

To: All Members and Substitute Members of
the Joint Planning Committee
(Other Members for Information)

When calling please ask for:
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Policy and Governance

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Calls may be recorded for training or monitoring

Date: 30 June 2017

Membership of the Joint Planning Committee

Cllr Brian Adams	Cllr David Hunter
Cllr Mike Band	Cllr Jerry Hyman
Cllr Maurice Byham	Cllr Peter Isherwood (Chairman)
Cllr Carole Cockburn (Vice-Chairman)	Cllr Anna James
Cllr Kevin Deanus	Cllr Denis Leigh
Cllr David Else	Cllr Stephen Mulliner
Cllr Mary Forsyszewski	Cllr Nabeel Nasir
Cllr Pat Frost	Cllr Stewart Stennett
Cllr Michael Goodridge	Cllr Chris Storey
Cllr John Gray	Cllr John Ward
Cllr Stephen Hill	Cllr Nick Williams
Cllr Nicholas Holder	

Substitutes

Appropriate Substitutes will be arranged prior to the meeting

Dear Councillor

A meeting of the JOINT PLANNING COMMITTEE will be held as follows:

DATE: MONDAY, 10 JULY 2017

TIME: 6.30 PM

PLACE: COUNCIL CHAMBER, COUNCIL OFFICES, THE BURYS,
GODALMING

The Agenda for the Meeting is set out below.

Yours sincerely

ROBIN TAYLOR
Head of Policy and Governance

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NOTES FOR MEMBERS

Members are reminded that contact officers are shown at the end of each report and members are welcome to raise questions etc in advance of the meeting with the appropriate officer.

AGENDA

1. APOLOGIES FOR ABSENCE AND DECLARATIONS OF SUBSTITUTES

To receive apologies for absence.

Where a Member of the Committee is unable to attend a meeting, a substitute Member from the same Area Planning Committee may attend, speak and vote in their place for that meeting.

2. DECLARATIONS OF INTERESTS

To receive from Members declarations of interests in relation to any items included on the Agenda for this meeting in accordance with the Waverley Code of Local Government Conduct.

3. QUESTIONS BY MEMBERS OF THE PUBLIC

The Chairman to respond to any questions received from members of the public of which notice has been given in accordance with Procedure Rule 10.

4. APPLICATION FOR PLANNING PERMISSION - WA/2017/0198 - ALFOLD GARDEN CENTRE, HORSHAM ROAD, ALFOLD

Proposal

Outline application with all matters reserved except access and layout for erection of 27 dwellings including 9 affordable with new access and associated works following demolition of existing buildings (as amended by plan received 19/04/2017; additional surface water and drainage information received 12/04/2017 and additional ecological information received 26/5/2017) at Alfold Garden Centre, Horsham Road, Alfold GU6 8JE.

Recommendation A

That, subject to the completion of a Section 106 agreement to secure contributions towards: education, environmental enhancements, play space provision, recycling, highway and footpath improvements, the provision of 33% affordable housing and the proposed mix, the provision of on site play space and the provision of a management company, SuDs maintenance and management, permission be GRANTED subject to conditions.

Recommendation B

That if the requirements of Recommendation A are not met within 3 months of the date of the committee resolution, permission be REFUSED.

5. APPLICATION FOR PLANNING PERMISSION - WA/2016/0114 - ALFOLD GARDEN CENTRE, HORSHAM ROAD, ALFOLD

Proposal

Outline application for the erection of 10 dwellings, including 2 affordable with associated access works following demolition of existing garden centre buildings and associated works. Access and layout to be considered at outline, (as amended by plan received 20/04/2017) at Alfold Garden Centre, Horsham Road, Alfold GU6 8JE.

Recommendation

That permission be REFUSED.

6. APPLICATION FOR PLANNING PERMISSION - WA/2017/0104 - LAND ADJOINING BROCKHURST FARM, DUNSFOLD ROAD, ALFOLD

Proposal

Outline application for up to 39 dwellings, provision of public open space and SuDS attenuation with all matters reserved except access (as amended by plans and email received 11/05/2017 and amplified by drainage information received 16/02/2017) at Land Adjoining Brockhurst Farm, Dunsfold Road, Alfold.

Recommendation A

That, subject to the completion of a S106 agreement to secure 15 (38.5%) Affordable Housing dwellings, contributions towards Education infrastructure, waste and recycling, playspace, public open space, SuDS, and a LEAP within 3 months of the committee meeting, and subject to conditions, permission be GRANTED.

Recommendation B

That, in the event that a Section 106 Agreement and Section 278 Agreement is not completed within 3 months of the date of the resolution to grant planning permission, then permission be REFUSED.

7. EXCLUSION OF PRESS AND PUBLIC

To consider the following recommendation on the motion of the Chairman (if necessary):-

Recommendation

That pursuant to Procedure Rule 20, and in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of the following item on the grounds that it is likely, in view of the nature of the business transacted or the nature of the proceedings, that if members of the public were present during the item, there

would be disclosure to them of exempt information (as defined by Section 100I of the Act) of the description specified at the meeting in the revised Part 1 of Schedule 12A to the Local Government Act 1972.

8. LEGAL ADVICE

To consider any legal advice relating to any application in the agenda.

**For further information or assistance, please telephone
Ema Dearsley, Democratic Services Officer, on 01483 523224 or by
email at ema.dearsley@waverley.gov.uk**

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Agenda Item 4.

A1 WA/2017/0198
Wyevale Garden Centres Ltd
24/01/2017

Outline Application with all matters reserved except access and layout for erection of 27 dwellings including 9 affordable with new access and associated works following demolition of existing buildings (as amended by plan received 19/04/2017; additional surface water and drainage information received 12/04/2017 and additional ecological information received 26/5/2017) at Alfold Garden Centre, Horsham Road, Alfold GU6 8JE

Committee: Joint Planning Committee
Meeting Date: 10/07/2017

Public Notice: Was Public Notice required and posted: Yes
Grid Reference: E: 504285 N: 134976

Parish: Alfold
Ward: Alfold, Cranleigh Rural and Ellens Green
Case Officer: Mrs J Dawes
Expiry Date: 24/04/2017
Time Extended Date: 31/08/2017
Neighbour Notification Expiry Date: 17/03/2017
Neighbour Notification 26/06/2017
Amended/Additional Expiry Date:

RECOMMENDATION A: That, subject to the completion of a Section 106 agreement to secure contributions towards: education, environmental enhancements, play space provision, recycling, highway and footpath improvements, the provision of 33% affordable housing and the proposed mix, the provision of on site play space and the provision of a management company, SuDs maintenance and management, permission be GRANTED subject to conditions.

RECOMMENDATION B: That if the requirements of recommendation A are not met within 3 months of the date of the committee resolution, permission be REFUSED.

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Introduction

The application has been brought before the Area Committee as the proposal does not fall within the Council’s Scheme of Delegation.

This planning application seeks outline permission of the development proposal with the access and layout for consideration, with all other matters reserved.

An application for outline permission is used to establish whether, in principle, the development would be acceptable. This type of planning application seeks a determination from the Council as to the acceptability of the principle of the proposed development. If outline planning permission is granted, details reserved for future consideration would be the subject of a future reserved matters application.

As indicated above this outline application also seeks detailed approval in relation to the access and layout.

Access - this covers the accessibility for all routes to and within the site, as well as the way they link up to other roads and pathways outside of the site.

Layout - includes buildings, routes and open spaces, including the provision of a Local Area of Play (LAP) and a Local Equipped Area of Play (LEAP) within the development and the way they are laid out in relation to buildings and spaces outside the development.

The reserved matters would include:

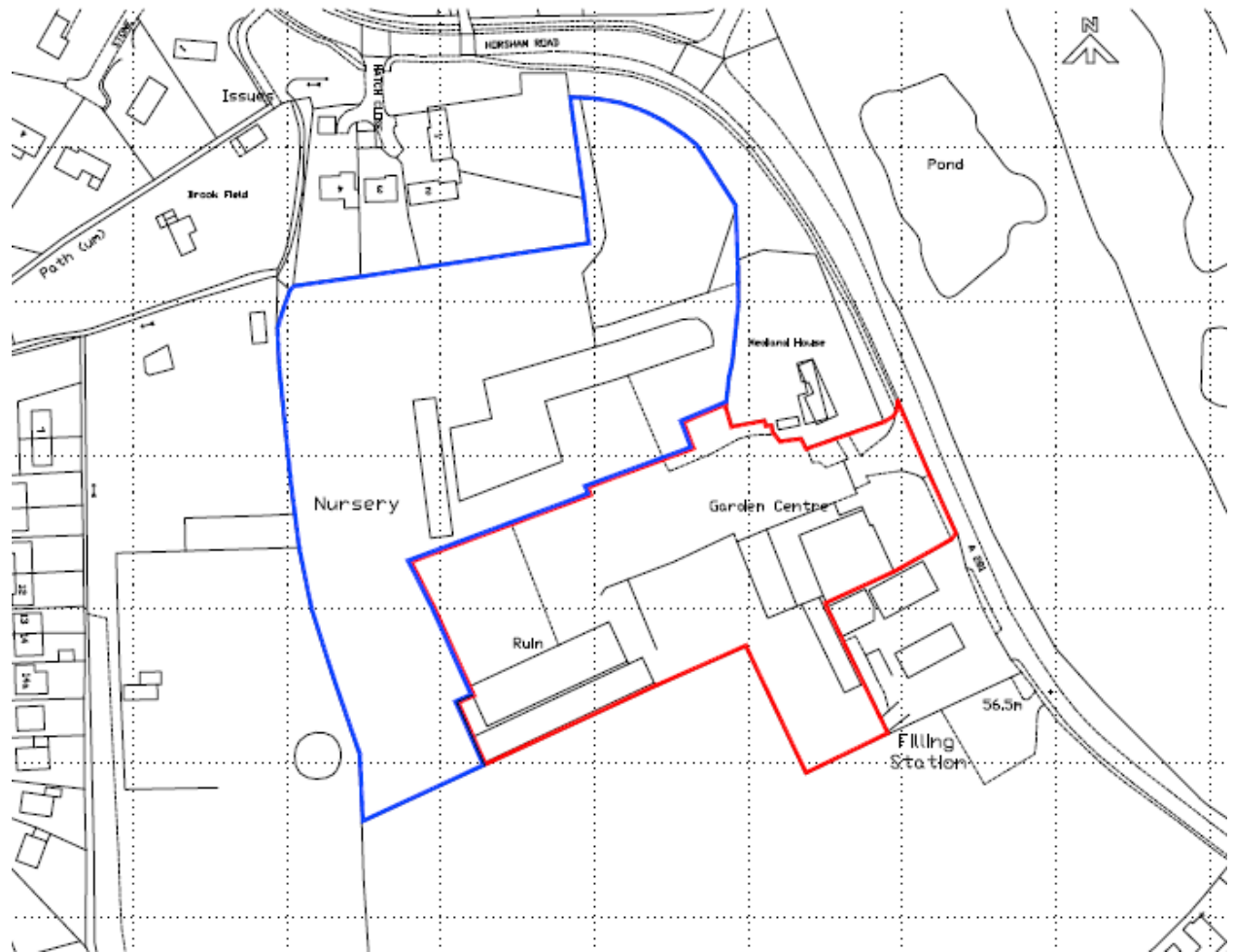
Appearance - aspects of a building or place which affect the way it looks, including the exterior of the development.

Scale - includes information on the size of the development, including the height, width and length of each proposed building.

Landscaping - aspects of a building or place which affect the way it looks, including the exterior of the development.

If outline permission is granted, a reserved matters application must be made within three years of the grant of permission (or a lesser period, if specified by a condition on the original outline approval). The details of the reserved matters application must accord with the outline planning permission, including any planning condition attached to the permission.

Location Plan



Site Description

Alfold Garden Centre is located on the western side of the A281 to the south east of the Alfold Crossways junction. The site is currently used as a Garden Centre with associated hardstanding and car parking and includes covered canopies and polytunnels.

A residential property, Medland House, lies immediately to the north east of the site and a petrol filling station lies immediately to the south east. A field lies to the north.

The application site measures 1.19 hectares.

Proposal

The proposal is for outline planning permission with access and layout to be considered. The proposal is for the development of 27 residential dwellings,

following the demolition of existing garden centre buildings. The proposal also includes a Local Area of Play (LAP) and a Local Equipped Area of Play (LEAP).

Of the proposed 27 dwellings, 9 would be affordable with 18 market dwellings. The proposed site layout indicates the following mix of dwellings:

Affordable Housing

One bedroom flat	3
Two bedroom house	4
Three bedroom house	2
Total	9

Market Housing

One bedroom flat	2
Two bedroom coach house	1
Two bedroom bungalow	2
Two bedroom house	2
Three bedroom house	7
Four bedroom house	1
Five bedroom house	3
Total	18

The supporting information indicates that issues of scale are reserved, however, the indicative elevations demonstrate that the scale of units envisaged would be predominantly two storey, together with an apartment block with rooms in the roof. A pair of semi-detached bungalows would also be provided.

Vehicular access to the site would be taken from the existing entrance onto the A281, although the existing access would be altered, reducing the existing junction radii and the width of the access commensurate with a small residential development. The footpath would be extended to the south to facilitate access to the adjacent petrol station, which includes a convenience retail unit.

Heads of Terms

The following matters are proposed to be subject to a legal agreement under Section 106 of the Town and Country Planning act 1990 (as amended)

Contribution	Amount
Early years education	£18,172
Primary education	£92,664
Secondary education	£0
Surface and drainage improvement to Public Footpath 404	£20,000
Safety improvements at Alfold Crossways and Loxwood Road	£25,000
Provision of affordable housing	33%
Provision of recycling containers	£757
Contributions towards Clappers Meadow Play Space improvements	£7,875
Environmental Improvements (village signs etc)	£5,000
Total	£169,468 plus 9 affordable units

- The provision and future maintenance and financial responsibility for an on site LEAP and LAP.
- The future ownership, management, maintenance and responsibility for SuDS.

Proposed Site Layout



Indicative Elevations



FRONT ELEVATION
TYPE L - Three bedroom house



FRONT ELEVATION
TYPE C - Two bedroom house



FRONT ELEVATION
 TYPES A & E - One bedroom flats

Relevant Planning History

There is a lengthy planning history relating to the Garden Centre:

WA/2016/0114	Outline application for the erection of 10 dwellings, including 2 affordable with associated access works following demolition of existing garden centre buildings and associated works. Access and layout to be considered at outline.	Not yet determined
WA/2012/1099	Erection of a replacement poly tunnel and replacement of part of glazed walls of greenhouse with timber.	Full permission 03/09/2012
WA/2009/0625	Change of use of part of car park to provide a hand car wash facility and the erection / siting of a storage container.	Full Permission 18/06/2009
WA/2000/1009	Erection of covered sales and display area (as amplified by letter dated 15/09/00)	Full permission 5/10/2000
WA/1997/1973	Continued use of refurbished polytunnel and greenhouse for garden centre purposes; retention of field shelter, and provision of overflow car parking and bulk storage areas (as amended and amplified by letters	Full Permission 05/03/1999

	17/04/98, 22/06/98, 11/01/99, 05/02/99)	
WA/1996/0651	Erection of replacement greenhouses (renewal of WA91/0841) (as amplified by letter dated 25/07/96 and amended by letter and plan received 30/09/96)	Full Permission 10/10/1996
WA/1991/0841	Erection of replacement glasshouses (as amended by letters and plans received 10/09/91)	Full Permission 23/10/1991
WA/1978/1699	Erection of single storey link building between existing shop and new green house	Full Permission 15/12/1978
WA/1978/0931	Demolition of existing greenhouse and erection of new resisted green house, erection of new display unit	Full Permission 14/08/1978
WA/1976/1040	Erection of car park for customers and replacement of storage and garage facilities to replace buildings to be demolished	Full permission 30/09/1976
HM/R 17396	Two seasonable display of produce for sale sign	Approve 5/12/1968
HM/R 16996	Three additional greenhouses, lock up garages and sales office for garden centre	Approve 16/04/1968
HM/R 14823	Erection of glasshouses for tomato and lettuce growing	Approve 14/01/1965

Planning Policy Constraints

Countryside beyond Green Belt - outside rural settlement boundary
Contaminated land

Development Plan Policies and Proposals

Saved Policies of the Waverley Borough Local Plan 2002:

Policy C2	Development in the Countryside
Policy D1	Environmental Implications of Development
Policy D2	Compatibility of Uses
Policy D4	Design and Layout
Policy D5	Nature Conservation
Policy D7	Trees, Hedgerows and Development
Policy D8	Crime Prevention

Policy D9	Accessibility
Policy D13	Essential Infrastructure
Policy D14	Planning Benefits
Policy H4	Density and Size of Dwellings
Policy H10	Amenity and Play Space
Policy HE15	Unidentified Archaeological Sites
Policy M1	The Location of Development
Policy M2	The Movement Implications of Development
Policy M4	Provision for Pedestrians
Policy M5	Provision for Cyclists
Policy M14	Car Parking Standards

Draft Local Plan Part 1 Policies:

Policy RE1	Countryside beyond the Green Belt
Policy TD1	Townscape and Design
Policy NE1	Biodiversity and Geological Conservation
Policy NE2	Green and Blue Infrastructure
Policy SP1	Presumption in Favour of Sustainable Development
Policy SP2	Spatial Strategy
Policy ICS1	Infrastructure and Community Facilities
Policy AHN1	Affordable Housing on Development Sites
Policy AHN3	Housing Types and Size
Policy LRC1	Leisure, Recreation and Cultural Facilities
Policy ALH1	The Amount and Location of Housing
Policy ST1	Sustainable Transport
Policy CC1	Climate Change
Policy CC2	Sustainable Construction
Policy CC3	Renewable Energy Development
Policy CC4	Flood Risk Management

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires all applications for planning permission to be determined in accordance with the Development Plan, unless material considerations indicate otherwise. The adopted Local Plan (2002) therefore remains the starting point for the assessment of this proposal.

The National Planning Policy Framework (NPPF) is a material consideration in the determination of this case. In line with paragraph 215 due weight may only be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The report will identify the appropriate weight to be given to the Waverley Borough Local Plan 2002.

The Council is in the process of replacing the adopted 2002 Local Plan with a new two part document. Part 1 (Strategic Policies and Sites) will replace the Core Strategy that was withdrawn in October 2013. Part 2 (Non-Strategic Policies and Site Allocations) will follow the adoption of Part 1. The new Local Plan builds upon the foundations of the Core Strategy, particularly in those areas where the policy/approach is not likely to change significantly. The Council approved the publication of the draft Local Plan Part 1 for its Pre-submission consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 on 19 July 2016. The consultation period commenced in August 2016 and closed on 3 October 2016. On the 21st December 2016 the Council submitted the draft Local Plan Part 1 for Examination. In accordance with paragraph 216 of the NPPF, weight can be given to the draft Plan, but the degree to which it can is determined by the stage the Plan has reached and the extent to which there are any unresolved objections to it. It is considered that significant weight can be given to the Draft Plan following its publication on Friday 19 August, given its history of preparation thus far, the iterations of it and the extent of consultation and consideration on it to date. The weight afforded to the Draft Local Plan will increase as the Plan progresses through Examination and onto its adoption in 2017.

Other guidance:

- National Planning Policy Framework (2012)
- National Planning Practice Guidance (2014)
- Land Availability Assessment (2016)
- West Surrey Strategic Housing Market Assessment (2015) and Addendum 2015
- Infrastructure Delivery Plan (2012)
- Settlement Hierarchy (Update 2012)
- Climate Change Background Paper (2011)
- Open Space, Sport and Recreation (PPG17) Study 2012
- Statement of Community Involvement (2014 Revision)
- Strategic Flood Risk Assessment (2015/2016)
- Viability Assessment (2016)
- Planning Infrastructure Contributions SPD (2008)
- Cycling Plan SPD (April 2005)
- Council's Parking Guidelines (2013)
- Density and Size of Dwellings SPG (2003)
- Residential Extensions SPD (2010)
- Vehicular and Cycle Parking Guidance (Surrey County Council 2012)
- Waverley Local Plan Strategic Highway Assessment (Surrey County Council, 2016)
- Surrey Design Guide (2002)
- Alfold Design Statement

Consultations and Parish Council Comments

County Highway Authority	<p>Recommends a legal agreement to secure : £20,000 for surface and drainage improvements to Footpath 404; £25,000 for safety improvements at Alfold Crossways and on Loxwood Road – including improved signs, road marking and speed reduction features; Vouchers for future occupants for purchase of bike or bus pass</p> <p>Recommends conditions and informatives</p>
Alfold Parish Council	<p>Alfold Parish Council does not object to the principle of development on this site. However the Parish Council considers that the development of 28 dwelling constitutes over development of the site, resulting in a urban style of development which would be out of character in the rural area.</p> <p>If minded to grant permission, and given concerns of any potential future development, would request that the remainder of the site is allocated as public open space for the benefit of the residents of the parish.</p>
Natural England	No comments to make
Lead Local Flood Authority	<p>Satisfied that the proposed drainage scheme meets the requirements set out in paragraphs 051,079, 080 and 081 the NPPF Planning Practice Guidance PPG for Flood Risk and Coastal Change and the national non-Statutory Technical Standards for SuDS and can recommend that outline planning permission is granted. In the event that outline planning permission is granted, suitably worded conditions should be applied to ensure that the SuDS is properly implemented and maintained throughout the lifetime of the development.</p>

Thames Water	<p>Waste Water - The foul flows from the site will drain towards Loxwood Road and through an area known to suffer from historical incidents of hydraulic flooding. Thames Water is currently exploring potential solutions to resolve the flooding in collaboration with Waverley BC however at this stage cannot commit to delivering a flood alleviation scheme until the solutions and costs are understood. Would want to impose a Grampian style condition on the site however; the flows are so small in comparison to the existing flooding situation that any foul water modelling required to develop a drainage strategy for this site would confirm the impact is negligible (flows are roughly 0.3l/s). Therefore only able to express concern that the site will drain into an area with a history of hydraulic flooding.</p> <p>The Grampian condition is no longer requested.</p> <p>With regard to water infrastructure capacity, no objections are raised.</p>
County Archaeologist	<p>The desk based assessment produced by Oxford Archaeology South uses appropriate professional expertise to identify and assess the significance of any Heritage Assets. The Assessment has consulted all available sources to provide a thorough overview of the archaeological potential of the site and surrounding area and concludes that the site has a moderate potential for archaeological remains from the prehistoric and Roman periods with less potential for other periods. Further archaeological investigations in the form of a trench evaluation are required.</p> <p>The recommendations of the assessment and results of the evaluation will enable mitigation measures to be developed for the site.</p> <p>Recommends a condition to secure evaluation and further works that may be required.</p>

Surrey Wildlife Trust	<p>Comments in respect of original submission – The Richard Tofts Ecology’s Ecological Assessment dated November 2016 indicates.</p> <ul style="list-style-type: none"> - Bats do not pose a constraint for the proposed development – although request further information in relation to potential for trees to support bat roosts; - If minded to grant, it is recommended that the Council require the development to proceed in a precautionary manner to avoid killing or injuring any reptiles which may be within suitable habitat areas adjacent to the development footprint; - In relation to breeding birds, all vegetation clearance should be timed to avoid the bird nesting season (March to August) and should provide compensatory habitat for breeding bird habitat lost, and install bird boxes; - If minded to grant recommend an appropriately detailed landscape and ecological management plan (LEMP) to be submitted; - There shall be no increase in artificial lighting, recommend that any lighting is secured through a Sensitive Lighting Management Plan. <p>In response to additional information: The additional Ecology Report dated 26/5/2017 has identified that the trees within the site do not pose a constraint to the development.</p>
Environment Agency	None received
Surrey Police	Cars should either be parked in locked garages or on a hard standing within the dwelling boundary. In high crime areas the Design out Crime Officer may require the additional of a gate or bollard to protect hard standing parking area, (note plots 21, 26 and 27 provide parking areas outside of dwelling boundary).

	<p>Where communal car parking areas are necessary they should be in small groups, close and adjacent to homes within view of active rooms within these homes. Such visual connection can be expected from rooms such as kitchens and living rooms, (not bathrooms or bedrooms).</p> <p>Request that a condition be imposed to secure the development meets the Secure by Design Gold Standard.</p>
<p>Council's Environmental Health Officer – Contamination</p>	<p>Planning history for the site indicates former use as part of a wider plant nursery and fruit farm. Plant nurseries and fruit farms historically used potentially contaminative herbicides, pesticides and fungicide contaminants including arsenic based compounds.</p> <p>Recommends contaminated land conditions.</p>
<p>Council's Environmental Health Officer – Waste and Recycling</p>	<p>The roads accessing and within the development will need to be capable of accommodating a collection vehicle 2530mm wide and 9840 mm in length, with a maximum weight of 26 tonnes, together with suitable turning.</p> <p>Each house will require 1 x 140 black refuse bin; 1 x 240 blue recycling and brown garden waste bin and a kerbside caddy;</p> <p>The 5x1 bed flats could be catered for with a 1 x 660 wheeled black bin; 3 x 240 blue recycling bins and kerbside caddies.</p>
<p>Southern Water</p>	<p>Proposed development is not located within Southern Water's statutory area for waste water services. However, the site would effectively discharge to Southern Water's Loxwood catchment. Thames Water shall consult and agree with Southern Water the means of accommodating the additional flows from the proposed dwellings.</p>

Representations

In accordance with the statutory requirements and the “Reaching Out to the Community – Local Development Framework – Statement of Community Involvement – August 2014” the application was advertised in the newspaper on 24/02/2017 site notices were displayed around the site and neighbour notification letters were sent on 10th February 2017.

6 letters have been received raising on the following grounds:

- Traffic impact of proposal. This stretch of the A281 has seen numerous accidents with cars coming off the road at speed;
- The provision of domestic dwellings with associated traffic is cause for concern, but implications for additional pedestrian traffic to visit the village hall, school bus stop etc are enormous;
- Reduced speed on the A281 and additional safety measures for pedestrians, especially children must be considered as it is unsafe to walk along the A281;
- Concern at the definition of brownfield land – brownfield land does not include buildings in agricultural use, any building used (or previously used) for horticulture is not brownfield;
- If the site can be developed within general countryside policies, this is contrary to advice given to other developers, especially given that WBC considers it can demonstrate a 5 year housing supply – policies should be applied consistently;
- Re-iterates previous objections to earlier scheme;
- Not needed and implications for 12 employees of existing use;
- Earlier application was less dense – now appears overdeveloped and urbanised;
- Alfold already has a number of planned and on-going developments – proposal exceeds the needs of the small village;
- Increased traffic on a road at full capacity;
- Development will be reliant on private car and so not sustainable;
- Long term flooding implications for surface water flooding and sewerage;
- Light pollution;
- Proposal is on productive farm land;
- Loss of habitat and sanctuary of secluded woodland for owls, bats, nightingales, badgers, foxes and deer.

Following the receipt of amended plans reducing the scheme to 27 dwellings and the provision of a LAP and a LEAP, 4 further letters were received raising the following objections:

- There is a huge amount of development planned for the Alfold, Dunsfold, Cranleigh area – the numbers proposed would have a significant impact on the local area;
- Infrastructure is already under pressure with the A281 carrying significant traffic flows in both directions with journey times becoming unsustainable. Safety implications;
- Noise, light, air and rubbish pollution;
- Loss of existing garden centre and car wash;
- Overdevelopment of the land out of keeping with its surroundings;
- Loss of local employment;
- Strain on schools, GP practices and surgeries;
- Road signage in place does little to reduce speeds;
- There is already a park at Alfold Playing Fields.

Submissions in support

In support of the application, a number of detailed documents have been submitted:

Planning, Design and Access Statement

The agent concludes in the Planning, Design and Access Statement the following:

- The scheme is sustainable as it meets the three dimensions to sustainable development –
 - Economic Role – the development will provide construction jobs and enhance the local economy by contributing to the supply of much needed and suitably located housing, the occupants of which will support local facilities;
 - Social Role - provide much needed high quality housing units, including affordable housing to meet an identified need in the local area, in a suitable location at the edge of an existing settlement;
 - Environmental Role - makes prudent use of previously developed land and will provide a high quality development that contributes to the visual appearance of the area.
- The NPPF recognises that there is a presumption in favour of sustainable development;

- The Garden Centre is identified as the only 'suitable' brownfield housing site in the Council's 2016 Land Availability Assessment, giving a realistic expectation that the site will be brought forward as a housing allocation in Part 2 of the Local Plan;
- The lawful use of the site is as a garden centre, a retail use falling within Class A, for which there is no national or policy protections to safeguard its loss in out of centre locations;
- The site is considered to be 'previously developed land', and is of low environmental value, therefore its re-use is encouraged by para 17 of the NPPF;
- The site is identified in the LAA as suitable for housing;
- Scheme provides much need housing;
- Proposed housing in a suitable location on the edge of an existing settlement, with easy access to existing facilities and public transport links;
- Scheme would appear more appropriate within the landscape than the existing commercial buildings;
- Proposed layout is compatible with character of surrounding area and will not have any impact on adjoining occupier;
- Proposal will lead to a net decrease in traffic associated with the site to the benefit of conditions of highway safety and the proposed access arrangements will secure and enhance both pedestrian and vehicular safety.

Ecological Report

The Ecological Report summarises that the site is not subject to any ecological designations. The development focuses specifically on parts of the site already developed or occupied by hardstanding, which are of negligible ecological value. None of the buildings have any potential to support protected species.

No evidence of protected fauna was found, although the woody habitat within the site is likely to be used by nesting birds during the breeding season.

The only species of note was the Pennyroyal, a plant listed as Nationally Scarce, although a more robust non native variant has been introduced at various sites and appears to be increasing.

Given that the proposed development focuses on those parts of the site that have already been developed and which are of negligible value, the proposals are considered to have a negligible ecological impact. A range of ecological enhancement measures are proposed.

Arboricultural Report

An Arboricultural Report concludes that the proposed layout will not affect the important trees on the site, nor will retained trees affect the development. Tree protections will be required to ensure retained trees are protected during the construction process.

Transport Statement

The Transport Statement concludes that:

- Whilst the site is located in a relatively rural setting, there are a number of land uses that act as typical trip attractors from residential sites, which are within reasonable proximity, which ensures residents are not wholly reliant on travel by private car for all journeys;
- The proposals will provide direct footway connection to existing footways both north and south of the site access, with resurfacing and footway widening proposed for the short section between the site access and adjacent petrol filling station to support movements to / from the associated shop;
- Proposal provides a quantum of car parking in accordance with relevant parking standards and will include cycle parking provision;
- The site is accessible to all user groups, with delivery and service vehicles able to enter and exit in a forward gear;
- The application will provide incentive funding to be used for bus tickets;
- The proposed land use will result in an increase in peak hours vehicle movements when compared to the existing use, but a decrease in movements across the day. The peak hour increase however is not considered to result in a severe impact on the operation of safety of the local highway network;
- There are therefore no transport related reasons why the planning application should not be supported.

Flood Risk Assessment

The Flood Risk Assessment concludes that the site is Flood Zone 1. No significant flood risk to the proposed development has been identified.

Whilst the development leads to a 46% reduction in drained surfaces compared to the existing garden centre, in addition the developer will construct all new roadways and driveways using a thick layer of high void ratio and direct all surface water run off to the sub base. The sub base will be under drained to two 100 mm diameter pipes directing the water to existing outfalls.

The drainage system is SuDS compliant.

In conclusion, flooding does not constrain the grant of planning permission to the development as proposed because resultant risks are low and acceptable and no sequential test is required,

Determining Issues

Principle of development
Planning history and differences with previous proposal
Prematurity
Lawful Use of the site
Location of development
Housing Land Supply
Housing Mix and density
Affordable Housing
Impact on the Countryside beyond the Green Belt and visual amenities
Highways and Parking Considerations
Impact on residential amenity
Impact on Trees
Provision of amenity and play space
Land Contamination
Air Quality
Noise Impacts
Archaeological considerations
Flooding and drainage
Infrastructure contributions
Financial considerations
Biodiversity and compliance with Habitat Regulations 2010
Accessibility and Equalities Act 2010, Crime and Disorder and Human Rights Implications
Environmental Impact Regulations 2011 (as amended)

Response to third party
Cumulative and in combination effects
Pre Commencement Conditions
Working in a positive/proactive manner

Planning Considerations

Principle of development

The planning application seeks outline permission for the development proposal with all matters reserved for future consideration except for access and layout. As such, the applicant is seeking a determination from the Council on the principle of the residential development and associated access and proposed layout.

The NPPF at paragraph 197 provides the framework within which the local planning authority should determine planning applications, it states that in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development.

Paragraph 14 of the NPPF defines the presumption in favour of sustainable development as approving development proposals that accord with the development plan without delay; and where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless: *inter alia* any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this framework indicate development should be restricted.

The site is located within the Countryside beyond the Green Belt outside any defined settlement area. The NPPF states that, as a core planning principle the intrinsic character and beauty of the countryside shall be recognised. Policy C2 of the Local Plan states that building in the countryside, away from existing settlements will be strictly controlled.

As indicated, the site is located in the Countryside Beyond the Green Belt. Policy C2 states that the Countryside should be protected for its own sake and new housing is unacceptable in principle. However, Policy C2 does not carry full weight as it is not considered to be entirely consistent with the NPPF as Policy C2 refers to protection for 'its own sake', whereas the NPPF places emphasis on protecting the intrinsic character and beauty of the Countryside. Accordingly, as the policy is considered to be out of date, the tilted balance in favour of sustainable development, as set out in paragraph 14 of the NPPF applies. Notwithstanding this, Policy C2 can be used for environmental

protection purposes, for protecting the character of the countryside, and is considered to be consistent with paragraph 17 of the NPPF.

Policy SP1 of the Draft Local Plan Part 1 states that the Council will apply a presumption in favour of sustainable development.

Policy SP2 of the Draft Local Plan Part 1 sets out the Council's Spatial Strategy to 2032 and refers to the allocation of strategic sites under Policies SS1-SS9 to meet the majority of the housing needs for the Borough.

Planning history and differences with previous proposal

The planning history is a material consideration.

A planning application was made for the redevelopment of the site for the construction of 10 residential units, including 2 affordable units), planning reference WA/2016/0114. That application is still under consideration and is considered elsewhere on this agenda.

The differences between the current proposal and that application are that this proposal seeks the provision of 27 units, 9 of which would be affordable, compared to 10 units with 2 affordable.

Given that no formal decision has been made, that application does not form a material consideration in the determination of the current application and this application should be considered on its merits.

Prematurity

Annex 1 of the National Planning Policy Framework explains how weight may be given to policies in emerging plans. However, in the context of the Framework and in particular the presumption in favour of sustainable development – arguments that an application is premature are unlikely to justify a refusal of planning permission other than where it is clear that the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, taking the policies in the Framework and any other material considerations into account. Such circumstances are likely, but not exclusively, to be limited to situations where both:

a) the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging Local Plan or Neighbourhood Planning; and

b) the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area.

Refusal of planning permission on grounds of prematurity will seldom be justified where a draft Local Plan has yet to be submitted for examination, or in the case of a Neighbourhood Plan, before the end of the local planning authority publicity period. Where planning permission is refused on grounds of prematurity, the local planning authority will need to indicate clearly how the grant of permission for the development concerned would prejudice the outcome of the plan-making process.

Whilst the Local Plan has been submitted to the Secretary of State for examination, the development proposed is not considered to be so substantial, or its cumulative effect so significant, that granting permission would undermine the plan-making process.

Lawful use of the site

The application site is currently a garden centre with associated hardstanding and external storage and car parking. A hand car wash facility is also located within the northern section of the car park.

It is acknowledged that historically the site started as a horticultural nursery, however, the site has been used as a garden centre for some considerable time. Indeed, reference was made in a report in 1978 that 'the nursery has consent to operate a garden centre'.

An application in 1997 (ref WA/1997/1973) regularised the use of a refurbished greenhouse and a poly tunnel to the rear of the main garden centre buildings for retail use, essentially substantially increasing the retail floor space on the site. At the same time additional space was given over to seasonal car parking at the rear of the site. In view of the above therefore, officers are of the view that the site is predominantly established as being within a retail use, a garden centre.

Loss of existing uses

As detailed above, the existing lawful use of the site is as a retail garden centre, a use falling within use class A1. Given that this site lies within the countryside away from existing retail centres, whilst it is accepted that the use contributes to the rural economy, there is no protection of such uses in the long term within the NPPF in this location. As such it would be very difficult to sustain an objection to the proposal on the basis of the loss of the existing use

of the site. Whilst paragraph 28 of the NPPF supports the retention of local services and community facilities such as a local shop, the provision catered for at the Garden Centre would not fall within this category.

It is further noted that the site has been included within the Council's Land Availability Assessment 2016 (updated in December 2016), although it also includes a larger parcel of land to the north (ID no 472).

Location of development

The site is located within the Countryside beyond the Green Belt, outside of any defined settlement area.

Paragraph 55 of the NPPF 2014 states that to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances.

Paragraph 69 of the NPPF 2012 states, inter alia, that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. It continues that local planning authorities should create a shared vision with communities of the residential environment and facilities they wish to see.

Paragraph 70 of the NPPF 2012 states that to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- sustainability of communities and residential environments;
- guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and
- ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

Policy C2 of the Waverley Borough Local Plan 2002 states that building in the Countryside beyond the Green Belt, away from existing settlements, will be strictly controlled. Policy RE1 of the Draft Local Plan Part 1 state that the intrinsic beauty of the countryside will be recognised and safeguarded in accordance with the NPPF.

The Key Note Policy of the Waverley Borough Local Plan aims, amongst other matters, to make provision for development, infrastructure and services which meet the needs of the local community in a way which minimises impacts on the environment.

The text states that opportunities for development will be focused on the four main settlements (Farnham, Godalming, Haslemere and Cranleigh), mainly through the re-use or redevelopment of existing sites.

Policy SP2 of the Draft Local Plan Part 1 refers to the Council's Spatial Strategy to 2032 and the need to maintain Waverley's character whilst ensuring development needs are met in a sustainable manner. Policy SP2 sets out the following:

- Major development on land of the highest amenity value will be avoided
- Development will be focused at the four main settlements
- Moderate levels of development will be allowed in larger villages
- Limited levels of development will be allowed in and around other specified villages
- Modest levels of development will be allowed in all other villages.
- Opportunities for the redevelopment of suitable brownfield sites will be maximised.
- Strategic and Non-Strategic sites will be identified and allocated through Local Plan Part 2 and Neighbourhood Plans
- Infrastructure, where needed, will be provided alongside new development including funding through the Community Infrastructure Levy (CIL)

Alfold is identified in the Council's Sustainability Report 2016 as being an 'other settlement' where, according to the sequential approach, greenfield sites around these settlements should be the final location at which to deliver growth. However, this site is a previously developed site. Alfold is described as a smaller village which stands out due to its relatively few environmental constraints where a large number of sites are promoted within the draft Local Plan. The village is considered to have very limited level of facilities and

therefore a total number of 100 homes to be delivered over the plan period has been considered by the Council as appropriate within Policy ALH1.

It is recognised that the application site falls outside of the settlement boundary, within the Countryside beyond the Green Belt. However, the site is included within the Council's Land Availability Assessment (LAA) 2016 under ID 472. It is acknowledged that this designation is larger than the application site and includes the open field to the north of the site, which immediately adjoins the settlement boundary of Alfold Crossways.

The LAA considers that the former garden centre site is a rural brownfield site which has potential for housing with a reasonable prospect of deliverability during the Plan Period.

The proposal would have limited access to the facilities required for promoting healthy communities as Alfold is not considered to be a sustainable location in terms of available services and facilities. However, this is only one aspect to be weighed against any benefits. In addition the Local Plan envisages some small scale growth within the village. It is acknowledged that the site is immediately adjacent to a Petrol Filling Station which has within it a convenience shop and is within walking distance of the village community centre.

Whilst acknowledging that the site is outside of a defined settlement or developed area, it is considered that the proposal would not result in isolated dwellings in terms of its visual relationship to the existing settlement and in terms of access to the limited facilities within the village.

Housing Land Supply

Paragraph 159 of the NPPF states that Local Planning Authorities should have a clear understanding of housing needs in their area, they should, inter alia, prepare a Strategic Housing Market Assessment to assess their full housing needs; and prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

Paragraph 47 of the NPPF states that local planning authorities should use their evidence bases to ensure their Local Plan meets the full needs for market and affordable housing in the Borough, and should identify and update annually a five-year supply of specific and deliverable sites against their housing requirements. Furthermore, a supply of specific, developable sites or broad locations for growth should be identified for years 6-11 and, where

possible, 11-15. LPAs should also set their own approach to housing density to reflect local circumstances and to boost significantly the supply of housing.

Paragraph 49 of the NPPF continues that housing applications should be considered in the context of the presumption in favour of sustainable development.

The Council has published and updated its Housing Land Supply position, with a base date of 1 April 2017. This position is set out in the published 'Waverley Responses to Inspector's Issues and Matters' document dated 12 May 2017. The document sets out the housing requirement for the next five years based on West Surrey SHMA figures and various components of housing supply that the Council expects to come forward in that period. As it stands, this document demonstrates that the Council is able to meet its identified housing need. Therefore, the Council can demonstrate in excess of the requirements of paragraph 47 of the NPPF.

The provision of 18 new market and 9 affordable homes would assist in addressing the Council's housing land supply requirements. This is a material consideration to be weighed in favour of the development against other considerations for this application.

Housing Mix and density

The NPPF states that in order to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should plan for a mix of housing based on current and future demographic trends; identify the size, type, tenure and range of housing that are required in particular locations, reflecting local demand; and where it is identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution can be robustly justified.

Policy H4 of the Waverley Borough Local Plan 2002, in respect of housing mix, is considered to be broadly consistent with the approach in the NPPF. It outlines the Council's requirements for mix as follows:

- a) at least 50% of all the dwelling units within the proposal shall be 2 bedroomed or less; and,
- b) not less than 80% of all the dwelling units within the proposal shall be 3 bedroomed or less; and,
- c) no more than 20% of all the dwelling units in any proposal shall exceed 165 square metres in total gross floor area measured externally, excluding garaging.

Policy AHN3 of the Draft Local Plan Part 1 states the proposals will be required to make provision for an appropriate range of different types and sizes of housing to meet the needs of the community, reflecting the most up to date evidence in the West Surrey Strategic Housing Market Assessment (SHMA).

The SHMA 2015 provides an updated likely profile of household types within Waverley. The evidence in the SHMA is more up to date than the Local Plan; as such, limited weight should be attached to Policy H4.

However, the profile of households requiring market housing demonstrated in the SHMA at Borough level is broadly in line with the specific requirements of Policy H4 of the Waverley Borough Local Plan 2002.

The West Surrey SHMA provides the following information with regard to the indicative requirements for different dwelling sizes:

Unit Type	1 bed	2 bed	3 bed	4 bed
Market homes	10%	30%	40%	20%
Affordable homes	40%	30%	25%	5%

The applicant has confirmed that they would be willing to provide 33.3% affordable housing. The following mix of housing would be proposed.

Unit Type	Number of units	% of overall total
1 bedroom	5	18.5%
2 bedroom	9	33.3%
3 bedroom	9	33.3%
4+ bedroom	4	14.8%
Total	27	100%

In comparison with the indicative requirements of the SHMA, this is broken down into the following two tables for market and affordable housing:

Market Housing

Unit Type	SHMA	Proposed mix
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1 bedroom	10%	2 (11.1%)
2 bedroom	30%	5 (27.7%)
3 bedroom	40%	7 (38.8%)
4+ bedroom	20%	4 (22.2%)
Total	100%	18 units (100%)

Affordable units

Unit Type	SHMA	Proposed mix
1 bedroom	40%	3 (33.3%)
2 bedroom	30%	4 (44.4%)
3 bedroom	25%	2 (22.2%)
4+ bedroom	5%	0 (0%)
Total	100%	9 units (100%)

In addition to the West Surrey SHMA, the West Surrey SHMA: Waverley Addendum 2015 provides more specific information for the Borough. This includes indicative requirements for different dwelling sizes for both market and affordable housing.

Table 15: Estimated Need by Number of Bedrooms (2013 to 2033) – Affordable Sector

Area	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
Godalming	41.4%	34.7%	22.4%	1.5%
Farnham	45.0%	28.7%	24.3%	1.9%
Haslemere	51.6%	26.9%	19.9%	1.6%
Cranleigh	52.0%	27.9%	18.5%	1.6%
Rest of Borough	50.3%	26.9%	21.4%	1.5%
Waverley	47.3%	29.2%	21.9%	1.7%

Source: Housing Market Model

Table 18: Estimated Need by Number of Bedrooms (2013 to 2033) – Market Sector

Area	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
Godalming	12.2%	36.3%	37.4%	14.0%
Farnham	8.1%	31.9%	39.7%	20.4%
Haslemere	13.7%	32.6%	34.1%	19.7%
Cranleigh	9.1%	30.3%	38.0%	22.5%
Rest of Borough	5.9%	29.5%	39.2%	25.4%
Waverley	9.3%	32.1%	38.2%	20.4%

Source: Housing Market Model

It is noted that the 2015 addendum provides a more up to date evidence base than the West Surrey SHMA 2015, but is considered to be the most appropriate and up to date evidence in terms of identifying local need.

The total number of units which would have 2 bedrooms or less would be 14, which would equate to 51.8 % of the total number of units. This would accord with criterion a) of Policy H4.

Of the 27 dwellings proposed, 24 would have 3 bedrooms or less, equating to 88.8% of the total number of units. This would accord with criterion b) of Policy H4.

Whilst no detailed floor areas have been given for this outline submission, it is considered that, given the low percentage of 4+ bedroom dwellings proposed, the outline proposal has demonstrated that a detailed layout and mix could reasonably accord with criterion c) of Policy H4. This would be a matter for the reserved matters stage.

Having regard to these considerations, the proposed mix would accord with Policy H4 of the Local Plan 2002 and the 2015 SHMA.

The density element of Policy H4 of the Waverley Borough Local Plan 2002 is given less weight than guidance in the NPPF 2012 which states that to boost significantly the supply of housing, local planning authorities should set their own approach to housing density to reflect local circumstances. Rather than prescribing a minimum or maximum density, the NPPF sets out, at paragraph 47, that Local Planning Authorities should set out their own approach to housing density to reflect local circumstances. Density is a rather crude numeric indicator.

What is considered more important is the actual visual impact of the layout and extent of development upon the character and amenities of the area.

The development would have a density of 22.68 dwellings per hectare. Whilst it is acknowledged that the proposal would significantly alter the appearance of the area, introducing a suburban form of development, in pure layout terms it is considered that the site could accommodate the quantum of development proposed in the layout indicated without adversely affecting the character or amenities of the area.

The proposed housing mix and density are considered to be appropriate having regard to the evidence in the SHMA, the requirements of Policy H4 of the Local Plan 2002 and Policy AHN3 of the Draft Local Plan Part 1.

Affordable Housing

Paragraph 50 of the NPPF states that local planning authorities should plan for a mix of housing based on current and future demographic trends, market

trends and the needs of different groups in the community, and should identify the size, type, tenure and range of housing that are required in particular locations, reflecting local demand.

The NPPF outlines that to deliver a wide choice of quality homes, local planning authorities should identify where affordable housing is needed and identify policies for meeting this on site, unless off-site provision or a financial contribution can be robustly justified.

The Local Plan is silent with regard to the delivery of affordable dwellings in locations such as this. Specifically, there is no threshold or percentage requirement in the Local Plan for affordable housing on sites outside of settlements. This is because, within an area of restraint, housing development under the current Local Plan is unacceptable in principle, including affordable housing. If, however, the Council were to accept the principle of housing development on this site, in the interest of creating a balanced and mixed community and meeting the identified need for affordable housing in the Borough, the provision of affordable housing would be required as part of the proposals.

The provision of a significant level of affordable housing could be regarded as a benefit of considerable weight which would need to be evaluated when considering whether to make an exception to planning policy.

Policy AHN1 of the Draft Local Plan states that the Council will require a minimum provision of 30% affordable housing.

There is a considerable need for affordable housing across the Borough and securing more affordable homes is a key corporate priority within the Waverley Borough Corporate Plan 2016-2019. As a strategic housing authority, the Council has a role in promoting the development of additional affordable homes to meet local housing need, particularly as land supply for development is limited. Planning mechanisms are an essential part of the Council's strategy of meeting local housing needs.

The West Surrey SHMA 2015 indicates a high need for affordable housing in Waverley, with an additional 314 additional affordable homes required per annum. Farnham is the town with the highest level of estimated housing need in the Borough, with a need for an additional 111 affordable homes per annum. New affordable homes are needed for a broad spectrum of households in Waverley, including people struggling to get on the housing ladder and family homes, as proposed on this site. Whilst Alfold is not an area of high local need for affordable housing, with housing need in Alfold

itself being low, given that the site is not a rural exception site, any affordable housing provided on the site would need to meet a borough-wide need.

The SHMA (2015) provides the following information with regard to the indicative requirements for different dwelling size affordable units, set against that proposed under this scheme:

Unit Type	SHMA	Proposed mix
1 bedroom	40%	3 (33.3%)
2 bedroom	30%	4 (44.4%)
3 bedroom	25%	2 (22.2%)
4 bedroom	5%	0 (0%)
Total	100%	9 units (100%)

Whilst it is noted that the proposal has slightly less one bed units and more 2 bed units than that identified by the SHMA, it is nevertheless noted that the proposal would provide smaller dwellings and is acceptable subject to the eligibility being borough wide as opposed to a local connection scheme.

The SHMA (2015) recommends that 30% of affordable homes be intermediate tenures and 70 rent. In this instance the Council's Enabling Officer considers that the 1 and 3 bed unit be for rent with the 2 bed houses for shared ownership.

Affordable housing is a key corporate priority for the Council and officers considered that significant weight should be attached to the level of affordable housing provision with the current scheme. Officers conclude that, overall, the proposed affordable housing mix would contribute to meeting local needs in line with guidance contained within the NPPF.

Impact on Countryside beyond the Green Belt and visual amenities

The NPPF attaches great importance to the design of the built environment as a key part of sustainable development. Although planning policies and decisions should not attempt to impose architectural styles or particular tastes, they should seek to promote or reinforce local distinctiveness. Policies D1 and D4 of the Local Plan 2002 accord with the NPPF in requiring development to have high quality design and to be well related in size, scale and character to its surroundings.

The site is located within the Countryside beyond the Green Belt outside any defined settlement area. Paragraph 17 of the NPPF states that, as a core

planning principle the intrinsic character and beauty of the countryside shall be recognised.

Policy C2 of the Local Plan 2002 states that building in the countryside, away from existing settlements will be strictly controlled. Policy C2 does not carry full weight as it is not considered to be entirely consistent with the NPPF as Policy C2 refers to protection for 'its own sake', whereas the NPPF places emphasis on protecting the intrinsic character and beauty of the Countryside.

Policy RE1 of the Draft Local Plan Part 1: Strategic Policies and Sites (2016) states that the intrinsic character and beauty of the Countryside will be recognised and safeguarded.

In this instance, the site is acknowledged to be previously developed land and contains large areas of hardstanding together with large, albeit single storey retail buildings, covered outdoor storage areas and poly tunnels, primarily in the south eastern corner of the site. These buildings are clearly visible from the road. The redevelopment of the site for residential purposes would inevitably alter the immediate character of the area. The proposal would remove large areas of hardstanding and parking provision and introduce new areas of open green space, in terms of gardens and the play area provision. The built form however, would be across the whole site and would result in a suburbanisation of the site. It is noted that the proposed development would be set back into the site, behind the existing building line of the adjacent petrol station and Medland House.

The site is relatively well screened to the south by an existing tree belt, although given the nature and height of the cypress screen, which are approximately 15m + on the northern boundary line, 6-8m high on the southern boundary and 10-12m on the garage boundary. All three hedges would be of an inappropriate height for retention in close proximity to new residential development. It would be preferable for the hedge to be replaced with a native indigenous species hedgerow along principle boundaries to fields and countryside beyond. This is a matter that could be addressed within a reserved matters application.

The proposal would represent a significant suburbanisation of the site and would result in a substantial increase in built form across the site. The site is currently occupied by single storey structures and canopies primarily located in the south eastern corner of the site. Furthermore it is accepted that the existing structures are of a form which are commonly found within garden centres which also tend to be located in rural locations. As such the existing built form is considered to be of a form and character which reflects its countryside location. In contrast the proposed development would represent

a more intensive, and higher form of development, spread across the wider site, which would be more suburban in character.

Officers accept therefore, that the proposal would have an adverse impact on the character and visual amenities of this part of the countryside. This impact would need to be weighed in the planning balance against other considerations.

Highways and parking considerations

The National Planning Policy Framework 2012 outlines that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives.

Paragraph 32 of the NPPF 2012 states: “All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- Safe and suitable access to the site can be achieved for all people; and
- Improvements can be undertaken within the transport network that cost effectively limits the significant impacts of the development.

Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe”.

Local Plan Policy M4 states that the Council will seek to improve conditions for pedestrians by providing or securing safe and attractive pedestrian routes and facilities in both urban and rural areas. Developments should include safe, convenient and attractively designed pedestrian routes linking to existing or proposed pedestrian networks, to public open space, to local facilities and amenities, or to public transport.

Policy ST1 of the Draft Local Plan Part 1 states that development schemes should be located where it is accessible by forms of travel other than by private car; should make necessary contributions to the improvement of existing and provision of new transport schemes and include measures to encourage non-car use. Development proposals should be consistent with the Surrey Local Transport Plan and objectives and actions within the Air Quality

Action Plan. Provision for car parking should be incorporated into proposals and new and improved means of public access should be encouraged.

The application is accompanied by a Transport Statement prepared by Markides Associates, dated November 2016 which highlights that the site has a retail floor area of 5,900 sq m with 12 full time employees and also accommodates a car wash service operating within its car park. The garden centre is open to customers 09.00 – 18.00 Mondays to Saturdays and 10.30 – 16.30 on Sundays. The car park provides approximately 60 car parking spaces.

The submitted Transport Statement includes the results of a trip generation assessment, based on the industry standard TRICS database. It is estimated that the existing land use has the potential to generate approximately 8 two way trips in the AM peak and 15 in the PM peak with a total of 247 overall in a day. It is estimated that the proposed use would generate approximately 21 two way trips in the AM Peak and 21 in the PM peak with 171 across the day, (although this calculation is based on the original 28 units not the 27 now proposed).

Therefore, whilst the proposals would result in an increase in peak hour vehicle movements, there is a significant reduction across the day. Furthermore, the scale of the increase when considered across the whole peak hour, is unlikely to result in a material impact on the operation of the local highway network. It is further noted that the proposal will remove existing large delivery vehicle movements.

The County Highway Authority has been consulted on the application and has raised no objection to the proposal. A number of conditions and informatives have been recommended by the County Highway Authority should outline permission be granted.

No objection has been raised by the County Highway Authority, subject to the following contributions:

Financial contributions

1. Prior to first occupation of the development to pay to the County Council £20,000 for surface and drainage improvements to Public Footpath No. 404. This sum shall be index-linked from the payment date to the date of any resolution to grant planning consent.
2. Prior to first occupation of the development to pay to the County Council £25,000 for safety improvements at Alfold Crossways and on

Loxwood Road, comprising improved signs, road markings and speed reduction features. This sum shall be index linked from the payment date to the date of any resolution to grant planning consent.

3. On occupation of each residential unit, the developer shall offer to each household a voucher for the purchase of a bicycle (up to a maximum value of £100) or a bus pass (up to a maximum value of £100) and thereafter the developer shall monitor and report to the Highway Authority the uptake of the vouchers by each household, all in accordance with a scheme to be submitted to and agreed in writing by the Highway Authority.

On the above basis, and subject to the contributions towards transport improvement schemes being secured through a S106 agreement, officers consider that there are no highway safety or capacity reasons to object to the proposal and that the development could be provided in accordance with the NPPF and Development Plan Policies.

The NPPF supports the adoption of local parking standards for both residential and non-residential development.

The Council has adopted a Parking Guidelines Document which was prepared after the Surrey County Council Vehicular and Cycle Parking Guidance in January 2012. Development proposals should comply with the appropriate guidance as set out within these documents.

The Council's adopted Parking Guidelines (2013) set out the following guidelines for new residential development:

Dwelling size	Number of parking spaces
1 bedroom	1 space
2 bedroom	2 spaces
3+ bedroom	2.5 spaces

Whilst the application is in outline form only, the proposed layout is to be considered at this stage. The proposed layout indicates the provision of the number of parking spaces to be provided within the site, with the proposed 4 / 5 bed houses benefiting from a double garage and two driveway spaces and the 3 bed units to have a single garage with additional two driveway spaces. It is noted that the affordable three bed units would only have two driveway spaces, although there are visitor spaces close by. Each of the two bed units would have two spaces and each of the one bed units would have one space.

The proposed development is therefore considered to conform to the Council's Parking Guidelines.

In view of the above there is no technical reason why the proposed development should be resisted on highway safety or capacity grounds.

Impact on residential amenity

The NPPF identifies that within the overarching roles that the planning system ought to play, a set of core land use planning principles should underpin both plan-making and decision making. These 12 principles include that planning should seek to secure a good standard of amenity for all existing and future occupants of land and buildings. These principles are supported by Policies D1 and D4 of the Local Plan and guidance contained within the Council's SPD for Residential Extensions.

Existing residential dwellings are located to the north of the site, physically separated from the site by an existing retained paddock / field area. Immediately adjacent to the access to the north east of the site lies Medland House, a two storey detached property. The occupiers of this property would be most affected by the proposed development. To the rear of this property a two bedroom coach house is proposed, with car parking provision beneath serving both the coach house and adjacent proposed one bed flats. At its closest point this building would be 23m from the rear of Medland House, approximately 9m to the garden boundary. It is noted that the layout plan indicates that no habitable windows would be provided on the elevation facing Medland House to prevent any overlooking.

The proposed apartment block to the south west would be positioned at least 5.5m from the boundary with Medland House and would be orientated such that, subject to the position of windows, there would be no direct overlooking.

Whilst acknowledging that the neighbour would have a cul-de-sac of dwellings to the rear which would generate a level of traffic and associated noise and residential activity, it is material that the site is currently a garden centre potentially attracting significantly greater numbers of vehicles and deliveries, and there is also a commercial car wash being operated on the site.

In view of the above, officers are of the opinion that whilst the development would change the immediate context of the area, the proposal would not have an overbearing impact, result in loss of light, overshadowing or overlooking or result in noise disturbance to existing occupiers such that permission could be refused on neighbouring amenity grounds.

In conclusion, Officers are satisfied that the proposed layout would not harm the amenities of existing properties and would accord with Policies D1 and d4 of the Local Plan 2002 in relation to impact on amenities.

Impact on Trees

The NPPF states that planning permission should be refused for development resulting in the loss or deterioration of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development clearly outweigh the loss.

Policy D7 of the Local Plan broadly support the aims of the NPPF stating that the Council will protect significant trees and groups of trees and hedgerows through planning control.

The Council's Tree and Landscape Officer has been consulted on this application. It is noted that no significant trees are proposed for removal, furthermore the principal trees on the road frontage are retained.

Whilst it is acknowledged that the proposed layout with a more intense scale of development, would put pressure on the bounding trees and hedgerows due to the more limited individual garden space that each property would have. However the bounding features are incongruous and not appropriate for longer term retention in any event. It would be preferable for a native indigenous species to be introduced to form boundaries between the proposed gardens and adjacent countryside. This would be a matter for consideration at reserved matters stage.

Provision of amenity and play space

On promoting healthy communities, the NPPF sets out that planning policies and decisions should aim to achieve places which promote safe and accessible developments, with high quality public space which encourage the active and continual use of public areas. These should include high quality open spaces and opportunities for sport and recreation which can make an important contribution to the health and well-being of communities.

Paragraph 17 of the NPPF 2012 states that planning should take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

Paragraph 70 of the NPPF 2012 supports this by stating that planning policies and decisions should ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

Policy H10 of the Local Plan addresses amenity and play space in housing developments. Although there are no set standards for garden sizes, the policy requires that a usable 'outdoor area' should be provided in association with residential development and that 'appropriate provision for children's play' is required. For developments of flats or maisonettes, Policy H10 sets out that outdoor space may be for communal use rather than as private gardens.

Policy TD1 of the Draft Local Plan Part 1 refers to maximising opportunities to improve the quality of life and health and well-being of current and future residents. Such opportunities include, inter alia, the provision of private, communal and public amenity space and on site playspace provision (for all ages).

The Council uses the standard recommended by Fields in Trust (FIT) 'Guidance for Outdoor Sport and Play: Beyond the Six Acre Standard' (2016) for assessing the provision of outdoor playing space.

For a development of 10 – 200 dwellings, the Fields in Trust guidance referred to above sets out that a Local Area for Play (LAP), Locally Equipped Area for Play (LEAP) and a contribution towards a Multi-Use Games Area (MUGA) should be provided.

The layout plan shows that all of the dwellings would be all be provided with private amenity space. The proposed apartment buildings would also have an area of outdoor amenity space immediately surrounding the building.

The layout plan also includes a play area, which includes a LAP and a LEAP, of approximately 400sqm in size. This would meet the size requirements of a LEAP within the Fields in Trust Guidance, (although it is noted that a LAP should provide a further 100sq m). As such, Officers are satisfied that an appropriate play area would be provided for future occupiers, as well as existing nearby residents.

It is also noted that the applicant has agreed to pay a financial contribution towards the upgrading of an existing play area in Alfold at Clappers Meadow.

Land Contamination

Paragraph 120 of the NPPF states that planning decisions should ensure that new development is appropriate for its location. The effects (including

cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area of the area or proposed development to adverse effects from pollution, should be taken into account. Where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner.

Policy D1 of the Local Plan sets out that development will not be permitted where it would result in material detriment to the environment by virtue of potential pollution of air, land or water and from the storage and use of hazardous substances.

The supporting text indicates that development will not be permitted unless practicable and effective measures are taken to treat, contain or control any contamination. Wherever practical, contamination should be dealt with on the site.

The Council's Environmental Health Officer has assessed the application and has advised that given the planning history of the site and the historic use of the site as part of a wider plant nursery and fruit farm, there is a potential for contaminative herbicides, pesticides and fungicide contaminant including arsenic based compounds to be present at the site. It is therefore recommended that a contaminated land condition be attached to any planning consent.

In light of the above, officers consider that the proposal would accord with Policy D1 of the Local Plan 2002 and the NPPF in this regard.

Air Quality

Paragraph 120 of the NPPF states that planning decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area of the area or proposed development to adverse effects from pollution, should be taken into account.

Paragraph 124 states that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

Policy D1 of the Waverley Borough Local Plan 2002 states that the Council will have regard to the environmental implications of development and will promote and encourage enhancement of the environment. Development will not be permitted where it would result in material detriment to the environment by virtue of noise and disturbance or potential pollution of air, land or water, including that arising from light pollution. In the same vein Policy D2 states that the Council will seek to ensure that proposed and existing land uses are compatible. In particular, development which may have a materially detrimental impact on sensitive uses with regard to environmental disturbance or pollution will not be permitted.

The site is not within a designated AQMA and nor is it adjacent to one. However, the impact on air quality remains an important material consideration. The proposed development would introduce new residents into an area that has an established road network and therefore may expose future occupants to air pollution associated with road traffic. The new development would also potentially increase road usage in the area by potential future occupiers, although this would be more than offset by the reduction in traffic associated with the existing occupier.

In light of the above, mitigation measures are recommended to be secured via condition should permission be granted. These include a Site Management Plan, hours of construction and no burning of materials on site.

Subject to the imposition of suitable mitigation measures, particularly throughout the construction stage, it is concluded that the impact on air quality would be acceptable.

Noise Impacts

Noise needs to be considered when developments may create additional noise and when new developments would be sensitive to the prevailing acoustic environment.

Planning policies and decisions should aim to:

- avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development;
- mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions;
- recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should

not have unreasonable restrictions put on them because of changes in nearby land uses since they were established;

- identify and protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.

The principal considerations are:

- Whether or not a significant adverse effect is occurring or likely to occur;
- Whether or not an adverse effect is occurring or likely to occur;
- Whether or not a good standard of amenity can be achieved.

The planning system should contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of noise pollution. To prevent unacceptable risks from pollution, planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account.

The proposal would utilise an existing access which runs adjacent to the property Medland House. Officers acknowledge that the proposal would generate additional noise on the access road, particularly through the construction process and would result in an increase in vehicular movements during peak hours. However given the potential implications of traffic throughout the day generated by the garden centre and the reduction in the number of delivery vehicles, it is considered that the longer term impacts of traffic noise would not be so great as to cause a material loss in residential amenity. In the event that permission were to be granted, it would be appropriate to mitigate against any impact of increased noise levels during the development process and this could be secured by condition requiring the submission of a Construction Environmental Management Plan which could also detail hours and days for the construction period.

Archaeological considerations

Paragraph 128 of the NPPF sets out that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on

their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Policy HE15 of the Local Plan states that where proposals are made for large developments (over 0.4 hectares), not in an area already defined as of High Archaeological Potential, the Council will require that an archaeological assessment is provided as part of the planning application and the same provisions as in Policy HE14 will apply.

The need to safeguard and manage Waverley's rich and diverse heritage, including all archaeological sites, is set out in Policy HA1 of the Draft Local Plan Part 1.

A desk-based archaeological report has been submitted, undertaken by Oxford Archaeology, dated April 2017. The report states that no known or non-designated heritage assets have been recorded within the site. The site does however, have the potential to contain previously unidentified archaeological remains dating to the prehistoric and Roman period. It also has an underlying potential to contain medieval and post medieval agricultural remains.

Given the uncertain archaeological potential of the site, it is possible that further archaeological works would be required, which may include archaeological trial trenching which would be used to investigate and define the nature and extent of any archaeological deposits present. The results of the trial trenching would be used to develop an appropriate mitigation strategy intended to reduce or remove any adverse impacts to the archaeological resource.

The County Archaeologist has been consulted on this application and has advised that the desk based assessment has used appropriate professional expertise and produced a thorough overview of the archaeological potential of the site and the surrounding area. The County Archaeologist agrees with the recommendations of the assessment and considers that the results of the evaluation will enable suitable mitigation measures to be developed for the site. Given that the site will have been disturbed to some extent by existing construction, it would be reasonable and proportionate to secure the evaluation and any further works by condition.

Given the comments made by the County Archaeologist, Officers consider that it would be reasonable to impose the recommended condition, were outline permission to be granted. Subject to that condition, Officers consider that the proposal would accord with Policy HE15 and the requirements of the NPPF.

Flooding and drainage

Paragraph 100 of the NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at high risk, but where development is necessary, making it safe without increasing flood risk elsewhere.

Paragraph 101 of the NPPF states that the aim of the Sequential Test is to steer new development to areas with the lowest probability of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding.

The Strategic Flood Risk Assessment will provide the basis for applying this test. A sequential approach should be used in areas known to be at risk from any form of flooding.

Paragraph 103 of the NPPF states that when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by a site-specific flood risk assessment following the Sequential Test, and if required the Exception Test, it can be demonstrated that:

- within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location; and
- development is appropriately flood resilient and resistant.

Policy CC4 of the Draft Local Plan Part 1 states that in order to reduce the overall and local risk of flooding, development must be located, designed and laid out to ensure that it is safe; that the risk from flooding is minimised whilst not increasing flood risk elsewhere and that residual risks are safely managed.

In those locations identified as being at risk of flooding, planning permission will only be granted where it can be demonstrated that it is located in the

lowest appropriate floor risk location, it would not constrain the natural function of the flood plain and where sequential and exception tests have been undertaken and passed. Sustainable drainage systems (SuDS) will be required on major development proposals.

In a Written Ministerial Statement on the 18th December 2014, the Secretary of State for Communities and Local Government set out the Government's expectation that SuDS will be provided in new developments, wherever this is appropriate. Decisions on planning applications relating to major developments should ensure that SuDS for the management of run-off are put in place, unless demonstrated to be inappropriate.

Under these arrangements, Local Planning Authorities should consult the relevant Lead Local Flood Authority (LLFA) on the management of surface water; satisfy themselves that the proposed minimum standards of operation are appropriate and ensure through the use of planning conditions or planning obligations that there are clear arrangements in place for ongoing maintenance over the lifetime of the development. The SuDS should be designed to ensure that the maintenance and operation requirements are economically proportionate.

The NPPG states that whether SuDS should be considered will depend on the proposed development and its location, for example where there are concerns about flooding. SuDS may not be practicable for some forms of development. New development should only be considered appropriate in areas at risk of flooding if priority has been given to the use of SuDS. When considering major development, SuDS should be provided unless demonstrated to be inappropriate. Whether a SuDS system is appropriate to a particular development proposal is a matter of judgement for the Local Planning Authority and advice should be sought from relevant flood risk management bodies, principally the LLFA.

The proposed development would be solely for residential dwellings, which is classified as 'More Vulnerable', and as such, the use is consistent with the appropriate uses for Flood Zone 1, as outlined in Table 2 of the NPPF - Technical Guidance Document. It is not therefore necessary to consider the sequential or exception tests in this instance.

However, the application relates to a major development and the site area exceeds 1 ha. Therefore, a site specific Flood Risk Assessment (FRA) is required and one has been submitted with the application.

The accompanying FRA has been undertaken dated October 2016 and additional technical information was submitted, providing details of the existing

and proposed drainage system, and details of discharge rates and storage facilities. The report concludes that details of a SuDS compliant surface water disposal scheme and on site foul drainage should be considered as part of the detailed design.

The Lead Local Flood Authority has been consulted on this application, and has advised that they are satisfied that the proposed drainage scheme meets the requirements set out in the NPPF and the Ministerial Statement on SuDs and the PPG for Flood Risk and Coastal Change. If minded to grant permission a suitable worded condition should be applied to ensure that the SuDs scheme is properly implemented and maintained throughout the lifetime of the development.

Thames Water originally advised that a Grampian style condition in relation to waste water should be imposed to ensure that sufficient capacity be made to cope with the development. However, following the receipt of additional technical drainage information, Thames Water has advised that such a condition would be difficult to justify. Although it is noted that the foul water from the site would drain towards the Loxwood Road and through an area known to suffer from historical incidents of hydraulic flooding, Thames Water is exploring potential solutions to resolve the flooding. However, they have advised that the flows would be so small in comparison to the existing flooding situation that any foul modelling which would be undertaken for the site would confirm that the impact of the development would be negligible. Therefore, a Grampian condition is not required in this instance.

Having regard to the above, it is considered that the proposals would not lead to increased flood risk, either on site or elsewhere, and would accord with Policy CC4 of the Draft Local Plan Part 1 and the NPPF 2012 in this respect.

Infrastructure contributions

The three tests as set out in Regulation 122(2) require s106 agreements to be:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development.

The NPPF emphasises that to ensure viability, the costs of any requirements likely to be applied to development, such as infrastructure contributions should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

From 6th April 2015, CIL Regulation 123 was amended to mean that the use of pooled contributions under Section 106 of the Town Country Planning Act is restricted.

Policy D13 of the Local Plan states that “development will only be permitted where adequate infrastructure, services and facilities are available, or where the developer has made suitable arrangements for the provision of the infrastructure, services and facilities directly made necessary by the proposed development. The Council will have regard to the cumulative impact of development, and developers may be required to contribute jointly to necessary infrastructure improvements”.

Local Plan Policy D14 goes on to set out the principles behind the negotiation of planning obligations required in connection with particular forms of new development. The current tests for legal agreements are set out in Regulation 122 (2) of the CIL Regulations 2010 and the guidance within the NPPF.

Policy ICS1 of the Draft Local Plan Part 1 states that infrastructure considered necessary to support new development must be provided either on- or off-site or by the payment of contributions through planning obligations and/or the Community Infrastructure Levy. The Council will resist the loss of key services and facilities unless an appropriate alternative is provided or evidence is presented which demonstrate that the facility is no longer required. New services and facilities where required will be supported. Land for infrastructure, as identified through the Infrastructure Delivery Plan, will be safeguarded.

At that point, no more may be collected in respect of a specific infrastructure project or a type of infrastructure through a Section 106 agreement, if five or more obligations for that project or type of infrastructure have already been entered into since 6th April 2010 and it is a type of infrastructure that is capable of being funded by CIL.

In the light of the above change, the infrastructure providers have been requested to confirm that the identified contributions contained within the PIC calculator meet the tests of CIL Regulations 122 and 123. The final obligations to be included within the Section 106 agreement will need to satisfy the tests of the Regulations.

Infrastructure providers responsible for the provision of infrastructure within Waverley have been consulted and, as a result, the following contributions are sought and justified:

Early years contribution	£18,172
Primary contribution	£92,664
Secondary contribution	£0
Surface and drainage improvement to Public Footpath 404	£20,000
Safety improvements at Alfold Crossways and Loxwood Road	£25,000
Provision of affordable housing (33%)	
Provision of recycling containers	£757
Contributions towards Clappers Meadow Play Space Improvements	£7,875
Environmental Improvements (village signs etc)	£5,000
Total	£169,468 plus 9 affordable units

The providers have confirmed that the proposed contributions would not result in the pooling of more than 5 contributions towards one specific piece of infrastructure. The infrastructure improvements required would therefore comply with CIL Regulations 122 and 123.

The applicant has indicated a willingness to enter into a suitable legal agreement to secure relevant contributions. As of yet, a signed and completed legal agreement has not been received. However, it is anticipated that an agreement would be entered into. Subject to the receipt of a suitable, signed legal agreement to secure infrastructure contributions, it is concluded that the proposal would adequately mitigate for its impact on local infrastructure and the proposal would comply with the requirements of the Local Plan and the NPPF in respect of infrastructure provision.

Financial Considerations

Section 70 subsection 2 of the Town and Country Planning Act 1990 (as amended) states that any local financial considerations are a matter to which local planning authorities must have regard to in determining planning applications; as far as they are material for the application.

The weight to be attached to these considerations is a matter for Committee.

Local financial considerations are defined as grants from Government or sums payable to the authority under the Community Infrastructure Levy (CIL). This means that the New Homes Bonus (NHB) is capable of being a material consideration where relevant. In the current case, the approval of the

application would mean that the NHB would be payable for the net increase in dwellings from this development. The Head of Finance has calculated the indicative figure of £1,450 per net additional dwelling (total of £39,150) per annum for six years. A supplement of £350 over a 6 year period is payable for all affordable homes provided for in the proposal, (total of £3,150.00 per annum).

Biodiversity and compliance with Habitat Regulations 2010

The NPPF requires that when determining planning application, local planning authorities should aim to conserve and enhance biodiversity by applying the following principles:

If significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for then planning permission should be refused.

In addition, Circular 06/2005 states 'It is essential that the presence or otherwise of protected species and the extent that they may be affected by the proposed development, is established before planning permission is granted.'

Policy NE1 of the Draft Local Plan Part 1 states that the Council will seek to conserve and enhance biodiversity within Waverley. Development should retain, protect and enhance features of biodiversity and geological interest and ensure appropriate management of those features. Adverse impacts should be avoided or, if unavoidable, appropriately mitigated.

The application property does not fall within a designated SPA, SAC, SNCI or SSSI. It is not within 200m of ancient woodland, whilst there is a pond on the opposite side of the road, given the existing tarmacked nature of the site and the fact that the site is separated from the body of water by the A281 road, it is not considered that this is material in this instance.

The application is accompanied by an Ecological Assessment undertaken by Richard Tofts Ecology, November 2016 which acknowledges that the site is not subject to any ecological designations and that the habitats within the site are considered to be of value only in the context of the immediate locality. None of the buildings show evidence of bat or other protected species potential.

A further document addressing the Bat Roost Potential of trees by Richard Tofts Ecology, dated 26th May 2017 has been submitted and has demonstrated that bats do not pose a threat to the felling of the trees.

Whilst no protected fauna was found during the survey, it was noted that the adjacent neglected paddock supports a Pennyroyal, a noteworthy plant species, the woody habitat within the site is likely to be used by nesting birds during the breeding season.

The assessment considers that given that the development focuses on those parts of the site that have been previously developed and which are of negligible biodiversity value, the proposals are considered to have a negligible ecological impact. However given the presence of a moderate range of habitats elsewhere within the site does provide an opportunity for ecological enhancements through management and habitat creation within the retained areas.

The Surrey Wildlife Trust has been consulted on this application and have advised that bats would not appear to be a constraint to the development. In relation to reptiles, the development should only proceed in a precautionary manner. In relation to breeding birds, works should be undertaken in accordance with recommendations and mitigation set out in section 4.10 of the submitted Ecological Assessment Report. It is also recommended that conditions be imposed requiring the submission of a Landscape and Ecological Management Plan together with a Sensitive Lighting Management Plan.

As such, Officers consider it would be reasonable and necessary to impose a condition on any permission granted requiring the development be implemented in accordance with Section 4.10 of 4.11 of the Ecological Assessment Report.

Overall, the proposed development would accord with Policy D5 of the Local Plan, Policy NE1 of the Draft Local Plan Part 1, and the NPPF.

Accessibility and Equalities Act 2010, Crime and Disorder and Human Rights Implications

There are no implications for this application.

Environmental Impact Regulations 2011 (as amended)

The proposal is considered not to be EIA development under either Schedule 1 or 2 of the EIA Impact Regulations 2011 (as amended) or a variation/amendment of a previous EIA development nor taken in conjunction with other development that is likely to have a significant environmental effect.

Response to Third Party comments

A number of concerns have been highlighted by third party representations. These comments have been carefully considered by officers.

The majority of the concerns relate to the implications for the A281 and highway safety concerns, the loss of the existing garden centre and local employment, concern at further housing proposals in the village and the wider character of Alfold , flooding implications and the impact on wildlife.

Most of these issues have been addressed in the body of the report. In particular the Highway Authority has raised no objection to the proposed development and therefore a refusal on technical grounds of impact on highway and pedestrian safety could not be justified. Furthermore, whilst officers understand the concerns relating to the loss of a local employer, there is no means of protecting the existing commercial use of the site.

It is noted that the proposed scheme proposes a greater density than the other tandem application, however, in the view of officers this makes a better use of the available land.

The Flood Risk Assessment has been carefully considered and reviewed by the Lead Local Flood Authority which has raised no objections subject to conditions. It is also noted that Thames Water also raises no objections.

In relation to concerns regarding light pollution, it is accepted that any new residential development will introduce lighting, however this is not a completely isolated site, the existing residential areas are not far from the site and a petrol filling station is immediately to the south, therefore whilst care would need to be taken at the detailed stage with respect to the provision of any new lighting it is considered that it would be difficult to refuse permission on light pollution grounds in this instance.

Cumulative Effects/in-combination effects

It is important that the cumulative effect of the proposed development and any other committed developments (i.e. schemes with planning permission, (taking into consideration impacts at both the construction and operational phases), or those identified in local planning policy documents) in the area are considered.

Cumulative effects comprise the combined effects of reasonably foreseeable changes arising from the development and other development within a specific geographical area and over a certain period of time. The significance

of cumulative impacts needs to be assessed in the context of characteristics of the existing environment. This is to ensure that all of the developments:

- Are mutually compatible; and
- Remain within the environmental capacity of the area and its environs.

Officers have considered the surrounding areas for any developments which require consideration. It is noted that the scheme for development proposed at Dunsfold Park and Springbok are currently at appeal. It is also noted that there is a scheme for 39 units currently being considered at Brockhust Farm. However, given that this site lies directly onto the A281 and given the modest scale of the development at 27 units it is considered that the proposal would not have any significant environmental effects, whether in combination with other development or on its own. As such, the proposed development would not cause cumulative harm to the character and amenity of the area or highway safety.

Pre Commencement Conditions

Article 35 of the DMPO 2015 requires that for any application for planning permission, the Notice must state clearly and precisely the full reasons, in the case of each pre-commencement condition, for the condition being a pre-commencement condition. This is in addition to giving the full reason for the condition being imposed.

“Pre commencement condition” means a condition imposed on the grant of permission which must be complied with: before any building/ other operation/ or use of the land comprised in the development is begun.

Where pre commencement conditions are justified, these are provided with an appropriate reason for the condition.

Development Management Procedure Order 2015 - Working in a positive/proactive manner

In assessing this application, officers have worked with the applicant in a positive and proactive manner consistent with the requirements of paragraphs 186-187 of the NPPF. This included:-

Provided or made available pre application advice to seek to resolve problems before the application was submitted and to foster the delivery of sustainable development.

Provided feedback through the validation process including information on the website, to correct identified problems to ensure that the application was correct and could be registered;

Have suggested/accepted/negotiated amendments to the scheme to resolve identified problems with the proposal and to seek to foster sustainable development.

Have proactively communicated with the applicant through the process to advise progress, timescales or recommendation.

Conclusion/ planning judgement

The application is for outline planning permission with access and layout to be considered at this stage, with other details, including appearance, scale and landscaping being reserved.

In forming a conclusion, the NPPF requires that the benefits of the scheme must be balanced against any negative aspects of the scheme.

The site is located in the Countryside Beyond the Green Belt, and as such the development would encroach into the countryside, however the site is also considered to be previously developed land, being a garden centre falling within an A1 use class and having regard to the associated level of hardstanding across the site.

Whilst the site is located with limited access to services and facilities the scale of development is not such that would result in a significant level of vehicular movements nor is the site subject to any protected landscape designation. As such the level of the proposed development is proportionate to the scale of the village and in line with the projected growth in the emerging Local Plan.

The County Highway Authority has assessed the application and has raised no objection on highway safety or capacity grounds.

In terms of flood risk, the site is located within Flood Zone 1 and is not therefore at risk of flooding from rivers. No objection has been raised by the relevant statutory bodies on flooding or drainage grounds and the detailed arrangements could be adequately secured by condition.

The scheme would deliver both market and affordable housing, which would contribute towards housing in the Borough. Furthermore, the proposal would provide for 33% on site affordable housing which weighs in favour of the application. Whilst the applicant has agreed to enter into a Section 106

agreement to secure the affordable provision this has not to date been secured via Section 106 agreement.

Officers consider the proposal would provide an appropriate mix of dwellings to help meet identified housing need in line with the SHMA 2015, Local Plan policy and Paragraph 50 of the NPPF.

It is concluded that the adverse impacts of the development in relation to the impact on the character of the countryside and the suburbanisation of the site would not outweigh the benefits of providing new housing, including 33% affordable provision and the provision of play provision in this instance.

Recommendation A

That, subject to the completion of a Section 106 agreement to secure contributions towards: education, environmental enhancements, play space provision, recycling, highway and footpath improvements, the provision of 33% affordable housing and the proposed mix, the provision of on site play space and the provision of a management company, SuDs maintenance and management, permission be GRANTED subject to conditions.

1. Condition

Details of the reserved matters set out below ('the reserved matters') shall be submitted to the Local Planning Authority for approval within three years from the date of this permission:

1. scale;
2. landscaping; and
3. appearance.

The reserved matters shall be carried out as approved. Approval of all reserved matters shall be obtained from the Local Planning Authority in writing before any development is commenced.

Reason

To enable the Local Planning Authority to control the development in detail and to comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

2. Condition

The development to which this permission relates must be begun not later than the expiration of two years from the final approval of reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

Reason

To enable the Local Planning Authority to control the development in detail and to comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

3. Condition

The plan numbers to which this permission relates are Location Plan PL01; Site layout PL02 Rev C; PL03; Existing floor plans and elevation T717-103; Alfold Garden Centre. The development shall be carried out in accordance with the approved plans. No material variation from these plans shall take place unless otherwise first agreed in writing with the Local Planning Authority.

Reason

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

4. Condition

The development hereby permitted shall not commence until details of the design of a surface water drainage scheme has been submitted to and approved in writing by the Local Planning Authority. Those details shall include:

- a) A design that satisfies the SuDS Hierarchy and includes the results from the infiltrations testing;
- b) A design that is compliant with the national Non-Statutory Technical Standards for SuDS;
- c) Evidence that the proposed solution will effectively manage the 1 in 30 and 1 in 100 (+30% allowance for climate change storm events, during all stages of the development (Pre, Post and during), associated discharge rates and storage volumes shall be provided using a discharge rate as close to greenfield run-off as reasonably practical;
- d) Details of how the orifice plate / discharge mechanism off site will be protected from blockage.

Reason

To ensure the design meets the technical standards for SuDS and the final drainage design does not increase flood risk on or off the site. This is a pre-commencement condition as the matter goes to the heart of the permission.

5. Condition
Prior to the first occupation of the development, a verification report carried out by a qualified drainage engineer must be submitted to and approved by the Local Planning Authority to demonstrate that the Sustainable Drainage System has been constructed as per the agreed scheme.

Reason

To ensure the Sustainable Drainage System is designed to the technical standards. This is a pre-commencement condition as the matter goes to the heart of the permission.

6. Condition
No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a Written Scheme of investigation which has been submitted by the applicant and approved by the Local Planning Authority.

Reason

To ensure an acceptable impact on archaeological features in accordance with Policy HE15 of the Waverley Local Plan 2002. This is a pre-commencement condition as the matter goes to the heart of the permission.

7. Prior to commencement of development, other than that required to be carried out as part of demolition or approved scheme of remediation, the following shall be submitted to and approved in writing by the Local Planning Authority:

a) An investigation and risk assessment, in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The investigation and risk assessment shall be undertaken by a competent person as defined in Annex 2: Glossary of the NPPF.

b) If identified to be required, a detailed remediation scheme shall be prepared to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property. The scheme shall include

- (i) All works to be undertaken
- (ii) Proposed remediation objectives and remediation criteria
- (iii) Timetable of works
- (iv) Site management procedures

The scheme shall ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation. The remediation works shall be carried out in strict accordance with the approved scheme. The Local Planning Authority shall be given two weeks written notification of commencement of the remediation scheme works

Reason

In order to ensure no environmental harm as a result of contamination in accordance with Policy D1 of the Waverley Borough Local Plan 2002. This is a pre-commencement condition as the matter goes to the heart of the construction process.

8. Condition

Upon completion of the approved remediation works, a verification report demonstrating the effectiveness of the approved remediation works carried out shall be completed in accordance with condition 7 and shall be submitted to the Local Planning authority for approval prior to occupation of the development.

Reason

In order to ensure no environmental harm as a result of contamination in accordance with Policy D1 of the Waverley Borough Local Plan 2002.

9. Condition

Following commencement of the development hereby approved, if unexpected contamination is found on site at any time, other than that identified in accordance with Condition 7, the Local Planning Authority shall be immediately notified in writing and all works shall be halted on the site. The following shall be submitted and approved in writing by the Local Planning Authority prior to the recommencement of works:

a) An investigation and risk assessment, undertaken in the manner set out in Condition 7 of this permission.

b) Where required, a remediation scheme in accordance with the requirements as set out in Condition 7.

c) Following completion of approved remediation works, a verification report, in accordance with the requirements as set out in Condition 6.

Reason

In order to ensure no environmental harm as a result of contamination in accordance with Policy D1 of the Waverley Borough Local Plan 2002.

10. Condition

The development hereby approved shall not be first occupied unless and until the proposed vehicular and pedestrian access to Horsham Road has been constructed and provided with visibility splays in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority and subject to the Highway Authority's safety and technical requirements. Thereafter the visibility splays shall be kept permanently clear of any obstruction between 0.6m and 2.0m above ground level.

Reason

This condition is required in order that the development should not prejudice highway safety nor cause inconvenience to other highway users in accordance with Policy M2 of the Waverley Borough Local Plan 2002.

11. Condition

The development hereby approved shall not be first occupied unless and until the existing footway between the proposed modified site access and the adjacent Petrol Filling Station has been widened to 2.0m, in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority and subject to the Highway Authority's safety and technical requirements.

Reason

The above condition is required in order that the development should not prejudice highway safety nor cause inconvenience to other highway users in accordance with Policy M2 of Waverley Borough Local Plan 2002.

12. Condition

The development hereby approved shall not be first occupied unless and until space has been laid out within the site in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority for vehicles to be parked and for vehicles to turn so that they may enter and leave the site in forward gear. Thereafter the parking and turning areas shall be retained and maintained for their designated purpose.

Reason

The above condition is required in order that the development should not prejudice highway safety nor cause inconvenience to other highway users, in accordance with Policy M2 of Waverley Borough Local Plan 2002.

13. Condition

No development shall commence until a Construction Transport Management Plan, to include details of:

- (a) parking for vehicles of site personnel, operatives and visitors
- (b) loading and unloading of plant and materials
- (c) storage of plant and materials
- (d) programme of works (including measures for traffic management)
- (e) provision of boundary hoarding behind any visibility zones
- (f) measures to prevent the deposit of materials on the highway

has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

Reason

The above condition is required in order that the development should not prejudice highway safety nor cause inconvenience to other highway users, in accordance with Policy M2 of Waverley Borough Local Plan 2002. This is a pre-commencement condition as the matter goes to the heart of the construction process.

14. Condition

No development shall take place until details have been submitted to and approved in writing by the Local Planning Authority showing the existing and proposed ground levels of the site and proposed ground levels and finished floor levels of the development hereby permitted. The development shall be carried out in strict accordance with the approved details.

Reason

In the interest of the character and amenity of the area in accordance with Policies C2, D1 and D4 of the Waverley Borough Local Plan 2002. This is a pre-commencement condition as this matter goes to the heart of the acceptability of the development.

15. Condition

Full details of the waste and recycling storage facilities shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development. The development shall be carried out in accordance with the approved details.

Reason

To ensure an acceptable level of waste and recycling storage is provided in accordance with Policies D1 and D4 of the Waverley Local Plan 2002

16. Condition

Construction works or deliveries to and from the site shall not take place outside the hours of 08:00-18:00 on Monday to Friday, 08:00-13:00 Saturday, and no activities on Sunday and Bank Holidays.

Reason

In the interest of the amenities of the area, in accordance with Policies D1 and D4 of the Waverley Borough Local Plan 2002.

17. Condition

No burning of materials shall take place on site during the construction of the development

Reason

In the interest of the amenities of the area, in accordance with Policies D1 and D4 of the Waverley Borough Local Plan 2002.

18. Condition

The development hereby permitted shall be carried out in strict in accordance with the recommendations set out in section 4.10 of the Ecological Assessment by Richard Tofts Ecology dated November 2016.

Reason

In the interests of the ecology of the site and to accord with the Wildlife and Countryside Act 1981 and Regulation 40 of the Conservation of Species and Habitats Regulations 2010 and to comply with Policy D5 of the Waverley Borough Local Plan 2002 and the NPPF 2012.

19. Condition

Prior to the commencement of development, a detailed landscape and ecological management plan (LEMP) shall be submitted to and approved in writing by the Local Planning Authority. The LEMP shall include:

- a) description and evaluation of features to be managed and created including measures to compensate for the loss of reptile and nesting bird habitat, together with details of precautionary working methods;
- b) Numbers and location of bat and bird boxes;
- c) Landscaping plans to include the use of locally native species;
- d) Aims and objectives of management;
- e) Appropriate management options to achieve aims and objectives

- f) Prescriptions for management actions;
- g) Preparation of costed work schedule for securing biodiversity enhancements in perpetuity;
- h) ongoing monitoring and remedial measures

Reason

In the interests of the ecology of the site and to accord with the Wildlife and Countryside Act 1981 and Regulation 40 of the Conservation of Species and Habitats Regulations 2010 and to comply with Policy D5 of the Waverley Borough Local Plan 2002 and the NPPF 2012. This is a pre-commencement condition as it relates to the demolition phases of the development.

20. Within one month of commencement of development a detailed scheme of external lighting has been submitted to and approved in writing by the Local Planning Authority. The development should be carried out in strict accordance with the approved details. The scheme shall be maintained and shall not be altered without the prior written approval of the Local Planning Authority. The lighting shall be installed, maintained and operated in accordance with the approved details unless the Local Planning Authority gives its written consent to the variation.

Reason

In the interest of the amenities of the area, in accordance with Policies C2, D1 and D4 of the Waverley Borough Local Plan 2002.

21. Condition

No development shall take place, including any works of demolition, until a Construction Environmental Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period. The Plan shall provide for:

- i. An indicative programme for carrying out of the works
- ii. The arrangements for public consultation and liaison during the construction works
- iii. Measures to minimise the noise (including vibration) generated by the construction process to include hours of work, proposed method of piling for foundations, the careful selection of plant and machinery and use of noise mitigation barrier(s)
- iv. Details of any floodlighting, including location, height, type and direction of light sources and intensity of illumination
- v. the parking of vehicles of site operatives and visitors

- vi. loading and unloading of plant and materials
- vii. storage of plant and materials used in constructing the development
- viii. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- ix. wheel washing facilities
- x. measures to control the emission of dust and dirt during construction
- xi. a scheme for recycling/disposing of waste resulting from demolition and construction works

Reason

In the interest of the amenities of the area, in accordance with Policies C2, D1 and D4 of the Waverley Borough Local Plan 2002. This is a pre-commencement condition as the matter goes to the heart of the construction process.

22. Condition

Prior to commencement of any works on site, a detailed tree survey (species, locations and condition) and schedule accurately showing all trees to be retained and giving details of any tree removal and surgery required, shall be submitted to and approved by the Local Authority in writing. No retained tree shall be cut down, uprooted or destroyed nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the Local Planning Authority. If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local Planning Authority.

Reason

To adequately protect all trees worthy of retention from development harm and to provide for their amenity contribution thereafter. This is a pre-commencement condition as the matter goes to the heart of the acceptability of the development and the construction process.

23. Condition

No development shall commence, including any site remediation or groundwork preparation, until a series of detailed, scaled Tree Protection Plans 'TPP's' for each phase of development and related Arboricultural Method Statement has been submitted to and approved in writing by the Local Planning Authority. This shall include details of the specification and location of exclusion fencing, ground protection and any development activity that may take place within the Root Protection Area of trees shown to scale on the TPP's including installation of service

routings. All works shall be carried out in strict accordance with the approved details.

Reason

To adequately protect all trees worthy of retention from development harm and to provide for their amenity contribution thereafter. This is a pre-commencement condition as the matter goes to the heart of the acceptability of the development and the construction process.

24. Condition

Arboricultural Supervision

a) No development, site remediation, groundworks or demolition processes shall be undertaken until an agreed scheme of supervision for the arboricultural protection measures has been submitted to and approved in writing by the Local Planning Authority. The supervision and monitoring shall be undertaken in strict accordance with the approved details. The scheme shall include details of a pre-commencement meeting between the retained arboricultural consultant, local planning authority Tree Officer and personnel responsible for the implementation of the approved development and timings, frequency & methods of site visiting and an agreed reporting process to the Local Planning Authority.

b) This tree condition may only be fully discharged on completion of the development subject to satisfactory written evidence of contemporaneous monitoring and compliance by the pre-appointed tree specialist during development.

Reason

To adequately protect all trees worthy of retention from development harm and to provide for their amenity contribution thereafter. This is a pre-commencement condition as the matter goes to the heart of the acceptability of the development and the construction process.

Informatives

1. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.
2. The applicant is advised that the scheme should be designed such that it would meet the Secure by Design Gold standard.

3. The permission hereby granted shall not be construed as authority to carry out any works on the highway or any works that may affect a drainage channel/culvert or water course. The applicant is advised that a permit and, potentially, a Section 278 agreement must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. All works on the highway will require a permit and an application will need to be submitted to the County Council's Street Works Team up to 3 months in advance of the intended start date, depending on the scale of the works proposed and the classification of the road. Please see <http://www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/the-traffic-management-permit-scheme>. The applicant is also advised that Consent may be required under Section 23 of the Land Drainage Act 1991. Please see www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/floodingadvice.
4. The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).
5. The developer is advised that as part of the detailed design of the highway works required by the above conditions, the County Highway Authority may require necessary accommodation works to street lights, road signs, road markings, highway drainage, surface covers, street trees, highway verges, highway surfaces, surface edge restraints and any other street furniture/equipment.
6. "IMPORTANT" This planning permission contains certain conditions precedent that state 'before development commences' or 'prior to commencement of any development' (or similar). As a result these must be discharged prior to ANY development activity taking place on site. Commencement of development without having complied with these conditions will make any development unauthorised and possibly subject to enforcement action such as a Stop Notice. If the conditions have not been subsequently satisfactorily discharged within the time allowed to implement the permission then the development will remain unauthorised.
7. There is a fee for requests to discharge a condition on a planning consent. The fee payable is £97.00 or a reduced rate of £28.00 for household applications. The fee is charged per written request not per

condition to be discharged. A Conditions Discharge form is available and can be downloaded from our web site.

Please note that the fee is refundable if the Local Planning Authority concerned has failed to discharge the condition by 12 weeks after receipt of the required information.

8. This permission creates one or more new units which will require a correct postal address. Please contact the Street Naming & Numbering Officer at Waverley Borough Council, The Burys, Godalming, Surrey GU7 1HR, telephone 01483 523029 or e-mail waverley.snn@waverley.gov.uk

For further information please see the Guide to Street and Property Naming on Waverley's website.

9. The Council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.

Recommendation B:

That if the requirements of recommendation A are not met within 3 months of the date of the committee resolution, permission be REFUSED, for the following reasons:

1. The applicant has failed to enter into an appropriate legal agreement to secure the provision of affordable housing within the meaning of the NPPF, appropriate to meet Waverley Borough Council's housing need. The proposal would therefore fail to create a sustainable, inclusive and mixed community, contrary to the requirements of paragraph 50 of the NPPF.
2. The applicant has failed to enter into an appropriate legal agreement to secure contributions towards, education, environmental enhancements, play space provision, recycling, highway and footpath improvements, and the ongoing management and maintenance of SuDS and public open spaces. The proposal therefore conflicts with Policies D13, D14 and M2 of the Waverley Borough Local Plan 2002 and paragraphs 7 and 17 of the NPPF.

Agenda Item 5.

A2 WA/2016/0114
Wyevale Garden Centres Ltd.
19/01/2016

Outline application for the erection of 10 dwellings, including 2 affordable with associated access works following demolition of existing garden centre buildings and associated works. Access and layout to be considered at outline, (as amended by plan received 20/04/2017) at Alfold Garden Centre, Horsham Road, Alfold GU6 8JE

Committee: Joint Planning Committee
Meeting Date: 10/07/2017

Public Notice: Was Public Notice required and posted: Yes
Grid Reference: E: 504285 N: 134976

Parish: Alfold
Ward: Alfold, Cranleigh Rural and Ellens Green
Case Officer: Mrs J Dawes
13 Expiry Date: 19/04/2016
Neighbour Notification Expiry Date: 04/03/2016
Neighbour Notification: 12/5/2017
Amended/Additional Expiry Date:
Time extension agreed to: Yes
Extended expiry date:: 31/08/2017

RECOMMENDATION That, permission be REFUSED

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Introduction

The application has been brought before the Area Committee as one of two development proposals being considered on the same site. The larger of the two applications (WA/2017/0198) does not fall within the Council's Scheme of Delegation.

This planning application seeks outline permission of the development proposal with the access and layout for consideration, with all other matters reserved.

An application for outline permission is used to establish whether, in principle, the development would be acceptable. This type of planning application seeks a determination from the Council as to the acceptability of the principle of the proposed development. If outline planning permission is granted, details reserved for future consideration would be the subject of a future reserved matters application.

As indicated above this outline application also seeks detailed approval in relation to the access and layout.

Access - this covers the accessibility for all routes to and within the site, as well as the way they link up to other roads and pathways outside of the site.

Layout - includes buildings, routes and open spaces, including the provision of a Local Area of Play (LAP) and a Local Equipped Area of Play (LEAP) within the development and the way they are laid out in relation to buildings and spaces outside the development.

The reserved matters would include:

Appearance - aspects of a building or place which affect the way it looks, including the exterior of the development.

Scale - includes information on the size of the development, including the height, width and length of each proposed building.

Landscaping - aspects of a building or place which affect the way it looks, including the exterior of the development.

If outline permission is granted, a reserved matters application must be made within three years of the grant of permission (or a lesser period, if specified by a condition on the original outline approval). The details of the reserved matters application must accord with the outline planning permission, including any planning condition attached to the permission.

Location Plan



Site Description

Alfold Garden Centre is located on the western side of the A281 to the south east of the Alfold Crossways junction. The site is currently used as a Garden Centre with associated hardstanding and car parking and includes covered canopies and polytunnels.

A residential property, Medland House, lies immediately to the north east of the site and a petrol filling station lies immediately to the south east. A field lies to the north.

The application site measures 1.19 hectares.

Proposal

The proposal is for outline planning permission with access and layout to be considered. The proposal is for the development of 10 residential dwellings, following the demolition of existing garden centre buildings. The proposal also includes a Local Area of Play (LAP).

Of the proposed 10 dwellings, 2 would be affordable with 8 market dwellings. Whilst the application does not provide an indication of the proposed mix for the market units, it is noted that of the affordable units one would be 1-bed and one 2-bed.

The supporting information indicates that issues of scale are reserved, however indicative elevations demonstrate that the scale of units envisaged would be predominantly two storey. A pair of semi detached bungalows are also indicated.

Vehicular access to the site would be taken from the existing entrance onto the A281, although the existing access would be altered, reducing the existing junction radii to 10 m, tapering to a carriageway width of 5.5m which would taper further to 4.8m within the site itself.

The proposals include footway provision on each side of the access road, for the first 55m, which will connect with the existing footway provision. The footway to the south of the site to the petrol filling station and convenience store would be provided at a width of 1.8m.

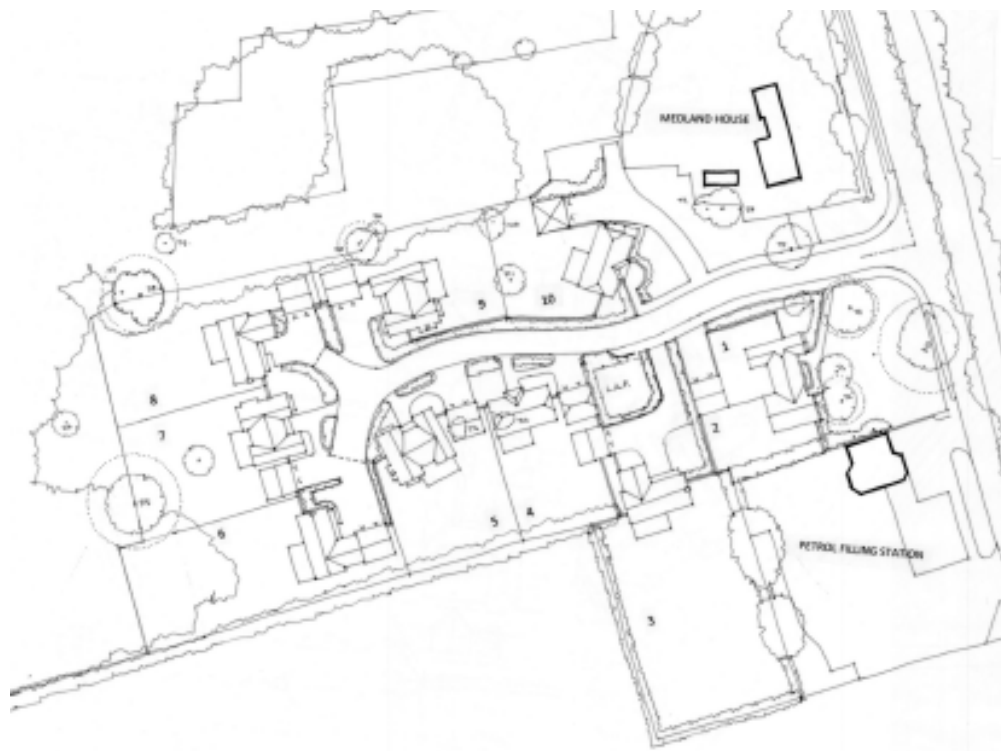
Heads of Terms

The following matters are proposed to be subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990 (as amended):

Early years contribution	£6,731
Primary contribution	£29,378
Secondary contribution	£0
Provision of affordable housing	2 (20%)
Provision of recycling containers	£300
Total	£36,409

- The provision and future maintenance, management and financial responsibility for an on site LAP and SuDS.

Proposed Site Layout



Indicative Elevations



BUNGALOWS PLOTS 1 & 2



Relevant Planning History

There is a lengthy planning history relating to the Garden Centre:

WA/2017/0198	Outline application with all matters reserved except access and layout for erection of 27 dwellings including 9 affordable with new access and associated works following demolition of existing buildings.	Not yet determined
WA/2012/1099	Erection of a replacement poly tunnel and replacement of part of glazed walls of greenhouse with timber.	Full permission 03/09/2012
WA/2009/0625	Change of use of part of car park to provide a hand car wash facility and the erection / siting of a storage container.	Full Permission 18/06/2009
WA/2000/1009	Erection of covered sales and display area (as amplified by letter dated 15/09/00)	Full permission 5/10/2000
WA/1997/1973	Continued use of refurbished polytunnel and greenhouse for garden centre purposes; retention of field shelter, and provision of overflow car parking and bulk storage areas (as amended and amplified by letters 17/04/98, 22/06/98, 11/01/99 , 05/02/99)	Full Permission 05/03/1999

WA/1996/0651	Erection of replacement greenhouses (renewal of WA91/0841) (as amplified by letter dated 25/07/96 and amended by letter and plan received 30/09/96)	Full Permission 10/10/1996
WA/1991/0841	Erection of replacement glasshouses (as amended by letters and plans received 10/09/91)	Full Permission 23/10/1991
WA/1978/1699	Erection of single storey link building between existing shop and new green house	Full Permission 15/12/1978
WA/1978/0931	Demolition of existing greenhouse and erection of new resisted green house, erection of new display unit	Full Permission 14/08/1978
WA/1976/1040	Erection of car park for customers and replacement of storage and garage facilities to replace buildings to be demolished	Full permission 30/09/1976
HM/R 17396	Two seasonable display of produce for sale sign	Approve 5/12/1968
HM/R 16996	Three additional greenhouses, lock up garages and sales office for garden centre	Approve 16/04/1968
HM/R 14823	Erection of glasshouses for tomato and lettuce growing	Approve 14/01/1965

Planning Policy Constraints

Countryside beyond Green Belt - outside rural settlement boundary
Contaminated land

Development Plan Policies and Proposals

Saved Policies of the Waverley Borough Local Plan 2002:

Policy C2	Development in the Countryside
Policy D1	Environmental Implications of Development
Policy D2	Compatibility of Uses
Policy D4	Design and Layout
Policy D5	Nature Conservation
Policy D7	Trees, Hedgerows and Development
Policy D8	Crime Prevention
Policy D9	Accessibility
Policy D13	Essential Infrastructure
Policy D14	Planning Benefits

Policy H4	Density and Size of Dwellings
Policy H10	Amenity and Play Space
Policy HE15	Unidentified Archaeological Sites
Policy M1	The Location of Development
Policy M2	The Movement Implications of Development
Policy M4	Provision for Pedestrians
Policy M5	Provision for Cyclists
Policy M14	Car Parking Standards

Draft Local Plan Part 1 Policies:

Policy RE1	Countryside beyond the Green Belt
Policy TD1	Townscape and Design
Policy NE1	Biodiversity and Geological Conservation
Policy NE2	Green and Blue Infrastructure
Policy SP1	Presumption in Favour of Sustainable Development
Policy SP2	Spatial Strategy
Policy ICS1	Infrastructure and Community Facilities
Policy AHN1	Affordable Housing on Development Sites
Policy AHN3	Housing Types and Size
Policy LRC1	Leisure, Recreation and Cultural Facilities
Policy ALH1	The Amount and Location of Housing
Policy ST1	Sustainable Transport
Policy CC1	Climate Change
Policy CC2	Sustainable Construction
Policy CC3	Renewable Energy Development
Policy CC4	Flood Risk Management

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires all applications for planning permission to be determined in accordance with the Development Plan, unless material considerations indicate otherwise. The adopted Local Plan (2002) therefore remains the starting point for the assessment of this proposal.

The National Planning Policy Framework (NPPF) is a material consideration in the determination of this case. In line with paragraph 215 due weight may only be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The report will identify the appropriate weight to be given to the Waverley Borough Local Plan 2002.

The Council is in the process of replacing the adopted 2002 Local Plan with a new two part document. Part 1 (Strategic Policies and Sites) will replace the Core Strategy that was withdrawn in October 2013. Part 2 (Non-Strategic Policies and Site Allocations) will follow the adoption of Part 1. The new Local

Plan builds upon the foundations of the Core Strategy, particularly in those areas where the policy/approach is not likely to change significantly. The Council approved the publication of the draft Local Plan Part 1 for its Pre-submission consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 on 19 July 2016. The consultation period commenced in August 2016 and closed on 3 October 2016. On the 21st December 2016 the Council submitted the draft Local Plan Part 1 for Examination. In accordance with paragraph 216 of the NPPF, weight can be given to the draft Plan, but the degree to which it can is determined by the stage the Plan has reached and the extent to which there are any unresolved objections to it. It is considered that significant weight can be given to the Draft Plan following its publication on Friday 19 August, given its history of preparation thus far, the iterations of it and the extent of consultation and consideration on it to date. The weight afforded to the Draft Local Plan will increase as the Plan progresses through Examination and onto its adoption in 2017.

Other guidance:

- National Planning Policy Framework (2012)
- National Planning Practice Guidance (2014)
- Land Availability Assessment (2016)
- West Surrey Strategic Housing Market Assessment (2015) and Addendum 2015
- Infrastructure Delivery Plan (2012)
- Settlement Hierarchy (Update 2012)
- Climate Change Background Paper (2011)
- Open Space, Sport and Recreation (PPG17) Study 2012
- Statement of Community Involvement (2014 Revision)
- Strategic Flood Risk Assessment (2015/2016)
- Viability Assessment (2016)
- Planning Infrastructure Contributions SPD (2008)
- Cycling Plan SPD (April 2005)
- Council's Parking Guidelines (2013)
- Density and Size of Dwellings SPG (2003)
- Residential Extensions SPD (2010)
- Vehicular and Cycle Parking Guidance (Surrey County Council 2012)
- Waverley Local Plan Strategic Highway Assessment (Surrey County Council, 2016)
- Surrey Design Guide (2002)
- Alfold Design Statement

Consultations and Parish Council Comments

County Highway Authority	There are no objections on safety, capacity and policy grounds - recommends conditions and informatives
Alfold Parish Council	<p>Alfold Parish Council does not object to the proposed development, although regrets the loss of the facility in the village and loss of employment.</p> <p>Parish Council request that the planning authority are satisfied on the following matters and if necessary impose relevant conditions:</p> <ul style="list-style-type: none"> - Ensure that proposed means of foul water drainage satisfies requirements of Southern Water; - For the S106 agreement to ensure the appropriate percentage of open market dwellings that can be occupied before delivery or construction of the affordable dwellings; - That prior to commencement of development, a registered provider has been established for the affordable dwellings. <p>Parish would be concerned at any potential development on the remainder of the site and would be unlikely to support an enlarged development.</p>
Natural England	No comments to make
Lead Local Flood Authority	Satisfied that a viable method of dealing with surface water can be achieved which would not increase flood risk. Therefore, no objections to the application, subject to submission of an appropriate SuDS design at detailed design stage. Recommends that should planning permission be granted, that suitably worded conditions are applied to ensure that the SuDS is properly implemented and maintained throughout the lifetime of the development.

	<p>Recommends condition.</p>
<p>Thames Water</p>	<p>There are public sewers crossing close to the development, in order to protect public sewers and to ensure that Thames Water can gain access to those sewers for future repair and maintenance, approval should be sought from Thames Water where the erection of a building would be over the line of, or would come within 3m of a public sewer.</p> <p>Surface Water drainage is the responsibility of a developer to make proper provision.</p> <p>With regard to water infrastructure capacity, no objections are raised to the application.</p> <p>Thames water will aim to provide a minim pressure of 10m head (approx. 1 bar) and a flow rate of 9 litres / minute.</p>
<p>County Archaeologist</p>	<p>The desk based assessment produced by Oxford Archaeology South uses appropriate professional expertise to identify and assess the significance of any Heritage Assets. The Assessment has consulted all available sources to provide a thorough overview of the archaeological potential of the site and surrounding area and concludes that the site has a moderate potential for archaeological remains from the prehistoric and Roman periods with less potential for other periods. Further archaeological investigations in the form of a trench evaluation are required.</p> <p>The recommendations of the assessment and results of the evaluation will enable mitigation measures to be developed for the site.</p> <p>Recommends a condition to secure evaluation and further works that may be required.</p>

Surrey Wildlife Trust

Comments in respect of original submission – The Richard Tofts Ecology’s Ecological Assessment dated September 2015 provides sufficient information for the LPA to determine the likely effects of the development on protected and important species using the site. The Mitigation and Enhancement actions detailed in section 4 of the Ecological Report should be undertaken.

Any rough grassland should be cleared in a precautionary manner, and the development area should be kept largely clear of vegetation.

Comments in respect of amended information received – Note that updated ecology reports and arboricultural reports dated 2016 have been submitted for another outline application at the site, these reports should also be available for this application.

- Bats do not pose a constraint for the proposed development;
- If minded to grant, it is recommended that the Council require the development to proceed in a precautionary manner to avoid killing or injuring any reptiles which may be within suitable habitat areas adjacent to the development footprint;
- In relation to breeding birds, all vegetation clearance should be timed to avoid the bird nesting season (March to August) and should provide compensatory habitat for breeding bird habitat lost, and install bird boxes;
- If minded to grant recommend an appropriately detailed landscape and ecological management plan (LEMP) to be submitted;
- There shall be no increase in artificial lighting, recommend that any lighting is secured through a Sensitive Lighting Management Plan.

Environment Agency	No comments
Council's Environmental Health Officer – Contamination	<p>Planning history for the site indicates former use as part of a wider plant nursery and fruit farm. Plant nurseries and fruit farms historically used potentially contaminative herbicides, pesticides and fungicide contaminants including arsenic based compounds.</p> <p>Recommends contaminated land conditions.</p>
Council's Environmental Health Officer – Waste and recycling	<p>The roads accessing and within the development will need to be capable of accommodating a collection vehicle 2530mm wide and 9840 mm in length, with a maximum weight of 26 tonnes, together with suitable turning.</p> <p>Each house will require 1 x 140 black refuse bin; 1 x 240 blue recycling and brown garden waste bin and a kerbside caddy.</p>
Council's Environmental Health Officer - Noise	<p>Application does not include details of how the permission, if granted will be undertaken in a manner to avoid nuisance to neighbouring properties.</p> <p>Noise needs to be considered when developments may create additional noise and when new development would be sensitive to the prevailing acoustic environment;</p> <p>Implications of light pollution need to be considered.</p> <p>The proposal is within 300 m of a number of domestic properties in a predominantly tranquil residential area, therefore noise and other nuisances should be controlled satisfactorily.</p> <p>There is no information provided within the application for lighting, noise and other potential nuisances which may occur during construction</p>

	and occupation. Therefore recommends conditions in relation to lighting, noisy equipment of other potential nuisances.
Southern Water	Proposed development is not located within Southern Water's statutory area for water supply, drainage and wastewater services.

Representations

In accordance with the statutory requirements and the "Reaching Out to the Community – Local Development Framework – Statement of Community Involvement – August 2014" the application was advertised in the newspaper on 12/02/2016 site notices were displayed around the site and neighbour notification letters were sent on 1st February 2016.

8 letters have been received raising on the following grounds:

- More housing is out of keeping with a village the size of Alfold;
- The A281 and B2133 are at full capacity, very busy at peak times – will lead to delays – there have been two recent accidents, one fatal, it's a dangerous section of road;
- Increased flooding in an area known to be wet and boggy. Surface water and sewerage issues;
- Sewerage system is overloaded;
- Existing residents suffer frequent power cuts, will make worse;
- Existing garden centre has close ties with the village and employs local people, providing a vital role in the local economy;
- Land should only be used for agriculture;
- Existing employees would find it difficult to find other employment;
- Character of village would be adversely affected if business were to close, been there for years;
- Existing traffic is generated outside of peak hours, however housing will have an implication at rush hour;
- Impact on drainage and local wildlife habitats;
- Site has not been marketed in any capacity;
- Do not wish to lose a local garden centre with knowledgeable staff;
- Unnecessary loss given other housing developments;
- Centre provides valuable goods and amenities;
- Construction disruption over a long period on a part of the A281 which is already an accident black spot, disruption to traffic flows and with possible contamination risks;
- Increased traffic congestion and accidents from residential traffic during peak times;
- Bus service is sporadic so a car would be essential – not sustainable;
- Light pollution;
- Loss of productive greenfield land, implications for wildlife;

Following the receipt of amended plans to provide a Local Area of Play (LAP) within the layout, 3 further letters were received raising the following objections:

- There is already a huge amount of development planned for the Alfold / Dunsfold / Cranleigh area – Alfold is a largely rural area and is a sanctuary away from the urbanisation of countryside;
- Numbers whilst modest will still have a significant impact on the local area;
- Roads and infrastructure are under immense pressure – significant traffic flow on the A281, with journey times becoming unsustainable given poor public transport;
- Potential to exacerbate accidents;
- Noise, light, air and rubbish pollution – implications for people and wildlife;
- Existing garden centre is a valuable local amenity;
- Entrance to the site is on a bend where numerous accidents have occurred;
- Extra play area will not improve the road or provide educational benefits to the extra children planned for Alfold;
- Overdevelopment of the area causing a strain on sewage, water, GPs and school services and increased congestion.

Submissions in support

In support of the application, a number of detailed documents have been submitted:

Planning, Design and Access Statement

The agent concludes in the Planning, Design and Access Statement the following:

- The scheme is sustainable as it meets the three dimensions to sustainable development –
 - Economic Role – the development will provide construction jobs and enhance the local economy by contributing to the supply of much needed and suitably located housing, the occupants of which will support local facilities;
 - Social Role - provide much needed high quality housing units, including affordable housing to meet an identified need in the local area, in a suitable location at the edge of an existing settlement;

- Environmental Role - makes prudent use of previously developed land and will provide a high quality development that contributes to the visual appearance of the area.
- The NPPF recognises that there is a presumption in favour of sustainable development;
- The lawful use of the site is as a garden centre, a retail use falling within Class A, for which there is no national or policy protections to safeguard its loss in out of centre locations;
- The site is considered to be 'previously developed land', and is of low environmental value, therefore its re-use is encouraged by para 17 of the NPPF;
- The site is identified in the LAA as suitable for housing;
- Scheme provides much need housing;
- Proposed housing in a suitable location on the edge of an existing settlement, with easy access to existing facilities and public transport links;
- Scheme offers a significant reduction in the scale and spread of development on the site and will have a decreased visual impact upon the character of the area when compared with the existing commercial buildings;
- Proposed layout is compatible with character of surrounding area and will not have any impact on adjoining occupier;
- Proposal will lead to a net decrease in traffic associated with the site to the benefit of conditions of highway safety and the proposed access arrangements will secure and enhance both pedestrian and vehicular safety.

Ecological Report

The Ecological Report summarises that the site is not subject to any ecological designations. The development focuses specifically on parts of the site already developed or occupied by hardstanding, which are of negligible ecological value. None of the buildings have any potential to support protected species.

No evidence of protected fauna was found, although the woody habitat within the site is likely to be used by nesting birds during the breeding season.

The only species of note was the Pennyroyal, a plant listed as Nationally Scarce, although a more robust non native variant has been introduced at various sites and appears to be increasing.

Given that the proposed development focuses on those parts of the site that have already been developed and which are of negligible value, the proposals are considered to have a negligible ecological impact. A range of ecological enhancement measures are proposed.

Arboricultural Report

An Arboricultural Report concludes that the proposed layout will not affect the important trees on the site, nor will retained trees affect the development. Tree protection will be required to ensure retained trees are protected during the construction process.

Transport Statement

The Transport Statement concludes that:

- Whilst the site is located in a relatively rural setting, there are a number of land uses that act as typical trip attractors from residential sites, which are within reasonable proximity, which ensures residents are not wholly reliant on travel by private car for all journeys;
- The proposals will provide direct footway connection to existing footways both north and south of the site access, with resurfacing and footway widening proposed for the short section between the site access and adjacent petrol filling station to support movements to / from the associated shop;
- The application will provide incentive funding to be used for bus tickets;
- The proposed land use will result in a decrease in vehicle movements when compared to the existing use both across peak periods and across the day;
- There are therefore no transport related reasons why the planning application should not be supported.

Flood Risk Assessment

The Flood Risk Assessment concludes that the site is Flood Zone 1. No significant flood risk to the proposed development has been identified.

Whilst the development leads to a 65% reduction in drained surfaces compared to the existing garden centre, the developer will construct all new roadways and driveways using a permeable paving and direct roof drainage to the porous sub base beneath the permeable paving.

In conclusion, flooding does not constrain the grant of planning permission to the development as proposed because resultant risks are low and acceptable and no sequential test is required.

Determining Issues

Principle of development

Planning history and differences with previous proposal

Prematurity

Lawful Use of the site

Location of development

Housing Land Supply

Housing Mix and density

Affordable Housing

Impact on the Countryside beyond the Green Belt and visual amenities

Highways and Parking Considerations

Impact on residential amenity

Impact on Trees

Provision of amenity and play space

Land Contamination

Air Quality

Noise Impacts

Archaeological considerations

Flooding and drainage

Standard of accommodation for future occupants

Infrastructure contributions

Financial considerations

Biodiversity and compliance with Habitat Regulations 2010

Accessibility and Equalities Act 2010, Crime and Disorder and Human Rights Implications

Environmental Impact Regulations 2011 (as amended)

Response to third party concerns

Cumulative effects / In combination effects

Pre Commencement Conditions

Working in a positive/proactive manner

Planning Considerations

Principle of development

The planning application seeks outline permission for the development proposal with all matters reserved for future consideration except for access and layout. As such, the applicant is seeking a determination from the Council on the principle of the residential development and associated access and proposed layout.

The NPPF at paragraph 197 provides the framework within which the local planning authority should determine planning applications, it states that in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development.

Paragraph 14 of the NPPF defines the presumption in favour of sustainable development as approving development proposals that accord with the development plan without delay; and where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless: *inter alia* any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this framework indicate development should be restricted.

The site is located within the Countryside beyond the Green Belt outside any defined settlement area. The NPPF states that, as a core planning principle the intrinsic character and beauty of the countryside shall be recognised. Policy C2 of the Local Plan states that building in the countryside, away from existing settlements will be strictly controlled.

As indicated, the site is located in the Countryside Beyond the Green Belt. Policy C2 states that the Countryside should be protected for its own sake and new housing is unacceptable in principle. However, Policy C2 does not carry full weight as it is not considered to be entirely consistent with the NPPF as Policy C2 refers to protection for 'its own sake', whereas the NPPF places emphasis on protecting the intrinsic character and beauty of the Countryside. Accordingly, as the policy is considered to be out of date, the tilted balance in favour of sustainable development, as set out in paragraph 14 of the NPPF applies. Notwithstanding this, Policy C2 can be used for environmental protection purposes, for protecting the character of the countryside, and is considered to be consistent with paragraph 17 of the NPPF.

Policy SP1 of the Draft Local Plan Part 1 states that the Council will apply a presumption in favour of sustainable development.

Policy SP2 of the Draft Local Plan Part 1 sets out the Council's Spatial Strategy to 2032 and refers to the allocation of strategic sites under Policies SS1-SS9 to meet the majority of the housing needs for the Borough.

Planning history and differences with previous proposal

The planning history is a material consideration.

Whilst this application was submitted early last year, it has been held in abeyance at the request of the applicant to enable a more intensive redevelopment scheme to be submitted.

A further planning application has been submitted for the redevelopment of the site for the construction of 27 residential units, including 9 affordable units), planning reference WA/2017/0198. That application is still under consideration and is considered elsewhere on the agenda.

Given that no formal decision has been made, that application does not form a material consideration in the determination of the current application and this application should be considered on its merits.

Prematurity

Annex 1 of the National Planning Policy Framework explains how weight may be given to policies in emerging plans. However, in the context of the Framework and in particular the presumption in favour of sustainable development – arguments that an application is premature are unlikely to justify a refusal of planning permission other than where it is clear that the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, taking the policies in the Framework and any other material considerations into account. Such circumstances are likely, but not exclusively, to be limited to situations where both:

a) the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging Local Plan or Neighbourhood Planning; and

b) the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area.

Refusal of planning permission on grounds of prematurity will seldom be justified where a draft Local Plan has yet to be submitted for examination, or in the case of a Neighbourhood Plan, before the end of the local planning authority publicity period. Where planning permission is refused on grounds of prematurity, the local planning authority will need to indicate clearly how the grant of permission for the development concerned would prejudice the outcome of the plan-making process.

Whilst the Local Plan has been submitted to the Secretary of State for examination, the development proposed is not considered to be so substantial, or its cumulative effect so significant, that granting permission would undermine the plan-making process.

Lawful use of the site

The application site is currently a garden centre with associated hardstanding and external storage and car parking. A hand car wash facility is also located within the northern section of the car park.

It is acknowledged that historically the site started as a horticultural nursery, however, the site has been used as a garden centre for some considerable time. Indeed, reference was made in a report in 1978 that 'the nursery has consent to operate a garden centre'.

An application in 1997 (ref WA/1997/1973) regularised the use of a refurbished greenhouse and a poly tunnel to the rear of the main garden centre buildings for retail use, essentially substantially increasing the retail floor space on the site. At the same time additional space was given over to seasonal parking at the rear of the site. In view of the above therefore, officers are of the view that the site is predominantly established as being within a retail use, a garden centre.

Loss of existing uses

As detailed above, the existing lawful use of the site is as a retail garden centre, a use falling within use class A1. Given that this site lies within the countryside away from existing retail centres, whilst it is accepted that the use contributes to the rural economy, there is no protection of such uses in the long term within the NPPF in this location. As such it would be very difficult to sustain an objection to the proposal on the basis of the loss of the existing use of the site. Whilst paragraph 28 of the NPPF supports the retention of local services and community facilities such as a local shop, the provision catered for at the Garden Centre would not fall within this category.

It is further noted that the site has been included within the Council's Land Availability Assessment 2016 (updated in December 2016), although it also includes a larger parcel of land to the north (ID no 472).

Location of development

The site is located within the Countryside beyond the Green Belt, outside of any defined settlement area.

Paragraph 55 of the NPPF 2014 states that to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances.

Paragraph 69 of the NPPF 2012 states, inter alia, that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. It continues that local planning authorities should create a shared vision with communities of the residential environment and facilities they wish to see.

Paragraph 70 of the NPPF 2012 states that to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- sustainability of communities and residential environments;
- guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and
- ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

Policy C2 of the Waverley Borough Local Plan 2002 states that building in the Countryside beyond the Green Belt, away from existing settlements, will be strictly controlled. Policy RE1 of the Draft Local Plan Part 1 state that the

intrinsic beauty of the countryside will be recognised and safeguarded in accordance with the NPPF.

The Key Note Policy of the Waverley Borough Local Plan aims, amongst other matters, to make provision for development, infrastructure and services which meet the needs of the local community in a way which minimises impacts on the environment.

The text states that opportunities for development will be focused on the four main settlements (Farnham, Godalming, Haslemere and Cranleigh), mainly through the re-use or redevelopment of existing sites.

Policy SP2 of the Draft Local Plan Part 1 refers to the Council's Spatial Strategy to 2032 and the need to maintain Waverley's character whilst ensuring development needs are met in a sustainable manner. Policy SP2 sets out the following:

- Major development on land of the highest amenity value will be avoided
- Development will be focused at the four main settlements
- Moderate levels of development will be allowed in larger villages
- Limited levels of development will be allowed in and around other specified villages
- Modest levels of development will be allowed in all other villages.
- Opportunities for the redevelopment of suitable brownfield sites will be maximised.
- Strategic and Non-Strategic sites will be identified and allocated through Local Plan Part 2 and Neighbourhood Plans
- Infrastructure, where needed, will be provided alongside new development including funding through the Community Infrastructure Levy (CIL)

Alfold is identified in the Council's Sustainability Report 2016 as being an 'other settlement' where, according to the sequential approach, greenfield sites around these settlements should be the final location at which to deliver growth. However, this site is a previously developed site. Alfold is described as a smaller village which stands out due to its relatively few environmental constraints where a large number of sites are promoted within the draft Local Plan. The village is considered to have very limited level of facilities and therefore a total number of 100 homes to be delivered over the plan period has been considered by the Council as appropriate within Policy ALH1.

It is recognised that the application site falls outside of the settlement boundary, within the Countryside beyond the Green Belt. However, the site is included within the Council's Land Availability Assessment (LAA) 2016 under

ID 472. It is acknowledged that this designation is larger than the application site and includes the open field to the north of the site, which immediately adjoins the settlement boundary of Alfold Crossways.

The LAA considers that the former garden centre site is a rural brownfield site which has potential for housing with a reasonable prospect of deliverability during the Plan Period.

The proposal would have limited access to the facilities required for promoting healthy communities as Alfold is not considered to be a sustainable location in terms of available services and facilities. However, this is only one aspect to be weighed against any benefits. In addition the Local Plan envisages some small scale growth within the village. It is acknowledged that the site is immediately adjacent to a Petrol Filling Station which has within it a convenience shop and is within walking distance of the village community centre.

Whilst acknowledging that the site is outside of a defined settlement or developed area, it is considered that the proposal would not result in isolated dwellings in terms of its visual relationship to the existing settlement and in terms of access to the limited facilities within the village.

Housing Land Supply

Paragraph 159 of the NPPF states that Local Planning Authorities should have a clear understanding of housing needs in their area, they should, inter alia, prepare a Strategic Housing Market Assessment to assess their full housing needs; and prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

Paragraph 47 of the NPPF states that local planning authorities should use their evidence bases to ensure their Local Plan meets the full needs for market and affordable housing in the Borough, and should identify and update annually a five-year supply of specific and deliverable sites against their housing requirements. Furthermore, a supply of specific, developable sites or broad locations for growth should be identified for years 6-11 and, where possible, 11-15. LPAs should also set their own approach to housing density to reflect local circumstances and to boost significantly the supply of housing.

Paragraph 49 of the NPPF continues that housing applications should be considered in the context of the presumption in favour of sustainable development.

The Council has published and updated its Housing Land Supply position, with a base date of 1 April 2017. This position is set out in the published 'Waverley Responses to Inspector's Issues and Matters' document dated 12 May 2017. The document sets out the housing requirement for the next five years based on West Surrey SHMA figures and various components of housing supply that the Council expects to come forward in that period. As it stands, this document demonstrates that the Council is able to meet its identified housing need. Therefore, the Council can demonstrate in excess of the requirements of paragraph 47 of the NPPF.

The provision of 8 new market and 2 affordable homes would assist in addressing the Council's housing land supply requirements. This is a material consideration to be weighed in favour of the development against other considerations for this application.

Housing Mix and Density

The NPPF states that in order to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should plan for a mix of housing based on current and future demographic trends; identify the size, type, tenure and range of housing that are required in particular locations, reflecting local demand; and where it is identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution can be robustly justified.

Policy H4 of the Waverley Borough Local Plan 2002, in respect of housing mix, is considered to be broadly consistent with the approach in the NPPF. It outlines the Council's requirements for mix as follows:

- a) at least 50% of all the dwelling units within the proposal shall be 2 bedroomed or less; and,
- b) not less than 80% of all the dwelling units within the proposal shall be 3 bedroomed or less; and,
- c) no more than 20% of all the dwelling units in any proposal shall exceed 165 square metres in total gross floor area measured externally, excluding garaging.

The density element of Policy H4 of the Waverley Borough Local Plan 2002 is given limited weight following the guidance in the NPPF which states that to boost significantly the supply of housing, local planning authorities should set their own approach to housing density to reflect local circumstances.

What is considered more important is the actual visual impact of the layout and extent of development upon the character and amenities of the area.

The overall development would have a density of 8.4 dwellings per hectare. Officers are of the view that a development at such a density would not make the best use of available land.

Policy AHN3 of the Draft Local Plan Part 1 states the proposals will be required to make provision for an appropriate range of different types and sizes of housing to meet the needs of the community, reflecting the most up to date evidence in the West Surrey Strategic Housing Market Assessment (SHMA).

The SHMA 2015 provides an updated likely profile of household types within Waverley. The evidence in the SHMA is more up to date than the Local Plan; as such, limited weight should be attached to Policy H4.

However, the profile of households requiring market housing demonstrated in the SHMA at Borough level is broadly in line with the specific requirements of Policy H4 of the Waverley Borough Local Plan 2002.

The West Surrey SHMA provides the following information with regard to the indicative requirements for different dwelling sizes:

Unit Type	1 bed	2 bed	3 bed	4 bed
Market homes	10%	30%	40%	20%
Affordable homes	40%	30%	25%	5%

In addition to the West Surrey SHMA, the West Surrey SHMA : Waverley Addendum 2015 provides more specific information for the Borough. This includes indicative requirements for different dwelling sizes for both market and affordable housing.

Table 15: Estimated Need by Number of Bedrooms (2013 to 2033) – Affordable Sector

Area	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
Godalming	41.4%	34.7%	22.4%	1.5%
Farnham	45.0%	28.7%	24.3%	1.9%
Haslemere	51.6%	26.9%	19.9%	1.6%
Cranleigh	52.0%	27.9%	18.5%	1.6%
Rest of Borough	50.3%	26.9%	21.4%	1.5%
Waverley	47.3%	29.2%	21.9%	1.7%

Source: Housing Market Model

Table 18: Estimated Need by Number of Bedrooms (2013 to 2033) – Market Sector

Area	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms
Godalming	12.2%	36.3%	37.4%	14.0%
Farnham	8.1%	31.9%	39.7%	20.4%
Haslemere	13.7%	32.6%	34.1%	19.7%
Cranleigh	9.1%	30.3%	38.0%	22.5%
Rest of Borough	5.9%	29.5%	39.2%	25.4%
Waverley	9.3%	32.1%	38.2%	20.4%

Source: Housing Market Model

It is noted that the 2015 addendum provides a more up to date evidence base than the West Surrey SHMA 2015, but is considered to be the most appropriate and up to date evidence in terms of identifying local need.

Whilst the application makes it clear that two of the ten units would be affordable (20%) and that these would be a 1 bed and a 2 bed bungalow at the front of the site, there is no indication as to the mix of accommodation for the market dwellings, although from the size and detached nature of the dwellings shown on the proposed layout it would appear that they are likely to be 4 / 5 bedroom units. The submitted Transport Assessment has assumed that the proposed dwellings would be four bed units.

The proposed mix of 8 four bed dwellings would therefore not accord with Policy H4 or the SHMA Addendum 2015. More specifically, officers note that the need for 4+ dwellings is lower than the need for 3 and 2 bedroom dwellings, based on the 'rest of the Borough' category for market homes. The proposal would result in the provision of 8 x 4+ bedroom dwellings, which in a scheme of 10 units would represent 80%.

Officers therefore consider that the proposal would not meet identified local housing needs and would not create a sufficiently inclusive and mixed community as required by paragraph 50 of the Framework. One of the core planning principles embraced by the Framework is to objectively identify and then meet the housing needs of an area. The proposed development therefore does not provide a good mix of housing to meet the identified need and is in conflict with the NPPF, Local Plan Policy and the SHMA 2015. This matter attracts substantial adverse weight in the planning balance.

Affordable Housing

Paragraph 50 of the NPPF states that local planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community, and should identify the size, type, tenure and range of housing that are required in particular locations, reflecting local demand.

The NPPF outlines that to deliver a wide choice of quality homes, local planning authorities should identify where affordable housing is needed and identify policies for meeting this on site, unless off-site provision or a financial contribution can be robustly justified.

The Local Plan is silent with regard to the delivery of affordable dwellings in locations such as this. Specifically, there is no threshold or percentage requirement in the Local Plan for affordable housing on sites outside of settlements. This is because, within an area of restraint, housing development under the current Local Plan is unacceptable in principle, including affordable housing. If, however, the Council were to accept the principle of housing development on this site, in the interest of creating a balanced and mixed community and meeting the identified need for affordable housing in the Borough, the provision of affordable housing would be required as part of the proposals.

The provision of a significant level of affordable housing could be regarded as a benefit of considerable weight which would need to be evaluated when considering whether to make an exception to planning policy.

Policy AHN1 of the Draft Local Plan states that the Council will require a minimum provision of 30% affordable housing.

There is a considerable need for affordable housing across the Borough and securing more affordable homes is a key corporate priority within the Waverley Borough Corporate Plan 2016-2019. As a strategic housing authority, the Council has a role in promoting the development of additional affordable homes to meet local housing need, particularly as land supply for development is limited. Planning mechanisms are an essential part of the Council's strategy of meeting local housing needs.

The West Surrey SHMA 2015 indicates a high need for affordable housing in Waverley, with an additional 314 additional affordable homes required per annum. Farnham is the town with the highest level of estimated housing need in the Borough, with a need for an additional 111 affordable homes per annum. New affordable homes are needed for a broad spectrum of households in Waverley, including people struggling to get on the housing ladder and family homes, as proposed on this site. Whilst Alfold is not an area of high local need for affordable housing, with housing need in Alfold itself being low, given that the site is not a rural exception site, any affordable housing provided on the site would need to meet a borough-wide need.

The SHMA (2015) provides the following information with regard to the indicative requirements for different dwelling size affordable units, set against that proposed under this scheme:

Unit Type	SHMA	Proposed mix
1 bedroom	40%	1 (50%)
2 bedroom	30%	1 (50%)
3 bedroom	25%	0
4 bedroom	5%	0
Total	100%	2 units (100%)

It is noted that only 20% affordable housing is proposed on this site. Whilst the Council does not currently have an adopted Local Plan Policy which captures the amount of affordable housing requirements for a site, given that the site is outside of any defined settlement, it is noted that the emerging Local Plan Policy would require 30% and furthermore other permitted schemes have sought to maximise the affordable provision and often provided 40%. The applicant has not demonstrated through a viability assessment or otherwise, that 20% is the maximum level of affordable housing that could be provided on the site. Therefore the weight attached to the benefit of providing affordable homes (20%) attracts less weight than would be the case if the provision was greater.

Whilst it is noted that the proposal only provides 20% affordable housing with one x 1-bed and one x 2-bed units, the proposal would provide smaller dwellings and is acceptable subject to the eligibility being borough wide as opposed to a local connection scheme.

The SHMA (2015) recommends that 30% of affordable homes be intermediate tenures and 70 rent. This application proposes a 1x1 bed bungalow for rent and 1 x 2 bed bungalow for shared ownership. In this instance the Council's Enabling Officer considers that the tenure split and bed size mix is acceptable to meet the demonstrated housing need.

In view of the above, whilst noting the proposal seeks to provide 20% affordable, officers are not satisfied that this is the maximum level of affordable housing that could be provided on the site and therefore the weight to be attached to the benefit of providing affordable homes attracts less weight when viewed against other planning considerations.

Whilst the applicant has agreed to secure the provision of affordable housing as part of the s106 agreement and this process is underway, the agreement

has not been completed and therefore there is an objection raised in this regard.

Impact on Countryside beyond the Green Belt and visual amenities

The NPPF attaches great importance to the design of the built environment as a key part of sustainable development. Although planning policies and decisions should not attempt to impose architectural styles or particular tastes, they should seek to promote or reinforce local distinctiveness. Policies D1 and D4 of the Local Plan 2002 accord with the NPPF in requiring development to have high quality design and to be well related in size, scale and character to its surroundings.

The site is located within the Countryside beyond the Green Belt outside any defined settlement area. Paragraph 17 of the NPPF states that, as a core planning principle the intrinsic character and beauty of the countryside shall be recognised.

Policy C2 of the Local Plan 2002 states that building in the countryside, away from existing settlements will be strictly controlled. Policy C2 does not carry full weight as it is not considered to be entirely consistent with the NPPF as Policy C2 refers to protection for 'its own sake', whereas the NPPF places emphasis on protecting the intrinsic character and beauty of the Countryside.

Policy RE1 of the Draft Local Plan Part 1: Strategic Policies and Sites (2016) states that the intrinsic character and beauty of the Countryside will be recognised and safeguarded.

In this instance, the site is acknowledged to be previously developed land and contains large areas of hardstanding together with large, albeit single storey, retail buildings, covered outdoor storage areas and poly tunnels, primarily in the south eastern corner of the site. These buildings are clearly visible from the road. The redevelopment of the site for residential purposes would inevitably alter the immediate character of the area. The proposal would remove large areas of hardstanding and parking provision, and would introduce new areas of open green space, in terms of gardens and the play area provision. However, the resultant development would nevertheless represent a more suburban form of development, with a spread of built form across the whole site, not just within one area. Furthermore, the existing use and nature of the existing buildings and associated canopies have a lesser impact on the wider character of the countryside, given that they are the type of structures which are commonly found within rural areas and in particular at the edge of settlement areas. Consequently the buildings which currently exist at the site are considered not to be visually intrusive in this countryside location. The proposed residential development, however, would be more

intrusive and have a greater impact on the wider landscape character. It is noted that the proposed development would be set back into the site, behind the existing building line of the adjacent petrol station and Medland House.

Notwithstanding the above however, whilst noting that the proposed accommodation mix is a reserved matter, it is clear from the submitted layout, and the detached nature of the proposed dwellings that the proposed units are commensurate with 4 / 5 bed units, each benefitting from a detached double garage. Concern is therefore expressed that the proposed buildings are of considerable size, and do not make the best or most efficient use of the site.

The site is relatively well screened to the south by an existing tree belt, although given the nature and height of the cypress screen, which are approximately 15m + on the northern boundary line, 6-8m high on the southern boundary and 10-12m on the garage boundary, all three hedges would be of an inappropriate height for retention in close proximity to new residential development. It would be preferable for the hedge to be replaced with a native indigenous species hedgerow along principle boundaries to fields and countryside beyond. This is a matter that could be addressed within a reserved matters application.

In view of the above, therefore, it is considered that the proposed development would adversely affect the character and appearance of the countryside, contrary to Policy C2, D1 (b) and D4 (b and e), which seeks to ensure that the new development integrates well with a site and its surroundings and protects the visual character and distinctiveness of a locality. This weighs against the scheme.

Highways and parking considerations

The National Planning Policy Framework 2012 outlines that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives.

Paragraph 32 of the NPPF 2012 states: "All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- Safe and suitable access to the site can be achieved for all people; and

- Improvements can be undertaken within the transport network that cost effectively limits the significant impacts of the development.

Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe”.

Local Plan Policy M4 states that the Council will seek to improve conditions for pedestrians by providing or securing safe and attractive pedestrian routes and facilities in both urban and rural areas. Developments should include safe, convenient and attractively designed pedestrian routes linking to existing or proposed pedestrian networks, to public open space, to local facilities and amenities, or to public transport.

Policy ST1 of the Draft Local Plan Part 1 states that development schemes should be located where it is accessible by forms of travel other than by private car; should make necessary contributions to the improvement of existing and provision of new transport schemes and include measures to encourage non-car use. Development proposals should be consistent with the Surrey Local Transport Plan and objectives and actions within the Air Quality Action Plan. Provision for car parking should be incorporated into proposals and new and improved means of public access should be encouraged.

The application is accompanied by a Transport Statement prepared by Markides Associates, dated October 2015 which highlights that the site has a retail floor area of 5,900 sq m with 12 full time employees and also accommodates a car wash service operating within its car park. The garden centre is open to customers 09.00 – 18.00 Mondays to Saturdays and 10.30 – 16.30 on Sundays. The car park provides approximately 60 car parking spaces.

The submitted Transport Statement indicates that the accommodation mix is a reserved matter but has assumed 8 x 4 bed, 1 x 2 bed and 1 x 1 bed units. The Transport Statement includes the results of a trip generation assessment, based on the industry standard TRICS database. It is estimated that the existing land use has the potential to generate approximately 8 two way trips in the AM peak and 15 in the PM peak with a total of 247 overall in a day. It is estimated that the proposed use would generate approximately 7 two way trips in the AM Peak and 8 in the PM peak with 61 across the day.

Therefore, the proposals would result in a reduction in movements across both peak periods and a significant reduction across the day, thereby reducing the impact on the local highway network.

The County Highway Authority has been consulted on the application and has raised no objection to the proposal. A number of conditions and informatives have been recommended by the County Highway Authority should outline permission be granted.

Accordingly, there are no highway safety or capacity reasons to object to the proposal and officers are satisfied that the development could be provided in accordance with the NPPF and Development Plan Policies.

The NPPF supports the adoption of local parking standards for both residential and non-residential development.

The Council has adopted a Parking Guidelines Document which was prepared after the Surrey County Council Vehicular and Cycle Parking Guidance in January 2012. Development proposals should comply with the appropriate guidance as set out within these documents.

The Council's adopted Parking Guidelines (2013) set out the following guidelines for new residential development:

Dwelling size	Number of parking spaces
1 bedroom	1 space
2 bedroom	2 spaces
3+ bedroom	2.5 spaces

Whilst the application is in outline form only, the proposed layout is to be considered at this stage. The proposed layout indicates the provision of double garages with at least 2 further parking spaces in front of all of the proposed detached dwellings. Two parking spaces are provided for the proposed bungalows, understood to be a one bed and a two bed affordable unit. The proposed development is therefore considered to conform to the Council's Parking Guidelines.

Impact on residential amenity

The NPPF identifies that within the overarching roles that the planning system ought to play, a set of core land use planning principles should underpin both plan-making and decision making. These 12 principles include that planning should seek to secure a good standard of amenity for all existing and future occupants of land and buildings. These principles are supported by Policies D1 and D4 of the Local Plan and guidance contained within the Council's SPD for Residential Extensions.

Existing residential dwellings are located to the north of the site, physically separated from the site by an existing retained paddock / field area. Immediately adjacent to the access to the north east of the site lies Medland House, a two storey detached property. The submitted layout indicates the provision of a detached house with associated driveway and detached garage located behind the property Medland House. However, the proposed building would be positioned at least 28m from the rear elevation of the existing property and would not be located immediately behind, such that the orientation of the proposed property would be angled to avoid any direct overlooking of the existing property or garden.

Whilst acknowledging that the neighbour would have a small cul-de-sac of dwellings to the rear, which would generate a level of traffic and associated noise and residential activity, it is material that the site is currently a garden centre potentially attracting significantly greater numbers of vehicles and deliveries, and there is also a commercial car wash being operated on the site.

In view of the above, officers are of the opinion that whilst the development would change the immediate context of the area, the proposal would not have an overbearing impact, result in loss of light, overshadowing or overlooking to existing occupiers such that permission could be refused on neighbouring amenity grounds.

In conclusion, Officers are satisfied that the proposed layout would not harm the amenities of existing properties and would accord with Policies D1 and D4 of the Local Plan 2002 in relation to the impact on residential amenity.

Impact on Trees

The NPPF states that planning permission should be refused for development resulting in the loss or deterioration of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development clearly outweigh the loss.

Policy D7 of the Local Plan broadly support the aims of the NPPF stating that the Council will protect significant trees and groups of trees and hedgerows through planning control.

The Council's Tree and Landscape Officer has been consulted on this application. It is noted that no significant trees are proposed for removal, furthermore the principal trees on the road frontage are retained.

The cypress tree screens which exist at the site area of an inappropriate height for retention in close proximity to new residential development. It would be preferable for a native indigenous species to be introduced to form boundaries between the proposed gardens and adjacent countryside. This would be a matter for consideration at reserved matters stage.

Provision of amenity and play space

On promoting healthy communities, the NPPF sets out that planning policies and decisions should aim to achieve places which promote safe and accessible developments, with high quality public space which encourage the active and continual use of public areas. These should include high quality open spaces and opportunities for sport and recreation which can make an important contribution to the health and well-being of communities.

Paragraph 17 of the NPPF 2012 states that planning should take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

Paragraph 70 of the NPPF 2012 supports this by stating that planning policies and decisions should ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

Policy H10 of the Local Plan addresses amenity and play space in housing developments. Although there are no set standards for garden sizes, the policy requires that a usable 'outdoor area' should be provided in association with residential development and that 'appropriate provision for children's play' is required. For developments of flats or maisonettes, Policy H10 sets out that outdoor space may be for communal use rather than as private gardens.

Policy TD1 of the Draft Local Plan Part 1 refers to maximising opportunities to improve the quality of life and health and well-being of current and future residents. Such opportunities include, inter alia, the provision of private, communal and public amenity space and on site playspace provision (for all ages).

The Council uses the standard recommended by Fields in Trust (FIT) 'Guidance for Outdoor Sport and Play: Beyond the Six Acre Standard' (2016) for assessing the provision of outdoor playing space.

The layout plan shows that all of the dwellings would be all be provided with private amenity space.

The layout plan also includes a Local Area of Play (LAP) approximately 100 sq m in size which would meet the size requirements of a LAP within the Fields in Trust Guidance. Whilst it is noted that the private driveway of one of the detached dwellings would wrap around the LAP, given that this is the driveway and not the private amenity area, and subject to satisfactory landscaping around the play area, it is considered that a 5m buffer zone would not be required in this instance.

As such Officers are satisfied that an appropriate play area would be provided for future occupiers, as well as existing nearby residents.

Land Contamination

Paragraph 120 of the NPPF states that planning decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area of the area or proposed development to adverse effects from pollution, should be taken into account. Where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner.

Policy D1 of the Local Plan sets out that development will not be permitted where it would result in material detriment to the environment by virtue of potential pollution of air, land or water and from the storage and use of hazardous substances.

The supporting text indicates that development will not be permitted unless practicable and effective measures are taken to treat, contain or control any contamination. Wherever practical, contamination should be dealt with on the site.

The Council's Environmental Health Officer has assessed the application and has advised that given the planning history of the site and the historic use of the site as part of a wider plant nursery and fruit farm, there is a potential for contaminative herbicides, pesticides and fungicide contaminant including arsenic based compounds to be present at the site. It is therefore recommended that a contaminated land condition be attached to any planning consent.

In light of the above, officers consider that the proposal would accord with Policy D1 of the Local Plan 2002 and the NPPF in this regard.

Air Quality

Paragraph 120 of the NPPF states that planning decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area of the area or proposed development to adverse effects from pollution, should be taken into account.

Paragraph 124 states that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

Policy D1 of the Waverley Borough Local Plan 2002 states that the Council will have regard to the environmental implications of development and will promote and encourage enhancement of the environment. Development will not be permitted where it would result in material detriment to the environment by virtue of noise and disturbance or potential pollution of air, land or water, including that arising from light pollution. In the same vein Policy D2 states that the Council will seek to ensure that proposed and existing land uses are compatible. In particular, development which may have a materially detrimental impact on sensitive uses with regard to environmental disturbance or pollution will not be permitted.

The site is not within a designated AQMA and nor is it adjacent to one. However, the impact on air quality remains an important material consideration. The proposed development would introduce new residents into an area that has an established road network and therefore may expose future occupants to air pollution associated with road traffic. The new development would also potentially increase road usage in the area by potential future occupiers, although this would be more than offset by the reduction in traffic associated with the existing occupier.

In light of the above, mitigation measures are recommended to be secured via condition should permission be granted. These include a Site Management Plan, hours of construction and no burning of materials on site.

Subject to the imposition of suitable mitigation measures, particularly throughout the construction stage, it is concluded that the impact on air quality would be acceptable.

Noise Impacts

Noise needs to be considered when developments may create additional noise and when new developments would be sensitive to the prevailing acoustic environment.

Planning policies and decisions should aim to:

- avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development;
- mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions;
- recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established;
- identify and protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.

The principal considerations are:

- Whether or not a significant adverse effect is occurring or likely to occur;
- Whether or not an adverse effect is occurring or likely to occur;
- Whether or not a good standard of amenity can be achieved.

The planning system should contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of noise pollution. To prevent unacceptable risks from pollution, planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account.

The proposal would utilise an existing access which runs adjacent to the property Medland House. Officers acknowledge that the proposal would generate additional noise on the access road, particularly through the construction process. However given the limited number of units proposed it is considered that the longer term impacts of traffic noise would be reduced compared to the existing garden centre use. In the event that permission were

to be granted, it would be appropriate to mitigate against any impact of increased noise levels during the development process and this could be secured by condition requiring the submission of a Construction Environmental Management Plan which could also detail hours and days for the construction period.

Archaeological considerations

Paragraph 128 of the NPPF sets out that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.

The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Policy HE15 of the Local Plan states that where proposals are made for large developments (over 0.4 hectares), not in an area already defined as of High Archaeological Potential, the Council will require that an archaeological assessment is provided as part of the planning application and the same provisions as in Policy HE14 will apply.

The need to safeguard and manage Waverley's rich and diverse heritage, including all archaeological sites, is set out in Policy HA1 of the Draft Local Plan Part 1.

A desk-based archaeological report has been submitted, undertaken by Oxford Archaeology, dated April 2017. The report states that no known or non-designated heritage assets have been recorded within the site. The site does however, have the potential to contain previously unidentified archaeological remains dating to the prehistoric and Roman period. It also has an underlying potential to contain medieval and post medieval agricultural remains.

Given the uncertain archaeological potential of the site, it is possible that further archaeological works would be required, which may include archaeological trial trenching which would be used to investigate and define

the nature and extent of any archaeological deposits present. The results of the trial trenching would be used to develop an appropriate mitigation strategy intended to reduce or remove any adverse impacts to the archaeological resource.

The County Archaeologist has been consulted on this application and has advised that the desk based assessment has used appropriate professional expertise and produced a thorough overview of the archaeological potential of the site and the surrounding area. The County Archaeologist agrees with the recommendations of the assessment and considers that the results of the evaluation will enable suitable mitigation measures to be developed for the site. Given that the site will have been disturbed to some extent by existing construction, it would be reasonable and proportionate to secure the evaluation and any further works by condition.

Given the comments made by the County Archaeologist, Officers consider that it would be reasonable to impose the recommended condition, were outline permission to be granted. Subject to that condition, Officers consider that the proposal would accord with Policy HE15 and the requirements of the NPPF.

Flooding and drainage

Paragraph 100 of the NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at high risk, but where development is necessary, making it safe without increasing flood risk elsewhere.

Paragraph 101 of the NPPF states that the aim of the Sequential Test is to steer new development to areas with the lowest probability of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding.

The Strategic Flood Risk Assessment will provide the basis for applying this test. A sequential approach should be used in areas known to be at risk from any form of flooding.

Paragraph 103 of the NPPF states that when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by a site-specific flood risk assessment following the Sequential Test, and if required the Exception Test, it can be demonstrated that:

- within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location; and
- development is appropriately flood resilient and resistant.

Policy CC4 of the Draft Local Plan Part 1 states that in order to reduce the overall and local risk of flooding, development must be located, designed and laid out to ensure that it is safe; that the risk from flooding is minimised whilst not increasing flood risk elsewhere and that residual risks are safely managed.

In those locations identified as being at risk of flooding, planning permission will only be granted where it can be demonstrated that it is located in the lowest appropriate floor risk location, it would not constrain the natural function of the flood plain and where sequential and exception tests have been undertaken and passed. Sustainable drainage systems (SuDS) will be required on major development proposals.

In a Written Ministerial Statement on the 18th December 2014, the Secretary of State for Communities and Local Government set out the Government's expectation that SuDS will be provided in new developments, wherever this is appropriate. Decisions on planning applications relating to major developments should ensure that SuDS for the management of run-off are put in place, unless demonstrated to be inappropriate.

Under these arrangements, Local Planning Authorities should consult the relevant Lead Local Flood Authority (LLFA) on the management of surface water; satisfy themselves that the proposed minimum standards of operation are appropriate and ensure through the use of planning conditions or planning obligations that there are clear arrangements in place for ongoing maintenance over the lifetime of the development. The SuDS should be designed to ensure that the maintenance and operation requirements are economically proportionate.

The NPPG states that whether SuDS should be considered will depend on the proposed development and its location, for example where there are concerns about flooding. SuDS may not be practicable for some forms of development. New development should only be considered appropriate in areas at risk of flooding if priority has been given to the use of SuDS. When considering major development, SuDS should be provided unless demonstrated to be inappropriate. Whether a SuDS system is appropriate to a particular development proposal is a matter of judgement for the Local Planning

Authority and advice should be sought from relevant flood risk management bodies, principally the LLFA.

The proposed development would be solely for residential dwellings, which is classified as 'More Vulnerable', and as such, the use is consistent with the appropriate uses for Flood Zone 1, as outlined in Table 2 of the NPPF - Technical Guidance Document. It is not therefore necessary to consider the sequential or exception tests in this instance.

However, the application relates to a major development and the site area exceeds 1 ha. Therefore, a site specific Flood Risk Assessment (FRA) is required and one has been submitted with the application.

The accompanying FRA has been undertaken dated October 2015 which concludes that details of a SuDS compliant surface water disposal scheme and on site foul drainage should be considered as part of the detailed design.

The Lead Local Flood Authority has been consulted on this application, and has advised that they are satisfied that a viable method of dealing with surface water can be achieved which would not increase flood risk. Therefore no objection is raised to the application subject to the submission of an appropriate SuDs design at detail design stage. If minded to grant permission a suitable worded condition should be applied to ensure that the SuDs scheme is properly implemented and maintained throughout the lifetime of the development.

Thames Water has been formally consulted on the proposal and has advised that they would have no objection to the application of water infrastructure capacity grounds

Having regard to the above, it is considered that the proposals would not lead to increased flood risk, either on site or elsewhere, and would accord with Policy CC4 of the Draft Local Plan Part 1 and the NPPF 2012 in this respect.

Infrastructure contributions

Policy D13 of the Local Plan states that "development will only be permitted where adequate infrastructure, services and facilities are available, or where the developer has made suitable arrangements for the provision of the infrastructure, services and facilities directly made necessary by the proposed development. The Council will have regard to the cumulative impact of development, and developers may be required to contribute jointly to necessary infrastructure improvements".

Local Plan Policy D14 goes on to set out the principles behind the negotiation of planning obligations required in connection with particular forms of new development. The current tests for legal agreements are set out in Regulation 122 (2) of the CIL Regulations 2010 and the guidance within the NPPF.

The three tests as set out in Regulation 122(2) require s106 agreements to be:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development.

The NPPF emphasises that to ensure viability, the costs of any requirements likely to be applied to development, such as infrastructure contributions should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

From 6th April 2015, CIL Regulation 123 was amended to mean that the use of pooled contributions under Section 106 of the Town Country Planning Act is restricted.

At that point, no more may be collected in respect of a specific infrastructure project or a type of infrastructure through a Section 106 agreement, if five or more obligations for that project or type of infrastructure have already been entered into since 6th April 2010 and it is a type of infrastructure that is capable of being funded by CIL.

Policy ICS1 of the Draft Local Plan Part 1 states that infrastructure considered necessary to support new development must be provided either on- or off-site or by the payment of contributions through planning obligations and/or the Community Infrastructure Levy. The Council will resist the loss of key services and facilities unless an appropriate alternative is provided or evidence is presented which demonstrate that the facility is no longer required. New services and facilities where required will be supported. Land for infrastructure, as identified through the Infrastructure Delivery Plan, will be safeguarded.

In the light of the above change, the infrastructure providers have been requested to confirm that the identified contributions contained within the PIC calculator meet the tests of CIL Regulations 122 and 123. The final obligations to be included within the Section 106 agreement will need to satisfy the tests of the Regulations.

Infrastructure providers responsible for the provision of infrastructure within Waverley have been consulted and, as a result, the following contributions are sought and justified:

Early years contribution	£6,731
Primary contribution	£29,378
Secondary contribution	£0
Provision of affordable housing	20%
Provision of recycling containers	£300
Total	£36,409

The providers have confirmed that the proposed contributions would not result in the pooling of more than 5 contributions towards one specific piece of infrastructure. The infrastructure improvements required would therefore comply with CIL Regulations 122 and 123.

The applicant has indicated a willingness to enter into a suitable legal agreement to secure relevant contributions. As of yet, a signed and completed legal agreement has not been received. However, it is understood that in the event permission was to be granted an agreement would be entered into and would adequately mitigate for its impact on local infrastructure and the proposal would comply with the requirements of the Local Plan and the NPPF in respect of infrastructure provision.

However given that this agreement has not yet been completed, the failure to secure the contributions at this time and therefore the failure to comply with Policies D13 and D14 of the Local Plan would be a further reason for refusal in the event that permission is refused.

Financial Considerations

Section 70 subsection 2 of the Town and Country Planning Act 1990 (as amended) states that any local financial considerations are a matter to which local planning authorities must have regard to in determining planning applications; as far as they are material for the application.

The weight to be attached to these considerations is a matter for Committee.

Local financial considerations are defined as grants from Government or sums payable to the authority under the Community Infrastructure Levy (CIL). This means that the New Homes Bonus (NHB) is capable of being a material consideration where relevant. In the current case, the approval of the application would mean that the NHB would be payable for the net increase in

dwellings from this development. The Head of Finance has calculated the indicative figure of £1,450 per net additional dwelling (total of £14,500) per annum for six years. A supplement of £350 over a 6 year period is payable for all affordable homes provided for in the proposal, (total of £700.00 per annum).

Biodiversity and compliance with Habitat Regulations 2010

The NPPF requires that when determining planning application, local planning authorities should aim to conserve and enhance biodiversity by applying the following principles:

If significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for then planning permission should be refused.

In addition, Circular 06/2005 states 'It is essential that the presence or otherwise of protected species and the extent that they may be affected by the proposed development, is established before planning permission is granted.'

Policy NE1 of the Draft Local Plan Part 1 states that the Council will seek to conserve and enhance biodiversity within Waverley. Development should retain, protect and enhance features of biodiversity and geological interest and ensure appropriate management of those features. Adverse impacts should be avoided or, if unavoidable, appropriately mitigated.

The application property does not fall within a designated SPA, SAC, SNCI or SSSI. It is not within 200m of ancient woodland, whilst there is a pond on the opposite side of the road, given the existing tarmacked nature of the site and the fact that the site is separated from the body of water by the A281 road, it is not considered that this is material in this instance.

The application is accompanied by an Ecological Assessment undertaken by Richard Tofts Ecology in September 2015 which acknowledges that the site is not subject to any ecological designations and that the habitats within the site are considered to be of value only in the context of the immediate locality. None of the buildings show evidence of bat or other protected species potential.

Whilst no protected fauna was found during the survey, it was noted that the adjacent neglected paddock supports a Pennyroyal, a noteworthy plant species, the woody habitat within the site is also likely to be used by nesting birds during the breeding season.

The assessment considers that given that the development focuses on those parts of the site that have been previously developed and which are of negligible biodiversity value, the proposals are considered to have a negligible ecological impact. However given the presence of a moderate range of habitats elsewhere within the site does provide an opportunity for ecological enhancements through management and habitat creation within the retained areas.

The Surrey Wildlife Trust has been consulted on this application and has advised that bats would not appear a constraint to development. In relation to reptiles, the development should only proceed in a precautionary manner. Furthermore, in relation to breeding birds, works should be undertaken in accordance with recommendations and mitigation set out in section 4.10 of the submitted Ecological Assessment Report. It is also recommended that conditions be imposed requiring the submission of a Landscape and Ecological Management Plan together with a Sensitive Lighting Management Plan.

As such, Officers consider it would be reasonable and necessary to impose a condition on any permission granted requiring the development to be implemented in accordance with Section 4.10 and 4.11 of the Ecological Assessment Report. It would also be appropriate to condition the submission of a Landscape and Ecological Management Plan.

Overall, the proposed development would accord with Policy D5 of the Local Plan, Policy NE1 of the Draft Local Plan Part 1, and the NPPF.

Accessibility and Equalities Act 2010, Crime and Disorder and Human Rights Implications

There are no implications for this application.

Environmental Impact Regulations 2011 (as amended)

The proposal is considered not to be EIA development under either Schedule 1 or 2 of the EIA Impact Regulations 2011 (as amended) or a variation/amendment of a previous EIA development nor taken in conjunction with other development that is likely to have a significant environmental effect.

Response to Third Party comments

A number of concerns have been highlighted by third party representations. These comments have been carefully considered by officers.

The majority of the concerns relate to the implications for the busy A281 and high safety concerns, the loss of the existing garden centre and local employment, concern at further housing proposals in the village and the wider character of Alfold , flooding implications and the impact on wildlife.

Most of these issues have been addressed in the body of the report. In particular the Highway Authority has raised no objection to the proposed development and therefore a refusal on technical grounds of impact on highway safety could not be justified. Furthermore, whilst officers understand the concerns relating to the loss of a valued garden centre, there is no means of protecting the existing commercial use of the site.

The Flood Risk Assessment has been carefully considered and reviewed by the Lead Local Flood Authority which has raised no objections subject to conditions.

Whilst noting concerns in relation to the number of applications being proposed for Alfold, each site has to be considered on its merits, particularly given the nature of this previously developed site.

Cumulative Effects/in-combination effects

It is important that the cumulative effect of the proposed development and any other committed developments (i.e. schemes with planning permission, (taking into consideration impacts at both the construction and operational phases), or those identified in local planning policy documents) in the area are considered.

Cumulative effects comprise the combined effects of reasonably foreseeable changes arising from the development and other development within a specific geographical area and over a certain period of time. The significance of cumulative impacts needs to be assessed in the context of characteristics of the existing environment. This is to ensure that all of the developments:

- Are mutually compatible; and
- Remain within the environmental capacity of the area and its environs.

Officers have considered the surrounding areas for any developments which require consideration. It is noted that the scheme for development proposed at Dunsfold Park and Springbok are currently at appeal. It is also noted that there is a scheme for 39 units currently being considered at Brockhust Farm. However, given that this site lies directly onto the A281 and given the modest scale of the development at 10 units it is considered that the proposal would

not have any significant environmental effects, whether in combination with other development or on its own. As such, the proposed development would not cause cumulative harm to the character and amenity of the area or highway safety.

Pre Commencement Conditions

Article 35 of the DMPO 2015 requires that for any application for planning permission, the Notice must state clearly and precisely the full reasons, in the case of each pre-commencement condition, for the condition being a pre-commencement condition. This is in addition to giving the full reason for the condition being imposed.

“Pre commencement condition” means a condition imposed on the grant of permission which must be complied with: before any building/ other operation/ or use of the land comprised in the development is begun.

Where pre commencement conditions are justified, these are provided with an appropriate reason for the condition.

Development Management Procedure Order 2015 - Working in a positive/proactive manner

In assessing this application, officers have worked with the applicant in a positive and proactive manner consistent with the requirements of paragraphs 186-187 of the NPPF. This included:-

Provided or made available pre application advice to seek to resolve problems before the application was submitted and to foster the delivery of sustainable development.

Have suggested/accepted/negotiated amendments to the scheme to resolve identified problems with the proposal and to seek to foster sustainable development.

Have proactively communicated with the applicant through the process to advise progress, timescales or recommendation.

Conclusion/ planning judgement

The application is for outline planning permission with access and layout to be considered at this stage, with other details, including appearance, scale and landscaping being reserved.

In forming a conclusion, the NPPF requires that the benefits of the scheme must be balanced against any negative aspects of the scheme.

The site is located in the Countryside Beyond the Green Belt, and as such the development would encroach into the countryside, however, the site is also considered to be previously developed land, being a garden centre falling within an A1 use class and the associated level of hardstanding across the site. Whilst the site currently contains a number of buildings, these are single storey buildings, which are of a form, scale and design which are commonly found within rural area. The proposed residential development would result in the suburbanisation of the area to the detriment of the countryside and wider character of the area.

Whilst the site is located with limited access to services and facilities, the scale of development is not such that would result in a significant level of vehicular movements nor is the site subject to any protected landscape designation. As such, the level of development proposed is proportionate to the scale of the village and in line with the projected growth in the emerging Local Plan.

The County Highway Authority has assessed the application and has raised no objection on highway safety or capacity grounds.

In terms of flood risk, the site is located within Flood Zone 1 and is not therefore at risk of flooding from rivers. No objection has been raised by the relevant statutory bodies on flooding or drainage grounds and the detailed arrangements could be adequately secured by condition.

The scheme would deliver both market and affordable housing, which would contribute towards housing in the Borough. Furthermore, the proposal would provide for onsite affordable housing, although given that this provision would only be 20% the weight that this would have in favour of the scheme, is less than would be the case with a higher proportion. Whilst the applicant has agreed to enter into a Section 106 agreement to secure the affordable provision this has not to date been secured via Section 106 agreement.

Officers consider the proposal would not provide an appropriate mix of dwellings to help meet identified housing need. The proposal appears to indicate that 8 out of 10 dwellings would be 4+ bedroom dwellings. Whilst the application form provides no details as to the proposed mix it is clear from the proposed layout, which is a detailed matter to consider, that the units are all proposed to be large detached buildings. Furthermore, the applicants own transport consultants have assumed the provision of 8 four bed units.

Officers consider that this number of dwellings of this size fails to provide a good mix of dwellings, in line with the SHMA 2015, Local Plan policy and Paragraph 50 of the NPPF. The proposals also fails to result in an efficient use of the site. As such, officers raise objection to the proposed development for these reasons.

Due to the very modest scale of the development, which inevitably limits the extent of benefits that may accrue, the adverse impact of granting planning permission for a development which would result in a suburbanisation of the countryside, adversely affecting the existing rural character of the area, would not meet the locally identified housing needs for smaller homes, and which would not create sufficiently mixed communities as required by the Framework, would significantly and demonstrably outweigh the benefits described, particularly given that the Council can currently demonstrate a five year housing supply.

It is concluded that the adverse impact of the development, namely the impact on the character and appearance of the countryside, the lack of an appropriate mix of dwelling sizes, and the minimal affordable housing provision would significantly and demonstrably outweigh the benefits of the scheme, when assessed against the policies in the Local Plan and NPPF when taken as a whole.

Recommendation

That permission be REFUSED for the following reasons:

1. Reason
The proposal fails to provide an appropriate mix of dwellings and fails to make efficient use of previously developed land such to provide sustainable, inclusive and mixed communities in accordance with paragraph 50 of the NPPF. The development does not adequately respond to the evidenced market demand and would not meet local housing requirements as set out within the West Surrey Strategic Housing Market Assessment (SHMA) 2015. As such the proposal is contrary to paragraph 50 of the NPPF and Policy H4 of the Waverley Borough Local Plan 2002.
2. Reason
The proposal would fail to provide a level of affordable housing provision within the meaning of the NPPF, appropriate to meet Waverley Borough Council's housing need. The proposal is therefore contrary to paragraph 50 of the NPPF as the development does not provide a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community.

3. Reason

The applicant has failed to enter into an appropriate legal agreement in respect of required and necessary infrastructure contributions to seek to mitigate the effects of the proposal upon infrastructure. The proposal therefore conflicts with Policies D13 and D14 of the Waverley Borough Local Plan 2002 and the Waverley Borough Council Infrastructure Contribution SPD (April 2008) and paragraph 203 of the NPPF 2012.

Informatives:

1. This decision relates the following plans:
PL 100 Rev A; PL 101 Rev A; 10122a

- 2 The council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186 – 187 of the national Planning Policy Framework 2012.

Agenda Item 6.

A3 WA/2017/0104
Cove Construction Limited
20/01/2017

Outline application for up to 39 dwellings, provision of public open space and SuDS attenuation with all matters reserved except access (as amended by plans and email received 11/05/2017 and amplified by drainage information received 16/02/2017) at Land Adjoining Brockhurst Farm, Dunsfold Road, Alfold

Committee: Joint Planning Committee
Meeting Date: 10/07/2017

Public Notice: Was Public Notice required and posted: Yes
Grid Reference: E: 503900 N: 135570

Parish: Alfold
Ward: Alfold, Cranleigh Rural and Ellens Green
Case Officer: Tim Bryson
Expiry Date: 20/04/2017
Time Extended Date: 14/08/2017
Neighbour Notification Expiry Date: 03/03/2017
Neighbour Notification
Amended/Additional Expiry Date: 25/05/2017

RECOMMENDATION A

That, subject to the completion of a S106 agreement to secure 15 (38.5%) Affordable Housing dwellings, contributions towards Education infrastructure, waste and recycling, playspace, public open space, SuDS, and a LEAP within 3 months of the committee meeting, and subject to conditions, permission be GRANTED

RECOMMENDATION B

That, in the event that a Section 106 Agreement and Section 278 Agreement is not completed within 3 months of the date of the resolution to grant planning permission, then permission be REFUSED

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Introduction

The application has been brought before the Joint Planning Committee because the proposal does not fall within the Council’s scheme of delegation.

The planning application seeks outline permission of the development proposal with all matters reserved, except access.

An application for outline permission is used to establish whether, in principle, the development would be acceptable. This type of planning application seeks a determination from the Council as to the acceptability of the principle of the proposed development and the proposed access details. If outline planning permission is granted, details reserved for future consideration would be the subject of a future reserved matters application. The reserved matters would include:

Appearance - aspects of a building or place which affect the way it looks, including the exterior of the development.

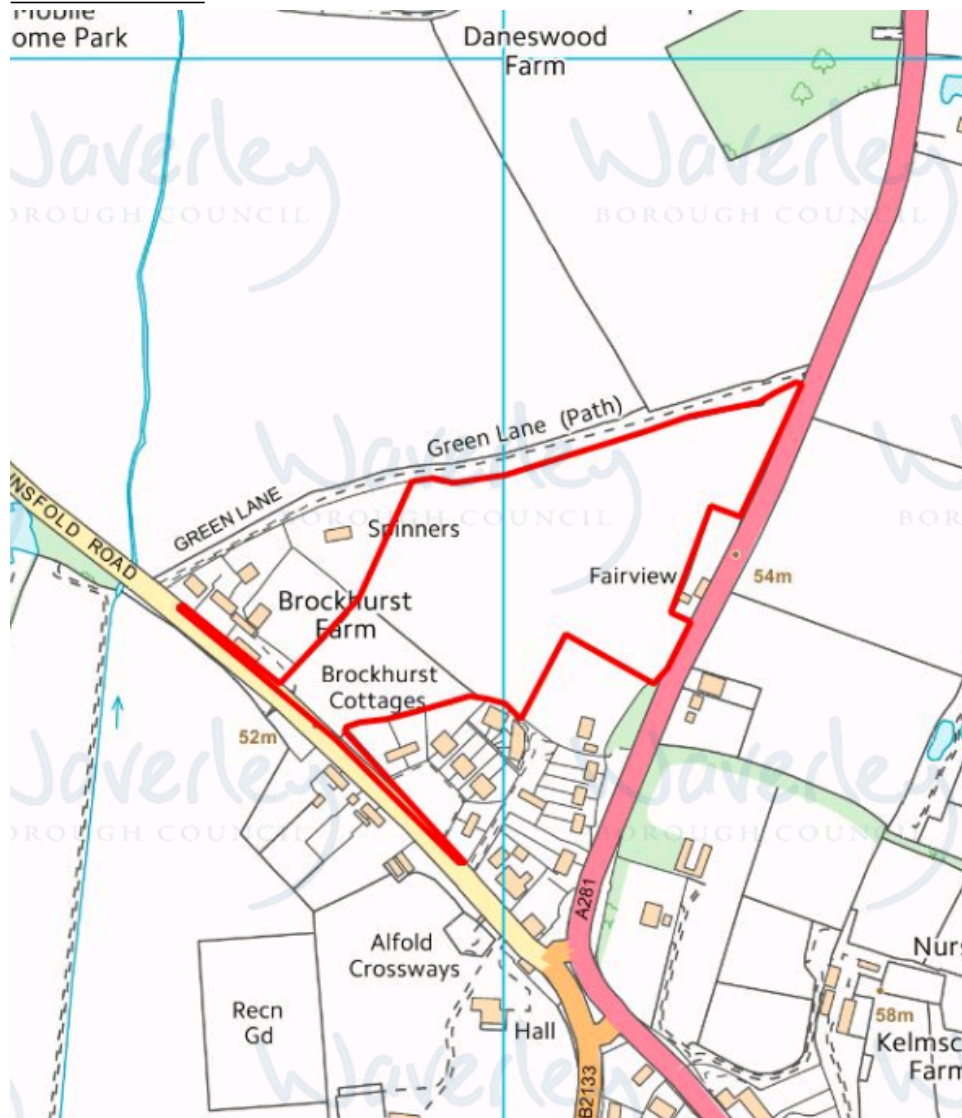
Layout - includes buildings, routes and open spaces within the development and the way they are laid out in relation to buildings and spaces outside the development.

Scale - includes information on the size of the development, including the height, width and length of each proposed building.

Landscaping - aspects of a building of place which affect the way it looks, including the exterior of the development.

If outline permission is granted, a reserved matters application must be made within three years of the grant of permission (or a lesser period, if specified by a condition on the original outline approval). The details of the reserved matters application must accord with the outline planning permission, including any planning condition attached to the permission.

Location Plan



Site Description

The application site measures 4.4 hectares and is located to the west of the A281, north of Dunsfold Road and south east of Green Lane.

The site comprises two open grassed fields, separated by a band of low hedging. The site is enclosed, primarily, by tree and hedge cover. The southern extent of the site abuts the rural settlement boundary which includes Brockhurst Cottages to the north of Dunsfold Road. There is a cluster of dwellings located to the east of the site and to the west of Green Lane as well as some dwellings to the south of Dunsfold Road. The site wraps around Vintners and Fairview on the eastern boundary.

Proposal

This proposal seeks outline planning permission for the erection of up to 39 dwellings with all matters reserved except for access, and associated development including the provision of a play area and an on-site Sustainable Urban Drainage System (SuDS) and pond, which would be located at the front of the site adjacent to Dunsfold Road.

Whilst the application is for outline permission with layout matters reserved, the indicative layout plan shows that the proposed housing would be located on the south eastern and eastern half of the site, and the western section would be retained as public open space. A play area would be located to the north of Brockhurst Cottages, with an approximate area of 387sqm.

The north-western boundary would be replaced with native planting, and the eastern buffer reinforced with additional planting to provide an ecological enhancement.

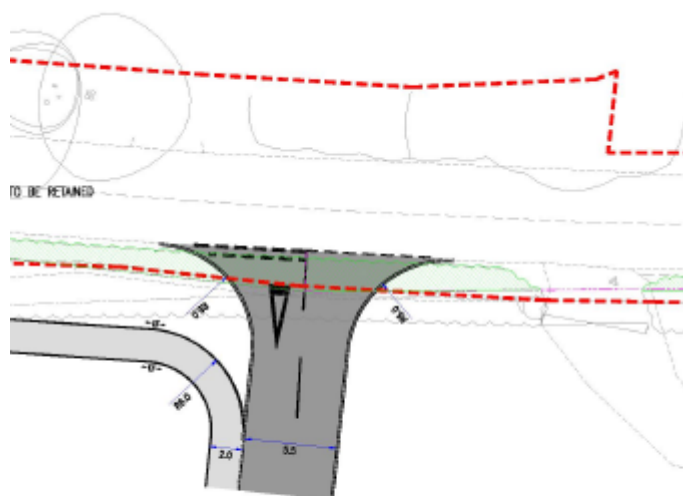
The application proposes the following mix of housing, which would equate to a total of 38.5% affordable housing provision:

Housing type	Affordable	Market
1 bedroom	7	0
2 bedroom	5	7
3 bedroom	3	9
4 bedroom	0	8
Total	15	24

The tenure of the affordable housing would be split 50% shared ownership and 50% social rented.

The supporting information has detailed that the dwellings would be limited to two storeys in height and would be designed to reflect the character of surrounding dwellings.

Site access



Heads of Terms

The following matters are proposed to be subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990 (as amended):

Early years education	£26,249
Primary education	£116,276
Waste and recycling containers	£1,170
Alfold playspace equipment	£20,911
Bus stop infrastructure	£20,000
Cycle/public transport voucher	£100 per dwelling
Speed reduction measures on Loxwood Road between Alfold Crossways and the county boundary, 500m south of the Rosemary Lane junction with Loxwood Road.	£35,000
Cycling infrastructure improvements on Public Bridleway No. 400 and B.O.A.T No.395.	£20,000
Environmental Enhancement: Village Centre sign	£5,000
Environmental Enhancement: Cemetery gates	£1,200
Provision of on-site affordable housing	38.5%

Total	£245,806, plus up to £3900 in travel vouchers and 38.5% affordable housing
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The following matters are to be secured via a Section 278 Agreement with the Highway Authority:

1. Prior to commencement of the development the proposed site access with visibility splays and 30 metres of the new access road, shall be constructed to a standard suitable for construction vehicles. The full access, in general accordance with the approved plans, and subject to the Highway Authority's technical and safety requirements, shall be laid out and made available prior to the first occupation of any of the residential dwellings at the site.
2. Prior to first occupation of the development the proposed footway connecting the site and the existing footway on Dunsfold Road and the proposed parking lay-bys, shall be constructed in general accordance with approved plans and subject to the Highway Authority's technical and safety requirements.
3. Prior to first occupation of the development construct the Alfold Crossways junction safety improvement scheme, in general accordance with RGP's Drawing No. 2014/2175/003 Rev A and subject to the Highway Authority's technical and safety requirements.

Relevant Planning History

WA/1992/0917	Outline application for the erection of 24 dwellings.	Refused 28/08/1992	Appeal Dismissed 15/06/1993
WA/1976/0588	Erection of one dwelling (Outline)	Refused	12/07/1976
HM/R7036	Caravan	Refuse	16/03/1954
HM/R20471	Erection of one single-storey dwelling house	Refuse	11/08/1972

Planning Policy Constraints

Countryside beyond Green Belt - outside rural settlement boundary
Ancient Woodland 500 m Buffer Zone

Development Plan Policies and Proposals

Saved Policies of the Waverley Borough Local Plan 2002:

Policy C2	Development in the Countryside
Policy C7	Trees, Woodlands and Hedgerows
Policy D1	Environmental Implications of Development
Policy D2	Compatibility of Uses
Policy D4	Design and Layout
Policy D5	Nature Conservation
Policy D6	Tree Controls
Policy D7	Trees, Hedgerows and Development
Policy D8	Crime Prevention
Policy D9	Accessibility
Policy D13	Essential Infrastructure
Policy D14	Planning Benefits
Policy H4	Density and Size of Dwellings
Policy H10	Amenity and Play Space
Policy HE15	Unidentified Archaeological sites
Policy M1	The Location of Development
Policy M2	The Movement Implications of Development
Policy M4	Provision for Pedestrians
Policy M5	Provision for Cyclists
Policy M14	Car Parking Standards

Draft Local Plan Part 1 Policies:

Policy RE1	Countryside beyond the Green Belt
Policy TD1	Townscape and Design
Policy NE1	Biodiversity and Geological Conservation
Policy NE2	Green and Blue Infrastructure
Policy SP1	Presumption in Favour of Sustainable Development
Policy SP2	Spatial Strategy
Policy ICS1	Infrastructure and Community Facilities
Policy AHN1	Affordable Housing on Development Sites
Policy AHN3	Housing Types and Size
Policy LRC1	Leisure, Recreation and Cultural Facilities
Policy ALH1	The Amount and Location of Housing
Policy ST1	Sustainable Transport
Policy CC1	Climate Change
Policy CC2	Sustainable Construction
Policy CC3	Renewable Energy Development
Policy CC4	Flood Risk Management

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires all applications for planning permission to be determined in accordance with the Development Plan, unless material considerations indicate otherwise. The adopted Local Plan (2002) and the South East Plan 2009 (solely in relation to policy NRM6) therefore remain the starting point for the assessment of this proposal.

The National Planning Policy Framework (NPPF) is a material consideration in the determination of this case. In line with paragraph 215 due weight may only be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The report will identify the appropriate weight to be given to the Waverley Borough Local Plan 2002.

The Council is in the process of replacing the adopted 2002 Local Plan with a new two part document. Part 1 (Strategic Policies and Sites) will replace the Core Strategy that was withdrawn in October 2013. Part 2 (Non-Strategic Policies and Site Allocations) will follow the adoption of Part 1. The new Local Plan builds upon the foundations of the Core Strategy, particularly in those areas where the policy/approach is not likely to change significantly. The Council approved the publication of the draft Local Plan Part 1 for its Pre-submission consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 on 19 July 2016. The consultation period commenced in August 2016 and closed on 3 October 2016. On the 21st December 2016 the Council submitted the draft Local Plan Part 1 for Examination. In accordance with paragraph 216 of the NPPF, weight can be given to the draft Plan, but the degree to which it can is determined by the stage the Plan has reached and the extent to which there are any unresolved objections to it. It is considered that significant weight can be given to the Draft Plan following its publication on Friday 19 August, given its history of preparation thus far, the iterations of it and the extent of consultation and consideration on it to date. The weight afforded to the Draft Local Plan will increase as the Plan progresses through Examination and onto its adoption in 2017.

Other guidance:

- National Planning Policy Framework (2012)
- National Planning Practice Guidance (2014)
- Land Availability Assessment (2016)
- West Surrey Strategic Housing Market Assessment (2015)
- Settlement Hierarchy (Update 2012)
- Climate Change Background Paper (2011)
- Statement of Community Involvement (2014 Revision)
- Strategic Flood Risk Assessment (2015/2016)
- Viability Assessment (2016)

- Planning Infrastructure Contributions SPD (2008)
- Cycling Plan SPD (April 2005)
- Council's Parking Guidelines (2013)
- Vehicular and Cycle Parking Guidance (Surrey County Council 2012)
- Waverley Local Plan Strategic Highway Assessment (Surrey County Council, 2016)
- Surrey Design Guide (2002)
- National Space Standards
- Alfold Initiative

Consultations and Parish Council Comments

Parish Council	<p>Original scheme: Object on the following grounds:</p> <ul style="list-style-type: none"> - The emerging local plan allocates 100 houses for Alfold, of which permission has been achieved for 82, leaving a balance of 18. The plan states that development within Alfold should be on small sites, which accords with the parish housing needs survey carried out in December 2012. - Waverley's pre-application advice states that any over-delivery past the allocated numbers in the pre-submission Local Plan would simply not be sustainable. - The site is outside the settlement boundary of the village, on greenfield land and in the AGLV - The site virtually adjoins Dunsfold Park, and with the Park's proposed development there is a danger of creating one conurbation including Alfold village. - There should be distinct separation between the village and Dunsfold Park. - The access onto Dunsfold Road is already over-burdened with traffic, causing not infrequent accidents. - Site is isolated, without immediate access to services. - Alfold lacks infrastructure for considerable further development. - The foul drainage system is at full capacity and subject to ongoing studies. - Properties in Green Lane were severely affected by groundwater flooding during the storms of 2013, and therefore disputes claim that the site is not at risk. - By virtue of the number of units, it is inevitable that there would be an urban element to this development which does not accord with the village setting, nor does it propose that there would be a suitable mix of properties.
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	<p>Amended scheme: Alfold Parish Council notes the revised plans submitted in relation to the above application and the reduction to 39 dwellings. The Parish Council considers that their reasons for objection outlined in their letter of 23rd February 2017 have not been addressed, therefore the objection still stands.</p>
<p>County Highway Authority</p>	<p>The proposed development has been considered by the County Highway Authority who recommends an appropriate agreement should be secured before the grant of permission, to secure the following works:</p> <p>S278 Highway Works:</p> <ol style="list-style-type: none"> 1. Prior to commencement of the development the proposed site access with visibility splays and 30 metres of the new access road, shall be constructed to a standard suitable for construction vehicles. The full access, in general accordance with the approved plans, and subject to the Highway Authority's technical and safety requirements, shall be laid out and made available prior to the first occupation of any of the residential dwellings at the site. 2. Prior to first occupation of the development the proposed footway connecting the site and the existing footway on Dunsfold Road and the proposed parking lay-bys, shall be constructed in general accordance with approved plans and subject to the Highway Authority's technical and safety requirements. 3. Prior to first occupation of the development construct the Alfold Crossways junction safety improvement scheme, in general accordance with RGP's Drawing No. 2014/2175/003 Rev A. <p>S106 Payment:</p> <ol style="list-style-type: none"> 1. Prior to first occupation of the development pay to the county council £20,000 for upgrading the bus stop infrastructure at Alfold Crossways. 2. Prior to first occupation of each residential unit to provide each dwelling with a combined cycle/public transport voucher of £100 per dwelling. The developer shall monitor and report to the Highway Authority the uptake of the vouchers by each household, all in accordance with a scheme to be submitted to and agreed in writing by the Highway Authority. 3. Prior to occupation of the 20th residential dwelling pay to the county council £35,000 for speed reduction measures on Loxwood Road between the Alfold Crossways junction and the county boundary, located approximately 500 metres to

	<p>the south of the Rosemary Lane junction with Loxwood Road.</p> <p>4. Prior to occupation of the 20th residential dwelling pay to the county council £20,000 for cycling infrastructure improvements on Public Bridleway No. 400 and B.O.A.T No. 395.</p> <p>Conditions recommended to cover:</p> <p>1) Cars to enter and exit the site in a forward gear.</p> <p>2) Construction Transport Management Plan.</p> <p>3) Measures to control bulk and movement of materials.</p> <p>4) Cycle parking, electric vehicle charging points and Travel Plan.</p> <p>5) Provision and details of internal roads footpaths and cycleways.</p> <p>The Highway Authority is satisfied that the proposed access and movement strategy for the development would enable all highway users can travel to/from the site with safety and convenience.</p> <p>The Highway Authority considers the traffic impact assessment undertaken by the applicant provides a robust and realistic assessment of the proposed development. The Highway Authority is satisfied that, subject to the delivery of a package of mitigation measures, the residual cumulative impacts of the development would not be severe.</p> <p>Local Policy: The Highway Authority is satisfied that the proposed development is in accordance with the relevant 'movement' Local Plan (2002) policies.</p>
Thames Water	<p>Inability of the existing wastewater infrastructure to accommodate the needs of this application. A Grampian style condition should be imposed on any permission granted.</p> <p>It is the responsibility of a developer to make proper provision for drainage to ground, water courses or suitable sewer.</p> <p>Thames Water would require phasing to ensure suitable water supply infrastructure is in place in time to serve the</p>

	new development. To ensure Thames Water has sufficient lead-in time to provide such services.
Southern Water	The site is not located within Southern Water's statutory area for water supply, drainage and waste water services.
Lead Local Flood Authority	<p>No objection to scheme subject to imposition of conditions.</p> <p>Additional response following amendments to scheme:</p> <p>Given the amended scheme relates to a change in housing mix, no further comments to make. The previous response remains valid.</p>
Environment Agency	No response received.
Southern Gas Network	No response received.
Surrey Wildlife Trust	<p>The Ecological Impact Assessment Report by EPR dated December 2016 provides much useful information for the Local Authority to be able to assess the potential status of protected and important species on the proposed development site.</p> <p>Were permission to be granted, the applicant should be required to undertake all the recommended actions in Section 4 of the Report 'Impact Assessment and Mitigation', including the biodiversity enhancements detailed in Section 5 'Residual Impacts, Compensation and Enhancement'.</p> <p>The proposed Construction and Environmental Management Plan, Biodiversity Management Plan (BMP) and Reptile Mitigation Strategy should be approved. The BMP should also include a post development monitoring strategy to allow any defects to the Plan to be identified and appropriate amendments undertaken.</p> <p>The Authority should ensure the applicant's development plans can meet the requirements of the CEMP and BMP as this will help the Local Authority address its biodiversity responsibilities in the planning process.</p> <p>Best practice would require further reptile surveys to help</p>

	<p>establish population density and hence inform the mitigation strategy and translocation site requirements. In the absence of this information, the applicant's Reptile Mitigation Strategy should ensure it is sufficiently robust to be able to support the numbers of individuals likely to be involved.</p>
Natural England	<p>No comments to make on this application.</p> <p>Additional response following amendments to scheme: The amended plans do not alter the previous comments made.</p>
Council's Environmental Health Officers - noise	<p>No objection subject to conditions.</p>
Council's Environmental Health Officers - contaminated land	<p>Significant contamination issues are not present at the site. No further action required.</p>
Council's Waste and Recycling Officer	<p>The dwellings will require the appropriate containers which would be presented for collection on the appropriate day.</p>
County Archaeologist	<p>The Archaeology assessment is poor and includes only cursory cartographic research and no examination of aerial photographs that are considered to be essential in enabling an informed decision to be taken regarding archaeological potential.</p> <p>Disagrees with the conclusion of the report and considers that due to a lack of previous archaeological work in the area, the potential of the site is better described as uncertain with possibility of early prehistoric activity and so further work will be required to clarify the presence or absence of significant archaeological remains in line with the NPPF.</p> <p>This should in the first instance comprise an archaeological evaluation trial trenching exercise, which would aim to establish rapidly whether archaeological assets are present. The results would enable suitable mitigation measures to be developed, which may involve more detailed excavation of any Archaeological Assets, or preservation in situ if the find of exceptional significance.</p>

	<p>A condition should be imposed on any outline permission to require any detailed reserved matters application to be accompanied by an appropriately scaled field evaluation.</p> <p>Additional response following amendments to scheme: The proposed amendment does not alter the response given, and the above conclusions remain.</p>
Surrey Police	No response received.
Forestry Commission	Refers to standing advice on Ancient Woodland.
County Rights of Way	No response received.
Auto-cycle Union Ltd	No response received.
British Horse Society	No response received.
Byways and Bridleways Trust	No response received.
Cyclists Touring Club	No response received.
Ramblers Association - London	No response received.
Ramblers Association - Local	No response received.
The Open Spaces Society	No response received.
Director of Public Health	No response received.
NHS England	No response received.
Guildford and Waverley CCG	No response received.
Health Watch	No response received.
Scottish and Southern Energy	No response received.
Emergency Planning and	No response received.

Resilience Officer	
Countryside Projects Assistant	No response received.

Representations

In accordance with the statutory requirements and the “Reaching Out to the Community – Local Development Framework – Statement of Community Involvement – August 2014” the application was advertised in the newspaper on 10/02/2017, site notices were displayed around the site on 10/04/2017 and neighbour notification letters were sent on 30/01/2017.

15 letters have been received raising objection on the following grounds:

Planning history	<ul style="list-style-type: none"> • Site has previously had permission refused due to location outside the settlement and because it would be an undesirable extension of residential development to the detriment of the character of the area. Nothing has changed. • Previous appeal was dismissed.
Highways and traffic	<ul style="list-style-type: none"> • No mention of pavements in the direction towards Dunsfold Park and the pub, for those wishing to walk to employment within the new Park development. • Dunsfold Park were required to provide a pavement along Dunsfold Road - why has this not been completed yet? Is it due to insufficient funds? • Accidents at the Crossways is mostly due to driver error, however the junction itself is confusing. 19 accidents in 5 years is bad, and if you increase traffic, it will get worse. • The TRICS reports are not relevant for this location, as they are all Edge of Town. This is a rural location and they are therefore not appropriate. • Access should be addressed before anything else. • Lack of public transport will promote reliability on vehicles. • Danger to pedestrians from the proposed exit onto a narrow road. • Dunsfold Road is in a poor condition
Need for housing	<ul style="list-style-type: none"> • The LAA considers the site appropriate for 15 units. 45 exceeds this and would result in other LAA sites being turned down.

	<ul style="list-style-type: none"> • Alfold would meet its requirement for 100 homes, even if this development were to be scaled down. • Thousands of homes have been accepted at Dunsfold Park, and this would in itself cause misery on the roads • Current planning applications far exceed the identified local need for housing. • New housing in Alfold is still unsold. • Inappropriate mix of housing proposed. • Approval would exceed the target of 100 homes before the new local plan is adopted.
Loss of agricultural land	<ul style="list-style-type: none"> • The proposal would result in more than a small encroachment into Grade 2 agricultural land. Whilst the Grade 2 land would be kept as open space, this would impact on the ability of the land to function as useful agricultural land.
Countryside, design and impact on visual amenity	<ul style="list-style-type: none"> • The proposal is out of keeping with Policy C2. • The visual impact assessment takes no account of impact on local residents. • Out of keeping with linear landscape of the rural village • Loss of a view onto a field full of wildlife • Urbanising impact outside settlement boundary • Alfold Neighbourhood Plan are intending to create a green buffer zone around the village. This scheme would be directly contrary to one of the principles of the emerging Neighbourhood Plan. • The playground is in an inconvenient location. • Out of scale and out of character with the village in terms of appearance and visual impact on the open aspect of the land. • Inappropriate density • Includes 'backfield' development not complimentary to the linear development of the village.
Location of development	<ul style="list-style-type: none"> • Not sustainable as adjacent to a rural settlement and a significant distance from any local amenities. • Poorly located in terms of public transport. • Bus stop only served by a very limited timetable and cannot be considered suitable means of transport for employment or education. • Unsustainable as no infrastructure or resources to be sustainable. • These are isolated houses in the countryside. • Would increase number of homes on Dunsfold Road by 130% • Consideration should be given to brownfield sites

	<p>first, before greenfield sites.</p> <ul style="list-style-type: none"> • Inconsistent with aims of AGLV • Outside settlement boundaries • More sustainable sites as identified in the AECOM sustainability report of August 2016.
Services and infrastructure	<ul style="list-style-type: none"> • The applicant references three pubs, however, there is only 1 pub. • The MOT centre is no longer open and now accommodates 4 homes. • Lack of facilities to cope with increase in households - only one doctors surgery across the border in West Sussex. • Sewerage is a major issue. • Internet and phone signal is poor in the area.
Flooding	<ul style="list-style-type: none"> • Poor natural drainage leads to flooding, which will be made worse by a field built over by developers.
Other	<ul style="list-style-type: none"> • Area being overwhelmed by planning applications.
Impact on existing neighbours	<ul style="list-style-type: none"> • A playground opposite Brockhurst Cottages would cause loss of light. • Overlooking of Brockhurst Cottages from several properties and a playground, resulting in loss of privacy • Noise and disturbance from the playground to existing residents • Loss of visual amenity from existing dwellings, resulting a domineering aspect to the west of Fairview, Guildford Road. • Placement of alleyway to the front of Brockhurst Cottages is a joke and will not be giving up access to passers by. The access needs to be kept clear. • Overshadowing.

Following submission of amended plans, neighbours were consulted on 11/05/2017. 4 letters have been received raising objection on the following grounds:

- The Travel Plan is farcical. The modes of transport make no sense. The only way to get anywhere is by car, so if you cannot drive the only way to get provisions is by delivery. This development will only add to these problems.
- The infrastructure cannot support the additional houses.
- Lack of amenities
- Increased congestion
- Flooding

- The proposal, as a result of the number of dwellings, scale, layout and urbanising impact would result in material visual harm to the rural character of the area and intrinsic character, beauty and openness of the countryside.
- The proposal by virtue of its scale, size, height, bulk and proximity to neighbouring properties would have a detrimental and overbearing impact on the amenity of occupiers of all neighbouring properties.
- Contrary to local plan policies and draft local plan policies.

Submissions in support

In support of the application the applicant has made the following points:

- The Council cannot demonstrate a five year housing supply
- Draft Policy ALH1 allocates 100 homes to Alfold.
- The settlements of Alfold and Alfold Crossways are not within the AONB or Green Belt and therefore offer more scope for growth.
- There are a range of facilities to 'meet the day-to-day needs of local residents'.
- The site at Sweeters Copse, under reference WA/2015/2261, ranked lower than this site in the Council's Sustainability Appraisal 2016, with a lower performance against environmental stewardship, Alfold Conservation Area and the impact on surface water.
- Economic, environmental and social benefits to the scheme.
- Strong landscape and ecology buffers to the eastern and northern boundaries ensure the development is contained and would not sprawl into the open countryside.
- The proposed density of 10 dwellings per hectare, based upon the whole site area, which would deliver an efficient use of land, appropriate for this location and well related to the existing settlement.
- The dwellings would be two storey and of a character to reflect the surrounding dwellings.
- The scheme would provide 40% affordable housing, and would meet the requirements of the SHMA for both affordable and market housing.
- The development would be contained on the Grade 3b agricultural land, with a slight extension into Grade 2 agricultural land. The majority of Grade 2 land would be undeveloped and used as public open space and ecological enhancements.
- Addition of a new pedestrian path would assist in encouraging pedestrian and cycle access into the village.
- The proposal would not have a severe impact on the operation of the local road network.

Determining Issues

Principle of development

Prematurity

Planning history and differences with previous proposal

Lawful use of the site
Loss of agricultural land
Location of development
Housing land supply
Housing mix and density
Affordable housing
Impact on Countryside beyond the Green Belt and visual amenities
Impact on residential amenity
Highways considerations
Parking provision
Impact on trees
Standard of accommodation for future occupants
Provision of amenity and play space
Air Quality
Land contamination
Noise impacts
Archaeological considerations
Flooding and drainage
Infrastructure contributions
Financial considerations
Biodiversity and compliance with Habitat Regulations 2010
Accessibility and Equalities Act 2010, Crime and Disorder and Human Rights
Implications
Environmental Impact Regulations 2011 (as amended)
Pre Commencement Conditions
Working in a positive/proactive manner

Planning Considerations

Principle of development

The NPPF at paragraph 197 provides the framework within which the local planning authority should determine planning applications, it states that in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development.

Paragraph 14 of the NPPF defines the presumption in favour of sustainable development as approving development proposals that accord with the development plan without delay; and where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless: *inter alia* any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this framework indicate development should be restricted.

The site is located in the Countryside Beyond the Green Belt. Policy C2 states that the Countryside should be protected for its own sake and new housing is unacceptable in principle. This principle is carried through into Policy RE1 of the Pre-Submission Local Plan which requires the Council to recognise and safeguard the intrinsic beauty of the countryside 'in accordance with the NPPF'. However, Policy C2 does not carry full weight as it is not considered to be entirely consistent with the NPPF as Policy C2 refers to protection for 'its own sake', whereas the NPPF places emphasis on protecting the intrinsic character and beauty of the Countryside..

Accordingly, as the policy is considered to be out of date, the tilted balance in favour of sustainable development, as set out in paragraph 14 of the NPPF applies.

This principle of sustainable development is carried through into Policy SP1 of the pre-submission Local Plan, which requires the Council to take a positive approach to development, working proactively in favour of this presumption to find solutions so that proposals can be approved wherever possible and secure development that improves the economics social and environmental conditions in the area.

Paragraph 17 of the NPPF sets out that within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking.

These 12 principles are that planning should: inter alia take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it.

The planning application seeks outline permission for the development proposal with access for consideration. As such, the applicant is seeking a determination from the Council on the principle of the residential development, associated access and layout.

The NPPF states that, where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality.

The principle of residential development could therefore be acceptable.

Prematurity

Annex 1 of the National Planning Policy Framework explains how weight may be given to policies in emerging plans. However, in the context of the Framework and in particular the presumption in favour of sustainable development – arguments that an application is premature are unlikely to justify a refusal of planning permission other than where it is clear that the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, taking the policies in the Framework and any other material considerations into account. Such circumstances are likely, but not exclusively, to be limited to situations where both:

a) the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging Local Plan or Neighbourhood Planning; and

b) the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area.

Refusal of planning permission on grounds of prematurity will seldom be justified where a draft Local Plan has yet to be submitted for examination, or in the case of a Neighbourhood Plan, before the end of the local planning authority publicity period. Where planning permission is refused on grounds of prematurity, the local planning authority will need to indicate clearly how the grant of permission for the development concerned would prejudice the outcome of the plan-making process.

Whilst the Local Plan has been submitted to the Secretary of State for examination, the development proposed is not considered to be so substantial, or its cumulative effect so significant, that granting permission would undermine the plan-making process.

Alfold Parish Council is in the process of drafting a Neighbourhood Plan. The Neighbourhood Plan's current stage is at consultation stage where a link has been provided on the Parish Council's website to a survey seeking public responses. It is considered that the Neighbourhood Plan is at a very early stage in the process and therefore no weight can be given to this plan in the determination of the current planning application.

The NPPG states that an emerging neighbourhood plan may be a material consideration in decisions on planning applications. It adds, however, that refusal of planning permission on grounds of prematurity will seldom be

justified, in the case of a neighbourhood plan, before the end of the Local Planning Authority publicity period.

Having regard to the advice of the NPPG, officers conclude that a reason for refusal based on prematurity could not be reasonably substantiated.

Planning history and differences with previous proposal

In 1992 (WA/1992/0917) an outline application for 24 dwellings and access was refused and dismissed at appeal. In dismissing the appeal, the Inspector noted that the proposal would be contrary to the current development Plan Policies and that the development would result in the loss of much of the hedge that fronts Dunsfold Road and be materially harmful to the setting of Alfold Crossroads and the surrounding countryside.

Since this previous decision, the site and surroundings have not materially changed. The main changes have been in planning policy terms, which include the demise of the Surrey Structure Plan and South East Plan, and adoption of the Local Plan 2002, the NPPF 2012 and NPPG 2014. Since the 1992 decision there has been a change in Local, Regional and National planning policy. The starting point with the assessment of the current proposal is the current Development Plan. Therefore, whilst the 1992 decision is a material consideration, limited weight can only be attached to it in the assessment of the current proposal, given the changes in policy circumstances since the determination of that application.

Lawful use of the site

The application site mainly comprises an open grassed field with a grassed access to the south-west and wooded Common Land to the north-west. Having regard to the planning history of the site, Officers consider the lawful use of the land to be agricultural.

Loss of agricultural land

Where land within the site is considered to constitute agricultural land, paragraph 112 of the NPPF states that if significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poor quality land in preference to that of higher quality.

This sentiment accords with Policy RD9 of the Waverley Borough Local Plan 2002, which states that development will not be permitted which would result in the loss or alienation of the best and most versatile agricultural land, unless

it can be demonstrated that there is a strong case for development on a particular site that would override the need to protect such land.

For clarity, land which is classified as Grade 1, 2 or 3a in the Agricultural Land Classification system is defined as the 'best and most versatile agricultural land'.

Furthermore, on all grades of agricultural land, development will not be permitted which would result in the fragmentation of an agricultural or horticultural holding so as to seriously undermine the economic viability of the remaining holding.

The Council's records indicate that the site is classified as Grade 3. However, the Applicant has submitted an Agricultural Assessment undertaken by Reading Agricultural Consultants Ltd in November 2016 which identifies that 78% (3.1ha) of the site is classified as Grade 2 and 22% (0.9ha) is classified as Grade 3b. The assessment further identifies that 0.8ha of the Grade 2 land and 0.9ha of the Grade 3b land would be developed as a result of this proposal, which would equate to 26% of the total Grade 2 land and 100% of the total Grade 3b land.

The report identifies that the majority of Grade 2 quality land would remain as undeveloped public open space and additional tree and scrub planting within this area would further enhance soil structures, drainage and the ecological value of the soil.

The report concludes that the loss of Grade 2 land would not represent a significant loss of the best and most versatile agricultural land as it has not realised its productive potential for many years and therefore there are no economic or other benefits arising from the part of the site classified as Grade 2 which needs to be taken into account by the Local Planning Authority. Furthermore, it is stated that the scale of the loss of the Grade 2 land would be considerably below the threshold of 20ha of best and most versatile land for consultations with Natural England within the DMPO, which is generally taken as a measure of a significant development of agricultural land as it introduces national interest.

Officers have undertaken a site visit, and noted that the land does not appear to be used for an existing agricultural holding. Given the conclusions of the report undertaken by a qualified Agricultural Consultant, and the small amount of Grade 2 land that would be lost as a result of this proposal, Officers consider that the loss of the Grade 2 land would not be significant or result in the fragmentation or loss of an existing agricultural holding. The proposal

would therefore accord with the sentiments of the NPPF and Policy RD9 of the Local Plan 2002.

Location of development

Paragraph 55 of the NPPF 2014 states that to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances.

Paragraph 69 of the NPPF 2012 states, inter alia, that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. It continues that local planning authorities should create a shared vision with communities of the residential environment and facilities they wish to see.

Paragraph 70 of the NPPF 2012 states that to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- sustainability of communities and residential environments;
- guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and
- ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

Policy C2 of the Waverley Borough Local Plan 2002 states that building in the Countryside beyond the Green Belt, away from existing settlements, will be strictly controlled. Policy RE1 of the Draft Local Plan Part 1 state that the intrinsic beauty of the countryside will be recognised and safeguarded in accordance with the NPPF.

The Key Note Policy of the Waverley Borough Local Plan aims, amongst other matters, to make provision for development, infrastructure and services which

meet the needs of the local community in a way which minimises impacts on the environment.

The text states that opportunities for development will be focused on the four main settlements (Farnham, Godalming, Haslemere and Cranleigh), mainly through the re-use or redevelopment of existing sites.

Policy SP2 of the Draft Local Plan Part 1 refers to the Council's Spatial Strategy to 2032 and the need to maintain Waverley's character whilst ensuring development needs are met in a sustainable manner. Policy SP2 sets out the following:

- Major development on land of the highest amenity value will be avoided
- Development will be focused at the four main settlement
- Moderate levels of development will be allowed in larger villages
- Limited levels of development will be allowed in and around other specified villages
- Modest levels of development will be allowed in all other villages.
- Opportunities for the redevelopment of suitable brownfield sites will be maximised.
- Strategic and Non-Strategic sites will be identified and allocated through Local Plan Part 2 and Neighbourhood Plans
- Infrastructure, where needed, will be provided alongside new development including funding through the Community Infrastructure Levy (CIL)

The site is located adjacent to the settlement boundary of Alfold Crossways, but is nonetheless located within the Countryside.

Within the Council's Sustainability Report 2016, Alfold is considered to be an 'other settlement' where, according to the sequential approach, greenfield sites around these settlements should be the final location at which to deliver growth.

Alfold is described as a smaller village which stands out due to its relatively few environmental constraints where a large number of sites are promoted within the draft Local Plan. The village is considered to have very limited level of facilities and therefore a total number of 100 homes to be delivered over the plan period, which has been considered by the Council as appropriate within Policy ALH1.

The site is included within the Council's Land Availability Assessment, ID Ref. 277. The LAA review identified that the development of the whole site for housing would represent a relatively large northward extension to the village. The south western area of the site, however, could offer some potential for

infilling and rounding off development on the Dunsfold Road frontage. The site was allocated a proposed (estimated) yield of 15 dwellings.

The applicant has identified, within their Design and Access Statement, a range of facilities within Alfold and in close proximity to the site. It is noted that third party comments identify that a number of these facilities no longer exist, such as the closure of the MOT centre, which has been redeveloped for residential use, and that there is only one public house in the vicinity. Furthermore, the third party representations identify that there is no doctors surgery within the village.

Officers consider that within the villages of Alfold and Alfold Crossways there are a limited number of facilities. However, whilst the proposed development would be outside the settlement boundary, Officers consider that the proposal would not result in isolated dwellings in terms of the visual relationship to the existing settlement and the limited facilities in the village.

The proposal would have limited access to the facilities required for promoting healthy communities as Alfold Crossways and Alfold is not considered to be a sustainable location in terms of available services and facilities. However, this is only one aspect to be weighed against any benefits. In addition the Local Plan envisages some small scale growth within the village. Alfold is served by a bus route which connects to wider settlements, such as Godalming and Cranleigh, although this is of limited service.

Whilst acknowledging that the site is outside of a defined settlement or developed area, it is considered that the proposal would not result in isolated dwellings.

The proposal provides over 2.0 ha of public open space and a LEAP, which would be accessible for people from outside the development. It is acknowledged that Alfold has limited facilities, however, based on the number of dwellings proposed, officers are satisfied that the proposal would add housing to the village location and would not be isolated from the settlement or community.

As such, the application is not required to demonstrate any of the special circumstances as set out in paragraph 55 of the NPPF 2012.

Housing land supply

Paragraph 159 of the NPPF states that Local Planning Authorities should have a clear understanding of housing needs in their area, they should, inter alia, prepare a Strategic Housing Market Assessment to assess their full

housing needs; and prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

Paragraph 47 of the NPPF states that local planning authorities should use their evidence bases to ensure their Local Plan meets the full needs for market and affordable housing in the Borough, and should identify and update annually a five-year supply of specific and deliverable sites against their housing requirements. Furthermore, a supply of specific, developable sites or broad locations for growth should be identified for years 6-11 and, where possible, 11-15. LPAs should also set their own approach to housing density to reflect local circumstances and to boost significantly the supply of housing.

Paragraph 49 of the NPPF continues that housing applications should be considered in the context of the presumption in favour of sustainable development.

The Council has published and updated its Housing Land Supply position, with a base date of 1 April 2017. This position is set out in the published 'Waverley Responses to Inspector's Issues and Matters' document dated 12 May 2017. The document sets out the housing requirement for the next five years based on West Surrey SHMA figures and various components of housing supply that the Council expects to come forward in that period. As it stands, this document demonstrates that the Council is able to meet its identified housing need. Therefore, the Council can demonstrate in excess of the requirements of paragraph 47 of the NPPF. Notwithstanding this point, the provision of up to 39 dwellings as proposed would make a significant contribution to housing supply.

Housing mix and density

The NPPF states that in order to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should plan for a mix of housing based on current and future demographic trends; identify the size, type, tenure and range of housing that are required in particular locations, reflecting local demand; and where it is identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution can be robustly justified.

Policy H4 of the Local Plan 2002, in respect of housing mix, is considered to be broadly consistent with the approach in the NPPF. It outlines the Council's requirements for mix as follows:

- a) at least 50% of all the dwelling units within the proposal shall be 2 bedroomed or less; and,
- b) not less than 80% of all the dwelling units within the proposal shall be 3 bedroomed or less; and,
- c) no more than 20% of all the dwelling units in any proposal shall exceed 165 square metres in total gross floor area measured externally, excluding garaging.

Policy AHN3 of the Draft Local Plan Part 1 states the proposals will be required to make provision for an appropriate range of different types and sizes of housing to meet the needs of the community, reflecting the most up to date evidence in the West Surrey Strategic Housing Market Assessment (SHMA).

The West Surrey Strategic Housing Market Assessment September 2015 (SHMA) provides an updated likely profile of household types within Waverley. The evidence in the SHMA is more up to date than the Local Plan, however, the profile of households requiring marking housing demonstrated in the SHMA is broadly in line with the specific requirements of Policy H4.

Unit Type	1 bed	2 bed	3 bed	4 bed
Market homes	10%	30%	40%	20%
Affordable homes	40%	30%	25%	5%

The applicant has confirmed that they would be willing to provide 38.5% affordable housing. In that instance, the proposed housing mix would be as follows:

Unit Type	Number of units	% of overall total
1 bedroom	7	18%
2 bedroom	12	31%
3 bedroom	12	31%
4 bedroom	8	20%
Total	39	100%

In comparison with the indicative requirements of the SHMA, this is broken down into the following two tables for market and affordable housing:

Market Housing

Unit Type	SHMA	Proposed mix
1 bedroom	10%	0 (0%)
2 bedroom	30%	7 (29%)

3 bedroom	40%	9 (38%)
4 bedroom	20%	8 (33%)
Total	100%	24 units (100%)

Affordable units

Unit Type	SHMA	Proposed mix
1 bedroom	40%	7 (47%)
2 bedroom	30%	5 (33%)
3 bedroom	25%	3 (20%)
4 bedroom	5%	0 (0%)
Total	100%	15 units (100%)

The total number of units which would have 2 bedrooms or less would be 19, which would equate to 49% of the total number of units. Officers consider that this broadly meets the purpose of criterion a) of Policy H4, even though it falls short by 1%.

31 of the 39 units would be 3 bedroom or less, which would amount to 79% of the overall mix, which Officers consider would broadly meet the requirements of criterion b).

No indication of floor areas has been given for this outline submission, but it is considered that, given the low percentage of 4+ bedroom dwellings proposed, the outline proposal has demonstrated that a detailed layout and mix could reasonably accord with criterion c) of Policy H4. This would be a matter for the reserved matters stage.

Having regard to these considerations, the proposed mix would accord with Policy H4 of the Local Plan 2002 and the 2015 SHMA.

The density element of Policy H4 is given less weight than guidance in the NPPF which states that to boost significantly the supply of housing, local planning authorities should set their own approach to housing density to reflect local circumstances. Rather than prescribing a minimum or maximum density, the NPPF sets out, at paragraph 47, that Local Planning Authorities should set out their own approach to housing density to reflect local circumstances. Density is a rather crude numeric indicator.

What is considered more important is the actual visual impact of the layout and extent of development upon the character and amenities of the area.

The overall development would have a density of 8.9 dwellings per hectare when the area is taken as the full site, including the public open space. When only the 'developed' area of the scheme is considered, the proposal would have an overall density of 22 dwellings per hectare.

Whilst the proposed layout would be a consideration at the reserved matters stage should permission be granted, the applicant has set out that the proposed density of the site would reduce from the south east to the north east, towards the proposed public open space and boundary to the north.

Overall, Officers consider that the proposed housing mix and density would be appropriate having regard to the evidence in the SHMA, the requirements of Policy H4 of the Local Plan 2002 and Policy AHN3 of the Draft Local Plan. It is considered that a good mix of housing is proposed under the application.

Affordable housing

Paragraph 50 of the NPPF states that local planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community, and should identify the size, type, tenure and range of housing that are required in particular locations, reflecting local demand.

The NPPF outlines that to deliver a wide choice of quality homes, local planning authorities should identify where affordable housing is needed and identify policies for meeting this on site, unless off-site provision or a financial contribution can be robustly justified.

The Local Plan is silent with regard to the delivery of affordable dwellings in locations such as this. Specifically, there is no threshold or percentage requirement in the Local Plan for affordable housing on sites outside of settlements. This is because, within an area of restraint, housing development under the current Local Plan is unacceptable in principle, including affordable housing. If, however, the Council were to accept the principle of housing development on this site, in the interest of creating a balanced and mixed community and meeting the identified need for affordable housing in the Borough, the provision of affordable housing would be required as part of the proposals.

The provision of a significant level of affordable housing could be regarded as a benefit of considerable weight which would need to be evaluated when considering whether to make an exception to planning policy.

Policy AHN1 of the Draft Local Plan states that the Council will require a minimum provision of 30% affordable housing.

There is a considerable need for affordable housing across the Borough and securing more affordable homes is a key corporate priority within the Waverley Borough Corporate Plan 2016-2019. As a strategic housing authority, the Council has a role in promoting the development of additional affordable homes to meet local housing need, particularly as land supply for development is limited. Planning mechanisms are an essential part of the Council's strategy of meeting local housing needs.

The West Surrey SHMA 2015 indicates a high need for affordable housing in Waverley, with an additional 314 additional affordable homes required per annum. Farnham is the town with the highest level of estimated housing need in the Borough, with a need for an additional 111 affordable homes per annum. New affordable homes are needed for a broad spectrum of households in Waverley, including people struggling to get on the housing ladder and family homes, as proposed on this site.

The SHMA (2015) provides the following information with regard to the indicative requirements for different dwelling size affordable units, set against that proposed under this scheme:

Unit Type	SHMA	Proposed mix
1 bedroom	40%	7 (47%)
2 bedroom	30%	5 (33%)
3 bedroom	25%	3 (20%)
4 bedroom	5%	0 (0%)
Total	100%	15 units (100%)

Officers consider that the proposed affordable housing mix would be acceptable and would broadly meet the identified requirements within the SHMA.

The SHMA (2015) also recommends 30% of new affordable homes to be intermediate tenures and 70% rent. However, the applicant has put forward a tenure mix of 50:50, which the Council's Housing Enabling Officer has considered to be acceptable.

Affordable housing is a key corporate priority for the Council and officers considered that significant weight should be attached to the level of affordable housing provision with the current scheme. Officers conclude that, overall, the

proposed affordable housing mix would contribute to meeting needs in line with guidance contained within the NPPF.

Impact on Countryside beyond the Green Belt and visual amenities

The NPPF attaches great importance to the design of the built environment as a key part of sustainable development. Although planning policies and decisions should not attempt to impose architectural styles or particular tastes, they should seek to promote or reinforce local distinctiveness. Policies D1 and D4 of the Local Plan 2002 accord with the NPPF in requiring development to have high quality design and to be well related in size, scale and character to its surroundings.

The site is located within the Countryside beyond the Green Belt outside any defined settlement area. Paragraph 17 of the NPPF states that, as a core planning principle the intrinsic character and beauty of the countryside shall be recognised. The latest housing land supply figures confirm that the Council can meet its objectively assessed housing need. Policy C2 of the Local Plan therefore now carries significant weight; however, it should be noted that this is not full weight as Policy C2 does refer to protection for 'its own sake', whereas the NPPF places emphasis on protecting the intrinsic character and beauty of the Countryside.

Policy RE1 of Part 1 of the Draft Local Plan recognises the intrinsic beauty of the countryside and seeks to safeguard it in accordance with the NPPF.

The site forms open fields which are undeveloped. The site, in its current form, acts as a natural green buffer between the residential development to the south-east and those to the north-west, and between the Dunsfold Road and the Guildford Road. There is a strong defined tree belt to the north and north-west boundary. The trees along the northern boundary would be retained, whereas the trees along the north-west boundary would be removed and replaced with mixture of native species planting. A small tree line is present that runs through the central part of the site. This would be removed as part of the proposal. The site access would require the removal of a section of hedgerow that fronts Dunsfold Road.

The proposal seeks permission for up to 39 dwellings. The indicative layout and proposed masterplan outlines that the developable area for the residential development would be the western part of the site. This identified developable area would be less than half the size of the whole site, as the remainder would be public open space and a LEAP. The public open space would largely remain as is in its current form as a natural open landscape, with the exception of some additional tree planting and maintained grassed surface.

The LEAP is identified to being positioned in close proximity to the new residential development. The identified developable area would extend up to the edges of the neighbouring residential plots known as Spinners and Vintners. The pattern of existing residential development along the Guildford Road adjacent to the site is somewhat loose knit and low density. The pattern of development along the Dunsfold Road is more formal with a greater number of dwellings. By having the proposed dwellings at the south-western part of the site as opposed to the north-eastern, ensures that the new residential development would be seen in the context of the existing surrounding built form, albeit at a higher density.

The development seeks to maintain the character of the surrounding area and provide the new housing in the best location on the site, having regard to the pattern of surrounding residential development.

The proposal would replace open fields with substantial, urban built form. Whilst the development would be harmful to the character and appearance of the open fields, it is the Officers' view that the site's location would reduce the harm to the character and appearance of the open countryside beyond the application site. Officers consider the combination of the natural tree lined northern boundary and presence of existing dwellings to the north-west and south-east would provide a natural buffer between the proposed dwellings and the open land beyond. Further, the proposal includes additional landscaping enhancements and tree planting to add mitigation.

The number of dwellings proposed would result in a density of residential development that would be higher than the existing residential development in the surroundings. Although this would result in a notably different form of development to the existing surroundings, officers do not consider that it would cause significant harm given the number of dwellings proposed and its location. The indicative layout shows that limited numbers of dwellings would be located adjacent to the Dunsfold Road and that the majority of built form would increase as you go through the site north-east.

Officers recognise the site forms part of the countryside immediately outside of the settlement of Alfold Crossways. Officers consider that by virtue of the site's location and from being somewhat set back from the surrounding road network, there would be limited wider visual impact on the countryside. The impact on the designated countryside is, however, one of many material considerations in the assessment of this case. The impact upon the open character and beauty of the countryside should be weighed in the planning balance. Accordingly, when taken as a whole, Officers consider that the proposed development would not give rise to any significant harm to the character and appearance of the countryside. Officers consider that the

proposal provides a good balance between the provision of residential development and new public open spaces, recognising the village location.

The impact on the character of the countryside is a matter to be weighed in the balance of considerations with the benefits that would arise from the scheme. This is a matter which will be made in the conclusion of this report.

Impact on residential amenity

The NPPF identifies that within the overarching roles that the planning system ought to play, a set of core land use planning principles should underpin both plan-making and decision making. These 12 principles include that planning should seek to secure a good standard of amenity for all existing and future occupants of land and buildings. These principles are supported by Policies D1 and D4 of the Local Plan and guidance contained within the Council's SPD for Residential Extensions.

Existing residential dwellings are located to the north-west of the proposed access point, north of the site and to the south east and east of the site.

Officers recognise that the layout plan submitted is indicative, with landscaping, scale, layout and appearance matters reserved for consideration under a future Reserved Matters application were outline permission to be granted. However, the indicative plan enables Officers to provide an assessment on the likely impacts on existing neighbouring dwellings of the proposed development.

Officers note that an attenuation pond would be sited to the north west of the access road, between the access and the neighbouring dwelling, Brockhurst Farm, to the west. This would provide a good degree of separation between the access road and Brockhurst Farm to reduce impacts in terms of noise on the neighbouring dwelling.

The proposal would include the removal of the leylandii trees on the north western boundary, which mark the boundary between the site and the neighbouring dwelling Spinners, and would replace them with native hedging and some standard native trees. The indicative plan shows the nearest proposed dwelling to be 42m away from Spinners, and that Spinners itself is approximately 25m from the site boundary. Officers consider that due to the separation distances, it would be possible for a layout to be achieved that would not harm the amenity of Spinners in terms of overbearing impact, loss of light or overshadowing. Furthermore, appropriate landscaping could be achieved along the boundary to retain privacy for the occupier of Spinners and prevent any material harm from overlooking.

With regard to Fairview, which is located adjacent to the A281 and is surrounded by the site to the north, west and south, Officers consider that there would be no harm to the amenities of this dwelling as any built form would be located a minimum of 98m from the curtilage of that dwelling. Furthermore, the surrounding land to this dwelling would be retained as public space and grassland which would be similar to the existing situation.

Vintners is located approximately 37m from the boundary to the west and 40m from the boundary to the north east. Given the separation distance, and proposed boundary treatment of additional hedgerow, Officers consider there would be no harm by way of overbearing impact, loss of light, overshadowing or overlooking to this dwelling of any proposed layout plan.

Officers note the objections raised by third parties with regard to the relationship of the proposed development to the Brockhurst Cottages, located to the south east of the access and proposed area for housing. Officers note that according to the indicative plan, the side elevations of housing would be positioned approximately 9m from the site boundary of 1 to 3 Brockhurst Cottages. No. 1 Brockhurst Cottages is located 29m and 34m from the boundary and nearest dwelling respectively, and Nos. 2 and 3 are 20m from the boundary and approximately 32m from the nearest proposed dwelling on the indicative plan. Given the separation distances, and the indicated additional hedgerow planting, Officers consider that the indicative site plan would not be harmful to the occupiers of 1-3 Brockhurst Cottages, and therefore, it would be achievable for a future reserved matters scheme to design a layout that would not be harmful to the amenities of these dwellings.

With regard to overlooking, Officers would re-assess this aspect on any future reserved matters application to ensure first floor windows would not overlook rear amenity space of Brockhurst Cottages.

Objections were received with regard to the positioning of the play area, and concerns over antisocial behaviour and noise. The revised scheme has replaced the proposed play area with housing, and moved the play area to the north east of the proposed development, within the open space. The proposed dwellings that would be situated to the west of Vintners and north of 14-17 Brockhurst Cottages would be located 21m from the front elevation of no. 14 and 15. Given that the proposed dwellings would face towards the front of Brockhurst Cottages, and the separation distance, Officers are satisfied that this relationship would be acceptable and a scheme could be achieved at reserved matters that would not harm the neighbouring amenities of these dwellings.

In conclusion, Officers are satisfied that the site could accommodate up to 39 residential dwellings with the proposed mix of housing and being within the developable area shown on the submitted masterplan in a layout that would not be harmful to the existing neighbouring dwellings, in accordance with Policies D1 and D4 of the Local Plan 2002.

Furthermore, the proposed indicative layout shows that it would be achievable to position 39 dwellings on the site which would not cause harmful overlooking, overbearing impact, loss of light or overshadowing for future occupiers.

Highways considerations

The NPPF outlines that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives.

Paragraph 32 of the NPPF 2012 states: “All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- Safe and suitable access to the site can be achieved for all people; and
- Improvements can be undertaken within the transport network that cost effectively limits the significant impacts of the development.

Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe”.

Local Plan Policy M4 states that the Council will seek to improve conditions for pedestrians by providing or securing safe and attractive pedestrian routes and facilities in both urban and rural areas. Developments should include safe, convenient and attractively designed pedestrian routes linking to existing or proposed pedestrian networks, to public open space, to local facilities and amenities, or to public transport.

Policy ST1 of the Draft Local Plan Part 1 states that development schemes should be located where it is accessible by forms of travel other than by private car; should make necessary contributions to the improvement of existing and provision of new transport schemes and include measures to encourage non-car use. Development proposals should be consistent with the Surrey Local Transport Plan and objectives and actions within the Air Quality

Action Plan. Provision for car parking should be incorporated into proposals and new and improved means of public access should be encouraged.

The application is accompanied by a Transport Assessment and Travel Plan. The Transport Assessment includes an assessment of Personal Injury Accident Data, and acknowledges a number of accidents at Alfold Crossways, but considers that due to the improvements agreed under the 'Land at Loxwood Road' application (ref. WA/2015/2261), no further works would be required under this application.

The proposed development would include the construction of a new access point onto Dunsfold Road, as well as the construction of a 2m footway which would run from the proposed access towards Alfold Crossways.

The Transport Assessment includes an independent Stage 1 Road Safety Audit (RSA) for the access and proposed footway. This highlights that the displaced vehicles that park informally off Dunsfold Road would park within the visibility splay, but states that this would be a temporary obstacle only and would not create significant problems. The visibility splays have been shown on the access plan, and achieve the distances of 2.4m x 120m to the west and east of the access junction on Dunsfold Road.

The Transport Assessment includes a trip generation assessment, which concludes that the proposed development and resultant trip generation would not have a severe impact on the local road network. This was undertaken on the original proposal for 45 dwellings, however, the reduction in units to 39 would only result in a reduced level of trip generation and therefore would be an improvement over that concluded within the Transport Assessment.

Nevertheless, the County Highway Authority has been consulted on the Transport Assessment and proposed new access and footway.

The County Highway Authority is satisfied that the traffic impact assessment undertaken provides a robust and realistic assessment of the proposed development, and that subject to a package of mitigation measures, the residual cumulative impacts of the development would not be severe.

Officers are satisfied that the proposed access could be achieved with appropriate visibility splays so as to not prejudice highway safety. Furthermore, no objection is raised with regard to the new footpath and the off-road parking spaces provided on Dunsfold Road to replace the existing informal parking. The County Highway Authority and Officers are satisfied that the provision of off-street parking would ensure that there would be no harm to highway safety from parking of vehicles on the highway itself.

Overall, no objection has been raised by the County Highway Authority, subject to the following contributions and off-site highway works:

- Prior to first occupation of the development pay to the county council £20,000 for upgrading the bus stop infrastructure at Alfold Crossways. The payment of such sum to be index linked from the payment date to the date of any resolution to grant planning consent.
- Prior to first occupation of each residential unit to provide each dwelling with a combined cycle/public transport voucher of £100 per dwelling. The developer shall monitor and report to the Highway Authority the uptake of the vouchers by each household, all in accordance with a scheme to be submitted to and agreed in writing by the Highway Authority.
- Prior to occupation of the 20th residential dwelling pay to the county council £35,000 for speed reduction measures on Loxwood Road between the Alfold Crossways junction and the county boundary, located approximately 500 metres to the south of the Rosemary Lane junction with Loxwood Road. The payment of such sum to be index linked from the payment date to the date of any resolution to grant planning consent.
- Prior to occupation of the 20th residential dwelling pay to the county council £20,000 for cycling infrastructure improvements on Public Bridleway No. 400 and B.O.A.T No. 395. The payment of such sum to be index linked from the payment date to the date of any resolution to grant planning consent.

Section 278 Highway Works:

- Alfold Crossways junction safety improvement scheme
- Construction of proposed footway and parking bays on Dunsfold Road
- Construction of 30m of the new access road, with visibility splays prior to commencement of development.

On the above basis, and subject to the off-site highways works and contributions towards transport improvement schemes being secured through a S106 agreement, Officers consider that access to the application site could be provided without prejudice to highway safety or capacity, in accordance with the NPPF and Development Plan Policies.

Parking provision

The NPPF supports the adoption of local parking standards for both residential and non-residential development. The Council has adopted a Parking Guidelines Document which was prepared after the Surrey County

Council Vehicular and Cycle Parking Guidance in January 2012. Development proposals should comply with the appropriate guidance as set out within these documents.

The Council's adopted Parking Guidelines (2013) set out the following guidelines for new residential development:

Dwelling size	Number of parking spaces
1 bedroom	1 space
2 bedroom	2 spaces
3+ bedroom	2.5 spaces

As the application is in outline form only, and the proposed layout is not considered at this stage, the number of parking spaces to be provided within the site has not been confirmed.

Notwithstanding this, having regard to the accompanying indicative site layout plan, a number of the proposed dwellings are indicated to be served by attached garages, with space on driveways and communal parking areas for the proposed flats. Officers are satisfied that the proposal could be provided with parking spaces to fully meet the requirements of the Council's Parking Guidelines 2013.

Impact on trees

The NPPF states that planning permission should be refused for development resulting in the loss or deterioration of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development clearly outweigh the loss. Policies D6 and D7 broadly support the aims of the NPPF stating that the Council will protect significant trees and groups of trees and hedgerows through planning control.

Policy C7 of the Local Plan states that the Council will resist the loss of woodlands and hedgerows which significantly contribute to the character of the area, are of wildlife interest, are of historic significance and, are of significance for recreation.

The Council's Tree and Landscape Officer has been consulted on this application.

The site is currently bound by indigenous hedgerows and tree groups, with a belt of conifers forming a NW-SE lateral dividing feature. The submitted Tree Plan shows the extent of tree and hedgerow removal, with the major loss covering the central hedgerow divide, the cypress feature on the boundary

with Spinners and an area of hedgerow where the proposed access would be constructed.

Officers consider that the cypress tree belt adjacent to Spinners is somewhat incongruous within the current rural landscape, and the removal of this feature could, therefore, be a positive landscape enhancement. The central hedgerow belt is not of particular landscape importance, and therefore Officers raise no concern over the loss of this hedgerow belt.

The hedgerow along Dunsfold Road is rural and informal in character. Whilst it is an important feature within the streetscene and forms part of the character of Dunsfold Road, the loss of a small section to construct an access into the site would not conflict with Policy C7 of the Local Plan 2002.

Overall, Officers are satisfied that the proposed development could be achieved on the site, without causing unacceptable harm to trees of high public amenity, in accordance with Policies D6, D7 and C7 of the Local Plan 2002.

Were outline permission to be granted, further surveys, information and consideration towards trees within and bounding the site would be required at reserved matters stage to ensure that any design and positioning of dwellings would not conflict with British Standards or Policies D6, D7 or C7 of the Local Plan 2002.

Standard of accommodation for future occupants

The Government's policy on the setting of technical standards for new dwellings is set out in the Ministerial Statement of 25th March 2015. This statement should be taken into account in applying the NPPF and in particular, the policies on local standards or requirements at paragraphs 95, 174 and 177. New homes need to be high quality, accessible and sustainable. The Building Regulations cover new additional optional standards on water and access. A new national space standard has been introduced to be assessed through the planning system. The optional new national standards should only be required through any new Local Plan policies, if they address a clearly evidenced need and where their impact on viability has been considered.

Policy TD1 of the Draft Local Plan Part 1 refers to maximising opportunities to improve the quality of life and health and well being of current and future residents. Such opportunities include, inter alia, appropriate internal space standards for new dwellings.

As the application is in outline form only, no information has been submitted with the current application as to the floorspace of the proposed dwellings. This would be a matter to consider at the reserved matters stage should outline permission be granted. However, officers are satisfied that a high standard of design could be achieved on the site.

Provision of amenity and play space

On promoting healthy communities, the NPPF sets out that planning policies and decisions should aim to achieve places which promote safe and accessible developments, with high quality public space which encourage the active and continual use of public areas. These should include high quality open spaces and opportunities for sport and recreation which can make an important contribution to the health and well-being of communities.

Paragraph 17 of the NPPF 2012 states that planning should take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

Paragraph 70 of the NPPF 2012 supports this by stating that planning policies and decisions should ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

Policy H10 of the Local Plan addresses amenity and play space in housing developments. Although there are no set standards for garden sizes, the policy requires that a usable 'outdoor area' should be provided in association with residential development and that 'appropriate provision for children's play' is required. For developments of flats or maisonettes, Policy H10 sets out that outdoor space may be for communal use rather than as private gardens.

Policy TD1 of the Draft Local Plan Part 1 refers to maximising opportunities to improve the quality of life and health and well-being of current and future residents. Such opportunities include, inter alia, the provision of private, communal and public amenity space and on site playspace provision (for all ages).

The Council uses the standard recommended by Fields in Trust (FIT) 'Guidance for Outdoor Sport and Play: Beyond the Six Acre Standard' (2016) for assessing the provision of outdoor playing space.

For a development of 10 – 200 dwellings, the Fields in Trust guidance referred to above sets out that a Local Area for Play (LAP), Locally Equipped Area for

Play (LEAP) and a contribution towards a Multi-Use Games Area (MUGA) should be provided.

In this instance, the indicative layout shows that the dwellings would be provided with private amenity space. Furthermore, the proposed apartment buildings would have an area of outdoor amenity space within the immediate vicinity of the building. As such, Officers are satisfied that at Reserved Matters stage, the proposed apartment buildings could be provided with defensible amenity space.

The indicative layout plan additionally includes a play area, which would be approximately 400sqm in size. This would meet the size requirements of a LEAP within the Fields in Trust Guidance, and as such Officers are satisfied that at Reserved Matters stage, a play area could be provided for future occupiers, as well as existing nearby residents.

The site additionally proposes a large area of public open space to the north east of the site (2.13 ha) and the applicant has agreed to pay a financial contribution towards the upgrading of the existing play area in Alfold.

As the application is in outline form only, the proposed layout of the site would be considered at the reserved matters stage should outline permission be granted. Notwithstanding this, officers are satisfied that sufficient amenity and play space could be accommodated within the site, based on the indicative layout and number and mix of dwellings.

Air Quality

Paragraph 120 of the NPPF states that planning decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area of the area or proposed development to adverse effects from pollution, should be taken into account.

Paragraph 124 states that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

Policy D1 of the Waverley Borough Local Plan 2002 states that the Council will have regard to the environmental implications of development and will promote and encourage enhancement of the environment. Development will

not be permitted where it would result in material detriment to the environment by virtue of noise and disturbance or potential pollution of air, land or water, including that arising from light pollution. In the same vein Policy D2 states that the Council will seek to ensure that proposed and existing land uses are compatible. In particular, development which may have a materially detrimental impact on sensitive uses with regard to environmental disturbance or pollution will not be permitted.

The site is not within a designated AQMA and nor is it adjacent to one. The proposed development would introduce new residents into an area that has an established road network and therefore may expose future occupants to air pollution associated with road traffic. The new development would also potentially increase road usage in the area by potential future occupiers.

In light of the above, mitigation measures are recommended to be secured via condition should permission be granted. These include a Site Management Plan, hours of construction and no burning of materials on site, as recommended by the Council's Environmental Health Officer.

Subject to the imposition of suitable mitigation measures, particularly throughout the construction stage, it is concluded that the impact on air quality would be acceptable.

Land contamination

Paragraph 120 of the NPPF states that planning decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area of the area or proposed development to adverse effects from pollution, should be taken into account. Where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner.

Policy D1 of the Local Plan sets out that development will not be permitted where it would result in material detriment to the environment by virtue of potential pollution of air, land or water and from the storage and use of hazardous substances.

The supporting text indicates that development will not be permitted unless practicable and effective measures are taken to treat, contain or control any contamination. Wherever practical, contamination should be dealt with on the site.

A Contaminated Land Desk Study has been submitted, undertaken by soils limited in December 2016 which recommends that further environmental investigation be undertaken, in the form of investigatory holes, laboratory testing and a risk assessment.

These further investigations were carried out, and discussed within the submitted Phase II Ground Investigation Report undertaken by Soils Limited in December 2016 which concluded that there was no evidence of contamination within the land.

The Council's Environmental Health Officer has been consulted, and has advised that given the conclusions of the submitted reports, there are no significant contaminated land risks identified on the site and no further work is required.

As such, Officers consider that the proposed development would accord with Policy D1 of the Local Plan 2002 and the NPPF in this regard.

Noise impacts

Noise needs to be considered when developments may create additional noise and when new developments would be sensitive to the prevailing acoustic environment.

Planning policies and decisions should aim to:

- avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development;
- mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions;
- recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established;
- identify and protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.

The principal considerations are:

- Whether or not a significant adverse effect is occurring or likely to occur;
- Whether or not an adverse effect is occurring or likely to occur;
- Whether or not a good standard of amenity can be achieved.

The planning system should contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of noise pollution. To prevent unacceptable risks from pollution, planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account.

The Council's Environmental Health Officer has considered the application in respect of noise and recommended conditions to minimise potential nuisance from noise, dust, vibrations and lighting.

Archaeological considerations

Paragraph 128 of the NPPF sets out that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.

The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Policy HE15 of the Local Plan states that where proposals are made for large developments (over 0.4 hectares), not in an area already defined as of High Archaeological Potential, the Council will require that an archaeological assessment is provided as part of the planning application and the same provisions as in Policy HE14 will apply.

The need to safeguard and manage Waverley's rich and diverse heritage, including all archaeological sites, is set out in Policy HA1 of the Draft Local Plan Part 1.

A desk-based archaeological report has been submitted, undertaken by Southampton Archaeology Unit in 2016. The report states that a small number of archaeological sites of pre-historic, Roman, medieval and post-medieval

periods lie in the vicinity of the site, but there has been little systematic archaeological work in the area. It is concluded that given the low density of archaeological finds in the area, the archaeological potential of the site is Low and no further works would be required.

The County Archaeologist has been consulted on this application and concludes that the Archaeology assessment is poor and includes only cursory cartographic research and no examination of aerial photographs that are considered to be essential in enabling an informed decision to be taken regarding archaeological potential.

The County Archaeologist disagrees with the conclusion of the report and considers that due to a lack of previous archaeological work in the area, the potential of the site is better described as uncertain, with possibility of early prehistoric activity, and so further work will be required to clarify the presence or absence of significant archaeological remains in line with the NPPF.

The further works recommended should in the first instance comprise an archaeological evaluation trial trenching exercise, which would aim to establish rapidly whether archaeological assets are present. The results would enable suitable mitigation measures to be developed, which may involve more detailed excavation of any Archaeological Assets, or preservation in situ if the find of exceptional significance.

As such, the County Archaeologist recommends that a condition be imposed were outline permission to be granted, requiring any reserved matters application to be accompanied by an appropriately scaled field evaluation.

Given the comments made by the County Archaeologist, and that archaeological deposits have been found within the surrounding area, Officers consider that it would be reasonable to impose the recommended condition, were outline permission to be granted. Subject to that condition, Officers consider that the proposal would accord with Policy HE15 and the requirements of the NPPF.

Flooding and drainage

Paragraph 100 of the NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at high risk, but where development is necessary, making it safe without increasing flood risk elsewhere.

Paragraph 101 of the NPPF states that the aim of the Sequential Test is to steer new development to areas with the lowest probability of flooding.

Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. The Strategic Flood Risk Assessment will provide the basis for applying this test. A sequential approach should be used in areas known to be at risk from any form of flooding.

Paragraph 103 of the NPPF states that when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by a site-specific flood risk assessment following the Sequential Test, and if required the Exception Test, it can be demonstrated that:

- within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location; and
- development is appropriately flood resilient and resistant.

Policy CC4 of the Draft Local Plan Part 1 states that in order to reduce the overall and local risk of flooding, development must be located, designed and laid out to ensure that it is safe; that the risk from flooding is minimised whilst not increasing flood risk elsewhere and that residual risks are safely managed.

In those locations identified as being at risk of flooding, planning permission will only be granted where it can be demonstrated that it is located in the lowest appropriate floor risk location, it would not constrain the natural function of the flood plain and where sequential and exception tests have been undertaken and passed. Sustainable drainage systems (SuDS) will be required on major development proposals.

In a Written Ministerial Statement on the 18th December 2014, the Secretary of State for Communities and Local Government set out the Government's expectation that SuDS will be provided in new developments, wherever this is appropriate. Decisions on planning applications relating to major developments should ensure that SuDS for the management of run-off are put in place, unless demonstrated to be inappropriate.

Under these arrangements, Local Planning Authorities should consult the relevant Lead Local Flood Authority (LLFA) on the management of surface water; satisfy themselves that the proposed minimum standards of operation are appropriate and ensure through the use of planning conditions or planning obligations that there are clear arrangements in place for ongoing maintenance over the lifetime of the development. The SuDS should be

designed to ensure that the maintenance and operation requirements are economically proportionate.

The NPPG states that whether SuDS should be considered will depend on the proposed development and its location, for example where there are concerns about flooding. SuDS may not be practicable for some forms of development. New development should only be considered appropriate in areas at risk of flooding if priority has been given to the use of SuDS. When considering major development, SuDS should be provided unless demonstrated to be inappropriate. Whether a SuDS system is appropriate to a particular development proposal is a matter of judgement for the Local Planning Authority and advice should be sought from relevant flood risk management bodies, principally the LLFA.

The proposed development would be solely for residential dwellings, which is classified as 'More Vulnerable', and as such, the use is consistent with the appropriate uses for Flood Zone 1, as outlined in Table 2 of the NPPF - Technical Guidance Document. It is not therefore necessary to consider the sequential or exception tests in this instance.

However, the application relates to a major development and the site area exceeds 1 ha. Therefore, a site specific Flood Risk Assessment (FRA) is required and one has been submitted with the application.

The accompanying FRA has been undertaken by soils limited in September 2016 which concludes that a comprehensive SuDS scheme should be implemented to prevent runoff from the development increasing flood risk in other areas.

To this end, a Drainage Strategy and Ground Investigation Report have been submitted which provide detail regarding the proposed sustainable drainage scheme for the site, and the relevant infiltration tests undertaken to ascertain the most appropriate form of drainage on the site. The Ground Investigation Report identified that infiltration is not appropriate on this site, and therefore flow balancing methods would be utilised, comprising an attenuation pond, large diameter pipes, and an off-line cellular storage tank. These measures would attenuate the surface water runoff to green field runoff rates with discharges to the Ordinary watercourse that crosses Dunsfold Road to the west of the site.

The Lead Local Flood Authority has been consulted on this application, and whilst an initial objection was raised with respect to insufficient information to determine the suitability of the scheme, this objection has been withdrawn following the submission of further information. The Lead Local Flood

Authority recommends a condition on any permission granted requiring further detailed design of the sustainable water drainage scheme and a verification report.

Thames Water has been formally consulted on the proposal with regard to foul drainage and recommend a Grampian style condition due to an identified inability of the existing waste water infrastructure to accommodate the needs of the application. Informatives have been recommended by Thames Water, should permission be granted, in relation to surface water drainage, groundwater discharge and water supply.

Having regard to the above, it is considered that the proposals would not lead to increased flood risk, either on site or elsewhere, and would accord with Policy CC4 of the Draft Local Plan Part 1 and the NPPF 2012.

Infrastructure contributions

The three tests as set out in Regulation 122(2) require s106 agreements to be:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development.

The NPPF emphasises that to ensure viability, the costs of any requirements likely to be applied to development, such as infrastructure contributions should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

From 6th April 2015, CIL Regulation 123 was amended to mean that the use of pooled contributions under Section 106 of the Town Country Planning Act is restricted.

Policy D13 of the Local Plan states that “development will only be permitted where adequate infrastructure, services and facilities are available, or where the developer has made suitable arrangements for the provision of the infrastructure, services and facilities directly made necessary by the proposed development. The Council will have regard to the cumulative impact of development, and developers may be required to contribute jointly to necessary infrastructure improvements”.

Local Plan Policy D14 goes on to set out the principles behind the negotiation of planning obligations required in connection with particular forms of new

development. The current tests for legal agreements are set out in Regulation 122 (2) of the CIL Regulations 2010 and the guidance within the NPPF.

Policy ICS1 of the Draft Local Plan Part 1 states that infrastructure considered necessary to support new development must be provided either on- or off-site or by the payment of contributions through planning obligations and/or the Community Infrastructure Levy. The Council will resist the loss of key services and facilities unless an appropriate alternative is provided or evidence is presented which demonstrate that the facility is no longer required. New services and facilities where required will be supported. Land for infrastructure, as identified through the Infrastructure Delivery Plan, will be safeguarded.

At that point, no more may be collected in respect of a specific infrastructure project or a type of infrastructure through a Section 106 agreement, if five or more obligations for that project or type of infrastructure have already been entered into since 6th April 2010 and it is a type of infrastructure that is capable of being funded by CIL.

In the light of the above change, the infrastructure providers have been requested to confirm that the identified contributions contained within the PIC calculator meet the tests of CIL Regulations 122 and 123. The final obligations to be included within the Section 106 agreement will need to satisfy the tests of the Regulations.

Infrastructure providers responsible for the provision of infrastructure within Waverley have been consulted and, as a result, the following contributions are sought and justified:

Early years education	£26,249
Primary education	£116,276
Waste and recycling containers	£1,170
Alfold playspace equipment	£20,911
Bus stop infrastructure	£20,000
Cycle/public transport voucher	£100 per dwelling
Speed reduction measures on Loxwood Road between Alfold Crossways and the county boundary, 500m south of the Rosemary Lane junction with Loxwood Road.	£35,000
Cycling infrastructure improvements on Public Bridleway No. 400 and B.O.A.T No.395.	£20,000

Environmental Enhancement: Village Centre sign	£5,000
Environmental Enhancement: Cemetery gates	£1,200
Provision of on-site affordable housing	38.5%
Total	£245,806, plus up to £3900 in travel vouchers and 38.5% affordable housing

The providers have confirmed that the proposed contributions would not result in the pooling of more than 5 contributions towards one specific piece of infrastructure. The infrastructure improvements required would therefore comply with CIL Regulations 122 and 123.

The applicant has indicated a willingness to enter into a suitable legal agreement to secure relevant contributions. As of yet, a signed and completed legal agreement has not been received. Subject to the receipt of a suitable, signed legal agreement to secure infrastructure contributions within 3 months of the committee meeting, it is concluded that the proposal would adequately mitigate for its impact on local infrastructure and the proposal would comply with the requirements of the Local Plan and the NPPF in respect of infrastructure provision.

Financial Considerations

Section 70 subsection 2 of the Town and Country Planning Act 1990 (as amended) states that any local financial considerations are a matter to which local planning authorities must have regard to in determining planning applications; as far as they are material for the application.

The weight to be attached to these considerations is a matter for Committee.

Local financial considerations are defined as grants from Government or sums payable to the authority under the Community Infrastructure Levy (CIL). This means that the New Homes Bonus (NHB) is capable of being a material consideration where relevant. In the current case, the approval of the application would mean that the NHB would be payable for the net increase in dwellings from this development, provided that the overall growth in housing numbers in Waverley exceeds 0.4%. The Head of Finance has calculated the indicative figure of £1,530 per net additional dwelling (total of £59,670) per annum for four years. A supplement of £350 over a 4 year period is payable for all affordable homes provided for in the proposal.

Biodiversity and compliance with Habitat Regulations 2010

The NPPF requires that when determining planning application, local planning authorities should aim to conserve and enhance biodiversity by applying the following principles:

If significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for then planning permission should be refused.

In addition, Circular 06/2005 states 'It is essential that the presence or otherwise of protected species and the extent that they may be affected by the proposed development, is established before planning permission is granted.'

Policy NE1 of the Draft Local Plan Part 1 states that the Council will seek to conserve and enhance biodiversity within Waverley. Development should retain, protect and enhance features of biodiversity and geological interest and ensure appropriate management of those features. Adverse impacts should be avoided or, if unavoidable, appropriately mitigated.

The application property does not fall within a designated SPA, SAC, SNCI or SSSI. However, the majority of the site is undeveloped and has a grassland surface.

The application is accompanied by an Ecological Impact Assessment undertaken by EPR in December 2016. The report concluded that further assessment was not required for breeding birds (other than the barn owl), great crested newts, the hazel dormouse and badgers.

However, the report identified that a Phase 2 Botanical Survey and Phase 2 reptiles, bats and barn owl Survey would be required to assess the full impact of the proposed development on the protected species and habitats. These surveys were undertaken within the report, and the conclusions set out below.

With regard to the Phase 2 Botanical Survey, it was concluded that there is no flora of significant conservation interest on the site, and the site was evaluated as a 'Zone of Influence value' only. Two hedgerows, A (at the northern boundary of the site, adjacent to Green Lane) and D (of which a small section would be removed for the proposed access) were assessed. Hedgerow A was considered to be of Local Importance, but in an unfavourable condition. Hedgerow D was considered to be of relatively recent origin and to be a Zone of Influence importance only.

With regard to Reptiles, the site was considered to be a Zone of Influence importance given the 'good' population of reptiles (mainly Common Lizard and Slow Worm). The Reptile population was considered to be in a favourable condition and stable.

With regard to Bats, records show that there are a variety of bat species within the locale. The bat surveys undertaken identified that the majority of bat activity was focused along the Leylandii hedges, but that bats were also seen using other hedgerows, particularly at the north of the site. The bat habitat was considered to be unfavourable, but in a stable condition.

In terms of Barn Owls, the daytime habitat assessment confirmed there are no trees on or immediately adjacent to the site which has the potential to support roosting or nesting Barn Owls. However, the grassland is considered to be suitable for Barn Owls hunting and feeding. No Barn Owls were seen on site during the survey activities undertaken, which was considered to indicate that the habitat is used from time to time, rather than regularly.

The report recommends that a Construction Environmental Management Plan, Reptile Mitigation Strategy, Lighting Strategy and Biodiversity Management Plan be undertaken to ensure that the proposed development would not have a harmful impact on the identified species discussed and identified above. The detail of these reports is set out within Section 4 of the Ecological Impact Assessment, and summarised within Table 4.1.

Furthermore, Section 5 of the report identifies a list of Ecological Enhancements, such as retention of grassland and hedgerows, additional planting of native trees and shrubs, installation of bat boxes and the creation of a SuDS basin, which would be secured and delivered through a Biodiversity Management Plan in line with national policy.

The Surrey Wildlife Trust (SWT) has been consulted on this application. The SWT considers that subject to the development being undertaken in accordance with measures and enhancements set out within Sections 4 and 5 of the Ecological Impact Assessment, the proposal would not have a harmful impact on protected species.

As such, Officers consider it would be reasonable and necessary to impose a condition on any permission granted requiring the proposed plans and strategies set out within Sections 4 and 5 be carried out prior to the submission of a reserved matters scheme, to ensure that the conclusions and recommendations of those reports are incorporated into the design of any future Reserved Matters scheme.

Overall, the proposed development would accord with Policy D5 of the Local Plan, Policy NE1 of the Draft Local Plan Part 1, and the NPPF.

Accessibility and Equalities Act 2010, Crime and Disorder and Human Rights Implications

There are no implications for this application.

Environmental Impact Regulations 2011 (as amended)

The proposal is considered not to be EIA development under either Schedule 1 or 2 of the EIA Impact Regulations 2011 (as amended) or a variation/amendment of a previous EIA development nor taken in conjunction with other development that is likely to have a significant environmental effect.

Pre Commencement Conditions

Article 35 of the DMPO 2015 requires that for any application for planning permission, the Notice must state clearly and precisely the full reasons, in the case of each pre-commencement condition, for the condition being a pre-commencement condition. This is in addition to giving the full reason for the condition being imposed.

“Pre commencement condition” means a condition imposed on the grant of permission which must be complied with: before any building/ other operation/ or use of the land comprised in the development is begun.

Where pre commencement conditions are justified, these are provided with an appropriate reason for the condition.

Development Management Procedure Order 2015 - Working in a positive/proactive manner

In assessing this application, officers have worked with the applicant in a positive and proactive manner consistent with the requirements of paragraphs 186-187 of the NPPF. This included:-

- Provided or made available pre application advice to seek to resolve problems before the application was submitted and to foster the delivery of sustainable development.

- Provided feedback through the validation process including information on the website, to correct identified problems to ensure that the application was correct and could be registered;
- Have negotiated amendments to the scheme to resolve identified problems with the proposal and to seek to foster sustainable development. The negotiations have involved reducing the numbers of dwellings down from the original proposal (45 dwellings to 39 dwellings) and reducing the identified developable area on the site.
- Have proactively communicated with the applicant through the process to advise progress, timescales or recommendation.

Conclusion/ planning judgement

The site is outside of the defined settlement boundary and the development would conflict with Policy C2 of the Local Plan. The test is whether the benefits outweigh the harm to the countryside. The Council overall has a five year housing supply of homes and therefore substantial weight can be given to Policy C2.

Whilst the proposed development would be at a density higher than that in the immediately surrounding area, the degree of retained screening and the enclosed nature of the site ensure that this does not give rise to any unacceptably adverse impact on the rural character and appearance of the surrounding area.

The proposal would deliver many benefits to the local area, including housing provision, large area of public open space and a LEAP. The number of dwellings proposed is considered to be appropriate for the area, having regard to the character of the surroundings and location of the site.

Whilst the site is located with limited access to services and facilities the scale of development is not such that would result in a significant level of vehicular movements nor is the site subject to any protected landscape designation. As such the level of the proposed development is proportionate to the scale of the village and in line with the projected growth in the emerging Local Plan.

With regard to housing mix, 38.5% of affordable housing provision and the overall mix of greater than two thirds of all units being 3 beds or less is considered acceptable by officers.

The suitability of the proposed access point to the site is considered to be acceptable, in light of no objection from the County Highway Authority. An

appropriate drainage solution has been demonstrated that could accommodate the residential development.

Having regard to these considerations, and to all other material consideration, set out in the report, officers conclude that the proposed development is in accordance with the aims and objectives of the development plan and the NPPF. The loss of green fields are outweighed by the benefits in terms of the provision of housing to meet local need. The proposal should therefore be supported.

The proposed development has been assessed against the relevant planning policy and guidance and has been found that subject to contribution via planning obligations and the imposition of conditions is acceptable.

Accordingly, it is recommended that subject to conditions and a S106 agreement that outline planning permission should be granted.

Recommendation A

That, subject to the completion of a S106 agreement to secure 15 (38.5%) Affordable Housing dwellings, contributions towards Education infrastructure, waste and recycling, playspace, public open space, SuDS maintenance/management, and a LEAP, and subject to conditions, permission be GRANTED:

1. Condition

Details of the reserved matters set out below ('the reserved matters') shall be submitted to the Local Planning Authority for approval within three years from the date of this permission:

1. scale;
2. landscaping;
3. appearance; and
4. layout

The reserved matters shall be carried out as approved. Approval of all reserved matters shall be obtained from the Local Planning Authority in writing before any development is commenced.

Reason

To enable the Local Planning Authority to control the development in detail and to comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

2. Condition

The development to which this permission relates must be begun not later than the expiration of two years from the final approval of reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

Reason

To enable the Local Planning Authority to control the development in detail and to comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

3. Condition

The plan numbers to which this permission relates are 16.011.001 Rev B, 16.011.09 Rev F, 16.011.010 Rev G, 096.0002.003 Rev D, COVE20586-01, COVE20586-04. The development shall be carried out in accordance with the approved plans. No material variation from these plans shall take place unless otherwise first agreed in writing with the Local Planning Authority.

Reason

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

4. Condition

No development shall take place until a detailed landscaping scheme has been submitted to and approved by the Local Planning Authority in writing. The landscaping scheme shall be carried out strictly in accordance with the agreed details and shall be carried out within the first planting season after commencement of the development or as otherwise agreed in writing with the Local Planning Authority. The landscaping shall be maintained to the satisfaction of the Local Planning Authority for a period of 5 years after planting, such maintenance to include the replacement of any trees and shrubs that die or have otherwise become, in the opinion of the Local Planning Authority, seriously damaged or defective. Such replacements to be of same species and size as those originally planted.

Reason

In the interest of the character and amenity of the area in accordance with Policies D1 and D4 of the Waverley Borough Local Plan 2002. This is a pre-commencement condition as this matter goes to the heart of the permission.

5. Condition
No development shall take place until samples of the materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason

In the interest of the character and amenity of the area in accordance with Policies D1 and D4 of the Waverley Borough Local Plan 2002. This is a pre-commencement condition as this matter goes to the heart of the permission

6. Condition
The development hereby permitted shall not commence until details of the design of a surface water drainage scheme have been submitted to and approved in writing by the planning authority. Those details shall include:
- a) A design that satisfies the SuDS Hierarchy
 - b) A design that is compliant with the national Non-Statutory Technical Standards for SuDS, National Planning Policy Framework and Ministerial Statement on SuDS
 - c) Evidence that the proposed solution will effectively manage the 1 in 30 & 1 in 100 (+CC% allowance for climate change storm events, during all stages of the development (Pre, Post and during), associated discharge rates and storages volumes shall be provided using a Greenfield discharge rate (as per the SuDS proforma or otherwise as agreed by the LPA) This shall include detailed calculations
 - d) Details of management and Maintenance regimes and responsibilities
 - e) Long and cross sectional drawings of each SuDS element
 - f) A finalised drainage layout plan
 - g) A construction phase plan
 - h) An exceedance flow route plan

Reason

To ensure the design meets the technical stands for SuDS and the final drainage design does not increase flood risk on or off site. This is a pre-commencement condition as the matter goes to the heart of the permission.

7. Condition
Prior to the first occupation of the development, a verification report carried out by a qualified drainage engineer must be submitted to and

approved by the Local Planning Authority to demonstrate that the Sustainable Drainage System has been constructed as per the agreed scheme.

Reason

To ensure the Sustainable Drainage System is designed to the technical standards.

8. Condition

The development hereby approved shall not be first occupied unless and until space has been laid out within the site in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority for vehicles to be parked and for vehicles to turn so that they may enter and leave the site in forward gear. Thereafter the parking and turning areas shall be retained and maintained for their designated purposes.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, in accordance with Policy M2 of the Waverley Borough Local Plan 2002 and the NPPF 2012.

9. condition

No development shall commence until a Construction Transport Management Plan, to include details of:

- (a) parking for vehicles of site personnel, operatives and visitors
- (b) loading and unloading of plant and materials
- (c) storage of plant and materials
- (d) measures to prevent the deposit of materials on the highway
- (e) before and after construction condition surveys of the highway and a commitment to fund the repair of any damage caused
- (f) on-site turning for construction vehicles
- (g) vehicle routing
- (h) programme of works (including measures for traffic management)
- (i) provision of boundary hoarding behind any visibility zones has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, in accordance with Policy M2 of the Waverley Borough Local Plan 2002 and the NPPF 2012. This

is a pre-commencement condition as the matter goes to the heart of the permission.

10. Condition

No operations involving the bulk movement of materials to or from the development site shall commence unless and until facilities have been provided in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority to so far as is reasonably practicable prevent the creation of dangerous conditions for road users on the public highway. The approved scheme shall thereafter be retained and used whenever the said operations are undertaken.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, in accordance with Policy M2 of the Waverley Borough Local Plan 2002 and the NPPF 2012.

11. Condition

The development hereby approved shall not be first occupied unless and until the following facilities have been provided in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority for:

(a) Independently accessible secure parking of bicycles integral to each dwelling or building within the development site.

(b) Electric vehicle charging points for every dwelling and a communal charging points for blocks of flats.

(c) Travel plan welcome packs to include information relating to the availability of and whereabouts of local public transport, walking, cycling, car clubs, local shops, schools and community facilities.

The agreed Welcome Packs shall then be issued to each new first time occupier, and the cycle parking and electric vehicle charging points provided prior to first occupation of the proposed development.

Reason

In recognition of Section 4 "Promoting Sustainable Transport" in the National Planning Policy Framework 2012, in accordance with Policies M1, M2 and M5 of the Waverley Borough Local Plan 2002 and the NPPF 2012.

12. Condition

The development hereby approved shall not be commenced unless and until the layout of internal roads, footpaths, footways and cycle routes have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the provision of visibility

splays (including pedestrian inter-visibility splays) for all road users, pram crossing points and any required signage and road markings. Once agreed the approved details shall be implemented to the satisfaction of the Local Planning Authority. There shall be no obstruction to visibility splays between 0.6m and 2m high above ground level.

Reason

In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, in accordance with Policy M2 of the Waverley Borough Local Plan 2002 and the NPPF 2012. This is a pre-commencement condition as the matter goes to the heart of the permission.

13. Condition

No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved by the Planning Authority.

Reason

In the interest of the preservation of any archaeological remains, in accordance with Policy HE15 of the Waverley Borough Local Plan 2002. This is a pre-commencement condition as this matter goes to the heart of the permission

14. Condition

No development shall take place, including any works of demolition, until a Construction Environmental Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period. The Plan shall provide for;

- a) An indicative programme for carrying out of the works
- b) The arrangements for public consultation and liaison during the construction works
- c) Measures to minimise the noise (including vibration) generated by the construction process to include hours of work, proposed method of piling for foundations, the careful selection of plant and machinery and use of noise mitigation barrier(s)
- d) Details of any floodlighting, including location, height, type and direction of light sources and intensity of illumination
- e) the parking of vehicles of site operatives and visitors
- f) loading and unloading of plant and materials

- g) storage of plant and materials used in constructing the development
- h) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- i) wheel washing facilities
- j) measures to control the emission of dust and dirt during construction
- k) a scheme for recycling/disposing of waste resulting from demolition and construction works
- l) There shall be no burning of any waste or other materials on the site.

Where any of the above points are not relevant to the proposed site this should be indicated.

Reason

In the interest of the character and amenity of the area in accordance with Policies D1 and D4 of the Waverley Borough Local Plan 2002. This is a pre-commencement condition as this matter relates to construction process.

15. Condition

No machinery shall be operated, no construction works shall take place and no deliveries shall be taken at or dispatched from the site outside the hours of 08:00- 18:00 Mondays-Fridays and 08:00-13:00 on Saturdays, and at no time on Sundays and Public/Bank Holidays.

Reason

In the interest of the character and amenity of the area in accordance with Policies D1 and D4 of the Waverley Borough Local Plan 2002.

16. Condition

All plant, machinery and equipment installed or operated in connection with the carrying out of this permission shall be so enclosed and/or attenuated so that the rating level of noise emitted does not exceed the background sound level, when measured according to British Standard BS4142: 2014 at any adjoining or nearby noise sensitive premises.

Reason

In the interest of the character and amenity of the area in accordance with Policies D1 and D4 of the Waverley Borough Local Plan 2002.

17. Condition
No floodlights or other forms of external lighting shall be installed during the construction process without the prior written approval of the Local Planning Authority.

Reason

In the interest of the character and amenity of the area in accordance with Policies D1 and D4 of the Waverley Borough Local Plan 2002.

18. Condition
No development shall commence until a drainage strategy detailing any on and/or off site drainage works, has been submitted to and approved by, the local planning authority in consultation with the sewerage undertaker. No discharge of foul or surface water from the site shall be accepted into the public system until the drainage works referred to in the strategy have been completed.

Reason

The development may lead to sewage flooding; to ensure that sufficient capacity is made available to cope with the new development; and in order to avoid adverse environmental impact upon the community, in accordance with Policy D1 of the Waverley Borough Local Plan 2002 and the NPPF 2012. This is a pre-commencement condition as the matter goes to the heart of the permission.

19. Condition
Prior to commencement of development, the applicant shall submit a Phasing Plan to the Local Planning Authority. The Phasing Plan shall detail the numbers of homes to be constructed for each phase and the timings therein. No Development shall take place until the Local Planning Authority has agreed the Phasing Plan in writing, following consultation with Thames Water. The development shall thereafter be carried out in accordance with the approved phasing plan.

Reason

To ensure that the water supply infrastructure has sufficient capacity to cope with the additional demand and in accordance with Thames Water consultation response dated 27th February 2017, and in accordance with Policy D1 of the Waverley Borough Local Plan 2002 and the NPPF 2012. This is a pre-commencement condition as the matter goes to the heart of the permission.

20. Condition

The development hereby approved shall be undertaken in strict accordance with the recommended actions in section 4 of the Report 'Impact Assessment and Mitigation', including the biodiversity enhancements detailed in section 5 'Residual Impacts, Compensation and Enhancement' of Ecological Impact Assessment Report by EPR dated December 2016.

Reason

In order to ensure that the development hereby approved does not contravene the Wildlife and Countryside Act 1981. This is a pre-commencement condition as this matter goes to the heart of the permission.

Informatives

1. With regard to the proposed development Thames Water would require phasing in accordance with Government Guidance PPS12 to ensure suitable water supply infrastructure is in place in time to serve the new development. To ensure Thames Water has sufficient lead-in time to provide such additional services, development phasing should be controlled by a planning condition or Section 106 agreement of the Town & Country Planning Act.
2. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.
3. With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. The contact number is 0800 009 3921
4. The applicant should take all relevant precautions to minimise the potential for disturbance to neighbouring residents during the

demolition and/or construction phases of the development. The applicant should follow the guidance provided in the Construction Code of Practice for Small Developments in Waverley.

5. The granting of any permission does not in any way indemnify against statutory nuisance action being taken should substantiated complaints within the remit of the Environmental Protection Act 1990 be received. For further information please contact the Environmental Health Service on 01483 523393.
6. The attention of the applicant is drawn to the requirements of Section 60 of the Control of Pollution Act 1974 in respect of the minimisation of noise on construction and demolition sites. Application, under Section 61 of the Act, for prior consent to the works, can be made to the Environment Protection Team of the Council.
7. The applicant is also advised that Consent may be required under Section 23 of the Land Drainage Act 1991. Please see www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/flooding-advice.
8. Design standards for the layout and construction of access roads and junctions, including the provision of visibility zones, shall be in accordance with the requirements of the County Highway Authority.
9. The Highway Authority has no objection to the proposed development, subject to the above conditions but, if it is the applicant's intention to offer any of the roadworks included in the application for adoption as maintainable highways, permission under the Town and Country Planning Act should not be construed as approval to the highway engineering details necessary for inclusion in an Agreement under Section 38 of the Highways Act 1980. Further details about the post-planning adoption of roads may be obtained from the Transportation Development Planning Team at Surrey County Council.
10. Details of the highway requirements necessary for inclusion in any application seeking approval of reserved matters may be obtained from the Transportation Development Planning Division of Surrey County Council.
11. Notwithstanding any permission granted under the Planning Acts, no signs, devices or other apparatus may be erected within the limits of the highway without the express approval of the Highway Authority. It is not the policy of the Highway Authority to approve the erection of signs

or other devices of a non-statutory nature within the limits of the highway.

12. The permission hereby granted shall not be construed as authority to obstruct the public highway by the erection of scaffolding, hoarding or any other device or apparatus for which a licence must be sought from the Highway Authority Local Highways Service.
13. The permission hereby granted shall not be construed as authority to carry out any works on the highway or any works that may affect a drainage channel/culvert or water course.
14. The applicant is advised that a Streetworks permit and a Section 278 agreement must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. All works on the highway will require a Streetworks permit and an application will need to be submitted to the County Council's Streetworks Team up to 3 months in advance of the intended start date, depending on the scale of the works proposed and the classification of the road. Please see <http://www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/the-traffic-management-permit-scheme>.
15. The applicant is also advised that Consent may be required under Section 23 of the Land Drainage Act 1991. Please see www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/floodingadvice.
16. The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).
17. When access is required to be 'completed' before any other operations, the Highway Authority may agree that surface course material and in some cases edge restraint may be deferred until construction of the development is complete, provided all reasonable care is taken to protect public safety.
18. A pedestrian inter-visibility splay of 2m by 2m shall be provided on each side of the access, the depth measured from the back of the footway and the widths outwards from the edges of the access. No fence, wall or other obstruction to visibility between 0.6m and 2m in

height above ground level shall be erected within the area of such splays.

19. The developer is advised that as part of the detailed design of the highway works required by the above condition(s), the County Highway Authority may require necessary accommodation works to street lights, road signs, road markings, highway drainage, surface covers, street trees, highway verges, highway surfaces, surface edge restraints and any other street furniture/equipment.
20. Section 59 of the Highways Act permits the Highway Authority to charge developers for damage caused by excessive weight and movements of vehicles to and from a site. The Highway Authority will pass on the cost of any excess repairs compared to normal maintenance costs to the applicant/organisation responsible for the damage.
21. The applicant is advised that the S278 highway works will require payment of a commuted sum for future maintenance of highway infrastructure. Please see the following link for further details on the county council's commuted sums policy:
<http://www.surreycc.gov.uk/environment-housing-and-planning/planning/transport-development-planning/surrey-county-council-commuted-sums-protocol>.
22. The applicant is advised that in providing each dwelling with integral cycle parking, the Highway Authority will expect dedicated integral facilities to be provided within each dwelling for easily accessible secure cycle storage/garaging.
23. "IMPORTANT" This planning permission contains certain conditions precedent that state 'before development commences' or 'prior to commencement of any development' (or similar). As a result these must be discharged prior to ANY development activity taking place on site. Commencement of development without having complied with these conditions will make any development unauthorised and possibly subject to enforcement action such as a Stop Notice. If the conditions have not been subsequently satisfactorily discharged within the time allowed to implement the permission then the development will remain unauthorised.
24. There is a fee for requests to discharge a condition on a planning consent. The fee payable is £97.00 or a reduced rate of £28.00 for household applications. The fee is charged per written request not per

condition to be discharged. A Conditions Discharge form is available and can be downloaded from our web site.

Recommendation B

That, if requirements of Recommendation A are not met, permission be REFUSED for the following reasons:

1. Reason

The applicant has failed to enter into an appropriate legal agreement to secure contributions towards environmental infrastructure, education, play space, public open space, waste and recycling, SuDS maintenance/management and a LEAP. The proposal therefore conflicts with Policies D13 and D14 of the Waverley Borough Local Plan 2002, Policy ICS1 of the Pre-Submission Local Plan Part 1: Strategic Policies and paragraphs 7 and 17 of the NPPF.

2. Reason

The applicant has failed to enter into an appropriate legal agreement to secure the provision of affordable housing within the meaning of the NPPF, appropriate to meet Waverley Borough Council's housing need. The proposal would therefore fail to create a sustainable, inclusive and mixed community, contrary to the requirements of paragraph 50 of the NPPF and Policy AHN1 of the Pre-Submission Local Plan Part 1: Strategic Policies and Sites.

3. Reason

The applicant has failed to enter into an appropriate legal agreement to secure a programme of highway improvement works to mitigate the impact of traffic generated by the development. As such, the proposal would fail to limit the significant impacts of the development on the surrounding highway network. The application therefore fails to meet the transport requirements of the National Planning Policy Framework 2012, Policies M2 and M14 of the Waverley Borough Local Plan 2002 and Policy ST1 of the Pre-Submission Local Plan Part 1: Strategic Policies and Sites 2016.