

**WA/2023/00294 – Outline Application with all matters reserved except access for erection of up to 162 dwellings (including 30% affordable dwellings) built in up to 3 phases including access road, pedestrian and cycle accesses, parking, public open space, biodiversity enhancement and landscaping and other associated infrastructure and works at LAND CENTRED COORDINATES 505938 138328 KNOWLE LANE, CRANLEIGH**

Applicant:	Mr Nick Keeley - Gleeson Land Limited
Parish:	Cranleigh CP
Ward:	Cranleigh West
Grid Reference:	E: 505938 N: 138328
Case Officer:	Michael Eastham
Neighbour Notification Expiry Date:	02/03/2023
Expiry Date:	31/05/2023

RECOMMENDATION                      That, permission is **REFUSED**

**Site Description**

The application site measures 11.7 hectares comprising a greenfield site including a former Christmas tree farm and agricultural fields. To the north of the site lies Snoxhall Fields and Community Centre, and further beyond, Cranleigh High Street. The Downs Link bridleway adjoins the site on the eastern side and provides a distinct physical barrier between the boundary of Cranleigh and the open countryside. The central portion of the site wraps around but excludes a small collection of residential dwellings including Stable Cottage and Coach House Cottage. There is no existing vehicular access into the site, although there are pedestrian routes with footpath FP378 which runs along the eastern boundary of the site and footpath FP379 which runs east/west across the site and passes Stable Cottage.

**Proposal**

Outline planning permission (with all matters reserved except means of access) is sought for residential development in up to 3 phases.

The development comprises up to 162 dwellings (including 30% affordable dwellings) in the southern portion of the site measuring 5.0 hectares; storey heights limited to 2.5 storeys.

The proposed creation of a new vehicular access onto Knowle Lane measuring 5.5 metres in width.

New pedestrian and cycle accesses would be created with the main access point at the north of the site at the location of the existing gate; the provision of parking spaces; public open space; 6.7 hectares of green infrastructure, biodiversity enhancements and surface water attenuation.

### Relevant Planning History

SC/2022/02807 Request for Screening Opinion for Outline PENDING application for up to 200 no. (Class C3) residential dwellings, with all matters reserved apart from access at Land East of Knowle Lane, Cranleigh.

### Planning Policy Constraints

- Countryside beyond the Green Belt
- Partly within Area of Strategic Visual Importance (northern tip of site)
- Grade 3 Agricultural Land
- Footpaths 378 and 379
- Adjacent to Listed Buildings - Grade II listed Coldharbour Farm and two former barns
- Adjacent to the Downs Link bridleway

### Development Plan Policies and Guidance

The relevant development plan policies comprise:

Local Plan (Part 1) 2018: Strategic Policies and Sites, 2018 - Policies SP1, SP2, ST1, TD1, HA1, LRC1, RE1, RE3, ALH1, AHN1, AHN3, CC1, CC2, CC4, NE1, NE2.

Local Plan (Part 2) 2023: Site Allocations and Development Management Policies – Policies DM1, DM2, DM3, DM4, DM5, DM6, DM7, DM9, DM11, DM15, DM20, DM25, DM36.

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 (Part 1) 2018 and the adopted Local Plan (Part 2) 2023 are the starting point for the assessment of this proposal.

### Other guidance:

- National Planning Policy Framework (2021)
- National Planning Practice Guidance (2014)
- West Surrey Strategic Housing Market Assessment (2015)
- Open Space, Sport and Recreation (PPG17) Study 2012
- Viability Assessment (2016)
- Cycling Plan SPD (April 2005)
- Council's Parking Guidelines (2013)
- Vehicular and Cycle Parking Guidance (Surrey County Council 2018)
- Residential Extensions SPD (2010)
- Surrey Hills Management Plan (2014-2019)
- National Design Guide (2019)

- Cranleigh Design Statement (2008)
- Climate Change and Sustainability Supplementary Planning Document (October 2022)
- Surrey Landscape Character Assessment: Waverley Borough, 2015

#### Consultations and Town/Parish Council Comments

County Archaeologist	No objection subject to condition requiring trial trench evaluation
Cranleigh Parish Council	Object. <ul style="list-style-type: none"> <li>• Outside of settlement.</li> <li>• Poor transport options.</li> <li>• Harm to wildlife (including badgers and bats).</li> <li>• Potential border to AONB.</li> <li>• Sewage – reliance on pumping station.</li> </ul>
County Highway Authority	No objection subject to conditions and a S106 Agreement.
Council's Historic Buildings Officer	Due to the close proximity of the proposed development, the scheme would not preserve or enhance the character or appearance of West Barn and The Brew Grade II Listed Buildings and therefore cause less than substantial harm to their significance.
Env Health (Contaminated land)	No objection subject to conditions
Council's Housing & Enabling Team	Object. The 30% affordable homes proposed comply with Local Plan Policy AHN1. Details of the affordable housing offer needs to be agreed and affordable tenure and bed size mix secured in a Section 106 Agreement. The bed size mix is not in line with the Council's evidence of need. Should include 12 x 1 bed first homes.
Lead Local Flood Authority (LLFA)	No objection. Conditions are required to ensure the SuDS scheme is properly implemented and maintained throughout lifetime of development.
Thames Water	No objection subject to conditions regarding works to deliver off-site foul water infrastructure, upgrading the wastewater network and prevent occupation of dwellings until upgrades have taken place.

Southern Water	The site is not located within Southern Water's statutory area for water supply and wastewater drainage services.
Surrey Wildlife Trust	<p>Further information required:</p> <ul style="list-style-type: none"> <li>• Clarification on which trees with bat potential would be impacted by proposal.</li> <li>• Additional bat presence/likely absence surveys if trees with moderate bat roosting potential are impacted.</li> <li>• Further clarification that assessed likely impacts to bats.</li> <li>• Further clarification, which may include surveys, assessing likely impacts to hazel dormice.</li> <li>• Additional Great Crested Newt survey including survey of additional ponds within 500 metres of the site.</li> </ul>
Council's Tree Officer	Object. The proposal lacks green links and street trees, and space for substantial tree planting which does not reflect the semi-rural character of the site outside the settlement boundary of Cranleigh. The proposed built development would be unable to accommodate good sized trees for establishment and sustainability in the long term due to lack of growing above / below ground space between the properties and along the highway.

### Representations

In accordance with the statutory requirements and the "Reaching Out to the Community – Local Development Framework – Statement of Community Involvement – August 2019" site notices were displayed around the site on 3/3/2023 and neighbour notification letters were sent on 06/02/2023.

366 responses have been received including 2 neutral responses, 2 positive responses, and 362 objections (including from the Knowle Lane Neighbourhood Group), on the following grounds:

- Not allocated for housing in the Development Plan.
- Outside settlement area.
- Site unsuitable in Land Availability Assessment.
- Cranleigh has had proportionately more development than any other settlement in Waverley.
- Part of site farmed for hay and maintained by farmer.
- Adjoining fields are used for grazing sheep.
- Agricultural fields would be cut off and unusable.
- Works to form visibility splays require major engineering works to eastern side of Knowle Lane, would have

adverse impact on character and appearance of Knowle Lane.

- Views across landscape to AONB would be lost.
- Site is not waste land.
- Light pollution.
- Downs Link surface not suitable for a lot of travel.
- No provision for pedestrians on Knowle Lane.
- Poor visibility along Knowle Lane, particularly from south.
- Proposed entrance in dangerous location/bend.
- Number of recent accidents on Knowle Lane.
- Traffic speeds in Transport Assessment are not correct.
- Capacity analysis for Knowle Lane/High Street junction was not validated and results of analysis in the Motion report cannot be considered accurate.
- Increased queuing traffic and associated delays at Knowle Lane/High Street junction would result in severe impact on local road network.
- Capacity analysis undertaken for the Knowle Lane/High Street junction was not validated and the results of analysis in the report cannot be considered accurate.
- Knowle Lane used as alternative route when A281 is closed and would be affected by Dunsfold Aerodrome development.
- Proposal would result in total irreversible loss of rural fields surrounding Listed Buildings.
- Scale of development, activity it will generate, and traffic movements will lead to an urbanising impact on the site and result in substantial change to current setting.
- Contribution that site makes to significance of farmhouse and barns has been substantially understated.
- Substantial harm to setting of designated assets that comprise Coldharbour Farm.
- Less than substantial harm to non-designated heritage (Redhurst), which is adjacent to the site.
- Schools are at capacity.
- Sewage and water systems overloaded.
- Infrastructure breaking up.
- Proposed access route to village across area marked for ecology enhancements.
- Part of natural corridor for wildlife: deer, badgers, bats.

The 2 letters expressed support for the following reason:

- Proposal would help meet housing demand / future needs.

## Determining Issues:

Principle of Development

Housing Land Supply

Loss of Agricultural Land

Impact on Countryside beyond the Green Belt and Landscape

Impact on Trees

Affordable Housing and Housing Mix

Highways and Parking

Impact on residential amenity

Public and Amenity Space

Impact on designated Heritage Assets

Archaeology

Flooding and Drainage

Foul Water Drainage

Biodiversity and compliance with Habitats and Species Regulations 2017

Utilities

Environmental Impact Assessment (EIA) Regulations 2017

Contamination

Climate Change and Sustainability

Water Framework Regulations 2011

Self-build and Custom Housebuilding

Other Matters

Working in a positive / proactive manner

## Principle of development

This site lies within the Countryside beyond the Green Belt outside of any defined rural settlement area. The National Planning Policy Framework (NPPF), 2021 states that as a core planning principle the intrinsic character and beauty of the countryside shall be recognised. The NPPF, 2021 states that the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes.

The proposed housing areas shown on the submitted parameter plans would be located approximately 500 metres south of the developed area of Cranleigh. The site for the development of 162 dwellings is open fields and any new buildings erected on the site would have an adverse impact upon landscape character as would the more intensive residential use over the existing open fields. The resulting plots and the scale and massing of the 162 dwellings would not be representative of the character of the surrounding area. As such, the proposed development would result in significant harm to the landscape character of the area. The proposal would be visible from the Public Footpath Numbers 378, 379 the Downs Link and Knowle Lane to the extent that the development would result in material harm to the countryside beyond the Green Belt. As such the principle of development is considered not to be acceptable. This is discussed in further detail below.

Policy SP2 of the Local Plan (Part 1) 2018 sets out the spatial strategy for the Borough and is a key policy in seeking to ensure that the development that takes place in the Borough is sustainable. It seeks to focus development at the four main centres of Farnham, Godalming, Haslemere and Cranleigh and, to avoid major development on land of the high amenity and landscape value, such as this site.

Policy ALH1 of the Local Plan (Part 1) 2018, which is closely linked with Policy SP2, details the amount and broad distribution of the 11,210 net additional dwellings required in the period from 2013 to 2032 to meet the full, objectively assessed needs for market housing. Cranleigh has been allocated 1,700 new homes to accommodate over the plan period.

Policy ALH1 accepts that there is not enough suitable land for housing within the existing settlements of the Borough to meet the need for new homes and states that (paragraph 6.16 of the supporting policy text) the Council's strategy includes making selected releases of greenfield land, mostly directed at Farnham and Cranleigh, then Godalming and Haslemere due to their settlement size and facilities. This has been achieved by allocating sites within LPP1 where development can be sustainably achieved outside of settlement boundaries on greenfield sites.

There are two Strategic Housing Sites in the area:

- Local Plan (Part 1) SS4 at Horsham Road, Cranleigh which is located to the east of the railway line

South-east of the site; and

- Local Plan (Part 1) SS5 - Strategic Housing Site at Land South of Elmbridge Road and the High Street Cranleigh.

SS5 extends to the western edge of Knowle Lane but much of the land adjacent to Knowle Lane and land that rises up the hill at Knowle Park is identified for public open space.

The draft revised Cranleigh Neighbourhood Plan was the subject of a Regulation 14 consultation in Autumn 2021, but the Neighbourhood Plan does not propose to allocate for

development the Land at Knowle Lane but proposes 5 separate site allocations ranging in capacity from 6 to 25 dwellings, totalling 68 dwellings.

As such, the site does not form part of any proposed Local Plan or Neighbourhood Plan allocation. It is suggested that any major housing development should be coming through the neighbourhood plan and should follow the plan making process. As the plan does not seek to allocate further greenfield sites it does seem likely that there would be significant conflict with the emerging Plan. Although it is recognised that the neighbourhood plan has not reached an advanced stage, and therefore significant weight cannot be attributed to it.

The site is set outside of the settlement boundary and does not represent a logical extension to it. The settlement boundary has not been amended to include the site as part of the Local Plan (Part 1) 2018. As such, the proposal is in conflict with Policies SP1, SP2, ALH1 and RE1 of the Local Plan (Part 1) 2018 and the NPPF 2021.

### Housing Land Supply

The Council published its latest Five-Year Housing Land Supply Position Statement, with a base date of 20 February 2023 on 28 February 2023. The Council calculates it currently has between 4.15 and 4.56 years' worth of housing land supply. Although the housing land supply position is below 5-years, it remains the case that the Council cannot demonstrate a Five-Year Housing Land Supply. As the Council cannot currently demonstrate a 5-year supply, the Council accepts that the 'tilted balance' at paragraph 11(d) of the NPPF is engaged and the development plan policies most important in the determination of the application must be considered out-of-date. Permission should be granted unless the adverse impacts would significantly and demonstrably outweigh the benefits. The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits would disengage the tilted balance; in this case the harm caused to the heritage assets.

### Loss of agricultural land

The site comprises a series of green fields, the lawful use of which is for agriculture.

Paragraph 174 of the NPPF, 2021 states that policies and decisions should contribute to and enhance the natural and local environment by, amongst other things, recognising the economic and other benefits of the best and most versatile agricultural land. The glossary of the NPPF defines this as land in grades 1, 2 and 3a of the Agricultural Land Classification.

With regard to allocating land with the least environmental or amenity value (paragraph 175 of the NPPF, 2021), footnote 58 of the NPPF states that where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be preferred to those of higher quality.

Policy DM15 of the Local Plan (Part 2) states that development should recognise the benefits of areas of best and most versatile agricultural land. Where it can be demonstrated that significant development of agricultural land is necessary, areas of poorer quality should be preferred to those of higher quality. The site is designated as Agricultural Grade 3 land



although no information has been provided by the applicant as to whether the land is classified as Grade 3a or Grade 3b. In the absence of any agricultural assessment in support of the application, there is insufficient information to demonstrate that the proposal would not result in the loss of the best or most versatile agricultural land.

#### Impact on Countryside beyond the Green Belt and Landscape

Paragraph 174 of the NPPF, 2021 states that development should contribute to and enhance the natural and local environment recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services.

Policy TD1 of the Local Plan (Part 1) 2018 requires development to be of high quality design and to be well related in size, scale and character to its surroundings.

As indicated above, 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 RE1 of the Local Plan (Part 1) states that within the Countryside beyond the Green Belt the intrinsic character and beauty of the countryside will be recognised and safeguarded in accordance with the NPPF.

The proposed development would introduce 162 dwellings onto the site, a new access road, formalised open spaces, vehicles, together with the removal of trees and vegetation. The parameter plan shows a net density of 34 dwellings per hectare; it indicates a relatively high percentage of 2.5 storey development and a maximum height of 11.5 metres which is characteristic of a built-up residential area. A number of areas shown for housing are located on higher ground levels, which would add to their prominence and would have a significant negative impact on the visual appearance of the site.

Michelle Bolger Expert Landscape Consultancy (MBELC) has been instructed by Waverley Borough Council to review the landscape and visual impacts of the outline application. The MBELC assessment is set out below:

The site is located east of Knowle Lane and west of the Downs Link, a former railway line, now a well-used accessible recreational path. The settlement of Cranleigh lies to the east of the Downs Link. Significant tree cover on both sides of the Downs Link, combined with sections on embankment, create a strong boundary feature to the settlement. The site is irregular in shape comprising four fields plus part of a fifth field. The site is adjacent to three groups of houses, the group associated with Coldharbour Farm, a group to the south which includes Redhurst, and a group on Knowle Lane. Knowle Lane is an undulating attractive rural road that provides low key access to the properties and land which lies between Knowle Lane and the Downs Link.

The site lies within Landscape Character Area (LCA) WW6: Dunsfold to Pollingfold Wooded Low Weald. The area is representative of the LCA with an undulating landform, a patchwork of pastoral fields, woodland and hedgerows/tree belts. A local ridgeline runs through the site and Footpath (Fp379) runs along the ridgeline at this point. Despite relative proximity, the settlement of Cranfield has little influence on the landscape and the settlement pattern is of dispersed dwellings and farmsteads. It is a rural tranquil landscape.

The site, which does not read as a coherent development site, can be divided into four parts:

- **Area 1- Land to the north of barns associated with Coldharbour Farm.** This area is proposed for Public Open Space (POS). It is currently meadow grassland with mature hedges containing mature trees.

- **Area 2 – Land to the south of Coldharbour Farm barns.** A single field of meadow grassland with mature hedges containing mature trees. The field rises towards the local ridgeline to the south.

- **Area 3 – Lane to the south of Coldharbour Farm and Coach House.** An undulating field of meadow grassland with mature hedges containing mature trees. Properties within the Redhurst group look over this field.

- **Area 4 - Land to the south of Fp 379** A field currently used to grow Christmas trees bounded by mature hedges/ trees/ woodland. It falls from the local ridgeline to the south and wraps around the Redhurst Group of properties to meet the back gardens of the small group of properties on Knowle Lane.

It is considered that the value of the local landscape including the site is high and should be considered a valued landscape for the purposes of NPPF paragraph 174(a). Valued landscape qualities include the good condition of the landscape, the recreational opportunities afforded by the Downs Link and other Public Rights of Way (PRoW), the attractive scenic qualities, and the rural, tranquil nature of the landscape. The historic buildings, the numerous Category A oak trees and the meadow grassland also contribute to the value of the landscape.

The adverse landscape effects of the development are due to:

- Harm to the intrinsic character and beauty of the landscape due to loss of the existing character.
- Harm to the topography of the site which will be adversely affected by earth moving to accommodate the access road and building platforms.
- The irregular, disjointed character of the site which, among other things, will create excessively long new edges to the countryside.
- Harm to the dispersed pattern of settlement in the landscape as the development will result in the amalgamation of three separate groups of dispersed properties.
- Harm to Knowle Lane including loss of vegetation and significant earthworks required for the access road; and
- A lack of meaningful connection with the settlement of Cranleigh so that the development will appear as isolated groups of new houses within the countryside.

Although visibility from the wider landscape will be limited there would be a significant number of visual receptors for whom there will be adverse effects on visual amenity, including Users of the Downs Link and footpath FP 379 who have high sensitivity.

A Landscape and Visual Impact Assessment (LVIA) prepared by David Williams Landscape Consultancy, dated January 2023 has been submitted. The LVIA concludes from the landscape and visual assessment of the proposed development, that *“the majority impacts and effects would not be significant, but it would result in some localised visual effects, mainly in views from short sections of Public Footpath No. 379 through the site and in views from adjoining properties. The proposed development will therefore have some temporary, local landscape and visual impacts/harm but the effects of the development on character and visual appearance of the wider countryside, will not be significant.”* The Council's

Landscape Consultant: Michelle Bolger Expert Landscape Consultancy (MBELC) disagrees with the conclusions of the submitted LVIA, in particular with regard to the value and susceptibility of the site to the development proposed. The photographs that accompany the visual assessment are not presented in line with Landscape Institute guidance for visualisations (TGN 06/19).

The proposal would result in significant harm to the character and appearance of an area of valued landscape. It would be poorly related to the settlement of Cranleigh and would be an irregular and disjointed intrusion into the open countryside. The development would result in harm to character of Knowle Lane and the local settlement pattern, and it would harm the visual amenity of users of the Downs Link and footpath FP379. As such, the proposed development is contrary to Policies RE1 and RE3 of the Local Plan (Part 1) 2018 and Policy DM15 of the Local Plan (Part 2) 2023 and the NPPF, 2021.

### Impact on Trees

Paragraph 174 of the NPPF, 2021 requires that decisions should contribute by: “a) protecting and enhancing valued landscapes b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland.

Policy NE2 of the Local Plan (Part 1) 2018 states the Council will seek to maintain and enhance existing trees, woodland and hedgerows within the Borough.

An Arboricultural Impact Assessment (dated December 2022) has been submitted with the planning application. The Council's Tree Officer has commented that there are no green links for wildlife migration within the development. Policy NE1 requires that new development should make a positive contribution to biodiversity by creating or reinforcing habitat linkages between designated sites, in order to achieve a connected local and regional ecological network of wildlife corridors and green infrastructure.

The proposed development does not comply with paragraph 131 of the NPPF, 2021 which states that: “Trees make an important contribution to the character and quality of urban environments and can also help mitigate and adapt to climate change. Planning policies and decisions should ensure that new streets are tree-lined, that opportunities are taken to incorporate trees elsewhere in developments (such as parks and community orchards), that appropriate measures are in place to secure the long-term maintenance of newly planted trees, and that existing trees are retained wherever possible. Applicants and local planning authorities should work with highways officers and tree officers to ensure that the right trees are planted in the right places, and solutions are found that are compatible with highways standards and the needs of different users.”

Having regard to the indicative and parameter plans, there are no spaces allocated for the introduction of highway trees. Space for good trees of significant visual amenity (not short-lived ornamental flowering varieties) would be necessary to ensure they are long lived and do not impact upon highways and residents properties. By virtue of the likely close proximity of the proposed layout to the occupiers of new properties, they would experience an increased level of nuisance caused by establishing trees and growing branches, falling debris and overshadowing, which would in turn lead to pressure for the removal or pruning of trees by occupiers. The loss of trees or any substantial tree works at the proposed vehicular access to the site on Knowle Lane is likely to result in harm to the visual amenity

of the area. The proposal lacks any green links to provide landscaping, and in turn visual relief from the built form. If provided, such areas would also give ecological benefits by way of wildlife migration.

It is considered that the proposed development constitutes over-development of the site with a lack of space for substantial tree planting and a lack of green links, which does not reflect the semi-rural character of the site outside the settlement boundary of Cranleigh. The proposed built development on the site would be unable to accommodate good sized trees which reflect the adjacent land for establishment and sustainability in the long term due to lack of growing above/below ground space between the properties and along the highway.

As such, the proposed development is contrary to the requirements of Policy NE2 of the Local Plan (Part 1) 2018, Policy DM11 of the Local Plan (Part 2) 2023 and paragraph 131 of the NPPF, 2021.

### Affordable Housing and Housing mix

Policy AHN1 of the Local Plan (Part 1) 2018 states that the Council will require a minimum provision of 30% affordable housing on all housing development sites which meet the required criteria. On this site of 162 new dwellings, 49 dwellings are proposed as affordable which equates to 30%, which complies with the policy requirement. However, their affordability (tenure / bed size) is also a strong consideration, in terms of how closely they would meet local housing need and maintain their affordability in response to rises in the cost of living.

The overwhelming need in Waverley is for rented accommodation to meet the needs of our lowest income households. However, the NPPF now requires 25% of the affordable housing provision on each site to be First Homes, the Government's preferred form of affordable home ownership, with 10% of homes across the whole site to be for affordable home ownership. The Government 10% homes ownership requirement would equate to 16 homes. First Homes would provide 12 of this requirement and the remaining requirement could be provided as shared ownership. The First Homes requirement and the requirement for 10% of homes across the development as a whole to be for affordable homeownership, are set out in the Affordable Housing SPD update. A requirement for 25% of the affordable homes to be in the form of First Homes would equate to 12 affordable homes, which should be in the form of 1 bed flats provided that the price after a 30% discount does not exceed £250k.

Policy AHN3 of the Local Plan (Part 1) 2018 sets out that 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) 2015. The proposal includes the following indicative (overall) housing mix, which is compared against the requirements of the Strategic Housing Market Assessment, 2015:

	1-bed	2-bed	3-bed	4+ bed
Proposal	38 (23%)	43 (27%)	54 (33%)	27 (17%)
SHMA	10%	30%	40%	20%

The Council's Housing Enabling Team has suggested the following tenure mix, which is based on the 2021 Housing Affordability Study:

#### Recommended affordable tenure mix

	First Homes	Shared ownership	Social rent	TOTAL
1 bed	12	0	4	16
2 bed	0	4	14	18
3 bed	0	4	8	12
4 bed	0	0	3	3
<b>TOTAL</b>	<b>12 (25%)</b>	<b>8 (16%)</b>	<b>29 (59%)</b>	<b>49 (100%)</b>

Affordable housing tenure mix is an 'in-principle' issue and needs to be agreed at the outline planning stage. No detailed breakdown of the affordable housing mix has been provided at this stage. The scheme cannot be properly assessed without a full breakdown of affordable tenure by bed size and rent levels. We need to see at outline planning stage a full accommodation schedule showing tenure, type, bed size and rent levels of all affordable homes on the application site, in order to be able to make a decision on whether the affordable housing offer meets the Council's demonstrated needs and is acceptable. This breakdown has not been provided by the applicant.

As such, it has not been demonstrated that the proposed dwelling size mix is in accordance with the Strategic Housing Market Assessment, the Council's Affordable Housing SPD update or the findings in the Housing Affordability Study 2021 and insufficient information has been submitted to demonstrate that the proposal would be appropriate. The proposal is therefore contrary to Policies AHN1 and AHN3 of the Local Plan (Part 1) 2018 and the NPPF, 2021.

Housing mix does not fall within the definition of any of the reserved matters (scale, layout, landscaping and appearance). As such, officers are of the view that a condition would be necessary in the event of an approval, in order to secure details of the housing mix.

Affordable homes in Waverley should meet the [Nationally Described Space Standard](#) (NDSS). The expectation is that 2-bed units should accommodate 4 people, although 2bed / 3 persons homes are acceptable for affordable home ownership.

In the absence of a completed legal agreement to secure the provision of affordable housing, the proposed development would fail to provide affordable housing in accordance with Policy AHN1 of the Local Plan (Part 1) 2018 and would therefore be unacceptable in this regard.

#### Highways and Parking

Policy ST1 of the Local Plan (Part 1) 2018 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 existing private drive from Knowle Lane to Coldharbour Farm would be retained for access to The Coach House, Coldharbour Farm and West Barn, but a new vehicular access would be provided immediately south of the private drive to serve the 162 dwellings, with the provision of a 5.5 metres wide carriageway, and a 1.5m footway on both sides of the access road. A visibility splay of 2.4m x 60.3m would be provided to the south and a visibility splay of 2.4m x 69.0m would be provided to the north along Knowle Lane.

The Transport Statement (prepared by Motion in January 2023) illustrates that the proposed development could generate up to 73 vehicular trips to and from the during the morning peak hours and 50 vehicular movements to and from the site during the evening peak hours, which is considered to be acceptable.

The nearest bus stops are 800 metres east of the site (i.e. a 10 minute walk from the site) on Horsham Road, offering bus services to Horsham, Broadbridge Heath, Slinfold, Bucks Green, Rudgwick, Cranleigh, Shamley Green, Wonersh, Bramley, Shalford and Guildford via Bus Route 63. The nearest railway stations are located at Guildford and Horsham.

The applicant submitted a response to the Bellamy Roberts report "Highway & Transportation considerations" (dated March 2023), which was prepared and submitted on behalf of the Knowle Lane Neighbourhood Group. The conclusions of the Bellamy Roberts report suggested the proposal would fail to achieve appropriate visibility for northbound traffic on Knowle Lane; that the capacity analysis at Knowle Lane and the High Street junction was not validated; and the proposal would have a severe impact on the network, causing traffic delay. The applicant's response prepared by Motion (dated 9<sup>th</sup> May 2023) confirmed that the correct speed survey data had been provided, which confirmed that the SSD calculations set out in the submitted Transport Assessment were correct; and the modelling presented within the Transport Assessment had been validated against queue length surveys. The capacity assessment of this junction has been considered by the County Highway Authority and no concerns have been raised. The impact on the local highway network would not be 'severe'.

The County Highway Authority has confirmed that the modelling provided in the Transport Statement submitted with the application evidenced that the Knowle Lane junction would operate within capacity with the additional development traffic, but improvements are being sought to the junction as part of planned improvement works along Cranleigh High Street. The County Highway Authority has sought to secure a high-quality footway/cycleway link into the village centre along public rights of way routes 566 and 378, connecting the site to Cranleigh High Street. The County Highway Authority is satisfied that suitable visibility from the proposed site access is achievable onto Knowle Lane based on the information submitted in the Transport Statement. A condition has been recommended by the County Highway Authority which requires the delivery of the access junction with the sight lines kept clear of any obstructions above 0.6m in height and the delivery of the access will require completion of a s278 agreement, during which further road safety audits would be required; together with a traffic calming scheme to extend to the south of the site access to further reduce traffic speeds.

The County Highway Authority has requested conditions whereby the development shall not be first occupied unless and until a traffic calming scheme on Knowle Lane, extending south of the proposed access junction has been delivered; and until a scheme has been delivered to provide an improved walking and cycling route, including surfacing and lighting, along public rights of way routes 566 and 378 connecting the site to Cranleigh High Street (B2128). Other proposed conditions relate to the construction of the vehicular access to Knowle Lane, the provision of car parking spaces and secure cycle storage, the provision of fast-charge Electric Vehicle charging points for every dwelling, together with the submission of a construction transport management plan and a revised travel plan. All of the proposed conditions are considered to be acceptable and meet the six tests of applying conditions as set out in the NPPF, 2021.

The County Highway Authority has requested Section 106 contributions towards the planned improvement schemes on Cranleigh High Street to improve pedestrian and public transport infrastructure. In the context of contributions secured from other local schemes and the scale of development proposed, the appropriate contributions for these proposals are £40,404.71 towards the High Street infrastructure improvement scheme and £24,452.83 for the Public Transport Measures.

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. Policy ST1 of the Local Plan (Part 1) 2018 states that development schemes should have appropriate provision for car parking. Development proposals should comply with the appropriate guidance as set out within these documents. Although this is an outline application the indicative masterplan plan shows 1 parking space per 1-bed dwelling, 2 parking spaces per 2 and 3-bed dwellings and 3 parking spaces per 4-bed dwellings together with 32 parking spaces for visitors, which complies with the Council's Parking Guidelines (2013). The proposed development includes the provision of secure cycle parking spaces in accordance with the Council's Parking Guidelines.

As such, subject to the S106 Agreement and the conditions, the proposed development complies with Policy ST1 of the Local Plan (Part 1) 2018 and the NPPF, 2021.

#### Impact on residential amenity

Policy TD1 of the Local Plan 2018 (Part 1) seeks to ensure that new development is designed to create safe and attractive environments that meet the needs of users and incorporate the principles of sustainable development.

The nearest residential dwellings/groups of to the proposed built form (as shown on the parameter plan) are:

- The group of dwellings north of the proposed residential development, accessed from Knowle Lane, comprising Coldharbour Farmhouse, The Coach House and West Barn.
- Oak Cottage and Danemead on Knowle Lane which share a boundary with the south-west of the site.
- Within the central gap, wrapped around by the application site, the cluster of dwellings comprising the Coach House Cottage, Stable Cottage, Craneswood, Redhurst, Hemshaw and Littlehold.

- The Northdowns houses backing onto the North Downs Link, east of the application site.

The parameter plan, in general terms, stipulates that landscaped areas would be provided separating the edge of the application site, and in turn boundaries with neighbouring residential dwellings. Based on the indicative details, it appears possible for a detailed design to provide appropriate separation distances to those nearest residential dwellings such to avoid material harm by way of overlooking, loss of light, overbearing form, or undue noise and disturbance. The shortest distances from the edge of neighbouring properties to the edge of the proposed residential development, is that with Danemead to the south-west of the site. Such situations could be managed through the position of private gardens or further landscaped areas adjacent to the relevant boundary. The distances between the nearest residential houses themselves (as opposed to the edge of their curtilage) are large, with separation distances ranging from 17 metres up to 67 metres. There are fairly significant level changes across the site with land levels ranging from 70 metres above ordnance datum (AOD) adjoining Knowle Lane to 52 metres AOD on the eastern side of the site.

The impact on residential amenity will require a more detailed assessment at reserved matters stage once detailed layout and elevation plans are submitted. It may be necessary depending on building heights and the layout to increase separation distances above the 18 metres back-to-back building distance recommended in the Residential Extensions SPD. Officers are satisfied there should be sufficient flexibility to accommodate this.

In terms of residential amenity, Environmental Health have requested a condition requiring the development to be carried out in accordance with the dust and emissions mitigation measures detailed in Table A-9 and section 7 of the Air Quality Assessment (prepared by Mayer Brown, January 2023, Project Code: GL Cranleigh (A).9 Rev 2). These measures can be part of a broader site Construction Environmental Management Plan to be submitted to and approved by the Local Planning Authority prior to commencement. The imposition of a condition requiring the submission of a Construction Environmental Management Plan is acceptable as it would meet the six tests of applying conditions as set out in the NPPF, 2021.

As such, subject to conditions, the proposal complies with Policy TD1 of the Local Plan (Part 1) 2018.

### Public and Amenity Space

On promoting healthy communities, the NPPF, 2021 sets out that the planning policies and decisions should aim to achieve places which promote safe and accessible developments, with high quality public space which encourages 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.

Policy LRC1 of the Local Plan (Part 1) 2018 states that proposals for new residential development will be expected to make provision for play space in accordance with the Fields in Trust (FIT) standard. For the size of the development proposed, the FIT standard sets out a requirement of an on-site Local Area of Play (LAP) and a Local Equipped Area for Play



(LEAP). Policy TD1 of the Local Plan (Part 1) 2018 states that development should maximise opportunities to improve the quality of life, health and well-being of current and future residents. Specifically, these should be opportunities for private, communal and public amenity space; appropriate internal space standards; and on-site play space.

One Locally Equipped Area of Play (LEAP) is proposed to be sited on the eastern boundary of the site, measuring approximately 35m x 25m and this would be within 400 metres of all proposed dwellings. The equipment to be provided in the play area would be agreed at the Reserved Matters stage. The maintenance of the public open space and the play areas would be covered in a Section 106 Agreement.

The indicative plans show private gardens for the proposed dwellings. The plans show a number of landscaped and amenity areas within the scheme. It is not at this stage clear to what extent these areas would be accessible to future occupants, however these could be a positive element to the scheme, through providing additional amenity space over and above gardens and play spaces. It would also be possible to provide a LAP on site at a reserved matters stage.

The application does not include any floor plans. As such, it is not possible to assess the standard of accommodation against the governments internal space standards. This would be a matter for further consideration at reserved matters stage. At this stage, there are no objections in respect of the standard of accommodation.

#### Impact on designated Heritage Assets

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering applications which affect Listed Buildings, Local Planning Authorities must have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Paragraphs 199, 200, 201 and 202 of the NPPF, 2021 are of particular relevance and are provided below:

Paragraph 199 of the NPPF states “when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”

Paragraph 200 of the NPPF states: “any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) Grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) Assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.”

Paragraph 201 of the NPPF states: “where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, Local Planning

Authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) The nature of the heritage asset prevents all reasonable uses of the site; and
- b) No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) Conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) The harm or loss is outweighed by the benefit of bringing the site back into use."

Paragraph 202 of the NPPF states: "Where a development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use." The National Planning Practice Guidance (NPPG) provides guidance under the Section titled "Conserving and Enhancing the Historic Environment". Whilst not a policy document, it does provide further general advice to policies in the NPPF.

Following on from the decision of the High Court in Barnwell Manor Wind Energy, the Decision Maker should give considerable importance and weight to the setting of the Listed Building. If the harm is found to be less than substantial, it does not follow that the Section 66 duty can be ignored, although this would lessen the strength of the presumption against the grant of planning permission.

Pursuant to the decision of the Court of Appeal in Forge Field Society, the finding of harm to the setting of a Listed Building or a Conservation Area gives rise to a strong presumption against planning permission being granted. If harm is identified then the decision maker should acknowledge that there is a presumption against permission.

The application of the statutory duties within Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 combined with the guidance contained in the NPPF means that when harm is identified whether that be less than substantial or substantial harm, it must be given considerable importance and weight.

Policy HA1 of the Local Plan: Part 1 outlines that the Council will ensure that the significance of heritage assets are conserved or enhanced to ensure the continued protection and enjoyment of the historic environment. Policy DM20 of the Local Plan (Part 2) says that development affecting statutory Listed Buildings should preserve or enhance the buildings and their settings; and proposals which would cause less than substantial harm to the significance of the heritage asset will be considered against the other public benefits to be gained.

In this instance, the designated heritage asset relates to the Grade II Listed Buildings comprising: Coldharbour Farmhouse (17<sup>th</sup> Century timber framed dwelling); the Barn (18<sup>th</sup> Century timber framed barn) to south east of Coldharbour Farmhouse known as West Barn; and the Barn (18<sup>th</sup> Century timber framed barn) to south east of Coldharbour Farmhouse known as The Brew.

The applicant's heritage consultant, RPS Consulting Services has submitted a response to comments received from Manorwood (in their Heritage Impact Assessment report (dated April 2023) submitted on behalf of the Knowle Lane Neighbourhood Group. The Manorwood report suggests the proposal would result in substantial harm to the setting of designated assets comprising Coldharbour Farm and less than substantial harm to the non-designated

heritage asset of Redhurst and it is suggested that the special interest of the heritage assets would not be preserved or enhanced. The applicant's heritage consultant, RPS Consulting Services, has submitted a rebuttal letter (dated 11<sup>th</sup> May 2023) claiming the Manorwood Report includes factual errors including the status of Redhurst / as a building of merit. Redhurst is not identified as a non-designated heritage asset. The Manorwood report concludes that the proposal would cause a substantial level of harm to the assets' significance. The applicant's heritage consultant, RPS Consulting Services consider there is clear and convincing justification for less than substantial level of harm.

The Council's Historic Buildings Officer has commented that together the heritage assets have a strong group value as a traditional historic farmstead set in a loose courtyard with the farmhouse 50 metres away, facing the agricultural buildings. It is representative of traditional forms of construction and farming practice which make a major contribution to England's varied landscape character and local distinctiveness, illustrating the long history of farming and settlement in the English countryside. Despite conversion to residential use, and sub-division of the site, the buildings retain the overall form of a traditional farmstead. The rural setting has changed in the last 100 years, as development has crept closer, and it is no longer appreciated as an isolated farmstead but is it still distinctly rural.

There is a close physical relationship between the application site and West Barn and The Brew; there is no boundary between them and therefore there is an element of openness between the two sites. This relationship is to a lesser degree with Coldharbour Farmhouse due to it being relatively enclosed. The application site therefore makes an important contribution to the setting of the heritage assets and is evidence of the farmstead's historical functional connection with the agricultural landscape.

The proposal would introduce residential dwellings into an area which has not previously been developed, bringing development and urbanising features closer to the historic farmstead. This would lead to the erosion of the former agricultural setting and the loss of the visual relationship between the heritage assets and this setting. With a residential scheme of 162 units, it is difficult to mitigate this through good design or screening, the re-introduction of the hedge shown on the historic Ordnance Survey map and the built form being pushed back is unlikely to block views altogether and lighting and vehicle movements would also be detectable. In addition, you would no longer be able to view the farmstead, from the public footpath (379), within its countryside setting.

The Council's Historic Buildings Officer considers that the proposed development would result in less than substantial harm (moderate) to West Barn and The Brew; and less than substantial harm (low) to Coldharbour Farm, as the farmhouse is relatively enclosed. As such, the public benefits that the development may achieve need to be considered as part of the assessment of the application in accordance with paragraph 202 of the NPPF, 2021, along with the contents of the 1990 Act (as amended). It is therefore necessary to consider the public benefits that the development may achieve balanced against the over-development of the site. These include:

- Providing much needed housing to meet the deficit in Waverley's 5-year Housing Land Supply (HLS).
- Providing increased natural surveillance, reducing crime and anti-social behaviour.
- Creating construction jobs.
- Creating new sources of employment and economic activity at the site.

In conclusion, the public benefits of the proposed development do not sufficiently outweigh the harm caused to the Listed Buildings due to the proposed proximity of the development.

As such, the proposal is contrary to Policy HA1 of the Local Plan (Part 1), Policy DM20 of the Local Plan (Part 2), the NPPF (2021) and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and it should be refused.

### Archaeology

Policy HA1 of the Local Plan (Part 1) 2018 states that the Council will ensure that the significance of heritage assets within the Borough are conserved or enhanced to ensure the continued protection and enjoyment of the historic environment by, inter alia, facilitating and supporting the identification and review of heritage assets of local historic, architectural and archaeological significance.

Policy DM25 of the Local Plan (Part 2) 2023 requires that appropriate desk-based or field surveys should be submitted with an application and appropriate measures taken to ensure any important remains are preserved.

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.

The County Archaeologist has reviewed this application and commented that the application site is over the 0.4 hectares, which is recommended for archaeological assessment and possibly evaluation under Policy DM25 of the Local Plan (Part 2) 2023. The application is accompanied by a desk based archaeological assessment prepared by RPS Consulting. The County Archaeologist has confirmed that the desk based archaeological assessment has consulted all currently available sources, including the Surrey Historic Environment Record in order to characterise the archaeological potential of the site and concludes that the site itself does not contain any known heritage assets and has a low to moderate potential for prehistoric remains with a seemingly low potential for later periods to be present.

The County Archaeologist has recommended that further work should be carried out to this area to provide clarity regarding the presence or absence of significant remains. This should consist in the first instance of an archaeological evaluation trial trenching exercise, which will aim to rapidly establish whether archaeological remains are present. The results of the evaluation will enable suitable mitigation measures to be developed.

As the desk-based assessment has demonstrated that the site is unlikely to contain any archaeological assets significant enough to warrant preservation in situ, it is considered reasonable and proportionate to require that a condition be imposed for a site-wide trial trench evaluation, which would provide the opportunity to influence the design and logistics of the development should significant archaeological remains be discovered. It is considered that, subject to a suitably worded condition, the proposed development would not result in harm to archaeological assets and would accord with Policy HA1 of the Local Plan (Part 1) 2018, Policy DM25 of the Local Plan (Part 2) 2023 and the NPPF, 2021.

### Flooding and Drainage

Policy CC4 of the Local Plan (Part 1) 2018 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 flood 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.

Paragraph 159 of the NPPF, 2021 states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future), but where development is necessary in such areas, the development should be made for its lifetime without increasing flood risk elsewhere.

Paragraph 167 of the NPPF, 2021 states that when determining any planning application, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood-risk assessment. Development should only be allowed in areas of flooding where, in the light of this assessment (and the sequential and exception tests, as applicable) it can be demonstrated that:

- a) 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;
- b) The development is appropriately flood resistant and resilient;
- c) It incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate;
- d) Any residual risk can be safely managed; and
- e) Safe access and escape routes are included where appropriate, as part of an agreed emergency plan.

Paragraph 169 of the NPPF, 2021 states that major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. The systems used should:

- a) Take account of advice from the lead local flood authority;
- b) Have appropriate proposed minimum operational standards;
- c) Have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development; and
- d) Where possible, provide multifunctional benefits.

This general approach is designed to ensure that areas at little or no risk of flooding from any source are developed in preference to areas at higher risk. The aim should be to keep development out of medium and high flood risk areas (Flood Zones 2 and 3) and other areas affected by sources of flooding where possible.

A Flood Risk Assessment and Drainage Strategy (Ref. A423), prepared by Abley Letchford Partnership (dated January 2023) and a Surface Water Drainage Pro-forma, (dated 30<sup>th</sup> January 2023), were submitted with the planning application. The site is located in Flood Zone 1. The proposed surface water drainage includes the provision of swales and detention basins which would be discharged from the site and connected into existing ditches located on the boundaries of the site. The topography of the site bisects the site in half, thereby creating two separate sub-catchments; each sub-catchment would have its own attenuation basin and outfall point into nearby ditches.

The Lead Local Flood Authority (LLFA) initially raised an objection. The LLFA Response (Ref. A423-R003) prepared by Abley Letchford Partnership (dated 1<sup>st</sup> March 2023) has been

submitted taking on board the comments made by the LLFA. Following the submission of the LLFA Response prepared by Abley Letchford Partnership, the LLFA has withdrawn its objection; it is satisfied with the proposed drainage scheme and it has recommended surface water conditions.

As such, subject to surface water conditions, the proposed development complies with Policy CC4 of the Local Plan (Part 1) 2018 and the NPPF, 2021

### Foul Water Drainage

Thames Water has identified an inability of the existing foul water network to accommodate the needs of the proposed development and has requested that a pre-occupation condition be imposed requiring either the submission of a phasing plan, or the completion of all water network upgrades required to accommodate the additional demand to serve the development. It is envisaged that a new 150mm diameter foul sewer will be connected to the existing manhole 9401. The upgrading works should be complete by the time a reserved matters application and any subsequent Discharge of Condition applications are determined.

### Biodiversity and compliance with Habitats and Species Regulations 2017

The NPPF, 2021 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.' The Council have consulted with Surrey Wildlife Trust on this application.

Policy NE1 of the Local Plan (Part 1) 2018 states that the Council will seek to conserve and enhance biodiversity. Development will be permitted provided it retains, protects and enhances biodiversity and ensures any negative impacts are avoided or, if unavoidable, mitigated.

An Ecological Appraisal (dated January 2023) and a Biodiversity Net Gain (BNG) Assessment (dated January 2023) have been submitted with the application. Surrey Wildlife Trust have been consulted by the Council on this information.

Section 6.2 of the Ecological Appraisal (dated January 2023) sets out the following ecological enhancements (biodiversity net gain) which Surrey Wildlife Trust recommends should be conditioned: the provision of bird and bat boxes erected on or integral within the new buildings or retained trees; areas of wildflower planting; hedgehog domes; habitat piles; bee bricks; hedgerow enhancement for brown hairstreak butterfly; using native species or species of known biodiversity benefit when planting new trees and shrubs, preferably of local provenance from seed collected, raised and grown only in the UK, suitable for site conditions and complimentary to surrounding natural habitat. Planting should focus on nectar-rich flowers and/or berries as these can also be of considerable value to wildlife.

Surrey Wildlife Trust requested clarification of impact to trees with potential to support roosting bats. The additional comments from the applicant, dated 24<sup>th</sup> April 2023 confirm that trees T9 and T10 which have moderate potential to support roosting bats, would be impacted by the proposed development. At present the Local Planning Authority does not have sufficient information to conclude that bat roosts are either likely absent or present in Tree T10. This is because no presence/likely absence surveys of the tree have taken place. Impacted trees (i.e. tree T10) with moderate bat roosting potential should be subject to two separate survey visits between May to September, with at least one survey between May and August, these surveys should be conducted prior to determination. Surrey Wildlife Trust has requested additional bat presence/likely absence surveys of impacted tree T10 with moderate bat roosting potential, and further clarification that the likely impacts to bats across the entire proposed site have been assessed; further clarification, which may include further presence / absence surveys, that the likely impacts to hazel dormice across the entire proposed site have been assessed; and additional great crested newt surveys and consideration of surveys for additional ponds within 500 metres of the site.

On the 'conditioning' of ecological surveys – British Standards BS42020:2013 states that "The presence or absence of protected species, and the extent to which they could be affected by the proposed development, should be established before planning permission is granted". As such, these further surveys cannot be conditioned.

It is considered that insufficient information has been submitted to demonstrate that the proposal would not result in harm to protected species. Furthermore, it has not been demonstrated that any adverse impacts would be avoided or mitigated. The proposal therefore fails to comply with Policy NE1 of the Local Plan 2018 (Part 1) 2018 and the NPPF, 2021.

### Utilities

Policy ICS2 of the Local Plan (Part 1) 2018 states that infrastructure to support new development must be provided.

Owing to the size of the development there would be additional pressures on existing utilities infrastructure. The application is accompanied by a utilities report which considers the ability of existing infrastructure to accommodate the development, together with any upgrades/diversions required.

Thames Water have highlighted that there is currently insufficient capacity in respect of foul water and water infrastructure, to accommodate the proposed development. It is advised that a Grampian condition, preventing occupation of any new units until the necessary upgrades have been undertaken.

The utilities report confirms that the site will be all electric, with no requirement for a new gas network on site. Furthermore, it contains confirmation that there is sufficient provision for fibre/broadband.

Electricity would require a substation on site and a diversion.

Having regard to the above considerations, there are no objections in respect of infrastructure.

### Environmental Impact Assessment (EIA) Regulations 2017

The proposal is not considered to be EIA development either under Schedule 1 or 2 of the EIA Impact Regulations 2017 or a variation/amendment of a previous EIA development nor taken in conjunction with other development that is likely to have a significant effect of the environment. This was confirmed by screening opinion SC/2022/02807 (which is pending sign off).

### Contamination

Policy DM1 of the Local Plan (Part 2) 2023 states that in areas where contamination is known or likely to be found, be subject to a desk-based assessment of the likelihood and extent of land contamination, followed by an intrusive investigation where appropriate, together with the provision of any appropriate remediation measures.

Environmental Health is not aware of any significant land quality (contaminated land) issues in this area but has requested a condition if unexpected contamination is found on site. It is the developer's duty as laid out in the NPPF to ensure that the site is suitable for use. Once this risk has been evaluated/implemented the environmental risk assessment can be considered complete and the development would be suitable for occupancy, in accordance with Policy DM1 of the Local Plan (Part 2) 2023.

### Climate Change and Sustainability

Waverley Borough Council has declared a climate emergency. The motion was passed at a Full Council meeting on Wednesday 18<sup>th</sup> September 2019 which sets out the Council's aim to become carbon neutral by 2030. Policy CC1 of the Local Plan (Part 1) 2018 relates to climate change and states that development will be supported where it contributes to mitigating and adapting to the impacts of climate change, setting out a number of measures against which developments should accord. Policy CC2 of the Local Plan (Part 1) 2018 seeks to promote sustainable patterns of development and reduce the level of greenhouse gas emissions through a number of measures relating to new development. Policy CC2 of the Local Plan (Part 1) 2018 goes on to say that new dwellings shall meet the requirement of 110 litres of water per person per day. Policy DM1 and DM2 of Local Plan (Part 2) 2023 seeks to improve energy efficiency and reduce carbon emissions in the Borough.

An Energy and Sustainability Statement (prepared by Daedalus Environmental and dated January 2023) recommends investigating the installation of air source heat pumps; together with energy efficiency measures incorporated into the fabric specification of each of the dwellings on the site.

A condition is recommended requiring the submission of details to confirm that the dwellings have been designed and completed to meet the requirement of 110 litres of water per person per day, prior to the occupation of the dwellings. The proposed development would be required to provide an electric vehicle charging point for each unit prior to their first occupation, which would be secured by condition. The proposed development would be required to provide highest available headline speed of broadband provision to future occupants in accordance with Policy CC2 of the Local Plan (Part 1) 2018.



As such, subject to conditions, the proposal complies with Policies CC1 and CC2 of the Local Plan (Part 1) 2018, Policies DM1 and DM2 of Local Plan (Part 2) 2023 and the NPPF, 2021 in terms of ensuring that the development includes measures to minimise energy and water use.

#### Water Framework Regulations 2011

The European Water Framework Directive came into force in December 2000 and became part of UK law in December 2003. It gives us an opportunity to plan and deliver a better water environment, focussing on ecology. It is designed to:

- Enhance the status and prevent further deterioration of aquatic ecosystems and associated wetlands which depend on the aquatic ecosystems.
- Promote the sustainable use of water.
- Reduce pollution of water, especially by 'priority' and 'priority hazardous' substances.
- Ensure progressive reduction of groundwater pollution.

The proposed development would not conflict with these regulations.

#### Self-build and Custom Housebuilding

Policy DM36 of the Local Plan (Part 2) 2023 is quite strong on the provision of self-build and custom housebuilding for development proposals of 20 or more additional dwellings. The Council should be seeking to secure self-build and custom housebuilding and ensuring that it is contained in S106 agreements. It has not been demonstrated adequately that the scheme could not provide self-build and custom housebuilding on the site.

#### Other Matters

It is noted that one of the neighbour responses has identified Redhurst, Knowle Lane (including Craneswood, Hernshaw and Little Fold) as a non-designated heritage asset (NDHA). A heritage asset can only be considered a NDHA, and therefore a material consideration, if it is identified by a plan-making body through a planning judgement. The building was put forward by the local community as part of a project to identify Buildings of Local Merit (NDHAs) within Cranleigh in 2013. However, it was not included in the list as it was unable to be assessed. This is therefore not an indication of its historical value or worthiness for being considered a NDHA. As part of this application, its worthiness as a NDHA has been assessed, using the council's established criteria. Although the reasons put forward may be of value locally, they are not of high enough value to be considered an NDHA.

#### 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 paragraph 38 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.

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

### Conclusion and Planning Balance

The proposed development comprising the provision of housing on an unallocated largely greenfield site outside of the settlement boundary would result in significant harm to the character and appearance of an area of valued landscape. It would be poorly related to the settlement of Cranleigh and would be an irregular and disjointed intrusion into the open countryside. The development would result in harm to character of Knowle Lane and the local settlement pattern. The development would harm the visual amenity of users of the Downs Link and footpath FP379.

The site would conflict with the Council's spatial strategy due to its location outside of the settlement boundary of Cranleigh, within land of the highest amenity value.

Due to the close proximity of the proposed development, the scheme would not preserve or enhance the character or appearance of West Barn and The Brew Grade II Listed Buildings and therefore cause less than substantial harm to their significance; but the public benefits of the proposed development do not sufficiently outweigh the harm caused to the heritage assets. The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits would disengage the tilted balance; in this case the harm caused to the heritage assets.

The applicant has failed to enter into a Section 106 Agreement to secure the provision of 16 affordable units on the site within the meaning of the NPPF, appropriate to Waverley Borough Council's housing need.

The proposed dwelling size mix is not in accordance with the Strategic Housing Market Assessment, the Council's Affordable Housing SPD update or the findings in the Housing Affordability Study 2021 and insufficient information has been submitted to demonstrate that the proposal would be appropriate as a full accommodation schedule showing tenure, type, bed size and rent levels of all affordable homes on the application site, has not been submitted in order to be able to make a decision on whether the affordable housing offer meets the Council's demonstrated needs and is acceptable.

The proposed development constitutes over-development of the site with insufficient separation to allow for unhindered future growth of existing trees in relation to proposed development and a lack of space for substantial tree planting, which does not reflect the semi-rural character of the site. The proposed built development on the site would be unable to accommodate good sized trees which reflect the adjacent land for establishment and sustainability in the long term due to lack of growing above/below ground space between the properties and along the highway.

Insufficient information has been submitted to demonstrate that the proposal would not result in harm to protected species. Furthermore, it has not been demonstrated that any adverse impacts would be avoided or mitigated.

Insufficient information has been submitted to demonstrate that the scheme could not provide self-build and custom housebuilding.

The application site is designated as Agricultural Grade 3 land although no information has been provided by the applicant as to whether the land is classified as Grade 3a or Grade 3b. In the absence of any agricultural assessment in support of the application, there is insufficient information to demonstrate that the proposal would not result in the loss of the best or most versatile agricultural land.

The harms and conflicts with the development plan outweigh the benefits. As such the application is recommended for refusal.

### Recommendation

That permission is REFUSED for the following reasons:

### **Reasons for refusal**

1. The proposed development comprising the provision of housing on an unallocated greenfield site outside of the settlement boundary would result in significant harm to the character and appearance of an area of valued landscape. It would be poorly related to the settlement of Cranleigh and would be an irregular and disjointed intrusion into the open countryside. The development would result in harm to character of Knowle Lane and the local settlement pattern. The development would harm the visual amenity of users of the Downs Link and footpath FP379. As such, the proposed development is contrary to Policies RE1, RE3 and SP2 of the Local Plan (Part 1) 2018, Policy DM15 of the Local Plan (Part 2) 2023 and the National Planning Policy Framework, 2021.

2. Due to the close proximity of the proposed development, the scheme would not preserve or enhance the character or appearance of West Barn and The Brew Grade II Listed Buildings and would therefore cause less than substantial harm to their significance; the public benefits of the proposed development do not sufficiently outweigh the harm caused to the heritage assets. As such, the proposed development is contrary to Policy HA1 of the Local Plan (Part 1) 2018, Policy DM20 of the Local Plan (Part 2), the National Planning Policy Framework, 2021, and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

3. 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 Waverley Borough Council's housing need. The proposal would therefore fail to create a sustainable, inclusive and mixed community, contrary to the requirements of Policy AHN1 of the Local Plan (Part 1) 2018, the National Planning Policy Framework, 2021 and Waverley's Affordable Housing Supplementary Planning Document, April 2021.

4. The proposed dwelling size mix is not in accordance with the Strategic Housing Market Assessment, the Council's Affordable Housing SPD update or the findings in the Housing Affordability Study 2021 and insufficient information has been submitted to demonstrate that the proposal would be appropriate as a full accommodation schedule showing tenure, type, bed size and rent levels of all affordable homes on the application site, has not been submitted in order to be able to make a decision on whether the affordable housing offer meets the Council's demonstrated needs and is acceptable. The proposal is therefore

contrary to Policies AHN1 and AHN3 of the Local Plan (Part 1) 2018 and the National Planning Policy Framework, 2021.

5. The proposed development constitutes over-development of the site with insufficient separation to allow for unhindered future growth of existing trees in relation to proposed development and a lack of space for substantial tree planting and a lack of green links, which does not reflect the semi-rural character of the site outside the settlement boundary of Cranleigh. The proposed built development on the site would be unable to accommodate good sized trees which reflect the adjacent land for establishment and sustainability in the long term due to lack of growing above/below ground space between the properties and along the highway. As such, the proposed development is contrary to the requirements of Policy NE2 of the Local Plan (Part 1) 2018, Policy DM11 of the Local Plan (Part 2) 2023 and paragraph 131 of the National Planning Policy Framework, 2021.

6. Insufficient information has been submitted to demonstrate that the proposal would not result in harm to protected species. Furthermore, it has not been demonstrated that any adverse impacts would be avoided or mitigated. The proposal therefore fails to comply with Policy NE1 of the Local Plan 2018 (Part 1) 2018 and the National Planning Policy Framework, 2021.

7. Insufficient information has been submitted to demonstrate that the scheme could not provide self-build and custom housebuilding. As such, the proposed development would be contrary to Policy DM36 of the Local Plan (Part 2) 2023 and the National Planning Policy Framework, 2021.

8. The application site is designated as Agricultural Grade 3 land although no information has been provided by the applicant as to whether the land is classified as Grade 3a or Grade 3b. In the absence of any agricultural assessment in support of the application, there is insufficient information to demonstrate that the proposal would not result in the loss of the best or most versatile agricultural land. As such, the proposed development would be contrary to Policy DM15 of the Local Plan (Part 2) 2023 and the National Planning Policy Statement, 2021.

**Informative:**

1. The plan numbers relevant to this decision are: 1321.01 – Site Location Plan, 1321.02 – Illustrative Masterplan, 1321.03 – Parameter Plan, 1321.04 – Phasing Plan, 2010010-04 – Proposed Access Arrangement and Visibility Splay, 2010010-07 – Proposed Arrangement of Pedestrian/Cycle Route, 0350 L4 – Landscape Strategy Plan, 0350 L10 – Knowle Lane Access Junction: Landscape Proposals Plan.
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, 2021.

Case Officer Michael Eastham

Signed: Date: 07 June 2023

Agreed by Team or DC Manager.....Date:.....

Time extension agreement in writing seen by signing off officer:

Yes

No

N/A

Agreed by Development Manager or Head of Planning Services

.....

This report has been agreed under the delegated authority by the Head of Planning Services.

Decision falls within ....(*number reference*) of the Scheme of Delegation

..... (initialled by Authorising officer)