within the period of this plan on land at Park Street, Bagshot.**

12.33 The existing Windle Valley daycare centre is now considered to fall short of current needs. Land at Park Street, Bagshot and adjoining land is identified for commercial development at Policy E8, and a comprehensive development scheme would provide the opportunity for an improved day care facility.

## Dual Use of Military and Educational Facilities

12.34 Military and educational establishments have potential for dual use for recreational and community services by the general population, out of normal hours. At present, dual facilities have been developed at a number of schools in the Borough, some for recreational purposes and others are used by organisations such as the Adult Education Institute and the Youth Service. Dual use has not been developed at a military establishment yet. The Borough Council will encourage the dual use of suitable premises subject to the agreement of the owners and it not being prejudicial to Local Plan policies.

### **POLICY CS8:**

#### **DUAL USE OF FACILITIES**

**The Borough Council will promote the dual use of existing and proposed educational and military facilities within the Borough with the aim of making better use of the valuable resources of land and buildings available, subject to there being no harm to the environment and to the amenities of adjoining residential areas, and no infringement of highway or road safety standards.**

12.35 Many parts of the Borough suffer from a shortage of recreational and community facilities. The dual use of existing and new educational and military facilities will provide a cost effective means of meeting the needs of communities and will reduce the land requirements for these facilities which would occur if provision were to be duplicated. However, each site will be carefully looked at and dual use will only be encouraged where the benefit to the local community outweighs the potential problems created.

## Land at Burrow Hill School, Frimley

### **POLICY CS9:**

#### **LAND AT BURROW HILL SCHOOL, FRIMLEY**

**Potential developers of land at Burrow Hill School, Frimley, as shown on the Proposals Map, will be expected to demonstrate that there is no appropriate replacement community use for the site. Should it be established that there is no appropriate community use for the whole or part of the site, the built part of the site should be released for housing development, for approximately 40 dwellings.**

12.36 The school has become surplus to requirements. Part of the site to the east of St. Catherines Road is in Countryside Beyond the Green Belt. The main part of the site is within the defined settlement area. Potential developers will be expected to undertake a marketing exercise to test whether the existing buildings can be re-used or the built part of the site be redeveloped for community uses including for educational purposes. Provided that the Borough Council is satisfied that no such uses can be demonstrated, then the built part of the site would be appropriate to be released for housing purposes. It is important that the existing woodland within the site is retained and any other significant trees protected. It is possible for a development of the built part of the site to accommodate part housing and part community facility.

## Chapter 13

### CAMBERLEY TOWN CENTRE

#### Introduction

- 13.1 Camberley town centre provides an important focal point for retail, commercial, leisure and civic uses. The variety of uses within the centre together with its accessibility by a large section of the community contribute to its vitality and viability.
- 13.2 Camberley is one of the larger centres within Surrey, and attracts visitors from the wider area of the Blackwater Valley.
- 13.3 The traditional strengths of the town centre rest on the largely affluent population of the catchment area and a wide range of the retail offer provided by such a compact centre. Until recent years the centre offered a choice of convenience stores, comparison goods including department stores, variety stores, national chains, independents as well as a range of service uses.
- 13.4 Since the Local Plan 1994 was prepared in the late 1980's, there have been significant changes to the pattern of retailing and shopper behaviour. Competing centres such as Farnborough and Woking have seen major retail floorspace additions, and out of town developments by Marks and Spencer and Tesco at the Meadows, and by Sainsburys at Watchmoor Park, and more recently at Farnborough Gate, have all provided a wider choice of facilities. Camberley town centre has however adapted and remains a buoyant trading centre.
- 13.5 significantly increased buying power available to the catchment population.
- 13.7 In recent years the Borough Council has extended car parking through the provision of the multi-storey car park at Knoll Road, has enhanced entertainment opportunities within the town through the refurbishment of ArtsLink, and is about to commence a shopmobility scheme, enabling easier access to the town centre for people with disabilities. This will operate from the Ian Goodchild Centre. The Borough Council also maintains regular liaison with town centre traders through the Camberley Town Centre Consultative Committee and endeavours to work with the business community on initiatives which will improve the town centre.
- 13.8 Camberley is also an important business centre and provider of employment opportunities. About 80% of all commuter trips into Camberley town centre are made from origins elsewhere in Surrey Heath. This strongly suggests a fairly high degree of self containment arising from a quite large residential hinterland. About 6,350 people work in the town centre, 47% of which are employed in business, 27% in retail use (Class A1), 12% in A2 uses (financial and other services) and A3 uses (restaurants, take-aways etc.) and the remainder in leisure, civic and community uses.

#### Existing Situation

- 13.5 As at 1996 the town centre provides a total of about 35,000 square metres of retail floorspace, 83 percent of which is comparison goods shopping (durable/luxury items) and the remainder convenience shopping (food and day to day items).
- 13.6 Over the last few years Camberley town centre has experienced a major qualitative improvement with the refurbishment of Main Square. However the overall retail floorspace of the town centre has increased by only a modest 2.4% since 1985, despite the trend of
- 13.9 In view of the changing pattern of retailing and shopper behaviour in recent years the Borough Council commissioned background studies to help gauge whether the town centre can accommodate further shopping development in the future.
- 13.10 The central part of this background research was a technical study produced by independent consultants, which assessed the future retail capacity of the town centre up to the year 2006, the local plan timescale. The key conclusions were:

#### Background Studies

- (a) Camberley town centre attracts an affluent shopper, 24% belonging to professional and senior management employment, with 43% between 35 and 54 years of age, the group with the most disposable income;
- (b) There is only a modest amount of capacity for additional “convenience goods” floorspace in Camberley, estimated at 306 square metres by the year 2006;
- (c) For “comparison goods” however, there is by the year 2006, capacity for an additional 20,180 square metres of floorspace, without any change in the current pattern of shopper behaviour, that is, not allowing for any potential “clawback” of expenditure from other town centres or locations;
- (d) A survey of retailers identified a future requirement of between 15,600 square metres and 25,280 square metres of new retail floorspace for the Camberley area, although not necessarily in the town centre. This accords closely with the capacity study conclusions set out in (c) above; and
- (e) The mid 1995 vacancy rate in shop units was 13%, marginally higher than the national average.

13.11 Investment Property Databank measures the investment performance of town centres using rental values and yields, and provides an indication of the vitality and viability of town centres. Of a study of 232 town centres in the United Kingdom, Camberley town centre has been ranked 91st, with only Reigate amongst Surrey towns ranked higher.

## Leisure Strategy

13.12 Leisure developments in recent years have tended to take place on out of town locations having the benefit of good access to the strategic road network and potentially a very large catchment area. As opportunities for such schemes diminish there has been a marked growth in interest in town centre leisure schemes. This is recognised in the Borough Council’s Leisure Strategy, which recommended the provision of facilities such as an “Urban Entertainment Centre”, comprising for example, a Blockbuster Fun Centre, Cyberdome Crystal Maze, fast food outlets, “high tech” amusement centres and a teenage

bar. Consultants acting for the Borough Council to produce the Leisure Strategy identified Land West of Park Street as the only likely site for a large scale commercial leisure development in the town centre.

## Maintaining Viability and Vitality of the Town Centre

13.13 Government policy is set out in Planning Policy Guidance Note 6, “Town Centres and Retail Developments” (June 1996), which incorporates the following objectives:

- (a) To sustain and enhance the vitality and viability of town centres;
- (b) To focus development, especially retail development, in locations where the proximity of business facilitates competition from which all consumers are able to benefit and maximises the opportunity to use means of transport other than the car;
- (c) To maintain an efficient, competitive and innovative retail sector; and
- (d) To ensure the availability of a wide range of shops, employment, services and facilities to which people have easy access by a choice of means of transport.

13.14 Planning Policy Guidance Note 6 also introduces the principle of major new development schemes being subject to what is termed the “sequential test”. If a developer is proposing a major out of town development, the onus is on the developer to demonstrate that they have thoroughly assessed all potential town centre options first. Adopting a sequential approach means that first preference should be for town centre sites, where suitable sites or buildings are available, followed by edge of centre sites, district and local centres and only then out of town locations that are accessible by a choice of transport, not just the private motor car. If there is no identified need or capacity for major development in town centres then the sequential test will not apply.

13.15 These objectives are consistent with the



Government's Sustainable Development Strategy and with Planning Policy Guidance Note 13, "Transport" (March 1994) and seeks to reduce reliance upon the private motor car.

- (d) To direct proposals for major new retail, leisure and office developments to the town centre to meet established needs.

## Surrey Structure Plan 1994

13.16 The Surrey Structure Plan 1994 reflects the advice of Government policies. In summary the Structure Plan seeks to achieve the following objectives:

- (a) Promotion of town centres as the primary location for shopping, social and community services, financial and commercial services and the leisure, recreational and cultural needs of the community, at Policy DP17;
- (b) Maintaining and enhancing the character of town centres, at Policy DP18;
- (c) Where appropriate, making provision for additional retail floorspace within town centres, at Policy DP19; and
- (d) Making appropriate provision for business use in town centres, including Camberley, at Policy DP20.

## Strategy

13.17 The strategy adopted in this Local Plan therefore draws upon, and fits into the approach advocated by both Government advice and Structure Plan policies. It is recognised that Camberley town centre is facing competition from other centres and there is a need to maintain and where possible enhance the existing attractions of the town centre, particularly as a means to counter possible expansion in other nearby centres.

13.18 The Camberley town centre strategy and objectives for this Local Plan shown at Diagram TC1 are therefore as follows:

- (a) To improve the quality of the town centre environment;
- (b) To improve accessibility to the town centre;
- (c) To encourage greater diversity of uses and town centre attractions, whilst resisting the loss of important facilities; and

## Maintaining and Enhancing the Role of Camberley Town Centre

### **POLICY TC1:**

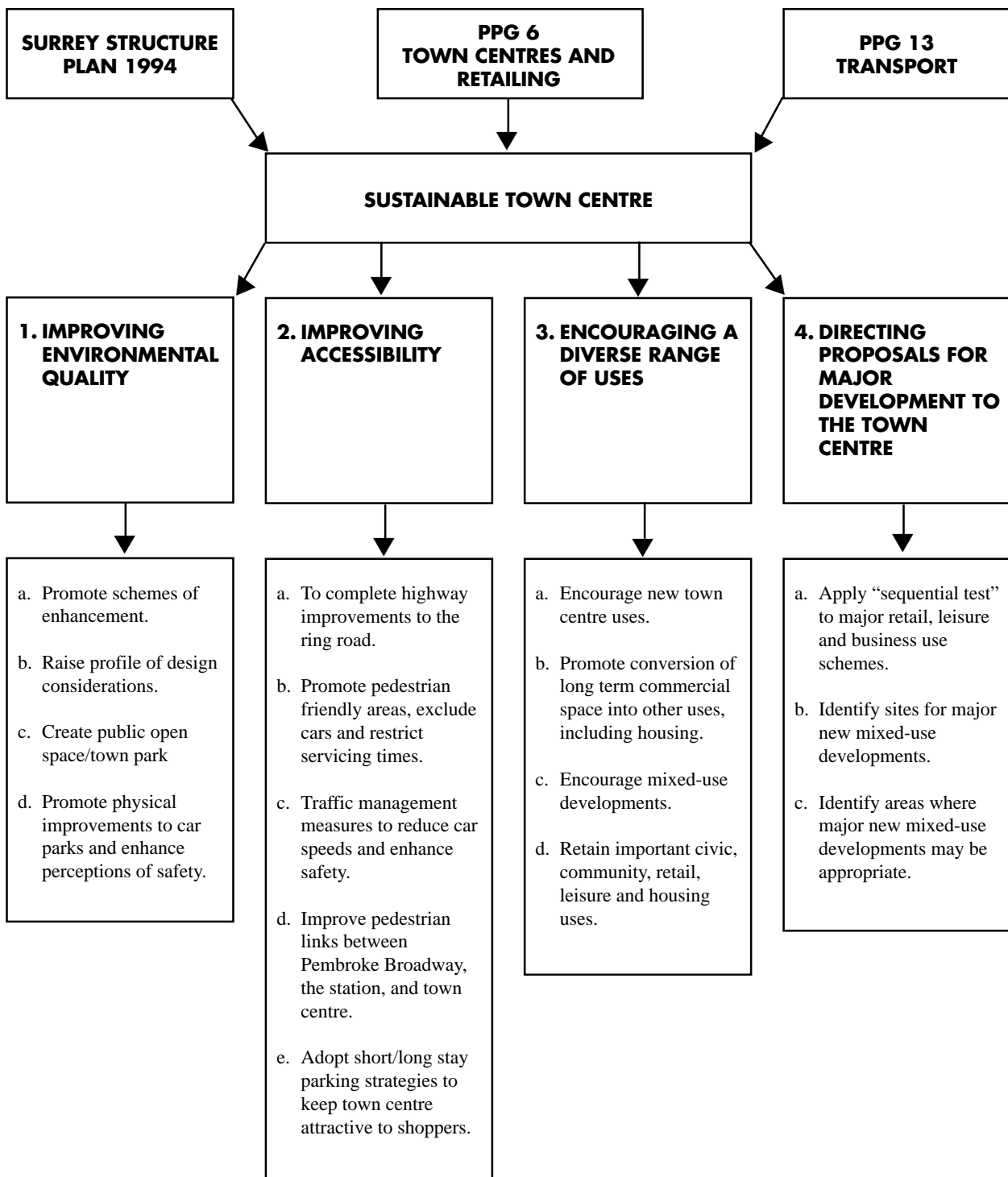
#### **MAINTAINING AND ENHANCING THE ROLE OF THE TOWN CENTRE**

**The Borough Council will maintain and enhance the role of Camberley town centre as a focus for retail, business, leisure, community and residential uses, and ensure its future vitality and viability by:**

- (a) Improving the quality of the town centre by promoting schemes for the enhancement of the environment;**
- (b) Improving accessibility to the town centre by promoting schemes which assist all modes of travel;**
- (c) Encouraging a diverse range of uses within the town centre through a combination of protection of important town centre activities and through encouraging development where this is in the interests of the town centre economy, and the social and cultural needs of the community; and**
- (d) Directing proposals for major business, retail and leisure development to the town centre, where a longer term need has been established.**

**Major new retail or leisure development will not be permitted outside of the town centre, whilst appropriate town centre opportunities are available or can realistically be made available.**

## DIAGRAM TC1: CAMBERLEY TOWN CENTRE STRATEGY



13.19 Camberley is the largest shopping and commercial centre in the Borough and provides an important focal point for the community. It is well located to serve a large part of the Blackwater Valley towns which have a catchment population in excess of 330,000 and, although of a lower order in the retail hierarchy, Camberley provides an attractive and convenient alternative to Guildford, Reading and Kingston.

13.20 In the mid 1980s, the out-of-town retailing trend gave rise to new developments at the Meadows and at Watchmoor Park which together exhibit a powerful trade draw effect, whilst offering consumers greater choice. Camberley town centre has withstood such changes well and continues to provide an important location for shopping, commerce and for entertainment. In future it will be important for the town centre to adapt to, and counteract other changes, which may include some continued interest by retailers to seek out of town locations, the effects of teleshopping and computer aided purchasing, and continued rationalisation in other service uses.

13.21 The Borough Council will therefore apply the “sequential test” to major retail and leisure proposals, whilst there are opportunities within the town centre, principally at the site known as Land West of Park Street. The sequential test may also apply to major office proposals whilst there are opportunities available within the town centre. Policy S2 sets out how the sequential test will be applied.

13.22 For the longer term it is important that Camberley remains an attractive and accessible town centre and adopts a flexible approach to the use of premises which are vacant for any period of time. The Borough Council will, in partnership with others, promote schemes to enhance the environment, and will seek to make the town centre accessible for all modes of travel, including pedestrians, persons with disabilities, cyclists, public transport and for the car user, through a combination of traffic management, parking policies, security measures and signage.

## Improving the Quality of the Town Centre Environment.

13.23 In recent years there have been qualitative improvements to the physical environment of the town, including the refurbishment of the previously open shopping streets of what is now Main Square, improvements to the pedestrian surfacing and street furniture in Princess Way, Obelisk Way, Knoll Walk, Bissingen Way and other locations throughout the town centre. The Borough Council intends that further improvements will be made for the benefit of the town centre as a whole and for the particular benefit of pedestrians, cyclists and persons with disabilities.

### **POLICY TC2:**

#### **ENVIRONMENTAL IMPROVEMENTS**

**The Borough Council will carry out or work with others to achieve schemes of environmental improvements in the following locations:**

- (a) Princess Way, West;**
- (b) Pedestrian link between Pembroke Broadway and Princess Way, East;**
- (c) High Street;**
- (d) Park Street;**
- (e) London Road (A30), between High Street and Park Street junctions.**

13.24 Some enhancement works have already been undertaken to improve the pedestrian areas around the Main Square shopping centre, including the provision of cycle facilities. The area of Princess Way East has been resurfaced and new seats and street furniture provided as part of a joint Surrey County Council and Borough Council project. Princess Way West and the pedestrian link on the eastern side of the Princess Way multi-storey car park would benefit from enhancement during the plan period. It is intended to carry these out this work when resources can be made available.

13.25 Improvements to High Street and to Park Street are intended when these streets can be the subject of “pedestrian-friendly” improvements, further details of which are provided at Policies TC9 and TC10. Improvements to Park Street are intended to come forward with

the development of Land West of Park Street, as set out in Policy TC19.

- 13.26 The frontage to London Road provides a rather tired first impression of Camberley town centre and requires environmental enhancements. In the longer term this may come forward as redevelopment of frontage sites takes place, as set out in Policy TC20. If resources are available the Borough Council will seek improvements within this area in the first half of the Plan period.

## Land East of Knoll Road: Proposed Town Park

### **POLICY TC3:**

#### **PROPOSED TOWN PARK**

**Land off Valroy Close, as shown on the Proposals Map, is proposed as public open space to form a Town Park. Within the Park, the Obelisk, a Grade II listed building, will be restored to provide an important Town Park attraction.**

- 13.27 Part of the former St. Tarcisius School site is being developed for housing to be accessed via Valroy Close, following improvements to the Valroy Close and Knoll Road junction. The remainder of the school playing field and the Knoll, an area of about 1.75 hectares, will become public open space and provides an important opportunity to provide what the town centre currently lacks, a Town Park. The Borough Council has agreed with the developer that it will take on the open land and manage it as a Town Park which will be linked by a footpath and cycleway to the town centre. A cycleway will also connect the housing development and the Park to the A30 London Road and to Knoll Road and will provide an important link to the proposed Borough-wide cycle network.
- 13.28 The Town Park will also form a “Green Space” under Policy UE1.
- 13.29 As part of the development of the school site, the developer has agreed to refurbish the Obelisk which sits on a knoll at the eastern end of the Town Park. The Obelisk is thought to be an early signalling tower or folly and is

the oldest building in Camberley. It is intended to undertake some limited felling of trees around the knoll to create important views both to and from the Obelisk, which will be an important feature within the Town Park, whilst at the same time protecting the amenities of nearby residential occupants.

## Urban Design

- 13.30 The Borough Council will undertake an urban design appraisal of the town centre as a basis for identifying additional opportunities for environmental improvements and as a means to encourage good design in new buildings. Urban design may be defined as the relationship between different buildings, the character of buildings, the relationship between buildings and the streets, squares, parks and other spaces which make up the public domain; the nature and quality of the public domain, the relationship between the different parts of a town centre and the movement patterns within it. The appearance and treatment of spaces between and around buildings is often of comparable importance to the design of the buildings themselves.
- 13.31 In 1995, a study undertaken on behalf of the Borough Council provided a “health check” of the town centre. The overall environment of the public area, particularly outside of the refurbished Main Square, rated as average and contrasted sharply with the Main Square environment itself. In addition the town centre scored rather poorly for the quality of some of its buildings, notwithstanding the quality of some recent developments which have been of a high design standard.
- 13.32 A detailed urban design appraisal is recommended in Planning Policy Guidance Note 6, “Town Centres and Retail Developments” (June 1996) to provide a basis for encouraging quality design solutions and environmental improvements. The Secretary of State for the Environment has expressed concern about design issues, and has launched a “Quality in Town and Country Initiative” with the express intent of raising awareness of the importance of design to the quality of life.

13.33 The Surrey Structure Plan at Policy DP18 refers to the need to maintain and enhance the character of town centres. As part of the current work on reviewing the Structure Plan, Surrey County Council is undertaking an assessment of the character of Surrey towns.

## Design Considerations for New Development.

### **POLICY TC4:**

#### **DESIGN CONSIDERATIONS FOR NEW DEVELOPMENT**

**The Borough Council will, in considering proposals for new development or redevelopment within the town centre, ensure that:**

- (a) The scale, mass density, quality, character, materials and landscape design of development respects or enhances the group of buildings or area of which it will form part, subject to a maximum height of four storeys; and**
- (b) Vehicular and servicing areas are unobtrusive with priority given to pedestrian circulation and the quality of public spaces.**

13.34 Quality design in new building will enhance the town centre, add to its character and reinforce identity and public perceptions about the area. Poor design can however be detrimental and may contribute to a loss of sense of place. Design is a matter of proper public interest and the appearance of proposed development and its relationship to its surroundings are therefore material considerations in determining planning applications and appeals.

13.35 The Borough Council will reject poor designs which are out of scale or character with its surroundings. Camberley town centre comprises predominantly low rise development and this aspect of its character should be retained and enhanced in new developments. For this reason, four storey development is likely to be the maximum permissible. The Borough Council may ask for design statements to be submitted with major planning applications.

13.36 The High Street comprises a mix of older properties which provide an important vestige of Victorian and Edwardian Camberley and new properties designed to reflect the scale and form of this development. Any further new development proposals should retain the attractive characteristics of the High Street (the

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varying roof heights, projecting bays, oriel windows and the marked vertical emphasis consistent with the original building styles) both in terms of the wider streetscape and detailed design considerations such as shop fronts and advertisements.

- 13.37 Planning Policy Guidance Note 1, “General Policy and Principles” (February 1997), advises that development plans should provide applicants with clear indications of design expectations, but such advice should avoid excessive prescription and detail and should concentrate on broad matters of scale, density, height, massing, layout, landscape and access. Local Planning Authorities should not impose their taste on applicants for planning permission, as aesthetic judgements are to some extent subjective.

## Design Guidelines for Illuminated Advertisements.

### **POLICY TC5:**

#### **ILLUMINATED ADVERTISEMENTS**

**The Borough Council will allow illuminated advertisements on commercial premises within the town centre, provided that:**

- (a) Their scale, colour, number, materials and detailing are appropriate to the character of the building and the adjoining area;**
- (b) They do not adversely affect the residential amenity of any properties in the surrounding area;**
- (c) They do not adversely affect any statutory or locally listed building; and**
- (d) They do not adversely affect public safety.**

- 13.38 Illuminated advertisements are an appropriate feature in shopping centres where they can add to the character of the area. Occasionally their size or layout are such that there is significant harm to the amenity of the area or risk to safety of the public and these will be rejected. Illuminated advertisements will also be inappropriate on historic buildings or where they affect the setting of listed buildings.

## Improving Accessibility to the Town Centre.

- 13.39 Planning Policy Guidance Note 6, “Town Centres and Retail Developments”, (June 1996), recognises that town centres provide a wide range of services and facilities in one location and therefore have great potential to minimise additional trips by car to other locations for other purposes. It also recognises that if town centres are to compete effectively with out-of-town developments, they must remain attractive to people who arrive by car. Planning Policy Guidance Note 6 identifies three key issues:

*“to manage both access by car and parking as part of an overall strategy for the centre; and*

*to promote improvement in the quality and convenience of less environmentally harmful means of transport so that they provide a realistic alternative to the car; and*

*to meet the access and mobility needs of disabled people”.*

- 13.40 The Borough Council’s approach is therefore one of providing a package of traffic management measures, highway improvements and improved car parking provision, particularly for shoppers, whilst at the same time seeking improvements to the town centre environment by creating more pedestrian friendly areas, and better facilities for cyclists, those with disabilities and the public transport user. The Borough Council is working with representatives of the disabled groups to improve the physical access in and around the town centre.

## Cars and Vehicular Traffic: Highway Improvements.

### **POLICY TC6:**

#### **HIGHWAY IMPROVEMENTS**

The following highway works are required within the town centre during the plan period. The Borough Council will seek to safeguard from development any land required to implement these schemes, as shown on the Proposals Map:

- (a) Junction of London Road (A30), Kings Ride and Knoll Road;
- (b) Junction of Knoll Road and Portesbery Road;
- (c) Junction of Portesbery Road, Pembroke Broadway and High Street;
- (d) Junction of Pembroke Broadway and Park Street;
- (e) Widening of Knoll Road, and to provide for an extended service road adjacent to the Library;
- (f) Widening of Southern Road, including junction improvements at Southwell Park Road and Lower Charles Street;
- (g) Junction of London Road (A30) and Lower Charles Street.

13.41 Vehicular access into and through the town centre is generally good, although several junctions suffer congestion at peak times. The junction improvements and road widening proposed in the above policy are intended to relieve existing problems and provide for the effects of proposed new developments within the town centre, particularly development at Land West of Park Street, as set out at Policy TC19.

## Rear Service Roads

### **POLICY TC7:**

#### **REAR SERVICE ROADS**

The Borough Council will continue to seek improvements to servicing arrangements within the town centre. In particular, the Borough Council will, in considering development proposals, seek the provision of the following rear service roads as shown on the Proposals Map:

- (a) East of High Street (nos. 1-9), north of St. Georges Road;
- (b) East of High Street (nos 11-61), between St. Georges Road and Knoll Walk;
- (c) East of High Street (nos. 65-85), south of Knoll Walk; and
- (d) West of Park Street (nos. 80-100), south of Southwell Park Road.

13.42 As part of its overall strategy to improve the environment and improve accessibility within the town centre, the Borough Council will seek to reduce the level of on-street servicing in Park Street and High Street. Much progress has already been made with the construction of rear service roads to the east of High Street properties but some key links remain to be implemented.

13.43 When complete, the service roads to the rear of High Street properties will help reduce traffic congestion caused by service vehicles and will enable the High Street to be improved as a pedestrian friendly environment in accordance with Policy TC10. The service road to the west of Park Street is a longer term proposal required in the interests of highway safety by removing service vehicles from Park Street near to the bridge.

## Off-Street Car Parking

13.44 In 1995 the Borough Council commissioned a study to assess the adequacy or otherwise of the level of car parking available within the town centre, taking into account the likely scale of development on Land West of Park Street.

13.45 The main car parks were surveyed, these being at Knoll Road (surface car park), Knoll Road multi-storey, Service Area 2, Surrey Heath House (available on Saturdays), Land West of Park Street and the Main Square multi-storey car park. The total capacity was 2,419 spaces excluding disabled persons spaces. The survey demonstrated spare capacity which varied between about 650 spaces on weekdays and between 900 and 1,050 spaces on Saturdays. Taking into account the likely impact of development at Land West of Park Street as proposed at Policy TC19 and the potential implications of introducing a controlled parking zone around the town centre, the supply of available spaces will still be sufficient for the likely demand, but the surplus spaces will be much reduced.

13.46 In the longer term however, it will still be important that both sufficient car parking and conveniently located car parking is available within the town centre, particularly for shoppers. It is therefore the Borough Council's continuing intention to increase the off-street car parking provision.

## Public Use of Car Parks.

### **POLICY TC8:**

#### **PUBLIC USE OF PRIVATE CAR PARKS**

**In considering development proposals within the town centre, the Borough Council will, where appropriate, secure the use of any car parking areas for the public at weekends.**

13.47 To enhance the provision of public car parking within the town centre, it is important to maximise the efficient use of land. The Borough Council will, where demand justifies such action, use its planning powers to secure agreements in appropriate cases and convenient locations, to make car parking required as part of any new development, available for the public, when there are no operational requirements for the land to be used as an office car park, on Saturdays. With the increasing nature of Sunday trading such arrangements may be extended to include all the weekend. Making better use of car parking in town

centres is a major thrust of Planning Policy Guidance Note 6, "Town Centres and Retail Developments", June 1996.

## Traffic Management Measures.

### **POLICY TC9:**

#### **TRAFFIC MANAGEMENT MEASURES**

**The Borough and County Council will introduce traffic management measures within the town centre, particularly within the High Street, London Road service road and Park Street. Increased priority will be given to pedestrian movements through the introduction of pedestrian friendly crossing points, wider pavements and improved facilities for those with disabilities.**

13.48 The Borough Council aims to improve access to the town centre for all forms of travel including the needs of pedestrians, and will introduce traffic management measures during the course of this Plan. Particular attention will be paid to improving the pedestrian links through the town centre and connecting the shopping area with other facilities, such as ArtsLink. Where appropriate the Borough Council will seek to achieve improvements to traffic management through legal agreements and financial contributions from major development schemes. It is normally Council policy for consultation to take place prior to implementing new traffic management measures. If restrictions were to be proposed they would be the subject of an Order and appropriate advertising and objection period.



## Cyclists and Pedestrians.

### **POLICY TC10:**

#### **PEDESTRIAN-FRIENDLY AREAS**

**The Borough Council will create pedestrian-friendly areas within the following streets, as shown on the Proposals Map:**

- (a) High Street, from Princess Way to St. Georges Road;**
- (b) Park Street, from No. 5 Park Street to Princess Way;**
- (c) London Road, from High Street to Park Street;**
- (d) High Street, from St. Georges Road to London Road;**
- (e) Obelisk Way, from High Street to Service Area No. 2; and**
- (f) Knoll Road access route to the existing multi-storey car park.**

13.49 The quality of the pedestrian environment is a major factor in the success of any town centre. The environment of Main Square is totally designed for the pedestrian. In contrast the High Street and Park Street areas can present problems for pedestrians and those with disabilities. The flow of vehicles, parked cars and service vehicles can present barriers to safe and convenient pedestrian movement.

13.50 Some parts of the town centre have already been made more suitable for pedestrians, including Princess Way East, Princess Way West, Obelisk Way East and Obelisk Way West. It is the Borough Council's intention to extend pedestrian-friendly areas to those locations identified in Policy TC10. However full pedestrianisation, with the complete exclusion of vehicles is unlikely and design solutions will need to allow for varying degrees of vehicular access, dependent upon location and circumstances, but on a limited basis. This will apply particularly to service vehicles where rear servicing is not possible, or to allow service vehicles to access Service Yards 3 and 5 off Park Street and Service Yards 2, 4 and 6 off High Street, or to allow for essential vehicle movements including the emergency services.

13.51 The detailed programming and working arrangements for the above proposals will be dependent upon a number of factors. For High Street, the pedestrian-friendly areas can only be created following the completion of the rear service roads, as proposed under Policy TC7. The existing access way from Knoll Road between High Cross Church and ArtsLink may be enhanced and made more pedestrian friendly, but only following achievement of the full access road between the library and the Ian Goodchild Centre, as set out at Policy TC6.

13.52 For Park Street, pedestrian-friendly areas will be created as part of any development in accordance with Policy TC19, for Land West of Park Street.

13.53 For the London Road service road, major development within the London Road Policy Area, as set out at Policy TC20, will be expected to contribute towards a pedestrian-friendly scheme.

## Provision for Cyclists.

### **POLICY TC11:**

#### **PROVISION FOR CYCLISTS**

**The Borough Council, in considering major development proposals in the town centre, will improve conditions for cyclists by encouraging the provision of special cyclist facilities. These should include secure cycle parking, and cycle routes and should pay particular attention to the need for adequate and safe segregation of pedestrians and cyclists.**

13.54 As progress is made during the period of this plan to implement a cycle network in accordance with Policy M13, it will be important to ensure that cyclists have good access not just into the town centre, but to the entrances of Main Square and any new development which takes place on Land West of Park Street, as identified in Policy TC19.

13.55 As part of the development of the proposed Town Park, as set out at Policy TC3, a cycle route will be provided linking the A30 London Road to Knoll Road via the Town Park.

## Public Transport

13.56 Camberley town centre is served by various bus, rail and taxi services. The Borough Council does not have the responsibility for these services and must use its influence to seek improvements to public transport services for the benefit of the customer and as a means of working towards a more balanced transport system.

## Public Transport Improvements

### **POLICY TC12:**

#### **PUBLIC TRANSPORT IMPROVEMENTS**

**The Borough Council will, where appropriate, work with the public transport operators to seek an enhanced level of public transport services and interchange facilities within the town centre. Particular attention will be paid to the special needs of parents with children, the elderly, the infirm and people with disabilities. Suitable arrangements will be considered for bus services to use areas which are subject to pedestrian-friendly proposals, as set out in Policy TC10, provided that potential conflict with pedestrians and servicing are minimised.**

13.57 Camberley railway station is located to the south of the main shopping area and provides services to London Waterloo, via a connecting service at Ascot. A report produced in 1995 for the County Council, entitled, "Rail Line Improvements in Surrey" identified the lack of regular through services to Waterloo from Camberley and that current services are of a low frequency and are relatively slow. As a result the level of passenger throughput at the station is significantly lower than is the case of stations on a direct main line to London. The Borough Council is working with the County Council, Railtrack and South West Trains to improve the rail link to Waterloo. Further details are set out in the Movement Chapter at paragraph 11.77.

13.58 There is limited commuter parking available at the station and this gives rise to on-street parking in residential areas to the south of the town centre.

13.59 Pembroke Broadway provides the main pick up and set down facility for buses, and provides a convenient interchange between bus and the railway station. However the stops are in the carriageway and this leads to some traffic congestion, particularly during peak periods. The Borough Council wishes to provide proper bus lay-bys on both the north and south side of Pembroke Broadway. By filling in the existing pedestrian subway, which has not been well used or liked, this will provide additional land to accommodate buses off the carriageway and thus improve highway capacity and safety. Alternative surface pedestrian crossings have been provided in Pembroke Broadway.

13.60 The Borough Council recognises that taxis are a valuable addition to the range of public transport services available in Surrey Heath. Taxi ranks are located at the southern end of High Street near to the station and bus stops on Pembroke Broadway, at the railway station, and at Park Street.

## Contributions Towards Transport Improvements

### **POLICY TC13:**

#### **CONTRIBUTIONS TOWARDS TRANSPORT IMPROVEMENTS**

**In considering major development proposals for business, retail and leisure uses within the town centre, the Borough Council will negotiate for contributions towards the following transport improvements:**

- (a) The achievement of improvements for pedestrians as set out in Policy TC10;**
- (b) The achievement of improved facilities for cyclists as set out in Policy TC11;**
- (c) The achievement of improvements for passenger transport facilities as set out in Policy TC12.**

13.61 The Borough Council will work towards improving accessibility for all modes of travel, whilst not concentrating on the private motor car. Planning Policy Guidance Note 13 "Transport" (March 1994), suggests at

paragraph 4.10 that local authorities should consider whether commuted payments should be directed at achieving measures to assist public transport or walking and cycling instead of funding parking. Emerging Government policy in draft PPG13 “Transport” (October 1999) makes clear that as parking standards must now be regarded as maximum rather than minimum, that there is no fixed basis on which to seek commuted payments based on the cost of car parking spaces which it is proposed not to provide directly on site. However, it may be appropriate to ensure that any major development scheme achieves the best degree of access by non-car modes of transport as well as by the motor car. Policies TC10, TC11 and TC12 highlight improvements to non-car modes of travel which are necessary.

- 13.62 Contributions will be related to the individual circumstances of each site and the nature of each proposal. When appropriate the Borough Council will enter into legal agreements to implement this Policy. It is expected that contributions to transport related improvements made under this Policy will normally be committed within 10 years of receipt. The funds will be used as soon as possible. However, the long lead-in times sometimes required before a proposal can be implemented, for example to assemble the necessary land and finance, may mean that expenditure is deferred.

## Encouraging a Wide Range of Uses Within the Town Centre.

- 13.63 The range of uses in the town centre and their accessibility to people living and working in the area, make an important contribution to their vitality and viability.
- 13.64 Planning Policy Guidance Note 6, “Town Centres and Retail Developments” (June 1996), emphasises that local authorities should encourage diversification of uses in town centres and complementary but different uses, during the day and the evening, can reinforce each other and make town centres more attractive to local residents, shoppers and visitors alike.
- 13.65 The Borough Council supports this principle and aims to both resist the loss of important residential, leisure, civic and retail uses whilst

promoting the conversion of outdated commercial properties to other uses including residential ones and encourage mixed-use developments. Again this accords with the policy directions of Planning Policy Guidance Note 6 (paragraphs 2.11 - 2.25 refer).

## Loss of Town Centre Residential Accommodation.

### **POLICY TC14:**

#### **LOSS OF TOWN CENTRE RESIDENTIAL ACCOMMODATION**

**The Borough Council will not permit the change of use from, or loss of, residential accommodation within the town centre to non-residential uses except where it can be demonstrated to the satisfaction of the Borough Council that :**

- (a) Self-containment does not exist and cannot be provided satisfactorily; or**
- (b) Basic amenities cannot be provided; or**
- (c) Maintaining a residential use would be undesirable because of environmental conditions.**

**Additional residential development, in particular that comprising small units and affordable housing, will be sought as part of a mixed use scheme in appropriate cases, provided it is not prejudicial to other policies of this Plan.**

- 13.66 The town centre can contribute towards meeting the housing needs of the Borough and the presence of local residents can assist in keeping the town centre’s vitality, particularly in evening hours. Housing development close to the town centre facilities also helps to reduce the need for travel by car. New housing at the former St. Tarcisius School site will provide some much needed town centre accommodation and is reflected in the housing provisions of this Plan. Much town centre accommodation can also add to the stock of relatively low priced homes, particularly where this is in the form of flats. Through its Housing Strategy, the Borough Council is pursuing a “Flats over Shops” initiative and an “Empty Homes Strategy”, with a view to ensuring that

residential accommodation, particularly that over ground floor shops, is kept or made available for those in need of “affordable housing”.

- 13.67 In a limited number of cases, it is recognised that the quality of the environment may be at levels below which residential occupation is or could reasonably be made acceptable. In these limited cases alternative uses may be permitted.
- 13.68 For the purposes of this Policy, basic amenities are defined as kitchen and bathroom facilities, where these may be shared with other residential units but not with a retail, business or commercial use. Self-containment refers to the residential unit having a separate means of access, not being dependent upon for example, access through a ground floor shop.
- 13.69 Unsatisfactory environmental conditions may arise for example, because of noise or other forms of pollution.

## Loss of Retail Uses.

### **POLICY TC15:**

#### **LOSS OF RETAIL USES**

**Within the Primary Shopping Area, as defined on the Proposals Map, proposals for changes of use from retail premises (Use Class A1) to other retail uses (Classes A2 and A3), will be assessed with regard to the following criteria:**

- (a) Whether the proposed use is appropriate to the character and function of the area; and**
- (b) Whether the proposed use is, on its own, or cumulatively with others, prejudicial to the character and function of the area; and**
- (c) Whether the proposal is prejudicial or contrary to highway safety or local residential amenity.**

**Planning permission will not be granted for development which would result in the loss of a retail unit (Use Class A1, A2 and A3), within primary or secondary shopping frontages.**

- 13.70 Changes of use can sometimes create new concentrations of single uses, such as restaurants and take-away food shops, where the cumulative effects can cause local problems. These problems may include the change in the character of the shopping street, from an area providing a wide range and variety of retailing outlets, to one of similar uses and buildings frontages, to problems of casual car parking and highway safety or where residential amenity may be disturbed through hours of operation and noise.
- 13.71 The Town and Country Planning (Use Classes Order) 1987, defines various classes of use of buildings. The relevant ones here are:
- (a) Class A1 (Shops): most types of shops as well as post offices, travel agents, hairdressers, funeral directors, hire shops and dry cleaning;
  - (b) Class A2 (Financial and Professional Services): banks, building societies, and other financial and professional services, betting offices and other services provided to visiting members of the public;
  - (c) Class A3: hot food take-away shops, restaurants, cafes, snack bars, wine bars and public houses.
- 13.72 The Town and Country Planning (General Permitted Development) Order 1995, permits changes of use from Class A3 to A2 and from both A2 and A3 uses (with display window at ground floor) to A1 use, without the need to apply for planning permission.
- 13.73 Planning Policy Guidance Note 6, “Town Centres and Retail Developments” (June 1996) makes clear that all three classes provide appropriate uses within a town centre and the presence of these uses can all contribute to the variety and vitality of the town centre. However concentrations of A2 and A3 uses may have a detrimental effect on the character and function of a shopping street, particularly within the Primary Shopping Area, as defined on the Proposals Map. An appropriate balance has to be struck, which prevents A2 and A3 uses squeezing A1 shops out of important shopping streets.
- 13.74 For the purposes of interpreting this Policy, Camberley town centre can be divided into two areas:

- (a) The Primary Shopping Area, comprising Main Square, and immediately surrounding parts of Park Street, High Street, Princess Way and Obelisk Way. The Primary Shopping Area is shown on the Proposals Map and, whilst containing a mix of uses, should nevertheless be dominated by shops in Class A1 use. Concentrations of A2 and A3 uses in this area may result in harm to the character and function of the street.
- (b) The Secondary Shopping Area, comprising parts of High Street, London Road, Sparvell Way and parts of Park Street where shopping and service uses may be more mixed. In considering proposals the effect of their implementation has to be assessed against the criteria set out in the policy and judgements made about any harm which may arise. As a general guideline, when a proposal would result in the overall proportion of non-A1 uses exceeding 40% of the total within that area there is more likely to be harm to the character and function of the street.



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## The Market

13.75 The one day market currently operates from land which is expected to be developed, under Policy TC19, at Land West of Park Street. The market provides useful variety and complements the shopping attractions of the town centre. The Borough Council will attempt to find a new location for the market should it cease to be able to operate from its existing site, although no site has been identified.

## Civic Uses Policy Area

### **POLICY TC16:**

#### **CIVIC USES POLICY AREA**

**Within the Civic Uses Policy Area, as shown on the Proposals Map, the Borough Council will not permit development or redevelopment other than that specifically related to civic uses, public open space or other appropriate community uses including the expansion of any existing uses where justified to the satisfaction of the Borough Council.**

**In considering proposals for development within this Policy Area, the Borough Council will give particular consideration to:**

- (a) The form, massing and design of development;**
- (b) The important public and civic function of the area; and**
- (c) The need for open space.**

13.76 The area to the east of Knoll Road includes the Council Offices, Surrey Heath Museum, Citizens Advice Bureau, the library, Ian Goodchild Centre (Day Care), ArtsLink (entertainment), High Cross Church, County Council Social Services and Police Station, together with car parking and the proposed Town Park. This provides an important area of community and civic uses for the town, conveniently located in one area. The Borough Council will explore with Surrey County Council any opportunities for improving both Borough and County Council services from this area. Redevelopment to other uses will be resisted where this leads to a loss of needed civic or community uses.

## Conversion of Vacant Business Premises

### **POLICY TC17:**

#### **CONVERSION OF VACANT BUSINESS PREMISES**

**Where there is evidence that vacant business premises no longer meet the needs of modern business users and appear unlikely to be re-used or re-developed for that purpose, conversion to other service, leisure or residential use, particularly for affordable housing, will be encouraged. Proposals for conversion will need to:**

- (a) Provide a suitable environment for residents taking account of noise and amenity considerations; and**
- (b) Provide independent residential access.**

**Car parking standards may be relaxed where proposals contribute to improvements to pedestrian, cycling and passenger transport facilities as set out in Policies TC10, TC11 AND TC12.**

13.77 Applicants will need to demonstrate that all reasonable steps have been taken to market the premises for business use and that a residential conversion would provide acceptable living accommodation. The need for affordable housing as defined in the Housing Chapter of this Plan, is a material consideration considering such proposals. However it is recognised that there is a need for some flexibility in the way town centre premises are used and this can help to ensure that any long term vacancy of commercial property is minimised.

13.78 Planning Policy Guidance Note 6, "Town Centres and Retail Developments" (June 1996) provides further advice on this approach at paragraph 2.11.

## Mixed Use Schemes

### **POLICY TC18:**

#### **MIXED USE DEVELOPMENTS**

**Mixed use development schemes will be supported where they add to the diversity of uses within the town centre and include, where appropriate, additional housing.**

13.79 Planning Policy Guidance Note 6, “Town Centres and Retail Developments” (June 1996), advises that local planning authorities should use their development plans to set out policies for mixed use development in town centres by identifying suitable sites and issuing planning briefs. Mixed use development is proposed at Land West of Park Street, as set out at Policy TC19. Mixed use development is also encouraged at London Road through Policy TC 20. Elsewhere the Borough Council will look favourably upon mixed use development schemes which can add variety and strengthen the town centre, provided that they do not conflict with other important objectives of this Plan.

## New Development Proposals

13.80 Government policy as set out in Planning Policy Guidance Note 6, “Town Centres and Retail Developments” (June 1996) places much emphasis on the sequential test and directing new development to town centres in preference to edge of centre, local centre and out of centre locations. If this sequential test is to apply, suitable sites in town centres need to be available for new development and PPG 6 advises that local plans should identify sites for retail, employment, leisure and other key town centre uses.

13.81 The Borough Council has taken a long term view of the needs of the town centre, building on Government advice to enhance the attractiveness and accessibility of the town centre, promoting diversity of uses and mixed use development schemes.

13.82 The major opportunity for new development which will enhance the role of the town centre and ensure its competitiveness with competing centres in the area, is Land West of Park Street.

## Land West of Park Street

### **POLICY TC19:**

#### **LAND WEST OF PARK STREET**

**The area bounded by Park Street, Southwell Park Road, Southern Road and Lower Charles Street, as shown on the Proposals Map, is proposed for comprehensive redevelopment for mixed uses, which may include retail, business, leisure, community facilities and housing together with parking and servicing. In considering redevelopment proposals, particular account will be taken of the likely impact on the living conditions enjoyed by neighbouring residents.**

13.83 During the public consultation period on the Pre-Deposit Draft of the Local Plan, various views were put forward as to the future of this land, including retail, leisure, housing and town park uses and retention as car parking. Whilst all are desirable solutions in their own right, the site remains the best long term opportunity for enhancing the role of the town centre and providing a wide range of facilities for town centre users.

13.84 The site is largely owned by the Borough Council and is relatively easy to assemble for development purposes. Other potential development sites within the town centre are more constrained or more difficult to assemble. If the town centre is to enhance its role and retain its competitive position and attractiveness in the face of expansion at other nearby centres, a mixed use redevelopment of this site remains the best option.

13.85 The Borough Council has published a Planning Brief for the site, which was last reviewed in October 1996. The approach to car parking in that brief will need to be reviewed in the light of emerging Government and County Council car parking policies. The provision of parking space in any redevelopment of the site will be expected to accord with Policy M7 of this Local Plan. Any redevelopment should be for a mixture of uses, which may include retailing, leisure, offices, community facilities or housing, together with car parking. A proposal will only be considered to meet the requirement for a comprehensive mixed-use

development if it includes at least three of the specified uses. The design of the scheme should recognise the proximity of residential properties in Southern Road and Southwell Park Road. In order to limit disturbance to residents, it may be necessary to control the hours at which non-residential premises within the proposed development may open. A new service road to cater for Southern Road residents will be required.

- 13.86 The Borough Council's Leisure Strategy identified an opportunity for leisure uses to add vitality to the town centre. Leisure operators have in recent years concentrated on out of town locations but town centre leisure schemes are now being developed.
- 13.87 A leisure-based scheme should cater for a wide range of age groups, not just the young. Schemes could include multiplex cinemas, bowling alleys, family entertainment centres, theme bars, fast food outlets, restaurants and fitness centres.
- 13.88 A retail capacity study, undertaken on behalf of the Borough Council in 1999, identifies a need for at least 17,980 square metres (gross) of additional comparison goods floorspace in Camberley town centre by the year 2006. This assumes that no trade will be taken from (or lost to) other centres. It also assumes that there will be no increase in the turnover per square metre achieved by existing comparison goods floorspace in Camberley Town Centre. If there were such an increase the need for additional floorspace would clearly be lower. The same study identifies a need for some 2,100 square metres of additional gross convenience goods floorspace in the town centre during this period. These figures imply that, unless the retail floorspace provision in Camberley Town Centre is increased, then some of the existing town centre customers may go elsewhere for some of their shopping trips. The retail content of any scheme proposed under Policy TC19 will result in Land West of Park Street being taken into the designated Primary Shopping Area, referred to in Policy TC15.

## London Road Policy Area

### POLICY TC20:

#### LONDON ROAD POLICY AREA

**Within the London Road Policy Area, as shown on the Proposals Map, the Borough Council will encourage comprehensive proposals for mixed use development, incorporating retail, leisure, business or housing uses, together with appropriate car parking and servicing. Proposals will need to:**

- (a) Meet design considerations in accordance with Policy TC4;**
- (b) Contribute to the achievement of environmental and pedestrian improvements to the London Road service road, in accordance with Policies TC2 and Policy TC10;**
- (c) Provide satisfactory arrangements for parking subject to the provisions of Policy TC13;**
- (d) Provide satisfactory servicing arrangements which do not prejudice traffic circulation and servicing to adjoining development; and**
- (e) Contribute to the objectives of Policies TC11 and TC12 and provide for the needs of cyclists and passenger transport.**

- 13.89 The London Road frontage between the junctions with Park Street and High Street does not present the best image of the town centre and effectively hides Main Square. The area needs a facelift and in the longer term, comprehensive redevelopment offers the best opportunity to upgrade this area, thus enhancing the town centre's overall image.
- 13.90 Redevelopment would provide a significant opportunity to provide a mixed use development, which might provide an important opportunity to extend the Main Square presence onto the London Road frontage, provide new office accommodation, town centre flats or additional leisure space. The site could provide an opportunity to provide additional town centre car parking, which would be strategically located close to the London Road A30.



- 13.91 Any redevelopment proposal should help to enhance the environment of the London Road service road through environmental improvements and facilities for pedestrians and cyclists.
- 13.92 The area is in multiple ownership and includes Service Yards 1 and 2, accessed from Park Street and Obelisk Way respectively. Comprehensive redevelopment is the preferred solution, but smaller scale development may be possible provided that it can be demonstrated to the satisfaction of the Borough Council that the objectives of the above policy are not prejudiced. In particular, any incremental form of development should not result in the loss of satisfactory servicing provision for other properties in the area.

- 13.94 The Working Mens Club in Obelisk Way, currently occupies an important position within the retail heart of the town centre. Since the Club was first established at this site, the role of the town centre has changed to meet the needs of Camberley's shoppers. However as an important leisure facility, any proposals to develop the site for retail use should also include proposals to relocate the Club, preferably to an alternative location within the town centre.

## Proposed Business Development

### **POLICY TC21:**

#### **BUSINESS DEVELOPMENT AT LONDON ROAD/KNOLL ROAD**

**Land at Nos. 2-8 Knoll Road and 117 London Road, as shown on the Proposals Map, is proposed for business use.**

- 13.93 This is an important location on the edge of the town centre. Planning applications for these sites have been made and permissions are subject to legal agreements being entered into.

## Camberley Working Mens Club

### **POLICY TC22:**

#### **CAMBERLEY WORKING MENS CLUB**

**The Borough Council will give favourable consideration to proposals for the reuse or redevelopment of The Camberley Working Mens Club, as shown on the Proposals Map, for retail and associated uses, which could include alternative community uses. Redevelopment could provide approximately 1500 square metres gross floorspace, provided that any proposals meet the design and other requirements of this Plan.**



## **Chapter 14**

### **IMPLEMENTATION AND MONITORING**

#### **IMPLEMENTATION**

##### **Introduction**

14.1 The implementation of Local Plan policies will be dependent upon individual decisions taken by the public and private sectors and the community as a whole. It is important that development is carried out in a co-ordinated manner particularly with regard to the provision of infrastructure. The Local Plan will play a co-ordinating and advisory role, and implementation of the Plan's proposals will be undertaken in accordance with expenditure programmes of the authorities and organisations concerned. Over the last few years there has been much re-organisation within both the public and private sectors resulting in compulsory competitive tendering and privatisation and thus the traditional providers of infrastructure, services and facilities are more subject to change. Thus service providers may not be constant throughout the period of the Plan, which makes the need for good co-ordination all the more important.

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

14.2 Surrey County Council is responsible for the strategic elements of land use planning and, in its present capacity as Highway Authority, most transport matters (although the Borough Council acts as agents for the Highway Authority). It is thus responsible for the implementation of major road improvements, (with the exception of the M3 which is the responsibility of the Department of the Environment, Transport and the Regions). Other responsibilities include major community facilities such as libraries and schools, social services, some leisure facilities, the police, fire services and waste disposal.

##### **Surrey Heath Borough Council**

14.3 The policies of this Plan, together with the Surrey Structure Plan 1994, will be used by the Borough Council as Local Planning Authority as the basis for determining planning

applications. In addition, the Borough Council has produced a wide range of supplementary planning guidance much of which is referred to in this Plan. This guidance ranges from general advice on the determination of planning applications for residential development to site specific planning briefs. The Borough Council will continue to produce such guidance as and when it sees a need. As agents for the Highway Authority, the Borough Council will be responsible for the implementation of schemes for the town centre road and car parking improvements, and local improvements to roads. Other responsibilities include the provision and management of local community facilities such as day centres for the elderly and leisure facilities.

14.4 The Borough Council is no longer a direct provider of social housing. However, the Council is committed to the provision of social housing by working with the private sectors and public bodies to enable the provision of a supply and choice of housing for the residents of the Borough. The Housing Act 1996, Parts VI and VII, will impose increased mandatory duties on local authorities to:

- i) maintain a housing register and have in place an allocations procedure; and
- ii) provide advice and information about homelessness and the prevention of homelessness.

##### **Infrastructure**

14.5 Statutory and sewerage undertakers such as the Mid Southern Water Company, Southern Gas, and Thames Water are responsible for the provision of utility infrastructure. Telecommunication facilities are provided by several undertakers such as British Telecom, Mercury and Cabletel. Responsibilities of Thames Water now include improvements to the drainage infrastructure. It is vitally important that the provision of essential services keeps pace with the rate of development and the growth of population. In coming forward with proposals for development both the private and public sectors will be expected to ensure that

their proposals will not exacerbate the existing situation. Where existing services are inadequate to cope with the development proposed, the developer will be expected to make sufficient contributions to ensure that services can be upgraded to cope with the resulting additional demand. It must, however, be recognised that individual developer contributions cannot redress major strategic problems resulting from the wider impact of development which may arise such as overcrowded schools or inadequate health facilities.

- 14.6 There are sewage treatment capacity problems at Lightwater Sewage Treatment Works. Developers are advised to contact Thames Water Utilities Ltd, at Swindon, to obtain the sewerage undertaker's requirements. Developers will be aware that from April 1995, infrastructure charges are due when new connections for domestic purposes are made to water mains and public sewers, to help pay for developing the network, to meet the increased demand for newly connected premises.
- 14.7 Parts of the highway infrastructure are close to or at capacity during peak hours. In particular traffic conditions along the A30 corridor continue to worsen, exacerbated by the peak hour congestion on the M3 motorway. Proposals for highway improvements are set out in the Movement Chapter of the Plan. Where developments require off-site improvements to the highway, developers will be expected to make contributions to the necessary works.

## MONITORING

### Introduction

- 14.8 The Local Plan sets out the Borough Council's proposals for the period up to 2006 and establishes a framework within which this development can occur. It is essential to assess the effectiveness of these policies and this is achieved through continuous monitoring of changes taking place within the Borough. Policies designed to encourage or restrict the various types of land use require regular monitoring to determine whether they are achieving the desired effect or reaching targets.

Some policies, such as those relating to the provision of additional shopping floorspace, may be subject to market forces and changes in the economic climate and thus require continuous monitoring.

- 14.9 Where necessary policies will be revised, by means of either an Alteration and/or Review to ensure that the Plan remains "up to date and relevant" as required by advice given in Planning Policy Guidance Note 1 "General Policy and Principles" (February 1997), and in Planning Policy Guidance Note 12 "Development Plans" (December 1999).

### Monitoring Programme

- 14.10 Monitoring will be carried out by the Borough Council's Forward Planning Division on a regular basis. The work will include the following:

- i) Monitoring of those policies which contain specific reference to "monitoring" or "review";
- ii) Monitoring of those policies which contain specific land use objectives;
- iii) Other monitoring:

**GENERAL ENVIRONMENT:**

G10 Art in the Built Environment;

**URBAN ENVIRONMENT:**

UE1 Green spaces;

**THE HERITAGE:**

HE4 Environmental improvements in Conservation Areas;

**RURAL ENVIRONMENT:**

RE6 Re-use and Adaptation of Rural Buildings - Monitoring of re-use and adaptation of all buildings in the countryside.

**RECREATION:**

R6 Blackwater Valley - Monitoring of recreation and access within the area;

R7 Informal Open Space Policy Areas - Monitoring of the status of these areas;

R8 Allotments - Monitoring of provision;

## HOUSING:

H1-3 Monitoring permissions and completions for new dwellings by type and by ward on a six monthly basis;

H10 Affordable Housing within Settlement Areas - Monitoring the provision of affordable housing;

H11 Provision of Small Dwellings in New Developments - Monitoring the completion rates of small dwellings;

H13 Housing For Special Needs - Monitoring the completion rates of housing for special needs by type;

H20 and H21  
Children's Play Space and Outdoor Playing space - Monitoring of provision on new housing developments;

H22 Commuted Payments for Play Space - Monitoring the programme of play space funded by the payments;

H25 Gypsies - Monitoring need for and provision of gypsy sites;

## EMPLOYMENT:

E1, E2, E4 and E5 - Monitoring of industrial and commercial developments of more than 50 square metres including changes of use and estimate of employment generated or lost on a six monthly basis;

- Surveys of estate agents for details of vacant industrial and commercial premises to include floor-space and rental levels in the Borough on a six monthly basis;

- Surveys of newly occupied industrial and commercial premises to include new premises and relets to ascertain types of firms, types and numbers of employees on a six monthly basis;

- Surveys of all employers in the Borough to ascertain details of types of firms, and types and numbers of employees to be carried out on a triennial basis;

- Surveys of householders in new dwellings for details of numbers of occupiers, places of work and car ownership to be carried out on a triennial basis;

## RETAILING:

S2 New Retail floorspace;

S4, S5 and S6  
Survey of retail frontages to monitor changes in occupants on an annual basis;

## MOVEMENT:

M13 Proposed Cycle Network - Monitoring implementation of cycle network;

M17 Monitoring improvement of facilities at railway stations and services;

M19 Provision for People with Disabilities and The Elderly - Monitoring provision made;

## COMMUNITY SERVICES:

CS1 and CS2  
Monitoring provision of community facilities;

CS8 Monitoring the dual use of educational facilities;

## CAMBERLEY TOWN CENTRE:

TC11 Monitoring provision of cycling facilities;

TC12 Bus Services - Monitoring improvements as set out in the policy;

TC14 Loss of Town Centre Residential Accommodation - Monitoring loss of housing units;

TC15 Loss of Retail Use - Monitoring change of use of retail premises;

iv) Monitoring of appeal decisions on an annual basis.

v) Monitoring of Departures (decisions made contrary to Plan Policies).

14.11 This information will be used in conjunction with other data including that covering unemployment, vacancies, population growth and household formation rates supplied by other organisations. In addition, information from the property press on market trends and property prices will be collected where appropriate.



## **Chapter 15**

### **APPENDICES**

1. Summary of Environmental Appraisal
2. Nature Conservation Sites
3. Summary of Conservation Areas
4. Summary of Green Spaces
5. Local Plan Housing Allocation Sites
6. Employment Commitments
7. Car Parking Standards
8. Camberley Town Centre
9. Landscape Profile for Western Surrey
10. Surrey Structure Plan 1994 - List of Policies
11. Surrey Heath Borough Council Publications
12. Surrey County Council Publications
13. Plans:  
Plan G1: Area of Special Control of Advertisements.  
Plan G2: Area of Article 4 Directions.

