

# Final Statement of Common Ground

## Land south of Old Park Lane, Farnham

Appeal by Gleeson Land

Against the refusal by Waverley Borough Council for: “Outline planning application with all matters reserved except access for up to 83 dwellings (including 24 affordable) and public open space/country park including related play space, community orchard, wildlife pond, internal access roads, footways/footpaths and drainage basins/corridor.”

Council application reference:

WA/2023/01467 December 2024

**Turley**

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**Client**

Gleeson Land

**Our reference**

GLES3004

December 2024

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# 1. Introduction

1.1 This Statement of Common Ground (“SoCG”) has been prepared by Turley on behalf of Gleeson Land (the ‘Appellant’) to support an appeal against Waverley Borough Council’s (the ‘Council’) decision to refuse an outline planning application (ref: WA/2023/01467) for residential development on Land south of Old Park Lane, Farnham (the ‘Appeal Site’).

1.2 The planning application forming the subject of this appeal was validated by the Council on 27th June 2023 and given the application reference WA/2023/01467 (herein referred to as ‘the Application’). The Appeal relates to:

*“Outline planning application with all matters reserved except access for up to 83 dwellings (including 24 affordable) and public open space/country park including related play space, community orchard, wildlife pond, internal access roads, footways/footpaths and drainage basins/corridor.”*

1.3 A site location plan reference A2046\_001 Rev P4 is enclosed at **Appendix 1**.

1.4 The application was considered by the LPA’s Planning Committee on 10th July 2024 with an officer recommendation for approval. The Committee resolved to refuse the application contrary to the officer’s recommendation. A formal decision notice was issued on 23rd August 2024. This is included in **Appendix 2**.

1.5 The purpose of the SoCG is to set out those facts and matters agreed between the Appellant and the Council. It also identifies those matters that are in dispute.

1.6 The SoCG has the following structure:

**Section 2:** Site and Surrounding Area

**Section 3:** List of plans to be determined and the application process

**Section 4:** The Proposal

**Section 5:** Planning Policy

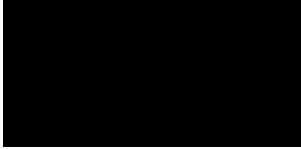
**Section 6:** Matters of Agreement

**Section 7:** Matters of Dispute; and

**Section 8:** Conditions and Obligations

1.7 This SoCG is prepared jointly and agreed by:

**Signed:**



**Date:**

Simon Packer, Turley (on behalf of Gleeson Land Ltd)

*And*

Michael Eastham (MRTPI) on behalf of Claire Upton-Brown (Assistant Director - Planning

**Signed:**



**Date: 9<sup>th</sup> December 2025**

Claire Upton-Brown, on behalf of Waverley Borough Council

## 2. The Appeal Site and Context

### The Appeal Site and Context

- 2.1 The Appeal Site falls outside, but is adjacent to, the northern edge of the Farnham settlement boundary as defined within the adopted Local Plan and is a roughly rectangular-shaped area of 11.9 ha, comprising four large, irregularly shaped fields.
- 2.2 The Appeal Site contains limited vegetation but there is a fragmented boundary hedge and small trees extending east-west across the eastern half of the site, and a hedge extending north-south within the northern half of the site. A hedge with trees interspersed extends along the majority of the southern boundary separating the site from the student halls of residence associated with the University for the Creative Arts Farnham. TPO 14/22 is confirmed on the southern boundary of the site. This does not include the trees affected by the proposed works to Cascade Way and Keepsake Close.
- 2.3 The recently constructed Taylor Wimpey development (Abbey View) is also located to the immediate south-west of the Appeal Site, and in part is also screened by the existing hedge and trees but does extend slightly beyond this boundary to the south-west of the site, as does the associated equipped play space. The access to the Appeal Site extends through the Abbey View development along Cascade Way and Keepsake Close and as access and carriageway widening works are proposed along the route this is included within the Appeal Site boundary.
- 2.4 The informal open space associated with Abbey View is to the west of the Appeal Site which separates the Appeal Site and the eastern edge of the built-up area of Farnham, which is visible on higher ground.
- 2.5 The Farnham Castle and associated Listed Buildings are located to the east of the Appeal Site on Castle Hill. The Farnham Castle Group of designated heritage assets include Grade I, II\* and II Listed Buildings, a Grade II Registered Park and Garden and Scheduled Monument, as well as the Farnham Conservation Area.
- 2.6 The Appeal Site falls within an area covered by the local designation of Area of Strategic Visual Importance (ASVI) and outside of, but adjacent to an Area of Great Landscape Value (AGLV). The Appeal Site slopes gently to the north, however, there are several folds in the landscape that create local variations in topography.
- 2.7 Footpaths 7 and 92 extend north-south across the site, with footpath 94 extending east-west along the northern boundary. Both footpaths 92 and 94 are connected to Bridleway 185 which forms part of Old Park Lane. Footpath 92, to the east of the Appeal Site, is St Swithun's Way, a long-distance route between Winchester and Farnham.

### Sustainability

- 2.8 The Appeal Site is located immediately adjacent to the northern boundary of the built up area of Farnham. Farnham offers an extensive range of services and facilities and is the largest settlement in the Borough. The Appeal Site is sustainably located in relation to a range of facilities and services

2.9 Table 2.1 shows the facilities and services within the immediate locality of the Appeal Site and the approximate distance via footpaths from the central part of the Appeal Site proposed for residential use (based on google earth).

Facility	Distance from the Site
Waitrose Supermarket	500m
Bus stops	650m south – West Street 650m south-east - Castle Street.
Farnham Library	650m
Potters Gate C of E Primary School	500m
St. Andrews C of E Infant School	800m
The Plough public house	650m
Farnham Rail Station	1500m
Bishops Meadow Park	1150m
University of Creative Arts	100m

**Table 2.1 – Distance to Key Facilities and Services**

2.10 The above table is not an exhaustive list of the services and facilities on offer in Farnham, which are accessible from the Appeal Site via alternative means of transport to the car. These include:

- Restaurants and public houses
- Supermarkets/convenience stores/butchers
- Doctors
- Dentists
- Opticians
- Cinema and leisure complex (bowling, shuffleboard, arcade, darts etc.)
- Hotels and Bed and Breakfasts
- Other Nurseries, Primary and Secondary Schools and Sixth Form colleges
- Places of Worship

**Planning History**

2.11 There have been two planning applications on the western portion of the Appeal Site:

- FAR398/72 | Outline for Erection of Residential Development | Refused August 1972

- FAR626/73 | Residential development at a density of twenty dwellings to the hectare| Refused November 1973

2.12 Also of relevance is the planning history of the adjacent recently completed development at Abbey View to the south-west. Outline and Reserved Matters planning applications for the development of 120 dwellings on Land at Crondall Lane, Farnham (subsequently known as Abbey View), was approved in September 2015 and June 2018 respectively, and has since been built out by Taylor Wimpey.

- WA/2014/1565 | Outline application for the erection of up to 120 dwellings together with associated access parking public open space and landscaping | Approved September 2015.
- WA/2017/0067 | Change of use of land to Public Open Space along with associated landscaping and access. Land at Crondall Lane, Farnham | Approved 20th April 2017.
- WA/2016/2455 | Approval of reserved matters (appearance landscaping layout and scale) following the outline approval of WA/2014/1565 for the erection of 120 new dwellings with associated access public open space and landscaping |Approved June 2018.
- NMA/2019/0179 | Amendment to WA/2016/2455 to vary condition relating to the Play Area, Land at Crondall Lane, Farnham | Refused 22nd September 2021.

#### **Environmental Impact Assessment (EIA) Screening and Scoping**

2.13 The Appeal Site falls within Schedule 2 to the 2017 EIA Regulations and exceeds the thresholds for screening as the Appeal Site is greater than 5ha in size.

2.14 Ahead of the outline application submission, a request for an EIA Screening Opinion was submitted to Waverley Borough Council on 9th June 2022. On 28th November 2023, Waverley Borough Council confirmed that the proposal does not constitute EIA development. This confirmation was provided via email correspondence (**see Appendix 3**).

### 3. The Development Proposals

#### Description of development

3.1 The description of development (as shown on the decision notice) is as follows:

*“Outline planning application with all matters reserved except access for up to 83 dwellings (including 24 affordable) and public open space/country park including related play space, community orchard, wildlife pond, internal access roads, footways/footpaths and drainage basins/corridor.”*

3.2 The proposed development comprises the following:

- Up to 83 new homes with 30% policy compliant level of affordable housing (up to 24 units with a top-up S106 contribution to secure 30%);
- A net development density of 17 dwellings per hectare based on developable area of 4.8 hectares (includes flood corridor, adjacent ancillary open space and access via Keepsake Close and Cascade Way), or 28 dwellings per hectare including residential area only as identified on the parameters plan;
- New vehicular and pedestrian access via Cascade Way and Keepsake Close, including alterations – see details set out on plan reference 1902021 11 Rev B and listed separately below;
- Approximately 8.7 hectares of public open space to include additional informal footpath routes, community orchard and wildlife pond;
- A bio-diversity net gain of 166.76% in habitat units, and a 98.06% gain in hedgerow units;
- Provision of equipped play space provision;
- Drainage Strategy including diversion of flood corridor.

3.3 The vehicular and pedestrian access works comprise are referenced on reference 1902021 11 Rev B at **Appendix 4**:

- Adjustment to the location of visitor parking bay on Cascade Way close to junction with Crondall Lane and alter line of footway to rear of parking bay;
- Setting visitor parking bay on northern side of Crondall Lane back;
- Reducing width of existing verge and hardstanding on the western side of Keepsake Close and Cascade Way
- Reducing width of existing path serving plot 49 on Keepsake Close;
- Replacing the existing verge on eastern side of Keepsake Close with a footway;
- Relocating visitor parking bay on the eastern side of Keepsake Close to the west of the access road;
- Providing a dropped kerb and tactile paving to aid crossing of northern



section of Keepsake Close.

- 3.4 The extent of the loss of the verges as a consequence of the necessary road widening are set out on plan references 1902021-SK03 and 1902021-SK04 in **Appendix 5**
- 3.5 The exact dwelling mix for the site will be addressed at subsequent reserved matters stages and determined against relevant development plan policies.

## 4. List of documents to be determined and the application process

### Pre-Application Engagement

- 4.1 In July 2022, the Appellant pursued formal pre-application engagement with Waverley Borough Council (ref. PRE/2022/00193), Historic England and Surrey County Council Highways.
- 4.2 A pre-application meeting was held with the Waverley Borough Council case officer, Ruth Dovey, on 13th October 2022. Waverley Borough Council issued formal written pre-application advice on 18th January 2023 (see **Appendix 6**).

### Planning Application Submission

- 4.3 The planning application was submitted on 10<sup>th</sup> June 2023 and included the following drawings, reports and technical assessments:

**Table 4.1** List of all plans, drawings and documents submitted with the application to the LPA on 10<sup>th</sup> June 2023

Plan/Document	Reference
Application Forms	PP-11766994
CIL Forms	05.06.2023
Cover Letter	09 June 2023
Planning Statement	June 2023
Statement of Community Involvement	June 2023
Design and Access Statement	June 2023
Housing Space Standards Statement	Section 4.11 of DAS
Location Plan	A2046_001 rev P4
Illustrative Masterplan	A2046_003 rev P7
Illustrative Masterplan - Full Site	A2046_005 rev P3
Parameters Plan - Full Site	A2046_004 rev P2
Parameters Plan	A2046_002 rev P4
Access Plan	Included in Masterplan
Parking Plan	Included in Masterplan
Drainage Strategy & Flood Risk Assessment	221533-DS-MN-KBL-01
WBC SuDS proforma	Within FRA

Heritage Statement	June 2023
Archaeological Report	June 2023
Tree Survey Schedule	10542 TS 01 Rev A
Arboricultural Impact Assessment	10542_AIA.001 rev A
Tree Constraints Plan	10542 TCP 01 Rev D
Air Quality Assessment	20221220_SRE rev A
Ecological Impact Assessment (including Surveys)	Issue 2
Preliminary Ecological Appraisal 2023 Update	Issue 2
Biodiversity Checklist	Issue 2
BNG Report	Issue 2
BNG Calculator 4.0	25.05.2023
Illustrative Landscape Masterplan	GLES3004_01
Landscape Strategy	June 2023 Rev C
Utilities Statement	June 2023
Open Space Assessment	Included in Landscape Strategy
Landscape and Visual Appraisal	June 2023
Verified Views Report	May 2023
Transport Assessment	2023-05-24
Swept Path Analysis Plans	Appendix D of Transport Assessment
Travel Plan	2023-05-24
Energy and Sustainability Statement	May 2023 v3
Climate Change and Sustainability Checklist	May 2023 v3 (Appendix B)
Agricultural Considerations Report	May 2023 v3 (Appendix B)

- 4.4 Revised information including the Parameters Plans, landscape details, ecology details, drainage details and swept path analysis, were submitted to Waverley Borough Council during the course of the application. The updated information is listed below, together with relevant references and submission dates. Those plans/reports that were not superseded are highlighted in yellow in Table 4.1 above.

Table 4.2: Application documents submitted during determination

Plan / Document	Reference	Submission Date
Drainage Strategy and Flood Risk Assessment	December 2023 / Issue 3	06 December 2023
Travel Plan	04/12/2023 - Final V2	05 December 2023
Transport Assessment	04/12/2023 - Final V2	05 December 2023
Drainage Strategy and Flood Risk Assessment	January 2024 / Rev C	09 January 2024
Drainage Strategy Addendum	221533-AD-RS-KBL-01 / February 2024	05 March 2024
Drainage Strategy Site Plan	21533_DS_01 rev C	05 March 2024
Parameters Plan	A2046_002	22 March 2024
Illustrative Masterplan	A2046_003	22 March 2024
Parameters Plan Full Site	A2046_004	22 March 2024
Illustrative Masterplan Full Site	A2046_005	22 March 2024
Arboricultural Impact Assessment	10542_AIA.001 rev B	22 March 2024
Biodiversity Metric 4.0 Calculation	March 2024	22 March 2024
Farnham BNG report	March 2024	22 March 2024
Illustrative Landscape Masterplan	GLES3004_01 rev 1	22 March 2024
Landscape and Visual Appraisal	March 2024	22 March 2024
Landscape Strategy	GLES3004 rev E	22 March 2024
Proposed Access Arrangements	1902021-11 rev D	22 March 2024
Swept Path Analysis Large Tipper	1902021-TK04 rev A	22 March 2024
Swept Path Analysis Refuse	1902021-TK01 rev C	22 March 2024
Tree Protection and Removal Plan	10542 TPP 01 rev A	22 March 2024

#### Application Determination

- 4.5 The application was recommended by the officers to be granted permission subject to the completion of a S106 agreement, as set out within a committee report to the Planning Committee on 10<sup>th</sup> July 2024 (see **Appendix 7**). A Committee Update Sheet from the case officer and a Committee Update Sheet from County Highways were also provided ahead of the committee meeting (see **Appendices 8 and 9**). Contrary to the officer's recommendation, the Planning Committee refused the application.
- 4.6 The decision notice was issued on 23rd August 2024. This is included at **Appendix 2**.

4.7 The reasons for refusal (RoR) listed in the decision notice are as follows:

*1. The site is outside the defined settlement and Farnham Neighbourhood Plan 2020 Built up Area Boundary and within the open countryside so it is contrary to Policy FNP10 of the Farnham Neighbourhood Plan 2020. The development proposed on an unallocated greenfield site would lead to an urbanising impact and the erosion of landscape character which would be significantly harmful to the intrinsic character and beauty of the countryside and would fail to satisfactorily enhance, conserve or protect the landscape character of the Area of Great Landscape Value and Area of High Landscape Value and Sensitivity. The proposed development would therefore also be contrary to Policies RE1 and RE3 of the Local Plan (Part 1) 2018 and the Farnham Design Statement (2010).*

*2. The proposed vehicular access to the site along Keepsake Close and Cascade Way would result in the reduction in the width of the grass verge, the removal of street trees and the resulting increased proximity of vehicle movements to dwelling. Overall, this would have a detrimental impact on the character and appearance of the area and residential amenity and adversely affect the quality of life of the residents of the Abbey View development. The proposal would therefore be contrary to Policy TD1 of the Local Plan (Part 1) 2018, Policies DM4 and DM5 of the Local Plan (Part 2) 2023, Policy FNP1 of the Farnham Neighbourhood Plan 2020 and the Farnham Design Statement 2010.*

*3. The applicant has failed to enter into a Section 106 Agreement to secure the provision of affordable housing, open space and highway contributions therefore failing to create a sustainable, inclusive and mixed community, contrary to the requirements of Policy AHN1 of the Local Plan (Part 1) 2018 and Waverley's Affordable Housing Supplementary Planning Document Update, March 2023.*

## 5. Relevant Planning Policy Context

- 5.1 This chapter summaries the national and local planning policies considered to be relevant to this Appeal.

### **Adopted Development Plan**

- 5.2 Section 70(2) of the Town and Country Planning Act 1990 provides that, in dealing with an application for planning permission, regard is to be had to the development plan so far as material to the application, local finance considerations and other material considerations.
- 5.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 5.4 At the time the decision was made, the Development Plan, so far as material to the application, comprised:
- Waverley Local Plan Part 1: Strategic Policies (LPP1) – adopted Feb 2018
  - Waverley Local Plan Part 2: Site Allocations and Development Management Policies (LLP2) – adopted March 2023
  - Farnham Neighbourhood Plan – ‘made’ 3rd April 2020
  - Saved Policy NRM6 of the South East Plan
- 5.5 Other material planning policy considerations include the Farnham Design Statement 2010, National Planning Policy Framework (the ‘NPPF’) and National Planning Practice Guidance (NPPG). At the time of determining the application the December 2023 version of the NPPF applied.
- 5.6 The Council’s decision notice references conflict with the following policies.

### Waverley Local Plan Part 1: Strategic Policies (LPP1)

- **Policy RE1: Countryside Beyond the Green Belt** states that the intrinsic character and beauty of the countryside will be recognised and safeguarded.
- **Policy RE3: Landscape Character** outlines that new development must respect and enhance the distinctive character of the landscape in which it is located. With regards to the Area of Strategic Visual Importance (ASVI), criteria iv of the policy states that the appearance of the ASVI will be maintained and enhanced and proposals for new development within the ASVI will be required to demonstrate that the development would not be inconsistent with this objective. With regard to the Area of Great Landscape Value (AGLV), criteria ii of the policy states that the AGLV will be retained as a buffer to the AONB until there is a review of the Surrey Hills AONB boundary. The protection of the AGLV is commensurate with its status as a local landscape designation.

- **Policy TD1: Townscape and Design'** states that new development must be of a high quality which responds to the distinctive local character of the area in which it is located. The policy also states development should promote a high-quality public realm including landscaping, works to streets and public spaces, and that schemes should maximise opportunities to improve the quality of life and health and well-being of current and future residents.

Waverley Local Plan Part 2: Site Allocations and Development Management Policies (LLP2)

- **Policy DM4: Quality Places through Design** outlines that all new development will be expected to be of a high-quality design. Schemes must consider local topography and views both from and to the site, the impact on neighbouring open spaces and their environment, and existing features of the site including trees, historic buildings, heritage assets, landscape form and views.
- **Policy DM5: Safeguarding Amenity** states new development should avoid harm to the amenity of future occupants and existing occupants of nearby land, buildings and residences including by way of overlooking, loss of daylight or sunlight, or overbearing appearance.

Farnham Neighbourhood Plan (FNP)

- **Policies FNP1: Design of New development and Conservation** states that new developments must be of a high-quality, respect natural contours of a site, protect and sensitively incorporates natural features, and not provide an unacceptable risk of flooding.
- **Policy FNP10: Protect and Enhance the Countryside** outlines priority will be given to protecting the countryside from inappropriate development. The policy outlines that development will only be permitted where it meets the set criteria.

Farnham Design Statement (FDS) (2010)

- 5.7 FDS (2010) was prepared by Farnham Town Council and adopted in 2010. RfR 1 and 2 refers to the FDS in relation to the urbanisation of the countryside and the erosion of landscape character of the Area of Great Landscape Value and Area of High Landscape Value and Sensitivity, as well as the impact on the character and appearance of the area and residential amenity.
- 5.8 The FDS includes a chapter on 'North-West Farnham' (pages 26 – 27). This outlines that 'North-West Farnham' covers "*West Street to Dippenhall to the west, including all roads off Crondall Lane and to the east it covers the land west of Folly Hill from Old Park Road to the Odiham Road*".
- 5.9 The FDS also refers to Crondall Lane, stating: "*The southern end of Crondall Lane, as it joins West Street, has a variety of buildings but the lane soon leads to open countryside and becomes semi-rural in feel. To the north-east of Crondall Lane lie Beavers Close and Beavers Road, both of which have open fields behind the houses on the northern side. These fields are protected but recent developments on the other side of the road have exacerbated parking problems in both roads.*"
- 5.10 The FDS also outlines 'Design Guidelines for North-West Farnham' which are set out below:
- Land subject to Policy RE3 of the Waverley Local Plan (2018) should retain its protected status and no development should be permitted, which harms its natural beauty.

- The rural nature of the Old Park, Dippenhall and Runwick areas should be preserved, and new development should be strictly controlled.
- Tree-lined roads should be protected and enhanced and spaces around existing dwellings should be reflected in new development.
- Mature gardens should be retained, to protect the green aspect of the streetscene along the roads, which run into open countryside.
- Building heights should reflect those of surrounding dwellings.
- Extensions should be carefully considered, to reflect the style of the original dwelling and to avoid having an adverse effect on the street-scene. Dormer windows should not harm the integrity of existing rooflines.

5.11 In addition, the following policies are also considered relevant to the determination of this appeal (although as they are not referred to in the decision notice, the LPA does not allege any conflict with them).

#### Waverley LLP1

- Policy ALH1 - The Amount and Location of Housing': Policy ALH1 of the outlines that the Council will provide at least 11,210 net additional homes in the period from 2013 to 2032, including 2,780 of these dwellings to be provided in Farnham
- Policy SP2: Spatial Strategy: Policy SP2 sets out Waverley's Spatial Strategy to 2032 which includes focusing development at the four main settlements (including Farnham).
- Policy ST1 – Sustainable Transport
- Policy ICS1 – Infrastructure and Community Facilities
- Policy HA1 – Protection of Heritage Assets
- Policy NE1 – Biodiversity and Geological Conservation
- Policy NE2 – Green and Blue Infrastructure
- Policy CC1 – Climate Change
- Policy CC2 – Sustainable Construction and Design
- Policy CC4 – Flood Risk Management
- Policy AHN1 – Affordable Housing on Development Sites

#### Waverley LLP2

- Policy DM1 – Environmental Implications of Development
- Policy DM2 – Energy Efficiency
- Policy DM6 – Public Realm
- Policy DM7 – Safer Places
- Policy DM9 – Accessibility and Transport



- Policy DM11 – Trees, Woodland, Hedgerows and Landscaping
  - Policy DM20 – Development Affecting Listed Buildings, and/or their Settings
  - Policy DM21 – Conservation Areas
  - Policy DM24 – Historic Landscapes and Gardens
  - Policy DM25 – Archaeology
  - Policy DM34 – Access to the Countryside Policy H5 – Affordable Housing
  - Policy FNP10 – Protect and Enhance the Countryside
  - Policy FNP13 – Protect and Enhance Biodiversity
  - Policy FNP27 – Public Open Space
  - Policy FNP30 – Transport impact of development
  - Policy FNP32 – Securing Infrastructure [The South East Plan \(2009\)](#)
- 5.12 Although the South East Plan was partially revoked on 25th March 2013, Policy NRM6, which deals with the Thames Basin Heaths Special Protection Area, remains in place. This sets out the principle of the protection of the Thames Basin Heaths SPA in the South East.
- 5.13 Saved Policy NRM6 concerns the need to protect the Thames Basin Heaths SPAs from the impacts of additional development and particularly an increased population. In this case, the application lies outside of the 400-metre exclusion zone, albeit within the 5km buffer zone. The full policy wording is listed in **Appendix 10**.

#### **Other material considerations**

##### **National Planning Policy Framework**

- 5.14 Whilst there are no direct references to the National Planning Policy Framework within the decision notice, the following paragraphs are considered relevant.
- 5.15 **Paragraph 7** sets out that the purpose of the planning system is to contribute to the achievement of sustainable development, including the provision of homes and supporting infrastructure in a sustainable manner.
- 5.16 **Paragraph 8** reiterates that the planning system has three overarching objectives:
- **An economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth
  - **A social objective** – to support strong, vibrant and healthy communities by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
  - **An environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment, including making effective use of land.
- 5.17 **Paragraph 10** states that at the heart of the framework is a presumption in favour of sustainable development

5.18 **Paragraph 11** sets out that, for decision-taking, this means:

- Approving development proposals that accord with an up-to-date development plan without delay; or
- Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
  - (i) The application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - (ii) Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

5.19 **Paragraph 14** confirms that in situations where the presumption (at paragraph 11d) applies to applications involving the provision of housing, the adverse impact of allowing development that conflicts with the neighbourhood plan is likely to significantly and demonstrably outweigh the benefits, provided the following apply:

- a) The neighbourhood plan became part of the development plan five years or less before the date on which the decision is made; and
- b) The neighbourhood plan contains policies and allocations to meet its identified housing requirement (see paragraphs 69-70)

5.20 **Paragraph 39** states that local planning authorities should “*approach decisions on proposed development in a positive and creative way... and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible*”.

5.21 **Paragraph 48** reiterates that “*planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible, and within statutory timescales unless a longer period has been agreed by the applicant in writing*”.

5.22 **Paragraph 61** emphasises the need to support the “Government’s objective of significantly boosting the supply of homes.” By making sure that “*a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. The overall aim should be to meet an area’s identified housing need, including with an appropriate mix of housing types for the local community*.”

5.23 **Paragraph 70** states “*Where it is not possible to provide a requirement figure for a neighbourhood area, the local planning authority should provide an indicative figure, if requested to do so by the neighbourhood planning body. This figure should take into account factors such as the latest evidence of local housing need, the population of the neighbourhood area and the most recently available planning strategy of the local planning authority*.”

- 5.24 **Paragraph 96** states that planning decisions should aim to achieve healthy, inclusion and safe places which *“are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of well-designed, clear and legible pedestrian and cycle routes, and high-quality public space, which encourage the active and continual use of public areas.”*
- 5.25 **Paragraph 110** states that *“the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.”*
- 5.26 **Paragraph 116** states *“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.”*
- 5.27 **Paragraph 124** states that planning decisions *“should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.”*
- 5.28 **Paragraph 125(c)** states that planning decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes.
- 5.29 **Paragraph 129** states that planning decisions should support development that makes efficient use of land taking into account:
- a. The identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
  - b. Local market conditions and viability;
  - c. The availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
  - d. The desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
  - e. The importance of securing well-designed, beautiful and healthy places.
- 5.30 **Paragraph 131** states that *“The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”*

5.31 **Paragraph 135** states that planning decisions should ensure developments:

- Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- Are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- Are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- Establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- Create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

5.32 **Paragraph 136** states:

- 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.

5.33 **Paragraph 139** states:

Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes. Conversely, significant weight should be given to:

- a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or
- b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

5.34 **Paragraph 180** sets out that planning policies and decisions should contribute to and enhance the natural environment by:

- Protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);
- 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;
- Maintaining the character of the undeveloped coast, while improving public access to it where appropriate;
- Minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures, and incorporating features that support priority or threatened species such as swifts, bats and hedgehogs;
- e) Preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and
- f) Remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

5.35 **Paragraph 188** goes on to state that plans should: distinguish between the hierarchy of international, national and locally designated sites; allocate land with the least environmental or amenity value, where consistent with other policies in this Framework; take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure; and plan for the enhancement of natural capital at a catchment or landscape scale across local authority boundaries.

5.36 **Paragraph 193** sets out that when determining applications, local planning authorities should apply the following principles:

- If significant harm to biodiversity 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; and
- Development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can secure measurable net gains for biodiversity or enhance public access to nature where this is appropriate.

#### **Emerging Policy Context**

5.37 **WBC latest Local Development** Scheme was published in December 2023 and covers the period 2023 – 2026 It sets out the following timetable for the preparation of the Plan:

- Evidence Gathering and early engagement November 2023 – June 2024

- Reg 18 consultation May – June 2025
  - Reg 19 consultation March – April 2026
  - Submission to Secretary of State September 2026
  - Adoption November 2027

5.38 The Appeal Site was submitted to the call for sites undertaken by the Council from 20 December 2023 to 31 March 2024, as part of the evidence gathering exercise.

## 6 Matters not in dispute

- 6.1 It is agreed that the tilted balance set out at para. 11d) of the NPPF applies in the absence of the Council being able to demonstrate a 5 year supply of housing sites.
- 6.2 In respect of paragraph 14 of the NPPF, it is agreed that sub-paragraph a) is relevant in that the FNP became part of the development plan less than five years ago. There is disagreement between the parties with regard to whether sub-paragraph b) applies, and therefore whether paragraph 14 applies and is capable of affecting the operation of para. 11d). There is also a disagreement as to what weight should be given to para. 14 (if any).
- 6.3 In addition to the matters set out above, this section sets out those matters that the Appellant and LPA are in agreement on.

### **Technical Considerations: Matters of Agreement**

- 6.4 It is common ground between the parties that based on the consultation responses received on the application, there are no reasons for refusal or matters for dispute on the following grounds:

#### ***Heritage***

- 6.5 There is no objection to the assessment of impact on heritage assets as set out within the Heritage Impact Assessment.
- 6.6 The Heritage Statement submitted with the application concluded that there was no harm to the significance of any heritage assets. The Council's Conservation officer concluded that there was a low level of less than substantial harm to the significance of the Town Centre Conservation Area, Farnham Castle (GI LB and SM), Farnham Park (RPG), The Grange (Grade I LB), the garden walls (Grade II\* LB) and the barn and boundary walls (Grade II LBs) and St Andrew's Church (Grade I LB). That perceived harm could be considered further and reduced at the reserved matters stage.
- 6.7 Notwithstanding the identification of that less than substantial harm, and the great weight and importance to be placed on the desirability of conserving the significance of these designated heritage assets, the Council's Conservation Officer concluded in respect of para. 208 of the NPPF that the public benefits of the proposed development outweighed that perceived harm. There is no RfR in terms of the perceived impact on the significance of built heritage assets.

#### ***Highway Access and Junction Capacity***

- 6.8 Notwithstanding the character, design and amenity considerations raised in RfR2, there is no highways related objection to the proposals in terms of the detailed access proposals, nor on highways capacity grounds, subject to planning conditions, S106 and S278 obligations.

#### ***Drainage***

- 6.9 There is no objection relating to the impact of the proposals on flood risk or drainage of the Appeal Site, subject to S106 obligations and planning conditions.

### ***Archaeology***

- 6.10 There is no objection relating to the impact of the proposals on archaeological grounds, subject to planning conditions.

### ***Rights of Way***

- 6.11 Visual and landscape considerations aside, there is no objection relating to the impact of the proposals on public rights of way, subject to planning conditions.

### ***Street Trees***

- 6.12 The existing street 'trees' that are located within the verge on the west side of Keepsake Close and Cascade Way have been planted post the completion of the Abbey View development and relatively recently. Whilst there are different views on the potential impact on the street trees, it is agreed that there is an opportunity to provide replacement trees if it is considered they would be adversely affected by the proposed road widening.
- 6.13 A tree replacement strategy is identified at **Appendix 11** together with a related technical note. Following a site meeting on 8<sup>th</sup> January, it is agreed that this would provide sufficient space for trees to establish within the verge and pits as necessary, and that a satisfactory solution to ensure the same number of street trees are provided. It is agreed that this can be conditioned accordingly.

### ***Ecology***

- 6.14 There is no objection relating to the impact of the proposals on ecological grounds, including impacts on the Thames Basin Heath Special Protection Area, subject to planning conditions and S106 obligations. The appellant reserved the right to argue that adverse impact can be satisfactorily mitigated by other means so as to avoid harm.

### ***Public Open Space/Play Space***

- 6.15 There is no objection to the proposals in terms of the provision of Public Open Space and Play Space, subject to planning conditions and S106 obligations

### ***Education***

- 6.16 There is no objection relating to the impact of the proposals on education provision.

### ***Waste Management***

- 6.17 There is no objection relating to the impact of the proposals on waste management.

### ***Recreation and Leisure***

- 6.18 There is no objection relating to the impact of the proposals on recreation and leisure infrastructure.

### ***Healthcare***

- 6.19 There is no objection relating to the impact of the proposals on healthcare provision.

### ***Crime prevention***

- 6.20 There is no objection relating to the impact of the proposals on crime.



### ***Affordable housing***

- 6.21 There is no objection to the provision of affordable housing. A Section 106 Agreement can be entered into to secure the delivery of a policy compliant 30% affordable housing. This will comprise up to 24 units on site and an appropriate 'top up' contribution to achieve the necessary 30% proportion.
- 6.22 The S106 agreement is well advanced and is being targeted for completion in advance of the Inquiry. A S278 agreement in respect of the off-site highway works is being progressed.
- 6.23 It is also agreed that Waverley has a significant affordable housing need and the provision of decent and affordable homes is one of the Council's 5 priorities set out in the Corporate Strategy 2024-28. The provision of 24 units makes a substantial contribution to meeting this need.

### ***Agricultural land***

- 6.24 Part of the Appeal Site comprises Best and Most Versatile agricultural land. It is agreed that there is no requirement in the NPPF to consider the availability of land of lower quality.

### ***Housing supply***

- 6.25 WBC latest published position is set out within the Five Year Housing Land Supply (5YHLS) Position Statement published in November 2024. This utilises a base date of 1<sup>st</sup> April 2024. The Position Statement concludes that WBC can demonstrate a maximum 2.68 years supply, based on the current NPPF guidance. This represents a shortfall of 1,730 dwellings. It is agreed that WBC cannot currently demonstrate a 5YHLS.
- 6.26 The Standard Method was updated in December 2024. Applying the Standard Method to Waverley this increases the requirement to is proposed for revision and is anticipated to be published in advance of the Inquiry. As proposed, this increases the requirement to 1,481 dwellings per annum. Using the WBC supply assumption of 1,998 dwellings, and applying a 5% buffer as required by NPPF paragraph this would equate to a 1.28 years supply.

### ***Historical Delivery***

- 6.27 The Waverley Borough Local Plan Part 1: Strategic Policies and Sites (LPP1) was adopted on 20<sup>th</sup> February 2018. Policy ALH1 of LPP1 makes provision for at least 11,210 net additional homes in the period 2013 to 2032, equivalent to 590 dwellings per annum.
- 6.28 As the Borough Council adopted its strategic policies over 5 years ago, it is agreed between the two parties that, in accordance with paragraph 78 of the National Planning Policy Framework (NPPF), the Council's Five Year Housing Land Supply Position from 20<sup>th</sup> Feb 2023 should be based on the Council's local housing need derived from the Government's standard methodology calculation. For ease of comparison, this has been taken from 1<sup>st</sup> April 2023. Waverley Borough calculate this, in its latest November 2024 Position Statement to be 750 dwellings per annum. However, this has been superseded by the publication of the updated Standard Method which requires 1,481 dwellings per annum.
- 6.29 Whilst it is agreed that Five Year Housing Land Supply should be calculated against local housing need, it is agreed that the LPP1 remains part of the statutory development plan for the Borough and so performance against the Council's housing requirement against Policy ALH1 (of 590 dwellings per annum) remains an important material

consideration.

6.30 The table below, Table 6.1, sets out the agreed position on delivery in the Borough in the plan period to date:

<b>Table 6.1 – Delivery in Waverley in the Plan Period to Date</b>				
Year	Requirement	Delivery	Shortfall/Surplus	Cumulative Shortfall/Surplus
2013/14	590	143	-447	-447
2014/15	590	242	-348	-795
2015/16	590	342	-248	-1,043
2016/17	590	321	-269	-1,312
2017/18	590	602	+12	-1,300
2018/19	590	475	-115	-1,415
2019/20	590	614	+24	-1,391
2020/21	590	695	+105	-1,286
2021/22	590	828	+238	-1,048
2022/23	590	965	+375	-673
2023/24	1481	741	-740	-1413
<b>TOTAL</b>	<b>7,381</b>	<b>5,968</b>		<b>-1413</b>

6.31 It is agreed that, in the plan period to date, 2013 to 2024, the Council has under-delivered by 1,413 homes.

***Landscape matters – See separate Landscape Statement of Common Ground.***

***Sustainability***

6.32 As detailed within Table 2.1 and Section 2 above, the Appeal Site is in a highly sustainable location with genuine opportunities to use alternative modes of transport to the private car.

6.33 The Appeal Site is located just over 10 minutes walking distance of a range of local shops, services, health and education facilities, including bus stops. These provide access to bus services which enable access to Farnham railway station and the surrounding area. Whilst the private car could be required for longer distances, future residents would not need to rely on a car to be able to live comfortably.

## 7 Matters in Dispute

- 7.1 The matters of dispute between the Appellant and the LPA are those set out within the Council's decision notice dated 23rd August 2024. A table considering the relevant benefits and disbenefits of the proposals, and both parties' weighting to each, is intended to be agreed in advance of the Inquiry and will be forwarded separately

### Reason for Refusal 1

- 7.2 The Council considers the proposal is in conflict with LPP1 Policy RE1 and RE3, and Neighbourhood Plan Policy FNP10 and therefore contrary to policies within the Development Plan. The Council consider significant weight should be afforded to this conflict notwithstanding that the latest published position is that it can only demonstrate a 2.68 years supply (reduced to 1.29 years supply based on the Standard Method 2024), and that the presumption in favour of sustainable development applies. In forming this view, the Council takes full account of the provisions of paragraph 14 of the NPPF including sub paras. a) and b) which are considered to apply.
- 7.3 The Appellant does not agree on the principle of development. The Appellant accepts that there is conflict with LPP1 Policy RE1 and RE3 and Neighbourhood Plan Policy FNP10, but will put forward evidence that the degree of this conflict is limited and that the proposal accords with other policies of the Development Plan.
- 7.4 Further to this, the Appellant considers that in the planning balance, and in the absence of the Council being able to demonstrate a five year supply of housing, the tilted balance applies.
- 7.5 The Council considers the proposal, almost entirely beyond the Built Up Area Boundary set out in the Neighbourhood Plan, would cause an urbanising impact and the erosion of landscape character which would be significantly harmful to the intrinsic character and beauty of the countryside and would fail to satisfactorily enhance, conserve or protect the landscape character of the Area of Strategic Visual Importance.
- 7.6 The Appellant does not agree that the proposals would result in a significantly harmful impact on the landscape and the intrinsic character and beauty of the countryside or the Area of Great Landscape Value and Area of High Landscape Value and Sensitivity. The parties have reached different judgements on the level of harm to landscape character and beauty of the countryside arising from the proposed development and the weight that should be applied to this harm in the planning balance. There is also disagreement with regard to the weight to be afforded to the conflict with the made Neighbourhood Plan, having regard to para. 14 of the NPPF. The respective position on weight to be afforded to Material Considerations is intended to be agreed before the Inquiry.
- 7.7 Further detail on the matters of dispute between the Appellant and the Council will be set out in the separate Landscape Statement of Common Ground (to be prepared).

### Reason for Refusal 2

- 7.8 The Council considers that as a consequence of the proposed access works that require a reduction in the width of the grass verge, the removal of street trees and the resulting increased proximity of vehicle movements to dwellings, that this would have a detrimental impact on the character and appearance of the area and residential amenity and adversely affect the quality of life of the residents of the Abbey View development. Accordingly the Council considers that the proposals will conflict with relevant

national and local design policies. The Council will set out its arguments in this regard in more detail in evidence.

- 7.9 The Appellant does not agree that the scale and extent of the highway works proposed cause detriment and harm to the character and appearance of the area or the amenity and quality of life of residents of Abbey View. The Appellant contends that the scale of the highway works is minor, the extent of additional traffic generation limited. It has been agreed that impacts on trees can be mitigated through conditions requiring suitable replacement or relocated species, as detailed in Appendix 11. The proposals would require the loss of the existing grass verge which is immediate adjacent to the front elevation of Numbers 16 and 18 Keepsake Close and creation of a new footpath in such close proximity would bring pedestrian movements within approximately 1m from the front windows of the 2 dwellings.

**Reason for Refusal 3**

- 7.10 The Council and the Appellant agree that provided that legal obligations secure the provision of affordable housing, open space and highway contributions, RfR can be resolved in advance of any Inquiry.

## 8 Conditions and Obligations

### Planning Conditions

- 8.1 The Appellant will seek to agree draft conditions with the Council in advance of the Inquiry .

### Planning Obligations

- 8.2 The following Heads of Terms are agreed, and it is agreed that both parties are working positively to ensure the Section 106 agreement can be agreed ahead of the appeal start:
- Affordable Housing Provision – 29% of the homes plus commuted sum top up to secure 30%;
  - Highways works between the site and the town centre to be secured by S278 agreement;
  - Reinstating faded yellow line markings on Crondall Lane.
  - Pedestrian crossing and bus stop improvements on West Street (as indicated in drawing 1902021-14).
  - Pedestrian crossing improvements on Falkner Road (as indicated on drawing 1902021-15).
  - Pedestrian crossing improvements on Long Garden Way and Lion and Lamb Way (as indicated on drawing 1902021-16).
  - Pedestrian crossing improvements on The Hart, at the junction with West Street.
  - £162,680 contribution towards highway infrastructure and sustainable transport improvements in Farnham Town Centre;
  - Securing open space and play space provision together with on-going management and maintenance;
  - Contribution of £6,150 towards the auditing of the Travel Plan; and
  - The provision of e-bikes for residents at a rate of 1 bike per dwelling together with a charging point
- 8.3 All necessary planning obligations can be secured by a S106 Agreement and will accord with the tests of section 122 of the Community Infrastructure Levy Regulations 2010 (as amended). The S106 Agreement will overcome Reason 3 of the Decision Notice.
- 8.4 A final draft Section 106 Agreement will be submitted ahead of the inquiry in line with the Planning Inspectorate's Procedural Guidance (Section 18.2.3).

## Appendix 1 – Site Location Plan A2046\_001 Rev P4



**PRELIMINARY ISSUE**

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REV	AMENDMENT	BY	CHECK	DATE
p4		IM	JT	27.04.23



0 25 50 75 100m  
SCALE 1:2500 @ A2

CLIENT  
Gleeson Land

PROJECT  
Old Park Lane,  
Farnham

TITLE  
Site Location Plan

**LytleAssociates**  
ARCHITECTS

THE FOUNTAIN HEAD QUARRY STREET GUILDFORD  
SURREY GU1 3UY 01483 301661  
LYTLE-ASSOCIATES.COM

DRAWING NUMBER REV  
**2046\_001** p4

## Appendix 2 – Decision Notice 23<sup>rd</sup> August 2024



Gleeson Land Limited

**Claire Upton-Brown**  
**Assistant Director of Planning Development**

Case Officer: Michael Eastham  
Tel. No: 01483523525  
Email: michael.eastham@waverley.gov.uk

23 August 2024

## **TOWN AND COUNTRY PLANNING ACT 1990 (as amended) – WA/2023/01467**

Waverley Borough Council as Local Planning Authority under the provisions of Part III of the Town and Country Planning Act 1990 (as amended), **DO HEREBY** signify their **REFUSAL** of planning permission for the development specified in the form of application deposited by you with the Council on 27/06/2023 and described in the First Schedule.

### **FIRST SCHEDULE**

Outline Application with all matters reserved except access for up to 83 dwellings (including 24 affordable) and public open space/country park, including related play space, community orchard, wildlife pond, internal access roads, footways/footpaths and drainage basins/corridor.

LAND CENTRED COORDINATES 483317 147157

OLD PARK LANE

FARNHAM

### **SECOND SCHEDULE**

The reasons for the decision of the Council to refuse permission for the development are:

1. The site is outside the defined settlement and Farnham Neighbourhood Plan 2020 Built up Area Boundary and within the open countryside so it is contrary to Policy FNP10 of the Farnham Neighbourhood Plan 2020. The development proposed on an unallocated greenfield site would lead to an urbanising impact and the erosion of landscape character which would be significantly harmful to the intrinsic character and beauty of the countryside and would fail to satisfactorily enhance, conserve or protect the landscape character of the Area of Great Landscape Value and Area of High Landscape Value and Sensitivity. The proposed development would therefore also be contrary to Policies RE1 and RE3 of the Local Plan (Part 1) 2018 and the Farnham Design Statement (2010).
2. The proposed vehicular access to the site along Keepsake Close and Cascade Way would

result in the reduction in the width of the grass verge, the removal of street trees and the resulting increased proximity of vehicle movements to dwelling. Overall, this would have a detrimental impact on the character and appearance of the area and residential amenity and adversely affect the quality of life of the residents of the Abbey View development. The proposal would therefore be contrary to Policy TD1 of the Local Plan (Part 1) 2018, Policies DM4 and DM5 of the Local Plan (Part 2) 2023, Policy FNP1 of the Farnham Neighbourhood Plan 2020 and the Farnham Design Statement 2010.

3. The applicant has failed to enter into a Section 106 Agreement to secure the provision of affordable housing, open space and highway contributions therefore failing to create a sustainable, inclusive and mixed community, contrary to the requirements of Policy AHN1 of the Local Plan (Part 1) 2018 and Waverley's Affordable Housing Supplementary Planning Document Update, March 2023.

#### **Informatives:**

1. 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, 2023.

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 2023.

Please see the following link which details your rights to appeal this decision:

<https://www.gov.uk/appeal-planning-decision>

WA/2023/01467

Yours faithfully



**Claire Upton-Brown**  
**Assistant Director of Planning Development**

## **Appendix 3 – EIA screening response 28<sup>th</sup> November 2023**

## Terri Stegmann

---

**From:** Alice Wells  
**Sent:** 03 October 2024 17:06  
**To:** Karen Barnes  
**Subject:** Fw: Old Park Lane, Farnham (WA/2023/01467)- Heads of Terms draft

---

**Alice Wells**  
Senior Consultant, EIA

## Turley

Office: 0113 386 3800

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**From:** Michael Eastham <Michael.Eastham@waverley.gov.uk>

**Sent:** Tuesday, November 28, 2023 4:33 PM

**To:** Simon Packer <[REDACTED]>

**Cc:** Sarah Hockin <[REDACTED]>

**Subject:** RE: Old Park Lane, Farnham (WA/2023/01467)- Heads of Terms draft

---

Hi Simon,

I hereby confirm that the further consultation response from the County Archaeologist suffices in confirming the screening opinion submission that the proposal does not constitute EIA development.

Kind regards,

Michael

## **Appendix 4 – Access Works Plan reference 1902021 11 Rev B**



Relocated visitors' parking bay

Existing verge to be reduced in width

Existing path serving plot 49 to be reduced in width

Relocate visitors' parking bay to accommodate footway

Existing verge to be replaced with footway

Possible link to public footpath



84 North Street  
 Guildford  
 Surrey  
 GU1 4AU  
 T: 01483 531 300

Golden Cross House  
 8 Duncannon Street  
 London  
 WC2N 4JF  
 T: 020 8065 5208

www.motion.co.uk

Project:  
 Old Park Lane, Farnham

Title:  
 Proposed Access Arrangement

Scale: 1:1,000 (@ A3)

Drawing: 1902021-11  
 Revision: B

## Appendix 5 Verge Loss Plan 1902021-SK03 and 1902021-SK04

Northern side of Cascade Way:  
 Linear length of affected verge = 58m (width to be reduced by 0.7m)  
 Total area of existing verge = 183m<sup>2</sup>  
 Total area of existing verge to be removed = 28.6m<sup>2</sup>



Existing verge = 21.3m<sup>2</sup>  
 Verge to be removed = 4.7m<sup>2</sup>

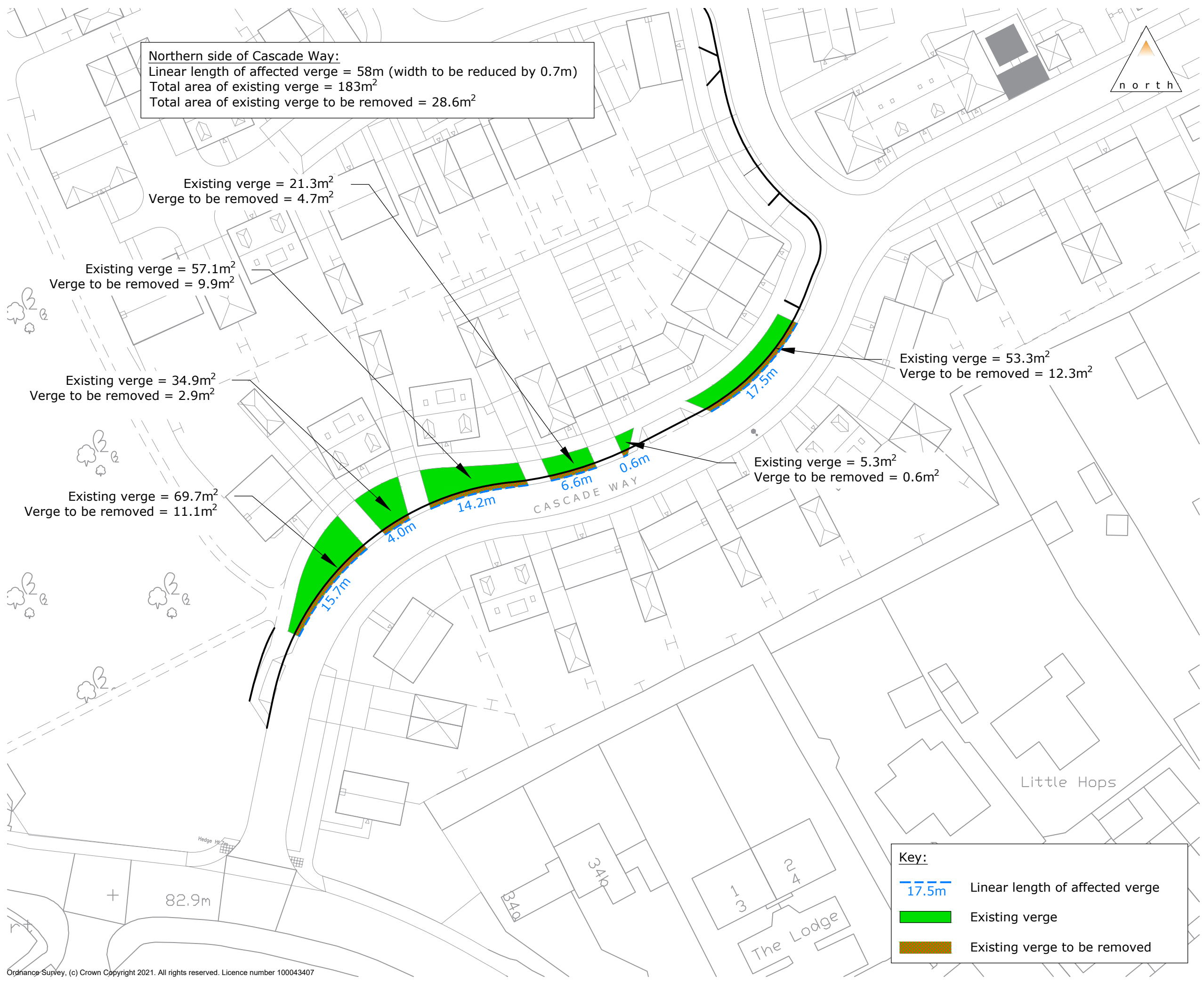
Existing verge = 57.1m<sup>2</sup>  
 Verge to be removed = 9.9m<sup>2</sup>

Existing verge = 34.9m<sup>2</sup>  
 Verge to be removed = 2.9m<sup>2</sup>

Existing verge = 69.7m<sup>2</sup>  
 Verge to be removed = 11.1m<sup>2</sup>

Existing verge = 53.3m<sup>2</sup>  
 Verge to be removed = 12.3m<sup>2</sup>

Existing verge = 5.3m<sup>2</sup>  
 Verge to be removed = 0.6m<sup>2</sup>



**Key:**

- 17.5m Linear length of affected verge
- Existing verge
- Existing verge to be removed



84 North Street  
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 Surrey  
 GU1 4AU  
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 London  
 WC2N 4JF  
 T: 020 8065 5208

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Project:  
 Old Park Lane, Farnham

Title:  
 Extent of Verge Alterations  
 on Cascade Way

Scale: 1:1,000 (@ A3)

Drawing:  
 1902021-SK03

Revision:

C:\Users\jsmith\Motion\StaffSite - Gifarn 1902021\Drawings\1902021-SK03, SK04.dwg



## **Appendix 6 pre-application advice dated 18th January 2023**

Gleeson Homes  
SIXTH FLOOR NORTH SUITE  
2 CHARLOTTE PLACE  
SOUTHAMPTON  
SO14 0TB

**Gilian Macinnes**  
**Executive Head of Planning Development**

When calling please ask for: Ruth Dovey  
Direct line: 01483523344  
Switchboard number: 01483 523333  
Email: [ruth.dovey@waverley.gov.uk](mailto:ruth.dovey@waverley.gov.uk)

18 January 2023

Dear Sir/Madam,

**Pre Application No:** PRE/2022/00193  
**Site Address:** LAND AT OLD PARK FARM  
OLD PARK LANE  
FARNHAM

**Proposal:** Residential Development for 50+ Dwellings

Thank you for your pre-application request in respect of the above site for the provision of approximately 83 dwellings located in the south west corner of the site along with the provision of an area of SANG land in the northern and eastern parts of the site.

This letter assesses the proposal against current Development Plan policies. There is no recent relevant planning history on the site that could be considered a material consideration in the assessment of this proposal.

#### General Constraints

Countryside Beyond the Green Belt/Outside the Built Up Area Boundary of Farnham  
Area of Strategic Visual Importance  
Thames Basin Heath 5km Buffer Zone  
Agricultural Land Grade 3  
Footpaths across site nos. 7, 181, 92 and 94  
TPO'd trees on southern boundary

#### Relevant Development Plan Policies and Guidance

The relevant policies to this pre-application response are:

Local Plan Part 1 (LPP1), Strategic policies and sites (adopted February 2018):  
RE1 Countryside beyond the Green Belt

RE3 Landscape Character  
TD1 Townscape and Design  
NE1 Biodiversity and Geological Conservation  
NE2 Green and Blue Infrastructure  
NE3 Thames Basin Heath Special Protection Area  
SP1 Presumption in Favour of Sustainable Development  
SP2 Spatial Strategy  
ICS1 Infrastructure and Community Facilities  
AHN1 Affordable Housing on Development Sites  
AHN3 Housing Types and Size  
ALH1 The Amount and Location of Housing  
ST1 Sustainable Transport  
CC1 Climate Change  
CC2 Sustainable Construction  
CC3 Renewable Energy Development  
CC4 Flood Risk Management  
HA1 Protection of Heritage Assets

Farnham Neighbourhood Plan 2013-2032 (FNP):

FNP1 Design of New Development and Conservation  
FNP10 Protect and Enhance the Countryside  
FNP11 Preventing Coalescence between Farnham, Aldershot; Badshot Lea and Weybourne;  
Rowledge and Wrecclesham; Rowledge and Boundstone; and Rowledge and  
Frensham  
FNP12 Thames Basin Heath Special Protection Area (SPA)  
FNP13 Protect and Enhance Biodiversity  
FNP14 Housing Site Allocations  
FNP15 Small Scale Dwellings  
FNP27 Public Open Space  
FNP30 Transport Impact of Development  
FNP31 Water and Sewage Infrastructure Capacity  
FNP23 Securing Infrastructure

Local Plan 2002 (LP2002) (retained policies February 2018):

Policy C7 Trees, Woodlands and Hedgerows  
Policy D1 Environmental Implications of Development  
Policy D2 Compatibility of Uses  
Policy D4 Design and Layout  
Policy D6 Tree Controls  
Policy D7 Trees, Hedgerows and Development  
Policy D8 Crime Prevention  
Policy D9 Accessibility  
Policy HE15 Unidentified Archaeological Sites

Policy RD9 Agricultural Land  
Policy M5 Provision for Cyclists  
Policy M7 Footpaths and Cycleways  
Policy M9 Provision for People with Disabilities and Mobility Problems  
Policy LT11 Walking, Cycling and Horseriding

South East Plan (saved policy NMR6).

In accordance with the National Planning Policy Framework (NPPF) due weight has been given to the relevant Policies of the above plans.

The Local Plan Part 2 (LPP2) is currently out to consultation on its main modifications following the examination in public. Given the stage of preparation, various degrees of weight can be given to difference policies within this plan, dependent on the nature of any changes proposed that are currently being consulted on and the responses received.

The relevant policies are:

DM1	Environmental Implications of Development
DM2	Energy Efficiency
DM3	Water Supply and Waste Water Infrastructure
DM4	Quality Places through Design
DM5	Safeguarding Amenity
DM6	Public Realm
DM7	Safer Places
DM8	Comprehensive Development
DM9	Accessibility and transport
DM11	Trees, Woodland, Hedgerows and Landscaping
DM15	Development in rural areas
DM20	Development affecting listed buildings and/or their settings
DM25	Archaeology
DM34	Access to the Countryside
DM36	Self-build and Custom Housebuilding

The relevant guidance documents to this pre-application response:

- The National Planning Policy Framework 2021 (NPPF)
- The National Planning Practice Guidance 2014 (NPPG)
- National Design Statement (2019)
- Residential Extensions Supplementary Planning Document 2010 (SPD)
- Council's Parking Guidelines (2013)
- Surrey Vehicular and Cycle Parking Guidance (2018)
- Farnham Design Statement (2010)

Relevant Consultations

We would consult the following consultees of any application:

Natural England  
Surrey Wildlife Trust  
County Highway Authority  
Lead Local Flood Authority  
Surrey Archaeology Officer  
Relevant water authority  
Environmental Health  
Waverley's Heritage Officer  
Waverley's Urban Design Officer  
Waverley's Housing Enabling Team (affordable housing)

### Planning Considerations

#### Principle of development

The development sits adjacent to but outside of the settlement boundary of Farnham. It is not an allocated site in the Development Plan (either the Local Plan Part 1, the Farnham Neighbourhood Plan, or the Local Plan Part 2).

Whilst it is acknowledged that the site is in a sustainable location (given its proximity to the settlement boundary and Farnham Town Centre) the provision of a sizeable residential development on this greenfield site is considered to have a harmful impact on the intrinsic character and beauty of the countryside, contrary to Policy FNP10 and FNP11 of the FNP, Policy RE1 of the LPP1 and Policy DM15 of LPP2 with particular regard to limb (b) of this policy.

The site is also within an Area of Strategic Visual Importance, a designation that is intended to ensure that the role of land within these areas in terms of establishing the character of the locality and preventing coalescence between developed areas is protected. The proposed development does not accord with the aims and objectives of this policy designation, contrary to Policy RE3 of the Local Plan Part 1.

#### Loss of agricultural land

The land is designated as Grade 3 agricultural land. Policy RD9 of LP2002 states that development will not be permitted which would result in the loss of or alienation of the best and most versatile agricultural land unless there is a strong case for development on a particular site which overrides the need to protect such land. On all grades of agricultural land, development will not be permitted which would result in the fragmentation of agricultural or horticultural holdings so as to seriously undermine the economic viability of the remaining holding.

Policy DM15 of Draft LPP2 is also relevant. This policy recognises 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 loss of agricultural land would need to be addressed in any planning submission.

### Impact on the landscape and other visual impacts

Policies TD1, RE1, RE3 of LPP1, Policies FNP1, FNP10 and FNP11 of the FNP, Policies D1 and D4 of LP2002 and Policy DM15 of LPP2 are all relevant to design, landscape and visual impact considerations.

The site comprises a greenfield site that forms part of an undulating landscape. The change in levels along the southern site boundary coupled with the mature trees lining it means that there is a strong delineation between the settlement and the land beyond it of which this site forms a part. The development of this site for a large residential scheme would have harmful landscape impacts given this context and the markedly contrasting rural feel that the site, distinct from the developed area to the south.

The Council recognises that the development has been designed so that the houses are located on the lowest part of the site, adjacent to the settlement edge and that this therefore reduces the impact of the development to some degree. It is also acknowledged that single storey dwellings are proposed at the western end in order to reduce impacts on key views. However, this does not overcome the harm that has been identified. The proposed development would be contrary to Policies FNP10, FNP11 of the FP and Policies RE1 and RE3 of the LPP1.

Putting the principle of the development aside, and having regard to the details of the scheme, the Council considers that 83 units as shown on the indicative masterplan could be provided without resulting in a cramped and crowded appearance with a density of development that would not be out of keeping with other development in the area. However, there is a potential issue with the location of some housing in the eastern section of the site that would mask views of the Grade I Listed Church of St Andrews behind. This is likely to have implications for the number of units that could be achieved. This matter is covered in more detail in the heritage section of this pre-application response letter.

In terms of the overall layout, this could potentially be considered acceptable. With regard to playspace, it should be noted that both a LEAP and LAP should be provided. The plan indicates an area of play space but it is not clear whether this would consist of both a LEAP and a LAP. The play area could also be positioned more centrally into the scheme so that it is better integrated and there is a greater level of surveillance. Playspace should not be located within the SANG land.

### Impact on trees

There is a group of TPO'd trees on the southern boundary of the site. The parameters plan indicates that these trees would be retained. Any development (including roads) would need to be a sufficient distance away to ensure no harm to these trees. An Arboricultural Impact Assessment

would be required as part of any application submission. Emerging policy DM11 is pertinent in this respect.

### Impact on heritage assets

Policy HA1 of the Local Plan Part 1, retained Policies HE3 and HE8 of the Local Plan 2002, Policies FNP1 and FNP2 of the Farnham Neighbourhood Plan and DM20 of the Draft Local Plan Part 2 are relevant in considering the impact of the proposal in designated heritage assets.

Farnham Park (Grade II Listed Historic Park and Garden), Farnham Castle (Scheduled Ancient Monument and Grade I Listed Building) and Farnham Town Centre Conservation Area are all within the vicinity of the site.

I have consulted with the Council's Conservation Officer who has advised that the scheme is unlikely to be visible from the conservation area, the Scheduled Monument and listed buildings of Farnham Castle, or the registered park and garden. Therefore, no harm to these heritage assets has been identified as a result of the pre-application proposals.

However, the Grade I Listed Church of St Andrew is one of the key focal points of the town. This includes from the application site when walking along public footpath 94 (due to the rolling topography it is only at certain points rather than a long the whole path). The current proposals show that this would be obscured (viewpoint 1b page 7 & 8 of verified views), with the development becoming the prominent element. Therefore, less than substantial harm to the heritage asset would be identified. It is recommended that any submission includes a revised parameters plan to ensure this view is protected, which would help mitigate any harm.

Any application should be accompanied by a Heritage Statement setting out the significance of the heritage assets potentially affected and the impact of the proposed development on these.

### Impact on residential amenity

The Council is of the view that development of this site could be achieved in the manner proposed without harming neighbouring residential amenity by way of loss of light, outlook or privacy.

### Housing Mix

No details of the housing mix has been provided. However, the Council would expect a good range of housing types and sizes to be proposed. Policy AHN3 of LPP1 is relevant in this respect. I would suggest that you review West Surrey Strategic Housing Market Assessment. This includes the following table in relation to need for Waverley and the expectations for housing mix on development sites:

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

It is also worth noting Policy FNP15 of the FNP which states that proposals for residential dwellings on larger sites will be permitted if they incorporate an element of 1 or 2 bedroom dwellings, subject to other policies in the plan.

### Affordable Housing

You have advised that the proposal would provide 30% affordable housing which would accord with Policy AHN1 of LPP1. Our Housing Enabling Team has reviewed the proposals and there comments are reflected below.

25 of the 83 homes on site are proposed as affordable, which equates to 30% and meets the level of affordable housing required under AHN1. However the affordability of these homes (tenure / bed size) will also need to be a strong consideration, in terms of how closely they will meet local housing need and maintain their affordability in response to rises in the cost of living.

We recommend the following mix in terms of our latest evidence source, with is the [Waverley Housing Affordability Study 2021](#). The tenure and bed size mix should be secured in the s.106 agreement.

### **Recommended affordable tenure mix**

	<b>First Homes</b>	<b>Shared ownership</b>	<b>Social rent</b>	<b>TOTAL</b>
<b>1 bed</b>	6	0	2	8
<b>2 bed</b>	0	4	6	10
<b>3 bed</b>	0	0	5	5
<b>4 bed</b>	0	0	2	2
<b>TOTAL</b>	6	4	15	25

The overwhelming need in Waverley is for rented accommodation to meet the needs of our lowest income households. Our priority for rented housing is for social rents as reflected in our [Affordable Homes Delivery Strategy 2022-25: Build More, Build Better, Build for Life](#) , under Action BB2 which states ‘delivery of social rent is considered first, in preferences to Affordable Rent on all planning applications requiring affordable housing.’ Therefore, we have recommend the provision of social rather than affordable rents. Social rent is the most affordable tenure of all, equivalent to around 55% of the local market rent, and there is a pressing need to deliver this tenure to meet the needs of Waverley’s 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. On this site, this equates to 6 First Homes and 4 shared ownership properties which exceeds the NPPF requirement for 8.3 homes for affordable home ownership (total of 10 affordable ownership properties.)

A First Home is a discounted market sale product sold at a 30% discount and the sale price after discount must be no higher than £250k. In practice, due to high property prices in Waverley, this means that First Homes will be 1-beds and possibly 2-beds.

Whilst the affordable homes would be allocated to households in housing need from across the borough and there would be no policy requirement to restrict the homes to households from



Farnham, it is important to take into account the [Farnham Neighbourhood Plan](#) which covers the site. The Neighbourhood Plan is a material consideration in planning decisions.

The affordable housing should be owned and managed by a housing association or the Council (with nomination rights secured via a nomination agreement if delivered by a housing association). Were the development to be acceptable, we would encourage you to engage with affordable housing providers and to look to partner with a provider at an early stage so that they can feed into discussions on rent levels, design and future management.

The affordable housing should be in clusters around the site rather than concentrated in one particular area. Affordable homes should be indistinguishable from the market housing in terms of external appearance, in order to promote a tenure neutral environment. Our adopted [Affordable Housing SPD](#) states that *Locating affordable housing at the end of a cul-de-sac should be avoided where possible. Affordable homes should face private market units as neighbours, in order to promote an inclusive, sustainable community* (para 70).

Affordable homes in Waverley should meet the [Nationally Described Space Standard](#) (NDSS). In line with Waverley's [Allocation Scheme](#), to make best use of affordable housing stock, our expectation is that 2-bed units should accommodate 4 people, although 2b/3p homes are acceptable for affordable home ownership.

Affordable homes should meet the M4(2) building regs for accessibility as set out in Local Plan policy AHN3. Policy AHN3 of Local Plan Part 1 states that *"the Council will require the provision on new developments to meet building regulations M4 (2); accessible and adaptable dwellings to meet the needs of older people and those with disabilities"* so we are checking this for all applications. All affordable homes should have private outside amenity space wherever possible and the same level of parking provision should be made for the affordable housing as for the private market housing on the site and should meet the [WBC Parking Guidelines](#)

<b>Unit type proposed</b>	<b>Gross Internal Floor area to meet NDSS</b>
1-bed flat	50sqm (1b2p)
2-bed house	79sqm (2b4p)
3-bed house (2 storeys)	102sqm (3b6p) if rented; if shared ownership, 93sqm is acceptable
4-bed house (3 storeys)	112sqm (4b6p); 121sqm (4b7p); to 130sqm (4b8p)

#### Quality of accommodation

The indicative layout plan indicates that a layout for 83 units can be provided whilst ensuring a sufficient standard of accommodation. Although you are intending to submit an outline application with all matters reserved except for access, it is useful for you to be aware that all residential units proposed would need to accord with the Nationally Described Space Standards. In addition to this, emerging Policy DM5 of the Local Plan Part 2 sets out the levels of external amenity space that should be provided for each dwelling.

#### Effect on the Thames Basin Heath SPA

The development is located within 5km of the Thames Basin Heath SPA and therefore mitigation to ensure that the proposal does not give rise to significant effects.

You have advised that you intend to provide SANG land in association with the development in order to mitigate any impacts on the SPA. The Council would be guided by Natural England as to whether the proposed SANG land would be acceptable and I would strongly suggest that you seek their input before submitting a planning application. The Ecological Technical Note that you have submitted references appendix 2 of the Thames Basin Heath Avoidance Strategy 2016 that sets out site quality criteria for individual SANG. [Thames Basin Heaths SPA Avoidance Strategy 2021 \(waverley.gov.uk\)](http://www.waverley.gov.uk)

You also asked in our pre-application meeting for details of the capacity of Farnham Park which acts as a SANG. I have provided a link to our website that gives you the most up to date capacity figures [Waverley Borough Council - Thames Basin Heath SPA](http://www.waverley.gov.uk).

Although not set out in our pre-application submission, you also asked about the possibility of changing the use of the public open space provided as part of the neighbouring housing development off Crondall Lane to SANG land. I have presumed that this would be in addition to the SANG land that is shown in your pre-application submission. In planning terms, the principle of creating this piece of land as SANG may be possible. However, this would be subject to detailed input from Natural England for confirmation that it meets their criteria for SANG. There would also need to be a comprehensive management plan for this parcel of land and the area of SANG outlined in your submission.

#### Biodiversity and compliance with Habitat Regulations 2010

Policy NE1 of the Local Plan 2018 (Part 1) 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.

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.'

A Biodiversity Checklist is required to be submitted as part of any forthcoming application and is available on the following link:

[http://www.waverley.gov.uk/downloads/file/3567/biodiversity\\_checklist](http://www.waverley.gov.uk/downloads/file/3567/biodiversity_checklist).

If the checklist identifies important habitats or the reasonable likelihood of any protected species being affected by the development then survey details and details of any mitigation/enhancement measures must be included with the application. The Natural England website contains helpful information in respect of this matter.

We note the Ecological Technical Note that has been submitted with the pre-application. You have advised that the existing baseline habitat presents relatively poor quality and that there is scope for significant biodiversity enhancement. You have set out that the development proposal would result in on-site biodiversity net gain of at least 10% through the creation of wildflower habitats, a new pond, scrub habitats, tree planting, new hedgerows, and trees lines as well as the creation of high distinctiveness habitats, such as an orchard. The Council would welcome any biodiversity

enhancements and any net gain that can be achieved in this respect. Any planning application should be accompanied by appropriate ecology reports. The Council would consult Surrey Wildlife Trust on any application submission.

### Flood Risk and SUDS

The site is located in Flood Zone 1 and therefore the principle of development in respect of fluvial flood risk is acceptable.

An initial check of the EA website suggests that the site is not at risk of surface water flooding, however, I suggest that you check this and ensure that this is addressed in the flood risk assessment accompanying any application submission. The flood risk assessment also needs to provide a comprehensive commentary of groundwater flooding. There is significant local concern regarding surface water and groundwater flooding and therefore it is very important that these matters are adequately addressed.

You are also proposing to re-locate the flood corridor to the south west corner of the site to facilitate a coherent development. SUDS should be address in the Flood Risk Assessment submitted with any application. The Council would then consult the Lead Local Flood Authority of the application for their comment.

### Highways, car parking and pedestrian access

The proposal indicates that the proposed new access would be provided by extending Keepsake Close to the south of the site. You have also advised that pedestrian access will also be provided in this location with further connections to public rights of way which pass through the site.

The site is considered to be in a sustainable location, located adjacent to the Farnham Built Up Area Boundary and relatively close to the shops and facilities in Farnham Town Centre. With regard to trip generation arising from the development and its impact on the road network and highway safety issues, the Council would consult the County Highway Authority during the course of any application submission. I would strongly suggest that you liaise with the County Highway Authority as part of the pre-application process for their views.

With regard to car parking provision, any scheme design should have regard to Surrey County Council's Vehicular, electric vehicle and cycle parking guidance for new developments [Vehicular, electric vehicle and cycle parking guidance for new developments - Surrey County Council \(surreycc.gov.uk\)](#) and also Waverley Borough Council's car parking guidelines October 2013 [Waverley Parking Guidelines - October 2013](#).

A review of the layout plan that you have provided suggests that a scheme for 83 units could be provided that would also provide a sufficient level of car parking, in accordance with the standards (notwithstanding previous comments that the number of units may need to be reduced due to heritage concerns). Every house should be provided with 1 fast charge socket.

Footpath no. 7 runs across the site running to the north wester corner. Footpath 92 is located in the eastern part of the site running up to Old Park Lane, and Footpath 94 runs east/west across

the top of the site. There are other footpaths around the site. The illustrative plans show these footpaths being retained with footpaths 7, 92 and 94 becoming pedestrian and cycle access to the site and the proposed SANG. It is also proposed to provide a new footpath along the southern boundary of the site. The Council would consult the County Council Rights of Way Officer regarding the proposals for their comment.

### Energy and Sustainability

Alongside energy and sustainability policies in the Local Plan Parts 1 and 2, the Council has also recently published a Climate Change and Sustainability SPD. Any application would need to be accompanied by an Energy and Sustainability Report which sets out the relevant measures that will be incorporated into the development that accord with the requirements of this SPD. You are also required to complete a Climate Change and Sustainability SPD checklist. Links to the SPD and the checklist are provided below:

[Waverley Borough Council - SPD\(1\)](#)

[Climate Change and Sustainability Checklist Householder, Adverts and Minor Shopfronts and Fenestration Applications \(waverley.gov.uk\)](#)

### Community Infrastructure Levy and S106 agreement

Please be advised that the Waverley Borough Council CIL Charging Schedule came into effect from 1 March 2019; planning applications determined on or after this date may be liable to pay CIL.

You would therefore be liable to CIL charges for any new floor area created (new dwellings) / (extensions) for extensions with an internal floor area above 100sqm.

The Council provides an online calculator which can give an indication of the CIL charge payable on a CIL liable development.

For further information please view the Council's CIL webpages ([www.waverley.gov.uk/CIL](http://www.waverley.gov.uk/CIL)) or contact: [CIL@waverley.gov.uk](mailto:CIL@waverley.gov.uk).

The following matters would be included in any S106 agreement in relation to any forthcoming outline application:

- 30% affordable housing, along with mix and tenure agreed.
- SUDS and open space maintenance and management plan
- SANG management plan

This list is not exhaustive and there may be other matters that are considered necessary to be included once a full assessment of the application has been undertaken. Various consultees may have S106 requirements which we would be advised of during the application process.

### Five year housing land supply and the planning balance

The Council published its latest Five Year Housing Land Supply Position Statement, with a base date of 1 April 2022 in November 2022 which calculates the Council's current supply at 4.9 years' worth. As the Council cannot presently demonstrate a five year housing land supply, paragraph 11(d) of the NPPF 2021 is engaged via footnote 7. It is recognised that, as the Farnham Neighbourhood Plan is more than 2 years old, paragraph 14 does not apply. However, it should be noted that the Council allocates sufficient sites for housing within Policy FNP14.

The Council acknowledges that the development would provide a number of benefits such as the provision of market and affordable housing units, a bespoke SANG in association with the development, a 10% biodiversity net gain. It is also recognised that the development will bring with it short and long term economic benefits. However, there is harm arising to the landscape and to the setting of the Grade I Listed Church of St Andrews. The harm to the setting of this listed building means that the tilted balance is not engaged as the policies in the NPPF relating to heritage indicate there is clear reason for refusal on these grounds. On a flat planning balance, the harm arising from the proposal would not outweigh the benefits. Should the tilted balance be found to apply, it is considered that the harms identified would significantly and demonstrably outweigh the benefits.

### Conclusion

It is my informal opinion that on the basis of the information provided, planning officers would not be able to support these proposals.

Yours sincerely,

Chris French  
Development Lead, Development Management

Thank you for using Waverley's pre application advice service. We hope you found the response useful in developing your proposal.

Your proposal may require approval from the Building Control team. Building Control is a statutory requirement in addition to planning which ensures the project complies with the Building Regulations. This requirement is designed to ensure that your building is structurally sound; safe; energy and water efficient and secure. Waverley Borough Council Building Control Service offers a professional, approachable, independent and impartial service for Plan Checking and Building Site Inspection. We are also available to offer advice, guidance and solutions throughout the design and build stage from inception to completion. Please contact us when you feel the time is right to discuss your project in more detail on the Building Control direct line 01483 523323 or by email to [buildingcontrol@waverley.gov.uk](mailto:buildingcontrol@waverley.gov.uk).

## Submission of planning application

Further advice on submitting an application can be found on the Council's website at [www.waverley.gov.uk](http://www.waverley.gov.uk), including relevant one-app forms, fee schedule and national and local requirements for validation. I have reviewed the list of documents that you intend to submit with any planning application. There are a number of documents that are not on the list that would need to be submitted, as follows:

- Archaeology report
- Heritage statement
- Landscape and Visual Impact Assessment
- Ecology report that includes details of SANG land
- Statement addressing loss of agricultural land

I trust the advice in this letter will be helpful guidance to you in processing your proposals. Nevertheless, I must confirm that the advice given in this letter forms my own personal professional opinion and will not prejudice the formal determination of any forthcoming planning application by the Council.

You may in addition to this advice find it useful to discuss your proposal with Surrey County Council Highway Engineers for any proposal involving: a new or altered access, intensification of use of an existing access or any works to the highway. For further information contact 03456 009009. Please be aware that the County will charge separately for pre application advice.

Please note: If the red line boundary involves creation or alterations to access of the site across land which is not in the same ownership as the main site, please ensure that the correct ownership certificate is signed on the application form, and that notice is served on all owners of the land.

## **Appendix 7 – Committee Report to Planning Committee 10th July 2024**

**WA/2023/01467 – Outline application with all matters reserved except access for up to 83 dwellings (including 24 affordable) and public open space/country park, including related play space, community orchard, wildlife pond, internal access roads, footways/footpaths and drainage basins/corridor at LAND CENTRED COORDINATES 483317 147157. OLD PARK LANE, FARNHAM**

Applicant: Gleeson Land Limited  
Parish: Farnham CP  
Ward: Farnham North West  
Grid Reference: E: 483317  
N: 147157

Case Officer: Michael Eastham  
Neighbour Notification Expiry Date: 24/02/2023  
Extended Expiry Date: 26/07/2024

**RECOMMENDATION**

That delegated authority is granted to the Executive Head of Planning to grant planning permission and make minor amendments to the wording of conditions subject to the applicant entering into an appropriate Section 106 Agreement for securing the provision of affordable housing including a commuted sum, securing open space and play space provision and off-site highway works to enhance pedestrian connectivity with the town centre and subject to conditions, permission be **GRANTED**

Site Description

The site, measuring 11.9 hectares in area, is a roughly rectangular-shaped area comprising four large, irregularly shaped fields, bisected by two public rights of way. The site generally slopes to the north. Access to the site is via a narrow access track off Old Park Lane which is also identified as a public footpath. The site is located to the north of the University for the Creative Arts and residential properties on Keepsake Close and Ribston Road, and south of Old Park Lane. The site is located close to Farnham town centre.

Proposal

Outline permission is sought for erection of up to 83 dwellings, including affordable homes and public open space, with access only to be determined at this stage, with all other matters reserved. Access to the site would be achieved at the southern boundary of the site by extending Keepsake Close, which forms part of the wider Abbey Way development.

Keepsake Close is a 4.8-metre-wide residential cul-de-sac leading south from the proposed site access. This connects with Cascade Way, which is 4.8 metres in width and forms a priority junction with Crondall Lane to the south. Pedestrian access would also be provided from Keepsake Close, with further connections to the public rights of way (PROWs) which pass through the site.



## Relevant Planning History

NMA/2020/0089 – Amendment to WA/2016/2455 for an extension of working hours for Saturday to be the same as those hours between Monday and Friday; which will run up to the 13<sup>th</sup> May 2021. Land at Crondall Lane, Farnham. NMA allowed on 20<sup>th</sup> October 2023.

NMA/2019/0179 – Amendment to WA/2016/2455 for varying a condition with regards to the Play Area, Land at Crondall Lane, Farnham. NMA refused on 22<sup>nd</sup> September 2021.

WA/2019/0940 – Application under S73 to vary Condition 10 of WA/2016/2455 (pre-occupation condition of provision of open and ready to use play areas) to allow the provision of play areas open and available for use prior to the occupation of 50% of the dwellings. Land at Crondall Lane, Farnham. Invalid.

WA/2016/2455 – Approval of reserved matters (appearance, landscaping, layout and scale) following the outline approval of WA/2014/1565 for the erection of 120 new dwellings with associated access, public open space and landscaping. (As amended by plans and documents received 12/02/2018 and 06/03/2108). Land at Crondall Lane, Farnham. Granted on 18<sup>th</sup> July 2018.

WA/2017/0067 – Change of use of land to Public Open Space along with associated landscaping and access. Land at Crondall Lane, Farnham. Granted 20<sup>th</sup> April 2017.

WA/2014/1565 – Outline application for the erection of up to 120 dwellings together with associated access, parking, public open space and landscaping (as amended by additional information received 17/11/2014 and 04/02/2015 and 19/03/2015 and amplified by email dated 20/03/2015). Land at Crondall Lane, Farnham. Granted on 11<sup>th</sup> September 2015.

SO/2014/0020 – Request for Screening Opinion for a development of up to 120 dwellings with associated access, parking, public open space and landscaping. Land at Crondall Lane, Farnham. Screening Opinion given: EIA not required 16<sup>th</sup> September 2014.

## Relevant Planning Constraints

- Countryside beyond the Green Belt
- Area of Strategic Visual Importance
- Adjacent to the Area of Great Landscape Value
- Sites and Areas of High Archaeological Potential (scattered Roman remains)
- Thames Basin Heaths Special Protection Area (SPA) 5km Buffer Zone
- Ancient Woodland 500m Buffer Zone (Farnham Old Park)
- Grade 3 Agricultural Land
- Potentially contaminated land
- Special Advertisement Control Area
- SHLAA sites: Land off Crondall Lane & Park Farm, Farnham
- Footpath FP5, FP6, FP7, FP87, FP92, FP94 & FP300
- Tree Preservation Order (TPO 14/22)
- Air Quality Management Area (AQMA) buffer zone

## Development Plan Policies and Guidance

**Local Plan (Part 1) 2018: Strategic Policies and Sites** – Policies SP1, SP2, ST1, TD1, RE1, RE3, ICS1, ALH1, AHN1, AHN3, LRC1, LH1, CC1, CC2, CC4, SS2, NE1, NE2, NE3.

**Local Plan (Part 2) 2023: Site Allocations and Development Management Policies** - Policies DM1, DM2, DM3, DM4, DM5, DM6, DM7, DM9, DM11, DM15, DM20, DM21, DM24, DM25, DM36.

**Farnham Neighbourhood Plan (2013-2032)** - Policies FNP1, FNP10, FNP12, FNP13, FNP14, FNP27, FNP30, FNP31, FNP32.

**South-East Plan (2009)** was the Regional Spatial Strategy (RSS) for the South-East region. The Plan was revoked in March 2013 except for Policy NRM6: Thames Basin Heath Special Protection Area (SPA). This policy remains in force.

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 Local Plan (Part 1) 2018, the Local Plan (Part 2) 2023, the Farnham Neighbourhood Plan (2013-2032) and the South-East Plan 2009 in relation to Policy NRM6 are the starting point for the assessment of this proposal.

## Other Guidance

- National Planning Policy Framework (2023)
- National Planning Practice Guidance (2014)
- Open Space, Sport and Recreation (PPG17) Study 2012
- Cycling Plan SPD (April 2005)
- Council's Parking Guidelines (2013)
- Vehicular and Cycle Parking Guidance (Surrey County Council 2018)
- Waverley Local Plan Strategic Highway Assessment (Surrey County Council, 2016)
- Surrey Hills Management Plan (2014-2019)
- National Design Guide (2019)
- Farnham Design Statement (2010)
- Climate Change and Sustainability Supplementary Planning Document (2022)
- Farnham Landscape Character Assessment (2018)

## Consultations and Town Council Comments

National  
Highways                      No objection.

County Highway Authority      No objection subject to S106 Agreement and conditions.

Sustainable  
Transport Projects Officer      No objection, but there are reservations regarding cycle connectivity, which would be resolved at reserved matters stage.

County Rights of

Way Officer	No objection.
County Mineral Planning Authority	No objection. The site is not in proximity to any minerals or waste management designation, facility, or infrastructure, and so the issue of safeguarding does not arise.
County Archaeologist	No objection subject to a condition.
Farnham Town Council	Object: <ul style="list-style-type: none"> <li>• Site unallocated in Farnham Neighbourhood Plan.</li> <li>• Farnham is delivering new homes on allocated sites in the FNP</li> <li>• Outside Built-Up Area Boundary.</li> <li>• Cumulative impact of housing developments.</li> <li>• Conflict with FNP1: preserving countryside from inappropriate development.</li> <li>• Site is Area of Strategic Visual Important in Local Plan.</li> <li>• Proposal would harm the character and appearance of area.</li> <li>• Negative impact on Abbey View with construction vehicles.</li> <li>• Access via BW185 and FP7 and FP94 is unacceptable.</li> <li>• Increased traffic/water usage/sewage/need for school places.</li> <li>• Whole site should be made into a SANG with public access.</li> <li>• Cumulative impact of development on other sites, and on boundary of Farnham, must be considered.</li> </ul>
The Farnham Society	Object. Site is beyond urban boundary. Site not allocated in Neighbourhood Plan. Support previous decisions: FAR398/72 refused in 1972; and FAR626/73 - refused in 1973. Members site visit should be re-scheduled and decision deferred for site visit.
Natural England	No objection.
Surrey Wildlife Trust	No objection subject to conditions.
Historic England	No objection.
Council's Historic Buildings Officer	Proposal would result in less than substantial harm to heritage assets (low – subject to mitigation by parameters plan).
AONB Planning Adviser	No objection.
Council's Housing Officer	No objection subject to a S106 Agreement.

Environment Agency	No comments to make.
Environmental Health Officer (Contamination)	No objection subject to conditions.
Environmental Health Officer (Land & air quality)	No objection subject to conditions.
Council's Tree Officer	No objection subject to conditions.
WBC Greenspaces	No objection. There is a shortage of sports pitches in Farnham. The site is not big enough to provide its own sports pitches. The Council should seek to use accumulated CIL funds to help bridge the gap of sports pitches provision in Farnham.
Lead Local Flood Authority	No objection subject to conditions.
Thames Water	No objection subject to a condition.
Southern Water	No comment submitted.
Surrey Police	No objection subject to a condition requiring the development to achieve a Secure By Design accreditation.
Sport England	No objection.
CPRE	Object. Proposal would have materially adverse impacts on visual and landscape character; harmful to character and appearance of countryside and fail to enhance landscape value or protect intrinsic character and beauty of countryside. Adverse impacts would significantly and demonstrably outweigh benefits.

### 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 Thursday 6<sup>th</sup> July 2023 and neighbour notification letters were sent.

Two hundred and sixty-three letters have been received from residents, the Old Park Lane Residents' Association (OPLRA), the Abbey View Residents Association, North West Farnham Residents, Farnham Town Football Club and County Councillor Catherine Powell objecting on the following grounds:

- Site not allocated for development in Farnham Neighbourhood Plan (FNP).

- Farnham NP allocated and delivering sufficient sites for housing.
- Site outside BUAB.
- Protect countryside from inappropriate development.
- Proposal would fail to preserve the beauty and character of the countryside.
- Proposal would neither preserve nor enhance the character of the neighbourhood.
- No consideration or mitigation of cumulative impacts of development in the area.
- Proposal would result in traffic congestion.
- Transport model fails to reflect what is actually on the ground.
- Comparisons in transport documentation fail to be appropriate in location and size.
- Some of the transport data provided is over ten years old.
- Cumulative effect of development both approved and under construction.
- Crondall Lane/West Street junction is unable to sustain increases in vehicle numbers safely.
- Highway proposals fail to mitigate in any realistic way for the proposed development.
- No construction vehicles can utilise Old Park Lane as an access to the site.  
There is no assessment of traffic flows generated by a potential further 205 houses.
- Planned development will put significant pressure on existing infrastructure.
- Not enough doctors, dentists or pharmacists to accommodate the proposal.
- Lack of secondary school places in Farnham, making further increases in housing numbers above the Neighbourhood Plan allocations unsustainable.
- Farnham wastewater treatment plant is already overloaded.
- Proposal would result in increased surface water flooding.
- Foul water drainage system cannot be accepted without further design information.
- Proposal would have an adverse impact on wildlife.
- Site should be used to enhance local biodiversity through habitat creation.
- Proposal has substantial adverse impact on landscape and countryside.
- Updated Transport Assessment and Travel Plan [5<sup>th</sup> December] and Drainage information [6<sup>th</sup> December] fail to address concerns raised by statutory consultees.

In March 2024, the Council re-consulted for 16 days on the amended parameters plan (Parameters Plan Full Site, A2046\_004, Lytle Associates Architects) and the indicative landscape plan (Illustrative Landscape Masterplan, GLES3004\_01 rev 1, March 2024, Turley) and related documents which were uploaded onto the Council's website on Tuesday 26<sup>th</sup> March 2024. The parameters plan and the indicative landscape plan have been amended to include the surface water attenuation basin and the amended drainage strategy for WA/2023/01467.

During the 16 days of re-consultation a petition was submitted on Friday 5<sup>th</sup> April 2024 signed by 208 members of Abbey View Residents Association, North West Farnham Residents and others repeating their objections to the proposed development on the following grounds:

- Potential on increased flood risk.
- Increase in traffic on Crondall Lane and at junction of West Street with Crondall Lane.
- Loss of residential amenity.

Thirteen further objections were received from residents during the 16 days of re-consultation re-iterating their previous objections to the proposed development and raising the following issues:

- The revised drainage plan will not manage surface water run-off or be built to plan.

- Transport report simply describes widening of roads and relocating roadside trees.
- No need to be permanent change and could be reverted once construction finished.
- Changing Keepsake Close to a thoroughfare will change road's purpose/character.
- The widening of Cascade Way will increase the speed of the traffic.
- There is no proposal for increasing the number of cycle routes in the town centre.
- Residents use this area as open space for recreation and relaxation.

Two letters have been received supporting the proposed residential development.

A letter from Zofia Lovell, the Chairman of the South Farnham Residents Association and the Chairman of the National Organisation of Residents Associations dated 8th April 2024, includes a letter from the Department for Levelling Up, Housing and Communities (DLUHC) dated 3<sup>rd</sup> April 2024:

*“The Government remains committed to retaining neighbourhood planning as an important part of the planning system. The recent changes to the National Planning Policy Framework (NPPF) have increased protections for neighbourhood plans and recognise the time and effort that communities invest in preparing them. Furthermore, changes made through the Levelling Up and Regeneration Act 2023 mean that, in future, decisions on planning applications will only be able to depart from plans, including neighbourhood plans, if there are strong reasons to do so.”*

Given the response from DLUHC regarding the principle and strength of any Neighbourhood Plan. Zofia Lovell requested that Officers apply this in relation to all current planning applications particularly for the Farnham Neighbourhood Plan which is still up-to-date.

## Planning Considerations

### Principle of development

This site lies within the Countryside beyond the Green Belt outside of any defined settlement area, with only the site access to the site within the Built Up Area Boundary.

The National Planning Policy Framework (NPPF), 2023 states that as a core planning principle the intrinsic character and beauty of the countryside shall be recognised.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that all applications for planning permission should be determined in accordance with the Development Plan unless material considerations strongly indicate otherwise.

Policy RE1 of the Local Plan reflects the advice in the NPPF and states that the intrinsic character and beauty of the countryside will be recognised and safeguarded.

Policy SP1 of the Local Plan (Part 1) 2018 states that when considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development.

Policy SP2 sets out the Council's spatial strategy which is to:

1. Avoid major development on land of the highest amenity and landscape value, such as the Surrey Hills Area of Outstanding Natural Beauty and to safeguard the Green Belt;

2. Focus development at the four main settlements (including Farnham);

3. Allocate other strategic sites. Additional sites will be identified and allocated through Local Plan Part 2 and neighbourhood plans; The subtext of Paragraph 5.16 recognises that “it will be necessary to allow some expansion of settlements through the development of suitable sites on the edges of settlements.”

Given the site’s close proximity to the Built Up Area Boundary immediately adjacent to the main settlement of Farnham, the proposal would not be in conflict with Policy SP2 (point 2). However, it should be noted that through the Farnham Neighbourhood Plan review process, the settlement boundary has already been expanded to enable the allocation of sites beyond the historic settlement boundary. In essence, therefore, the Neighbourhood Plan has already undertaken the process set out in paragraph 5.16 of Policy SP2.

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. Farnham has been allocated 2,780 new homes to accommodate over the plan period.

Policy SP2 seeks to maintain Waverley’s character whilst ensuring that development needs are met in a sustainable manner – this includes avoiding major development on land of the highest amenity and landscape value, and focussing development at the main settlements, including Farnham, through an adopted LPP2 and NPs. Housing allocations are made under LPP2 and the FNP to meet the housing requirements of LPP1 Policy ALH1

The Explanatory text at paragraph 5.16 of the LPP1 recognises that there are limits to which the main settlements can accommodate the Borough’s housing needs and that some expansion of settlements through the development of suitable sites on the edges will be necessary. The proposal does not conflict with Policy SP2.

All development policies that relate to the supply of housing in the Waverley Local Plan (Part 1) 2018 have reduced weight because Waverley cannot demonstrate an adequate 5-year’ supply of housing land The Council accepts that it does not have a five-year housing land supply and that at this time it has a housing land supply of 3.89 years.

The housing allocations required in Farnham to meet the Local Plan (Part 1) 2018 requirement for the Parish has been determined by the Farnham Neighbourhood Plan. This site does not form one of the sites allocated for development in the Neighbourhood Plan.

A planning application must be determined in accordance with the development plan and any national development management policies, taken together, unless material considerations strongly indicate otherwise. Where the ‘tilted balance’ in NPPF paragraph 11(d) is triggered because a 5YHLS cannot be demonstrated, the council will still need to assess the weight to be given to development plan policies, including whether or not they are in or out-of-date. Paragraph 14 is clear that a NP that is less than 5 years old can be given significant weight and that a conflict with it can be treated as an adverse impact that is likely to significantly and demonstrably outweigh the benefits arising from a development. This change is very welcome but does not mean that all NP policies will prevail in all circumstances as there may still be instances where ‘material considerations strongly indicate otherwise’.

### **Applying the tilted balance in this case:**

- Are there relevant policies in the Development Plan = Yes
- Is the proposal in accordance with the relevant policies = No
- Are the relevant policies up-to-date? = Yes
- Determine in accordance with the Development Plan (including the Farnham Neighbourhood Plan) unless material considerations strongly indicate otherwise

Assessment of adverse impacts and benefits is a matter of planning judgement and will vary on a case-by-case basis. Consistency with the Development Plan should be part of the assessment. Out-of-date policies will have diminished weight but NPPF paragraph 14 boosts the importance of qualifying NPs (less than 5 years old and contain housing site allocations) “the adverse impact of allowing development that conflicts with NP is likely to significantly and demonstrably outweigh the benefits”.

The proposed development is contrary to Policy FNP10 (Protect and Enhance the Countryside) which says: “outside of the Built-up Area Boundary priority will be given to protecting the countryside from inappropriate development.” The proposed housing development is on land that is outside the BUAB but contiguous with the settlement boundary of Farnham, on a site that is immediately adjacent to the new Abbey View residential development. There is a clear policy conflict, but there is good connectivity between the site and Farnham Town Centre and Policy FNP10 is given limited weight.

As such, the site does not form part of any proposed Local Plan or Neighbourhood Plan allocation. It is suggested that any major housing allocation should be made through the plan making process. As the site is not allocated in either Plan the proposal is contrary to policy. However, the starting point for decision making is the adopted Plan, consideration however must be given to other material consideration much may weigh against the Policy conflict.

### **Other Material Considerations**

The following sets out whether there are any material considerations which indicate that the proposal should be considered other than in accordance with the development plan.

#### **1. Five Year Housing Land Supply**

The Council recently published an updated 5-year supply statement with a base date of 4<sup>th</sup> October 2023. This confirms that the Council can demonstrate 3.89 years of supply. It is therefore recognised that the Council cannot currently demonstrate a 5-year housing land supply.

The application proposes 83 dwellings including 24 affordable units which will make a valuable contribution to housing supply in the Borough. The provision of market housing against the existing shortfall is considered should be given significant weight in favour of granting planning permission, and the affordable housing substantial weight.

#### **2. Presumption in favour of sustainable development**

In the absence of a 5-year housing land supply, the presumption in favour of sustainable development in paragraph 11d) of the NPPF must be applied. This states that planning permission should be granted unless



- (i) the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- (ii) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole.

There is no question that (i) does not apply to this determination as the site does not lie in a protected landscape. In respect of (ii), will be assessed in the remainder of this report.

In relation to assessing adverse impacts and benefits of residential development, paragraph 14 of the NPPF states that ‘the adverse impact of allowing development that conflicts with the neighbourhood plan is likely to significantly and demonstrably outweigh the benefits, provided the following apply:

- a) the neighbourhood plan became part of the development plan five years or less before the date on which the decision is made; and
- b) the neighbourhood plan contains policies and allocations to meet its identified housing requirement...’

The provisos a) and b) are met in relation to the Farnham Neighbourhood Plan. It is therefore necessary to give careful consideration to conflicts with the neighbourhood plan and the weight to be accorded to these in determining the application. The clear intent of paragraph 14 of the NPPF is to boost the status of a qualifying neighbourhood plan. This does not mean that it will be the determining factor in all instances as the planning authority must determine planning applications in accordance with the Development Plan as a whole (and any future National Development Management Policies), unless material considerations strongly indicate otherwise.

Paragraph 8 of the NPPF, 2023 states that to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The following is an analysis of the sustainable nature of the site and the proposal:

## 2. Waverley Borough Council Land Availability Assessment (November 2020).

The Strategic Housing Land Availability Assessment (SHLAA) is one of the evidence documents that were published alongside the Local Plan consultation in 2014. The SHLAA provides information on sites both within and outside settlements that have been promoted to the Council as potential sites for development, for example by a landowner.

The site (Ref. Site WAV 909 LAA ID: 1041) was submitted as part of the land availability assessment to form an urban extension to Farnham.

*“The site is within the Countryside Beyond the Green Belt and Area of Strategic Visual Importance. The site does adjoin the built up area of Farnham. Due to the topography and openness of the site, development is likely to have a significant adverse landscape impact. The site is a greenfield site which has not been allocated in the Farnham Neighbourhood Plan.”*

The assessment was based on a much larger development area for 200 homes and has been refined following a more thorough assessment of constraints to inform the current masterplan.

### 3. The NPPF and the Presumption in Favour of Sustainable Development.

The site is in a sustainable location, just over 10 minutes walking distance of a range of local shops, services, health and education facilities. There are bus services which enable access to Farnham railway station and the surrounding area. Whilst the private car could be required for longer distances, future residents would not need to rely on a car to be able to live comfortably. The site is environmentally sustainable as it lies on the northern edge of Farnham, and it will be possible for residents to use non-car means of transport to access schools, shops and other services. The closest bus stops to the site are located approximately 850 metres south of the site along West Street (approximately a 10-minute walk) and 900 metres south-east of the site, along Castle Street (approximately a 12-minute walk). Both bus stops serve different routes, with the 65 service running from West Street whilst the 4 service and a Farnborough College service run from Castle Street. The nearest railway station is located at Farnham 1.6km south of the site with services to London Waterloo, Alton and Guildford.

The development will likely result in economic benefits to the local area in the form of the following:

- An increase in Council Tax receipts;
- Potential 'New Homes Bonus' payments from the Government;
- Community Infrastructure Levy
- The creation/maintenance of construction jobs; and
- Additional spending by new residents on local goods and services.

There is potential for an economic loss due to the loss of best and most versatile agricultural land.

### 4. Site Location.

This outline application (WA/2023/01467) includes an illustrative masterplan (Illustrative Landscape Masterplan, GLES3004\_01 rev 1, March 2024, Turley) and a parameters plan (Parameters Plan Full Site, A2046\_004, Lytle Associates Architects). The settlement of Farnham has services and facilities that are accessible on foot and by bicycle; and given the proximity to the settlement boundary, it is considered that the site would have access to these facilities and services required for promoting healthy communities and could enhance the vitality of the community of Farnham.

The site is contiguous with the settlement boundary of Farnham, immediately adjacent to residential development and near the University of Creative Arts. It is considered that there would be limited harm to the character of the countryside if the application site was developed. If development on this site was allowed, it would be possible to secure improve footpath and cycle links into Farnham Town Centre. The sustainable location of the site near

the facilities and services nearby will maximise the opportunity to use alternative means of transport to the private car. This should be accorded significant weight in favour of granting planning permission.

It is not enough simply to refuse the application on the grounds of being in the countryside without there being some form of demonstrable harm to the character or beauty of the countryside.

### **Conclusion on Matters of Principle:**

The principle of residential development on this site is clearly contrary to the policies within the Development Plan.

However, the proposal represents sustainable development and the NPPF 'presumption in favour of sustainable development is engaged. This and the other material considerations set out above combine to significantly and demonstrably outweigh the conflict with the policies of the Development Plan and serve to allow for the principle of the application to be supported.

The proposed development of up to 83 dwellings on the site would go a considerable way in achieving the Council's Five-Year Housing Land Supply. The site is contiguous with the settlement boundary of Farnham, immediately adjacent to residential development and near the University of Creative Arts and to Farnham town centre. It is considered that there would be limited harm to the character of the countryside if the application site was developed. It is considered that these material considerations overcome the policies in the Farnham Neighbourhood Plan and justify the granting of outline planning permission for residential development on this site.

### Loss of Agricultural Land

The site (with the exception of the access) comprises four fields and the lawful use of the site is therefore agriculture.

Paragraph 180 of the NPPF, 2023 states that policies and decisions should contribute to and enhance the natural and local environment by, amongst other things, 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. The glossary of the NPPF defines this as land in grades 1, 2 and 3a of the Agricultural Land Classification.

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.

An Agricultural Land Classification (ALC) and Considerations report dated June 2023 has been submitted which confirms that the site is a mixture of cropped arable land and grassland. The site was surveyed in January 2023 and found to comprise on 4.7 ha (41.6%)

of Grade 2, 4.8 ha (42.5%) of Subgrade 3a and 1.8ha (15.9%) of Subgrade 3b. Therefore, 9.5 ha (84.1%) of the site is classified as best and most versatile agricultural land. The ALC report concludes that: By detailed ALC survey, it has been determined that the quality of agricultural land at the site is limited by (i) soil droughtiness to Grade 2, (ii) by topsoil stone content and/or soil droughtiness, or soil wetness (auger-bore 12 only) to Subgrade 3a, and (iii) by soil droughtiness (auger-bore 4) or gradient (auger-bore 9) to Subgrade 3b.

Given the lack of 5-year housing land supply and the location and character of this site in terms of its relationship to the existing settlement it is considered that the development can be argued to be necessary and appropriate on this site due to its close physical relationship with the settlement.

In addition, the proposal does not seek to alienate any land parcel that would make the site unfarmable or impact the farming enterprise economically. Only limited weight should be given to the loss of this area of best and most versatile agricultural land.

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

The site is not covered by any landscape related statutory designations. The site is located within an Area of Strategic Visual Importance (ASVI) which is a designation of local importance relating to the appearance of the landscape and the role the landscape plays in maintaining the urban character and separation of settlements as opposed to landscape value. The site is outside of, but adjacent to an Area of Great Landscape Value (AGLV). The boundary of the AGLV abuts the northern boundary of the site. It is also outside of the area identified as being of 'High Landscape Value and Sensitivity' as defined in the Farnham Neighbourhood Plan and informed by the Farnham Landscape Character Assessment.

Paragraph 180 of the NPPF, 2023 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.

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.

Policy RE3 of the Local Plan (Part 1) seeks to ensure that new development respects and where appropriate, enhances the distinctive character of the landscape in which it is located. Policy RE3 states that the appearance of the Areas of Strategic Visual Importance will be maintained and enhanced. Proposals for new development within the ASVI will be required to demonstrate that the development would not be inconsistent with this objective.

Policy FNP10 of the Farnham Neighbourhood Plan seeks to protect and enhance the countryside. This policy states that Outside of the Built Up Area Boundary, a development proposal will only be permitted where it would accord with a number of criteria. Those relevant to this application are:

- a) Be in accordance with Policies FNP16, 17 and 20 or other relevant policies applying to the area;
- e) Enhance the landscape value of the countryside and, where new planting is involved, use appropriate native species.

A Landscape and Visual Impact Appraisal (Turley Landscape, June 2023) has been submitted as part of the application which concludes that the site is considered to be of Medium landscape value. The appearance of the landscape within the ASVI would change with areas of housing becoming more noticeable and the settlement edge extending further north. The settlement edge would remain enclosed by open landscape, with the elevated parts of the site that contribute to the setting of Farnham kept free from development.

Whilst there would be glimpses of additional built form across Farnham from the south, the open space to the north of the Site and adjacent landscape within the Old Park, would preserve the green backdrop and perception of an open rural setting to the town. The views of the proposed development from Farnham Conservation Area (View 11 and 5c); Old Park Lane (View 7b); and Farnham Castle Keep (Views 6a and 6b) would be obscured by intervening topography, built form or the dense layering of mature vegetation which would maintain the rural setting to these heritage assets in views.

The visibility of the tower of St Andrew's Church would be maintained and would not be impeded by development. There would be noticeable changes to views from public rights of way to the west of the site, experienced in the context of existing views of residential development to the south. Key characteristics relating to wooded skylines, local landmarks and the wider open parkland landscape would be maintained.

The National Landscapes (formerly AONB) Planning Advisor does not consider that this proposal has any implications for the Surrey Hills National Landscape (formerly AONB). The site is some distance from the Surrey Hills National Landscape (formerly AONB) and is not a proposed AONB candidate area in Natural England's Boundary Review of the Surrey Hills National Landscape (former AONB). While the AGLV is nearby the setting of the AGLV is not protected in the same way as the National Landscape (former AONB) which has a higher status.

A Landscape Strategy (GLES3004 Rev E) has been submitted with the application which confirms that the site is within the local Landscape Character Area LC4: Castle Paddocks and LF6: North Farnham: Rolling Clay Farmland'. The key characteristics of LCA 4: Castle Paddocks are: "Character Area comprises small, rectilinear, fields in pasture, located on undulating landform. There is a general south-facing slope towards the town. Farnham is located to the south of the Character Area, however there is a soft edge to the settlement, which filters views of the town and maintains the rural character of the landscape. The Character Area abuts settlement to the south, however the only settlement within the Character Area are the low density houses on Old Park Lane."

The proposed open semi-natural landscape setting would maintain the identified key characteristics of this area through the retention and enhancement small, rectilinear fields on undulating landform. That approach would also ensure the soft edge to the settlement and the rural character of the landscape is preserved. The proposed open semi-natural landscape to the north of the Site would ensure built development is positioned outside of the more prominent, elevated parts of the Area of Strategic Visual Importance that contribute positively to the landscape setting of Farnham and the Farnham Castle Group of heritage assets. An orchard, to be maintained by a resident group, would be located on the eastern

part of the site. The orchard has been positioned away from St Swithun's Way to maintain views towards the tower of St Andrew's Church and also soften views of the proposed development from the Public Right of Way.

Officers accept that a landscaping scheme would be provided at reserved matters stage that could assist in screening the development to reduce its visual impact, the future management and maintenance of any landscaping would be secured through a Management Plan controlled through conditions and the Section 106 agreement should planning permission be granted. However, it would not address the fundamental change in character to the site. This is important as the site, along with surrounding fields, is significant in providing visual relief from built development.

The Farnham Design Statement divides the town and surrounding area into several settlements. The site is located within the area designated as North West Farnham. Design guidelines for North West Farnham state that 'the rural nature of the Old Park and Dippenhall areas should be preserved and new development should be strictly controlled.'

Layout is a reserved matter and therefore does not fall to be considered under this application. However, it is important to consider whether, a scheme of up to 83 units could be provided on this site that reflect the layout, scale and density of development in the locality. The total site area is 11.9 hectares, and the developable area is 4.8 hectares, which equates to a gross density of 7 dwellings per hectare and a net density of 17 dwellings per hectare. It is considered that the development can be designed so that the dwellings could be located on the lowest part of the site, adjacent to the settlement edge and that this therefore reduces the impact of the development to some degree. It is also acknowledged that single storey dwellings could be located on the western end in order to reduce impacts on key views. The illustrative masterplan demonstrates how the quantum of development proposed could be laid out in a way that would sit comfortably in the landscape. The submitted design and access draws comparisons with adjacent residential development which lies within the built-up area.

The illustrative masterplan shows the development split into two halves, either side of footpath FP 7 with a landscaped buffer to either side. The western half (units 1-46): Includes new flood corridor and 3 blocks of housing; extends further to the north, however these units are limited to single storey. The eastern half (units 47-83) includes a Locally Equipped Area of Play (LEAP) and an elongated block of housing. To the east it is mostly landscaped to minimise the visual impact on heritage assets including Farnham Castle. A Community Orchard is proposed on the illustrative masterplan (Drawing No. A2046\_005 Rev. P3) at the far eastern end of the site, adjacent to FP 92 (St Swithun's Way).

A naturalised LEAP and a Local Area of Play (LAP) incorporating timber play equipment, are shown sited centrally within the development and adjacent to a large area of public open space, as set out on the Illustrative Masterplan (Drawing No. A2046\_005 Rev. P3).

It is acknowledged that a number of layout changes have been made to the illustrative masterplan following the pre-application scheme, to respond to the site context: Units 76 and 77/78 have swapped positions to open up the views towards St Andrew's church spire. The roof pitches on Units 55-58 and 59-62 have been lowered from 45 degrees to 30 degrees, reducing the ridge heights. Hips have also been added to Units 55-58 and 59-62 to further reduce obstruction of views to St Andrew's Church. As a result of the changes more of the church tower is now visible, including the top windows, in comparison to the

initial proposal. Similarly there is more space on either side of the church compared to the initial scheme, helping it remain a prominent element in the view.

Building heights are predominantly two storey with single storey units proposed at the northern end of the site. This staggering of heights as set out on the Parameters Plan (Drawing No. A2046\_002 Rev. P4), helps to reduce the visual impact of the development when viewed from the AGLV,

The northern part of the site retains existing fields as Meadow Grassland, following guidelines on integration with adjoining countryside from Farnham Neighbourhood Plan. Efforts have been made where possible to retain and enhance the landscape and to provide a good standard of amenity space and sensitive landscape edges. A wide central grassed area is maintained at the centre of the site along the route of an existing public footpath. A new play space is proposed along this route, with amenity grassland and social spaces adjacent. A Community Orchard is proposed at the eastern end of the site adjacent St Swithun's Way.

The site rises from the southern boundary to the northern boundary. A landscape / nature area and public open space is proposed along the northern and central part of the site which would form a landscaped buffer between the proposed residential development and the Area of Great Landscape Value to the north.

It is acknowledged that the development would be located close to the revised settlement boundary of Farnham following the build out of the Abbey View development and it would form a logical extension of the settlement boundary. This site is visible from the adjoining public footpath, and there is therefore likely to be a high degree of sensitivity to change; but the impact on the countryside would be reduced by the proposed location of the housing and the low density of the proposed development.

In summary, the proposal comprising the provision of housing on land that is outside the BUAB but contiguous with the settlement boundary of Farnham, on a site that is immediately adjacent to the new Abbey View residential development is acceptable subject to conditions ensuring the development reflects the illustrative masterplan and the parameters plan (Parameters Plan Full Site, A2046\_004, Lytle Associates Architects). As such, the proposal complies with Policies RE1 and RE3 of the Local Plan (Part 1) 2018, Policies FNP1, FNP10 and FNP11 of the Farnham Neighbourhood Plan, and the NPPF, 2023.

### Impact on Trees

Paragraph 180 of the NPPF, 2023 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 that the Council will seek, where appropriate, to maintain and enhance existing trees, woodland and hedgerows within the Borough.

Policy FNP1 of the Farnham Neighbourhood Plan states that new development will be permitted subject to a number of criteria which includes that it “respects the natural contours

of the site and protects and sensitively incorporates natural features such as trees, hedges and ponds within the site”.

The Arboricultural Impact Assessment (Ref. 10542\_AIA.001 Rev. B) dated June 2023 was submitted with the application which confirms that a parcel of scrub would be removed from inside the site and to partially clear an area of scrub from the southern boundary to accommodate the proposed access onto Keepsake Close. It is also recommended in the Arboricultural Impact Assessment that category U trees [T69] and [T73] Hybrid Black Poplar are removed.

An addendum report to the AIA (Ref. 10542.TN.01), dated October 2023, by Aspect has been submitted which concludes that the only trees to be removed to accommodate the proposed highway widening (within the verge of Cascade Way and Keepsake Close) comprise 11 newly planted trees situated within the existing roadside verge. The proposed highway works also include the widening of an existing visitors' parking bay situated to the north of Keepsake Close. The addendum report concludes that “*the trees are considered readily replaceable within the reconfigured highway verge without undue harm to the area's landscape amenity.*” The addendum report also provides a method statement covering excavation adjacent to TPO tree T83 (TPO 14/22). Twelve Poplar trees along the south-west boundary of the Site are subject to a tree preservation order (TPO).

A Co-ordinated Response Note on trees, dated October 2023 has been submitted which confirms that the Landscape Strategy proposes the creation of two wildlife corridors. Wildlife Corridor 1 comprises the boundary of the site. The northern boundary would be enhanced and extended with hedgerow and tree planting to connect with the eastern and western boundaries. The tree belt along the southern boundary would be retained. A tree lined, native and species-rich hedgerow is proposed along the western boundary.

The mature tree belt on the southern part of the eastern boundary would be enhanced with further native tree and scrub planting; together with reinforced hedgerow and new copse planting along the northern section of the eastern boundary ensuring the creation of a tree belt along the whole eastern boundary of the site. The Landscape Strategy proposes the restoration of the historic field pattern, where possible, through supplementary hedgerow planting forming Wildlife Corridor 2. A minimum 10m easement has been applied to footpath FP7 which bisects the site diagonally which would form part of Wildlife Corridor 2.

The Council's Tree Officer has raised no objection subject to conditions.

As such, subject to conditions, the proposed development is acceptable and complies with Policy NE2 of the Local Plan (Part 1) 2018, Policy DM11 of the Local Plan (Part 2) 2023 and paragraph 136 of the NPPF, 2023.

#### Affordable Housing and Housing Mix

The NPPF states that a local housing needs assessment should be made to determine the amount, type, size and tenure of housing needed and reflected in policy.

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 24 affordable homes are proposed, which equates to 28.9% affordable housing and falls short of the 30% policy requirement (providing 30% equates to 24.9 units, so is short of a whole unit, albeit only marginally). It is recommended that the



remaining affordable housing requirement should be provided by way of a commuted sum, which can be secured through a S106 agreement, which should be worked out according to the methodology contained in the Affordable Housing Supplementary Planning Document. The following mix of affordable homes is recommended, which comprises less 2 beds, more three beds and no 4 beds. However, more three beds may be acceptable provided they are able to accommodate 6 people, possibly able to be adapted to households with access needs and let on social rents in order to be affordable to low income working households.

The amended affordable housing mix is set out in the following table:

	<b>First Homes</b>	<b>Shared Ownership</b>	<b>Social rent</b>	<b>Recommended Total</b>	<b>Proposed Affordable Mix</b>
<b>1 bed</b>	6	0	2	8	8 x 1BF
<b>2 bed</b>	0	4	6	10	8 x 2BH
<b>3 bed</b>	0	0	5	5	8 x 2BH
<b>4 bed</b>	0	0	2	2	0
<b>TOTAL</b>	6	4	15	25	24

Paragraph 3.5 of the Planning Statement suggests the applicant is proposing the tenure of the affordable housing should be agreed at the reserved matters stage. However, information on tenure, type, bed size and rent levels of all affordable homes on the application site can and should be provided at this outline stage. Without this, a decision cannot be made on whether the affordable housing offer meets the Council’s demonstrated needs and is acceptable. The Council’s priority for rented housing is for social rents as reflected in the Affordable Homes Delivery Strategy 2022-25: “Build More, Build Better, Build for Life”, under Action BB2 which states “*delivery of social rent is considered first, in preference to Affordable Rent on all planning applications requiring affordable housing.*” The provision of social is recommended rather than affordable rent. Social rent is the most affordable tenure of all, equivalent to around 55% of the local market rent, and there is a pressing need to deliver this tenure to meet the needs of Waverley’s lowest income households.

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 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 6 affordable homes; provided that the price after a 30% discount does not exceed £250k. A First Home is a discounted market sale product sold at a 30% discount. and the sale price after discount must be no higher than £250,000. In practice, due to high property prices in Waverley, this means that First Homes will be 1 and 2 bed dwellings.

The West Surrey SHMA 2015 indicates a high need for affordable housing in Waverley, with an additional 314 additional affordable homes required per annum. As at 5<sup>th</sup> June 2023 there

were 1,161 households registered on the Council's Housing Register, waiting for an affordable home to rent.

As the number of affordable homes proposed is now 24, the 6 x 1 bed dwellings First Homes proposed would meet the Government's 25% requirement.

Affordable housing tenure mix is an 'in-principle' issue and needs to be agreed at the outline planning stage; and the applicant has supplied a bed, tenure and rent level split which is supported by the Council's Housing and Enabling Team.

The affordable homes will need to be delivered in clusters across the residential development to ensure that it complies with policies in the Development Plan and Affordable Housing Supplementary Planning Document.

All market and affordable homes should meet the Nationally Described Space Standards, something that would be considered at the reserved matters stage.

Subject to completion of a S106 Agreement for the provision of on-site affordable housing and a commuted sum to make up the 1 dwelling shortfall, the proposed development complies with Policies AHN1 and AHN3 of the Local Plan (Part 1) 2018, Policy FNP15 of the Farnham Neighbourhood Plan and the NPPF, 2023, in terms of the provision of affordable housing.

### Highways and Parking

Policy ST1 of the Local Plan 2018 (Part 1) states that development schemes should be located where they are 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.

Policy FNP30 of the Farnham Neighbourhood Plan relates to the transport impact of development. This policy sets out a number of requirements and those that are relevant to this application are set out below:

- a. Safely located vehicular and pedestrian access where adequate visibility splays exist or could be created.
- b. Larger scale development proposals are accompanied by a Travel Plan.
- c. Provision of sustainable transport links, including walking and cycling links are provided to the principal facilities including to the town centre and nearest neighbourhood centre; the nearest bus stop; primary school; secondary school and public open space.
- d. Where adequate transport infrastructure is not available to serve the development, the development would provide, or contribute towards, appropriate measures which will address the identified inadequacy and assist walking, cycling, public transport and other highways improvements.
- e. Development proposals would not significantly add to traffic congestion in the town.
- f. Development proposals would not add inappropriate traffic on rural lanes and would not require highway works or footpaths which would result in unsympathetic change to the character of the rural lane.

- g. Development in areas of poor or quality or development that may have an adverse impact on air quality will be required to incorporate mitigation measures to reduce impact to an acceptable level. Permission will be refused where unacceptable impacts cannot be overcome by mitigation.
- h. Development proposals would maintain or enhance the existing local footpath and cycle network and, where possible, extend the network through the site and connect the development to them.

Three public footpaths cross the site. Footpath FP 94 runs along the northern boundary; FP 7 runs north-south and bisects the site; and FP 92 cuts through the eastern end of the site, and forms part of St Swithuns Way. The County Rights of Way Officer has commented that the majority of the existing footpaths are unimproved and has requested a contribution towards enhancing those directly affected footpaths by widening and resurfacing and a contribution towards the enhancement of the other footpaths in the area that would benefit residents of the new development in a S106 Agreement, which is considered to be acceptable.

A significant package of measures has been agreed with the County Highway Authority, to enhance cycling, especially given the close proximity to Farnham Town Centre. There is the opportunity for a proposed pedestrian route through the site to be provided as a 3.0 metre' wide shared surface cycleway; and cyclists from the application site could join the Scholars Greenway route and King Alfred's Way via Crondall Lane and Beavers Road. Alternative cycle routes via upgrading FP 7 and FP 92 to bridleways, and the provision of signage along St Swithun's Way running through the site could be considered at the reserved matters stage; but FP 7 and FP 92 are not fully within the site and, as such, the comprehensive upgrade of these routes may not be within the developer's gift.

The Transport Assessment (prepared by Motion, dated 24<sup>th</sup> May 2023) illustrates that the proposed development could generate a total of 46 and 51 two-way vehicular trips during AM and PM peak periods, which is considered to be acceptable.

The proposed development includes the provision of off-site highway works via a Section 278 Agreement with the County Highway Authority to provide offsite highway improvements, including:

- a) Reinstating faded yellow line markings on Crondall Lane.
- b) Pedestrian crossing and bus stop improvements on West Street (as indicated in drawing 1902021-14).
- c) Pedestrian crossing improvements on Falkner Road (as indicated on drawing 1902021-15).
- d) Pedestrian crossing improvements on Long Garden Way and Lion and Lamb Way (as indicated on drawing 1902021-16).
- e) Pedestrian crossing improvements on The Hart, at the junction with West Street.

The proposal includes the provision of off-site highway works to Cascade Way and Keepsake Close. A traffic calming scheme for the new roads within the site will need to be agreed and implemented by means of a condition.

The County Highway Authority is requesting a contribution of £162,680 towards highway infrastructure and sustainable transport improvements in Farnham Town Centre; a contribution of £6,150 towards the auditing of the Travel Plan; and the provision of e-bikes for residents at a rate of 1 bike per dwelling, to be provided ahead of first occupation of each

dwelling and supported with cycle training and support opportunities within the Travel Plan, all of which are considered to be acceptable to the Local Planning Authority.

The County Highway Authority considers that Old Park Lane is unsuitable for large construction vehicles, and that condition should be imposed requiring large construction vehicles to access the site via Cascade Way and Keepsake Close as part of the construction management plan.

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.

The illustrative masterplan indicates that one-bed dwellings would be provided with one space, two-, three- and four-bed dwellings with two spaces (apart from two three-bed dwellings which are shown with three spaces). In addition, a number of unallocated spaces are illustrated throughout the site as required by the Council's Parking Guidelines (2013). The parking details will be submitted at the reserved matters stage. The proposed development includes the provision of secure cycle parking spaces in accordance with the Council's Parking Guidelines. The development would be required to provide electric vehicle charging points in accordance with Surrey County Council's Vehicle and Parking Guidance 2018.

As such, subject to a S106 Agreement and conditions, the proposed development would be acceptable and it would comply with Policy ST1 of the Local Plan (Part 1) 2018, Policy FNP30 of the Farnham Neighbourhood Plan 2013-2032 and the NPPF, 2023.

#### Impact on residential amenity

Policy TD1 of the Local Plan 2018 (Part1) 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.

Policy DM5 states that development should avoid harm to the amenities of future occupants and existing occupants of nearby land, buildings and residents.

Although no detailed plans have been provided, given that this is an outline scheme, the development could be designed to ensure that there is no harm to neighbouring residential amenity in relation to loss of light, outlook or privacy. This would require careful attention to detail, particularly in terms of the orientation and layout of houses along the southern boundary, which is contiguous with the Abbey View development, with some dwellings just a couple of metres away from the site boundary.

Nonetheless, as the layout is a reserved matter, this could be designed to avoid adverse impacts on neighbouring dwellings and comply with Policy TD1 of the Local Plan (Part 1) and Policy DM5 of the Local Plan (Part 2) and the NPPF, in terms of impact on residential amenity.

## Public and Amenity Space

On promoting healthy communities, the NPPF, 2023 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 TD1 of the Local Plan 2018 (Part 1) 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.

Policy LRC1 of the Local Plan (Part 1) 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 Benchmark guidelines set out a requirement of an on-site Local Area of Play (LAP) and a Local Equipped Area for Play (LEAP). Two play areas are proposed on the site comprising a Local Area of Play (LAP) and a Locally Equipped Area of Play (LEAP), as set out on the Illustrative Masterplan (Drawing No. A2046\_003 Rev. P7). The phased delivery and the maintenance of the public open space and the play areas would be covered through conditions and a Section 106 Agreement.

In light of the above it is considered that, subject to conditions and a S106 Agreement that the proposed development could provide a suitable level of play-space and amenity space, in accordance with Policies LRC1 and TD1 of the Local Plan 2018 (Part 1) and the NPPF, 2023.

## 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.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering applications within a Conservation Area, Local Planning Authorities must pay special attention to the desirability of preserving or enhancing the character and appearance of the area.

Paragraphs 205, 206, 207 and 208 of the NPPF, 2023 are of particular relevance and are provided below:

Paragraph 205 of the NPPF, 2023 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 206 of the NPPF, 2023 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 207 of the NPPF, 2023 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 208 of the NPPF, 2023 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) 2018 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) 2023 states that 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. The Council will give great weight to the desirability of preserving the building, its setting or any features of special architectural or historic interest.

The Heritage asset(s) potentially affected are:

- Farnham Town Centre Conservation Area comprises a layout surviving from the medieval period.
- Farnham Castle is a Scheduled Monument and Grade I listed building (some elements are Grade II), consisting of mostly 12th century to 18th century elements.
- Farnham Park is a Grade II Registered Park & Garden comprising a 14th century deer park, laid out as a landscape park in the late 18th and early 19th centuries.
- The Grange is a Grade I listed building dating to the early 18th century, the garden walls are Grade II\* and the 19th century barn to the north-west and the boundary walls are Grade II.
- St Andrew's Church is a Grade I listed building dating back to the 12th century; and as one of the earliest structures within the town, its immediate setting and wider landscape context is of importance.

The site is located outside of the Farnham Conservation Area but does form part of the rural setting of the heritage assets. It is the location of only 3 known long-range views of the tower at St Andrew's Church rising above the buildings and trees, one of the key focal points of the town, when walking along public footpath FP94 (due to the rolling topography it is only at certain points rather than along the whole path).

As a result of mature vegetation and topography, the proposed scheme is unlikely to be visible from Farnham Conservation Area, the Scheduled Monument and listed buildings of Farnham Castle, or the registered park and garden.

The proposed development would fall within the setting of the scheduled Farnham Castle and possibly within the setting of the Grade I listed Grange. However, the impact on the significance of the assets through the change in the setting is likely to be limited given the topography and screening from trees along Castle Hill. Historic England notes that this is an outline application and that landscaping would be a reserved matter. Historic England commented that consideration might be given to increasing the screening to the east of the development to minimise further any impact on Farnham Castle. If the development is granted outline planning permission, this would need to be addressed when reserved matters are submitted and determined. Assuming that is addressed, Historic England considers that any harm to the significance of the assets through the impact upon their setting is likely to be in the lower part of less than substantial.

The proposal has the potential to obscure views of St Andrew's Church. In order to mitigate this harm, the applicant has provided a parameters plan (Parameters Plan Full Site, A2046\_004, Lytle Associates Architects) to protect this view, which if adhered to would lower the harm. However, the view corridor identified on drawing 2046\_002 P4 appears to be incorrect, showing that the view goes through the trees. It does not, as shown on viewpoint 1b of the Landscape and Visual Impact Assessment (pages 6-9). In addition, the illustrative masterplan does not appear to reflect the parameters plan with no obvious measures put into place to ensure the view is retained. However, there is no reason to assume that if this view was retained the proposed number of dwellings could not be accommodated. The Council's Historic Buildings Officer considers this is an issue for reserved matters.

The Council's Historic Buildings Officer considers that the proposed development would result in less than substantial harm to the heritage assets (low – subject to mitigation by parameters plan).

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 208 of the NPPF, 2023, 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 lower end of less than substantial harm. These include:

- the delivery of market and affordable housing in a highly sustainable location with genuine opportunities to use alternative modes of transport to the private car;
- the provision of significant area of open space and play space above policy requirements, including a community orchard;
- the provision of significant bio-diversity net gain;
- and economic benefits from construction and future resident spending in the economy.

In conclusion, the public benefits of the proposed development sufficiently outweigh the harm caused to the Town Centre Conservation Area, Farnham Castle, Farnham Park, The Grange (Grade I), the garden walls (Grade II\*) and the barn and boundary walls (Grade II) and St Andrew's Church (Grade I).

As such, the proposal complies with Policy HA1 of the Local Plan (Part 1) 2018, Policy DM20 of the Local Plan (Part 2) 2023, Policy FNP1 of the Farnham Neighbourhood Plan, the NPPF, 2023 and Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act, 1990.

### 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.

The application site is large, over 0.4 hectares and part of the site is an Area of High Archaeological Potential and so archaeological assessment and possibly evaluation is required under policies HE14 and HE15 of the Waverley Borough Council Local Plan.

The site is also approximately 100m west of Farnham Castle which is a Scheduled Monument and so is protected under the Ancient Monuments and Archaeological Areas Act 1979 and although there will be no direct physical impacts on the monument, it is possible that the development may have a detrimental effect on the setting of the monument that would reduce its significance and so Historic England should be consulted for their views before any decision is made on this scheme.

The application was supported by a desk based archaeological assessment produced by the Thames Valley Archaeological Services, but the County Archaeologist requested additional information.



Additional archaeological information has been submitted comprising a letter prepared by Cotswold Archaeology dated 12<sup>th</sup> October 2023 together with a geophysical survey report by Thames Valley Archaeology. The County Archaeologist has reviewed the documents and agrees with Cotswold Archaeology that evidence of structural remains of Roman date would have been expected to show up on the magnetometer survey carried out on the site, and although the results do not clearly indicate that no archaeological remains are present, it would not be reasonable in this case to require additional investigations in advance of a decision on the merits of the application. This view is strengthened by the fact that the area within the site that is identified as an Area of High Archaeological Potential due to the possibility that Roman remains may be present would be well outside of the area proposed for residential development and so left largely undisturbed.

There is still the possibility that more ephemeral archaeological remains that would not be clear on geophysical survey may be present on the site and so further investigations in the form of a trial trench evaluation would be required should planning permission be granted. The County Archaeologist commented that provision for these investigations as well as any mitigation works that may then be required could be secured by the use of a condition.

It is considered that, subject to a 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, 2023.

### 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.

Policy FNP31 of the Farnham Neighbourhood Plan relates to water and sewage infrastructure capacity and states that planning permission will be granted for developments which increase the demand for off-site water and wastewater infrastructure where sufficient capacity exists or extra capacity can be provided in time to serve the development which will ensure the environment and the amenity of local residents is not adversely affected.

Paragraph 165 of the NPPF, 2023 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 173 of the NPPF, 2023 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 175 of the NPPF, 2023 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. The site is located in Flood Zone 1.

A Drainage Strategy & Flood Risk Assessment, May 2023, prepared by LANMOR Consulting, Surface Water Drainage Summary Pro-forma and a Response to LLFA comments (Ref: 221533/KL/ml/01, 4th August 2023, LANMOR) were submitted with the planning application. An updated Flood Risk Assessment (FRA) and Drainage Strategy report (ref. 221553/DS/MN/KBL/01 Rev. C, dated January 2024) prepared by LANMOR Consulting was submitted on 9<sup>th</sup> January 2024. A letter from LANMOR Consulting and a Drainage Strategy Addendum, dated February 2024, were submitted on 23<sup>rd</sup> February 2024.

The Lead Local Flood Authority is satisfied with the proposed drainage scheme. The surface water run-off from the site would be discharged by gravity to an adopted sewer located within the adjacent Taylor Wimpey development before connecting directly into the nearest surface water sewer which is not accessible from the application site. It is known that there are ongoing drainage issues within the existing development to the south, however the proposed surface water connection from the application site is downstream from the existing surface water network which is therefore independent of any existing issues.

The proposed plan shows that there would be a road/footway over the proposed flood corridor. The applicant has confirmed that the abutments of the bridge would be formed above the extent of the corridor embankment allowing the run-off to flow freely without obstruction.

The proposed drainage involves the use of two orifice flow controls of 14mm diameter for the western catchment and 10mm diameter for the eastern catchment. A robust maintenance plan should be provided, by means of condition, for these drainage elements to ensure their functionality for the lifetime of the development.

No alteration to the principles of the approved surface water drainage scheme should occur without the prior written approval of the Local Planning Authority. At the reserved matters

stage opportunities should be sought to reduce the use of underground surface water attenuation.

The Lead Local Flood Authority (LLFA) has provided the following comments in response to the objection from Abbey View Residents, received and uploaded on 15<sup>th</sup> March 2024, relating to surface water flood risk and surface water drainage:

- In the submitted drainage report the applicant has confirmed that a new surface water connection would be constructed from the application site onto pipe S3.002 in the Taylor Wimpey development (the Abbey View development) as it is shown in the proposed drainage plan which is located just downstream of the Hydro-brake control chamber, ensuring that the new drainage network does not affect the flow control mechanism of the Taylor Wimpey development. The pipe run continues along the University access road and connections into Thames Water Manhole No. 4851 (*see Drainage Strategy and Flood Risk Assessment, 15 221553/DS/MN/KBL/01 Rev C – Page 17 – 5.2.14*).
- The applicant has informed the LLFA that Gleeson Land would enter into a legal agreement with Taylor Wimpey to allow access to the application site across the Taylor Wimpey site (Abbey View development) to the south, and also for new service connections to be made, including drainage connection. An extract from the legal agreement was submitted (*see Drainage Strategy and Flood Risk Assessment, 15 221553/DS/MN/KBL/01 Rev C – Page 16 – 5.2.13 and Page 5.3 Figure 5.3 – Extract of legal agreement between Gleeson & Taylor Wimpey*).
- As part of the submission the Drainage Strategy included a Thames Water Letter (Thames Water reference DS6094870) confirming capacity is available on the system to take surface water flows from the proposed development. includes a letter from Thames Water confirming that there is capacity available in the system to take up to 6 litres per second from the site which has been reduced to achieve greenfield rates. The letter states the following: Proposed SW discharge at 6 l/s by gravity into SWMH SU83464851 (Drainage Strategy & Flood Risk Assessment, May 2023, 221553/DS/MN/KBL/01, LANMOR Consulting; Appendix C). To clarify, the LLFA does not provide confirmation that there is existing capacity available on the system, it is Thames Water who provide this confirmation and the applicant present a letter from Thames Water to confirm that there is capacity available.
- The applicant has confirmed that there is capacity in the Taylor Wimpey system to allow flows from the proposed site - The pipe size is 225mm diameter with the shallowest gradient of 1 in 40 which has a capacity of 80 litres per second. The flow from the Taylor Wimpey site (Abbey View development) is restricted to 5.0 litres per second and the application site is restricted to 2.2 litres per second giving a total flow rate of 7.2 litres per second, less than 10% of the capacity of the pipe. Drainage Strategy Addendum (Ref. 221533/AD/RS/KBL/01, February 2024 – Page 12 3.1.34). Further evidence will be required to confirm that the proposed connection to the southern surface water outfall is in good condition and fit for purpose.
- The proposed drainage involves the use of two small orifice flow controls and a robust maintenance plan should be provided to ensure their functionality, a maintenance plan has been included in the LLFA's recommended conditions: Details of drainage management responsibilities and maintenance regimes for the drainage system including a robust maintenance for the proposed orifice plates.

- The applicant confirmed that a gravity connection is achievable (see *Micro-drainage calculations Drainage Strategy Sewer long Sections for each catchment*).
- The proposed drainage scheme for WA/2023/01467 would not impact on the existing Taylor Wimpey site (the Abbey View development), but the Borough Council may wish to investigate the existing drainage issues at the Abbey View development to ensure the required maintenance has been carried out as approved during the discharge of the drainage conditions for the Abbey View development.

The proposed drainage scheme is satisfactory and would prevent an increased risk of flooding on the site and the surrounding area. As such, the proposal complies with Policy CC4 of the Local Plan (Part 1) 2018, Policy FNP31 of the Farnham Neighbourhood Plan (2013-2032) and the National Planning Policy Framework, 2023.

### Foul Water Drainage

There are no foul sewers in immediate vicinity of the site and it has been established that foul flows will require pumping in order to achieve a connection to the nearest foul sewer, as set out in the Drainage Strategy. Thames Water has identified an inability of the existing foul water network to accommodate the needs of the proposed development and has requested that pre-occupation conditions be imposed requiring the completion of all water network upgrades required to accommodate the additional demand to serve the development. The upgrading works should be complete by the occupation of the first dwelling on the site.

### Effect on the Thames Basin Heaths Special Protection Area (SPA)

In light of the recent European Court of Justice ruling (Case C 323/17 - People Over Wind and Sweetman 2018) relating to the Habitats Directive, mitigation cannot be taken into consideration at screening stage. This judgement affects the way the Council approaches Habitats Regulations Assessments and therefore an Appropriate Assessment has been undertaken for the site. The Appropriate Assessment, which has been approved by Natural England, concludes that with appropriate mitigation, in this instance a financial contribution towards the Suitable Alternative Natural Greenspace (SANG) at Church Crookham, which is less than 5km from the application site, the proposal would not affect the integrity of the Thames Basin Heaths Special Protection Area (SPA).

The proposed development initially included the delivery of an on-site SANG to act as a physical mitigation strategy to off-set the increased recreational pressure proposed by the significant net gain (up to 83 dwellings) in residential development.

Natural England did not see enough evidence to provide certainty that an on-site SANG was deliverable within the proposed open space; and the design and layout of the SANG failed to comply with some key essential SANG criteria, primarily because the lengths of the proposed footpaths proposed fell short of that required by related guidance. As a result, the proposed on-site SANG was removed from the outline application and a commitment was made to full contributions towards the Farnham Park SANG, but the remaining SANG capacity at Farnham Park is attributed to sites allocated in the Farnham Neighbourhood Plan (FNP14) and brownfield sites.

Consequently, the applicant proposes to provide mitigation via the securing of an appropriate allocation of capacity within the Church Crookham SANG. This will be secured

via appropriate S106 Agreement obligations and/or an appropriate planning condition. The Church Crookham SANG was used by the Abbey View development and it has been confirmed that there is sufficient capacity remaining at this SANG to mitigate the impact of the proposed development (WA/2023/01467).

Church Crookham SANG is a SANG administered and operated by Taylor Wimpey (TW) under the terms of the SANG Management Plan that has been approved by Hart District Council and two section 106 Agreements which bind the SANG and ensure its ongoing retention, maintenance and management.

The applicant has provided a letter from Hart District Council dated November 2020 confirming there was capacity at Church Crookham SANG little weight can be given to this given the date of the letter. However, Taylor Wimpey have an up-to-date capacity tracker which is monitored carefully, and recent correspondence from Taylor Wimpey to the applicant confirms that there is approximately 25 hectares/1,590 persons of capacity, more than sufficient to accommodate a scheme of 83 dwellings. With regard to Hart District Council, Taylor Wimpey is obliged via its Section 106 Agreements with Hart District Council to retain and maintain the SANG; this is closely monitored by Hart District Council; and there is no need for Hart District Council to sign the agreement on this basis.

However, for consistency the same approach could be taken that was used for the Taylor Wimpey site (Abbey View) adjacent to the application site, where the Section 106 Agreement used the same SANG and had Hart District Council as a party to it in order to give a covenant to Waverley Borough Council that they would procure the ongoing maintenance of the SANG in accordance with their mitigation strategy. The Council accepted this approach previously, as did Natural England. An alternative would be a covenant from Taylor Wimpey in favour of Waverley Borough Council within the Section 106 Agreement or alternatively within the deed of covenant allocating the SANG to maintain the SANG as SANG. This could be given under Section 33 of the 1982 Act and would give Waverley Borough Council a means of enforcement.

As there is a S106 Agreement in place that ensures that the SANG is managed and maintained in perpetuity there is no need for any further Agreement the matter can be dealt with by a Grampian style condition ensuring that it has been evidenced to the Council that the requisite capacity has been adequately secured within the Church Crookham SANG to ensure mitigation of the effect upon the Thames Basin Heaths SPA, the proposal is in accordance with Policies NE1 and NE3 of the Local Plan (Part 1) 2018, Policy FNP12 of the Farnham Neighbourhood Plan 2013-2032 (2020) and the adopted Avoidance Strategy

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

The NPPF, 2023 requires that when determining planning application, local planning authorities should aim to conserve and enhance biodiversity by applying the following principles: If significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for then planning permission should be refused.

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

Policy NE1 of the 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 Impact Assessment and a Preliminary Ecological Appraisal were submitted with the application, together with a Biodiversity Net Gain Report, a Bat Activity Report, a Great Crested Newt eDNA Testing, a Bat Activity Survey Report, and a Reptile Survey, all of which were prepared by the Ecology Partnership in May 2023.

Surrey Wildlife Trust has requested a condition requiring bat activity surveys and great crested newt surveys as part of the reserved matters application.

Surrey Wildlife Trust has advised that if granted, the applicant is required to submit a final Biodiversity Gain Plan as part of the reserved matters application, which should include the submission of the Full Biodiversity Metric Calculation Tool 4.0 (or latest approved version).

Surrey Wildlife Trust has recommended that conditions be imposed requiring the submission of a Landscape and Ecological Management Plan (LEMP) and a Construction Environmental Management Plan (CEMP). Conditions requiring the submission of a LEMP and a CEMP are acceptable as they meet the 6 tests for applying conditions as set out in the NPPF, 2023.

It is considered that, subject to conditions, the proposed development would comply with Policy NE1 of the Local Plan 2018 (Part 1) 2018, Policy FNP13 of the Farnham Neighbourhood Plan 2013-2032 and the NPPF, 2023 in terms of species and habitat protection and ecological enhancements.

### 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.

Historical maps reveal the application site an historic 'chalk pit' with quarrying activity and the associated potential risk of infill material of unknown quality. Due to the potentially contaminative historic land use, Environmental Health are requesting conditions be imposed to ensure compliance with paragraphs 189 and 190 of the NPPF, 2023. Contaminated land conditions are considered to be acceptable to ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risk to workers, neighbours and other off-site receptors.

As such, subject to conditions regarding contamination, the proposal complies with Policy DM1 of the Local Plan (Part 2) 2023 and the NPPF, 2023.

### Air Quality

Policy DM1 of the Local Plan (Part 2) 2023 states that: "development should avoid significant harm to the health or amenity of occupants of nearby land and buildings, and future

occupants of the development including by way of an unacceptable increase in pollution, light, noise, dust, vibration, and odour.”

Policy FNP1 of the Farnham Neighbourhood Plan also seeks to ensure that development proposals do not result in unacceptable levels of air pollution.

The site is located in an Air Quality Management Area buffer zone and an Air Quality Assessment (Ref. 20221220\_SRE Rev. A), dated 23<sup>rd</sup> December 2022 has been submitted with the application. The Assessment concludes that the external sources of pollution have been identified as background concentrations of pollutants and road traffic. The Assessment includes the recommendation to install mechanical ventilation in the design of the dwellings.

Environmental Health have requested dust control measures should be adopted during construction to protect local air quality and that a condition is imposed requiring a Construction Management Plan.

As such, subject to conditions, the proposed development is acceptable and complies with Policy DM1 of the Local Plan (Part 2) 2023, Policy FNP1 of the Farnham Neighbourhood Plan and paragraph 180 of the NPPF, 2023.

#### Waste and recycling

Surrey County Council has advised that the development needs to provide for adequate facilities for household waste storage and recycling in accordance with Policy SL4 of the Surrey Waste Local Plan. This detail would be considered at the reserved matters stage.

The County Council has requested a condition to secure the provision of a waste management plan demonstrating that waste generated during the construction and excavation phase of the development is limited to the minimum quantity necessary, and that opportunities for the re-use and recycling of construction and excavation residues and water are maximised. A condition requiring the submission of a waste management plan is acceptable as it complies with the 6 tests for imposing conditions set out in the NPPF, 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 DM1 and DM2 of Local Plan (Part 2) 2023 seeks to improve energy efficiency and reduce carbon emissions in the Borough.

Sustainability and Energy Statement prepared by Daedalus Environmental and dated May 2023 was submitted with the application. The Statement explains that each dwelling would be highly energy efficient, adopting a fabric first approach and they will be orientated to maximise solar gain where possible. Heating and hot water would be supplied using highly efficient systems, for example ground source heat pumps.

The precise details in relation to the scheme and its sustainability credentials will be a matter for consideration at the reserved matters stage. 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, 2023 in terms of ensuring that the development includes measures to minimise energy and water use.

### Infrastructure

The Utilities Planning Statement Report (October 2022) submitted with the outline planning application confirmed that a connection to the mains water was possible via Keepsake Close but did not mention capacity. However, it did conclude that in respect of water, gas and electricity, from a utility provision perspective there appears to be no hindrance to the serving the Development.

Officers recognise that there are pressures on infrastructure and that this development (as with any development that provides residential accommodation) would add to these pressures. However, the route for raising funds to improve the physical infrastructure is via the CIL bidding process. The CIL charging schedule has been set up specifically to collect money that is then used to fund the physical infrastructure in the Borough which is needed to support new development.

The Infrastructure Delivery Plan (December 2016), prepared to support the Local Plan, demonstrates that relevant consultees considered that the housing growth set within the Local Plan, covering the period to 2032, could be sufficiently supported by existing and planned infrastructure investment. Details of proposed infrastructure relating to water supply, education, health and social care, and emergency services, are clearly set out within the IDP which confirms that the new infrastructure will be funded by CIL, S106 and Surrey County Council. An Infrastructure Delivery Plan Update was also prepared in July 2021 to provide a more up-to-date position of the planned infrastructure, as well as details of the costs and delivery timescales.

### 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 seek to secure self-build and custom housebuilding within the S106 Agreement.

### Conclusion and Planning Balance

The principle of residential development on this site is clearly contrary to the Policy RE1 of the Local Plan (Part 1) 2018.

The Neighbourhood Plan allocates sites for housing with Policy FNP14 and would therefore normally carry substantial weight because the Plan is less than 5 years old.



The principle of development on this site is also contrary to Policy FNP10 in the Farnham Neighbourhood Plan, but it is considered that there would be limited harm to the character of the countryside; and the benefits of the scheme including the provision of additional sustainable residential development, both market and affordable housing, to contribute to housing land supply and housing delivery rates are significant benefits.

The provision of significant areas of open space and play space above policy requirements, including a community orchard; and the provision of significant bio-diversity net gain are benefits which should be attributed moderate weight.

Planning decisions should be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan is the Local Plan and the Neighbourhood Plan with the Neighbourhood Plan being an up-to-date Plan. The fact that there is a up-to-date Plan does not prevent departure from the Plan with weight being given to the sustainable location of this site, promoting development that will have limited impact on the landscape.

In this instance the benefits are significant: the delivery of market and affordable housing where there is a significant shortfall in five year supply and in meeting affordable housing needs, and in a highly sustainable location with genuine opportunities to use alternative modes of transport to the private car; the provision of significant areas of open space and play space above policy requirements, including a community orchard; the provision of significant bio-diversity net gain; and economic benefits from construction and future resident spending in the economy.

The proposed housing development site is on land that is outside the built-up area boundary but contiguous with the settlement boundary of Farnham, on a site that is immediately adjacent to the new Abbey View residential development and in close proximity to Farnham Town Centre and the University of Creative Arts.

There will be some localised landscape impacts, and heritage impacts will be less than substantial. The conflict with specific development plan policy carries reduced weight given the lack of five-year supply. However, these are not considered to significantly and demonstrably outweigh the benefits.

The material considerations set out in this report are such that, in accordance with section 38(6) of the Planning and Compulsory Purchase Act, 2004, a decision can be taken other than in accordance with the Development Plan.

### Recommendation

That, delegated authority be given to the Executive Head of Planning Development to **GRANT** planning permission subject to the applicant entering into a Section 106 Agreement securing the provision of affordable housing, including a commuted sum, securing open space and play space provision together with on-going management and maintenance and off-site highway works to enhance pedestrian connectivity with town centre, and the following conditions and any additional/amended conditions deemed necessary by the Executive Head of Planning Development:

## **Conditions:**

**1.** The development hereby permitted shall be begun before the expiration of five years from the date of this outline permission.

Reason:

To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

**2.** The first application for approval of reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission. All subsequent reserved matters applications shall be submitted no later than 5 years from the date of this permission.

Reason:

To comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

**3.** No development shall commence until the appearance, landscaping, layout and scale (hereinafter called "the reserved matters") have been submitted to and approved in writing by the Local Planning Authority and the development shall be carried out in accordance with the approved details.

Reason:

To comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

**4.** The development hereby permitted shall not exceed 83 dwellings.

Reason:

For the Council to control the amount of development constructed on the site and to accord with Policy TD1 of the Local Plan (Part 1) 2018 and Policies DM1, DM4 and DM5 of the Local Plan (Part 2) 2022.

**5.** The development shall be carried out in accordance with the following approved plans and documents:

Drawing No. A2046\_001 Rev. P4 - Site Location Plan

Drawing No. A2046\_002 Rev. P4 – Parameters Plan

Drawing No. A2046\_004 - Parameters Plan Full Site

Drawing No. 1902021-11 Rev, D – Proposed Access Arrangements

Drawing No. 1902021-13 - Proposed Highway Improvements - West Street

Drawing No. 1902021-14 - Proposed Highway Improvements - West Street

Drawing No. 1902021-15 - Proposed Highway Improvements - Beaver Road

Drawing No. 1902021-16 - Proposed Highway Improvements - The Hart (1 of 2)

Drawing No. 1902021-17 - Proposed Highway Improvements - The Hart (2 of 2)

Drawing No. 1902021-TK01 Rev. C – Swept Path Analysis Refuse Vehicle

Drawing No. 1902021-TK04 Rev. A - Swept Path Analysis Large Tipper

Drawing No. 10542 TPP 01 Rev. A - Tree Protection and Removal Plan

Drawing No. 10542 TS 01 Rev. B - Tree Schedule

Drawing No. 10542 TCP 01 Rev. D – Tree Constraints Plan

Arboricultural Impact Assessment (ref. 10542\_AIA.001 rev B)

Landscape Strategy Rev. E (Ref. GLES3004)

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 (Part 1) 2018 and Policies DM1, DM4 and DM5 of the Local Plan (Part 2) 2022.

**6.** Any reserved matters application relating to scale or layout shall be accompanied by full details of the finished floor levels for each residential building. The finished ground floor levels shall be a minimum of whichever is higher, 300 mm above the existing ground levels of the site, or 600 mm above the estimated river or sea flood level. The development shall be carried out in accordance with the approved details.

Reason:

To reduce the risk of flooding to the proposed development and future occupants, in accordance with Policies CC1 and CC4 of the Local Plan (Part 1) 2018, Policies DM1, DM4 and DM5 of the Local Plan (Part 2) 2022, Policy FNP1 of the Farnham Neighbourhood Plan (2013-32) and with Paragraph 169 of the National Planning Policy Framework 2023.

**7.** The development hereby permitted shall not commence until details of the design of a surface water drainage scheme have been submitted to and been approved in writing by the Local Planning Authority. The design must satisfy the SuDS Hierarchy and be compliant with the national Non-Statutory Technical Standards for SuDS, National Planning Policy Framework and Ministerial Statement on SuDS. The required drainage details shall include:

a) The results of infiltration testing completed in accordance with BRE Digest: 365 and confirmation of groundwater levels to demonstrate if some infiltration can occur through the proposed SuDS system.

b) Evidence that the proposed final solution will effectively manage the 1 in 30 (+35% allowance for climate change) & 1 in 100 (+45% allowance for climate change) storm events and 10% allowance for urban creep during all stages of the development. If infiltration is deemed unfeasible, associated discharge rates and storage volumes shall be provided using a maximum discharge rate of 0.5l/s for the 1 in 1 year rainfall event, 1.4l/s for the 1 in 30 year rainfall event and 2.1l/s for the 1 in 100 (+45% climate change allowance) including multifunctional sustainable drainage systems.

c) Detailed drainage design drawings and calculations to include: a finalised drainage layout detailing the location of drainage elements, pipe diameters, levels, and long and cross sections of each element including details of any flow restrictions and maintenance/risk reducing features (silt traps, inspection chambers etc.) including detailed levels and specification for the Flood Corridor.

d) Evidence to confirm the proposed connection to the southern surface water outfall is in good condition and fit for purpose.

e) A plan showing exceedance flows (i.e. during rainfall greater than design events or during blockage) and how property on and off site will be protected from increased flood risk.

f) Details of drainage management responsibilities and maintenance regimes for the drainage system including a robust maintenance for the proposed orifice plates.

g) Details of how the drainage system will be protected during construction and how runoff (including any pollutants) from the development site will be managed before the drainage system is operational.

The development shall be undertaken in complete accordance with the approved details.

Reason:

To ensure the design meets the national Non-Statutory Technical Standards for SuDS and the final drainage design does not increase flood risk on or off site, in accordance with Policies CC1 and CC4 of the Local Plan (Part 1) 2018, Policy FNP1 of the Farnham Neighbourhood Plan (2013-32) and with Paragraph 169 of the National Planning Policy Framework, 2023.

**8.** Prior to the first occupation of the development, a verification report carried out by a qualified drainage engineer must be submitted to and be approved by the Local Planning Authority. This must demonstrate that the surface water drainage system has been constructed as per the agreed scheme (or detail any minor variations), provide the details of any management company and state the national grid reference of any key drainage elements (surface water attenuation devices/areas, flow restriction devices and outfalls), and confirm any defects have been rectified.

Reason:

To reduce the risk of flooding to the proposed development and future occupants, in accordance with Policies CC1 and CC4 of the Local Plan (Part 1) 2018, Policy FNP1 of the Farnham Neighbourhood Plan (2013-32) and with Paragraph 169 of the National Planning Policy Framework 2023.

**9.** Any reserved matters application relating to layout/landscaping shall be accompanied by an Arboricultural Method Statement confirming how retained trees on site shall be protected during the course of construction. The development shall be carried out in completely accordance with the agreed Arboricultural Method Statement.

Reason:

In order to protect any trees that are to remain on the site, in accordance with Policy NE2 of the Local Plan (Part 1) 2018, Policies DM1, DM4 and DM11 of the Local Plan (Part 2), 2022, Policy FNP1 of the Farnham Neighbourhood Plan 2013-2032 and the National Planning Policy Framework, 2023.

**10.** The development hereby approved shall not be first occupied unless and until the proposed vehicular and pedestrian access to the public highway, via Keepsake Close and Cascade Way, has been provided in accordance with a scheme to be submitted to and be approved in writing by the Local Planning Authority. This route must comply with the Healthy Streets for Surrey Guidance to ensure that the route is safe and attractive for use by sustainable modes of transport and that emergency access to the site could be achieved in the event that the carriageway is obstructed.

Reason:

In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, in accordance with Policy ST1 of the Local Plan (Part 1) 2018, Policy

FNP30 of the Farnham Neighbourhood Plan (2013-2032) and the National Planning Policy Framework, 2023.

**11.** The development hereby approved shall not be first occupied unless and until a scheme has been delivered through a Section 278 Agreement with the County Highway Authority to provide off-site highway improvements, including:

- a) Reinstating faded yellow line markings on Crondall Lane.
- b) Pedestrian crossing and bus stop improvements on West Street (as indicated in drawing 1902021 - 14)
- c) Pedestrian crossing improvements on Falkner Road (as indicated on drawing 1902021-15)
- d) Pedestrian crossing improvements on Long Garden Way and Lion and Lamb Way (as indicated on drawing 1902021-16)
- e) Pedestrian crossing improvements on The Hart, at the junction with West Street.

Reason:

In order that the development should not prejudice highway safety nor cause inconvenience to other highway users and to provide sustainable transport links, in accordance with Policy ST1 of the Local Plan (Part 1) 2018, Policy FNP30 of the Farnham Neighbourhood Plan (2013-2032) and the National Planning Policy Framework, 2023.

**12.** No vehicular access to the site shall be provided from Old Park Lane, either for construction traffic or site traffic.

Reason:

In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, in accordance with Policy ST1 of the Local Plan (Part 1) 2018, Policy FNP30 of the Farnham Neighbourhood Plan (2013-2032) and the National Planning Policy Framework, 2023.

**13.** The development hereby approved shall not be commenced unless and until the layout of internal roads, footpaths, footways, and cycle routes have been submitted to and been approved in writing by the Local Planning Authority. Such details shall include the provision of visibility splays (including pedestrian inter-visibility splays) for all road users, pram crossing points and any required signage and road markings. Once agreed the approved details shall be implemented to the satisfaction of the Local Planning Authority. There shall be no obstruction to visibility splays between 0.6 metres and 2.0 metres high above ground level.

Reason:

In order that the development should not prejudice highway safety nor cause inconvenience to other highway users and to provide sustainable transport links, in accordance with Policy ST1 of the Local Plan (Part 1) 2018, Policy DM9 of the Local Plan (Part 2) 2022, Policy FNP30 of the Farnham Neighbourhood Plan (2013-2032) and the National Planning Policy Framework, 2023.

**14.** The development hereby approved shall not be first occupied unless and until space has been laid out within the site in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority for vehicles to be parked and for vehicles to turn

so that they may enter and leave the site in forward gear. Thereafter the parking and turning areas shall be retained and maintained for their designated purposes.

Reason:

In order that the development should not prejudice highway safety nor cause inconvenience to other highway users, in accordance with Policy ST1 of the Local Plan (Part 1) 2018, Policy FNP30 of the Farnham Neighbourhood Plan (2013-2032) and the National Planning Policy Framework, 2023.

**15.** The development hereby approved shall not be first occupied unless and until a scheme to provide independently accessible secure parking of bicycles, integral to each dwelling or building within the development site and the provision of a charging point with timer for e-bikes by said facilities, has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be provided prior to the first occupation of each dwelling.

Reason:

In order to encourage sustainable travel, in accordance with Policy ST1 of the Local Plan (Part 1) 2018, Policy DM9 of the Local Plan (Part 2) 2022 and the National Planning Policy Framework, 2023.

**16.** Prior to the occupation of the development a Travel Plan shall be submitted for the written approval of the Local Planning Authority in accordance with the sustainable development aims and objectives of the National Planning Policy Framework and Surrey County Council's "Travel Plans Good Practice Guide". The approved Travel Plan shall be implemented before first occupation of the site and for each and every subsequent occupation of the development, thereafter maintain and develop the Travel Plan to the satisfaction of the Local Planning Authority.

Reason:

In order to encourage sustainable travel, in accordance with Policy ST1 of the Local Plan (Part 1) 2018 and the National Planning Policy Framework, 2023.

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

- a) parking for vehicles of site personnel, operatives and visitors
- b) loading and unloading of plant and materials
- c) storage of plant and materials
- d) programme of works (including measures for traffic management)
- e) provision of boundary hoarding behind any visibility zones
- f) HGV deliveries and hours of operation
- g) vehicle routing
- h) measures to prevent the deposit of materials on the highway
- i) before and after construction condition surveys of the highway and a commitment to fund the repair of any damage caused
- j) on-site turning for construction vehicles
- k) Detailed plans of amendments to Keepsake Close and Cascade way to enable safe access for construction vehicles, to be in place ahead of any construction works commencing has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development..

Reason:

In order that the development should not prejudice highway safety nor cause inconvenience to other highway users and so as to (Part 1) 2018, Policy FNP1 of the Farnham Neighbourhood Plan (2013-32) and Policy DM9 of the Local Plan (Part 2) 2022.

**18.** A scheme to ensure that the internal noise levels within the residential units and the external noise levels in back garden will conform to the 'indoor ambient noise levels for dwellings guideline values' specified within BS8233:2014. 'Guidance on sound insulation and noise reduction for buildings', shall be submitted to and approved in writing by the Local Planning Authority. No residential units shall be occupied until the approved scheme is implemented.

Reason:

In order to ensure a satisfactory standard of accommodation for future occupiers, in accordance with Policy TD1 of the Local Plan (Part 1) 2018, Policy FNP1 of the Farnham Neighbourhood Plan 2013-2032 and Policy DM9 of the Local Plan (Part 2) 2022.

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

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

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

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

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

Reason:

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risk to workers, neighbours and other off-site receptors in accordance with Policy DM1 of the Local Plan (Part 2) 2023, Policy FNP1 of the Farnham Neighbourhood Plan (2013-32) and the NPPF, 2023.

**20.** Upon completion of the approved remediation works, a verification report demonstrating the effectiveness of the approved remediation works carried out shall be completed in accordance with condition 20 and shall be submitted to the Local Planning authority for approval prior to occupation of the development.

Reason:

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risk to workers, neighbours and other offsite receptors in accordance with Policy DM1 of the Local Plan (Part 2) 2023, Policy FNP1 of the Farnham Neighbourhood Plan (2013-32) and the NPPF 2023.

**21.** Following commencement of development hereby approved, if unexpected contamination is found on site at any time, other than that identified in accordance with Condition 20, the Local Planning Authority shall be immediately notified in writing and all works shall be halted on the site. The following shall be submitted to and approved in writing by the Local Planning Authority prior to the recommencement of works:

- a) An investigation and risk assessment, undertaken in the manner set out in Condition 20 of this permission.
- b) Where required, a remediation scheme in accordance with the requirements as set out in Condition 21.
- c) Following completion of approved remediation works, a verification report, in accordance with the requirements as set out in Condition 20.

Reason:

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risk to workers, neighbours and other offsite receptors in accordance with Policy DM1 of the Local Plan (Part 2) 2023, Policy FNP1 of the Farnham Neighbourhood Plan (2013-32) and the NPPF, 2023.

**22.** Prior to the submission of any reserved matters application relating to layout/landscaping (as required by condition 2), a final bat mitigation strategy, update reptile surveys, update bat surveys, update badger surveys and update great crested newt surveys shall be submitted to and be approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with any mitigation measures identified as necessary.

Reason:

In order that the development should protect protected species in accordance with Policy NE1 of the Local Plan (Part 1) 2018 and Policy FNP13 of the Farnham Neighbourhood Plan (2013-32).

**23.** Prior to the commencement of development, a Sensitive Lighting Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The management plan shall detail how all external lighting installed on this development shall comply with the recommendations of the Bat Conservation Trusts' document entitled "Bats and lighting in the UK – Bats and the Built Environment Series". The development shall be undertaken in complete accordance with the approved details thereafter retained and maintained to the satisfaction of the Local Planning Authority.

Reason:

In order that the development should protect protected species in accordance with Policy NE1 of the Local Plan (Part 1), 2018, Policy DM1 of Local Plan (Part 2), 2022 and Policy FNP13 of the Farnham Neighbourhood Plan (2013-32).



**24.** Any reserved matters application relating to layout/landscaping (as required by condition 2) shall include a Landscape and Ecological Management Plan (LEMP). Proposals for ecological enhancement, and where required, compensation and mitigation put forward within the LEMP should be based on the impact avoidance, mitigation and biodiversity enhancement recommendations of the Preliminary Ecological Appraisal (2023 Update) and the Ecological Impact Assessment (prepared by the Ecology Partnership in May 2023) and the results of any protected species presence/likely absence surveys carried out. The LEMP shall include:

- a) Description and evaluation of features to be managed and created including measures to compensate for loss of proposed tree and hedge removal;
- b) Numbers and locations of bat and bird boxes, including provision integral to the design of the new buildings;
- c) Aims and objectives of management;
- d) Appropriate management options to achieve aims and objectives;
- e) Prescriptions for management actions;
- f) Preparation of a work schedule for securing biodiversity enhancements in perpetuity;
- g) Details of the body or organisation responsible for implementation of the LEMP;
- h) Ongoing monitoring and remedial measures; and
- i) Details of legal / funding mechanisms by which the long-term implementation of the plan will be secured by the applicant with the management body(ies) responsible for its delivery

The enhancement proposals put forward within the LEMP shall have been subject to quantifiable evaluation through application of the DEFRA Biodiversity Metric ensure to demonstrate to a measurable net gain. The development shall be undertaken in complete accordance with the approved details.

Reason:

In order that the development should protect protected species and provide biodiversity enhancements, in accordance with Policy NE1 of the Local Plan (Part 1) 2018, Policy FNP13 of the Farnham Neighbourhood plan (2013-32) and the National Planning Policy Framework, 2023.

**25.** Prior to the commencement of development a detailed scheme for the provision of a Local Equipped Area of Play (LEAP) and Local Areas of Play (LAPs) including the timetable for their implementation shall be submitted for approval by the Local Planning Authority, if required. The LEAP shall be a minimum size of 400 square metres and the LAP a minimum size of 100 square metres. The LEAP and LAPs shall be implemented in accordance with the approved scheme and timetable.

Reason:

In order to provide adequate play-space for children, in accordance with Policy TD1 of the Local Plan (Part 1) 2018 and Policy FNP27 of the Farnham Neighbourhood Plan (2013-32).

**26.** Any reserved matters application relating to layout/landscaping (as required by Condition 3) shall be in broad accordance with Drawing No. GLES004\_01 Rev. 1 - Illustrative Landscape Masterplan in relation to the developable area and location of open space only, unless otherwise agreed in writing with the Local Planning Authority.

Reason:

In order to reduce the impact of the development on the Countryside beyond the Green Belt, in accordance with Policies FNP10 and FNP11 of the Farnham Neighbourhood Plan (2013-32).

**27.** A detailed Sustainable Energy Strategy shall be prepared and submitted as part of the reserved matters details and shall be in accordance with the Sustainability and Energy Statement prepared by Daedalus Environmental and dated May 2023. It shall include measures to ensure a reduction in CO<sub>2</sub> emissions across the site measured against the relevant Target Emission Rate (TER) set out in the Building Regulations 2010 (as amended) (Part L). The development shall be carried out in accordance with the approved Sustainable Energy Strategy unless otherwise agreed in writing by the Local Planning Authority.

Reason:

To ensure the development achieves a high standard of sustainable design and construction in accordance with Policies CC1 and CC2 of the Local Plan (Part 1) 2018, Policies DM1 and DM2 of Local Plan (Part 2) 2022 and Paragraphs 153-154 of the National Planning Policy Framework, 2023.

**28.** No development shall take place until a programme of archaeological work has been implemented in accordance with a written scheme of investigation which has been submitted by the applicant and been approved in writing by the Local Planning Authority.

Reason:

To ensure any archaeological remains are recorded in accordance with Policy DM25 of the Local Plan (Part 2) 2022. This condition is required to be addressed prior to commencement in order that the ability to comply with its requirement is not prejudiced by the carrying out of building works or other operations on the site.

**29.** The submission of a Waste Management Plan to Waverley Borough Council for approval prior to the commencement of development. This plan should demonstrate that waste generated during the construction, demolition, and excavation phase of the development is limited to the minimum quantity necessary; and opportunities for re-use and recycling of any waste generated are maximised. The Waste Management Plan should be implemented as approved.

Reason:

To reduce the generation of waste in accordance with Policy 4 of the Surrey Waste Local Plan 2019 and the National Planning Policy Framework, 2023.

**30.** No development shall be occupied until confirmation has been provided that either:

- i). Surface water capacity exists off site to serve the development; or
- ii). A development and infrastructure phasing plan has been agreed with the Local Authority in consultation with Thames Water. Where a development and infrastructure phasing plan is agreed, no occupation shall take place other than in accordance with the agreed development and infrastructure phasing plan; or
- ii). All surface water network upgrades required to accommodate the additional flows from the development have been completed.

Reason:

Network reinforcement works may be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid flooding and/or potential pollution incidents, in accordance with Policy CC4 of the Local Plan (Part 1) 2018 and the National Planning Policy Framework, 2023..

**31.** Prior to the commencement of any works above slab level of any of the dwellings hereby permitted the materials for all hard surfaced areas including any roadways, pavements and footway/cycleways, fences and walls (with typical elevation sections including straights and where there are changes in alignment supplied for both including any coping details, decorative brickwork and piers etc.), shall be submitted to and agreed in writing with the LPA. The development shall be completed in accordance with the details as may be agreed. All soil and vent pipes and other flues shall be dark coloured. All electrical meter boxes shall be painted or otherwise coloured to match closely the colour of the facing brickwork or render wall as appropriate.

Reason:

In the interests of the appearance and character of the dwellings and to accord with Policy DM4 of the Local Plan (Part 2) 2023, Policy FNP1 of the Farnham Neighbourhood Plan and the National Planning Policy Framework, 2023.

**32.** Prior to the occupation of any of the dwellings hereby permitted a long-term management and maintenance scheme to provide for hard and soft landscaping future maintenance in perpetuity for public areas shall be submitted to and agreed in writing with the LPA. The scheme shall include the long-term management and maintenance of all shrub, grasses and tree planting in public areas which includes all public open spaces, drainage basins and play areas, and the maintenance of other public facilities including benches and bins and other elements of hard landscaping and public infrastructure works.

Reason:

To ensure that the development takes place in an appropriate way and to ensure that such areas are properly managed and maintained as public open spaces and ecological assets in the public interest, and to comply with Policy DM11 of the Local Plan (Part 2) 2023 and the National Planning Policy Framework, 2023.

**33.** The development hereby permitted shall not commence until written confirmation has been given by the Local Planning Authority confirming that sufficient capacity at Church Crookham Suitable Alternative Natural Greenspace (SANG) has been secured to mitigate the impact of the development on the Thames Basin Heaths Special Protection Area (SPA).

Reason:

To mitigate the impact of the development on the Thames Basin Heaths Special Protection Area (SPA) in accordance with Policies NE1 and NE3 of the Local Plan (Part 1) 2018, Regulation 62 of the Conservation of Habitats and Species Regulations 2017 and the National Planning Policy Framework, 2023. This condition is required to be addressed prior to commencement to mitigate the impact of the development on the Thames Basin Heaths Special Protection Area (SPA).

## Informative:

1. The applicant should take all relevant precautions to minimise the potential for disturbance to neighbouring residents during the demolition and/or construction phases of the development. The applicant should follow the guidance provided in the Construction Code of Practice for Small Developments in Waverley.
2. The granting of any permission does not in any way indemnify against statutory nuisance action being taken should substantiated complaints within the remit of the Environmental Protection Act 1990 be received. For further information please contact the Environmental Health Service on 01483 523393.
3. If proposed site works affect an Ordinary Watercourse, Surrey County Council as the Lead Local Flood Authority should be contacted to obtain prior written Consent. More details are available on the Lead Local Flood Authority's website.
4. If proposed works result in infiltration of surface water to ground within a Source Protection Zone the Environment Agency will require proof of surface water treatment to achieve water quality standards.
5. Sub-ground structures should be designed so they do not have an adverse effect on groundwater.
6. A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 020 3577 9483 or by emailing: [trade.effluent@thameswater.co.uk](mailto:trade.effluent@thameswater.co.uk). Application forms should be completed on-line via [www.thameswater.co.uk](http://www.thameswater.co.uk). Please refer to the Wholesale; Business customers; Groundwater discharges section.
7. Safe public access must be maintained at all times and no access should be made via the footpath at any time.
8. Should the applicant feel they are unable to ensure public safety while work is underway, a temporary closure may be necessary. A minimum of 3 weeks' notice must be given and there is a charge. Please contact the Countryside Access Officer if this is required.
9. Any down pipes or soakaways associated with the development should either discharge into a drainage system or away from the surface of the right of way.

10. There are to be no obstructions on the public right of way at any time, this is to include vehicles, plant, scaffolding or the temporary storage of materials and/or chemicals.
11. Vehicles using the right of way to access their properties must leave and enter the right of way in a forward gear.
12. Any alteration to, or replacement of, the existing boundary with the public right of way, or erection of new fence lines, must be done in consultation with the Countryside Access Officer. Please give at least 3 weeks' notice.
13. Contractor's vehicles, plant or deliveries may only access along a right of way if the applicant can prove that they have a vehicular right. Surrey County Councils' Rights of Way Group will expect the applicant to make good any damage caused to the surface of the right of way connected to the development.
14. The granting of planning permission does not authorise obstructing or interfering in any way with a public right of way. This can only be done with the prior permission of the Highway Authority (Surrey County Council, Countryside Access Group).
15. The applicant is encouraged to apply for a Secure by Design Accreditation.
16. It is the responsibility of the developer to ensure that the electricity supply is sufficient to meet future demands and that any power balancing technology is in place if required. Electric Vehicle Charging Points shall be provided in accordance with the Surrey County Council Vehicular, Cycle and Electric Vehicle Parking Guidance for New Development 2023.
17. It is the responsibility of the developer to provide e-bike charging points with socket timers to prevent them constantly drawing a current over night or for longer than required. Signage should be considered regarding damaged or shock impacted batteries, indicating that these should not be used/charged. The design of communal bike areas should consider fire spread and there should be detection in areas where charging takes place. With regard to an e-bike socket in a domestic dwelling, the residence should have detection, and an official e-bike charger should be used. Guidance on detection can be found in BS 5839-6 for fire detection and fire alarm systems in both new and existing domestic premises and BS 5839-1 the code of practice for designing, installing, commissioning, and maintaining fire detection and alarm systems in non-domestic buildings.
18. 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, 2023.

**Appendix 8 – Committee Report update to Planning Committee 10th July  
2024 (case officer)**

To: All Members of the PLANNING  
COMMITTEE  
(Other Members for Information)

When calling please ask for:  
Kimberly Soane, Democratic Services Officer  
**Legal & Democratic Services**  
E-mail: [kimberly.soane@waverley.gov.uk](mailto:kimberly.soane@waverley.gov.uk)  
Direct line: 01483523258  
Date: 3 July 2024

### **Membership of the Planning Committee**

Cllr Penny Rivers (Chair)  
Cllr Peter Clark (Vice Chair)  
Cllr Jacquie Keen  
Cllr Alan Morrison  
Cllr Richard Steijger  
Cllr Terry Weldon  
Cllr John Robini

Cllr Julian Spence  
Cllr David Beaman  
Cllr Graham White  
Cllr Alan Earwaker  
Cllr Carole Cockburn  
Cllr Jane Austin  
Cllr Phoebe Sullivan

### **Substitutes**

Dear Councillors

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

DATE: WEDNESDAY, 10 JULY 2024

TIME: 7.00 PM

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

The Agenda for the meeting is set out below.

This meeting will be webcast and can be viewed on [Waverley Borough Council's YouTube channel](#) or by visiting [www.waverley.gov.uk/webcast](http://www.waverley.gov.uk/webcast).

Yours sincerely

**Susan Sale,**  
**Joint Strategic Director Legal & Democratic Services & Monitoring Officer**

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## **NOTE FOR MEMBERS**

Members are reminded that Contact Officers are shown in each report and members are welcome to raise questions, etc. in advance of the meeting with the appropriate officer.

## **AGENDA**

8 **WA/2023/01467 - LAND CENTRED COORDINATES 483317 147157. OLD PARK LANE, FARNHAM (Pages 3 - 4)**

Outline application with all matters reserved except access for up to 83 dwellings (including 24 affordable) and public open space/country park, including related play space, community orchard, wildlife pond, internal access roads, footways/footpaths and drainage basins/corridor.

### Recommendation

That delegated authority is granted to the Executive Head of Planning to grant planning permission and make minor amendments to the wording of conditions subject to the applicant entering into an appropriate Section 106 Agreement for securing the provision of affordable housing including a commuted sum, securing open space and play space provision and off-site highway works to enhance pedestrian connectivity with the town centre and subject to conditions, permission be **GRANTED**

**For further information or assistance, please telephone  
Kimberly Soane, Democratic Services Officer, on 01483523258 or by  
email at [kimberly.soane@waverley.gov.uk](mailto:kimberly.soane@waverley.gov.uk)**



## Update Sheet for WA/2023/01467 – Land off Old Park Lane, Farnham

### 1. Members site visit – Friday 5<sup>th</sup> July 2024

At the members site visit on Friday 5<sup>th</sup> July concern was raised about vehicular access to the site along Keepsake Close and Cascade Way both during the proposed construction phase and on a general basis once construction is completed.

The members were also concerned about the reduction in the width of the grass verge and the removal of trees along Keepsake Close and Cascade Way to accommodate vehicular access to the site.

In response to the members concerns regarding the site construction access, the County Highway Authority has issued an informative note for the Planning Committee members which says on the first page:

*“The proposed vehicular access to the public highway is onto Crondall Lane via the private residential roads of Cascade Way and Keepsake Close. The Highway Authority is satisfied that the existing Cascade Way junction with Crondall Lane would provide safe and suitable access to the site for all users. There is a pedestrian footway on the south side of the junction, which provides a safe walking route to the existing signalised pedestrian crossing on Crondall Lane.*

*The applicant has demonstrated that adequate provision for access by all modes can be provided for the proposed development though Cascade Way and Keepsake Close. These are private roads and do not form part of the public highway, however it is nonetheless important that the layout provided complies with Healthy Streets Guidance.*

*The indicative site layout includes a network of pedestrian and cycle routes within the site, which includes upgrading the existing public footpaths that cross the site. The exact details of a scheme to improve and upgrade these Public Rights of Way would come forward as part of any reserved matters planning application, however at this stage the CHA is satisfied that the indicative site layout provide excellent permeability for walking and cycling between the site and the surrounding area, particularly to the range of services and amenities in Farnham Town Centre.*

*In accordance with the requirements of the NPPF (2023), the CHA is satisfied that the access strategy for the site would provide safe and suitable access for all users.”*

It is recognised that residents of Cascade Way and Keepsake Close may not like the idea of construction vehicles temporarily using the roads. However, there is no technical reason why the roads are not suitable as they have been designed to accommodate refuse vehicles, which are considerably larger than most construction vehicles. A condition is recommended for a Construction Management Plan that will cover a range of topics including the size and timing of construction vehicles, parking, and wheel washing facilities. It is noteworthy that construction access was originally proposed via Old Park Lane to the north, but this was changed at the request of the County Highway Authority).

In response to the members concerns about the reduction in the width of the grass verge and the removal of trees along Keepsake Close and Cascade Way, whilst small areas of green verge would be lost, the proposed development would provide a substantial area of public open space. This land would also be much more ecologically diverse. The green verges currently offer limited amenity and biodiversity value. Whilst a small number of trees are lost to the highways improvements, all tree loss will be replaced on site at a greater ratio.

## **2. Landscape and Visual Impact of views of St Andrew's Church**

A local resident emailed the members of the planning committee commenting that there are discrepancies in the committee report with regard to the visibility of St Andrew's Church (Grade I listed) from footpath 94 running along the northern edge of the site. The report refers to a Landscape and Visual Assessment dated June 2023, however, this assessment has been superseded by an Amended LVIA, dated March 2024, and the generated views incorporating proposed development show a much greater occlusion of the view than previously indicated.

In response to the resident's concerns, the Officer's report and assessment made in the Landscape and Visual Appraisal (LVA) is correct in relation to how the scheme parameters have been carefully designed to maintain views of the church tower. An error has been made in the visualisation document included in the March 2024 version of the LVIA. These visualisations show an earlier pre-application iteration of the scheme (dated June 2022) and should not have been included in the LVIA as they do not represent the final proposals. The verified view (AVR) document included in the June 2023 version of the LVIA, is the correct visualisation document. The correct version of the visualisation was also included in the Design and Access Statement at Figure 4.20.

The March 2024 LVIA provided updates in relation to the revised approach to drainage and resultant impacts on the landscape strategy approach. The overall conclusions remain as described in the June 2023 version of the LVIA and the visualisations should have been the same as issued in this document. As such, the analysis provided in the committee report remains appropriate. The parameter plans and landscape strategy were carefully developed in order to maintain key characteristics of the landscape and enhance parts of the landscape structure. The retention of the views towards St Andrew's Church was a key part of this, alongside repairing the historic field boundaries, maintaining the open elevated parts of the site free from development, retaining public rights of way, providing significant gains in biodiversity and incorporating additional areas of public open space.

It is important to re-iterate that the latest LVIA and the Committee Report refer to the correct assessment of the views towards St Andrews Church, therefore, the conclusions have not changed.

**Appendix 9 Committee Report Update to Planning Committee 10th July  
2024 (SCC Highways)**

To: All Members of the PLANNING  
COMMITTEE  
(Other Members for Information)

When calling please ask for:

Kimberly Soane, Democratic Services Officer

**Legal & Democratic Services**

E-mail: [kimberly.soane@waverley.gov.uk](mailto:kimberly.soane@waverley.gov.uk)

Direct line: 01483523258

Date: 3 July 2024

### **Membership of the Planning Committee**

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### **Substitutes**

Dear Councillors

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DATE: WEDNESDAY, 10 JULY 2024

TIME: 7.00 PM

PLACE: COUNCIL CHAMBER, COUNCIL OFFICES, THE BURYS,  
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Yours sincerely

**Susan Sale,**  
**Joint Strategic Director Legal & Democratic Services & Monitoring Officer**

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([www.waverley.gov.uk/committees](http://www.waverley.gov.uk/committees)), where you can also subscribe to

updates to receive information via email regarding arrangements for particular committee meetings.

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Please be advised that there is limited seating capacity in the Public Gallery; an overflow room will be available where possible. This meeting will be webcast and can be viewed by visiting [www.waverley.gov.uk/webcast](http://www.waverley.gov.uk/webcast).

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### **NOTE FOR MEMBERS**

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### **AGENDA**

8 WA/2023/01467 - LAND CENTRED COORDINATES 483317 147157. OLD PARK LANE, FARNHAM (Pages 3 - 6)

Outline application with all matters reserved except access for up to 83 dwellings (including 24 affordable) and public open space/country park, including related play space, community orchard, wildlife pond, internal access roads, footways/footpaths and drainage basins/corridor.

Recommendation

That delegated authority is granted to the Executive Head of Planning to grant planning permission and make minor amendments to the wording of conditions subject to the applicant entering into an appropriate Section 106 Agreement for securing the provision of affordable housing including a commuted sum, securing open space and play space provision and off-site highway works to enhance pedestrian connectivity with the town centre and subject to conditions, permission be **GRANTED**

**For further information or assistance, please telephone  
Kimberly Soane, Democratic Services Officer, on 01483523258 or by  
email at [kimberly.soane@waverley.gov.uk](mailto:kimberly.soane@waverley.gov.uk)**



## **WA/2023/001467 – County Highway Authority (CHA) Informative Note for Waverley Borough Council Planning Committee**

### **1. Access Strategy:**

The proposed vehicular access to the public highway is onto Crondall Lane via the private residential roads of Cascade Way and Keepsake Close. The Highway Authority is satisfied that the existing Cascade Way junction with Crondall Lane would provide safe and suitable access to the site for all users. There is a pedestrian footway on the south side of the junction, which provides a safe walking route to the existing signalised pedestrian crossing on Crondall Lane.

The applicant has demonstrated that adequate provision for access by all modes can be provided for the proposed development through Cascade Way and Keepsake Close. These are private roads and do not form part of the public highway, however it is nonetheless important that the layout provided complies with Healthy Streets Guidance.

The indicative site layout includes a network of pedestrian and cycle routes within the site, which includes upgrading the existing public footpaths that cross the site. The exact details of a scheme to improve and upgrade these Public Rights of Way would come forward as part of any reserved matters planning application, however at this stage the CHA is satisfied that the indicative site layout provide excellent permeability for walking and cycling between the site and the surrounding area, particularly to the range of services and amenities in Farnham Town Centre.

In accordance with the requirements of the NPPF (2023), the CHA is satisfied that the access strategy for the site would provide safe and suitable access for all users.

### **2. Proposed Traffic Generation:**

The proposed trip generation assessment for up to 83 residential dwellings are based on trip rates obtained from the TRICS database. During the AM peak period (08:00-09:00) the development is likely to generate 46 two-way vehicle trips comprising 8 vehicles arriving at the site and 38 vehicles departing the site. During the PM peak period (17:00-18:00) the development is likely to generate 51 two-way vehicle trips comprising 35 vehicles arriving at the site and 16 vehicles departing the site. The proposed development is likely to generate two-way traffic flows over a typical day (07:00 – 19:00) of 400 vehicles.

The Highway Authority has assessed the assumptions and methodology used by the applicant to calculate the above development generated vehicle trips and is satisfied that they are robust and fit for purpose.

### 3. Development Traffic Distribution:

The distribution of development generated traffic has been calculated with reference to the 2011 Census data for 'Location of Usual Residence and Place of Work by Method of Travel to Work'. The location of usual residence has been selected as the Waverley 003 Middle Super Output Area. The development trip distribution is based on journey to work data because these journeys represent the majority of journeys by car during the AM and PM peak periods on the local highway network. The Highway Authority has assessed the trip distribution methodology and is satisfied that it is robust, realistic and suitable for modelling the impact of the proposed development on the surrounding highway network.

### 4. Traffic Flow Data:

The Highway Authority has interrogated the applicant's traffic survey methodology and is satisfied that the data is robust for the purposes of assessing the impact of development generated traffic on the local highway network. The traffic survey data is representative of normal traffic conditions experienced during school term time with no major roadworks taking place on the surrounding highway network.

### 5. Traffic Impact Assessment Scenarios:

In accordance with the requirements of the NPPF (2023), the TA addresses the impact of development generated traffic using a cumulative impact assessment methodology.

With regard to the period of future year assessment, the Department for Transport document '*Guidance on Transport Assessments*' requires that any development should be assessed for a period of no less than five years after the date of registration of a planning application. The Transport Assessment has therefore assessed the impact of the development for a future opening year of 2028.

The applicant has utilised the industry standard Junctions 9 (PICADY) software to model priority junctions and the Junctions 9 (ARCADY) software to model roundabouts. The models express the relationship between traffic flow and the capacity of a junction as a ratio, referred to as the Ratio to Flow Capacity (RFC). When an RFC of 1 is recorded, it indicates that a junction is at capacity, whilst an RFC of less than 0.85 is generally accepted as being representative of a junction operating under free flow conditions.

A summary of the operation of the key junctions within the vicinity of the site are provided below:

#### -Site Access priority junction with Crondall Lane

This junction operates well within capacity for the 2028 future assessment year in both the AM and PM peak periods, with an RFC of 0.08 and 0.06 respectively.

#### -Crondall Lane Priority Junction with West Street

The majority of development generated traffic is expected to use this junction in the AM and PM peak periods. In the 2028 future year do nothing scenario (without the development), the Crondall Lane to West St (West) movement is predicted to reach an RFC of 0.80. In the PM peak time period the RFC is 0.62 for this same turning movement.

In the 2028 with development scenario, the RFC for the Crondall Lane to West St (West) movement is predicated to increase to 0.88 in the AM peak period and 0.66 in the PM peak period.

The CHA has previously raised concerns regarding the impact of development generated traffic at the Crondall Lane junction with West Street in the AM peak hour; development generated traffic will increase the likelihood of queuing and delay during this period. Paragraph 115 of the NPPF (2023) states that development should only be refused on transport grounds if the residual cumulative impacts on the road network would be severe. The CHA's previous consultation response stated that the development could have a potentially severe impact at this junction, and therefore the development needed to cost effectively mitigate this impact to an acceptable degree. The applicant's response to the CHA's comments, dated January 2024, clarifies that the junction modelling predicts that the RFC of 0.88 would occur for one 15-minute time segment during the AM peak hour i.e the queuing and delays would not last across the whole of the 1-hour peak period.

Notwithstanding this, the CHA considers the development should provide a comprehensive package of active travel and sustainable transport improvements, in order to cost effectively mitigate the increase in queuing and delay at this junction. The Planning Officer's Committee Report details the package of improvements that the CHA has secured.

The CHA is satisfied that this package of improvements will assist with reducing vehicle movements associated with the development and will maximise sustainable travel opportunities for future residents. When considering the highly sustainable location of the site in conjunction with the improvements that would be secured to improve active travel, the development would provide a genuine alternative to the private car for future residents. The CHA is therefore now satisfied that the development will not have a severe residual cumulative impact on the local highway network.

#### -Crondall Lane roundabout junction with Crosby Way

This junction operates within capacity for the 2028 future assessment year in both the AM and PM peak periods, with an RFC of 0.68 and 0.45 respectively.

#### 6. Development Layout and Parking Provision:

The CHA will assess the internal layout of the site when details are submitted with any reserved matters application. The CHA will expect the layout of the site to accord with SCC's Healthy Streets Guidance.

The development's car parking provision should be in accordance with Waverley Borough Council's Car Parking Standards. The Highway Authority have recommended a condition requiring the applicant to submit a plan showing the required car parking provision with any reserved matters planning application.

#### 7. Road Safety:

The Highway Authority have reviewed the accident records within the vicinity of the site and is satisfied that there are no distinctive accident clusters or patterns that can be attributed to existing highways engineering issues.

#### 8. Sustainable Transport

In accordance with the requirements of the NPPF (2023) and Waverley Borough Council's Local Plan Part 1 Policy ST1, the proposed development needs to demonstrate that opportunities to promote access by sustainable transport modes have been maximised.



The Highway Authority considers the proposed development is sustainable in transport terms, being within a reasonable walking and cycling distance to a wide range of service and amenities within Farnham Town Centre.

With regard to the public transport network, Farnham has a good level of bus service provision, with regular bus services stopping within the town centre and at the railway station. The nearest bus stops are located within 5-10 minute walk of the development site.

#### 9. Construction Traffic Management Strategy

The applicant has demonstrated to the CHA's satisfaction that Cascade Way and Keepsake Close, which are private roads and do not form part of the public highway, can be used to provide construction access to the proposed development. The CHA does not consider that Old Park Lane provides a suitable route for construction traffic, and a condition has been recommended ensuring no vehicular access to the site shall be provided from Old Park Lane, either for construction traffic or site traffic.

The CHA is satisfied that a suitable approach can be taken to managing construction impacts of the proposed development, depending on suitable conditions being secured on any permission granted, including prevention of any construction access utilising Old Park Lane.

The Highway Authority recommends a condition is imposed on any permission granted to ensure a Construction Transport Management Plan is submitted prior to commencement of the development.

#### 10. Summary

Overall, it is considered that the applicant's Transport Assessment provides a robust and realistic assessment of the impact of the proposed development on the local highway network. The assessment has addressed the transport requirements of the National Planning Policy Framework and Policy DM9 (Accessibility and Transport) of Waverley Borough Council's Local Plan Part 2 (2023), specifically with regard to ensuring safe and suitable access for all people, maximising sustainable transport opportunities, and demonstrating that the significant impacts from the development on the local highway network can be cost effectively mitigated to an acceptable degree.

## Appendix 10 – Policy NRM6 South East Plan

- 9.29 These areas do not represent the only areas in the region where habitat enhancement will be feasible, and does not preclude habitat enhancement and creation where this would meet local targets and other benefits, such as green space in urban areas.
- 9.30 The areas of strategic opportunity for biodiversity improvement in Diagram NRM3 are based on key habitat types, but within each area the distribution and nature of existing habitats and designated sites must be taken into account. The key strategic habitats comprise:
- i. lowland heath and acid grassland, where there are major opportunities for restoration and re-creation of habitats on sand and gravel including heathland, acid grassland, acid woodland and bog
  - ii. chalk downs where there are opportunities to restore, re-create and manage chalk grassland, chalk woodland and species-rich scrub
  - iii. woodland, where there are concentrations of important woodland habitats which could be restored, enhanced and re-connected and where other key habitats including grassland, wetland and heath could be restored
  - iv. wetlands (including coastal and floodplain grazing marsh, reed beds, inter-tidal mudflats and saltmarsh) where wet grassland, reed bed, fen, open water and wet woodland habitats could be restored and re-created and where coastal realignment could help to re-create inter-tidal habitats.

#### Thames Basin Heaths Special Protection Area

##### **POLICY NRM6: THAMES BASIN HEATHS SPECIAL PROTECTION AREA**

New residential development which is likely to have a significant effect on the ecological integrity of Thames Basin Heaths Special Protection Area (SPA) will be required to demonstrate that adequate measures are put in place to avoid or mitigate any potential adverse effects. Such measures must be agreed with Natural England.

Priority should be given to directing development to those areas where potential adverse effects can be avoided without the need for mitigation measures. Where mitigation measures are required, local planning authorities, as Competent Authorities, should work in partnership to set out clearly and deliver a consistent approach to mitigation, based on the following principles:

- i. a zone of influence set at 5km linear distance from the SPA boundary will be established where measures must be taken to ensure that the integrity of the SPA is protected
- ii. within this zone of influence, there will be a 400m "exclusion zone" where mitigation measures are unlikely to be capable of protecting the integrity of the SPA. In exceptional circumstances, this may vary with the provision of evidence that demonstrates the extent of the area within which it is considered that mitigation measures will be capable of protecting the integrity of the SPA. These small locally determined zones will be set out in local development frameworks (LDFs) and SPA avoidance strategies and agreed with Natural England
- iii. where development is proposed outside the exclusion zone but within the zone of influence, mitigation measures will be delivered prior to occupation and in perpetuity. Measures will be based on a combination of access management, and the provision of Suitable Accessible Natural Greenspace (SANG).

Where mitigation takes the form of provision of SANG the following standards and arrangements will apply:

- iv. a minimum of 8 hectares of SANG land (after discounting to account for current access and capacity) should be provided per 1,000 new occupants
- v. developments of fewer than 10 dwellings should not be required to be within a specified distance of SANG land provided it is ensured that a sufficient quantity of

**SANG land is in place to cater for the consequent increase in residents prior to occupation of the dwellings**

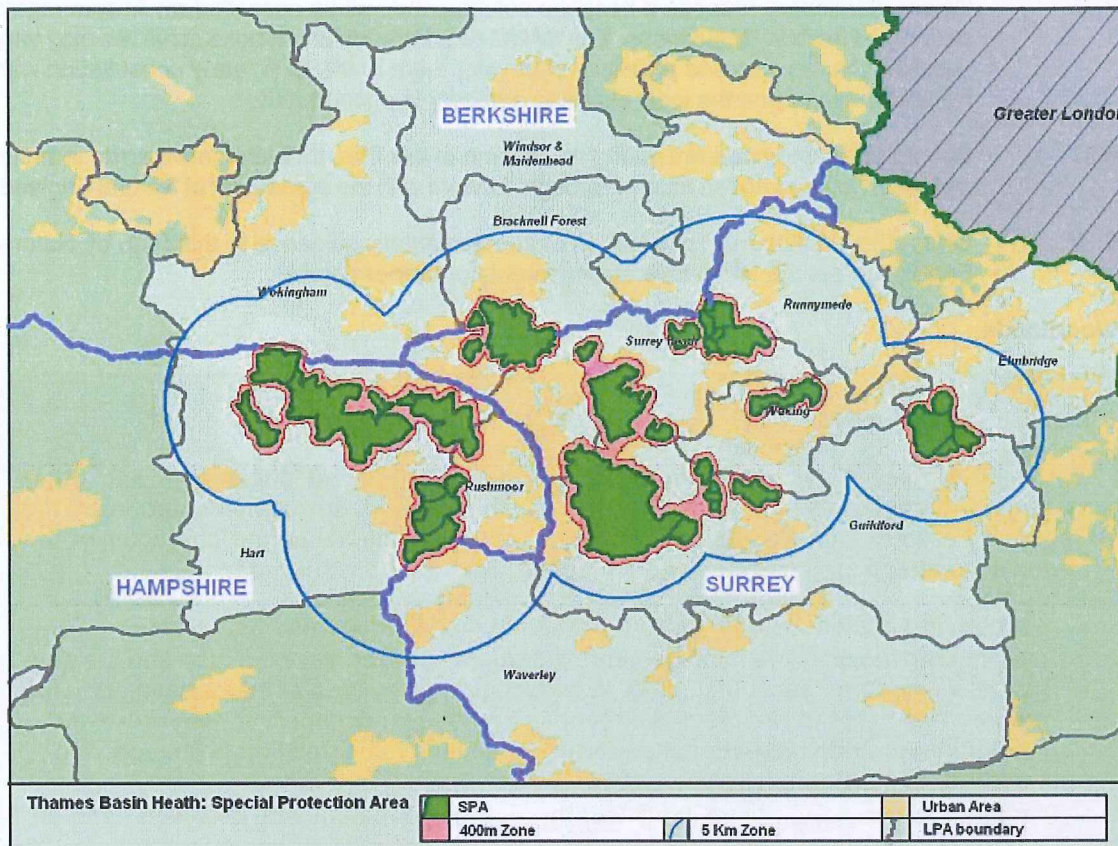
- vi. **access management measures will be provided strategically to ensure that adverse impacts on the SPA are avoided and that SANG functions effectively**
- vii. **authorities should co-operate and work jointly to implement mitigation measures. These may include, inter alia, assistance to those authorities with insufficient SANG land within their own boundaries, co-operation on access management and joint development plan documents**
- viii. **relevant parties will co-operate with Natural England and landowners and stakeholders in monitoring the effectiveness of avoidance and mitigation measures and monitoring visitor pressure on the SPA and review/amend the approach set out in this policy, as necessary**
- ix. **local authorities will collect developer contributions towards mitigation measures, including the provision of SANG land and joint contributions to the funding of access management and monitoring the effects of mitigation measures across the SPA**
- x. **large developments may be expected to provide bespoke mitigation that provides a combination of benefits including SANG, biodiversity enhancement, green infrastructure and, potentially, new recreational facilities.**

**Where further evidence demonstrates that the integrity of the SPA can be protected using different linear thresholds or with alternative mitigation measures (including standards of SANG provision different to those set out in this policy) these must be agreed with Natural England.**

**The mechanism for this policy is set out in the TBH Delivery Framework by the TBH Joint Strategic Partnership and partners and stakeholders, the principles of which should be incorporated into local authorities' LDFs.**

### 9.31

The Thames Basin Heaths Special Protection Area (SPA) is designated under European Directive 79/409/EEC because of its populations of three heathland species of birds – Dartford Warbler, Nightjar and Woodlark. This designation covers parts of 15 local authority areas and three counties and is likely to have a major impact upon the potential for development within these areas and others adjoining it. See following diagram showing local authority boundaries, 400m and 5km zones:



- 9.32** Natural England has identified that net additional housing development (residential institutions and dwellings) up to 5km from the designated sites is likely to have a significant effect (alone or in combination with other plans or projects) on the integrity of the SPA. Initial advice from Natural England is that an exclusion zone of 400 metre linear distance from the SPA is appropriate. The district level housing allocations for the sub-region presuppose that an effective approach to dealing with the effects of development on the SPA can be found. Local authorities that are affected by the designation should deal, in their LDDs, with the issue of the effects of development on the SPA, and put forward a policy framework to protect the SPA whilst meeting development requirements. The focus of this policy is on avoidance and mitigation of the effects of residential development. This does not obviate the need for possible Habitats Regulation Assessment on other forms of development.
- 9.33** Nor do the provisions of this policy exclude the possibility that some residential schemes (and, in particular, relatively large schemes) either within or outside the 5k zone might require assessment under the Habitats Regulations due to a likely significant effect, alone or in combination with other plans or projects, and subject to advice from Natural England.
- 9.34** Applications for all non-residential development will need to be subject to Habitats Regulations Assessment where they are likely to have a significant adverse impact on the integrity of the Thames Basin Heaths SPA.
- 9.35** To assist local authorities in the preparation of LDDs and to enable development to come forward in a timely and efficient manner, Policy NRM6 sets out the extent of mitigation measures required, based on current evidence. The evidence available indicates that effective mitigation measures should comprise a combination of providing suitable areas for recreational use by residents to buffer the SPA and actions on the SPA to manage access and encourage use of alternative sites. Such measures must be operational prior to the occupation of new residential developments to ensure that the interests of the SPA are not damaged. Local Authorities and Natural England will need to co-operate so that the effect of mitigation measures can be monitored across the SPA.

- 9.36 Where developers propose a bespoke solution, this will be assessed on its own merits under the Habitats Regulations. The SANG requirement for bespoke solutions may vary according to the size and proximity of development to the SPA; early consultation with Natural England and the local planning authority is encouraged.
- 9.37 Should it become apparent during the lifetime of this Plan that alternative arrangements may need to apply, these must be brought forward with the agreement of Natural England.
- 9.38 One route would be the publication of supplementary guidance to this Plan by Natural England to set out alternative arrangements or further details.

### Woodlands

#### POLICY NRM7: WOODLANDS

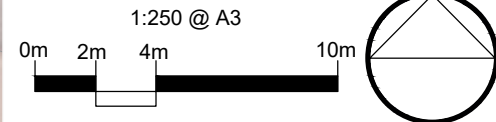
In the development and implementation of local development documents and other strategies, local authorities and other bodies will support the implementation of the Regional Forestry and Woodland Framework, ensuring the value and character of the region's woodland are protected and enhanced. This will be achieved by:

- i. protecting ancient woodland from damaging development and land uses
- ii. promoting the effective management, and where appropriate, extension and creation of new woodland areas including, in association with areas of major development, where this helps to restore and enhance degraded landscapes, screen noise and pollution, provide recreational opportunities, helps mitigate climate change, and contributes to floodplain management
- iii. replacing woodland unavoidably lost through development with new woodland on at least the same scale
- iv. promoting and encouraging the economic use of woodlands and wood resources, including wood fuel as a renewable energy source
- v. promoting the growth and procurement of sustainable timber products.

- 9.39 The region is the most wooded in England, with almost 275,000 hectares covering around 15% of the land area (the area of woodland having increased over recent years), although coverage varies around the region. This provides many social and environmental benefits for its inhabitants. The management of a substantial proportion of this resource is, however, inadequate and many woodlands are neglected.
- 9.40 The Regional Forestry and Woodlands Framework <sup>(15)</sup> highlights how trees, woodlands and forestry can contribute to the sustainable development of the region and sets out the steps needed to secure the future of its woodland. This framework is the regional expression of the England Forestry Strategy.
- 9.41 In order to ensure that woodlands continue to contribute towards the sustainable development of the region and the quality of life, we need to:
- i. protect and enhance the value and character of the region's woodland, promoting appropriate woodland planting in association with major areas of development to restore and improve degraded landscapes
  - ii. realise the economic, environmental and social benefits that woodland management and tree planting can provide
  - iii. promote higher standards of management of existing woodlands, and seek new markets for woodland produce
  - iv. support the implementation of the Regional Forestry and Woodland Framework
  - v. manage woodland in light of the impact of climate change.

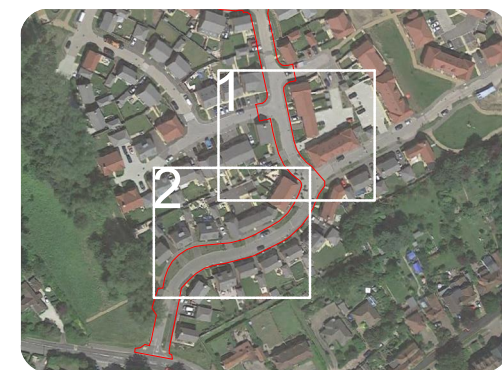
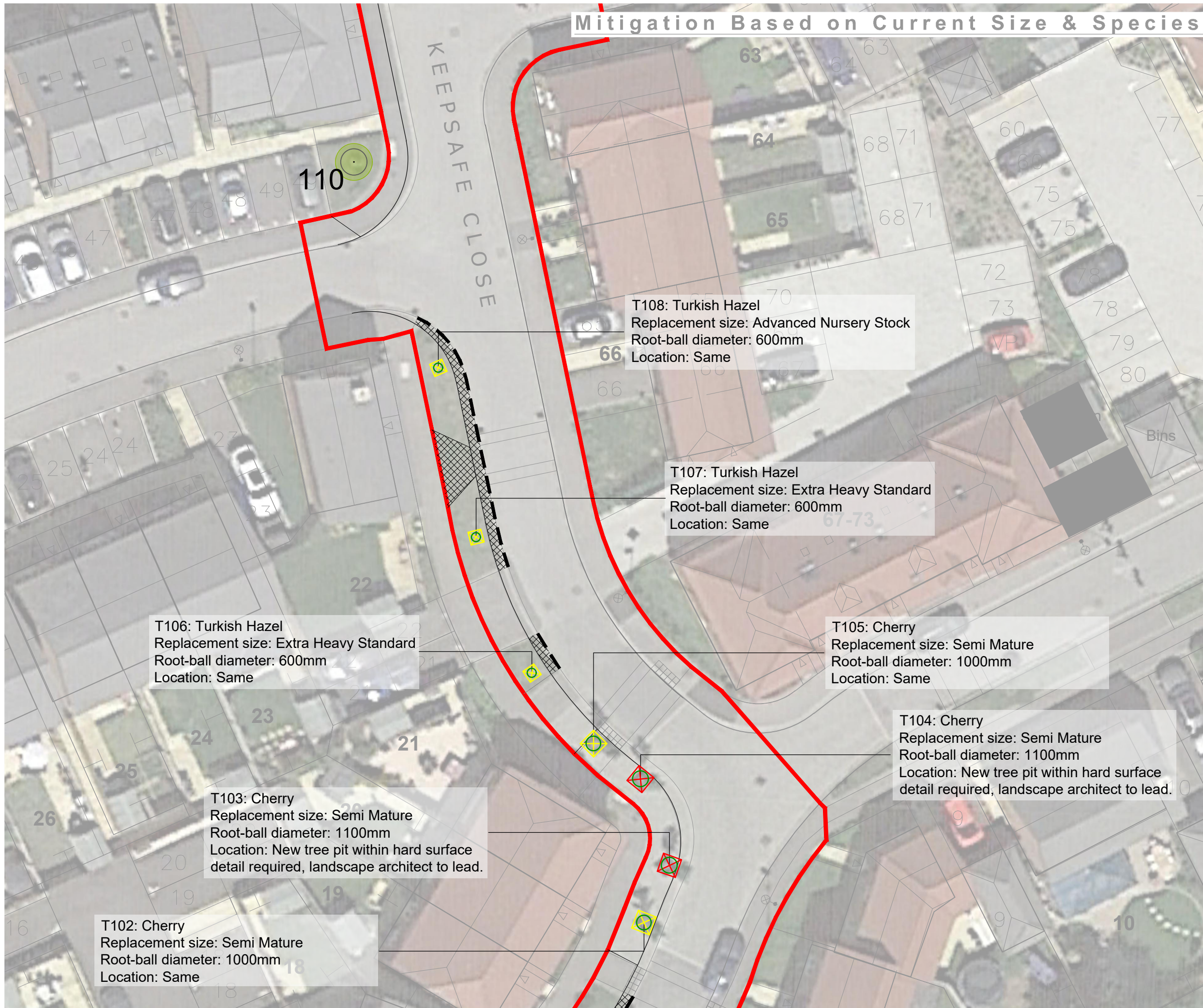
## Appendix 11 – Tree Replacement Strategy

# Mitigation Based on Current Size & Species



**KEY:**

- Site Boundary
- Tree Numbers
- Tree Canopies
- Category 'C' RPA
- Proposed Root-ball Size
- Tree Pit Size/Location
- Amend Tree Pit Size/Location



REV	DATE	NOTE	Drawn	Chk'd
REVISIONS				

**aspect arboriculture**

TITLE  
Land West of Old Park Lane, Farnham  
Mitigation Based on Current Size

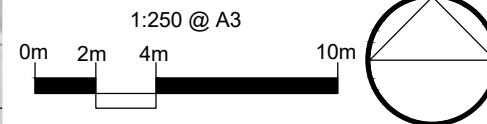
CLIENT  
Gleeson Strategic Land

SCALE	DATE	DRAWN
1:250 @ A3	NOV 2024	GW
DRAWING NUMBER	REVISION	
10542 PAIA 15 (1/2)		

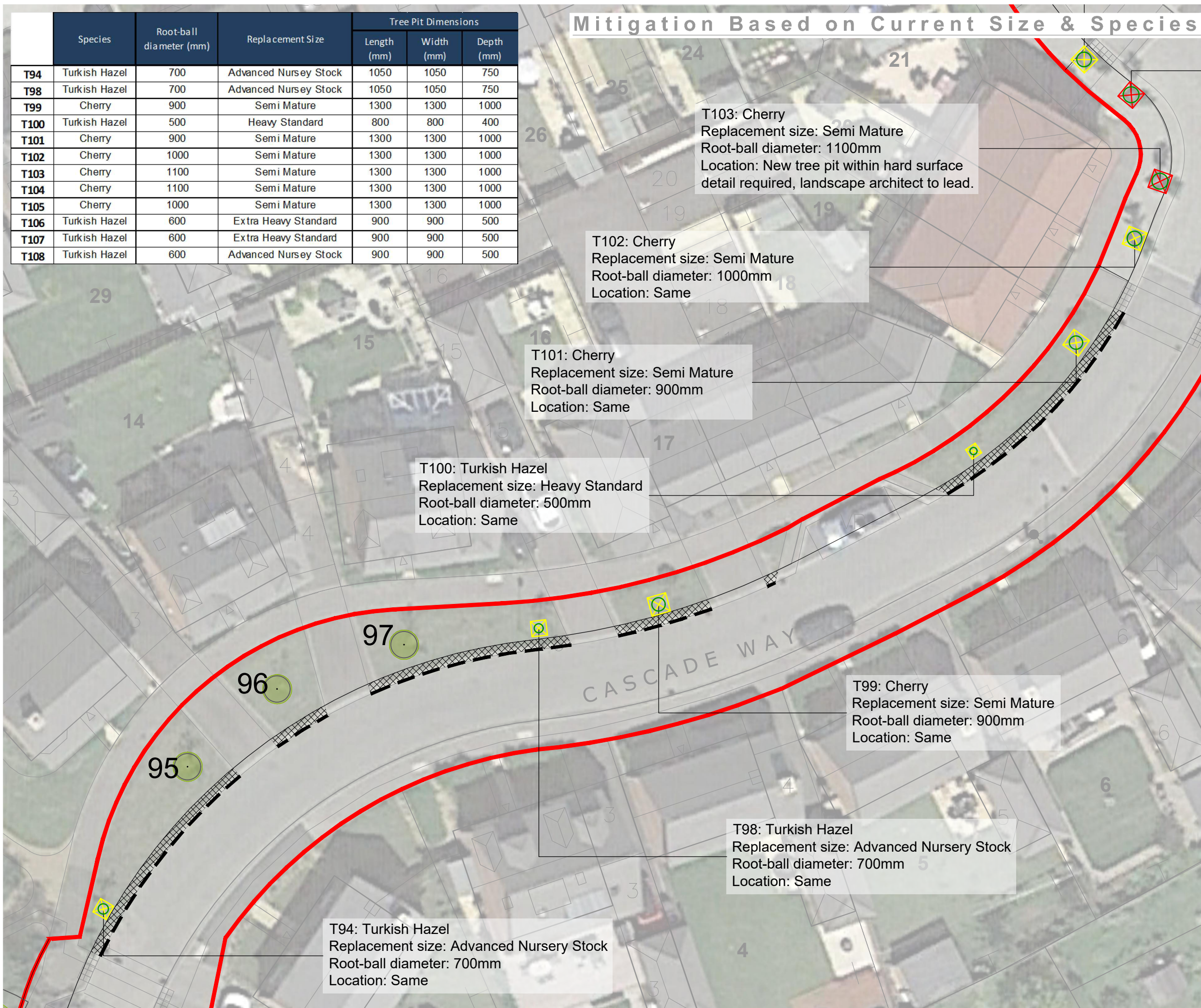


# Mitigation Based on Current Size & Species

	Species	Root-ball diameter (mm)	Replacement Size	Tree Pit Dimensions		
				Length (mm)	Width (mm)	Depth (mm)
T94	Turkish Hazel	700	Advanced Nursery Stock	1050	1050	750
T98	Turkish Hazel	700	Advanced Nursery Stock	1050	1050	750
T99	Cherry	900	Semi Mature	1300	1300	1000
T100	Turkish Hazel	500	Heavy Standard	800	800	400
T101	Cherry	900	Semi Mature	1300	1300	1000
T102	Cherry	1000	Semi Mature	1300	1300	1000
T103	Cherry	1100	Semi Mature	1300	1300	1000
T104	Cherry	1100	Semi Mature	1300	1300	1000
T105	Cherry	1000	Semi Mature	1300	1300	1000
T106	Turkish Hazel	600	Extra Heavy Standard	900	900	500
T107	Turkish Hazel	600	Extra Heavy Standard	900	900	500
T108	Turkish Hazel	600	Advanced Nursery Stock	900	900	500



- KEY:**
- Site Boundary
  - Tree Numbers
  - Tree Canopies
  - Category 'C' RPA
  - Proposed Root-ball Size
  - Tree Pit Size/Location
  - Amend Tree Pit Size/Location



T103: Cherry  
 Replacement size: Semi Mature  
 Root-ball diameter: 1100mm  
 Location: New tree pit within hard surface detail required, landscape architect to lead.

T102: Cherry  
 Replacement size: Semi Mature  
 Root-ball diameter: 1000mm  
 Location: Same

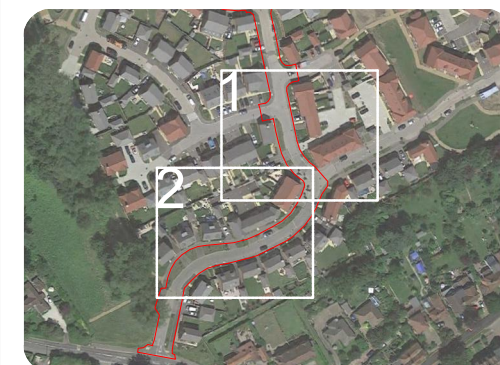
T101: Cherry  
 Replacement size: Semi Mature  
 Root-ball diameter: 900mm  
 Location: Same

T100: Turkish Hazel  
 Replacement size: Heavy Standard  
 Root-ball diameter: 500mm  
 Location: Same

T99: Cherry  
 Replacement size: Semi Mature  
 Root-ball diameter: 900mm  
 Location: Same

T98: Turkish Hazel  
 Replacement size: Advanced Nursery Stock  
 Root-ball diameter: 700mm  
 Location: Same

T94: Turkish Hazel  
 Replacement size: Advanced Nursery Stock  
 Root-ball diameter: 700mm  
 Location: Same



REV	DATE	NOTE	Drawn	Chk'd
REVISIONS				



TITLE  
 Land West of Old Park Lane, Farnham  
 Mitigation Based on Current Size

CLIENT  
 Gleeson Strategic Land

SCALE	DATE	DRAWN
1:250 @ A3	NOV 2024	GW
DRAWING NUMBER	REVISION	
10542 PAIA 15 (2/2)		

Based on: 31AB-Land at Old Park Lane Farnham-Revision January 2021.dwg