

A1 WA/2018/1966 – Erection of a building to provide an 80 bed care home including 20 community beds together with a building to provide health workers accommodation with access from Knowle Lane, associated parking and ancillary works

Applicant: Cranleigh Village Hospital Trust & HC One Limited

Committee Meeting Date: Joint Planning Committee 27/11/2019

Ward: Cranleigh West

Case Officer: Patrick Arthurs

Expiry Date: 03/02/2019

Neighbour Notification Expiry Date: 02/01/2019

RECOMMENDATION That permission be REFUSED

1. Summary

The application has been brought before the Joint Planning Committee due to the level of public interest both supporting and objecting to the scheme. Almost 500 letters evenly split, supporting and objecting to the development, have been received. The Head of Planning has therefore waived his delegated authority to refuse the planning application and is putting it to the Joint Planning Committee to consider.

Cranleigh Village Hospital Trust (CVHT) is the joint applicant with HC-One. CVHT is a registered charity and was established in 2001 to safeguard in-patient facilities at the Village Hospital. The development would be built with funds achieved from the sale of the long lease to HC-One of the care home and funding from local benefactors. HC-One is one of the UK's larger health and social care providers for older people, it would operate the Nursing Home including the 20 community beds in the CVHT wing.

The Council has previously granted planning permission for the site to be developed for medically-related purposes. However, previous decisions to allow development pre-date the National Planning Policy Framework, February 2019 and the adoption of the Council's new Local Plan, Part 1, in February 2018. Previous permissions were granted in the context of the different local care needs that applied then and related to different proposals that were concentrated towards the southern part of the site and left much of the remainder of the site undeveloped and open. What is now sought is a significantly greater amount of development, the design and layout of which results in a very much more sprawling development that gives the appearance of filling the site significantly when compared to previous schemes.

The site is located within the Countryside beyond the Green Belt outside any defined settlement area. Policy RE1 of the Local Plan (Part 1) 2018 states that in this area the intrinsic character and beauty of the countryside will be recognised and safeguarded in accordance with the NPPF.

The key benefit from the scheme is the delivery of the 20 community bed spaces that are proposed in replacement of the 14 bed-spaces lost when the previous village hospital was closed some years ago. Evidence has been presented that confirms a need in the Cranleigh area and wider Borough.

The applicant has provided a financial appraisal, that has been subject to an independent assessment, this confirms that the 20 community beds are only financially deliverable as part of the large scheme of development currently proposed. Officers are satisfied that the proposed is the minimum that is financially necessary to deliver the key community benefits.

The 60 private nursing beds would also be of benefit to the community due to the additional provision proposed against the background of an ageing local population and relatively low levels of provision at present. The health workers accommodation is subsidised and as such is considered to provide affordable accommodation that would be a benefit to the community.

There is no precise information as to how the 20 community beds will be allocated, what the qualifying criteria will be for occupancy and what the position will be for their future. If the Integrated Care Partnership (ICP), Guildford & Waverley Clinical Commissioning Group (CCG) and Surrey County Council (SCC) were to withdraw support at some point in the future, it is unclear how the community beds would be allocated. The ICP has expressed its support but it is understood that CCG in particular can give no commitment beyond 5 years. The applicant, in a letter dated 29th October 2019, confirmed its willingness to enter into a legal agreement to secure community benefits and are of the opinion that the community benefits can be secured via a 'quadruple lock' approach.

The case for development at this large scale is considered to be substantiated and it is reasonable for the community beds to be secured via a legal agreement.

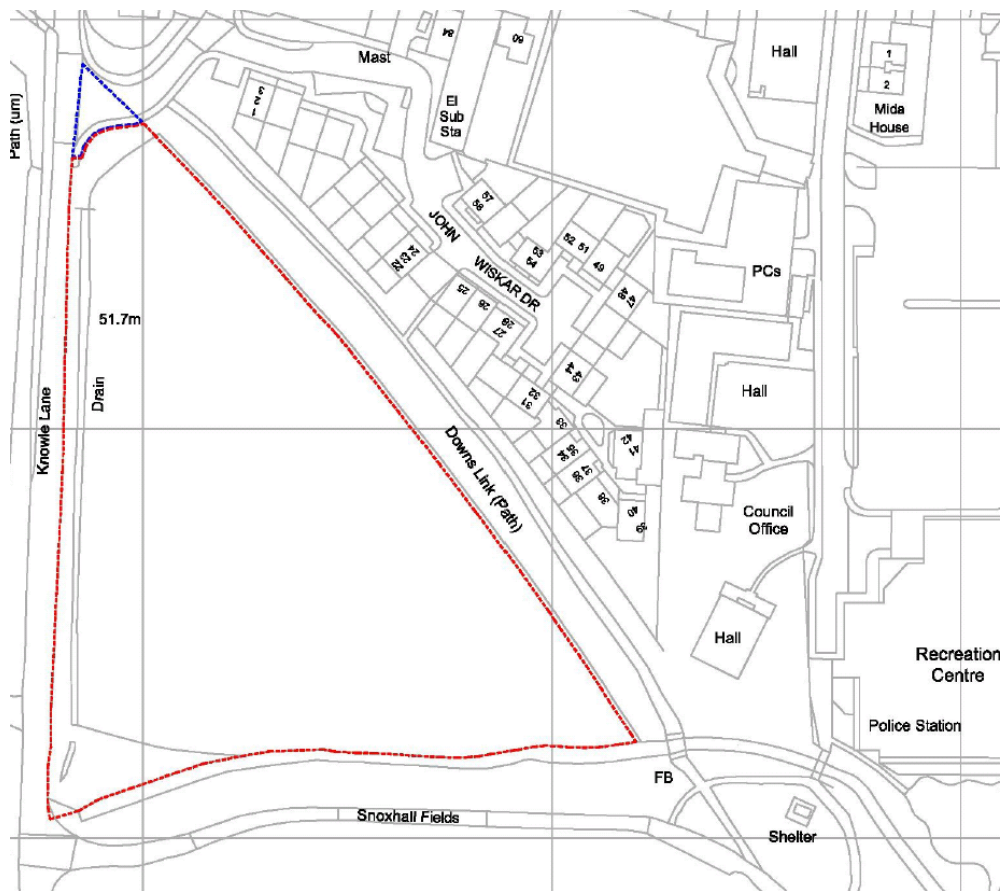
The mass and scale of the building is not in keeping with the site context and has an unacceptable impact on the character of the area. The development is therefore considered at odds with Policy TD1 of LPPI 2018 retained Policy D4 of the Waverley Borough Local Plan (2002).

Officers' assessment of the LVIA is that, whilst views to it and across the site from the adjoining area is restricted by tree cover, especially in the summer

months, views of the proposed buildings would remain evident. The proposed development is contrary to Policy RE1 of LLP1 2018 and retained Policy C5 of the Local Plan (2012).

The benefits by way of 20 community beds, 60 private nursing beds and affordable health worker accommodation are not sufficient to outweigh the (visual) harm and adverse (landscape) impacts. It is therefore recommended that permission is refused.

2. Location Plan



3. Site Description

This triangular-shaped site has an area of 1.36 hectares, is located on the western side of Knowle Lane, Cranleigh, just south of its junction with the High Street and lies outside, but adjoining, the settlement boundary on the southern/south-western side of this part of the village.

The site has frontages onto Knowle Lane, Snoxhall Fields (to the south) and the Downs Link public footpath, which runs down the north-eastern boundary of the site, beyond which are residential properties fronting the southern side of John Wiskar Drive.

The site is undeveloped, roughly flat in character, is laid to grass and is enclosed by established hedgerow and trees. Views into the site are, to a significant degree, prevented by these boundary trees and hedgerows, more so in the summer half of the year than in the winter half.

4. Background

The site was previously used as playing-fields, prior to the grant of planning permission in 2005 (WA/2003/1779) and in 2011 (WA/2010/1328) for the change of use of land to the south-west of the site (on the western side of Knowle Lane) to be used as a playing-field, to replace the playing fields on the application site. That planning permission has now been implemented and the development sought would not, therefore, result in any loss of playing-fields.

The full planning history for the site is set out below under "Planning History". In summary, that the application site has been the subject of previous planning permissions for development for health-related uses. More specifically, outline planning permission was granted in 2005 (WA/2003/1778) for the site's development for a replacement community hospital and health-centre, followed by approval of reserved matters in 2006 (WA/2006/0095). This was then followed by a new full planning permission granted in 2011 (WA/2010/0773) for a community-hospital and health-centre, which in effect renewed planning permission WA/2003/1778.

5. Proposal

There are two key parts to the application:

- a) the erection of an 80 bedroom care-home, in the form of a two/two and a half storey building of cruciform footprint, to be sited in the middle/northern one hectare part of the site. 60 of the bedrooms would be used to provide residential, nursing and dementia care, predominantly for elderly persons. The balance of 20 bedrooms (the northernmost limb of the building) would be used as community hospital beds.
- b) the erection of a two storey building on the southern part of the site to provide to provide accommodation in 26 rooms for healthcare workers, not simply those working at this development but healthcare workers from the wider area covered by Guildford and Waverley Clinical Commissioning Group . Each floor would have a kitchen shared by the occupant of the 13 rooms on that floor.

The care home would predominantly be a two storey, hip-roofed building with projecting elements of gabled and hip-roofed design, to provide visual interest, whilst the central part would be two and a half storeys, with an upstanding atrium feature. The ridge height over the central core would be 10.57 metres, rising to 11.79m for the feature atrium and, over the two storey “wings”, would be 10m.

Its length (measured north-south) would be 82.39m, whilst the cross-limb (measured east-west) would be 76.4m. Its closest distance to the Knowle Lane frontage, the Downs Link frontage and the southern boundary of the care-home part of the development would be 9.47m, 5.02m and 9.06m respectively.

The area of the rooms to be provided would vary between 21.3 square metres and 25 square metres.

The health-worker accommodation block would also have a hip-roofed design with projecting gabled and hip-roofed elements, all in similar style, height and bulk as the care-home. The main roof would have a ridge-height of 9.06m, rising to 10.52m over the main entrance.

The area of the rooms to be provided would vary between about 25.3 and 25.6 square metres, with ensuite bathroom with washing facilities. The residents would have access to communal areas for cooking, laundry and socialising that would be of a size suitable to the number of residents.

Vehicle access to the development is proposed from Knowle Lane by the formation of an access directly into the site, opposite the entrance into the new Berkeley Homes housing scheme (permitted under WA/2014/0912).

The care-home/community beds part of the development would be served by 40 parking spaces, of which 4 would be for disabled persons; these would be provided at the entrance into the site at its northern end. There would also be 8 hoops for bicycle storage.

The healthcare worker part of the development would be served by 26 parking.

The balance of the site area would largely be given over to open-space/landscaping and hard-surfacing in the form of the roadways through the development.

There would be two new footpath links: one of these at the northern end of the site linking into Cranleigh High Street, through the Marks and Spencer car-park; the other being an emergency fire-access link at the south-eastern

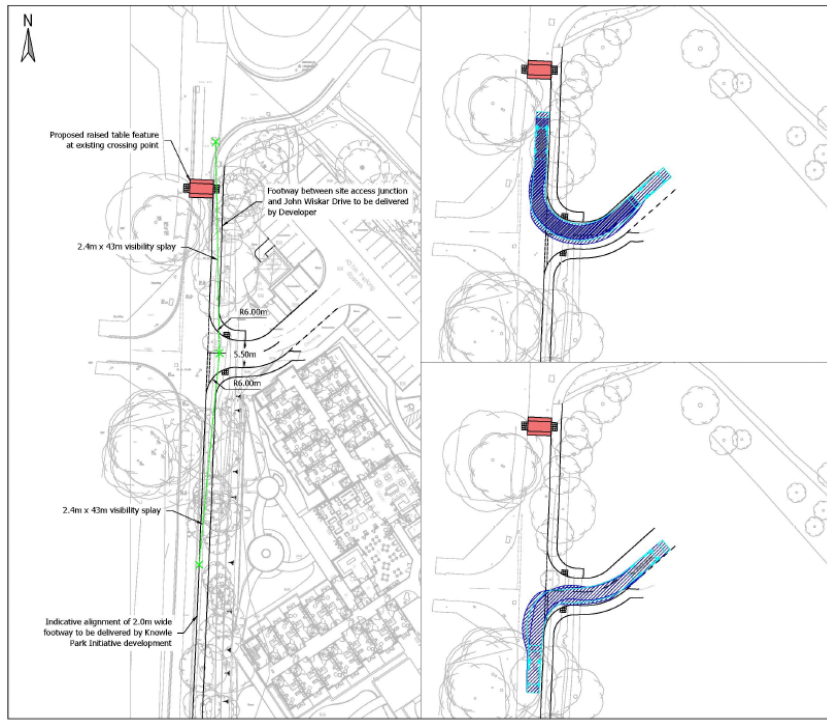
corner of the site into the Downs Link, which would be gated and would be access controlled, linked to the fire-alarm.



Site layout – ground floor



Site layout & landscape plan



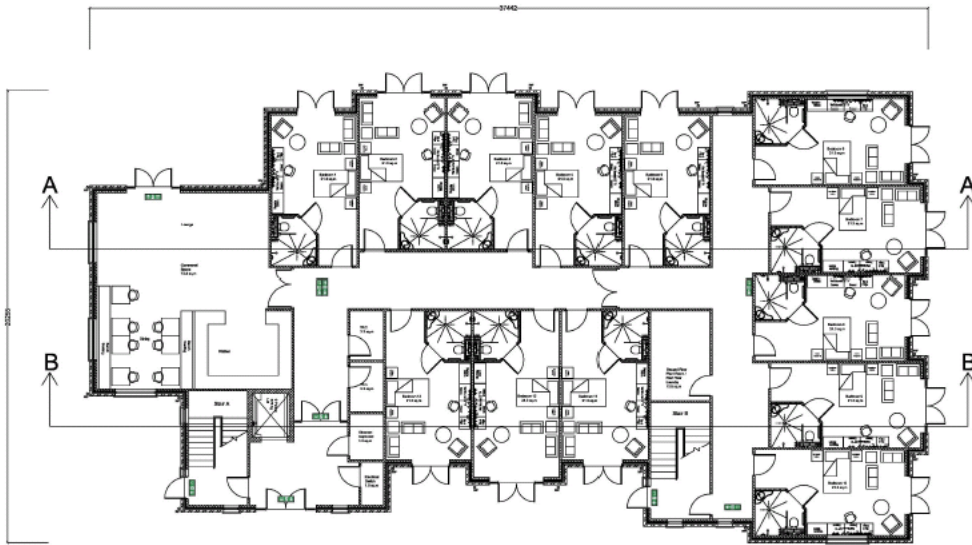
Site access junction detail



Illustrative image of Nursing Home – Entrance



Illustrative image of Nursing Home – Garden View



New 26 Unit Healthcare Worker Accommodation Ground Floor

GF GIFA 588.7 sq.m
FF GIFA 588.7 sq.m

TOTAL GIFA 1177.4 sq.m



Health Worker Accommodation – Ground Floor



Health Worker Accommodation – Elevations

6. Relevant Planning History

WA/2010/1328 (land south west of the application site)	Application for a new planning permission to replace extant permission WA/2003/1779 (change of use of land to provide sports playing field) (as amplified by letter and indicative plan received 19.08.10, Flood Risk Assessment received 04/10/10 and email received 05/10/10).	Full Permission 03/06/2011 Implemented
WA/2010/0773	Application for a new planning permission to replace extant permission WA/2003/1778 (outline application for the erection of a replacement community hospital and health centre with associated vehicular and pedestrian access and car parking). (As amplified by letter dated 10.08.10 and information received 11.08.10).	Full Permission 03/06/2011 Expired
WA/2006/0095	Erection of a replacement community hospital and health centre with associated access and car parking together with associated works (details pursuant to WA/2003/1778) (as amended by letters dated 15/02/06 and 03/03/06 and plans received 17/02/06 and 03/03/06).	Full Permission 16/03/2006 Expired
WA/2003/1779 (land south west of the application site)	Change of use of land to provide sports playing field (as amended by letters dated 17/12/03 and 19/01/04; plans received 22/12/03 and 21/01/04 and arboriculturist report dated 19/01/04).	Full Permission 23/08/2005 Implemented
WA/2003/1778	Outline application for the erection of a replacement community hospital and health centre with associated vehicular and pedestrian access and car parking (as amended by plans received 22/12/03, letter dated 17/12/03 and documents received 8/3/04).	Outline Approval 23/08/2005 Expired

7. Planning Policy Constraints

Countryside Beyond Green Belt (outside any defined settlement)
ASVI (Area of Strategic Visual Importance)
Long Distance Footpath (Downs Link)
Bridleway

Within 8 metres of River Bank
Flood Zones 2 and 3

8. Development Plan Policies & Guidance

The relevant Development Plan policies include:

Waverley Borough Local Plan, Part 1, (LPP1) Strategic Policies and Sites (adopted February 2018):

SP1 Presumption in Favour of Sustainable Development;
SP2 Spatial Strategy;
ST1 Sustainable Transport;
ICS1 Infrastructure & Community Facilities;
RE1 Countryside Beyond the Green Belt;
TD1 Townscape and Design;
NE1 Biodiversity and Geological Conservation;
NE2 Green and Blue Infrastructure;
CC1 Climate Change;
CC2 Sustainable Construction & Design;
CC4 Flood Risk Management.

Retained Policies of the Waverley Borough Local Plan (2002):

D1 Environmental Implications of Development;
D4 Design and Layout;
D6 Tree Controls;
D7 Trees, Hedgerows & Development;
D8 Crime Prevention;
C5 Areas of Strategic Visual Importance;
C7 Trees, Woodlands & Hedgerows;
CF2 Provision of New Community Facilities;
M5 Provision for Cyclists;
M7 Footpaths & Cycleways.

Other Guidance:

- National Planning Policy Framework (NPPF) 2019;
- National Planning Practice Guidance (NPPG) 2014 (as updated).
- Cranleigh Design Statement (2008)
- Draft Cranleigh Neighbourhood Plan (Reg 16 Consultation Stage)
- Surrey Design Guide (2002)
- Planning Infrastructure Contributions SPD (2008)
- Waverley BC Parking Guidelines (2013)
- Surrey Vehicular & Cycle Parking Guidance (2012)

- National Design Guide.

9. Consultations

County Highway Authority	<p>No objection subject to a Travel Plan and monitoring fee secured via a s106 and the following conditions:</p> <ul style="list-style-type: none"> • The access constructed in accordance with submitted plan • Knowle Lane footpath • Raised table on Knowle Lane • Car parking provided in accordance with plan layout • CTMP • Cycle Parking • EVCP
Surrey Wildlife Trust	<p>No objection subject to conditions requiring additional surveys and mitigation measures such as lighting design, nesting boxes and appropriate planting to protect bats, birds, reptiles, GCN, badger, dormice and water vole</p>
Cranleigh Parish Council	<p>Support the application, subject to:</p> <ul style="list-style-type: none"> • Surrey County Council (Highways) to consider putting in place a scheme to make the junction safe for pedestrians crossing and for vehicles entering and exiting Knowle Lane; • Accommodation for both key workers & residents meets the national space standards; • Consideration to be given to lack of staff amenity-space; • Conditions to be considered to mitigate the potential impact of noise, light and odours; • Green-space in the proposals maximised; • An appropriate landscaping plan should be agreed, with particular consideration to the boundary to John Wiskar Drive
Environment Agency	<p>No objection subject to: condition requiring the development to be carried out in accordance with the Flood Risk Assessment, ground floor levels to be a minimum of 600mm above typical modelled flood water</p>

	and 300mm above typical ground levels.
Surrey CC - Lead Local Flood Authority	No objection subject to a condition requiring details of the surface water drainage to be approved, verification report to be submitted and approved.
Surrey Hills AONB Planning Advisor	No objection as the development would not impact on the setting of the AONB
Council's Waste Management	No comment as waste for nursing home outside jurisdiction.
Council's Environmental Health Officer	No objection to the development subject to the following conditions: <ul style="list-style-type: none"> • Construction Environmental Management Plan • All plant and machinery attenuated and enclosed • No deliveries outside 08:00-18:00 hours Mon-Fri and 08:00-13:00 on Sat non on Sundays or Bank Holidays • Restrictions on operation of machinery – in accordance with noise assessment • No floodlights without approval • No burning of waste or other materials • External lighting to be approved

10. Neighbour Representations

241 representations have been received expressing support for the proposals for the following reasons:

- The proposals are much needed;
- Long-awaited replacement of hospital beds lost long ago;
- All the new development in Cranleigh justifies the proposals;
- The Council needs to see the project forward to completion as soon as possible;
- The proposals will relieve the pressure in other hospitals in the area, including the Royal Surrey County Hospital;
- The health-care worker accommodation is much needed;
- The location is accessible and convenient.
- The design is acceptable.

253 representations have been received raising objections on the following grounds:

- This proposal is not for a hospital. It primarily seeks to create a large profit-making private care-home. Residents have been grossly misled with regards to community funding;
- Short-sighted and commercially-driven project;
- This is not the right development to meet the needs of the community;
- The land is allocated for a new hospital, not a nursing-home;
- A new hospital is required in the village to serve the needs of not only existing residents but all the new residents who will live in Cranleigh in the new residential developments being added to the village;
- Not against the proposals in principle but not on this site;
- Unsatisfactory layout and excessively dense form of development, amounting to an over-development of a small site, adding to the urbanisation of Cranleigh;
- Previous proposals for the site's development were much smaller in scale;
- The buildings are too big and should be single-storey only;
- Unsatisfactory road access
- Cranleigh cannot accommodate any more new buildings, to protect its integrity as a village and its peaceful character;
- Rowland House, a purpose-built elderly persons care-home, was demolished in favour of that site's redevelopment for affordable housing yet the proposal here is for another care-home;
- Proposal will harm the village in practical, environmental and aesthetic terms;
- Additional traffic in Knowle Lane and greater congestion at the junction of Knowle Lane with Cranleigh High Street, adding to the hazard for both pedestrians and drivers and increasing journey-times;
- The staff accommodation is another way of adding another 26 households to Cranleigh, over and above the large number already permitted;
- The 66 car parking spaces to be provided for the development is insufficient;
- Disturbance, especially due to the 24 hour operation;
- Over-looking and loss of privacy;
- Smells;
- Noise;
- Pollution;
- Storage of hazardous materials;
- Loss of trees and wildlife.

A meeting between the Committee and the developer and their representatives was held on 14 January 2019, so that the developers and their representatives could explain the proposals and respond to questions.

Subsequent meetings with the applicants and Planning Officers have been held to resolve outstanding matters.

11. Planning Considerations and Impacts

Key determining planning considerations include:

- Principle of Development;
- Planning History & Differences from Previous Proposals for the Site;
- Quantum and Viability;
- Community Benefits
- Layout and Design;
- Impact on the Countryside and Visual Amenity;
- Access Parking & Highway Impact;
- Impact on Residential Amenity;
- Flood Risk & Foul Drainage;
- Trees;
- Biodiversity and Compliance with Habitat Regulations 2010.
- Archaeology;
- Other considerations;

An Environment Impact Assessment was considered unnecessary to determine the impacts of the proposed development. The site does not fall within the EIA Schedule 2 triggers, the site is not within the zone of influence of a protected site that would otherwise require an EIA on sites outside Schedule 2.

12.1 Principle of Development

The site lies within the countryside beyond the Green Belt outside the settlement boundary for Cranleigh.

Policy SP1 of the Local Plan, Part 1 (2018) states that, when considering development proposals, the Council will take a positive approach that reflects the presumption in the National Planning Policy Framework (NPPF) which presumes, at paragraph 11, in favour of sustainable development.

Equally, paragraph 170 of the NPPF states that, as a core planning principle, the intrinsic character and beauty of the countryside should be recognised in decision-making.

This principle is likewise reflected in Policy RE1 of the Local Plan, 2018.

In practice, this means development outside defined settlements will be strictly controlled to protect the beauty and character of the countryside, a key element of which is its open, undeveloped nature.

The Council has previously permitted the site to be developed for a new community hospital, notwithstanding the policies of restraint that apply to the site, given its rural location. Planning permissions WA/2003/1778 and WA/2010/0773 apply.

The principle of the site's development for health-related purpose, has, therefore, been accepted by the Council in the past.

The protection of the countryside from new development that does not need to be located there is paramount. Even if there is a case to accept development in the countryside, for example, because it is essential to serve a "bona fide" rural use or because there is no other suitable location for it in the built-up area and what is sought would deliver an essential community benefit, the amount and scale of development should be no more than is necessary to achieve the purpose.

It is also necessary to consider if there are other sites available in the built-up area that would lend themselves to development at this scale.

It was accepted under previous planning permissions for the site's development that there were no other suitable sites within the village where those developments could be accommodated.

The current proposals amount to about 6,180 square metres floor area in total, based on a total footprint of 3,056 square metres, which is materially greater than previous proposals for the site.

There are no other known sites in the village today that could satisfactorily accommodate this amount of development. It is, therefore, accepted that the application site is, as previously, the only suitable site available for a development of this sort at this scale. The site is also an edge of settlement location with easy access to the village services, including on foot, and to public transport.

In summary the starting point is the protection in national and local policy for planning decisions to recognise and safeguard the intrinsic character and beauty of the Countryside Beyond the Green Belt. Any development on the site must seek to protect and safeguard the countryside setting, the extent of any community benefit delivered by the development must be proportionate to the impact for the principle to be considered acceptable.

12.2 Planning History & Differences from Previous Proposals for the Site

Planning History

The planning history is set out above. It is nonetheless useful to summarise this here because it is a material consideration.

The 2005 outline planning permission for a replacement community hospital and health-centre (WA/2003/1778) permitted a building with a footprint of approximately 2,400 sqm (18% of the site area), total floor area of development 4174.65 sqm, with parking for 48 cars, accessed by means of a new access from Knowle Lane (indicative site layout and elevation shown below). A key feature of this proposal is that development would only have occupied the southern half of the site, with the remainder being left undeveloped to provide a spacious landscaped setting for the development. The permission was not implemented.

This was followed by an application in 2006 (WA/2006/0095) for reserved matters, this time in the form of a 3 storey building, with a footprint of 2,180 sqm, but again spaciouly situated within the site (16% of site area), and occupying roughly two-thirds of the southern part of the site, with the balance being left as open-space and parking.

In 2011, a further planning permission was granted (WA/2010/0773); this was in effect the same scheme as WA/2003/1778. This permitted, once again, the site's development for a combined replacement community hospital and health-centre, with a total floor-area of 4,174.65 sqm. The scheme was not implemented.

Differences Between Previous & Current Proposals

There are significant differences between what has previously been proposed and permitted and what is now proposed under the current proposals in terms of the content of the development proposed.

Firstly, previous proposals for the site envisaged the provision of a health-centre, alongside the community hospital. This was not supported by the NHS and led to the development of an alternative health-care strategy, which involved the development of the new health centre in Cranleigh High Street and the upgrade of the former community hospital, to provide an enhanced diagnostic service.

The health centre is, therefore, no longer part of the current proposals because it has already been provided elsewhere.

Secondly, the current proposal represents a significant increase in the amount of development proposed for the site compared with what has previously been permitted.

The current proposal amounts to a total floor area of 6,180 sqm, in two buildings, one of 5,003 sqm, the other 1,177 sqm. The overall floor area is considerably greater (+48%) than the maximum 4,174 square metres of development previously permitted.

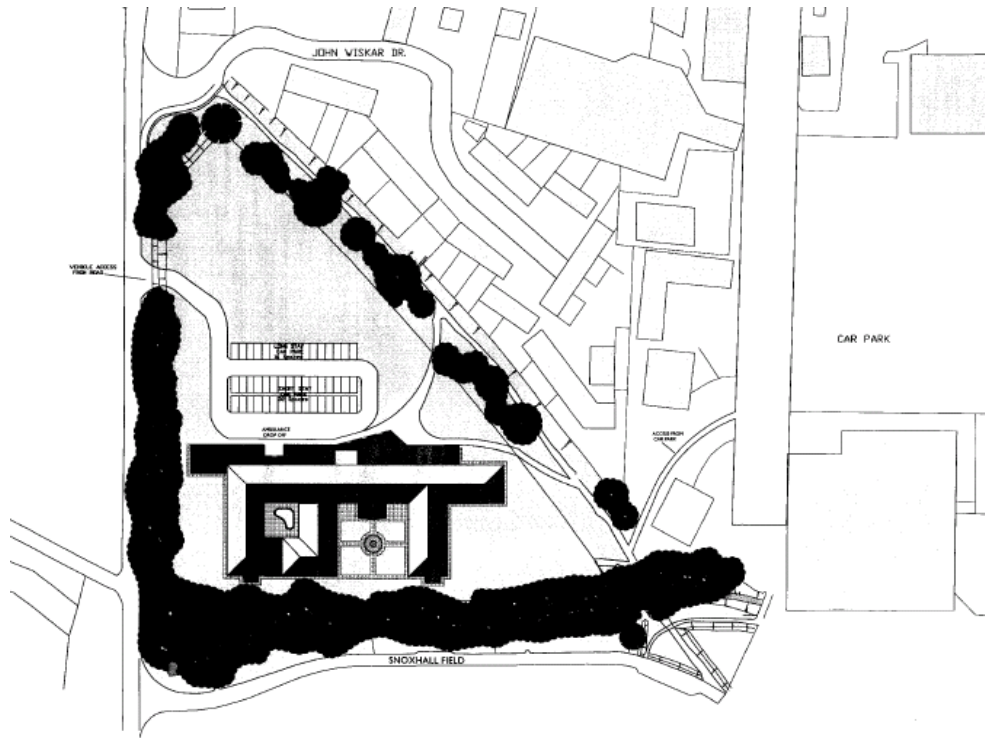
Previous proposals would also have left between about a third and a half of the site area undeveloped.

The current proposal would amount to about 22% site-coverage or built form with the access road and car parking area accounting for the vast majority of the site no longer being green and open.

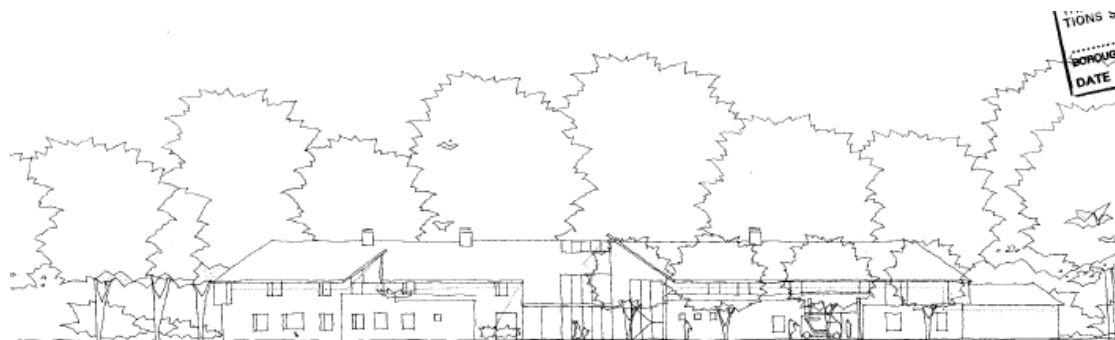
Thirdly, although the site coverage represented by the two parts of the development would be relatively low (by urban standards), the cruciform footprint of the nursing home/community beds building in particular (which is much the bigger part of the proposals, with a north-south limb length of more than 86m and an east-west cross-limb length of more than 76m) results in a significantly more sprawling form of development compared with what has been permitted and results in a more built-up appearance overall, than the relatively low site coverage figures would suggest.

Previous proposals for the site have been permitted largely because those developments were relatively compact in nature, leaving large parts of the site free of buildings, and because the view was taken that the benefits to the community of allowing those developments would offset the relatively modest harm that would be caused in allowing those developments on a green-field site in the rural area.

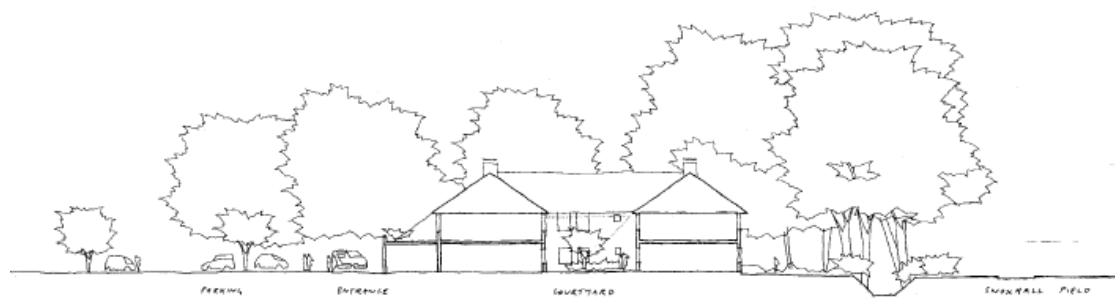
The same cost-benefit analysis needs to be applied in respect of the current proposals - in other words, whether the harm to the countryside that would be caused in allowing development to proceed would be offset by the scale and nature of the benefits arising to the community.



Indicative site plan for approved outline scheme WA/2003/1778 & WA/2010/0773



SECTION

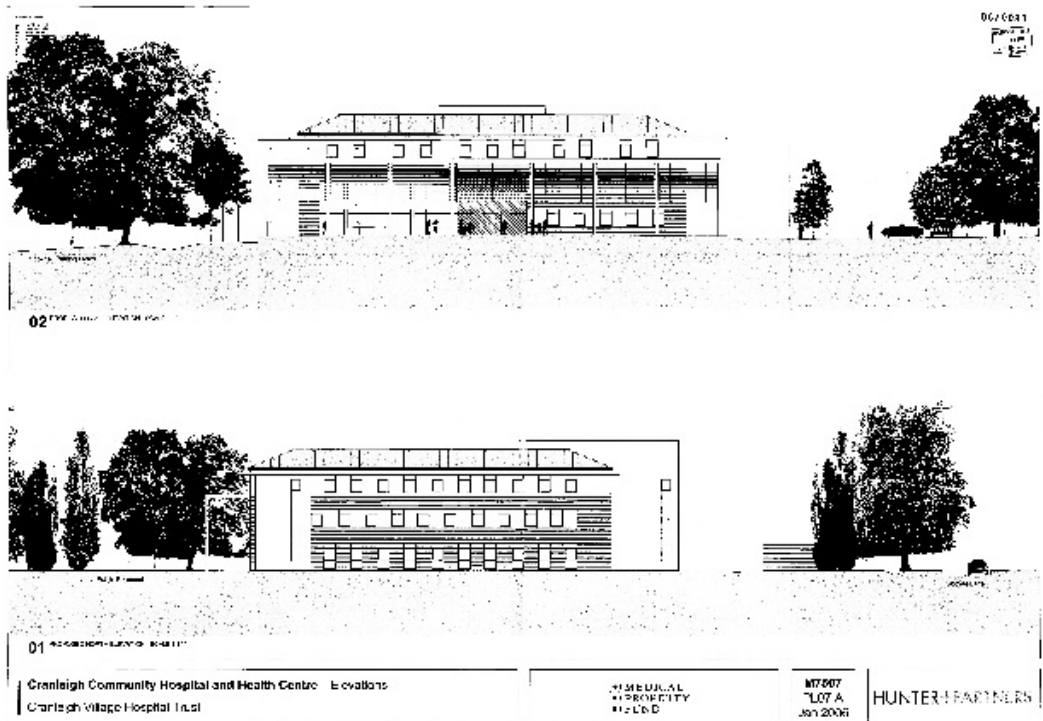


FRONT SECTION

Indicative elevation for approved outline scheme WA/2003/1778 & WA/2010/0773



Approved site plan for reserved matters app WA/2006/0095



Approved site plan for reserved matters app WA/2006/0095

12.3 Quantum and Viability

Amount/Scale of Development

It is necessary to justify the amount and scale of development sought, given that this is a rural site where there is a presumption against development to protect the countryside.

A significant amount of development is proposed, more than has previously been sought at the site, and in a form and layout that amplifies its scale and impact.

The main justification for allowing development of the site at this large scale would be that the community benefits of doing so are sufficient to offset the clear harm that results from allowing so large a scale of development of an undeveloped rural site; moreover, it is only by permitting development at this scale that the benefit to the community could be achieved.

The main potential benefit to the community is the delivery of the 20 community beds within the nursing home, in replacement of the 14 hospital beds lost when the Cottage Hospital was closed.

These 20 community nursing-home beds would, however, be provided as part of a much larger scheme of development that also proposes another 60 nursing-home beds and a 26 room block that would provide accommodation for health-staff, some of whom would work at the development, others of whom would work in health-services over the wider area.

The community beds would, therefore, be a relatively small part of the overall development.

The question to be addressed, therefore, is whether the large amount of “other” development that is also proposed alongside the community beds would be excessive, unjustified and beyond what is necessary or desirable to deliver the community beds.

It is also necessary to be clear as to the nature of the benefit to the community that will accrue by the provision of these beds.

The provision of the private nursing-beds could also, arguably, be a benefit to the community but whether 60 bed spaces are justified is another matter. A view, therefore, needs to be taken on this important issue too.

Likewise, it needs to be considered whether the provision of health-worker accommodation sought has a benefit to the community and, even if it does, in

principle, whether the amount of development sought is justified, in terms of it being necessary to ensure the deliverability of the scheme.

These issues are discussed below.

Deliverability

Deliverability is the essential first consideration.

Critical to the view to be taken on the acceptability of the amount and scale of development sought, over and above impact, is the extent to which the community beds may or may not be financially deliverable, only as part of the larger scheme of development as sought; or, whether there is a lesser amount of development that could still deliver the 20 community beds, but which would result in a more spacious development more appropriate to a rural site such as this.

In short, if planning permission was to be refused on grounds of over-development and harm to the rural area, would the 20 community beds be lost. It is only with the other elements of the scheme and at the scale sought that their delivery is financially possible.

The applicant submitted a Development Viability Report, prepared by Home Consultancy Ltd, May 2019. The report concluded that:

“Based on the proposed scheme of a care home and accommodation block, the residual land value derived by the toolkit is -£233,613. This is £646,113 below the benchmark value. No allowance has been made for any S.106 contributions albeit it is known a travel plan will be required for the care home and accommodation block.

In summary we can conclude the development does not generate a surplus over the benchmark land value, and thus the number of open market care home beds is less than is necessary to provide full funding to the community beds and health worker accommodation. The balance of funds required has been pledged by CVHT and local benefactors who wish to see the scheme proceed and the public benefit from these facilities be realised”.

Officers instructed the Dixon Searle Partnership to undertake an independent review of the Viability Assessment, the findings of this were presented in a report dated July 2019. The report concluded that the indicative rent of £1,200 per week for private beds was low and comparables in the area suggest it should be £1,400 per week. Keyworker homes, assumptions on management, void and repair costs should apply a 22% rate as opposed to 27% of rent. An arrangement fee for finance costs of £172,885 should not

apply. Based on these updated assumptions the appraisal indicates a positive return, in this scenario the 60 private beds and 26 key worker units would not be required to enable the 20 community beds to come forward.

In response to the Dixon Searle Appraisal, the applicant, in a letter of 9 September, challenged the weekly rent assumptions and provided alternative rent comparisons for mid-range facilities in the areas that would support the proposed rental level at £1,200 per week for the private beds. If higher bed rent assumptions were to be applied then this would mean higher build costs and management costs would also apply.

Dixon Searle reviewed the case put forward in the letter of 9 September and provided an update that states:

“In conclusion, based on the originally submitted report and the supplementary information now provided, we have scrutinised the viability of the scheme thoroughly and agree with the submitted position that any reduction in the number of private units would be likely to move the viability position further downwards (from a position of marginal viability by accepted standards) – therefore would potentially prevent the scheme from proceeding”.

The viability assessment and subsequent appraisal has, therefore, answered the question on whether the scale of the development in terms of quantum justified in order to provide the 20 community beds.

12.4 Community Benefits

The appropriateness and community benefits arising from each of the constituent parts of the development is now assessed in turn.

Community Beds

There is clearly the potential for the 20 “community beds” to deliver a significant community benefit.

In reaching a decision on the case, it is, therefore, necessary to be clear what the nature of the benefit to the community will be.

The provision of the 20 community beds within the 80 bed nursing home does not amount to the return of hospital services to the village of Cranleigh. Medical care, including specialised diagnostics, treatment and surgery, will continue to be provided primarily at local hospitals. The Cranleigh Medical Practice and surrounding GP Practices provide a limited range of local

diagnostic services, as a supplement to what is otherwise available at local hospitals.

The Integrated Care Partnership (ICP) - consisting of the Guildford & Waverley Clinical Commissioning Group (CCG), representing the National Health Service (NHS), and Surrey County Council, as Social Care Provider - to allocate the community beds in the best interests of the patient.

The qualifying criteria that patients must meet to be a priority for occupancy of one of the community beds has not been set. The applicant has confirmed that the criteria will be developed with the ICP and this could include a matrix of medical need combined with distance home address is from the new facility.

Residents of the new nursing home will have a range of medical conditions from dementia to end of life care. A patient could start off in need of medical treatment, provided at one of the local hospitals, which then develops into a need for nursing care or end of life care, which might be provided by occupancy of one of the community beds. The community bed allocation criteria will reflect this range of need and health considerations.

The commitment of the CCG cannot be guaranteed beyond 5 years. This raises the important issue of what might happen to the community beds after 5 years; whether they will still be available to the community, for what purpose and through what mechanism. Restrictions over use could be applied through conditions and/or a Section 106 Agreement, in terms of limiting what use the beds could be put to. The applicant in a letter dated 29th October 2019 confirmed their willingness to enter into a Legal Agreement to secure community benefits and are of the opinion that the community benefits can be secured via a 'quadruple lock' consisting of:

- a) the S.106 Agreement;
- b) the covenants and obligations in the lease of the Care Home site from CVHT to HC-One;
- c) the restrictive covenants placed on the land by the Parish Council; and
- d) the fact that CVHT will own the long lease of the wing in which the 20 Community Beds are located".

In spite of the above assurances, the nature of the benefit to the community and the extent to which it can be relied upon for the future remains unclear.

This amounts to a reason for refusal of planning permission at the present time.

Private Nursing Beds

A substantial part of the development consists of the provision of 60 nursing beds; this is a substantial provision.

The Integrated Care Partnership (ICP), consisting of Surrey County Council and the National Health Service (Guildford & Waverley Clinical Commissioning Group), has provided a Joint Statement in which they set-out their support for the nursing-home provision proposed. This support is largely based on the

“...increasing numbers of older people with frailty and multi-morbidities which has resulted in an increase in demand on health and social care services.”

By 2025 it is estimated that there will be a 21% increase in the numbers of people over the age of 65 and a 43% increase in those over the age of 85. It is further stated that

“To meet the growing demand across Surrey an extra 213 nursing care beds are modelled as required for SCC funded individuals by 2020 and 419 by 2025.”

The Joint Statement goes on to suggest that, although there are a high number of nursing home beds in some parts of Waverley, there are a number of wards where there is low or no nursing home provision, which includes the Cranleigh area, where there is low provision but high numbers of people over 65, which is predicted to increase.

The Joint Statement continues that the County Council, as social care provider, needs a supply of affordable nursing home provision, within its guide price range, to meet the needs of SCC funded nursing-home residents on a long term basis and, therefore, welcomes the provision of the nursing-home beds proposed, which it sees as helping to meet local needs through the Integrated Care Partnership.

In summary, there would, therefore, appear to be little doubt about the demand for nursing-home beds locally. In turn, if the site is to be developed, the provision of a nursing-home on it would be a community benefit. The necessity of the scale of the 60 private beds has been supported by the viability assessment discussed above.

Health Worker Accommodation

This would be provided as a two storey development on the southern part of the site and is a sui generis use that does not fall into any specific use within the Use Classes Order; any changes to any other type of occupancy would, therefore, require express planning permission.

The purpose is to provide “affordable housing for rent” for workers in the health and social-care services, in recognition of the high cost of housing in the area and the difficulties in attracting and retaining staff.

The Council, however, has historically had a duty to secure “general needs” affordable housing for rent in discharging its statutory duty to provide for those on its waiting list, which has meant that until recently it has not been able to prioritise any one group over another, whatever the needs of particular groups.

Under the paragraph 62 of the latest version of the National Planning Policy Framework (NPPF) (February 2019) the definition of eligible groups has, however, been expanded to include “essential local workers”, as defined within Annex 2 of the NPPF. The definition of “essential local workers” is as follows:

“Public sector employees who provide frontline services in areas including health, education, and community safety - such as NHS staff, teachers, police, firefighters and military personnel, social care and childcare workers.”

The new Waverley Borough Local Plan (Part 1) (February 2018), however, predates the latest NPPF. Policy AHN1 of the Plan (Affordable Housing on Development Sites) was framed in terms of securing “general needs” affordable housing only, which was correct at the time that the Plan was adopted.

However, following the introduction of the February 2019 version of the NPPF, the situation today is changed, insofar as the housing needs of “essential local workers” now need to be provided for too when considering the provision of affordable housing.

That said, the development proposed consists of a mixture of Use Class C2 and sui generis development. The nursing home/community beds part of the development falls within Use Class C2 of the Use Classes Order, whilst the health-worker accommodation element of the development does not fall within a specific class, being a sui generis use. Neither triggers a requirement for affordable housing provision under Policy AHN1 of the Council new Local Plan, Part 1.

Notwithstanding that, the development will nonetheless provide affordable housing for these two newly eligible groups; health and social care workers. This is because the two key health-care and social-care stakeholders (that is, the Guildford & Waverley Clinical Commissioning Group and Surrey County Council, along with the Cranleigh Village Hospital Trust (CVHT) and the

nursing-home developer, HC One), all see this as an advantage in recruiting and retaining staff.

More specifically, the development would provide 26 worker bedsit units, with en-suite bathrooms, and shared amenity, cooking, dining and storage areas, all to be allocated and managed by the CVHT and let at rents that would significantly under-cut the rents that would potentially be chargeable if the definition of “affordable housing for rent” applicable under Annexe 2 of the NPPF was to be charged. In short, the CVHT will be further subsidising the rents to make them more affordable.

It should also be noted that under the current proposed funding and investment plans the CVHT would receive £1m from HC1 for the lease of the land on which the Care-Home, including the community beds, would be built. This, together with pledges from local benefactors, would allow it to build the Health Worker Accommodation (HWA) at a cost of about £2.7m, with no further money required from the public or other public bodies. It is anticipated the HWA would yield a net income of about £95,000 per annum, which the CVHT would invest and have ready to help further subsidise the community-beds in the nursing home, as and when required. In addition, this income would provide monies to allow it to support the services being provided by Cranleigh Medical Practice, Cranleigh Village Hospital and the Community Nursing Service as required.

Finally, as part of its commitment to securing improvements to the provision of health-care services locally, the CVHT wishes it to be known that it sees the health worker accommodation as something that could help local healthcare providers not only attract and retain staff, but something that will generate an income stream which will help sustain and improve healthcare provision locally by allowing the Trust to invest in it, which has to be seen as contributing to the community benefit that will derive from allowing the development.

In summary, the principle of providing an element of affordable housing for health and social care workers as part of the development is, therefore, compliant with the latest government policy, as set-out in the NPPF (February 2019); it is also, arguably, a community benefit, insofar as it would help with the recruitment and retention of the health and social-care workers who are needed to staff the facilities proposed on the site but also at other similar facilities over the wider area. It will also help generate an income stream from which the CVHT will be able to support local health services directly in by investing in them, adding further to the community benefit that arises from allowing development to proceed.

Before the introduction of the February 2019 version of the NPPF, this element of the proposals could be afforded little weight in terms of the community benefit it provided because it would have done little, if anything, to meet the needs of those on the Council's housing list, against the background of the Council only having a duty to secure "general needs" affordable housing. In any event, there is no requirement with Class C2 and sui generis development, as is sought here, to make provision for affordable housing of any kind. The fact that it does - albeit limited to occupancy by health and social-care workers is considered a community benefit.

12.5 Layout and Design

The application site is a roughly triangular shape of 1.36 Hectares, the western boundary on Knowle Lane is where the access is from and is considered its primary frontage. The southern boundary has a band of trees and vegetation facing onto Snoxhall Fields. The north-east edge of the site also has a green edge and adjoins the Downs Link path, the rear gardens of residential properties on John Wiskar Drive back onto the path.

The proposed built development on the site is in two separate buildings. The care home is located in the central area of the site adjacent to Knowle Lane, it occupies a prominent location on the site. The Health Worker Accommodation block is to the southeast corner of the site, pedestrian and cycle access to the town centre will be provided in this location.

The larger nursing home building is a cruciform layout of two storeys rising to 2.5 storeys over the central core area. The elevations include gabled elements that help break up the long elevations. The building is to be constructed in red brick, terracotta tile hung elements above ground floor, ivory coloured rendered panels, slate grey powder coated aluminium windows, doors and glazed atrium and rosemary tiles roof. The bedrooms are on floor one and two, they will each have an ensuite wet room and range in size from 20-25m²; they meet the Care Standards Act minimum size of 12m².

The Healthcare Worker building is a two storey structure that can accommodate 26 rooms, 13 rooms on each floor with en-suite shower room, the rooms are 21.3m² – this is an acceptable size. An open plan kitchen/dining and lounge area is provided on the ground and first floor. A communal laundry is provided on the first floor. The building is a similar design to the main Nursing Home.

As well as the built form the development will include extensive areas of car parking and hard standing, some 66 car parking spaces area provided along with access road and landscaped areas. The original application included a

roundabout access from Knowle Lane, this was amended to an access point, this is more acceptable in the context of the townscape of Knowle Lane.

The care home building is of a considerable scale and bulk, its length (measured north-south) would be 82.389m, whilst the cross-limb (measured east-west) would be 76.4m. The layout of the building has been developed to meet the clinical and operational needs of the nursing home. The scale and form is at odds with other residential development in the area, the closest being the new Berkley Homes development on the western side of Knowle Lane and properties on John Wiskar Drive.

The Healthcare Workers building is some 37m long by 20m deep. The scale of the building is more in keeping with its context.

The design of the nursing home has sought to follow a Surrey design aesthetic and the use of gables and materials has helped to break the dominant horizontal form of the building. Chimneys have been introduced to provide Manor House form to the building. Whilst elements of the overall building design are considered acceptable it is the mass and scale of the building that is considered not in keeping with the site context and has an unacceptable impact on the character of the area. The development is therefore considered at odds with Local Plan Policy TD1 Townscape and Design and Saved Policies of the Waverley Borough Local Plan (2002) D4 Design and Layout.

12.6 Impact on the Countryside and Visual Amenity

Paragraph 170 of the NPPF states that, as a core planning principle, the intrinsic character and beauty of the countryside should be recognised in decision-making.

This principle is likewise reflected in Policy RE1 – Countryside beyond the Green Belt of the Local Plan, 2018. The site is located in any area where saved Local Plan (2012) policy C5 - Areas of Strategic Visual Importance is applicable.

As stated above the scale, bulk and location of the buildings occupies a considerable proportion of the site. The applicant submitted a Landscape Visual Impact Appraisal (LVIA), prepared by TPM Landscape, with the application. The LVIA summarised the baseline for both the landscape and visual amenity, sensitivity of each and the impact of the proposed development as well as setting out mitigation measures.

This LVIA suggests that “this area of land does not exhibit any of the characteristics of the ASVI character description, being a remnant field with no

public access and contained on all sides by trees and settlement to the north. The proposal site is not “man-made sports fields or an open green space. This LVIA considers that the proposal site should be removed from the ASVI designation when the Neighbourhood Plan reviews the ASVI boundaries, as the site has an entirely different character and community use to the rest of the area”.

The LVIA assesses the impact of the proposed development from six representative receptor group locations. The proposal site is contained on all boundaries by tall trees, it is suggested it has a ‘very limited visual envelope, and the study area is contained to approximately 0.5km where views of or towards the proposals site are assessed as possible’. Distant views to the site are restricted by buildings of Cranleigh settlement to the north and east and further trees and topography to the west as well as the new Berkley housing scheme.

The LVIA states that close proximity views are restricted but do exist from the rear of a few residential properties at John Wiskar Drive, and also from the Downs Link footpath, the south eastern part of the proposal site which is more open, and there will be views of the development for a short distance of the footpath and from sections of Knowle Lane.

Mid to long distance views are restricted, it is suggested by the LVIA that the ‘potential for effects to mid to long distance views from the rural landscape. There is the potential for some winter views from the recreation fields in Snoxhall Fields, where the development may be visible in filtered views through the trees when they are without’.

The LVIA concludes that: “No landscape receptors are assessed as experiencing notable or substantial effects post mitigation. There will be no loss of important landscape character features and the trees and hedgerows which surround the site will be retained and enhanced, other than a small area required for the site access.

Visual effects are confined to the south eastern corner of the site, and the development proposals will introduce new landscaping to continue the landscape corridor along the Downs Link footpath and reduce visual effects.

The proposal site is well contained by trees, settlement and topography, and there will be minimal visual intrusion beyond the site itself, with no effects to the views from the wider rural landscape which might affect the character and setting of Cranleigh”.

Surrey Hills AONB have been consulted on the application and have confirmed that 'the proposed development, though extensive, would not have an impact upon the setting of the AONB'.

The Officers assessment of the LVIA is that whilst views to it and across the site from the adjoining area is restricted by tree cover, especially in the summer months, that views of the new proposed buildings will be evident. The LVIA Part 2 document provides a summary of the close and distance views impacts, the photomontage of the building bulk and block provides some evidence that the impact will not be without harm as suggested. No verified views and sketch images of the proposed development were provided by the applicant, an accurate assessment of the potential impacts is therefore not possible. The proposed development is therefore felt to be contrary to Policy RE1 – Countryside beyond the Green Belt of the LPP1 and saved Local Plan (2012) policy C5 - Areas of Strategic Visual Importance.

12.7 Access, Parking & Highway Impact

Vehicular access to the proposed development was initially proposed via a new mini roundabout on Knowle Lane. This was amended and updated plans submitted for a new junction arrangement with access immediately opposite to the Berkley residential development site, Phase 1. Pedestrian and cycle access will tie into the footway on the eastern side of Knowle Lane which is to be delivered by the Knowle Park Initiative development. Crossings points with dropped kerbs and tactile paving are proposed on the site access arm of the junction. A proposed raised table feature at the existing crossing point on Knowle Lane to the north of the access point is proposed. A footway between the site access and junction and John Wiskar Drive is to be delivered by the applicant, the footpath to the south is proposed to be delivered by the Knowle Park Initiative development.

It is proposed to provide two links from the site to the Downs Link bridleway; one to the north of the site and one to the southeast. These will facilitate trips to and from the surrounding area via the Downs Link, including to Cranleigh Village Community Hospital and Cranleigh Medical Centre.

Parking provision for the proposed care home will be provided in accordance with SCC's standards for C2 land uses, which is one space per two residents, i.e. 40 car parking spaces (including five disabled bays). These spaces will cater for staff and visitors as, residents of the Nursing Home are highly unlikely to require car parking.

There are no parking standards for land uses similar to the proposed Health Worker accommodation block, and therefore parking will be provided in accordance with the standard for one-bedroom dwellings, which is one space

per dwelling, i.e. 26 parking spaces. It is anticipated that some of the residents of the proposed accommodation block will not own cars. Given that some of the proposed care home staff are likely to live in the accommodation block, there will be a reduced level of staff parking demand at the care home.

In respect of cycle parking ten spaces will be provided for the proposed accommodation block and a further ten for the proposed care home.

It is therefore considered that the proposed parking provision will comfortably cater for staff, residents and visitors taking account of peak times and shift changeovers. The TRICS assessment indicates the predicted trip generation of the site is not likely to have a significant impact at any off-site junctions.

SCC have been consulted and confirmed that the access is acceptable, the proposed vehicle parking provision is adequate and the proposed development is in accordance with relevant policy and design guidance and is therefore acceptable in transport terms subject to conditions and a Travel Plan secured via s106.

12.8 Impact on Residential Amenity

The closest residential properties to the proposed development are located on John Wiskar Drive, the closest property No.34/35 is some 27m from the closest elevation to the accommodation block. No 25/26 is some 31m from the closest elevation of the Nursing Home. The Downs Link footpath separates the two sites, the level of overlooking and any overbearing impact of the development is considered to be acceptable in planning terms.

Environmental Health have commented on the proposed development, no objection was raised subject to conditions to control operations of the proposed uses and during the construction phase. Areas to be subject to condition including: Construction Environmental Management Plan; Noise attenuation of plant on the building; restrictions on hours of delivery; restrictions on use of machinery; lighting restrictions and approval of lighting scheme; no burning of waste on the site; electric vehicle charging points. The development would comply with WBLP 2002 Policy D1 – Environmental Implications of Development.

12.9 Flood Risk & Foul Drainage

A Flood Risk Assessment (FRA) was submitted as part of the planning application submission. The site was initially shown on the Gov.uk flood maps as having a large central part of the site (from north to south) being at risk of flooding, albeit being at 'low' risk. A review of the Flood Maps for the site however suggested that the Flood Zone classification of the site may be

inaccurate and that the Flood Zone 2 overland flowpath through the site may be removed through refinements to the hydraulic model in the area, and submission of a 'Flood Map Challenge' to the Environment Agency.

The modified model was re-run for all flood events, including the updated climate change allowances. The results show that the 1 in 1000 flood extent does not cross as an overland flow through the site. An updated Flood Map has been produced for the site and agreed with the EA. The developed parts of the site are therefore considered to be within Flood Zone 1.

The site is shown to be largely in Flood Zone 1, with Flood Zone 2 now contained within the Downs Link corridor (outside of the site boundary) and immediately adjacent to the watercourse. A Sequential Approach has been adopted for the site layout and proposed residential development is located entirely within Flood Zone 1, outside of the area at risk. Therefore, the Sequential Test does not apply.

All residential development on site would remain dry during the 1 in 100 year (1% AEP) event, including an allowance for climate change of 70% over the lifetime over the development

The Environment Agency have reviewed the FRA and confirmed that they are satisfied with the Flood Zone reclassification to Zone 1 and have raised no objection to the development subject to measures as detailed in the FRA: Finished flood levels for both residential buildings will be set to a minimum of 600mm above the nearest modelled flood water level or 300mm above typical ground levels, whichever is greater.

The proposed development would comply with LPP1 Policy CC4 – Flood Risk Management.

12.10 Foul and Surface Water Drainage

A Surface Water Drainage Strategy prepared by WA Consulting Engineers was submitted with the planning application. It is proposed to discharge surface water into the watercourse at the southern boundary of the site via a restricted outflow, using a SUDs system. The outflow will be restricted to the greenfield runoff rate from the existing undeveloped site with a vortex flow control device. Attenuation will be provided by storage within the subbase of the permeable access road and car parking areas and crate storage in the landscaping area.

The attenuation system will be designed to accommodate 1 in 100 year rainfall event with a 40% allowance for climate change. A controlled outflow rate of 6.3l/s is proposed to the watercourse along the Southern boundary of

the site. Surface water will pass through a petrol and silt interceptor prior to entering the attenuation unit to ensure management of contamination prior to discharge into the ditch.

In respect of foul water, it is proposed to connect the foul drainage from the care home and accommodation block by means of a gravity connection into the existing sewer. Two existing Thames Water foul sewers flow from east to west along the Southern boundary of the site.

LPP1 policy NE2 imposes an 8m undeveloped buffer zones to main rivers. This has been achieved in the layout, and no development is proposed within 8m of the river.

SCC as the Lead Local Flood Authority have been consulted on the proposals and are satisfied that the drainage strategy is appropriate, to be controlled by condition.

12.11 Trees

Included with the submission is a full Arboricultural Impact Assessment and Tree Protection Plan. With the exception one tree, an ash (T51) all of the most important (A and B category) trees can to be retained and protected throughout the development. Two other lower-quality trees would also need to be removed. The majority of trees surrounding the site would therefore be retained and protected, this will help ensure the site screening is retained.

The Tree Officer has reviewed the proposed scheme and Arboricultural Impact Assessment and raised no objection subject to conditions requiring approval of a Tree Protection Plan (TPP) and the related Arboricultural Method Statement (AMS) and a Landscape Scheme that includes protection and enhancement of existing landscape features. Local Plan Policy NE2 would be complied with.

The proposed development would comply with LPP1 Policy NE1 – Biodiversity and Geological Conservation and WBLP (2002) Policy D6 - Tree Controls and D7 – Trees, Woodlands & Hedgerows.

12.12 Biodiversity and Compliance with Habitat Regulations 2010.

LPP1 policy NE1 - Biodiversity and Geological Conservation states that the Council will conserve and enhance biodiversity within Waverley. It continues, that development will be permitted provided that it retains, protects and enhances features of biodiversity and geological interest and ensures appropriate management of those features.

The application site includes semi-improved neutral grassland, dense scrub, tall ruderal, dense scrub/tall ruderal mosaic, and a ditch on the western boundary of the site. The applicants have commissioned a Preliminary ('Phase 1') Ecological Appraisal', Reptile Survey, Bat Preliminary Ground Level Roost Assessment of Trees, and a Biodiversity Check List assessment prepared by Ecology Services, Surrey Wildlife Trust.

The Phase 1 report main conclusions:

- Amphibians – The development is unlikely to impact any aquatic or terrestrial great crested newt habitat given the distances and dispersal barriers between potential breeding ponds and the development site. Nest-practice vegetation clearance methods are recommended.
- Reptiles - No reptile species were recorded during the seven survey visits.
- Birds - The survey recommends that any clearance of vegetation should occur outside the breeding bird season, namely between March and August, inclusive. Any clearance of vegetation within the breeding bird season to be undertaken under supervision of a suitably experienced ecologist, protection measures put in place if necessary.
- Badgers - No evidence of badgers was found on site, best-practice construction methods recommended; including covering any holes or trenches overnight.
- Bats - The survey area supports suitable bat foraging and commuting habitat including woodland, dense scrub, tall ruderal and longer grassland. Within the woodland, a number of trees have features such as rot holes, cracks and cavities that have potential to support roosting bats. Records of Noctule, Common Pipistrelle and Brown Long-Eared bats were returned as part of the desk study. The loss of three trees and unsympathetic lighting has potential to impact any bats foraging or commuting along the woodland edges, appropriate mitigation and licences to be used to manage impacts.
- Hazel *Dormouse* - limited potential to impact hazel dormouse, recommended that a pre-construction check of the areas affected, the woodland to the east of the site could be enhanced to provide additional habitat.
- Otter – Potential for otters, additional surveys pre-construction should they be using the woodland as a resting place a strategy in the ecological recommendations is set out. The brook is to be protected with an 8m buffer zone as required by planning policy.
- Water Vole - Potential to impact on water vole during construction, unlikely that water vole is present within the ditch to the west of the site – additional pre-construction survey of Littlemead Brook to be undertaken. Care to be taken and a strategy followed during construction as well as habitat enhancement post construction.

The applicants Ecological Appraisal made recommendations for a range of protection and enhancement measures including: bat and bird boxes, planting of native flora and fauna, grass management, dead wood habitat, fencing to be permeable, use of grass create.

Surrey Wildlife Trust, Conservation Manager, reviewed the documents and raised no objection on the basis that a number of conditions would be applied if the LPA were minded to grant approval. The conditions relate to additional surveys and mitigation measures to protect bats, breeding birds, reptiles, badgers, dormice, and water vole, measures such as sensitive lighting and landscape management are required.

The proposed development would comply with LPP1 Policy NE1 – Biodiversity and Geological Conservation and WBLP (2002) Policy D1 – Environmental Implications of Development and D7 – Trees, Woodlands & Hedgerows.

12.13 Archaeology

The site has no heritage designations on or adjacent to it. The site is not within a Conservation Area and is not immediately adjacent to any listed buildings. The submitted Heritage Assessment considers heritage assets over a wider area. There is a total of 22 Listed Buildings within the search area, all but one of which are Grade II Listed, with the church of St. Nicholas the only Grade II* Listed Building. These buildings will not be affected by the development as they are some distance away from site and will be screened by intervening topography, vegetation and buildings.

he proposal will cause no harm to heritage assets and will therefore comply with the Local Plan policies referred to in the Heritage Statement as well policy HA1 of LLP1 2018 and paragraphs 189, 190 and 192 of the NPPF 2018.

12.14 Other Planning Considerations

Land Contamination, Waverley's Environmental Pollution Control Officer has reviewed the Phase 1- Desk Study and Phase 2 Site Investigation Reports and is satisfied with the findings that no potential ground contamination is evident on the site. No further testing or mitigation has been recommended.

Waste Management, as the Nursing Homes waste would be dealt with by a private contractor Waverley's Waste and recycling team have no objection to the proposed development. Conditions in relation to recycling and waste disposal facilities and practices would be applied to any planning permission.

Sustainable Development, measures such as the Travel Plan, EVCP and fabric first approach to reduce the energy demand of the development are proposed. In addition the conceptual energy strategy is to provide a small Combined Heating and Power (CHP) plant solution on site that would generate 20% of the total thermal energy demand and contribute to electricity generation. The development would meet Building Regulations and comply with LPP1 policies CC1 and CC2.

12.15 Town Council and or Third Party Representations

The report has sought to address the planning considerations raised by parties both supporting and objecting to the proposed development. The benefits of the proposed Nursing Home and Health Worker Accommodation to the local community and indeed the wider community within Waverley have been noted and have been balanced against the planning impacts assessment.

The technical assessments have identified no specific planning objections to the proposed development and a range of conditions that would place restrictions on the operation of the development and its form including the landscape framework, lighting design, mechanical plant attenuation and hours of operation would be applied to any planning permission. The use of conditions would help mitigate some of the impacts that have been raised. The planning balance assessment has sought to take into account the comments raised and provide a recommendation based on the planning case that applies to the scheme.

12.16 Conclusion

Previous planning permissions have been granted on the site that has established that the principle of development on the site for a community/medical facility is acceptable. The design and layout of the proposed development would result in a very much more sprawling development that gives the appearance of filling the site very much more than previously.

The site is in the rural area beyond the Green Belt, where policies of restraint apply in terms of allowing new buildings, to protect the essential undeveloped rural character. The starting point must be the restriction on new building works in the rural area. Government and local policy both presume in favour of safeguarding the intrinsic character and beauty of the countryside. If new buildings need to be accommodated in the countryside, the case in support of them needs to be substantiated and the amount of new development kept to a minimum, to limit harm.

The amount of development sought has been justified, via an independent assessment, as the minimum that is financially necessary to deliver the 20 community beds – the key community benefit. The 60 private nursing beds will also be of benefit to the community. The health workers accommodation is subsidised and as such is considered to provide affordable accommodation that would be a benefit to the community – meets the NPPF definition of affordable accommodation.

The ICP has expressed its support but it is understood that CCG in particular can give no commitment beyond 5 years. The applicant in a letter dated 29th October 2019 confirmed their willingness to enter into a Legal Agreement to secure community benefits.

The mass and scale of the proposed building is not in keeping with the site context and has an unacceptable impact on the character of the area. The development is therefore considered at odds with LPP1 TD1 Townscape and Design and Saved Policies of the Waverley Borough Local Plan (2002) D4 Design and Layout.

The Officers assessment of the LVIA is that whilst views to it and across the site from the adjoining area is restricted by tree cover, especially in the summer months, views of the new proposed buildings will remain evident. The LVIA Part 2 document provides a summary of the close and distance views impacts, the photomontage of the building bulk and block provides some evidence that the impact will not be without harm as suggested. No verified views and sketch images of the proposed development were provided by the applicant, an accurate assessment of the potential impacts is therefore not possible. The proposed development is therefore contrary to Policy RE1 – Countryside beyond the Green Belt of the LPP1 and saved Local Plan (2012) policy C5 - Areas of Strategic Visual Importance.

Other technical areas considered by the report include, highways and parking, impact on adjoining properties, flood, trees, biodiversity and archaeology. No objection was raised to the development on these grounds subject to suitable conditions being applied.

The assessment of all the planning considerations that apply to the proposed development the officers planning balance assessment conclusion is to recommend refusal as the scale of the development will result in unacceptable impacts on the countryside and protected views that cannot be overcome by the community benefits arising from the scheme.

13. Recommendation

That permission be REFUSED for the following reasons:

1. Reason.

The proposed development by reason of its location within the Countryside beyond the Green Belt would result in the loss of a Greenfield outside of a defined settlement boundary. The proposed development would therefore be in conflict with the Council's Spatial Strategy and the proposal would be contrary to Policies SP2, RE1 and TD1 of the Waverley Borough Local Plan 2018 (Part 1) and retained Policies D1 and D4 of the Local Plan 2002 and the NPPF 2019.

2. Reason

The site lies within an Area of Great Landscape Value within which the landscape character is to be conserved and enhanced. The proposal is inconsistent with this aim and conflicts with national, strategic and local policies set out in Policy RE3 of the Waverley Local Plan (Part 1) 2018.

3. Reason

In the absence of a completed legal agreement to secure a travel plan such to maximise the use of sustainable travel modes, the proposal would conflict with Policy ST1 of the Local Plan (Part 1) 2018 and section 8 of the NPPF 2019 (Promoting Sustainable Travel).

Informatives

1. The plan numbers this decision relates to are: 6.158 DWG7, DWG1 Rev D, DWG 102, DWG 103, DWG 104, DWG 105, DWG 106, DWG 202, DWG 203, DWG 105, DWG 202, DWG 203, DWG 204, DWG 205, DWG 206, DWG 5, DWG 6, Design and Access Statement November 2018 and Planning Statement November 2018.
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 38 of the National Planning Policy Framework 2019.