

HOUSING LAND SUPPLY PROOF OF EVIDENCE OF

Katherine Dove

Waverley Borough Council

Hybrid application consisting of an Outline application (all matters reserved except access) for up to 111 residential dwellings accessed from the proposed access road (linking to Midhurst Road), associated landscaping, restricted access for emergency access, community growing space and associated infrastructure, including green infrastructure. Full application for the erection of 1 dwelling and associated works; a junction alteration from Midhurst Road, associated access road to serve the development (including the diversion of a public footpath), car park, associated landscaping and drainage; the erection of a scout facility/nursery (use class F) and an education facility (use class F); a Suitable Alternative Natural Greenspace (SANG). This application is accompanied by an Environmental Statement.

**Land off Midhurst Road at Scotland Park, Midhurst Road,
Haslemere, Surrey, GU27 3DH**

LPA Reference: WA/2022/01887

Appeal Reference: APP/R3650/W/23/3327643

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Executive Summary

The Council is unable to demonstrate a 5 year supply of housing land based on the evidence provided in the updated Five Year Housing Land Supply Position Statement 2023 (base date of 1 April 2023) (**CD 7.12**).

The Council considers it has 3.89 years' worth of supply.

1. Personal

- 1.1 I am Katherine Dove. I have a Masters Degree in Planning and am a Chartered Member of the Royal Town Planning Institute. I am currently employed as a Principal Planning Officer and have worked for Waverley Borough Council since July 2019. Previously I have worked in the private sector for planning consultancies for over 5 years and for a County Council for over 3 years.
- 1.2 The evidence that I have prepared and provided for this appeal in this Proof of Evidence is true and has been prepared and is given in accordance with the Royal Town Planning Inspectorate Code of Professional Conduct 2023. I can confirm that the opinions expressed are my true and professional opinions.

2. Document Scope

- 2.1 This Proof of Evidence addresses the Council's housing land supply position.

3. Background

- 3.1 My Proof of Evidence is structured around the sites which are Category B sites under the definition of deliverable in the National Planning Policy Framework (NPPF).
- 3.2 Paragraphs 3.6 and 3.7 of the Five Year Housing Land Supply Statement of Common Ground set out the relative positions in respect of five year housing land supply. In summary, the appellant considers the Council has a supply of 3 years and the Council considers it has a supply of 3.89 years. The difference between both parties is less than one year.

4. Five Year Housing Land Supply Position Statement 2023

- 4.1 The Council published its Five Year Housing Land Supply Position Statement 2023 on 3 October 2023. It has a base date of 1 April 2023 and is the most recently published version of the Council's Five Year Supply Position Statement. The document concludes that the Council has 3.89 years' worth of housing land available. There is agreement between both parties on the housing requirement for the purposes of calculating the Five Year Housing Land Supply and this is set out in Part 1 of the Five Year Supply Statement of Common Ground.

- 4.2 As Local Plan Part 1 (LPP1) is over five years old the standard method should be used to calculate the housing requirement for the purposes of five year housing land supply. This equates to 719 dwellings per annum. As such there is no requirement to add any additional dwellings to the housing requirement to take into account of the shortfall in housing delivery from earlier in the plan period.
- 4.3 A 5% buffer should be added to the housing requirement as the Council has met the last Housing Delivery Test. The Council's measurement in 2021 was 109%. This means that the total annual housing requirement, including the 5% buffer is 755 dwellings which equates to 3,775 dwellings over the five year period. A table setting out the housing requirement for the five year period can be found on page 4 of the Five Year Housing Land Supply Position Statement 2023 (**CD 7.12**).
- 4.4 In terms of establishing the supply of housing sites for the next five years, the Council has considered several sources of supply namely:
- Outstanding planning permissions on small and large sites which were outstanding at 1 April 2023;
 - Sites with a resolution to permit planning permission at 1 April 2023;
 - Sites allocated in Local Plan Part 2 which are due to be delivered in the next five years; and
 - A windfall allowance
- 4.5 When preparing the Five Year Housing Land Supply Position Statement 2023, Officers took the approach of reviewing the sites included in the previous version of the Five Year Housing Land Supply Position Statement which had a base date of 20 February 2023. Sites which had been granted planning permission since 20 February 2023 and were considered to meet the definition of deliverable in the NPPF were added into the supply for the April 2023 version of the Position Statement. The number of dwellings under the outstanding

planning permissions category was also adjusted to reflect any completions on these sites between 20 February 2023 and 1 April 2023.

- 4.6 In terms of the areas of disagreement between both parties these relate to several sites included within the Five Year Housing Land Supply Position Statement 2023. At the time of writing, it is unknown which sites or sources of supply the Appellant is challenging. Therefore, Section 5 of my Proof of Evidence outlines the Council's case in relation to the Category B sites under the definition of deliverable in the NPPF and the Council's case for windfall development.

5. Overall Approach to Assessing the Deliverable Supply of Housing

- 5.1 When preparing the Position Statement, the Council considered which sites should be included in the five year supply. A review of all the sites in the Five Year Housing Land Supply Position Statement 2023 published in February 2023 was undertaken, and those sites which did not meet the criteria in paragraph 007 Reference ID: 68-007-20190722 of the NPPG were removed from the supply. Additional sites were then added to the supply to reflect planning permissions granted since the 20 February 2023.
- 5.2 The Council's overall approach to obtaining information about sites has been to contact landowners and developers directly for information about annual completion rates for their sites.
- 5.3 When analysing the evidence received from developers, Planning Policy Officers considered whether there were any site constraints that would impact upon delivery rates. They also had regard to the housing delivery rates in the Lichfield's Start to Finish report.
- 5.4 As part of the Council's ongoing monitoring of development sites, Planning Policy Officers also regularly contact colleagues in the Development Management Team to obtain updates on current planning applications. These emails also form part of the evidence for the Council's five year housing land supply where applicable.

- 5.5 The evidence provided in the appendices to the FYHLS PS 2023 (**CD 7.12**) is considered to constitute 'robust, up to date evidence' as required under Paragraph 007 Reference ID 68-007-20190722 of the NPPG. The evidence refers to progress with submitting reserved matters approvals where a site benefits from an outline planning permission and clearly sets out a timeframe for dwelling completions. Although some of the evidence is not the examples of evidence referred to Paragraph 007 Reference ID 68-007-20190722 the wording of the NPPG does not state that only this form of evidence is deemed to demonstrate a site is deliverable. The Council, therefore, considers the evidence provided to be robust and up to date.

6. Matters of Dispute between Both Parties

- 6.1 The following section provides the Council's case for the Category B sites.

Dunsfold Park, Stovolds Hill, Cranleigh

- Included in the FYHLS PS April 2023 for 374 dwellings (**CD 7.12**)
 - Evidence from the site promoters regarding the deliverability of the site is provided at Appendix 6 of the FYHLS PS 2023. Evidence regarding the temporary uses and their relationship with the proposed development on the site can be found at Appendix 1 of the Proof of Evidence Phasing Plans for the Temporary Uses Plan SK22-004-1 and SK22-004-2
- 6.2 The site is a strategic allocation in LPP1 for around 2,600 homes in the form of a new settlement (Policy SS7 and SS7a). It benefits from outline planning permission for 1,800 dwellings and therefore falls under category b of the definition of deliverable in the NPPF.
- 6.3 The Council has included the site within the Five Year Housing Land Supply Position Statement for 374 dwellings. Evidence provided by the site's promoters regarding deliverability of the site can be found at Appendix 6 of the Five Year Housing Land Supply Position Statement 2023. This evidence provides a clear timeline for development of the site and is therefore, considered to meet the requirements set out in the NPPF under the definition of deliverable.

- 6.4 Previous Planning Inspectors have removed the site from the Council's five year housing land supply on the grounds that it was "not sufficiently clear that such a high yield could be relied upon in such a relatively short timeframe" (Paragraph 53 of the Land at Windacres Farm (2019) appeal decision (CD9.13)) and a realistic assessment of the factors involved in the delivery of the site had not been provided (paragraph 81 of CD9.29 – Land at Loxwood Road, Alfold appeal decision). The evidence in the FYHLS PS 2023 has been prepared by the site's promoters who are fully aware of the work that needs to be undertaken to facilitate the development of the site. Furthermore, as discussed later in my Proof, the site's promoters have progressed key parts of the enabling works to facilitate the development of the site.
- 6.5 In summary, the evidence at Appendix 6 confirms that the site promoters consider the site to be deliverable and that 374 dwellings can be delivered within the next five years.
- 6.6 In particular the evidence at Appendix 6 refers to DAL (the owners of the former airfield) being an "experienced master developer" and is "continuing to work with Rutland (DAL), the site's previous owners, to develop the site" (pg1 of Appendix 6). It is noted in the Statement of Common Ground that a previous sale of the site to Columbia Threadneedle fell through. The evidence at Appendix 6 of the Position Statement post dates the potential sale to Columbia Threadneedle.
- 6.7 As detailed in the evidence at Appendix 6 of the Position Statement, DAL has been progressing with discharging the planning conditions attached to the outline planning permission. DAL are in discussions with the Council about the Masterplan ahead of submission of an application to discharge the condition in due course. DAL are also undertaking decontamination works on part of the site and the Council is considering a current discharge of conditions application concerning contamination for another area of the site.
- 6.8 Construction of the new access road and roundabout is almost complete with only the top layer of tarmac required on the road surface. Nevertheless, the access road and roundabout are usable. Both are necessary to access the residential land parcels on the site and enable the site to be developed. In

addition, the landscaping around the entrance to the site has also been complete to provide a gateway into the site.

- 6.9 DAL has been in discussions with housebuilders who are interested in the site (pg 4 of the evidence at Appendix 6 of the Position Statement).
- 6.10 Progress is being made on site through the creation of the access road and roundabout and decontamination works. The site owner is in discussions with the Council about future development on the site all of which provides reassurance that development will take place on the site. The Council is therefore, of the view that there is a realistic prospect that new dwellings will be delivered on the site during the five year period. The evidence provided is considered to be clear and provides firm evidence relating to progress on the site and implementation work that has been taking place to facilitate development as referred to in the NPPG (Paragraph: 007 Reference ID: 68-007-20190722).

Land at Coxbridge Farm, Farnham

- Included in the FYHLS PS February 2023 for 60 dwellings (**CD 7.12**)
 - Evidence is included at Appendix 7 of the Five Year Housing Land Supply Position Statement 2023
- 6.11 The site benefits from outline planning permission for up to 320 dwellings which was granted on 29 June 2023 (LPA ref: WA/2019/0770). The site is included in the five year housing land supply for 60 dwellings. It benefits from a site allocation in LPP1 under Policy SS1 for around 350 homes. The number of dwellings included in the Five Year Supply is significantly less than the total number proposed under the outline consent to reflect the need for infrastructure works to be undertaken to facilitate the delivery of all 320 dwellings on the site (as proposed in the current planning application). Thames Water has confirmed that 60 dwellings can be delivered without the need to upgrade the sewerage system.
- 6.12 A national housebuilder has sought pre-application advice from the Council in respect of a reserved matters approval for the site. The request for pre-application advice was received on 14 March 2023 and the Council provided

their advice in writing on 9 August 2023. The Council treats pre-application requests as confidential and therefore, is unable to disclose the name of the developer.

- 6.13 Although none of the pre-commencement conditions attached to the outline planning permission have been sought to be discharged, the fact a housebuilder has engaged in pre-application discussions with the Council shows there is interest in the site being developed.
- 6.14 It is noted that the Planning Inspector for the appeal at Land at Scotland Lane, Haslemere concluded that the site should remain in the five year supply in 2021 for 50 dwellings (**CD 9.1**) see paragraphs 77 and 78).
- 6.15 There is firm evidence of progress being made towards the delivery of the site in accordance with Paragraph: 007 Reference ID: 68-007-20190722 of the NPPG. The site is included for a modest number of dwellings within the five year supply and the Council is of the view that there is a realistic prospect that that the new homes on the site will be delivered in the five year period.

[Land at Wey Hill Youth Campus, Haslemere](#)

- The site is included in the FYHLS PS for 34 dwellings
- 6.16 The site is allocated in LPP2 for 34 dwellings. Whilst the site does not benefit from a full planning permission, and therefore, comprises a Category B sites under the definition of deliverable, progress has been made in terms of relocating the existing site occupiers. The site is occupied by five community groups, namely the Guides, St Johns Ambulance, the Army and Air Force Cadets and the Scouts.
- 6.17 Five community groups were located on the sites. Two of these groups have already found and moved to new premises within Haslemere. The Council is in the process of supporting the relocation of two further groups currently occupying the site and will be engaging in pre-application discussions in the new year. New build premises will be required to accommodate the two groups and alternative Council-owned sites have been identified within Haslemere. Planning consent will be sought for the new premises within the next 18 months. The final community group will remain on the site, and this will not

prejudice the redevelopment of the site to provide 34 dwellings. The Council is envisaging obtaining pre-application advice within the next 18 months. With respect to funding arrangements for the redevelopment of the site, the Council will be exploring this over the coming months.

- 6.18 The Planning Inspector for the recent Windacres appeal in 2023 (**CD 9.23**) concluded that the site should remain within the housing supply (see paragraph 68).
- 6.19 The site is included within the Five Year Housing Land Supply Position Statement 2023 for the same number of dwellings as the site is allocated for in LPP2. The evidence provided demonstrates progress is being made in terms of relocating the existing occupiers on the site and there is a realistic prospect that dwellings will be delivered on the site within five years.

[The Old Grove, High Pitfold, Hindhead](#)

- The site is included in the FYHLS PS for 18 dwellings (**CD 7.12**)
- 6.20 The site is allocated in LPP2 for 40 dwellings subject to the reprovion of at least the current number of existing bed spaces (Use Class C2). The site is included in the FYHLS PS for 18 dwellings which represents the first phase of development on the site.
- 6.21 The site promotor has confirmed that 18 dwellings will be delivered during the five year period. An outline planning application for 18 dwellings is pending determination (LPA ref: WA/2021/02876). At the time of writing the applicant is working to resolve an outstanding issue regarding SPA mitigation.
- 6.22 The 18 dwellings are expected to be delivered towards the end of the five year period to provide sufficient time for outline and reserved matters approval to be secured, pre-commencement conditions to be discharged and development to start on site. It is anticipated that if planning permission were to be granted during 2024, a reserved matters application could be submitted during 2025, and pre-commencement conditions discharged in 2026 with a start on site taking place in the same year and then two years to construct the dwellings.
- 6.23 The site has been included in the FYS PS for a modest number of dwellings which the Council considers are deliverable within the five year period. The

Planning Inspector for Land at Scotland Lane appeal (**CD 9.1**) concluded there was clear evidence that the site would deliver homes within the five year period (paragraph 86). The Council is of the view that there is a realistic prospect of the site delivering homes during the five year period.

Land at Highcroft, Milford

- The site is included in the FYHLS PS for 7 dwellings

6.24 The site is allocated in LPP2 for the same number of dwellings. The LPP2 Planning Inspector's report supports the inclusion of the site as an allocation and states:

“Due to the limited anticipated yield of the site, I consider that any matters relating to European sites would be highly unlikely to be insurmountable obstacles to its development. Furthermore, the local highway authority did not object to the allocation in highway safety or accessibility terms. Accordingly, these considerations do not weigh against the allocation in soundness terms” (paragraph 83).

6.25 The site is included in the Five Year Housing Land Supply Position Statement for a modest number of dwellings and there is a realistic prospect the site will be delivered within the five year period.

Land at Secretts, Hurst Farm, Milford

- The site is included in the FYHLS PS for 168 dwellings (**CD 7.12**)

6.26 The site is included in the FYHLS PS for 168 dwellings. It is a site allocation in LPP2 for 177 dwellings but the Council does not anticipate all 177 dwellings will be completed within the five year period. The lower figure of 168 dwellings has therefore, been included in the FYHLS PS. The Planning Inspector for the LPP2 examination supported the inclusion of the site as an allocation in LPP2 (please see paragraphs 72-82 of **CD 7.11**)

6.27 A hybrid planning application has been submitted by Ptarmigan Land, Bewley Homes and FA Secretts Ltd for the redevelopment of the site to provide 216 dwellings (LPA Ref: WA/2022/02194). Planning Committee resolved to grant planning permission on 23 August 2023 subject to the signing of a legal

agreement and consultation with the Secretary of State. The Council has consulted the Secretary of State, and the application has not been called in.

- 6.28 As the provision of on-site infrastructure including open space, sports pitches, health centre and SANG is required to support the residential elements of the scheme it is considered unlikely that the full complement of dwellings and the infrastructure will be completed within the five year period. A s.106 agreement has been drafted and will need to be signed by the end of February 2024. Planning permission has been granted for Suitable Alternative Natural Greenspace (SANG) for the site in the neighbouring authority (Guildford Borough) and a s.106 agreement has been drafted to secure the playing pitches associated with the development which will be located within Guildford borough.
- 6.29 The Council considers 168 dwellings could be delivered over 4 years. In the first year 25 dwellings would be delivered taking into account, site set up and then 50 dwellings per annum for the second and third years and the final year 43 dwellings would be completed. These annual housing delivery rates are lower than the rate in the Lichfields' Start to Finish report **(CD8.8)** which specifies an average of 55 dwellings per annum on sites of 100 – 499 dwellings.
- 6.30 The progress with the current hybrid planning application provides clear evidence of progress being made and a realistic prospect homes will be delivered on the site within the five year period.

National Trust Car Park, Hindhead

- The site is included in the FYHLS PS 2023 for 13 dwellings **(CD 7.12)**
- 6.31 The number of dwellings the site is included in the FYHLS PS reflects the site allocation in LPP2. The site is allocated for 13 dwellings. The dwellings will be delivered towards the end of the five year period in order to provide sufficient time for a planning application to be submitted and determined and any pre-commencement conditions to be discharged. The site will deliver a modest number of dwellings and there is a realistic prospect of homes being delivered on the site within five years

7. Windfalls

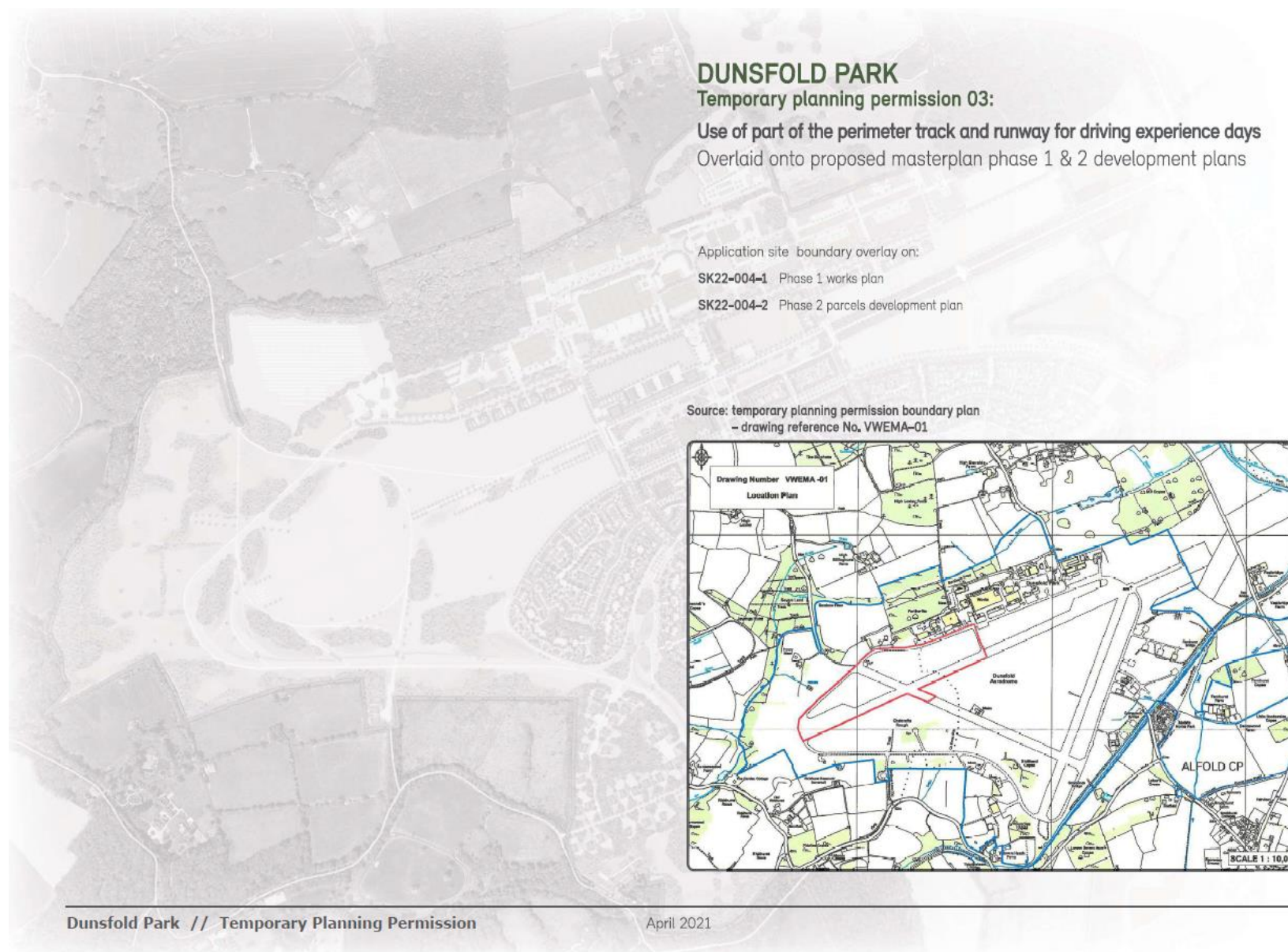
- 7.1 Paragraph 71 of the NPPF allows windfalls to contribute towards the anticipated supply provided there is compelling evidence that they will provide a reliable source of supply. When considering whether windfalls should be included in the supply national policy requires regard to be paid to the “strategic housing land availability assessment, historic windfall delivery rates and expected future trends”.
- 7.2 Paragraph 6.12 of LPP1 (**CD 7.57**) sets out the Council’s approach to windfalls and the Inspector for LPP1 concluded that the approach was reasonable. The Land Availability Assessment (LAA) identifies potential housing sites to provide 5 or more dwellings. The latest version of the LAA was published in November 2020 (**CD 7.58**) and therefore, provides an up to date position with regards to potential windfalls sites. However, it is noted that many windfalls sites are for fewer than 5 dwellings and therefore, would not be included in the LAA.
- 7.3 The data at Appendix 5 of the Position Statement confirms windfalls have historically made a contribution towards the Borough’s housing supply since 2003. It is reasonable to assume that they will continue to contribute in the same way especially with the recent changes to permitted development rights which support the delivery of additional dwellings. The Planning Inspector for the appeal at Lower Weybourne Lane (CD9.15) concluded the windfall allowance “to be realistic” (paragraph 51). This Inspector based her decision on 144 dwellings coming forward within the five year period – as reported in the Five Year Housing Land Supply Position Statement 2020. The windfall contribution included in the FYHLS PS 2023 is slightly higher and includes 146 dwellings over the five year period. There is not a significant difference between the two figures and therefore, the Council is of the view that the figures are robust and that windfalls should remain as part of the housing land supply.
- 7.4 When projecting future windfall trends the Council has adopted a cautious approach and only made an allowance for windfalls in the final 2 years of the five year period to avoid double counting with any outstanding planning permissions. This equates to 146 dwellings over the five year period. The

Council maintains windfalls will continue to make an important contribution towards the housing supply and should be included in the five year supply.

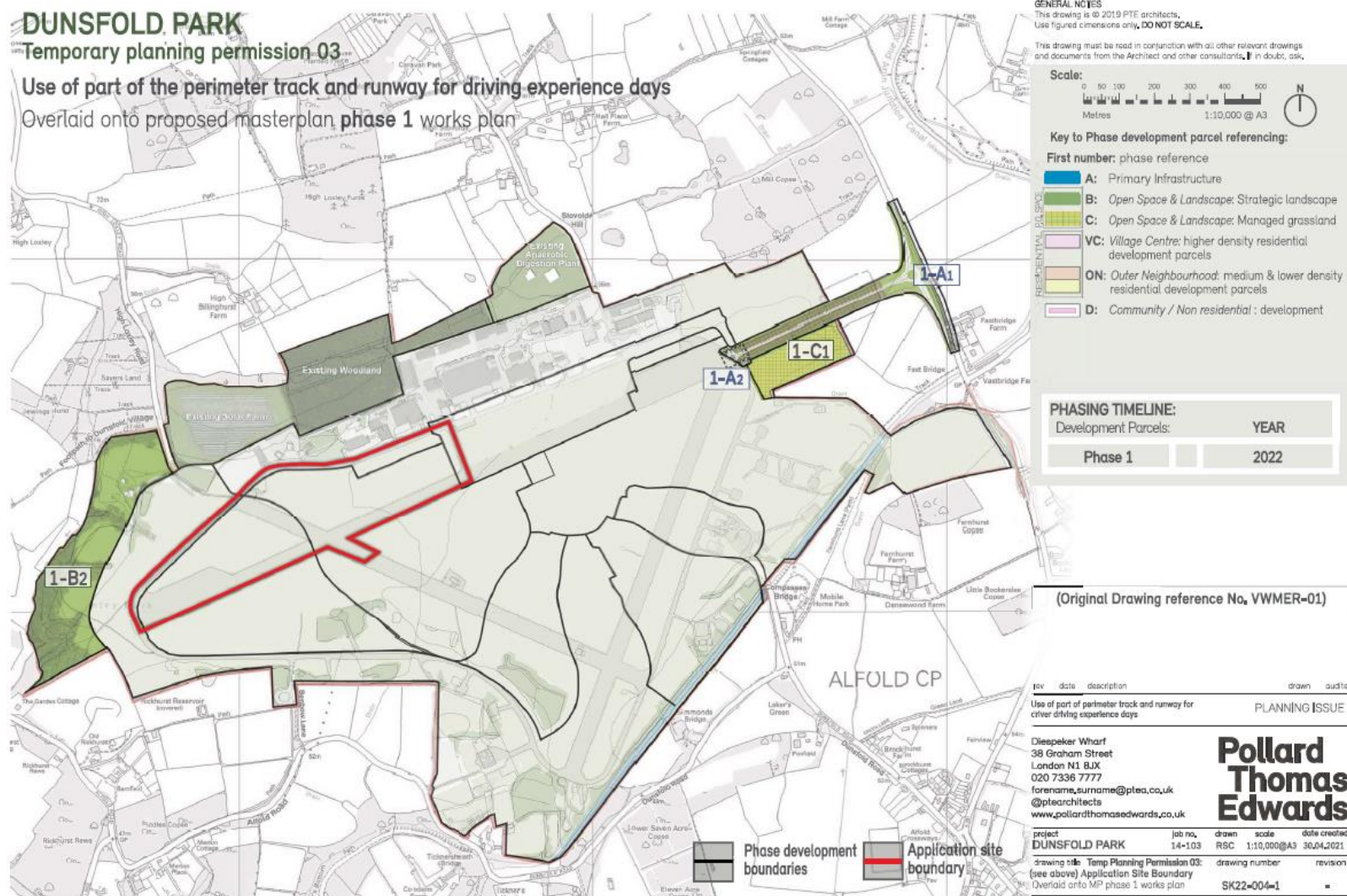
8. Conclusions and Summary Proof

- 8.1 This conclusion section serves as a summary Proof of Evidence.
- 8.2 The Council considers it has a 3.89 year supply of housing land whilst the appellant considers the Council has 3 years' worth of supply.
- 8.3 The Proof of Evidence focuses on the sites which fall under limb b of the definition of deliverable within the NPPF. The Council's case in relation to these sites is set out in paragraphs 5.1– 7.4.

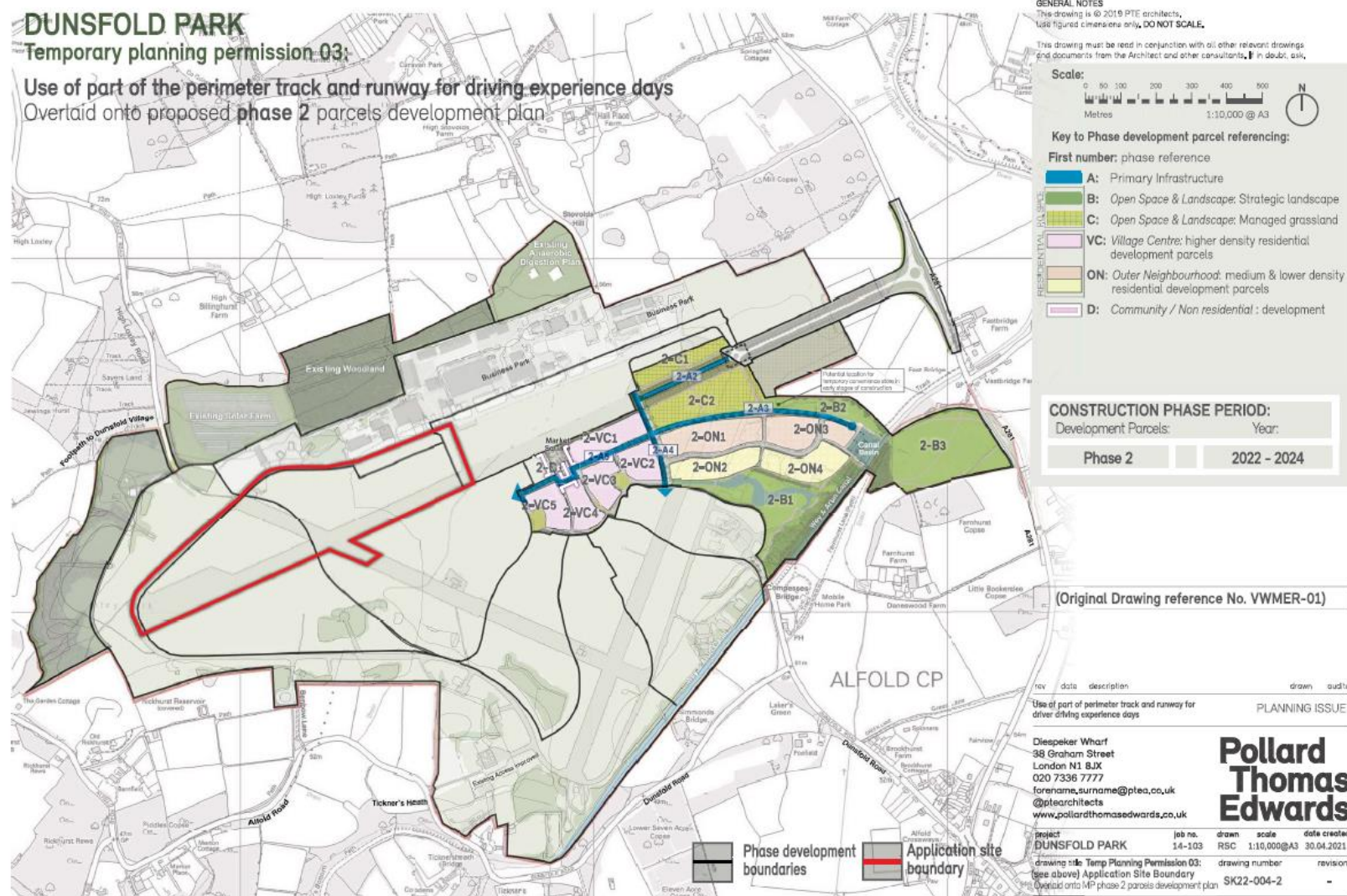
Appendix 1



Appendix 1



Appendix 1



Appendix 1

WA/2021/01450 - Application under Section 73A to vary condition 9 of WA/2018/0172. Condition 9 states that the development is granted for a temporary period, expiring on 30th April 2021, to allow temporary use (of part of perimeter track and runway for driving experience days) until 30th April 2024.

Site Address: DUNSFOLD PARK, STOVOLDS HILL, CRANLEIGH
GU6 8TB

Applicant: Dunsfold Airport Ltd
Neighbour Notification Expiry Date: 20/07/2021
Expiry Date/Extended expiry date: 23/07/2021

RECOMMENDATION That, subject to conditions, permission be **GRANTED**

1. Summary

The application seeks permission for a further 3 years, for use of part of the track and perimeter road at Dunsfold Park for driving experience days. The activities for which the application relates have been previously extended on several occasions. The original application dates back to 2014 with the uses having operated since.

A temporary (as opposed to a permanent) permission is considered appropriate, due to the strategic allocation and planned re development of Dunsfold Park for a new settlement.

Officers are satisfied having regard to the indicative phasing plans for the new settlement and anticipated build out time frames, alongside the temporary nature of the proposed track uses which could easily be ceased, that there would not be a detrimental impact on housing delivery, and the New Settlement being brought forward.

In terms of noise impacts, the Council's Environmental Health Officers are satisfied that this can be appropriately managed by way of conditions. It is also noted that the number of complaints received over the past 3 years has been extremely low. Notwithstanding this, the conditions have been updated since the previous temporary permission, introducing additional requirements for a communication strategy with neighbouring residents, amongst other requirements.

The application has been called in by the Local Ward Member to consider:

- Whether a 3 year extension for the uses is appropriate (as opposed to a shorter time period)
- The noise impacts arising from the proposal (including on local businesses)

Appendix 1

2. Location Plan



3. Site Description

The application site includes part of the runway, perimeter track and grassed area on the western portion of Dunsfold Park.

Dunsfold Park is currently an operational airfield with fuelling and ground handling facilities. It also functions as a private motor test track and includes an industrial area.

The aerodrome is generally flat, with the land to the north sloping up gently. The existing industrial buildings and airfield beyond to the south are located on lower land than the application site, although there is not a significant change in land levels.

The site is situated close to the A281 road that runs to the east. The nearest railway line is the London to Portsmouth line to the west of the site, with the nearest station by road being Milford. Currently, vehicular access to Dunsfold Park is through either of two entrances – the main entrance at the northern end of the site from Stovolds Hill that gives access to the B2130 Godalming to Cranleigh Road and to the A281 north, and a secondary entrance at the southern end of the site at Compasses Bridge that gives access to the A281 south at Alfold Crossways. A third vehicular access at Tickner's Heath, on the Dunsfold Road, is not in general use but has been used in connection with special events.

4. Proposal

The application is made under Section 73A to vary condition 9 of WA/2018/0172.

Appendix 1

Condition 9 states that the development is granted for a temporary period, expiring on 30th April 2021.

The application seeks to extend the time frame for temporary use of the track for driving experience days by a further 3 years until 30th April 2024.

5. Relevant Planning History

WA/2015/2395	Hybrid Planning Application; Part Outline proposal with all matters reserved for a new settlement with residential development comprising: 1,800 units (Use Classes C3), 7,500 sqm care accommodation (Use Classes C2); a local centre; New business uses; Non-residential institutions; Open space and associated works; Part Full application for the demolition of 8,029 sqm of existing buildings and the retention of 36,692 sqm of existing buildings, for their future use; and the temporary use of Building 132 for a construction headquarters [abbreviated description].	Permitted 29/03/2018
WA/2018/0172	Application under Section 73A to vary Conditions 7 & 11 of WA/2014/0813 (Condition 7 restricts number of traffic movements and Condition 11 states that the development is granted for a temporary period, expiring on 30th April 2018) to increase the maximum number of traffic movements to 3348 as consented by WA/2015/0895 and to allow temporary use until 30th April 2021	Granted 25/05/2018
WA/2019/1278	Construction of a new access road including associated landscaping and infrastructure from the A281 (to serve existing commercial uses and new settlement permitted by WA/2015/2395).	Full permission 01/11/2019

Appendix 1

NMA/2020/0050	Application For A Non-Material Amendment Following Grant Of Planning Permission Reference WA/2015/2395 - To Change The Siting Of The Road Access To The A281 To Align With Approved Application WA/2019/1278.	Approved 13/05/2020
WA/2021/01487	Application under Section 73A to vary Condition 1 of WA/2018/0171 (condition 1 states development is granted for a temporary period only expiring on 1st June 2021, to allow temporary use (for filming) to 1st June 2024.	Granted - 6/09/2021
WA/2021/01449	Application under Section 73A to vary Condition 1 of WA/2018/0170, Condition 1 states that the use should be discontinued on or before 30 April 2021, to allow temporary use (of perimeter track and runway for evaluation, testing and/or filming of motor vehicles) until 30th April 2024.	Granted - 6/09/2021
WA/2021/01451	Application under Section 73A to vary Condition 1 of WA/2018/0173, Condition 1 states development is granted for a temporary period only expiring on 30th April 2021, to allow temporary use (of perimeter track and runway for driver training and siting of building) until 30th April 2024.	Granted - 6/09/2021

6. Relevant Planning Constraints

Countryside beyond the Green Belt – outside of any settlement area

Strategic Site Allocation – New Settlement at Dunsfold Aerodrome

Potentially Contaminated Land

Ancient Woodland 500m Buffer Zone

Area of Great Landscape Value (land to the north west of the site)

Grade II Listed Buildings/structures:

- V/STOL blast grid
- ROC monitoring post

7. Relevant Development Plan Policies and Guidance

Appendix 1

- Waverley Borough Local Plan (Part 1): Strategic policies and sites (adopted February 2018):
 - SP1: Presumption in Favour of Sustainable Development
 - SP2: Spatial Strategy
 - ST1: Sustainable Transport
 - EE2: Protecting Existing Employment Sites
 - LRC1: Leisure, Recreation and Cultural Facilities
 - RE1: Countryside beyond the Green Belt
 - RE3: Landscape Character
 - TD1: Townscape and Design
 - HA1: Protection of Heritage Assets
 - NE1: Biodiversity and Geological Conservation
 - SS7: New Settlement at Dunsfold Aerodrome
 - SS7a: Dunsfold Aerodrome Design Strategy
- Waverley Borough Local Plan 2002 (retained policies February 2018):
 - D1 Environmental Implications of Development
 - D2 Compatibility of Uses
 - D4 Design and Layout
 - HE3 Development Affecting Listed Buildings or their Setting

Other guidance:

- The National Planning Policy Framework 2019 (NPPF)
- The National Planning Practice Guidance 2014 (NPPG)
- Residential Extensions Supplementary Planning Document 2010 (SPD)
- Council's Parking Guidelines (2013)
- Surrey Vehicular and Cycle Parking Guidance (2018)
- Surrey Hills AONB Management Plan (2020-2025)
- Employment Land Review (2016)
- Council's Economic Strategy 2015-2020
- Dunsfold Village Design Statement (2001)
- National Design Guide (2019)

8. Consultations and Town/Parish Council Comments

Alfold Parish Council	(Response applies to all 4 applications) Activities are advertised without permission having been granted Very little notice is provided of events Residents have become de motivated to report breaches/issues Recent increase in filming has extended the impacts to night time Complex set of permissions means difficult to identify which permission is being used
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Appendix 1

		<p>Any further extensions of time should:</p> <ul style="list-style-type: none"> • Be for the shortest period possible (12-18 months rather than 3 years) • Should contain reworded/new conditions to require public notice to be provided on social media / Waverley and Dunsfold websites to include: <p>- Driver Experience Days - existing WA/2018/0172 Condition 3 states notice period of 14 days, we propose this be increased to 45 days.</p> <p>Request confirmation that all other Conditions will be retained (in particular those limiting the number of days)</p> <p>Concerned that simply keeping records to be made available retrospectively to Waverley BC is ineffective. Noise needs to be monitored in real time, giving WBC enforcement officers a chance to take action to curtail any breach. Knowing of a breach after the event is of no help to local residents and businesses.</p>
Council's	Pollution Control Officer	No action required
Council's	Environmental Health Officer	No objection subject to conditions
County	Highway Authority	No objection in terms of the likely net additional traffic generation, access arrangements and parking provision. Satisfied that the application would not have a material impact on the safety and operation of the adjoining public highway. The County Highway Authority therefore has no highway requirements.
Dunsfold Council	Parish	Object to these experience days due to the excessive noise these days produce.

9. Representations

20 letters have raised objection on the following grounds:

- Engine and tyre noise causes a lot of disturbance including spoiling enjoyment of neighbouring villages and on otherwise peaceful rural area

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- The Driver Experience Days and the use of the perimeter track and runway for evaluation, testing and/or filming of motor vehicles, in particular, cause most noise and disturbance.
- No real local jobs are created and there is no benefit, economic or otherwise, to the local community.
- Dramatic increase in reckless driving from those leaving via Stovolds Hill entrance
- Many other more appropriate business uses would not attract the same problems
- Proposed use not compatible with nearby wedding venue (High Billingham Farm) which is heavily reliant in use of outdoor areas
- Principle of a further temporary permission requires careful consideration, NPPG advises a second temporary permission rarely justified
- No change in circumstances to warrant further temporary permission
- Previous conditions do not work in respect of noise disturbance such as screeching of tyres
- Complaints to the Council have not achieved anything so have given up making complaints
- Noise levels from the site have been significantly increased post lockdown (compared with pre lockdown)
- Specific hours of the day, and a particular numbers of days each week, should be kept free from noise generating activities
- Real time noise monitoring system should be in place and evidence made available to the public
- Extending the time frames has potential implications for housing delivery and the Council's five year housing land supply position
- Plan should be in place for notifying residents of activities 2 weeks-2 months in advance (suggested time frames vary between responses)
- Noise mitigation at key parts of track
- Track activities harmful to the environment and green credentials of Waverley
- Long days and regular activities on Saturdays make the activities difficult to accept
- Increasing frequency of events with a focus on Fridays and Saturdays
- Avoids having visitors when events are on due to the noise interference
- Unable to eat outdoors during events
- Whilst occasionally film companies do engage in advance, the public are rarely informed of night time filming.
- Night time filming should only be taking place where absolutely essential
- Use of lighting during night time should be strictly controlled
- The imminent development of housing at Dunsfold Park and long overdue tranquillity has meant residents have held off objecting
- Noise impacting on health of neighbouring occupiers
- House building commencing could lead to track activities being focused on a smaller area and therefore increased noise

Planning Considerations:

10. Principle of development and differences with previous proposal

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The principle of development was established by the granting of planning permission WA/2014/0813 (and the subsequent revisions to this in 2018 - WA/2018/0172). Whilst the applicant is applying for a variation of Conditions on those permissions, under Section 73A of the Town and Country Planning Act 1990 (as amended), the proposals are, in effect, fresh applications for the entire development, albeit with a variation to the original conditions. In considering the current applications, Officers have been mindful of any material changes in planning circumstances since the granting of those original permissions, including the demise of the South East Plan 2009 in 2013, the adoption of the National Planning Policy Framework in 2012 and the adoption of the Local Plan Part 1: Strategic Policies and Sites in February 2018.

It is also relevant to note the more recent applications granted on site, relating to a new settlement at Dunsfold Park including the construction of a new access road including associated landscaping and infrastructure from the A281 (to serve existing commercial uses and new settlement permitted by WA/2015/2395) under application reference WA/2019/1278.

Since the 2018 applications varying the time limits, there has been no material start on site in respect of the new settlement which benefits from outline planning permission.

It is a highly material planning consideration that there are existing temporary permissions which have already been implemented on site and operational since 2004. On this basis it would be inappropriate and unreasonable to revisit the principle of the entire development.

The test is whether, having regard to the planning history and previous applications on site, the current proposal would result in any material harm over and above the approved schemes, and whether the applications are acceptable in their own right.

Notwithstanding the changes in circumstances outlined above, Officers consider that the assessment made under WA/2018/01487, 01449, 01450, 01451 with regards to the following issues would not be affected by the variation of the time limiting conditions, and the original assessments and conclusions on these issues remain:

- Dunsfold Strategic Allocation and compliance with SS7 and SS7a
- Impact on Countryside beyond the Green Belt and Area of Great Landscape Value
- Highway safety
- Potentially contaminated land
- Impact on Ancient Woodland
- Heritage impacts
- Economic impacts
- Accessibility and Equalities Act 2010, Crime and Disorder and Human Rights Implications
- Environmental Impact Regulations 2017

11. Current use of the site

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The permission which the current application seeks to vary, are subject of conditions limiting the use to a temporary period up to 30th April 2021. The time limit for WA/2018/0172 has now passed.

12. Use of conditions limiting use to a temporary period

Under Section 72 of the Town and Country Planning Act 1990 the Local Planning Authority may grant planning permission for a specified temporary period only. However, careful consideration needs to be given as to whether such a condition would meet the test of necessity.

The NPPG contains the following guidance on the use of conditions limiting use to a temporary period (Paragraph: 014 Reference ID: 21a-014-20140306):

- Circumstances where a temporary permission may be appropriate include where a trial run is needed in order to assess the effect of the development on the area or where it is expected that the planning circumstances will change in a particular way at the end of that period.
- A temporary planning permission may also be appropriate on vacant land/buildings to enable use for a temporary period prior to any longer term regeneration plans coming forward (a meanwhile use) or more generally to encourage empty property to be brought back into use. This can benefit an area by increasing activity.
- It will rarely be justifiable to grant a second temporary permission – further permissions should normally be granted permanently or refused if there is clear justification for doing so. There is no presumption that a temporary grant of planning permission should be granted permanently.

As is clear from the history set out above, there are a range of temporary permissions on site, the time limits of which have recently passed. The use of conditions limiting permission to a temporary period has previously been considered appropriate due to uncertainty over the long term use of Dunsfold Aerodrome, post 2018.

The permission for the new settlement, as well as establishing the principle of development of a new settlement on the site, also granted full permission for the retention of 38,692 sqm of existing buildings for a range of business/employment uses. This, together with the site forming a strategic allocation in the Local Plan Part 1 (2018), provides much more certainty about the long term future of the site. However, the new settlement has yet to be commenced on site.

Prior to construction of the new settlement, there are a number of pre-commencement conditions on the outline and full elements of the permission would need to be discharged. It is also noted that the site is likely to have a new landowner. As such, there will be a further period of time before any construction can realistically be expected to commence.

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There is clearly a further period of time until any development on the new settlement can commence. If the current temporary permission is not granted it would remain open to the applicant to exercise their permitted development rights for temporary uses which allow for up to 56 days a year. There is also a 1951 planning approval which granted a permanent permission for the use of the site as an airfield, to include the repair, maintenance and flight testing of aircraft, including up to 5,000 flights per annum.

Notwithstanding the above, the additional employment that would be generated from extending the use is a material benefit to these applications.

It is clear in this case that permanent permissions on the site would not be appropriate, because there would be conflicts with the land use parameter plan approved pursuant to the new settlement permission. Furthermore, the uses would not be compatible with residential dwellings situated within close proximity. To a large extent, the full implementation of the new settlement will require cessation of the temporary uses due to the overlap in site areas. The Council's Environmental Health Officer has highlighted a case for retaining some control over any joint implementation of any temporary uses of the track alongside any implementation of the new settlement. The most appropriate tool for this control is considered to be the pre-commencement conditions on the outline planning permission (WA/2015/2395 as varied by NMA/2020/0050) which include:

- 7 – Phasing Plan
- 21 – Construction Transport Management Plan
- 33 - Site management plan

Taking into account the above considerations, it is considered that there are exceptional circumstances, such as to warrant the use of conditions limiting the uses to a temporary period in the event that the proposal is considered acceptable in other respects.

13. Implementation of the new settlement

It is relevant to consider how the temporary uses could impact upon the delivery of the new settlement (subject of WA/2015/2395). As a strategic site in the Local Plan, the site has a critical role to play in housing delivery.

As noted above, the full implementation of the new settlement would require cessation of the temporary uses due to the overlap in site areas. The documents submitted with WA/2015/2395 indicate a build out time of 10 years. This has yet to be commenced. There is a potential overlap with the temporary permission as the early phases of the development could be built out within the next 3 years.

The nature of the uses proposed are temporary in nature and they can be flexible in their location (within the parameters of the respective red lines) as to the space they take up or could be ceased with relatively little notice.

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Officers have had regard to the indicative phasing plans both as submitted in support of WA/2015/2395 as well as with the current applications. These indicate that it would be possible for the early phases of the new settlement, including some housing delivery, without requiring the uses to fully cease.

As such, officers consider that the granting of the temporary permissions would not adversely impact on housing delivery on the site.

14. Impact on residential amenity and compatibility of uses

The proposal would not introduce any new built form (aside from the retention of the existing temporary McLaren building which is modest in scale). The key potential impacts in terms of neighbouring residential properties, together with other neighbouring uses, are noise and light impacts.

The site has historically been in use for air traffic but for nearly two decades, motor vehicles have used the track and movies have been shot at Dunsfold Park. In 2014, Dunsfold Park and Waverley Borough Council agreed to compile a Noise Management Plan (NMP) for the site as a whole and a separate NMP for Driver Experience Days to work alongside the Planning Conditions for each of the four applications. These documents are dated January and April 2015 respectively and would benefit from an update. An additional condition (in comparison to the 2018 permissions which these applications seek to vary) would be added to any permissions, to require a comprehensive fresh noise management plan.

There are a number of third-party comments raising objection to extending the applications on the basis of noise issues. These also include a number of suggestions on mitigation which could help mitigate against the noise concerns. A large number of the suggestions are already covered within voluntary, best practice documents which have been developed between the applicant and the Council's Environmental Health Officers. Therefore, an update comprehensive noise management plan to reflect the present-day situation would serve to ensure that all parties with an interest in the activities carried out at Dunsfold Park would have access to information such as:

- notifications of what events are on when
- how to comment on them either to Dunsfold Park and/or Waverley Borough Council if they cause a problem.

It is accepted that during the lockdowns, the locality enjoyed quieter periods than they were previously used to and now that events have begun again, there is a period of "catch up" where the government have allowed Permitted Development Days to be extended to 56 rather than the usual 28. This has resulted in the noise perhaps being heard more often than in the past. The number of permitted development days may be impacting on the effectiveness of the existing Conditions and the overall soundscape by increasing the number of days that activities can be carried out.

The records of noise complaints for the Temporary Permissions period that ran from 2015 to 2018 and comprise of around a dozen separate cases reported to Environmental Health.

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These were reported to Dunsfold Park either directly or via the Dunsfold Liaison Group which met periodically, depending on the circumstances. Despite investigations, no statutory nuisance was found. During the Temporary Permissions period that ran from 2018 to 2021, there were 9 cases and again there was no statutory nuisance found.

In July 2021, a batch of complaints were received which coincided with the submission of the current applications. Therefore, a new case has been opened with dialogue between Dunsfold Park, Planning and Environmental Health taking place after speaking with those who have concerns. The current investigations are in their early stages of investigation as well as taking place in extraordinary times following a pandemic. It is understood that many neighbouring residents refrained from complaining in recent times due to the site being quiet but also as it was expected that housing would replace the track and therefore the noise would soon cease to exist.

However, due to the low number of complaints over the past 6 years and no evidence to demonstrate that there was any failure to comply with the NMPs and no statutory nuisance witnessed, it would be difficult to justify stating that the noise from the site would give rise to a significant adverse impact. Nevertheless, the Council's Environmental Health Officer understands that the noise, whether from its volume, duration or frequency, crosses the lowest observed adverse effect level boundary above which the noise starts to cause small changes in behaviour and attitude. The noise therefore starts to have an adverse effect and consideration needs to be given to mitigating and minimising those effects. Therefore, should permission be granted, an additional condition relating to a comprehensive updated noise management plan would be imposed. This condition would include a requirement for a communication strategy within it such to provide better information to neighbouring residents (and businesses) on the timing and duration of events.

A specific concern has been raised regarding the compatibility of the use with a neighbouring wedding venue – High Billingham Farm. This venue is located to the north of Dunsfold Aerodrome on High Loxley Road. This was originally granted permission in 2018 (WA/2018/1036) and controls on numbers were subsequently relaxed in 2020 (WA/2020/0220). This use was permitted in August 2018, significantly after the granting of the latest set of temporary permissions for uses of the track in May 2018. At the time the use was permitted, the onus would have been on the applicant for that venue to demonstrate that the proposed use was compatible with its surrounding uses, which include both residential properties and the aerodrome. Statutory Environmental Health legislation together with relevant Local Plan Policies seek to protect the health and quality of life of individuals, rather than businesses. The NPPF states that (para 187) "Existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established." In this case, the uses of the track were originally permitted well in advance of the wedding venue being brought into use. The permitting of the wedding venue and subsequent relaxation of the rules was not tied to the cessation of the temporary uses in the track (at that time intended to finish in 2021). Both were considered able to operate alongside each other. The increase in the number of weddings in 2020 does not alter this conclusion.

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The recent emphasis on outdoor events has led to increases in permitted development days and the demand for activities at the aerodrome as well as the pressure for more aspects of weddings to take place outdoors. The additional condition requiring updated management plans to include better publicity and information for local residents and businesses would provide a better basis for co-operation between the two parties. However, it would be unreasonable to refuse the applications for uses which have existed for such a period and have already been found to be compatible with each other.

Having regard to the advice of the Council's Environmental Health Officer, together with the ability to secure improved mitigation and communication through the imposition of conditions, officers are satisfied that the proposed development would not result in harm to the residential amenity of neighbouring properties and would be compatible with the surrounding uses in accordance with Policy TD1 of the Local Plan Part 1 2018, retained Policies D1, D2 and D4 of the Local Plan 2002 and the Residential Extensions SPD 2010.

15. Conclusion

The planning assessment concludes that the proposal would be acceptable in terms of visual and impacts on adjacent neighbours/businesses, subject to appropriate conditions. The proposal is found not to have a likely detrimental impact on the delivery of the New Settlement. The benefits by way of temporary economic benefits would outweigh any adverse impacts. As such, planning permission is recommended for approval.

Recommendation

That permission be GRANTED subject to the following conditions:

1. Condition:

Unless within 6 weeks of the date of this permission an update of the Noise Management Plan (dated April 2015 and approved pursuant to WA/2014/0813) has been submitted to the Local Planning Authority, and within 3 months following that submission it is approved in writing by the Local Planning Authority, all temporary uses of the track subject of this application shall cease until such time as the Noise Management Plan has been approved in writing. The updated Noise Management Plan shall cover all activities permitted under the temporary planning consents WA/2021/01449, 01450, 01451 and 01487 (within the application site line shown in red on plan reference RTP/DP/100 submitted pursuant to WA/2018/0171) and shall include

- i) Measures to protect the amenity from noise to include regular quiet periods and days
- ii) A communication strategy to inform the public of the nature, dates and times of events
- iii) A point of contact for third parties during events
- iv) A mechanism for the monitoring and review of the noise management plan

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The activities pursuant to temporary planning consents WA/2021/01449, 01450, 01451 and 01487 shall only be undertaken in accordance with the approved updated Noise Management Plan.

Reason:

To ensure that the proposed development does not prejudice the amenities of neighbouring properties or the amenity of the locality and to accord with Policies RE3 and TD1 of the Waverley Borough Local Plan, Part 1 (2018).

2. Condition:

The use hereby permitted shall be carried out in complete accordance with Location Plan VWEM 01. No material variation shall take place from this plan unless otherwise first agreed in writing by the Local Planning Authority.

Reason:

In order that the development hereby permitted shall be fully implemented in complete accordance with the approved plans and to accord with Policy TD1 of the Local Plan 2018 (Part 1) and retained Policies D1 and D4 of the Local Plan 2002.

3. Condition:

The use hereby approved hereby permitted shall not take place on more than thirty (30) days in any twelve month period. Prior written notice of the dates on which the approved use will take place shall be provided to the Local Authority a minimum of 14 days prior to the use taking place.

Reason:

In order to ensure the proposed use fully accords with the submitted documents and to protect the amenities of neighbouring occupiers in accordance with retained policies D1 and D4.

4. Condition:

All vehicles to be used during the use hereby permitted (Everyman Driving Experience events) shall be subject to a "static" engine exhaust noise emission test. The testing shall be undertaken by Everyman Driving Experiences and formal records shall be kept and provided on request to the Local Planning Authority. Records shall be retained for monitoring for a period of 1 year from the date of this permission ending.

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Reason:

In order to ensure the proposed use fully accords with the submitted documents and to protect the amenities of neighbouring occupiers in accordance with policies D1 and D4.

5. Condition:

Everyman Driving Experiences shall retain formal records of all static exhaust noise emission tests for all vehicles used during each Everyman Driving Experience event. Noise emission tests must include monitoring at the location shown on sketch 3 (labelled "Everyman Noise Monitoring Position") of the Noise Management Plan dated April 2015. Such records shall be made available for inspection by Dunsfold Park Limited and Waverley Borough Council upon request and shall be retained for monitoring for a period of 1 year from the date of this permission.

Reason:

In order to ensure the proposed use fully accords with the submitted documents and to protect the amenities of neighbouring occupiers in accordance with retained policies D1 and D4 of the Waverley Borough Local Plan 2002.

6. Condition:

No loudspeaker, tannoy, sirens, public address systems, air horns, klaxons or explosive/pyrotechnic device shall be used so as to be audible beyond the site boundaries except in a bona fide emergency or unless prior approval has been obtained in writing from the Local Planning Authority.

Reason:

To ensure that the proposed development does not prejudice the amenities of neighbouring properties or the amenity of the locality and to accord with retained policies D1 and D4 of the Waverley Borough Local Plan 2002.

7. Condition:

Until such time as the development approved under WA/2015/2395 is implemented, there shall be no more than 3348 total road vehicular movements (excluding pedal and motorcycles) in any one calendar day allowed to gain access to any part of the airfield, and a management and monitoring agreement shall be made with the Local Planning Authority before implementation. The applicant is required to set down Automatic Traffic Count Systems or other

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appropriate measuring device at every vehicular access to the Airfield to provide evidence that the requirements of this condition are being met. The records shall be made available to the Local Planning Authority within 14 days of request,

Reason:

To ensure that the likely traffic generated by the existing authorised use is not exceeded and to accord with Policy ST1 of the Local Plan 2018 (Part 1) and retained Policy D1 of the Waverley Borough Local Plan 2002.

8. Condition:

There shall be no floodlighting or any other external lighting on the site other than:

- (a) As required in the interests of health and safety in an emergency; or
- (b) Security lighting controlled by movement sensor.

Reason:

To protect the character and amenities of the area and to accord with retained Policies D1 and D4 of the Waverley Borough Local Plan 2002.

9. Condition:

The Everyman Driving Experience shall not result in a noise level in excess of 65dB LAMax at the position marked on Sketch 3 attached to the Noise management Plan dated April 2015.

Reason:

To ensure that the proposed development does not prejudice the amenities of neighbouring properties or the amenity of the locality and to accord with retained policies D1 and D4 of the Waverley Borough Local Plan 2002.

10. Condition:

The development hereby permitted is granted for a temporary period only expiring on 1st June 2024. On or before this date the uses hereby permitted shall be discontinued.

Reason:

To ensure the proposal does not compromise the longer term strategic allocation for the site and to accord with Policy SS7 of the Waverley Borough Local Plan, Part 1 (2018).

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11. Condition:

The Everyman Driving Experience shall not operate on more than one Saturday per month during June, July and August and at no time shall Everyman Driving Experience take place on a Sunday.

Reason:

To ensure that the proposed development does not prejudice the amenities of neighbouring properties or the amenity of the locality and to accord with retained policies D1 and D4 of the Waverley Borough Local Plan 2002.

Informatives:

1. All users of the airfield track shall be informed of the location and nature of the listed buildings/structures on Dunsfold Aerodrome and reminded that any unauthorised works or damage to them would be a criminal offence.
2. The granting of this planning permission does not in any way indemnify against statutory nuisance action being taken should substantiated complaints within the remit of the Environmental Protection Act 1990 be received. For further information please contact the Environmental Health Service on 01483 523393.
3. The threshold of 3348 total daily vehicular movements shall include all those currently taking place at the aerodrome site, including those already permitted under different planning application or enforcement references.
4. The applicant is advised that data captured by the monitoring systems in respect of the requirements of conditions 1, 4, 5 and 7 shall be retained and made available for inspection by the Local Planning Authority at all reasonable times.
5. Any lighting installed under the terms of condition 8 shall accord with the Institution of Lighting Engineers' Guidance Notes for the Reduction of Light Pollution. A bone fide emergency is defined as a situation posing actual or possible harm to human health.
6. 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.