

To: All Members of the Executive (Other Members for Information)

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Date: 8 July 2016

Dear Councillors

EXECUTIVE - 12 JULY 2016

I refer to the agenda for the Executive, on Tuesday, 12 July 2016 and now enclose the following papers which were marked To Follow in your agenda:

8. WAVERLEY BOROUGH LOCAL PLAN PART I: STRATEGIC POLICIES AND SITES (Pages 421 - 438)

[Portfolio Holder: Councillor Brian Adams] [Wards Affected: All Waverley Wards]

Further to the report and annexes circulated with the agenda, please now find attached the following supplementary information:-

- Annexe 3 Draft Local Development Scheme
- Observations from the Joint Overview and Scrutiny Committee (held on both 27 June and reconvened on 4 July 2016)
- Schedule of proposed amendments to the Local Plan resulting from the Joint Overview and Scrutiny Committee and Local Plan SIG meetings.

Yours sincerely

Emma McQuillan Democratic Services Manager





Local Development Scheme

Waverley Borough Council

July 2016

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ANNEX 1 – Schedule of Proposed Development Plan Documents (DPDs)

ANNEX 2 – Supplementary Planning Documents (SPDs) Already Adopted by the Council; Supplementary Planning Guidance (SPG) and other non-statutory planning guidance.

Introduction

The Planning and Compulsory Purchase Act 2004 (as amended by the Planning Act 2008 and the Localism Act 2011) requires the Council to prepare and maintain a Local Development Scheme (LDS). The LDS sets out the timetable for the production of new or revised Development Plan Documents.

There are two different types of planning policy document that a Council may produce:-

- Development Plan Documents (DPDs). In the Town and Country Planning (Local Planning) (England) Regulations 2012 these are referred to as Local Plans. These are the principal planning policy documents produced by the Council and form part of the statutory development plan for the area; and
- Supplementary Planning Documents (SPDs), which are designed to expand on policies in DPDs or provide additional detail.

Waverley Borough Council is proposing to produce its new **Local Plan** in two stages:

- Local Plan Part 1: Strategic Policies and Sites
- Local Plan Part 2: Non-strategic Policies and Sites

This LDS sets out the timetable for the production of Local Plan Parts 1 and 2 over the next three years. It replaces the existing Local Plan timetable on the Council's web site.

Development Plan Documents

These are the most important planning policy documents that will be produced by the Council and have the weight of development plan status, as defined by Section 38(6) of the 2004 Act. They must be subject to rigorous procedures of community involvement, consultation and independent examination to test the soundness of the document and to ensure that the necessary legal requirements relating to the production of the document have been followed. Both **Local Plan Part 1** and **Local Plan Part 2** will be DPDs.

Supplementary Planning Documents

These are locally produced documents that form part of the overall planning framework for the area. However, they have less weight than DPDs. They are not subject to independent examination and do not form part of the statutory development plan. However, they should still be subject to rigorous procedures for community involvement.

SPDs must be consistent with adopted DPDs as well as national and regional planning policies. They must also be clearly cross-referenced to the relevant DPD policy that they supplement (or, before a DPD has been adopted, a relevant 'saved' policy).

They may contain policies that expand or supplement policies in DPDs. However, key policies, which should be included in a DPD and should be subject to proper independent scrutiny, should not be included in SPDs.

The National Context

The preparation of the LDS must also be placed in the context of the relevant national planning policy context, in particular the **National Planning Policy Framework (NPPF)**, published in March 2012.

Existing Development Plan Documents

The Waverley Borough Local Plan was adopted on 23rd April 2002. As part of the transitional arrangements, the Local Plan was automatically 'saved' for a period of three years from the enactment of the new planning legislation (i.e. until 27th September 2007). Waverley, in common with other local authorities, was required to formally apply to the Government to 'save' local plan policies after that date. The Secretary of State has since issued a formal Direction identifying which of the Local Plan policies are saved beyond September 2007. The Secretary of State has agreed that the majority of the existing Local Plan policies are saved and will continue to have effect. The Local Plan policies that the Secretary of State did not save are:

D12 – Run-off and flooding

C9 - International and National Conservation Sites

H1 – Housing provision

H2 – Monitoring and Phasing of Housing Development

IC6 - Railway Yard, Wrecclesham

IC11 – Cooper's, Chiddingfold

TC5 – Farnham Key Site 2, 20-25 West Street

TC14 – Town Centre Car Parking Standards

RD11 – New Agricultural Dwellings

M12 – Traffic Management

More details on the Local Plan and the saved policies can be found on the Council's web site:

www.waverley.gov.uk/planningpolicy/localplan.asp

The intention is that **Local Plan Part 1** followed by the **Local Plan Part 2** will, over a period of time, replace existing saved policies in the Waverley Borough local Plan 2002. Local Plan Part 1 will include a list of the existing local plan policies identifying which policies are to be replaced by Local Plan Part 1 and which will continue to be applied alongside Local Plan Part 1, pending the completion of Local Plan Part 2.

New Development Plan Documents included within the Local Development Scheme

The Local Development Scheme identifies the project plan for the preparation of Development Plan Documents (DPDs) over the next three years. The DPDs contained within this Local Development Scheme with a timetable for production, are those that the Council considers can be produced given current and anticipated resources:-

Waverley Borough Local Plan Part 1: Strategic Policies and Sites (DPD). This
is the most important document in the LDS and will be the first part of the new
Local Plan for Waverley. As the name suggests it provides the overall vision

and strategy for planning in Waverley. For example, it will set out the strategy in relation to the delivery of new housing, including affordable housing. It will provide the strategic framework for the production of Local Plan Part 2. It will also include strategic site allocations. As at July 2016, the Council has reached the stage of preparing the pre-submission version of Local Plan Part 1, ready for formal Publication. The next stage will be to prepare Local Plan Part 1 for formal submission.

Waverley Borough Local Plan Part 2: Non-strategic Policies and Sites (DPD).
 This document will be directly linked to Local Plan Part 1 and its purpose is to provide the more detailed day-to-day planning policies, replacing further saved Local Plan policies. It will also deal with site specific issues, including identifying the specific sites needed to meet housing or other land use needs.

Attached as **Annex 1** is a table that summarises the role and content of the **Local Plans Part 1 and 2** and the proposed timetable for production of each document.

The Evidence Base

In developing Local Plan Parts 1 and 2 the Council will draw on the very wide range of evidence. The published evidence documents supporting the Local Plan can be viewed on the Council's web site at:-

http://www.waverley.gov.uk/info/494/local_plan/190/evidence_studies_and_supporting_documents

It is possible that as the work on Local Plan Parts 1 and 2 progresses, further evidence will be required and this may again involve the use of consultants. It is also possible that consultants will be used to support the work in relation to Sustainability Appraisal, Habitats Regulations Assessment and community/stakeholder engagement.

The Proposals Map

The Proposals Map forms part of the 'saved' Waverley Borough Local Plan. As with the Local Plan itself, the Proposals Map will be superseded in part as each relevant LDF document is adopted.

Arrangements for Stakeholder and Community Involvement in the Production of the LDF Documents

The Council's approach in relation to stakeholder and community involvement in the LDF is set out in the Statement of Community Involvement (SCI). There is a wide range of potential stakeholders and a variety of methods for involving them at different stages of the process. The Council recognises the importance of engaging the community in the process, including appropriate engagement at the early stages of developing LDF documents. More details on the SCI can be found on the Council's web site at:

https://www.waverley.gov.uk/downloads/download/1779/statement_of_community_involvement_august_2014

Other Documents

The Council has already adopted some SPDs, details of these are set out in <u>Annex</u> <u>2</u>. The Council has also previously produced a number of additional non-statutory planning policy and guidance documents as Supplementary Planning Guidance (SPG). Many were produced to amplify Local Plan policies. These will continue to be applied until they are replaced by new DPDs/SPDs, or they become out-of-date as a result of new national/regional policy. A schedule of these policy/guidance documents is also contained in **Annex 2**.



WAVERLEY BOROUGH COUNCIL - LOCAL DEVELOPMENT SCHEME JULY 2016

SCHEDULE OF PROPOSED DEVELOPMENT PLAN DOCUMENTS (DPDs)

Document Title	Role and Content	Geographic al coverage	Chain of Conformity	Consultations during the preparation of the DPD (Regulation 18)	Date for Publication	Date for Submission to Secretary of State	Adoption
Local Plan Part 1 DPD (formerly known as the Core Strategy)	Sets out the spatial vision, objectives and strategy for the development of the whole of the Borough to 2032 and the strategic policies and site allocations to deliver the strategy	Whole authority area	Consistent with national planning policy	Sustainability Appraisal Scoping Report: Sept. 2007 Issues and Options Topic Papers Feb/March 2009 Further housing options Jan – March 2010 Options for the number of new homes Sept./Oct. 2010 Core Strategy Preferred Options and Draft Policies Jan - March 2011 Core Strategy Revised Preferred Options and Draft Policies Feb – April 2012	August 2016	November 2016	September 2017

				Core Strategy Regulation 19 Pre-Submission consultation Aug – Sept 2012 Local Plan Part 1 – Housing Scenarios and Other Issues Sept – Oct 2014			
Local Plan Part 2 DPD	Contains non- strategic development management policies and land allocations required to deliver support Local Plan Part 1.	Whole Authority area	To conform with Local Plan Part 1 and national planning policy	Scoping the Plan and Sustainability Appraisal Present – Oct 2016 Identifying and assessing issues and options and producing preferred options Nov 2016 – July 2017 Consultation on preferred options and draft policies (Regulation 18) Aug – Sept 2017 Analysis of representations and preparation of presubmission Plan Oct 2017 – March 2018	April 2018	July 2018	March 2019

Notes:

1. The dates for the production of Local Plan Part 2 are provisional pending discussions with the Planning Inspectorate

SUPPLEMENTARY PLANNING DOCUMENTS (SPDs) ADOPTED BY THE COUNCIL

Title	Subject	Date Adopted
Farnham Conservation	Study of Farnham Conservation	2005
Area Appraisal	Area	
Waverley Borough	Supplements existing policies and	2005
Cycling Plan	sets aims and objectives, with an	
	associated action plan, for	
	promoting cycling.	
Bramley Conservation	Study of Bramley Conservation Area	2005
Area Appraisal		
Wonersh Village Design	Identifies principles, design features	2007
Statement	and quality standards valued in the	
	Parish.	
Residential Extensions	Guidelines regarding proposals for	2010
Guidelines	domestic extensions	
Upper Tuesley (land	Provides guidance to support the	2012
around Milford Hospital)	development of the surplus land at	
Development Brief	Milford Hospital	

SUPPLEMENTARY PLANNING GUIDANCE (SPG) AND OTHER NON-STATUTORY PLANNING POLICY/GUIDANCE

Title	Subject	Date
Elstead Design Statement	Design advice for new development in the village	Adopted 1995
Surrey Design Guide	County wide guidance on design, mainly residential	2000
East Street Planning Brief	Guidance on the development of the East Street Area of Opportunity	2000
Dunsfold Design Statement	Design guide drawn up by local people	2001
Street café and placing of tables and chairs on the highway.	Deals with problems of obstruction on streets	2002
Wrecclesham Conservation Area Appraisal	Study of Wrecclesham Conservation Area	2002
Density and size of dwellings	Amplifies Local Plan policy H4	2003
Cranleigh Village Design Statement	Design advice for new development in the village	2008
Frensham Village design Statement	Design advice for new development in the village	2008
Hindhead Concept Statement	Guidance on future development in Hindhead following the opening of the A3 tunnel	2008
Thursley Village Design Statement	Design advice for new development in the village	2009
Farnham Town Design Statement	Design advice for new development in Farnham	2010
Churt Village Design Statement	Design advice for new development in Churt	2010
Hindhead Avoidance Strategy	Details the avoidance and mitigation measures required for new housing in central Hindhead	2011
Haslemere Design Statement	Design advice for new development in the town	2012
Waverley Tree Guidelines	Provides information on procedures and issues concerning Tree Preservation Orders and Trees in Conservation Areas	2012
Waverley Borough Council Parking Guidelines	Provides guidance on the amount of car parking and cycle parking provision that may be required in connection with new developments	2013
Avoidance Strategy for the Thames Basin Heaths Special Protection Area (SPA)	Details of the avoidance and mitigation measures required for new housing developments that are within the zone of influence of the SPA	2013

OBSERVATIONS FROM THE JOINT OVERVIEW AND SCRUTINY COMMITTEE - 27 JUNE 2016

There were a number of specific requests made by the Committee for parts of the Draft Plan to be amended or the wording of paragraphs to be reviewed, and these relate to the following areas:-

- 1. Policy AHN3: Housing Types and Size to include a definition of older people;
- 2. Policy TD1: Townscape and Design to check the phrasing of paragraph 3 relating to town and village design statements and neighbourhood plans to ensure that it clearly demonstrates the Council's support for both the preparation of the plans and their delivery;
- 3. Ensure that the comments on page 9 relating to the Dunsfold Aerodrome site and the need for appropriate transport mitigation are consistent within Section 18:
- 4. Section 18: Strategic Sites officers to check the calculation of numbers of homes that would be forthcoming from the sites in this section.
- 5. Paragraph 6.15: Check the reference to the amount of housing that can potentially be delivered between 2016 and 2021.
- 6. Review the Housing Trajectory (Appendix C), particularly in terms of the development likely to come forward early in the Plan period.

More generally, the Committee raised the following points which it was agreed would merit consideration by the Executive:-

- 1. to include a paragraph in the Spatial Strategy relating to the Housing Market Assessment that explains why it is not possible to match the distribution of homes across the Borough with the housing need, especially in terms of affordable housing;
- 2. concern about the air quality in certain traffic hot spots in the Borough and members requested that the Plan is consistent with the most up to date evidence, including the 2014 report produced by Public Health England;
- 3. the request for an up-to-date Infrastructure Delivery Plan to be provided because most of the concerns raised at the meeting related to infrastructure and mitigation measures. Officers were in the process of pulling together an updated schedule of responses from Infrastructure Providers which would be shared with members. Members also requested that specific contact be made with those providers who are not currently able to meet their targets, or where there are concerns about capacity, such as Thames Water and the South East Ambulance Services; Members also asked for a review of the information on broadband provision and the comments from the rail operators about their infrastructure requirements;
- 4. the need to find infill sites in rural areas to provide a limited number of affordable homes, especially when it is only possible to deliver smaller developments in these areas which would be below the threshold where affordable housing is normally required;

- 5. the plan to expand on some of the more strategic infrastructure measures that are outside of the Borough/cross-boundary but which are likely to impact on the feasibility of our mitigation measures and ability to deliver developments;
- inclusion of a reference to highway safety implications in the Plan especially with regard to the cumulative impact of safety issues to be addressed, in addition to those considered individually in the planning application process. Officers undertook to discuss this further with colleagues at Surrey County Council;
- 7. ensure that the Plan makes appropriate references to the NPPF requirement to deliver good design;
- 8. add a reference to the need for development proposals at Dunsfold Aerodrome to take account of the potential impact on Cranleigh; and
- 9. the need for a more specific reference to the outstanding issues regarding the A3 and the implications of improvements not coming forward.

ADDITIONAL OBSERVATIONS FROM THE RECONVENED JOINT OVERVIEW AND SCRUTINY COMMITTEE – 4 JULY 2016

The Committee received a brief summary introduction to the Strategic Highways Assessment from William Bryans of Surrey County Council, and to the Stage 3 and Stage 4 Mott MacDonald reports from Sean Finney.

Members acknowledged that the reports were very comprehensive but recognised that the strategic model was borough-wide and did not analyse to the level of detail necessary to recognise the potential for traffic conditions to worsen at specific key junctions. Some of this more detailed work has been picked up by Mott MacDonald. Councillors were also reassured that developers and their consultants would have a responsibility to consider the impacts of developments on adjacent transport routes and key junctions as part of their detailed planning application submissions, and if there was shown to be a likely impact, proposals to address the impact would need to be included. Members also noted that the mitigation measures were aimed at helping the cross-flow of traffic, particularly inter-borough traffic issues around Guildford and the A3, and did not focus enough on localised areas of concern.

Concern was expressed about paragraph 18.16 in the Draft Plan and the statement that 'with appropriate mitigation, 2,600 homes could be substantially delivered sustainably at Dunsfold Aerodrome within the plan period up to 2032'. Members did not consider that there was currently sufficient evidence in the reports to support this statement. It was suggested that the Plan needs to recognise that the acceptability of development at Dunsfold Aerodrome was subject to resolving outstanding issues regarding mitigation, particularly highways,

The point was raised again that infrastructure improvements needed to be in place before the commencement of house-building. For those developments where planning permission had already been granted, officers reassured members that, where necessary, Section 106 contributions have been sought to address impacts of development on the local road network.

Members agreed that a strategic view was needed for areas such as Cranleigh where there was a potential cumulative impact from a number of developments coming forward so that mitigation measures could be informed. It was suggested by a member that it was an inevitable consequence of growth that roads would get more congested without highway improvements and mitigation measures in place, and that only the provision of alternative transport methods or reduced dependence on the car would reduce the impact of this.

There was a comment about the impact of traffic on rural roads not currently being picked up as part of the mitigation measures. Members also raised the issue of HGV movements, especially in the proximity of Dunsfold because of the proposed industrial use on the site, and sought assurances that the full impact of HGVs on local roads would be taken into account. Again, this was cited by officers as one of the considerations being asked of from the developer at detailed planning stage to identify how trips would be routed in the locality.

There was a comment about the impact of the re-routing of longer trips when the Hindhead Tunnel is closed.

There was a comment that in Farnham, the mitigation currently identified is focused on the A31 and does not cover surrounding roads.

Some of the specific locations Members identified as needing particular recognition in the plan include:-

- i. improved signal sequencing at Nanhurst Crossroads, Cranleigh;
- ii. single track canal bridge at Elmbridge Road, Cranleigh;
- iii. improvements at the mini-roundabout on the A281 at Bramley;
- iv. implications of major developments in adjoining districts, including the impact of the Eco-Town at Whitehill/Bordon, along with other developments in Hart and Rushmoor, on Wrecclesham and Farnham;
- v. promotion of the Wrecclesham Relief Road, in conjunction with Hampshire County Council, currently omitted;
- vi. Upper Hale Road, Farnham and the lack of mitigation measures to deal with traffic pressures from the M3.





Waverley Borough Draft Local Plan Part 1 (July 2016) SCHEDULE OF PROPOSED AMENDMENTS

Reference	Change	Reason
Vision: Point 11	Add text to emphasise requirement for high quality design of new development.	Issue raised at Joint Overview & Scrutiny Committee. Would also be dealt with under a future planning application.
Para 2.24	Add reference to parking issues at railway stations.	Clarification.
Para 5.23	Amend text to emphasis that Dunsfold Aerodrome is only acceptable subject to the necessary infrastructure being provided, including highways improvements.	Issue raised at Joint Overview & Scrutiny Committee.
New Para 5.25	To explain why development is not spread evenly across the Borough, with reference to the Plan's Sustainability Appraisal. (Subsequent paragraphs renumbered.)	Issue raised at Joint Overview & Scrutiny Committee.
Para 6.11	Add new sentence stating that a cautious approach has been taken to ensure that the housing trajectory is realistic.	In response to comments from the Local Plan Special Interest Group (SIG).
Para 6.13	Add a general reference to the evidence that has been provided by infrastructure providers.	Clarification.
Para 6.15	Qualify the reference to the amount of new housing that could be built over the next five years (2016-2021).	Issue raised at Joint Overview & Scrutiny Committee.
After Policy ALH1	Insert table setting out the detailed figures (completions, permissions, windfalls, LAA sites etc.) that underpin the parish allocations in the policy.	Clarification.
Para 7.19	Add reference to the fact that, in addition to addressing congestion and delays, road safety and air quality issues are important considerations in identifying appropriate mitigation measures.	Issue raised at Joint Overview & Scrutiny Committee. Would also be dealt with under a future planning application.
New paras 7.29, 7.30	To refer to the Council's Air Quality Action Plan and its annual updates. (Subsequent paragraphs renumbered.)	Issue raised at Joint Overview & Scrutiny Committee.
Para 8.1	Revise text to emphasise the need to ensure the required level and types of new infrastructure are provided to support proposed development throughout the Borough.	Issue raised at Joint Overview & Scrutiny Committee.
Paras 8.6, 8.7	Clarify the issue of the cumulative effects of developments on the provision of new and improved infrastructure.	Issue raised at Joint Overview & Scrutiny Committee.



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Policy AHN1	Reduce minimum provision of affordable housing from 40% to 30%.	The SIG's preference and recommendation are for a lower provision of affordable housing that would enable a higher potential CIL charging rate to produce higher levels of income to fund new and improved infrastructure.
Para 9.30	Clarify definition of 'older people'.	Issue raised at Joint Overview & Scrutiny Committee.
Policy TD1.3	Add reference to the adoption(as well as preparation) of design statements and Neighbourhood Plans	Issue raised at Joint Overview & Scrutiny Committee.
Para 13.39	Add text to state that the Area of Great Landscape Value AGLV does not carry the same weight in policy terms as the AONB.	Clarification.
Paras 16.26, 16.27	Update / amend to reflect the findings of the 2016 Habitats Regulations Assessment of the Plan.	To ensure the Plan is sound
Para 16.28	Add reference to limited numbers of new dwellings allowed within 400m of the Wealden Heaths (Phase II) SPA.	Rectify omission. Would also be dealt with under a future planning application.
New para 16.29	To refer to the Water Framework Directive and clarification of the Council's responsibilities. (Subsequent paragraphs renumbered.)	Rectify omission. Would also be dealt with under a future planning application.
Policy CC1; Para 17.29	Delete criterion 1 in Policy CC1 and add text to para 19.29 to explain the 'fabric first' approach to building design.	Clarification. Would also be dealt with under a future planning application.
Para 17.35	Add 'Alfold' to settlements with known flooding problems.	Rectify omission.
Plan 8: Farnham/ Aldershot Strategic Gap	Substitute amended plan. Additional area shown as a broad location of revised Gap to be defined in Local Plan Part 2.	Clarification.
Para 18.2	Clarify and update the housing figures relating to strategic sites. Add table to provide information on when housing is expected to come forward for each site.	Issue raised at Joint Overview & Scrutiny Committee.
New para 18.3	To add reference to the mechanisms for securing infrastructure for strategic sites and cross reference to Chapter 8. (Subsequent paragraphs renumbered.)	Issue raised at Joint Overview & Scrutiny Committee.
Para 18.15, 18.16	Revised text to emphasis that Dunsfold Aerodrome is only acceptable subject to the necessary infrastructure being provided, including highways improvements. Similar (consistent) references to be made where required throughout the Plan.	Issue raised at Joint Overview & Scrutiny Committee.



Para 18.25	 Add reference to the impacts of Dunsfold Aerodrome on Cranleigh having to be addressed through planning applications. Delete all text referring to CIL Viability Assessment. 	 Issue raised at Joint O&S Committee. The Viability Assessment is not yet complete and no decision has been made as to whether the CIL will be applied to Dunsfold Aerodrome.
Policy SS7 c) i.	(Dunsfold Aerodrome) Amend policy to state that the local centre should provide 3,750 sq m of retail floorspace.	To reflect new information from the promoter of the site.
Para 19.3	Specific reference to the A3 added as an example of an improvement to the road network that could, if it does not happen, trigger action such as an early review of the Plan.	Issue raised at Joint Overview & Scrutiny Committee.
Appendix A: Key Diagram	 Amend Key to read 'Area of Outstanding Natural Beauty' instead of 'Area of Outstanding Natural Beauty and Area of Great Landscape Value'. Add Policy numbers to Strategic Sites. 	Clarification.
Appendix C: Housing Trajectory	Add revised trajectory.	To reflect up to date information from site promoters and more realistic delivery assumptions.
Appendix E: Monitoring Framework	Review indicators for greater clarity and consistency.	Clarification.
Appendix F: Glossary	Update and expand as necessary.	Clarification.

Note: In addition to the proposed amendments summarised above, a number of other minor changes will be made to the Plan before it is formally published to deal with -

- correction of typographical, grammatical and factual errors; and
- reformatting of text / policies and referencing of evidence documents for improved presentation and consistency.

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