

24th JULY 2018 PLANNING COMMITTEE

5b 18/0359 Reg'd: 16.04.18 Expires: 16.07.18 Ward: BWB
Nei. 08.05.18 BVPI Major Number 14/13 On No
Con. Target of Weeks Target?
Exp: on Cttee'
Day:

LOCATION: Broadoaks, Parvis Road, West Byfleet, KT14 7AA

PROPOSAL: Planning application for the demolition of the vacant Sherwood House office building (B1 use class); removal of all former MOD buildings, hardstanding and structures across the site; the erection of 115 new market dwellings (C3 use class) and associated garages); the erection of 54 affordable dwellings (C3 use class) and the part demolition; restoration and conversion of Broadoaks House to create 2 new market dwellings and the erection of 2 new garages; part demolition, restoration and reuse of the 2 Lodge Houses as new independent market dwellings with associated new detached garages; restoration and reuse of the Motor House to create 6 new market dwellings; restoration of the Model Dairy; restoration of the 2 existing summer houses 1 of which is to be repositioned; the erection of 75-bed assisted living accommodation (C2 use class) across 2 new buildings; the erection of a new 80-bed care home building (C2 use class); erection of anew 900sqm office building (B1 use class); new altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis Road; associated internals, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the site and offsite highway work.

TYPE: Full

APPLICANT: Octagon Broadoaks Limited

OFFICER: Tanveer
Rahman

REASON FOR REFERRAL TO COMMITTEE

The application has been referred to Planning Committee by the Development Manager due to the scale and significance of the application.

SUMMARY OF PROPOSED DEVELOPMENT

This is a full planning application for the following:

- The demolition and removal of all former MOD and other buildings, hardstanding and structures across the site; apart from the part demolition, restoration and conversion of Broadoaks House to create 2 dwellings and

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erection of 2 new garages. Part demolition, restoration and extension to the Coach House to create 6 dwellings and restoration and reuse of the 2 Lodge Houses as independent dwellings with associated garages, erection of 115 new market dwellings and 54 new affordable dwellings.

- New altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis Road, associated internal roads, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the site and off site highway works.
- The erection of an 80-bed care home.
- Erection of a 900sqm office building.
- The erection of 75 retirement apartments over 2 buildings following demolition of Sherwood House.

The application has been amended with additional information submitted since its original submission which has included the following:

- Financial Viability Information
- Updated travel plan.
- The carport to the rear of plot 77 has been repositioned, minor fence changes were made to the rear of Plots 73 & 78 were made and Tree T277 (Scots Pine) was shown to be removed.
- TECHNICAL NOTE: TRANSPORT dated 12.06.2018

PLANNING STATUS

- Green Belt
- Major Development Site in the Green Belt
- Statutory Listed Buildings
- Locally Listed Buildings
- Tree Preservation Order
- Archaeological Interest
- Contaminated Land
- Adjoins Surrey Minerals Site Concreting Aggregates
- Thames Basin Heaths SPA Zone B

RECOMMENDATION

REFUSE planning permission for the reasons set out at the end of the report.

SITE DESCRIPTION & SURROUNDINGS

The application site relates to a major developed site within the Green Belt. It comprises of land to the south of Parvis Road (A245) and is directly accessed off this road. It is approximately 400 metres to the east of West Byfleet District Centre. To the north of the site is a large area of public recreation space which extends between the edge of the District Centre and Dartnell Park to the east. Adjoining the rear southern boundary is Broadoaks Crescent and to the west are the residential cul-de-sacs of Highfield Road and Highfield Lane. To the north west is Hobbs Close which is a residential cul-de-sac containing detached houses.

The site extends to an area of 14.7 hectares. It contains the Grade II listed Broadoaks House, the Model Dairy, front range of Broadoaks Motor House and the curtilage listed buildings of the rear of the Coach House and the two locally listed gate houses located along the Parvis Road frontage. The site was taken over by the

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MOD in 1947 with subsequent extensions carried out to Broadoaks House which are still present today. Sherwood House is a large office building in the western part of the site and forms part of the extant planning permission for the 3 office buildings approved under PLAN/1998/0340.

The site contains large areas of hardstanding in the northern portion of the site and two man-made concrete lakes within the southern part. There is a large man-made bund in the south western corner. The site is well bounded with tree margins along all boundaries. There are also large mature trees dotted throughout the site. There are level changes contained throughout the site which have been mainly due to man made actions associated with the extant permission. However in the main the land rises from the north eastern corner to the south west.

PLANNING HISTORY

- PLAN/2018/0360: Listed building consent for the partial demolition, restoration and conversion of Broadoaks House to create 2 dwellings, partial demolition, restoration and extension of the Coach House to create 6 dwellings, restoration and reuse of the two Gate Houses as independent dwellings and restoration of Model Dairy - pending consideration.
- PLAN/2016/1004: Listed building consent for the partial demolition, restoration and conversion of Broadoaks House to create 2 dwellings, partial demolition, restoration and extension of the Coach House to create 6 dwellings, restoration and reuse of the two Lodge Houses as independent dwellings and change of use and restoration of Model Dairy to a shop/office (ancillary to use of the school) - permitted 16.10.2017.
- PLAN/2016/1003: Full planning application for the change of use of vacant class B1 business building [Sherwood House] to Class D1 secondary school with playing field and Multi Use Games Area (MUGA), floodlighting, landscaping, internal roads, car, mini bus and cycle parking areas, restoration and change of use of Model Dairy to a shop/office [ancillary to the use of the school]; demolition and removal of all former MOD and other buildings, hardstanding and structures across the site apart from the part demolition, restoration and conversion of Broadoaks House to create two dwellings and erection of two new garages, part demolition, restoration and extension to the Coach House to create six dwellings and restoration and reuse of the two Lodge Houses as independent dwellings and erection of 2 new garages, erection of 151 new dwellings including 36 affordable dwellings and associated garages, together with new altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis Road, associated internal roads, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the site and off site highway works - permitted 16.10.2017.
- PLAN/2015/0988 - Listed building consent for the partial demolition, restoration and conversion of Broadoaks House to create 2 dwellings, partial demolition, restoration and extension of the Coach House to create 6 dwellings, restoration and reuse of the two Lodge Houses as independent dwellings and change of use and restoration of Model Dairy to a shop/office (ancillary to use of the school) – withdrawn.
- PLAN/2015/0987 - A hybrid application for a two phase development; full application for the change of use of vacant Class B1 business building (Sherwood

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House) to Class D secondary school with playing field and Multi Use Games Area (MUGA), floodlighting, landscaping, internal roads, car, mini bus and cycle parking areas, restoration and change of use of Model Dairy to a shop/office (ancillary to the use of the school); demolition and removal of all former MOD and other buildings, hardstanding and structures across the site apart from the part demolition, restoration and conversion of Broadoaks House to create 2 dwellings and erection of 2 new garages, part demolition, restoration and extension to the Coach House to create 6 dwellings and restoration and reuse of the two Lodge Houses as independent dwellings and associated garages, erection of 67 new dwellings including 32 affordable dwellings and associated garages, together with new altered access points to Parvis Road and Hobbs Close and separate pedestrian/cycle link from Parvis Road, associated internal roads, fencing including acoustic fencing to Parvis Road frontage and hard and soft landscaping throughout the site and off site highway works. Outline application for the erection of 40 new dwellings with access and layout to be determined (appearance, landscaping and scale reserved) - withdrawn.

- PLAN/2010/1127: Proposed change of use of block C from Class B1 offices to flexible office and data centre use - permitted 10.12.2012.
- PLAN/2009/1007: Certificate of Lawfulness for the Proposed use of Block C of Broadoaks Estate as a data processing centre in accordance with the permitted class B1 business use of the building - refused 23.03.2010.
- PLAN/2009/1092: Application to vary condition 1 (external alterations to clad in stone) of PLAN/2008/0205 dated 07.08.08 for the side elevations of the substation to have 3m high galvanised fencing - permitted 12.02.2010.
- COND/2009/0103: Discharge of condition 2 (landscaping) condition 4 (maintenance) to PLAN/2008/0205 for the retention of the substation - permitted 09.02.2010.
- AMEND/2008/0101: Amendment to modify the Section 106 agreement for PLAN/1998/0340 - permitted 20.10.2008
- PLAN/2008/0205: Retrospective application for an electricity sub-station - permitted 07.08.2008
- PLAN/2004/1362: Details pursuant to condition 4 (tree planting), 11 (soft landscaping), 12 (boundary treatment), 17 (refuse enclosure) and 20 (ecology) of planning permission 98/0340 for the Demolition of office and other MOD buildings, restoration of Broadoaks House, construction of 3 office buildings with basement parking and surface parking (Amended plans showing revised gates and access details and additional trees to be removed) - permitted 18.07.2005
- PLAN/2004/1025: Details pursuant to condition 4 (tree planting), 11 (soft landscaping), 12 (boundary treatment), 17 (refuse enclosure) of planning permission 98/0340 for the Demolition of office and other MOD buildings, restoration of Broadoaks House and Model Dairy together with remodelling setting of Broadoaks House, construction of offices comprising of 3 clusters of 3 office buildings with about 50% basement parking, surface parking - refused 28.10.2004

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- PLAN/2002/0995: Details pursuant to conditions attached to planning permission 1998/0340 and the listed building consent PLAN/1998/0341 for the demolition of existing buildings with exception of Manor House, Coach House and Dairy (2475sq.m) and erection of 3 new office clusters (15,555 sq.m); provision of new access; 656 parking spaces and landscaping setting (18,029 sq.m. total) - refused 28.10.2004.
- PLAN/1998/0341: Listed building application for the restoration of Broadoaks House and Model Dairy including adaptation following demolition of adjoining office building, formation of formal gardens and landscaped set - allowed by the Secretary of State 21.12.2000.
- PLAN/1998/0340: Demolition of office and other MOD buildings, restoration of Broadoaks House and Model Dairy together with remodelling setting of Broadoaks House, construction of offices comprising of 3 clusters of 3 office buildings with about 50% basement parking, surface parking, revised vehicular access to Parvis Road and new cycle way - allowed by the Secretary of State 21.12.2000.

PROPOSED DEVELOPMENT

This application seeks full planning permission for the following:

Residential (C3 use class)

Full permission is sought for the demolition and removal of all former MOD and other buildings, hardstanding and structures across the site apart from the part demolition, restoration and conversion of Broadoaks House to create 2 x 6-bedroom houses and erection of 2 new garages; part demolition, restoration and extension to Broadoaks Coach House to create 6 x 2-bedroom flats and restoration and reuse of the 2 Lodge Houses as independent 2-bedroom houses with associated proposed garages. There is a related listed building application under ref PLAN/2018/0360 which covers the works to these listed and curtilage listed buildings. 115 new market dwellings are proposed comprising 2-storey storey detached, semi-detached and terraced properties with some containing roof accommodation served by dormers. Most of the properties are proposed to have their own private gardens. Parking is proposed through a combination of detached garages, integral garages and bays.

Table 1: Schedule of market housing unit sizes

Accommodation type	Number
1-bedroom	0 units
2-bedroom	16 units *
3-bedroom	22 units
4-bedroom	53 units
5-bedroom	26 units
6-bedroom	8 units **
Total	125 units

* Including 6 units from the conversion of The Motor House and 2 units from the conversion of The West Lodge House and The East Lodge House.

** Including 2 units from the conversion of Broadoaks House.

54 affordable units are proposed within 3 x 3-storey blocks with roof accommodation comprising 30 x 1-bedroom flats and 24 x 2-bedroom flats. 54 parking spaces are

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proposed along with cycle and bin stores. The ground floor flats are proposed to have private gardens while the upper floor flats are proposed to have access to the communal gardens adjacent.

Table 2: Schedule of affordable housing unit sizes

Accommodation type	Number
1-bedroom	30 units
2-bedroom	24 units
Total	54 units

Care home (C2 use class)

At the northern end of the site a care home building containing 80 x 1-bedroom ensuite units for residential care, nursing and dementia care is proposed. It is proposed to be 2-storeys with roof accommodation served by dormers and on its north east corner a small single-storey element with roof accommodation served by dormers is proposed. It is also proposed to have communal facilities such as dining rooms, lounges, a café, hair salon, cinema and pub.

35 parking spaces, including 2 disabled spaces are proposed to the west and south west of the building. This carpark is also intended to accommodate delivery and refuse vehicles to be able to enter and leave in a forward direction.

A communal garden area for residents is proposed to the east and north of the building.

Assisted living accommodation (C2 use class) at the west of the site

At the western end of the site two L-shaped buildings containing 75 bedrooms (including a guest suite) and linked by a colonnade are proposed. They are proposed to be 3-storeys with roof accommodation. They are also proposed to have a staff office, staff accommodation, a guest suite, a residents lounge, a bistro/café, residents larder and ancillary kitchen and stores, gym/ fitness studio and a treatment room.

113 parking spaces, including 11 disabled spaces and space for a set-down/pick up area are proposed to the north of the buildings.

Two communal gardens are proposed to the south of the two buildings.

Table 3: Schedule of assisted living accommodation units

Accommodation type	Number
1-bedroom	7 units
2-bedroom	68 units
Total	75 units

Office (B1a use class)

A 2-storey 900sqm office building is proposed to the rear of the 80-bedroom care home. 36 parking spaces, including 2 disabled spaces are proposed to the west and south west of the building. A garden area for employees is proposed to the east of the building.

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Access arrangements and off site works

There are three existing access points to the site from Parvis Road. Two of these are proposed to be closed off and the third which currently serves Hobbs Close at the north west corner of the site is proposed to serve the proposed affordable housing blocks, the assisted living buildings and the office building.

To the east of this a new access point is proposed from Parvis Road to serve the market housing. It would lead to a traffic loop enclosing a 93 x 71m open space called 'The Green'.

Highway safety measures include widening Parvis Road on the south side to provide de-acceleration and acceleration splays to both site entrances and to create safe right turn waiting capabilities in the middle of the road which would extend for a distance in the event that several vehicles may be queuing and appropriate road markings. Page 19 of the submitted Design & Access statement states that this work is to *"be undertaken by Council approved contractors and to Highway Authority specifications, approval and supervision and all to be funded by the applicant company"*.

Differences to PLAN/2016/1003

The main changes to the previously approved application are:

- 22 more residential units are proposed.
- Instead of the proposed secondary school, playing field and MUGA pitch the specialist accommodation (C2 use class) buildings and the office building are proposed.

CONSULTATIONS

County Highway Authority: No objection subject to conditions.

Surrey County Council Archaeological Officer: No objection.

Surrey County Council Planning: No response received.

Surrey County Council Sustainable Drainage and Consenting Team: No objection subject to the Council's Flood Risk Engineer being satisfied

Thames Water: No response received.

Affinity Water Company: No response received.

Environment Agency: No objection.

Council's Drainage and Flood Risk Officer: No objection subject to conditions.

Council's Contaminated Land Officer: No objection subject to condition.

Council's Conservation Consultant: No objection.

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Historic England: No objection subject to the LPA attaching appropriate conditions for repairs to the listed buildings to be carried out as a priority if the the scheme is to be phased. Stated that their remit only extends to the Grade II listed buildings.

It is regrettable that works to the rear of the Motor House have not taken into account Historic England's previous representations. There is an opportunity for a creative and sensitive conversion here with an extension that emulates the form of the ranges to be demolished so the original function of the building can still be appreciated. This might be achieved by leaving an open internal courtyard where the existing service area is, for example and designing an extension which is less domestic in its appearance.

Natural England: Raised an initial objection which was then withdrawn following further information that was provided by the agent.

Surrey Wildlife Trust (SWT): Advised that should the LPA be minded to grant planning permission the applicant should be required to undertake all the recommendations in the submitted ecological reports, that the LPA has the opportunity to consider and approve a Landscape and Ecological Management Plan in line with the submitted reports and also recommended general recommendations.

Crime Prevention Design Advisor: No response received.

Council's Environmental Health Officer: No objection subject to conditions.

Council's Arboricultural Officer: No objection subject to condition.

Housing and Enabling Officer: No objection.

Council's Waste Department: No objection subject to condition.

Council's Planning Policy Team: Objection on the following three grounds:

EMPLOYMENT - a lack of evidence has been submitted to justify why the site should not be retained for business use, in accordance with policies CS3 and CS15 of the *Woking Core Strategy (2012)*.

GREEN BELT - significant enough 'very special circumstances' have not been put forward to outweigh the harm by way of inappropriate development in the Green Belt.

AFFORDABLE HOUSING PROVISION - the percentage of proposed affordable units is not in accordance with policy CS13 of the *Woking Core Strategy (2012)* (*Case officer's note: a viability report was submitted by the applicant to justify the shortfall in affordable housing units and this was considered to be acceptable by an independent viability surveyor*).

Council's Leisure and Community Services: No objection.

West Byfleet Neighbourhood Forum: No response received.

Independent viability surveyor: No objection subject to additional payments to be secured via legal agreement dependant on profit.

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REPRESENTATIONS

One letter of objection was received which made the following main statements:

- The objector has experienced traffic congestion in the area and therefore feels that additional housing should not be approved.
- The proposed highway improvements are insufficient to deal with potential congestion.
- Central Government should stop increasing overcrowding in the country.

Three neutral letters of representation (including one on behalf of the Byfleet, West Byfleet & Pyrford Residents' Association and another on behalf of the Surrey Gardens Trust) were received which made the following main statements:

- The design approach is acceptable from a parks and gardens point of view.
- Maintenance of 'The Green' and the formal garden should be ensured by condition or agreement to recognise their garden design interest.
- Details of the site's south and west boundary fences should be submitted prior to determination of this application.
- There are existing mature trees on the boundary which should be maintained due to their important habitat function.
- There should not be public access for residents and the general public along the south and west boundaries as this would damage habitat and create overlooking towards gardens in The Oaks and Broadoaks Crescent (unless the existing chain-link boundary fencing is replaced).

APPLICANT'S POINTS

The application is supported by the following documents:

- Contents Page - Bell Cornwell
- Design and Access Statement - Octagon Developments Ltd
- Design and Access Statement - HUB Architects
- Planning Statement - Bell Cornwell
- Green Belt Statement - Bell Cornwell
- Schedule Of Residential Accommodation
- CIL additional information form
- Air Quality Technical Cover Note - WSP
- Archaeological Evaluation – Cotswold Archaeology
- Ecological Appraisal - Hankinson Duckett Associates
- Great Crested Newt Survey - Hankinson Duckett Associates
- Reptile Survey - Hankinson Duckett Associates
- Reptile Method Statement - Hankinson Duckett Associates
- Dormouse Survey Report - Hankinson Duckett Associates
- Bat Survey Report - Hankinson Duckett Associates
- Ecological Mitigation Plan - Hankinson Duckett Associates
- Ecological Addendum - Hankinson Duckett Associates
- BREEAM Statement - Hodkinson
- Headline Planning Need Assessment For Hamberley Development Ltd - Carterwood
- CO2 Regulations Compliance Report
- Part G Compliance Report - Therm Energy Ltd
- Energy Statement (Planning) - Therm Energy Ltd

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- Flood Risk Assessment - Water Environment Ltd
- Geoenvironmental Appraisal - Tier Environmental Ltd
- Condition report on the structure & construction of The East Lodge - Michael Barclay Partnership
- Condition Report On The Structure & Construction Of The West Lodge Lodge - Michael Barclay Partnership
- Condition Report On The Structure & Construction Of The Former Stables & Garage Block Lodge - Michael Barclay Partnership
- Condition Report On The Structure & Construction Of The Mansion House Lodge - Michael Barclay Partnership
- The Built Heritage Historic Buildings - Nexus Heritage
- Historic Environment Desk Based Assessment - Nexus Heritage
- Noise Addendum Technical Note (to noise impact assessment submitted as part of PLAN/2016/1003) - WSP
- Transport Assessment - WSP
- Framework Travel Plan - WSP
- Topographical Survey & Underground Service Trace - Laser Surveys
- Tree Survey and Arboricultural Impact Assessment - Clive Fowler Associates
- Utilities Statement - Bell Cornwell
- Thames Basin Heath SPA statement - Bell Cornwell
- SPA Technical note: Transport - WSP
- Viability Report

PUBLIC CONSULTATION

No details of any public consultation events were submitted with the application.

RELEVANT PLANNING POLICIES

National Planning Policy Framework (2012)

Section 1 - Building a strong, competitive economy

Section 4 - Promoting Sustainable Transport

Section 6 - Delivering a wide choice of high quality homes

Section 7 - Requiring Good Design

Section 8 - Promoting Healthy Communities

Section 9 - Protecting the Green Belt

Section 10 - Meeting the challenge of climate change, flooding and coastal change

Section 11 - Conserving and Enhancing the Natural Environment

Section 12 - Conserving and Enhancing the Historic Environment

Woking Core Strategy (2012)

CS1 - A Spatial Strategy for Woking

CS6 - Green Belt

CS7 - Biodiversity and Nature Conservation

CS8 - Thames Basin Heaths Special Protection Area

CS9 - Flooding and water management

CS10 - Housing Provision and Distribution

CS11 - Housing Mix

CS12 - Affordable Housing

CS13 - Older people and vulnerable groups

CS15 - Sustainable Economic Development

CS16 - Infrastructure Delivery

CS17 - Open space, green infrastructure, sport and recreation

CS18 - Transport and Accessibility

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CS19 - Social and Community Infrastructure
CS20 - Heritage and Conservation
CS21 - Design
CS22 - Sustainable construction
CS23 - Renewable and low carbon energy generation
CS24 - Woking's Landscape and Townscape
CS25 - Presumption in Favour of Sustainable Development

Development Management Policies DPD (2016)

DM1: Green Infrastructure Opportunities
DM2: Trees and Landscaping
DM3: Outdoor Sport and Recreation
DM5: Environmental Pollution
DM6: Air and Water Quality
DM7: Noise and Light Pollution
DM8: Land Contamination and Hazards
DM13: Buildings Within and Adjoining the Green Belt
DM16: Servicing Development
DM20: Heritage Assets and their Settings

West Byfleet Neighbourhood Plan 2017-2027 (2017)

BE1: Development Character
BE2: New Housing Quality
BE3: Residential Parking Provision
BE7: Flood Prevention
I1: Air Quality Assessment
I2: Pedestrians and Cycle Facilities
I4: Waste Water and Sewerage Infrastructure
OS1: Green Belt
OS4: Trees and Hedges
OS5: Access
S&C3: Sporting and Recreational Facilities
S&C6: CIL Projects

Supplementary planning documents/guidance:

Woking Design SPD (2015)
Outlook, Amenity, Privacy and Daylight SPD (2008)
Affordable Homes Delivery (2014)
Parking Standards SPD (2018)
Climate Change SPD (2013)
SPA Avoidance Strategy (2010 – 2015)
The Heritage of Woking (2000)
CIL Charging Schedule
Infrastructure Delivery Plan

PLANNING ISSUES

Environmental Impact Assessment (EIA) Regulations

1. PLAN/2015/0987 was screened and determined to constitute Schedule 2 development. It was considered at that time that the proposal would not give rise to significant environmental effects and so it was concluded that it was not EIA development. A formal screening opinion was adopted accordingly.

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2. PLAN2016/1003 reviewed this position as although it was for the same quantum of development as PLAN/2015/0987 the potential cumulative effects had changed as the Sheerwater regeneration scheme (PLAN/2015/1260) which included a larger quantum of development than that sought by Policy CS5 of the Core Strategy had been permitted by then. It was determined that PLAN/2016/1003 would not give rise to significant environmental effects and so it was concluded that it was not EIA development.
3. It is determined that this current proposal constitutes a Schedule 2 development. Consideration has been given to the significance of the proposal both individually and cumulatively including the regeneration of Sheerwater and other committed developments and it is concluded that the proposal is not for development of more than local importance; it would be subject to appropriate avoidance measures in respect to the Special Protection Area (SPA), and would not be a form of development that would have unusually complex or potentially hazardous environmental effects. It is considered that the proposal would not give rise to significant environmental effects and so it is concluded that it is not EIA development.

Economic Objectives of the Core Strategy

4. As part of its approach to safeguard land for economic uses Policy CS15 of the Core Strategy seeks to safeguard Broadoaks as a business park. The supporting text states that the site *"is identified as a Major Developed Site in the Green Belt. The site has planning permission as a high quality office and research park set within landscaped grounds. The Council considers the retention of this site for quality office and/or research premises is important as no other similar sites are available within the Borough. The Council will keep the site under review when updating its Employment Land Review (ELR) and preparing the Site Allocations DPD. The Council will consider justified alternative proposals that contribute quantitatively and qualitatively to the employment objectives of the Borough"*. The Site Allocations DPD is currently being prepared in accordance with Regulation 19 however the draft DPD identifies the site for an employment-led mixed use scheme to include high quality offices and research premises, and residential including affordable housing and housing to meet the accommodation needs of the elderly; in compliance with paragraph 22 of the NPPF, which seeks to avoid the long term protection of sites allocated for employment use, and ensure the regular review of land allocations. However in accordance with paragraph 216 of the NPPF, the draft Site Allocations DPD must currently be given very limited weight at present due to its early stage of preparation, and the extent of unresolved objections to the allocation of Green Belt sites for development. Regardless, the significance of the site as an employment led site is highlighted in both the Core Strategy and the emerging Site Allocations DPD.
5. The partially implemented planning permission PLAN/1998/0340 for an office and research park saw the construction of Sherwood House. PLAN/1998/0340 permitted 16,722sqm of employment floorspace. The application states that the site currently contains 12,000sqm of B1a floorspace and that the proposal would include just 900sqm of office space which is just 7.5% of existing floorspace. This is contrary to the Core Strategy's objective to retain the site as a high quality office and business park. It is noted however that paragraph 5.128 of the Core Strategy states that the Council will *"consider justified alternative proposals that contribute quantitatively and qualitatively to the employment objectives of the Borough"*. The agent contends that the specialist nursing care home and assisted living accommodation will generate 145 jobs. It is accepted that this use

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generates employment however it does not meet the Council's objectives for the site to be employment-led or maximise the opportunity of the site to contribute to identified economic growth areas, which include highly skilled professional services, ICT and hi-tech business (EM3 Commercial Market Report, 2016). The level of employment that could be generated from the existing office floorspace would be around 1000 full time jobs (based on figures in the Homes and Communities Agency's *Employment Density Guide, 3rd Edition, (2015)*), which would be significantly greater than the jobs put forward in the proposal. Therefore, both the nature and quantity of employment generated by the proposal falls significantly short of the Council's aspirations for the site.

6. The agent's submission refers to the site's dormant status for over 15 years and contends that extensive marketing of the site was undertaken from 2008 - 2013. This should be given due consideration however the marketing is now 5 years out of date. The applicant has not therefore provided up-to-date evidence based insight or assessment with regard to the local and wider office market, or demonstrated that there is currently a lack of demand for the site's employment use.
7. The LPA Planning Policy Team's consultation response provided two elements of recent market evidence to support the retention of the site for employment use, in accordance with the Core Strategy. Firstly, a number of commercial market reports such as Enterprise M3's *Commercial Property Study (2016)* outline the buoyancy of the office market in Woking. It is identified as a key growth location, having improving market confidence and a wave of speculative Grade A office space. It also identifies strong demand for high quality business parks with good amenities and potential for good levels of parking. Secondly, the Council's Annual Monitoring Report (AMR) has identified that over the past 5-6 years there has been significant and rapid loss of office space in West Byfleet and the borough as a whole. This detracts from integral development requirements of the Core Strategy. Between 2012 – 2017 2,364sqm of office floor space was lost which gives rise for the need to protect remaining office space in West Byfleet. This makes office provision, and protection of existing office floor space, at Broadoaks, with its good road and rail accessibility, all the more important.
8. It is noted that some of the office floor space lost has been lost through permitted development, and may be poor quality office space. This may be the case of the existing office floorspace at Broadoaks. However policy CS15 of the Core Strategy aims to encourage redevelopment of outmoded employment floor space to cater to modern business needs.
9. It is noted that PLAN/2016/1003 was considered to have an acceptable impact on the economic objectives of the Core Strategy partly due to the fact that the school would create over 100 jobs. According, to p15 of the Planning Statement submitted with this application the proposed development would create 50 full-time jobs at the proposed B1 office building and 78 full-time jobs (+20% for holiday and sick cover) at the proposed C2 buildings. These figures are not disputed and it is therefore considered that it would create more jobs than PLAN/2016/1003. However the proposed development would no longer have the new school or provide new sporting facilities that would be accessible to the wider community. It is considered that this disbenefit would not be outweighed by the additional jobs.

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10. The proposed development is considered to have an unacceptable impact on the economic objectives of the Core Strategy. This would be by way it failing to create an employment-lead high quality office and research park which would not be justified by through proposed uses which would accord with other Core Strategy objectives to sufficiently outweigh this conflict or through an up-to-date evidence base demonstrating why it would not be viable. This is contrary to policy CS15 of the *Woking Core Strategy* (2012).

Green Belt

11. The site is in the Green Belt. Paragraph 79 of the NPPF states that the fundamental aim of Green Belt policy "*is to prevent urban sprawl by keeping land permanently open*" and paragraph 81 goes on to state that "*local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land*". Paragraph 83 states that "*Once established Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan*". Therefore any decision on this application will not alter the Green Belt boundary and will be entirely separate to the Site Allocations DPD process. Ministerial Statements issued in July 2013 and January 2014 re-affirm the importance placed by Government on the protection of the Green Belt.
12. According to paragraph 87 of the NPPF "*inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances*" and paragraph 88 adds that "*Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations*".
13. As outlined in policy CS6 of the Core Strategy, the site is a designated 'Major Developed Site' in the Green Belt. This allows for limited infilling and redevelopment, without compromising the Green Belt's integrity. The suitability of any scheme will be measured against the requirements of the NPPF and other Core Strategy policies, although the policy is not intended to change the existing use of these major developed sites.
14. In addition Policy DM13 of the Development Management Policies DPD states that limited infilling and redevelopment within Major Development Sites will be acceptable where:
 - The development would not exceed the height of existing buildings or previous buildings if they have been demolished; and
 - Such infilling would not lead to a major increase in the developed proportion of the site; or
 - Such redevelopment would not occupy a larger area of the site than the existing buildings and hardstanding (unless this would achieve a reduction in height which would benefit visual amenity).
15. Paragraph 89 of the NPPF allows for "*limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not*

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have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development”.

16. In light the above, the site is considered suitable for limited infilling and redevelopment. The site currently contains Sherwood House, a number of MOD buildings, Broadoaks House, the Model Dairy, other curtilage listed structures, a large area of hardstanding in front of Sherwood House and another at the entrance to the site and two man-made lakes. The table below provides a comparison of floorspace and heights of the proposed development in relation to the extant permission:

Table 4: Proposed development openness comparison with extant permissions

	PLAN/1998/0340	PLAN/2016/1003	Proposed	Comments
Floor-space (sqm)				
Offices	28,300sqm	N/A	900sqm	3 office buildings
Ancillary Buildings	340sqm	N/A		Substation
Other MOD buildings	4,100sqm	To be demolished		
Listed buildings and curtilage listed	2,600sqm	2,600sqm	2,600sqm	Broadoaks House, Lodges, Coach House and Model Dairy
New build Houses	N/A	36,640sqm	36,660 sqm	
School	N/A	11,500sqm	N/A	Sherwood House
Specialist accommodation	N/A	N/A	13,791 sqm	C2 use buildings
Total	35,340sqm	50,740sqm	53,951 sqm	
Height (m)				
Offices	11m	N/A	12m	
New build Houses	N/A	10–13 m	9.6–13 m	13m affordable units, all other residential 9.6-9.9m
Broadoaks House	11m	11m	11m	
School	N/A	11m	N/A	
Specialist accommodation	N/A	N/A	12.1–15m	

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As illustrated in Table 4 the proposed development would lead to a greater floor space than both PLAN/2017/1003 and PLAN/1998/0340 which is considered to impact openness. It is noted that the proposed office would be 1m taller than the office approved a part of PLAN/1998/0340 and the proposed 12.1–15m C2 buildings would be higher than Broadoaks House as well as the 13m high affordable housing blocks approved as part of PLAN/2016/1003. It is noted that the existing 23,600sm man-made lakes are proposed to be filled in which would further impact openness. Furthermore, the built structures would increase the sprawl of development across the site to areas which are currently open and undeveloped. The proposed development would therefore have a significantly greater impact on the openness of the Green Belt over that of the existing as well as previous extant permissions. As such the re-development of the site as proposed would not preserve the openness of the Green Belt and thus would not constitute an appropriate form of development.

17. The proposal therefore comprises inappropriate development that would be harmful to the openness of the Green Belt and in accordance with the NPPF, substantial weight is required to be given to this harm.
18. With regards to the five purposes of Green Belt land outlined in paragraph 80 of the NPPF, Broadoaks is clearly identified as a 'Major Developed Site' within the Green Belt in the Core Strategy's proposals map. The proposed development is contained within the defined boundaries of the site and a large gap would be maintained to the east of the site towards Byfleet, thus it is not considered to result in the unrestricted sprawl of large built up areas, result in neighbouring towns merging or result in encroachment of the countryside. Although West Byfleet and the surrounding area contain a number of heritage assets, it is not considered to be an historic town in this sense. Furthermore, the proposed development would assist in the recycling of derelict land, without harming the urban regeneration of West Byfleet.
19. It is therefore necessary to consider whether any very special circumstances exist which would clearly outweigh the harm by reason of inappropriateness and any 'other harm' which has been identified above as harm to the openness of the Green Belt. Furthermore all of the other material considerations are relevant when considering any 'other harm'. These are dealt with in the rest of the 'Planning Issues' section of this report. The planning balance is provided in the 'Conclusion' section of this report.

Very Special Circumstances

20. Very special circumstances to justify the granting of planning permission will not exist unless the harm to the Green Belt by reason of inappropriateness and any other harm is clearly outweighed by other considerations. Very special circumstances (VSC) can constitute one consideration or the combination of a number of considerations. The onus is no longer on the applicant to demonstrate very special circumstances.
21. In providing justification for the approval of PLAN/2016/1003 informative 19 of the decision notice stated that "*The Local Planning Authority considers that the "Very Special Circumstances" set out between paras 31 and 48 of the Officer's report outweigh the Development Plan presumption to otherwise refuse such development within the Green Belt*". Therefore it is important to assess the differences between the VSC case between that application and this current application.

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22. The following points formed the VSC case assessed as part of PLAN/2016/1003:

- VSC1: Extant permission
- VSC2: Sympathetic restoration and re-use of deteriorating Heritage Assets
- VSC3: Emerging policy proposal to remove the site from the Green Belt
- VSC4: Creation of a new private school and provision of community sports facilities
- VSC5: Environmental improvements
- VSC6: Highway network improvements
- VSC7: Necessity for the whole of the 2016 scheme to be consented before any regeneration of the site will occur

23. The submitted Planning Statement and Green Belt Statement for this current application makes the following VSC case:

- VSC1: Extant permission
- VSC2: Sympathetic restoration and re-use of deteriorating Heritage Assets
- VSC3: Emerging policy proposal to remove the site from the Green Belt
- VSC4: The need for specialist (elderly) accommodation
- VSC5: Environmental improvements
- VSC6: Highway network improvements
- VSC7: Previously approved schemes are not viable

VSC1: Extant permission

24. The agent contends that the design and layout of the proposed development is a better option in the Green Belt than the consented and partially implemented office and research park. However, it is acknowledged that the proposed development increases the amount of development in comparison to the implemented permission. This does not help meet Green Belt policy objectives, in terms of restricting urban sprawl and in terms of impact on openness. It should also be noted that the office and research park explicitly met the Council's policy objectives for the site. The proposal does not include the school and community sports pitches proposed in the south west corner of the site that were proposed as part of PLAN/2016/1003. It is considered that the lack of these pitches are a considerable disbenefit for the current application.

VSC 2: Sympathetic restoration and re-use of deteriorating Heritage Assets

25. The agent highlights heritage benefits of the development for the site, which includes Grade II and locally listed buildings, including enhancing the setting of heritage assets and respecting and enhancing the character of the area. The NPPF highlights that local planning authorities should assess whether benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies. The proposed development is considered to make a positive contribution to heritage assets, but this in itself is not considered to be of significant enough weight to outweigh harm to the Green Belt, resulting from the development, particularly with regard to impact on openness.

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VSC3: Emerging policy proposal to remove the site from the Green Belt

26. It is acknowledged that the proposed housing, including affordable housing and accommodation to meet the needs of older people, is identified within the draft allocation and would help meet development needs in the Borough. However, as mentioned above the draft Site Allocations DPD can only be afforded very limited weight at the current time, and therefore it cannot be used to demonstrate a very special circumstance. Furthermore, the proposed use for housing and accommodation to meet the needs of older people in the Site Allocations DPD does not detract from the core objective to retain the site as an employment led site.

VSC4: The need for specialist (elderly) accommodation

27. The agent contends that the proposed 155 C2 units are a considerable benefit of the scheme. Need for such specialist (elderly) accommodation is established and recognised in policy CS13 of the Core Strategy and evidenced in the West Surrey SHMA (2015) which states that there is an estimated need of 918 further specialist housing units for older people in Woking between 2013 and 2033. While this VSC is a substantial benefit, there does not seem to be any assessment of alternative brownfield sites that may be suitable for this type of development.

VSC5: Environmental improvements

28. Whilst environmental improvements brought by the development including the removal of the large areas of hardstanding and the two man-made lakes along with the comprehensive redevelopment of the site complete with the provision of SUDS would be considered a benefit, it is only considered to result in limited weight. The site is not within an environmentally sensitive designation and is not resulting in wider public harm.

VSC6: Highway network improvements

29. Highway improvements would be measures the Council would expect for any high quality development, and may be required to mitigate the impacts of any development of this scale. The enhancements put forward are considered to be a benefit but not to in themselves constitute very special circumstances to justify inappropriate development in the Green Belt.

VSC7: Previously approved schemes are not viable

30. Paragraph 173 of the NPPF states that viability is a material planning consideration in decision-taking. The agent states that the previous two permissions for the site are unviable. However, a Viability Assessment was not provided to demonstrate that this is the case. It is therefore considered that this argument currently holds no weight.

Conclusion on Very Special Circumstances

31. Whether these seven VSC arguments put forward in isolation or combination are considered to outweigh the harm to the Green Belt and any other harm resulting from the proposed development will be assessed as part of the conclusion-planning balance at the end of this report, once all other material planning

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considerations have been assessed as to whether 'any other harm' would result from the proposed development in addition to that already identified.

Impact on Heritage Assets and their Settings

History and description of the buildings

32. Broadoaks was previously a large countryside estate dating back to 1876. It was designed by a local architect Ernest Seth-Smith who hailed from a family of Scottish architects and is typical of the Elizabethan revival style popular within this part of Surrey at that time. The site was used for residential purposes up until 1946 when it sold to the MOD who occupied it from 1947 - 1996.
33. The main mansion building Broadoaks House is a Grade II listed, 2.5-storey, red brick, red roof tiled building with a strong horizontal emphasis. The eastern half the building was extended in the early 1900s whilst the western end has been significantly altered through 20th Century extensions.
34. To the west of the Broadoaks House is 'The Model Dairy' which is also a Grade II listed building that was erected sometime between 1896 and 1914. It is a garden building which is an Arts and Crafts interpretation of a Dairy.
35. The Broadoaks Motor House (previously referred to as the Coach House) lies adjacent to the south east of the Eastern Lodge. The front range of this building was Grade II listed on the 15th September 2016 with the rear of the building remaining as a curtilage listed building. This Arts and Crafts building was built around 1905 and would have been used originally as a garage to serve this small countryside house. This building has hipped and half hipped roofs with exposed rafter feet and decorative brick cogging.
36. The two lodge buildings fronting onto Parvis Road would have served the two historic entrances to the site. They are curtilage listed and locally listed buildings and are of a Gothic-Revival style.
37. The two summer houses on site appear to have been built between 1908 and 1914. They are of a simple square form with a hipped roof and would have formed part of the formal garden to Broadoaks House. They are curtilage listed buildings.
38. Although the parkland surrounding the main house is not a statutory registered park or garden, it is still considered to be of local importance as recorded with Surrey Historic Environment Records (HER) and is therefore considered to be a non-designated heritage asset.

Assessment

39. Section 66 of the *Planning (Listed Buildings and Conservation Areas) Act 1990* states that "*in considering whether to grant planning permission for development which affects a listed building or its setting, the Local Planning Authority...shall 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*".
40. Paragraph 132 of the NPPF states that "*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....Significance can be*

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harmful or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification...."

41. Paragraph 135 adds that *"the effect of an application on the significance of a non-designated heritage asset should be taken into account....In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset"*.
42. 'Significance' is defined, in terms of heritage policy, within the Glossary of the NPPF as *"the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting"*.
43. At a local level, policy CS20 of the Core Strategy requires new development to make a positive contribution to the character, distinctiveness and significance of the historic environment, including heritage assets at risk through neglect, decay or other threats. This is further supplemented by policy DM20 of the Development Management Policies DPD.

Broadoaks House

44. The proposal involves the conversion of Broadoaks House into two large family dwellings with the demolition of the three-storey 1970s attached office block and the removal of a chimney stack and infill extension at the rear. The proposed demolition of these elements is to areas of lower significance and in addition their removal will reinstate and better reveal the historic facades of the building and its historic footprint as well as improving its setting. As such there is no objection to their removal.
45. The proposed subdivision would preserve in the main the original plan form of the building with the retention of the large volumes of spaces within the house such as the ball room and dining room and any new openings would be limited. The small porch extension on the ground floor western elevation is designed to match the Tennant bay window of the drawing room, thus preserving the architectural interest of the building. However it is noted a new party wall is proposed along the divide of the principal rooms to the east and the service wing to the west. This would have the effect of reducing the legibility of the different functions of the house and divorcing the main living quarters from the more utilitarian areas which could cause some harm to the significance of the building.
46. The harm described above is considered to be less than substantial and would be offset against the sensitive restoration of the building which is now in quite poor and deteriorating condition into an optimum viable use. In the main the proposal would preserve the special architectural and historic interest of Broadoaks House.
47. Neither Historic England nor the Council's Conservation Consultant have commented on this current application. However, they raised no objection to PLAN/2016/1003 which proposed the same works to Broadoaks House. Had the application been recommended for approval, a number of conditions in respect to this building would have been recommended to be secured via the listed building consent application under reference PLAN/2018/0360.

The Model Dairy

48. It is considered that the proposed restoration of the Model Dairy as outlined in Octagon Developments Ltd's Design and Access Statement would help reinstate the building to its former glory. A detailed schedule of works has not been submitted with this application however it is considered that it could have been secured via condition of the listed building consent application under reference PLAN/2018/0360 had the application been recommended for approval.

Broadoaks Motor House

49. The front façade/range of the Motor House is proposed to be retained and its rear is proposed to be demolished to create six flats. The remodelling of this building is supported by a Condition Report. The report states that the front of the building is in generally sound condition. However the rear of the building is in a dilapidated state in parts which has suffered damage that is beyond practical repair. Consideration has been given to the re-use of the building, however given the extent of repair, replacement, rebuilding and adaptation that would be required this does not justify its retention.
50. The Heritage Statement states that the front range of the building with the entrance gate and 2 small apartments on each side are the most important elements of the building which is further reinforced by the Grade II listing of the front range of this building with the rear of the building remaining curtilage listed. The principal reasons for the designation of the front range of the motor house relates to its architectural interest as a building of a stylish Arts and Crafts composition and its historic interest as a show-piece component of an early purpose-built motor house and its group value as part of a number of high-quality ancillary buildings which contribute to the overall special interest of the Broadoaks site.
51. The design for the amended Coach House is the same as that approved as part of PLAN/2016/1003. In their consultation response for PLAN/2016/1003 Historic England raised no objection although they stated that it is regrettable that the new build extension to the Motor House has not been amended to take account of their previous representations and its new listing. They consider that there is an opportunity for a creative and sensitive conversion with an extension that emulates the form of the ranges so that the original function of the building can still be appreciated.
52. It is also important to note that the scheme remains the same to the one where a resolution has been made to approve under application PLAN/2015/0987. Previously the building was treated as curtilage listed and as such it was assessed as having listed status with its significance, and contribution to setting fully considered at that stage with the proposed works deemed to be acceptable.
53. The proposal allows for the sensitive retention of the Grade II listed front range and would ensure that this remains the dominant element with the original function of the building still legible. The proposed works would improve and rebalance the front elevation with the removal of damaging later interventions including the fire escape door and stairwell. The proposed rear extension (with first floor accommodation contained within the roof) would re-use the same footprint and would be sympathetic in massing, roof form and materials to the front range with a high level of detailing. Therefore in light of the above, it is not

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considered necessary that further amendments are sought on the proposed extension to the Motor House.

54. Whilst the significance of the building would be harmed through the proposed demolition works, it is considered that any harm would be less than substantial with the main historic and architectural interest being preserved and enhanced and as such any harm would be offset through its sensitive restoration into an optimum use and when taken in combination with the significant improvements to the listed buildings on site as a whole. The Council's Conservation Consultant response for PLAN/2016/1003 considers that the interest of the building would be retained despite the necessary demolition and alterations. Had the application been recommended for approval a level 2 recording would have been secured via condition on the listed building consent application PLAN/2018/0360.

Curtilage Listed Buildings

55. The two lodge buildings are to be re-used and restored as independent dwellings. Externally the historic and architectural quality of the buildings would be preserved with limited additional openings proposed. Whilst there would be some low level harm to their significance through the internal works proposed, these are considered necessary to ensure their viable re-use and when taken in light of the great improvements to the site as a whole, the less than substantial harm is considered to be offset.

Setting

56. The surrounding parkland provides the principal setting for the various listed and curtilage listed buildings that sit within the site. In addition this allows for the Model Dairy, Coach House and Lodge Buildings to retain their historic association to Broadoaks House. Views of the site are generally confined to within the site boundary; therefore there is no impact on heritage assets outside of the site.
57. Currently the setting of Broadoaks House is compromised by the existing 1970s office block extension, other MOD buildings, Sherwood House and the unmanaged surrounding landscape. The proposed redevelopment would remove the office block and reinstate the formal gardens at the rear and the 'The Green' to the north allowing for the main views of Broadoaks House to be protected. Furthermore the separation distances to the 'The Courtyard' to the proposed dwellings to the west and east; as well as the housing framing the formal gardens to the south and their heights and scales respect the need to maintain views of Broadoaks House and its setting.
58. The setting of the Model Dairy is at present overwhelmed by Sherwood House and it is considered that the proposed demolition would therefore enhance its setting. The proposal will result in additional nearby built form however given the separation distances and their bulk and scale any impact to its setting is considered to be negligible. Its proposed restoration within a managed landscape is considered to offer an improvement to its setting.
59. In terms of the Lodge buildings, it is considered that the proposed garages have been sensitively located and are of an appropriate scale so as to not dominate these small buildings. Furthermore, there is sufficient garden space retained around the buildings which would offer an enhanced setting to the currently overgrown and unmanaged surroundings.

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60. It is considered that there is adequate space around the Broadoaks Motor House to maintain its setting. The proposed refuse and cycle stores have been sensitively sited with the car parking area and landscaped to ensure that these would not detract from its setting. It is considered that the proposal would result in an enhanced setting to this building.
61. Although it is acknowledged that Historic England previously said in their response that harm would be caused through the significant development proposed within the setting of the listed buildings, this is an issue which the Local Planning Authority must address. The Council's Conservation Consultant and planning officers' consider that the massing of the scheme is acceptable in delivering the protection of the setting of the historic assets on the site and supports the justifications made in the applicant's Heritage Statement.
62. Broadoaks is identified as a designed landscape of local interest in SCC's HER. The proposed development would restore and secure the long term management of 'The Green' and formal gardens. Furthermore, the siting and curtilage treatment of the proposed development has been sensitively designed to retain the open formal character of this landscape. Had the application been recommended for approval details of boundary treatments, landscaping and long term management would have been secured via conditions.

Conclusion

63. Whilst the proposed development would result in less than substantial harm to the significance of the designated heritage assets, it is considered that this harm would be outweighed by the public benefits of the proposal in securing the optimum viable use of the buildings which are in a dilapidated and deteriorating state as required by paragraph 134 of the NPPF. Furthermore, in respect of the non-designated heritage asset, it is considered that the proposal would respect and enhance this designed landscape of local interest. Overall, it is considered that the proposed development would preserve the most important historic elements of these heritage assets and protect their setting. It is therefore considered that the proposal would accord with policies CS20 and CS21 of the Core Strategy, policy DM20 of the Development Management Policies DPD, Design SPD, Heritage of Woking SPG, the NPPF and Section 66 of the Planning (Conservation Areas and Listed Buildings) Act 1990.

Archaeology

64. The Archaeological Evaluation by Cotswold Archaeology which was submitted with this application has been reviewed by Surrey County Council's Archaeological Officer who has recommended that no further archaeological work is necessary and as such there are no further archaeological concerns and the proposal would accord with policy CS20 of the Core Strategy and the NPPF in this regard.

Design, layout and impact on the character of the area

65. A core principle of the NPPF is to secure high quality design. Policy CS21 of the Core Strategy states that new development should respect and make a positive contribution to the street scene and the character of the area in which they are situated, paying due regard to the scale, height, proportions, building lines, layout, materials and other characteristics of adjoining buildings and land.

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66. The three proposed apartment blocks would be three storeys high with accommodation in the roof at a height of 13m. Whilst this would be taller than the surrounding built form, given their secluded location, this increase is considered to be acceptable. Whilst it is noted that each block would have a significant amount of flat roof it is considered that they would be similar to what was approved as part of PLAN/2016/1003 and that they would not be unacceptably bulky or out of character with the wider area given that the proposed development would create a self-contained estate which would be clearly separate from nearby existing residential properties. Overall, the design of the proposed blocks would consist of a high level of detailing with well-balanced proportions throughout which successfully break up the bulk and scale. The proposed affordable units are considered to be of an acceptable design which would enhance the character of the area.
67. The proposed market dwellings comprise of a low density scheme of generally two-storey units with accommodation in the roof space in the form of detached, semi-detached, terraces, a courtyard and apartments. The proposed layout takes advantage of the landscaped setting with large areas of open space incorporated throughout creating a spacious feel. Parking has been thoughtfully considered through the use of detached garages, integral garages and undercroft car parking, which reduces the dominance of car parking and hardstanding within the site.
68. The layout of the proposed dwellings provides a good relationship to the private streets and formal communal gardens which helps deliver natural surveillance for better security as well as creating a 'sense of place' for future occupiers.
69. The proposed dwellings would be of a traditional design with an Arts & Crafts influence, well-balanced facades and a high level of detailing. The prominent materials used across the development will be red multi stock facing with Portland stone detailing and clay plain tiles. The roof forms are generally either pitched or hipped with dormer windows set within. Whilst it is noted that all of the house types would have significant amount of flat roof it is considered that they would be similar to what was approved as part of PLAN/2016/1003 and that they would not be unacceptably bulky or out of character with the wider area given that the proposed development would create a self-contained estate which would be clearly separate from nearby existing residential properties. The proposed buildings vary in appearance and type which helps to create visual interest and it is considered that this would contribute positively to the unique character of site.
70. The proposed care home (C2 use) would be three storeys high with accommodation in the roof at a height of 12.1m. The north east wing of the building would step down to 1.5 storeys to reflect the scale of the west lodge building. It would have a traditional form with pitched roof and zinc-clad dormers. Generally, the materials will consist of red facing brick with red-brown tiles. The garden for the inhabitants to the north and east of the building would be bounded from Parvis Road by timber fencing and the other three side would be bounded by steel painted railings.
71. The proposed two-storey office (B1 use) building would have a traditional character consisting of pitched roofs, hipped roofs, gables and chimneys. Generally, the materials will consist of red facing brick with cast stone around the windows and main entrance. The garden for the employees to the east of the building would be bounded by steel painted railings and contain existing mature

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trees. It is considered that this would relate satisfactorily to the character of the proposed care home to the north and the wider unique character of the site.

72. The two proposed apartment buildings (C2 use) would be three storeys high with accommodation in the roof at a height of 15m and a colonnade connecting them. They are proposed to have a more contemporary design to the rest of the proposed development with the first and second floor windows grouped to read as a 'piano nobile' which would be further reinforced by horizontal bands of brick soldier coursing and a stone banding running around the base to identify the ground floor and tie in with the colonnade. The materials would consist of red bricks, clay roof tiles with bronze balconies, rainwater goods and windows. It is considered that these buildings are of a high quality and innovative design which would contribute positively to the unique character of site.
73. Overall, the proposal is considered to be of a high design quality which would respect and make a positive contribution to the character of the area whilst also creating its own distinctive identity in accordance with policy CS21 of the Core Strategy, Design SPD and the NPPF.

Trees and Landscaping

74. A Topographical Survey & Underground Service trace and a Tree survey & Arboricultural Impact Assessment - Clive Fowler Associates have been submitted with the application. The site is covered by an Area Tree Preservation Order which would cover all trees present on the site at the time it was made. The site also contains a number of veteran English Oaks which are afforded further protection as per paragraph 118 of the NPPF which states that "*planning permission should be refused for development resulting.....in the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss...*"
75. Furthermore policy DM2 of the Development Management Policies DPD states that trees, hedgerows and other vegetation of amenity and/or environmental significance or which form part of the intrinsic character of an area must be considered holistically as part of the landscaping treatment of a new development.
76. The survey recorded a total of 970 trees containing a mix of Categories A, B, C and U graded trees.
77. Careful consideration has been given to the three veteran English oaks (T.15, T83 and T84) which are to the north of Broadoaks House within 'The Green' to ensure that they are retained and undisturbed by the proposed development. Following discussions with the Council's Senior Arboricultural Officer during the course of the application the carport to the rear of Plot 77 was repositioned, minor fence changes to rear of Plots 73 & 78 were made and Tree T277 (Scots Pine) was shown to be removed.
78. A large number of trees are required to be removed along the frontage to Parvis Road to enable the construction of the new accesses, road widening works and ensure adequate site lines are provided. The removal of the trees within this area include several low quality trees however there are a number of significant English Oaks (T46-47 and T112-T113) which are Category B trees. However given due consideration to the extant permission with the creation of the new access within a similar position and having regard to their location to a busy

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highway and the opportunity for extensive replanting on the site, their loss is considered to be acceptable.

79. To the south of Plot 94, a communal/ wooded area is incorporated within the layout which allows for the safe retention of the principal English Oak (T335). In addition a large wooded area is retained in the south eastern corner of the site which includes several important mature English Oaks. A number of trees are to be removed along the southern boundary of the site to make way for the detached houses which will be mitigated for through the replacement planting of large maturing specimens.
80. Generally there is significant tree loss throughout the site, however most of the trees shown to be removed are poor specimens, some of which are in significant decline. It is considered that any tree loss can be suitably mitigated for through extensive replacement planting. The Council's Senior Arboricultural Officer considers the soft landscaping plans and tree specification plans to be acceptable in principle subject to more detail demonstrating that no dig solutions are feasible given the variable ground conditions/levels. This can be covered via a detailed landscaping condition. Furthermore the tree buffers along the boundaries will be largely retained. It is considered that a sensible and sensitive approach has been taken in relation to the proposed layout of the development which will ensure that this important tree setting is continued through a proper long term landscape management plan.
81. The trees to be retained on the site will be protected by fencing during the construction works although there would be some works undertaken within the root protection areas of the retained trees. The works would comprise of the provision of new footpaths, accesses, foundations, provision of visibility splays, driveways, and utility services. Where these works occur within root protection areas they would be undertaken following either a no-dig construction technique or any necessary excavation being undertaken by hand with any roots encountered carefully pruned under the supervision of an arboriculturalist or with other specialist foundation methods. Conditions can adequately secure a detailed Arboricultural Method Statement including a Tree Protection Plan, details of demolition and provision of on-site pre-commencement meetings on a phase by phase basis and details of service and drainage runs.
82. The Council's Senior Arboricultural Officer offers no objection to the proposed development subject to conditions. It is therefore considered to comply with policy DM2 of the Development Management Policies DPD, policy CS21 of the Core Strategy and the relevant policies in the NPPF, subject to the imposition of appropriate conditions.

Impact on the amenity of future occupiers and neighbouring properties

83. A core principle of the NPPF is to secure a good standard of amenity for existing and future occupants of land and buildings. Policy CS21 of the Core Strategy states that development should achieve a satisfactory relationship to adjoining properties and provide appropriate levels of private and public amenity space. Furthermore development should be designed to avoid significant harm to the environment and general amenity, resulting from noise, dust, vibration, light or other releases.
84. The proposed development allows for a large tree buffer to be retained along the western and southern boundaries in addition to supplemental planting (can be

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controlled via condition) which adjoin the existing residential properties of Highfield Road, Hobbs Close, The Oaks, Broadoaks Crescent and Bourne Close. The two westernmost proposed affordable housing blocks have the same massing, design and location as the two affordable housing blocks approved as part of PLAN/2016/1003. It is therefore considered that the proposed development would not create unacceptable overlooking issues, would not unacceptably impact sunlight/daylight levels and would not appear unacceptably overbearing towards the properties on Highfield Road immediately to the west, 2 Hobbs Close to the east or 3 Hobbs Close to the north. The closest separation distance created by the proposed houses would be the 17.5m between the rear dormer window of the detached house at plot 62 and the boundary with 20 Broadoaks Crescent to the rear. This would exceed the minimum 15m separation recommended by the Council's SPD Outlook, Amenity, Privacy & Daylight. The closest point of this proposed dormer window with facing first floor rear windows at no.20 would be 37.5m which also exceeds guidelines in the SPD. It is also considered that it would not unacceptably impact sunlight/daylight levels or appear unacceptably overbearing towards no.20. For these reasons it is considered that all nearby existing houses will have their outlook, amenity, privacy and daylight preserved.

85. Elevated noise levels are inherent during all types of demolition and construction operations and can never be completely eliminated. The submitted Noise addendum technical note (to noise impact assessment submitted as part of PLAN/2016/1003) has assessed the impact of construction activities on the nearest residential properties with noise thresholds set in accordance with BS 5228. In addition a number of measures are proposed to mitigate against noise nuisance during construction including a restriction on hours of working. This can be covered by conditions to secure the recommended measures.
86. Regard has also been paid to the impact of road traffic noise changes arising from the development on existing properties. This concludes that any impact would be insignificant.
87. Given the removal of the 910 pupil school and associated floodlit sports pitches it is considered that the proposal would have less noise and light impact than PLAN/2016/1003.
88. In respect to the proposed residential development it concludes that the majority of dwellings would meet the external noise threshold without additional mitigation. For the dwellings that do not meet this threshold, appropriate mitigation is proposed including the installation of an acoustic barrier along the northern boundary of the site to protect from noise from Parvis Road and appropriate glazing and ventilation. These measures can be covered by conditions.
89. The proposed houses which would potentially have the most impact on the neighbouring amenity of other proposed houses would be the impact of the detached houses at plot 43 and 48 on the detached houses at plot 42 and 49 respectively. This would be by way of them having two-storey elements which project approximately 8m past the rear elevations of these neighbouring houses; as well as having dormer windows (which are not the sole windows serving habitable rooms) facing the rear garden of these houses. It is considered however that given the separation distances to the side boundaries as well as the relatively deep gardens at plots 42 and 49 they would not create unacceptable overlooking issues (subject to a condition requiring the side

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dormers facing the neighbouring gardens to be obscurely glazed and non-opening below a height of 1.7m from the floor level of the attic rooms they would serve), would not unacceptably impact sunlight/daylight levels and would not appear unacceptably overbearing toward plot 42 or plot 49. Outlook, Amenity, Privacy & Daylight recommends that family dwellings (those with 2 or more bedrooms and 65sqm or more gross floor space) should have an area of private amenity that would be at least equal to its footprint. Plots 25, 26, 27, 29, 104 and 106 are the only proposed houses (notwithstanding plots 21, 22, 30 and 31 which will be addressed below) that have rear garden areas which would be less than the footprints of the houses they are proposed to serve. These houses would have footprints of 90sqm and rear garden areas of 77sqm. However it is considered that this is a marginal shortfall and their garden areas would not be unacceptably low. Outlook, Amenity, Privacy & Daylight recommends that flats, duplex apartments and townhouses intended for family accommodation can have communal amenity space or terraces in lieu of private gardens with areas at least equal to the building footprint. Plots 21, 22, 30 and 31 would be 2-bedroom, semi-detached dwellings with more gross floor spaces over 65sqm however notwithstanding their individual entrances it is considered that their layout would be similar to duplex apartments. It is considered that the combination of their proposed first floor terraces as well as the communal amenity space within the development would mean that that would have an acceptable amount of amenity space, subject to a condition requiring a 1.8m high screen on the sides of the terraces to prevent overlooking issues towards neighbouring properties to the north and south. The closest point of the terraces at plots 30 and 31 would be just over 10m from the rear garden of plot 37 and it is considered that this would be sufficient to prevent unacceptable overlooking issues towards this property. With regards to the wider development it is considered that it would ensure a good level of daylight and sunlight would be provided for the main habitable rooms, with a reasonable degree of outlook and an appropriate level of private amenity space in conjunction with the large communal areas of open space. The separation distances between the proposed dwellings would ensure that an adequate degree of privacy and protection from overlooking is maintained. Had the application been recommended for approval appropriate conditions regarding windows, balconies and screens would have been attached to further protect the privacy of future occupiers of the proposed development. The proposed development is therefore considered to be in accordance with policy CS21 of the Core Strategy, Outlook, Amenity, Privacy and Daylight SPD and the NPPF

Affordable Housing

90. A level of affordable housing should be provided as part of the development. The Core Strategy notes that there were 2273 active applications on the housing register in February 2012 and the Strategic Housing Market Assessment (SHMA) demonstrates a need for an additional 499 new affordable homes in the Borough every year. As such the evidence dictates a substantial need for affordable housing within the Borough. Policy CS12 of the Core Strategy states that on sites that are an exception to adopted policy, the Council will expect a substantially higher percentage of affordable housing as the primary benefit to balance the policy objection. It goes on to state the details will be determined on site-by-site basis through negotiation. Furthermore, the proportion of affordable housing should not prejudice the provision of other planning elements necessary and reasonably related to the scheme.

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91. In this instance it would be expected that the scheme should be delivering at least 40% of the dwellings as affordable. The current scheme proposes 54 affordable units on site which equates to 30.1%, a shortfall of 9.9%.
92. Accordingly, in line with the Core Strategy, where the provision of affordable housing in accordance with the policy is not economically viable, the Council will expect the submission of financial appraisal information. The applicant has provided a financial viability report which has been reviewed by the Council's External Viability Consultant. The Council's Consultant considers most of the assumptions and assertions to be reasonable but have highlighted an issue with a potential overvaluing of the build costs. However, given the extended period of time over which the build will take and the market uncertainties involved the Consultant is of the opinion that a S106 agreement similar to that agreed for PLAN/2016/1003 can be used to secure any further affordable housing contribution were the profits of the proposed development to be higher than that stated in the submitted viability report. In light of this, it is considered that the applicant has demonstrated on viability grounds that the reduced level of on site affordable housing would accord with the requirements of policy CS12 of the Core Strategy and the Affordable Housing SPD.
93. The SHMA (2009) identifies a need for 70% of new affordable dwellings to be in the rented tenure (social and affordable) and 30% at intermediate level (including shared ownership). According to the submitted Planning Statement a 50/50 split was proposed which is not in accordance with policy CS12 of the Core Strategy. The Council made the proposed provider of the affordable housing blocks Paragon Asra Housing aware of this policy conflict. Paragon Asra Housing then proposed for 2 of the 3 block to be for rented tenure. This equates to 36 of the 54 affordable flats which would be 67:33 split. This would represent a very small shortfall however the Council's Housing & Enabling Officer has raised no objection to this proposed split
94. Policy CS11 seeks to secure an appropriate housing mix to meet the needs of local residents. The Core Strategy identifies a significant need for new affordable family (2-bedrooms +) homes and the Council's Housing Register indicates that the demand is highest for small-sized affordable units including a strong need/demand for 1 and 2 bedroom units across the Borough which is further evidenced in the 2014 SHMA.
95. The affordable housing mix would be as follows:
 - 30 x 1-bedroom flats (55.5%)
 - 24 x 2-bedroom flats (44.5%)
96. The proposal would deliver 44.5% of the total affordable units as 2 bedroom plus. While this would be lower than the 75% proposed as part of PLAN/2016/1003 it is considered that the proposed housing mix would not be unacceptable and would help to address housing needs in this area, particularly West Byfleet where property prices and rents are high.
97. In terms of the location of the affordable units within the development, they are to be provided within their own part of the site with a separate access road and self-contained parking and amenity space. Generally affordable dwellings should be distributed amongst the market dwellings. However due to the low density layout and parkland setting of the development which is as a result of its Green Belt designation and other constraints such as the listed buildings and protected

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trees, it would be inappropriate to locate the blocks of flats amongst the houses. Furthermore there would be high service charges for the maintenance of the grounds, landscaping, water features, private road maintenance which would present difficulties for the affordable housing providers and their tenants/ shared owners in meeting their share of these high service charges. In light of the above it is considered that the proposed location of the affordable units would be the optimal solution in having their own grounds and access road thus avoiding contributing to the upkeep of the whole estate.

Housing Mix

98. Policy CS11 of the Core Strategy requires new developments to provide a mix of dwelling types and sizes to address the nature of local needs as evidenced in the latest SHMA (subject to density and character considerations and the viability of the scheme) in order to create sustainable and balanced communities.
99. The Council carried out and published an updated SHMA in October 2015. This document notes that the housing mix in the 2009 SHMA which was used to support policy CS11 and the now 2015 SHMA are broadly similar, therefore the figures indicated in the supporting text to CS11 are still applicable. Table 4 below shows that the overall need for housing across the Borough as evidenced in the SHMA 2009 compared to the proposed mix.

Table 5: Housing mix comparison

	SHMA (2009) need	Proposed
1-bedroom	19%	16.8%
2-bedroom	28%	22.3%
3-bedroom	39%	12.3%
4-bedroom +	14%	48.6%

100. Whilst the proposed housing mix is not exactly the same as the need, with a lower proportion of 1-bedroom units and a higher proportion of 4 bedroom + units, policy CS11 explains that the percentages should depend upon the established character and density of the neighbourhood and the viability of the scheme. Paragraph 5.73 of the Core Strategy further explains that lower proportions of smaller units will be acceptable in areas of existing low density where the character of the area will not be compromised. The site is located on the edge of the urban/rural fringe and neighbouring streets are low density in character typified by larger units so it is considered that the lower proportion of smaller 1 bed units would not compromise the character of the area in this respect. Furthermore the low density layout of the scheme is heavily constrained by the Green Belt designation of the land, listed buildings and the need to protect their setting and protected trees. In addition this would also be offset by 1 and 2-bedroom unit provision within recent Town Centre and West Byfleet schemes.
101. It is therefore considered that the proposed mix can be considered acceptable in accordance with policy CS11 of the Core Strategy.

Specialist accommodation

102. The proposed development includes a total of 155 (C2 use class) bedrooms, specifically accommodation for elderly people. This is made up of an 80-bedroom care home, referred to as C2 north (Hamberley Developments) and 75 private units referred to as C2 south (Pegasus Life) which offer independent

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accommodation for older people, with an element of support. This specialist accommodation is supported by policy CS13 of the Core Strategy which seeks new specialist accommodation in suitable locations (noting the Green Belt issues). The proposed accommodation should be of high quality design and include generous space standards and amenity space.

103. Policy CS13 states that at least 50% of schemes should have two bedrooms, but it is considered that this should only apply to the independent element of specialist accommodation as the 80-bedroom building to the north would provide a large element of care. Paragraph 5.100 of the Core Strategy provides further detail, stating that two bedroom units are required to account for residents future needs, which may include the requirement for an additional bedroom for a live in carer or family member to stay, therefore providing an alternative to residential care. Therefore it would not be reasonable to apply the requirement for 50% two-bedroom units to residential care homes. Nursing care is provided as an integral and central part of a care home's service.
104. Looking at the 75 private units, 68 will have 2 or more bedrooms, equating to 90% which more than meet policy CS13's 50% target. The applicant also outlines that the care home will provide 5 interconnecting rooms, to cater for couples who may wish to live in adjoining rooms. This would be considered positive in terms of allowing flexibility to meet the needs of elderly residents.
105. It is therefore considered that the proposed specialist accommodation (C2 use class) can be considered acceptable in accordance with policy CS13 of the Core Strategy.

Transport and Highways Assessment

106. Paragraph 32 of the NPPF states that developments which generate a significant amount of vehicle movements should be supported by a Transport Assessment and planning decisions need to take account of whether:
- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
 - safe and suitable access to the site can be achieved for all people; and
 - improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts are severe.
107. These requirements are reflected in Policy CS18 of the Woking Core Strategy. The applicant has submitted a Transport Assessment (TA) which been assessed by the County Highway Authority who raise no objection subject to recommended conditions (one of which is for an updated travel plan).
108. The creation of an additional access point to Parvis Road in a similar location has already been established under the extant permission PLAN/1998/0340 in addition to application PLAN/2016/1003 where a resolution was made to approve. It is therefore considered that the principle of a new access point onto Parvis Road as part of the proposed development is acceptable.

Access to local services and facilities

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109. The site is approximately 450m from West Byfleet District Centre with good access to local amenities and public transport links through 3 bus routes within the vicinity of the site and West Byfleet Train Station being an approximately 6-7minute walk away and as such there is a choice of alternative means of transport other than the private car available in proximity of the site. The site is therefore considered sustainable in this respect.
110. As part of the development measures are proposed to improve connectivity of the site for pedestrians and cyclists through the creation of a footpath link along the southern side of Parvis Road to extend from the site to west onto an existing footpath along Parvis Road as well as to the east to connect with bus stops and the new pedestrian crossing on Parvis Road. A western crossing onto Parvis Road in the form of a signalised Toucan crossing is proposed between the site and Camphill Road. To the east of this a further two 'Courtesy Crossings' with beacon, central refuse, tactile paving and reflective bollards are proposed. These measures can be secured by 'Grampian' style conditions.
111. A Travel Plan has been submitted. The County Highway Authority deems that it needs to be amended but that this could be secured via condition.
112. In addition a Travel Statement has been submitted for the residential aspect of the development which is discussed in further detail in the parking section below.
113. It is considered that the improvements to facilities for pedestrians and cyclists and the promotion of travel initiatives which will be sought from updated Travel Plans for the respective uses would significantly improve the accessibility of the site and assist in reducing the reliance on the private car.

Traffic Impact

114. The TA sets out the trip generation associated with the proposed development with a comparison made to the trip generation associated with the partially implemented scheme (PLAN/1998/0340). Furthermore detailed modelling and assessments have been completed on the following junctions:
- A318/ A245 Parvis Road
 - Oyster Lane/ A245 Parvis Road
 - Chertsey Road/ A245 Parvis Road
 - Site Accesses / A245 Parvis Road
 - Camphill Road / Station Approach/ A245 Parvis Road
 - Sheerwater Road/ B382 Old Woking Road

taking into account TEMPRO growth factors and the Sheerwater Regeneration to determine the most effective improvements to mitigate against any likely traffic generation.

115. In order to calculate the new trips generated by the proposed residential development, the TRICS (Trip Rate Information Computer System which is a database containing independent survey data which is used by the industry to determine the likely number of vehicles generated by the proposed development) has been consulted and traffic surveys carried out to confirm the actual peak hours of the local highway network. The table below taken from the

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p.74 of the submitted TA provides the anticipated total development vehicular trips.

Table 6: Proposed vehicular trip generation

Land Use	AM Peak (07:30 - 08:30)			PM Peak (16:00 - 17:00)			PM Peak (17:30 - 18:30)		
	Arr	Dep	2-way	Arr	Dep	2-way	Arr	Dep	2-way
54 Affordable apartments	2	4	5	4	3	6	5	5	11
80-bed Care Home	11	5	16	5	10	15	4	8	12
50-person Office	8	1	9	1	6	8	1	5	6
75 Assisted Living Apartments	7	6	13	8	8	16	6	6	12
125 Residential Units	13	44	57	32	25	56	36	12	48
TOTALS	40	60	99	50	51	101	52	37	89

116. The table below as set out in paragraph 132 of committee report for PLAN/2016/1003 provides the anticipated total development vehicular trips for the previously approved school and residential development during peak hours:

Table 7: PLAN/2016/1003 proposed vehicular trip generation

Period	Total Arrivals/Departures
AM Peak (07:30 – 08:30)	356
School PM Peak (16:00 – 17:00)	248
Residential PM Peak (17:30 – 18:30)	54

117. This indicates that the trip generation by the proposed development would be less than that of the extant permission for PLAN/2016/1003 at AM Peak (07:30 - 08:30) and PM Peak (16:00 - 17:00) but it would be higher at PM Peak (17:30 - 18:30). However, as previously noted the County Highway Authority (SCC) has raised no objection subject to condition.

Safe and suitable access to the site for all

118. The existing access to the site is proposed to be modified as part of the proposal and two improved junctions will be implemented on Parvis Road (A245) to provide access to the development. The junctions will be ‘ghosted right turn’ priority junction arrangements and the visibility at the junctions will meet the required standards as set out in Manual for Streets (MfS) to ensure safety for vehicles using the site accesses and for existing vehicles on Parvis Road. In addition, a footway will be provided along the southern side of Parvis Road to extend from the site to the west to connect with the existing footway on Parvis

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Road. The proposed footway will also extend from the site to the east to connect with the bus stops and the new proposed pedestrian crossings on Parvis Road.

119. A Construction Management Plan has not been submitted as part of this application however it is considered that this could be secured by condition. As previously mentioned, is also considered that the amended Travel Plan could also be secure by condition.
120. These works are considered to ensure that a safe and suitable access to site can be achieved for all people in accordance with the NPPF and policy CS18 of the Core Strategy. These works can be secured via conditions and would be subject to a Section 278 Agreement with the CHA.

Residential (C3) parking

121. The Council's Parking Standards SPD 2018 recommends the following minimum parking standards:

Table 8: Parking Standards SPD (2018) minimum residential (C3) parking standards

	Flat, apartment or maisonette	House or bungalow
1-bedroom	0.5	1
2-bedroom	1	1
3-bedroom	1	2
4-bedroom +	1.5	3
5+-bedroom	2	3

122. The SPD adds that *“At the discretion of the Council and based on the merits of the proposal, extra car parking spaces for visitors parking will be provided at a minimum rate of 10% of the total number of car parking spaces provided for the development”*
123. The tables below show the required breakdown of the proposed development to be accordance with the Council's Schedule of Standards in the Parking SPD:

Table 9: Parking requirement of proposed market units based on Parking Standards SPD (2018)

Accommodation type	Number	WBC minimum standard
1-bedroom	0 units	0
2-bedroom	16 units	16
3-bedroom	22 units	44
4-bedroom	53 units	159
5-bedroom	26 units	78
6-bedroom	8 units	24
Total	125 units	321 + 30 visitors

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Table 10: Parking requirement of proposed affordable units based on Parking Standards SPD (2018)

Accommodation type	Number	WBC Maximum Standard
1-bedroom	30 units	15
2-bedroom	24 units	24
Total	54 units	39 + 4 visitors

124. The proposed development would provide 374 parking spaces for the market dwellings and 54 parking spaces for the affordable dwellings. Therefore, as illustrated in Tables 8 and 9 above the proposed development would provide a sufficient level of car parking in accordance with the Council's Parking SPD. Furthermore, given the nature of the development, any displacement of car parking from residential on curtilage and designated car parking areas would be likely to remain on site and as such would not affect the public highway or surrounding residential areas. Furthermore to encourage reduced car ownership the applicant proposes a Residential Travel Plan including measures to encourage cycling, walking, public transport use and car-sharing. The County Highway Authority has deemed this to be acceptable.
125. A range of parking options are proposed throughout the development including on-street, on frontage, garage and undercroft parking. The varying types of parking provision would help lessen the dominance of the car within the street scene. Generally all car parking areas are overlooked and as such are considered to offer attractive parking areas for residents. Issues such as measures for designing out crime, lighting and the hardstanding of the area could be secured via condition.
126. Each residential unit is provided with at least one cycle parking space which meets current standards. Cycle storage is proposed within rear garden sheds, garages and communal internal areas within the flatted blocks.
127. The layout and provision of vehicle and cycle parking is therefore considered acceptable and complies with policy CS18 of the Core Strategy.

Specialist accommodation (C2) parking

128. Parking Standards SPD 2018 recommends a minimum car parking provision of 1 space for every 2 residents. The proposed northern 80 x 1-bedroom care home would have 35 parking spaces which is considered to be in accordance with this standard. The proposed 75-bedroom (7x1-bedroom and 68x2-bedroom) western assisted living block would have 113 parking spaces.

Office (B1) parking

129. Parking Standards SPD 2018 recommends a maximum car parking provision of 1 space for every 30sqm of office space. The proposed office would have a gross floor area of 900sqm and would therefore require 30 parking spaces to be in accordance with the SPD. The proposed office would have 36 spaces which would be an over-provision however it is noted that the County Highway Authority has raised no objection.

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Internal Site Layout

130. The proposed residential development would be private; therefore the internal roads would be an un-adopted highway. In any case the proposed roads would be of an acceptable width with provision for footpaths. Swept path analyses have been submitted to demonstrate that larger vehicles can service the site. As such the overall site road layout is considered to be acceptable.

Waste and Recycling

131. The submitted Transport Assessment contains a number of swept path diagrams which demonstrate that a refuse vehicle can be accommodated to service the entire proposed development. It is considered that details of refuse and recycling facilities can be secured by condition. Furthermore, the Council's Waste Department has raised no objection subject to condition.

Conclusion

132. The application is accompanied by a Transport Assessment and Travel Plans which were amended during the application to address comments from the County Highway Authority. The County Highway Authority does not raise any objection to the application subject to conditions. Furthermore the Council's Waste Department offers no objection. In terms of highways, movement, parking, waste and recycling the development is therefore considered to comply with policy CS18 of the Core Strategy, policy DM16 of the Development Management Policies DPD and the policies in the NPPF.

Flooding and provision of Sustainable Drainage

133. The site is located within Flood Zone 1 as identified on the Environment Agency's Flood Maps for Planning. However these maps do not take account of the flood risk from the ordinary watercourses along the southern and eastern boundary of the site. Following comments from the Council's Drainage and Flood Risk Officer an amended Flood Risk Assessment was submitted during the application stage. It contained details of an assessment of the flood risk from these watercourses which has found the flood risk to be minimal. In addition the finished floor levels of the proposed dwellings are to be raised 75-150mm above surrounding ground levels which would be higher than the predicted floodwater level in the unlikely event of flooding. The Council's Flooding and Drainage Officer has reviewed the submitted information and considers it to be acceptable in this regard. Had the application been recommended for approval, a suitable condition could have been attached to secure the finished floor levels.
134. The proposed development is therefore considered to comply with policy CS9 of the Core Strategy and the NPPF and accompanying technical standards (April 2015).

Waste Water Infrastructure

135. It is noted that Thames Water previously identified under application PLAN/2015/0987 that there was an inability of the existing waste water infrastructure to accommodate the needs of the proposed development and as such a condition was recommended requiring the submission of a detailed drainage strategy for the discharge of foul water for the development to ensure that the necessary infrastructure was in place to support the proposed

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development and to prevent adverse environmental impacts upon the local community. However as part of their consultation for PLAN/2016/1003 Thames Water advised that they had no objection in respect of waste water infrastructure capacity. Further clarification was sought as to the reasoning for this and they have advised that the method used to calculate the impact of proposed developments had changed. Thames Water provided no comment on this current application. In light of this the proposal is considered to accord with Policies CS16 and CS21 of the Core Strategy.

Contamination

136. Given the previous MOD use of the site there were significant contamination risks and concerns raised in respect to the remediation that was carried out as part of the previous planning approval and the building design and construction of Sherwood House. The previous application PLAN/2015/0987 was supported by a Geoenvironmental Appraisal, a Remediation Strategy and a Supplementary Letter. This has been reviewed by the Council's Contaminated Land Officer who has raised no objection subject to an appropriate condition to ensure the development does not pose a risk to future occupants and the surrounding area.
137. The site is located above the Kempton Park Gravels which is a designated principal aquifer and over the Lynch Hill Gravels which is a secondary aquifer. Therefore there is potential for pollution to controlled waters. The Environment Agency were previously consulted on planning application PLAN/2015/0987 and considered the risk to controlled waters to be low as this will be adequately addressed through the remediation of the site.

Air Quality

138. One of the NPPF's core principles is reducing pollution and it advises that in respect to air quality, planning policies should sustain compliance with and contribute towards national objectives for pollutants (paragraph 124). Furthermore Policy DM6 of the Development Management Policies DPD states that development which has the potential for significant emissions to the detriment of air quality, should include an appropriate scheme of mitigation which may take the form of on-site measures or, where appropriate, a financial contribution to off-site measures.
139. The application is supported by an Air Quality Assessment submitted as part of PLAN/2016/1003 together with an Air quality Technical cover note. The assessment provides a review of existing air quality at and in proximity to the proposed development site which indicates that none of the relevant air quality objectives are being or are predicted to be exceeded at the development site. The proposed site is therefore considered to be suitable for residential, care and office use in this regard.
140. It also considers the local air quality impacts arising from the construction and demolition activities of the proposed development. This shows that subject to mitigation measures outlined in Section 7 of the Air Quality Assessment, there would be a negligible impact in local air quality associated with the construction phase. The Construction Environmental Management Plan (CEMP) can be secured via condition.
141. Regard has also been paid to the impact of increased traffic levels during the operational stage of the proposed development and other permitted

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developments in terms of nitrogen dioxide and particulate matter which concludes that the predicted levels would be well within air quality objectives and as such the impact would be negligible and no mitigation is required.

142. A Council Senior Environmental Health Officer accepts the conclusions of the report and raises no objection on these grounds. The proposal is therefore considered to accord with Policy CS21 of the Core Strategy, Policy DM6 of the Development Management Policies DPD and the NPPF.

Sports and Recreation

143. Policy CS17 of the Core Strategy requires all new residential development to contribute towards the provision of open space and green infrastructure including children's play areas and outdoor recreational facilities for young people and outdoor sports facilities.
144. The Council Community Infrastructure Levy Regulation 123 lists a number of schemes which the Council have identified to be funded by CIL. While it does not state which ones are priorities for funding it is noted that outdoor sports, allotments and child play space and teenage Play Space within the Borough are listed in this document.
145. The development contains a play area which would deliver a Local Area of Play (LAP) for the occupiers of the proposed development and the submitted documentation does not indicate that it would be restricted for the sole use of any group of residents of the development.
146. Furthermore, the scheme includes a significant amount of landscaping throughout the site. The formal landscaped gardens that run north to south throughout the site offer residents the benefits of outdoor communal space. The proposals also retain a significant number of trees and the green corridor which connects the site to adjacent open spaces and residential gardens.
147. The proposed development would offer substantial benefits in the provision of open space and green infrastructure in accordance with Policy CS17 of the Core Strategy.

Healthcare Provision

148. The Council's Infrastructure Delivery Plan (IDP) identifies that the Borough is well-catered for in terms of GP provision at present. Whilst it is acknowledged that there might be locally specific pressures of oversubscription here in West Byfleet, the Council is working with the Clinical Commissions Group to see how provision can be aligned to match the demand. Based on the size of the residential development that is being proposed it is not considered that it would have a significant impact on GP pressure within West Byfleet nor would it warrant additional provision being made on a site specific basis in accordance with the three planning obligation tests as set out in the NPPG.

Waste/ Gas / Electricity Supply

149. The submitted Utilities Statement states that the site is already connected to water, gas and electricity networks, with upgrading works and new on site networks required to serve the development. A separate process exists for diversion/ new supply applications to these networks outside of the planning

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process. Furthermore the water supply provider Affinity Water Company was consulted on the two previous applications at the site and provided no response. In light of the above and the scale of the development no concern is raised.

Ecology and Biodiversity

Special Protection Area

150. The Thames Basin Heaths Special Protection Area (SPA) is classified for its internationally important bird breeding populations. The designation is made under *The Conservation of Habitats and Species Regulations* (2010). It is therefore necessary to ensure that planning applications for new residential development include sufficient measures to ensure avoidance of any potential adverse impacts on the SPA. The site is within the 400m-5km zone of influence of the SPA and the Council's adopted *Thames Basin Heaths Special Protection Area Avoidance Strategy 2010-2015* is therefore relevant.
151. Policy CS8 of the Core Strategy requires all new residential development beyond the 400 metre SPA boundary to make an appropriate contribution towards the provision of Suitable Alternative Natural Green Space (SANG) and the Strategic Access and Management and Monitoring (SAMM). Furthermore, as the proposal is for a development of more than 10 dwellings, it must demonstrate that the development is within the specified distance of the SANG and there is a sufficient quantity in place to cater for the consequent increase in residents as a result of the development.
152. In this instance the financial contribution towards SANG would be collected through the CIL payments as explained in the section above. In addition there would be sufficient capacity within the following SANGs to accommodate the proposed development - Horsell Common, Heather Farm and Gresham Mill.
153. Natural England initially objected on the grounds that the applicant had decided to opt out of paying SAMM contribution for the proposed C2 units however following the submission of a TECHNICAL NOTE: TRANSPORT dated 12.06.2018 this was withdrawn.
154. A contribution towards the SAMM in line with the Updated April 2018 Avoidance Strategy Tariff would need to be sought. A payment of £152,671.00 would be required which would need to be secured via a S106 agreement. Natural England has raised no objection on this basis. However in the absence of a completed S106 agreement the local planning authority cannot determine that the development would not have an adverse impact on the SPA and as such the proposal would fail to accord with policy CS8 of the Core Strategy, the Council's adopted Thames Basin Heaths Avoidance Strategy 2010-2015 and section 11 the NPPF.

Habitats / Protected Species

155. NPPF states that the planning system should contribute to and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where possible. Circular 06/05 – Biodiversity Geological Conservation also requires the impact of a development on protected species to be established before planning permission is granted and in relation to habitat types of principal importance to assess the impact of development on

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these as part of the planning application process. This approach is reflected in policy CS7 of the Woking Core Strategy.

156. The same survey work and ecological appraisals that were undertaken to support PLAN/2016/1003 and PLAN/2015/0987 which assessed the entire site and was based originally on the same quantum, type and layout of development that is proposed under this application. All these documents have been assessed by Surrey Wildlife Trust who have no objection to the proposed development. It is noted that the Ecological Mitigation Plan would form the basis of the more detailed Landscaping and Ecological Management Plan which can be covered by condition.
157. There are no habitats of international, national, regional, county or district conservation value within or adjacent to the site. The habitats found within the site are of moderate local value. The proposed development will result in the loss of existing grassland, existing shrub and woodland habitats and existing waterbodies. The Ecological Appraisal and Ecological Mitigation Plan proposes mitigation and biodiversity enhancement measures to address this loss. These measures can be secured by condition.

Protected Species

Bats

158. In order to assess the impact of the proposed development on bats, surveys have been undertaken on the site to assess the potential of all buildings and trees to support bats. A Phase 1 Bat Scoping was undertaken which was then used to inform the Phase 2 Survey which included climbing inspections of trees potentially affected, dusk and dawn emergence/ re-entry surveys of buildings and trees and then a Phase 2 Bat Activity Survey. In addition an updated Phase 1 inspection of all buildings was carried out on the 28th July 2016.
159. Bat roosts were recorded in Buildings 2, 12, 16 and 25 with a possible roost within Building 17 supporting Soprano Pipistrelles and Brown Long-eared bats and further roosts were also identified in Tree 14, Tree 17 and Tree 56 which are proposed to be removed as well. Bat droppings were also recorded in Tree 124. Following the updated Phase 1 inspection there was recorded evidence of a Brown Long-eared bat in Building 7 (Broadoaks Motor House). A European Protected Species License (EPSL) would therefore be required from Natural England to enable the development to proceed. A list of measures have been identified to avoid, mitigate and compensate for the potential impact on bats including replacement opportunities during the construction phase through bat boxes on suitably retained trees and buildings for the short term roost replacement and retention of accessible roof voids, bat tubes/ boxes on new buildings and gaps allowing access to cavity walls, bat access tiles for the long term roost replacement and enhancement. Furthermore the approach and timing of the works are set out to minimise adverse impacts on bats. Surrey Wildlife Trust has advised that the applicant should be required to undertake all the recommended actions in particular the need to obtain a European Protected Species licence from Natural England. As such it is considered that these measures would be sufficient to mitigate against impacts of the development and can be secured via an appropriate condition.
160. Seven species of bat were recorded using the site for foraging and commuting with varying levels observed throughout the surveys. The results indicate that the

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site is considered to be of no more than low to moderate interest for foraging bats. Notwithstanding this the development proposal should seek to maintain and enhance the value of the site for foraging and commuting bats in accordance with the NPPF. A number of appropriate measures have been proposed within the Ecological Mitigation Plan and these can be secured by a Landscape and Ecological Management Plan condition.

161. External lighting has the potential to affect bat roosts and activity. The Ecological Mitigation Plan has advised that all external lighting proposals are reviewed at appropriate design stages by a suitably qualified ecologist. Whilst details have been provided for the proposed floodlighting, these have not been subject to review from a suitably qualified ecologist. The proposal installation of external lighting can be controlled by an appropriate condition.

Badgers

162. During the Badger Survey evidence of droppings were found and one outlying badger sett was recorded on site. Further evidence was previously sought as to whether the badger sett was an 'outlier' and not a main sett, as the closure of a main sett would involve considerable mitigation. The applicant's ecologist advised that the sett only comprised of one single hole and subsequently when collecting the Dormouse tubes, the sett was found to be unoccupied and containing a bee's nest. Therefore it was considered extremely unlikely that the sett was a main sett and the proposed mitigation was considered proportionate to the level of works in line with Natural England Advice. Since then the sett was checked on the 28th July 2016 and no evidence of badger use was found and the sett was considered to be unused. The Ecological Mitigation Plan details measures to avoid and mitigate potential impacts on Badgers during the construction phase and provision of suitable enhancements for their environment post development. These measures can be secured by condition.

Reptiles

163. The only species of reptile found during the 2015 survey of the site was the Grass Snake. Previously Surrey Wildlife Trust recommended that further surveys are likely to be required and a Reptile Mitigation Strategy should be submitted for consideration. A detailed Reptile Method Statement has been submitted which includes full measures to mitigate potential adverse effects on reptiles including the translocation exercise (it is considered that there are sufficient areas of habitat on site to support translocation) and further survey work. It also includes measures to enhance habitats to support Grass snakes and other reptiles. SWT has reviewed this document and raises no objection subject to a recommended condition.

Great Crested Newts

164. A Great Crested Newt survey was carried out which indicated that the species was absent from the all waterbodies within the site and those surveyed within the extended area. The proposed development is not considered to have an adverse impact on any Great Crested Newts and no mitigation is therefore required.
165. The applicant's Ecologist advised that although the site is considered to be of limited interest for amphibians, it is recommended that the development proposals seek to maintain and, where possible enhance opportunities for locally recorded amphibians. Measures are outlined in the Ecological Mitigation Plan

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and can be secured as part of the detailed Landscape and Ecological Management Plan.

Birds

166. Trees, scrub and rough grassland and buildings on site offer nesting opportunities for a number of bird species. However due to an abundance of similar habitats in the wider area, the site is unlikely to be of any more than low local importance. It is therefore recommended that the removal of buildings, trees, scrub or hedgerows should ideally occur outside the bird breeding season. However in the event that these works are required during this period, a search for nesting birds should be undertaken by a suitability qualified ecologist prior to clearance. Furthermore in the event that breeding birds are discovered, sufficient habitat will need to be retained to ensure that they are not disturbed until nesting activity has been completed. These measures can be secured by condition.

Dormice

167. Following the required surveys including the nest tube survey and habitat assessment, no evidence of dormice was found on the site and therefore no mitigation is required in this respect.

Invasive species

168. The Ecological Appraisal states that Japanese Knotweed, Rhododendron and an unidentified Elodea waterweed have been recorded growing at the site. The Ecological Mitigation Plan outlines measures to control and eradicate these invasive plants. These measures can be secured by condition.

Sustainability

169. On 25th March 2015 a Written Ministerial Statement titled 'Planning Update' was delivered to Parliament by the then Secretary of State for Communities and Local Government. This Written Ministerial Statement has effectively repealed the Code for Sustainable Homes subject to interim arrangements; Therefore in applying Policy CS22 of the Core Strategy, the approach has been updated and at present all new residential development shall be constructed to achieve a water consumption standard of using no more than 105 litres per person per day indoor water consumption and not less than a 19% CO2 improvement over the 2013 Building Regulations TER Baseline (Domestic).

170. The planning application is supported by energy and water reports demonstrating that the residential development would meet the required standards set out above. These matters can be secured via condition.

171. In line with policy CS22, non-residential developments of 1,000 sqm or more (gross) floorspace should achieve a BREEAM very good rating. The proposed B1 office building would have a gross floor space of 900sqm and is not therefore covered by BREEAM. The BREEAM statement submitted with this application confirms that the proposed C2 buildings do not include sufficient communal space for residents to be assessed under BREEAM New Construction (Multi-Residential).

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Minerals

172. The site is adjacent to a Mineral Safeguarding Area. Surrey Mineral and Waste Planning Policy Team raised no objection to PLAN/2015/0987. The site boundaries remain the same as per the previous application and as such there is no concern in respect of this issue.

Other Matters

173. The Police Crime Prevention Design Advisor has not provided comments on this current application. However the Advisor commented on application PLAN/2015/0987 advising that a planning condition be imposed on any permission granted requiring the development to achieve a Secured by Design award. Whilst the NPPF requires planning decisions to ensure that developments create safe and accessible environments where crime and disorder, and the fear of crime do not undermine quality of life or community cohesion (paragraphs 58 and 69) there is no absolute national or local planning policy which requires new developments to achieve a Secured by Design award. In this regard such a condition would not meet the tests for planning conditions as set out in the NPPG. However it is considered it would be appropriate to attach a condition requiring measures for designing out crime to be submitted in accordance with the NPPF and policy CS21 of the Core Strategy had the application been recommended for approval.

Pro-active Planning

174. In assessing this application, officers have worked with the applicant in a positive and proactive manner consistent with the requirements of paragraphs 186-187 of the NPPF. This included proactively communicating with the applicant through the process to advise progress and providing advice on amendments.

- **CONCLUSION – THE PLANNING BALANCE**

Economic objectives

175. The proposed development is considered to have an unacceptable impact on the economic objectives of the Core Strategy. This would be by way it failing to create an employment-lead high quality office and research park which would not be justified through proposed uses which would accord with other Core Strategy objectives to sufficiently outweigh this conflict or through an up-to-date evidence base demonstrating why it would not be viable. This is contrary to policy CS15 of the *Woking Core Strategy* (2012).

Green Belt

176. The NPPF sets out that it is the Government's clear expectation that there is a presumption in favour of development and growth except where this would compromise key sustainable development principles and be contrary to local planning policies, unless material considerations indicate otherwise. The role of the planning system is to contribute to the achievement of sustainable development. This often involves balancing the economic, social and environmental aspects of proposed development. In addition, where a proposal comprises inappropriate development within the Green Belt a balancing exercise is required to establish whether very special circumstances exist that clearly

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outweigh the substantial harm to the Green Belt by reason of inappropriateness and any other harm.

177. The proposed development is inappropriate development in the Green Belt, which is by definition harmful. The other harm resulting from the inappropriate development is the loss of openness to the Green Belt, failure to deliver the policy objective of securing the Broadoaks site as a high quality office park and under provision of affordable housing. The NPPF requires substantial weight to be given to this harm.

178. Very special circumstances will not exist unless the harm to the Green Belt is clearly outweighed by other considerations. The following were assessed as forming part of the VSC case as detailed in the very special circumstances section of this report:

- VSC1: Extant permission
- VSC2: Sympathetic restoration and re-use of deteriorating Heritage Assets
- VSC3: Emerging policy proposal to remove the site from the Green Belt
- VSC4: The need for specialist (elderly) accommodation
- VSC5: Environmental improvements
- VSC6: Highway network improvements
- VSC7: Previously approved schemes are not viable

179. Paragraph 72 of the NPPF (paragraph 72) states that “great weight” should be given to the need to create new schools. It is noted that a major difference between this current application and PLAN/2016/1003 is the removal of the school. It is also noted that paragraph 19 of the NPPF states that “significant weight should be placed on the need to support economic growth through the planning system.” Paragraph 81 states that Local Planning Authorities are also required to positively plan to provide opportunities for outdoor sport and recreation in the Green Belt and it is noted that another major difference to PLAN/2016/1003 is the removal of the sports pitches which were proposed to be open to the community outside of school hours. While the proposed C2 buildings and the relatively small amount of B1 space are considered to be a benefit they are considered to be much less of a benefit than the school and associated sports pitches for community use. Neither has it been demonstrated that there are no suitable site for them outside of the Green Belt. Furthermore, paragraph 140 of the NPPF states that, “*Local Planning Authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies*”.

180. Under PLAN/2016/1003 considered that the quantum of built development addressed Green Belt concerns and on this basis went onto consider that a package of factors including the benefits to the openness and character of the Green Belt when compared to the extant permission, provision of a new school and community benefits, sympathetic restoration and re-use of deteriorating Heritage Assets, environmental improvements in conjunction with the creation of jobs and improvement to the highway network outside of the am peak hour, when taken together would outweigh the substantial harm to the Green Belt and the failure to deliver the policy objective of securing the Broadoaks site as a high quality office park.

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181. Under PLAN/2016/1003 the LPA considered that the harm generated from the failure to deliver the Broadoaks site as a high quality office park could be overcome.
182. However the proposed development increases the sprawl and quantum of built development throughout the site which causes significantly greater harm to the openness of the Green belt over the existing and extant permission PLAN/2016/1003. Whilst the additional housing is regarded as a significant additional benefit over the PLAN/2016/1003 this is not on its own or in combination with the other benefits presented, considered to amount to very special circumstances that would outweigh the substantial harm to the Green Belt by reason of inappropriateness and loss of openness arising from the proposed scheme.

Conclusion

183. In light of this, officers' are recommending the application for refusal on the basis of conflict with policies CS6 and CS15 of the Woking Core Strategy, policy DM13 of the Development Management Policies DPD and the NPPF.
184. The recommendation has been made in compliance with the requirement of the NPPF to foster the delivery of sustainable development in a positive and proactive manner.

BACKGROUND PAPERS

1. Site visit photographs
2. Letters of representation
3. Consultation Responses
4. Application files PLAN/2015/0987, PLAN/2015/0988, PLAN/2016/1003, PLAN/2016/1004 and PLAN/2018/0360

RECOMMENDATION

REFUSE planning permission for the following reasons:

1. The applicant has failed to demonstrate that the proposed development would accord with the economic objective for the site contained in policy CS15 of the Core Strategy. The application is therefore contrary to provisions outlined in the National Planning Policy Framework and policy CS15 of the Woking Core Strategy 2012.
2. The proposal represents inappropriate development in the Green Belt. Given the sprawl of buildings across the site, its layout, quantum and height, the proposal would have a significantly greater impact on the openness of the Green Belt than the existing level of development. Inappropriate development is by definition harmful to the Green Belt and no very special circumstances have been advanced that would outweigh the harm by reason of inappropriateness and the harm to the openness of the Green Belt. The application is therefore contrary to provisions outlined in the National Planning Policy Framework, policy CS6 of the Woking Core Strategy 2012 and policy DM13 of the Development Management Policies DPD.

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Informatives

1. The plans relating to the application hereby refused are numbered:

- LP (Received by the LPA on 29.03.2018)
- 670-201 Rev.C (Received by the LPA on 03.05.2018)
- 1171-PL-(MH)-101 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-102 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-103 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-104 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-EX-(MH)-105 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-106 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(MH)-107 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-200 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-201 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-202 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(WL)-203 Rev.P1 (Received by the LPA on 29.03.2018)
- 1171-PL-(CH)-400 Rev.P1 (Received by the LPA on 29.03.2018)
- AA7454 2000 (Received by the LPA on 29.03.2018)
- AA7454 2001 (Received by the LPA on 29.03.2018)
- AA7454 2003 (Received by the LPA on 29.03.2018)
- AA7454 2010 (Received by the LPA on 29.03.2018)
- AA7454 2011 (Received by the LPA on 29.03.2018)
- AA7454 2012 (Received by the LPA on 29.03.2018)
- AA7454 2013 (Received by the LPA on 29.03.2018)
- AA7454 2014 (Received by the LPA on 29.03.2018)
- AA7454 2015 (Received by the LPA on 29.03.2018)
- AA7454 2016 (Received by the LPA on 29.03.2018)
- AA7454 2017 (Received by the LPA on 29.03.2018)
- AA7454 2018 (Received by the LPA on 29.03.2018)
- AA7454 2019 (Received by the LPA on 29.03.2018)
- AA7454 2020 (Received by the LPA on 29.03.2018)
- AA7454 2021 (Received by the LPA on 29.03.2018)
- AA7454 2022 (Received by the LPA on 29.03.2018)
- AA7454 2023 (Received by the LPA on 29.03.2018)
- 670-55 (Received by the LPA on 29.03.2018)
- 670-56 (Received by the LPA on 29.03.2018)
- AA7438-2001 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2002 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2003 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2004 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2005 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2006 Rev.C (Received by the LPA on 29.03.2018)
- AA7438-2007 Rev.C (Received by the LPA on 29.03.2018)
- AA7438-2010 Rev.D (Received by the LPA on 29.03.2018)
- AA7438-2011 Rev.D (Received by the LPA on 29.03.2018)
- 670-20 (Received by the LPA on 29.03.2018)
- 670-21 (Received by the LPA on 29.03.2018)
- 670-22 (Received by the LPA on 29.03.2018)
- 670-23 (Received by the LPA on 29.03.2018)
- 670-24 (Received by the LPA on 29.03.2018)
- 670-25 (Received by the LPA on 29.03.2018)

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- 670-26 (Received by the LPA on 29.03.2018)
 - 670-27 (Received by the LPA on 29.03.2018)
 - 670-28 (Received by the LPA on 29.03.2018)
 - 670-29 (Received by the LPA on 29.03.2018)
 - 670-30 (Received by the LPA on 29.03.2018)
 - 670-31 (Received by the LPA on 29.03.2018)
 - 670-32 (Received by the LPA on 29.03.2018)
 - 670-34 (Received by the LPA on 29.03.2018)
 - 670-35 (Received by the LPA on 29.03.2018)
 - 670-36 (Received by the LPA on 29.03.2018)
 - 670-37 (Received by the LPA on 29.03.2018)
 - 670-38 (Received by the LPA on 29.03.2018)
 - 670-39 (Received by the LPA on 29.03.2018)
 - 670-40 (Received by the LPA on 29.03.2018)
 - 670-41 (Received by the LPA on 29.03.2018)
 - 670-42 (Received by the LPA on 29.03.2018)
 - 670-43 (Received by the LPA on 29.03.2018)
 - 670-44 (Received by the LPA on 29.03.2018)
 - 670-45 (Received by the LPA on 29.03.2018)
 - 670-46 (Received by the LPA on 29.03.2018)
 - 670-47 (Received by the LPA on 29.03.2018)
 - 670-48 (Received by the LPA on 29.03.2018)
 - 670-49 Rev.A (Received by the LPA on 29.03.2018)
 - 670-50 (Received by the LPA on 29.03.2018)
 - 670-51 Rev.A (Received by the LPA on 29.03.2018)
 - 670-52 Rev.A (Received by the LPA on 29.03.2018)
 - 670-53 Rev.A (Received by the LPA on 29.03.2018)
 - 670-54 Rev.A (Received by the LPA on 29.03.2018)
2. The Council confirms that in assessing this planning application it has worked with the applicant in a positive and proactive way, in line with the requirements of paragraph 186-187 of the National Planning Policy Framework 2012.