

**R O K**

**P L A N N I N G**

**PLANNING STATEMENT**

**(INC. DRAFT PLANNING  
OBLIGATIONS)**

---

*In respect of*

Land West of Station Road, Lingfield, RH7 6PG

*On behalf of*

Woolbro Group and Morris Investment

# QUALITY MANAGEMENT

---

Prepared by:	Ben Dakin
Authorised by:	Alun Evans
Date:	April 2022
Project Number/ Document Reference:	R00056

**COPYRIGHT © ROK Planning**

The material presented in this report is confidential. This report has been prepared for the exclusive use of Woolbro Group and Morris Investment and shall not be distributed or made available to any other company or person without the knowledge and written consent of ROK Planning.

## Contents

1. INTRODUCTION.....	4
2. APPLICATION SITE AND CONTEXT.....	6
3. RELEVANT PLANNING HISTORY.....	9
4. PROPOSED DEVELOPMENT.....	10
5. PLANNING POLICY CONTEXT.....	13
6. PLANNING ASSESSMENT.....	17
7. VERY SPECIAL CIRCUMSTANCES (VSC) AND THE PLANNING BALANCE .....	35
8. HEADS OF TERMS.....	50
9. CONCLUSION.....	51

### **Figures & Tables**

2.1	Site Location Map
2.2	Heritage Assets
4.1	Draft Site Allocation within Emerging Local Plan
6.1	Policy Requirement of Unit and Tenure Mix
6.2	Unit and Tenure Mix of Development

### **List of Appendices**

- Appendix 1: ID16 - Inspectors preliminary conclusions and advice (December 2020)
- Appendix 2: TED51 – LPAs view on the options regarding the next steps for the Local Plan (January 2021)
- Appendix 3: ID20 - Inspector letter withdrawing 2 options (February 2022)
- Appendix 4: TED53- TDC response (February 2022)
- Appendix 5: Lingfield Parish Council meeting minutes dated 26<sup>th</sup> January 2022
- Appendix 6: Appeal decision APP/Y3615/W/16/3151097
- Appendix 7: House of Lords Report – ‘Meeting Housing Demand’
- Appendix 8: Appeal Decisions (various)

# 1. INTRODUCTION

---

1.1 This Planning Statement has been prepared by ROK Planning on behalf of Woolbro Group and Morris Investment ('the Applicants'), in support of an outline planning application at Land West of Station Road, Lingfield ('the Site').

1.2 The Applicants seek outline planning permission for the following development ('the Proposed Development').

*Outline application with all matters reserved except for access and layout for a residential development of 99 dwellings (40% affordable) with associated access, formal open space, landscaping, car & cycle parking and refuse.*

1.3 Woolbro Group are a family-owned business which specialise in residential development and commercial investment. They are a Small and Medium Enterprise ('SME') housebuilder with expertise knowledge of the District of Tandridge and the wider south east.

## **Planning Application Submission**

1.4 This Planning Statement should be read in conjunction with the other documents, planning drawings and technical studies submitted in support of this planning application, as set out below: -

- Planning Application Forms (including Ownership Certificates), prepared by ROK Planning;
- Community Infrastructure Levy (CIL) forms, prepared by ROK Planning;
- Cover Letter, prepared by ROK Planning;
- Site Location Plan, prepared by Omega Architects;
- Existing and Proposed Drawings, prepared by Omega Architects;
- Design and Access Statement, prepared by Omega Architects;
- Biodiversity Survey and Report, prepared by LUC;
- Statement of Community Involvement, prepared by CCP;
- Flood Risk Assessment and SUDS Statement / Foul Sewage, prepared by Lanmor;
- Heritage Statement and Archaeological Assessment, prepared by HCUK;
- Landscape Visual Impact Assessment and Landscape Strategy, prepared by LDA;
- Green Belt Assessment, prepared by LDA;
- Transport Statement and Travel Plan, prepared by Motion;
- Renewable Energy Assessment and Utilities Assessment, prepared by Integration UK;
- Lighting Assessment, prepared by Light Bureau;
- Noise Assessment, prepared by Syntegra; and
- Tree Survey, prepared by SJA.

## **Structure of Planning Statement**

1.5 The Planning Statement is structured as follows: -

- Section 2 – Application Site and Context
- Section 3 – Relevant Planning History
- Section 4 – Proposed Development
- Section 5 – Planning Policy Context
- Section 6 – Planning Assessment
- Section 7 – Very Special Circumstances and the Planning Balance
- Section 8 – Planning Obligations
- Section 9 – Conclusion

## 2. APPLICATION SITE AND CONTEXT

---

- 2.1 The Site is located within Lingfield, in Tandridge District Council ('TDC' or 'the Council') and is approximately 6.3ha in size. The Site location is identified in Figure 2.1 below:



*Figure 2.1 Site Location Plan*

- 2.2 The existing Site comprises a small cluster of fallow agricultural fields with a Public Right of Way (PROW) running east – west bisecting the northern field. The ground level falls from a high point in the northwest corner of the site to a low point in the southeast corner.

### **Site Constraints (Heritage and Environmental Considerations)**

- 2.3 The Site is within the Green Belt.
- 2.4 Whilst there are no statutorily or locally listed buildings contained within the Site, the Site is partly located within the Lingfield Conservation Area (CA). Various listed buildings and heritage features are located within the surrounding area, including a Grade II\* listed mansion, a Grade II listed garden wall and the Grade II listed Old Cottage to the East. The nearby Grade I listed Church of St Peter and St Paul lies beyond Church Road to the west and particular tombs within the churchyard are separately Grade II listed. The image below shows the heritage assets in relation to the Site: -



Figure 2.2 Heritage Assets (Bidwells 2018)

2.5 The Environment Agency Flood Risk Map confirms that the Site is largely located in Flood Zone 1 meaning that annually this area has a chance of flooding of less than 0.1% (fluvial and surface water). A very small area in the south of the site is located in Flood Zone 2 and therefore has an annual chance of flooding of between 0.01% and 0.1% (fluvial and surface water). A tiny proportion of the site boundary on to Station Road possesses a medium risk of flooding meaning this area has a chance of flooding of between 1% and 3.3% annually.

2.6 The adopted Local Plan for Tandridge identifies that a very small area of the Site (southeast corner) is within a Biodiversity Opportunity Area.

### Accessibility

2.7 Positioned between the town centre and the railway station, the Site is extremely well connected to local amenities and services in Lingfield with various shops, services, community facilities and schools all within a 15-minute walk.

2.8 Lingfield Station is located 5 minutes walking distance away. From the station services run every half hour towards London and to East Grinstead. By virtue of this, the Site is *highly accessible* and is very *sustainable* in terms of public transport accessibility as well as accessibility on foot to local amenities.

- 2.9 In addition to the railway station, there are also numerous bus stops located in short distance from the Site. This includes two bus stops in the southeast corner of the Site from which services run towards Crawley, Dormansland, Tunbridge Wells and Oxted. The bus stops further enhance the sustainability of the Site.

### **Surrounding Area & Context**

- 2.10 Land west of Station Road is located to the southeast of the settlement of Lingfield. It is adjacent to the rear gardens of residential dwellings to the north and south. A cemetery lies to the northwest of the site and The Star Inn Public House to the west. To the east of the Site lies the grounds of New Place, a C17th house and Oast House. The Site is bounded by mature trees and hedgerows with Station Road and Town Hill abutting the Site in the southeast corner. The Centenary Fields and Lingfield Wildlife Area (both Local Nature Reserves) are located approximately 0.3km northwest of the Site. Tom's Field and Lingfield Orchid Meadow are located approximately 0.7km from the Site.
- 2.11 The surrounding area comprises predominantly residential dwellings and gardens to the north and west of the Site and agricultural land to the south and east. Lingfield Park Racecourse is located to the south of Town Hill/Racecourse Road.



### **3. RELEVANT PLANNING HISTORY**

---

- 3.1 A search of TDC's online records show that the Site has no relevant planning application history.
- 3.2 The Site forms a draft allocation for residential development and Green Belt release within the emerging Local Plan for Tandridge ('HSG12') and this allocation has been supported by the Applicant. The emerging Local Plan is referred to in detail below.
- 3.3 The Applicant has engaged with the Council (ref. PA/2018/1008) and Surrey County Council Highways at pre-application stage.

## 4. PROPOSED DEVELOPMENT

- 4.1 This section of the Planning Statement outlines the development proposal and should be read in conjunction with the other documents submitted in support of the Application, in particular the Design & Access Statement.

### The Emerging Local Plan Allocation

- 4.2 The Site is a draft allocation in the emerging Local Plan and is allocated for release from the Green Belt and residential redevelopment. An extract of the draft allocation is included below: -

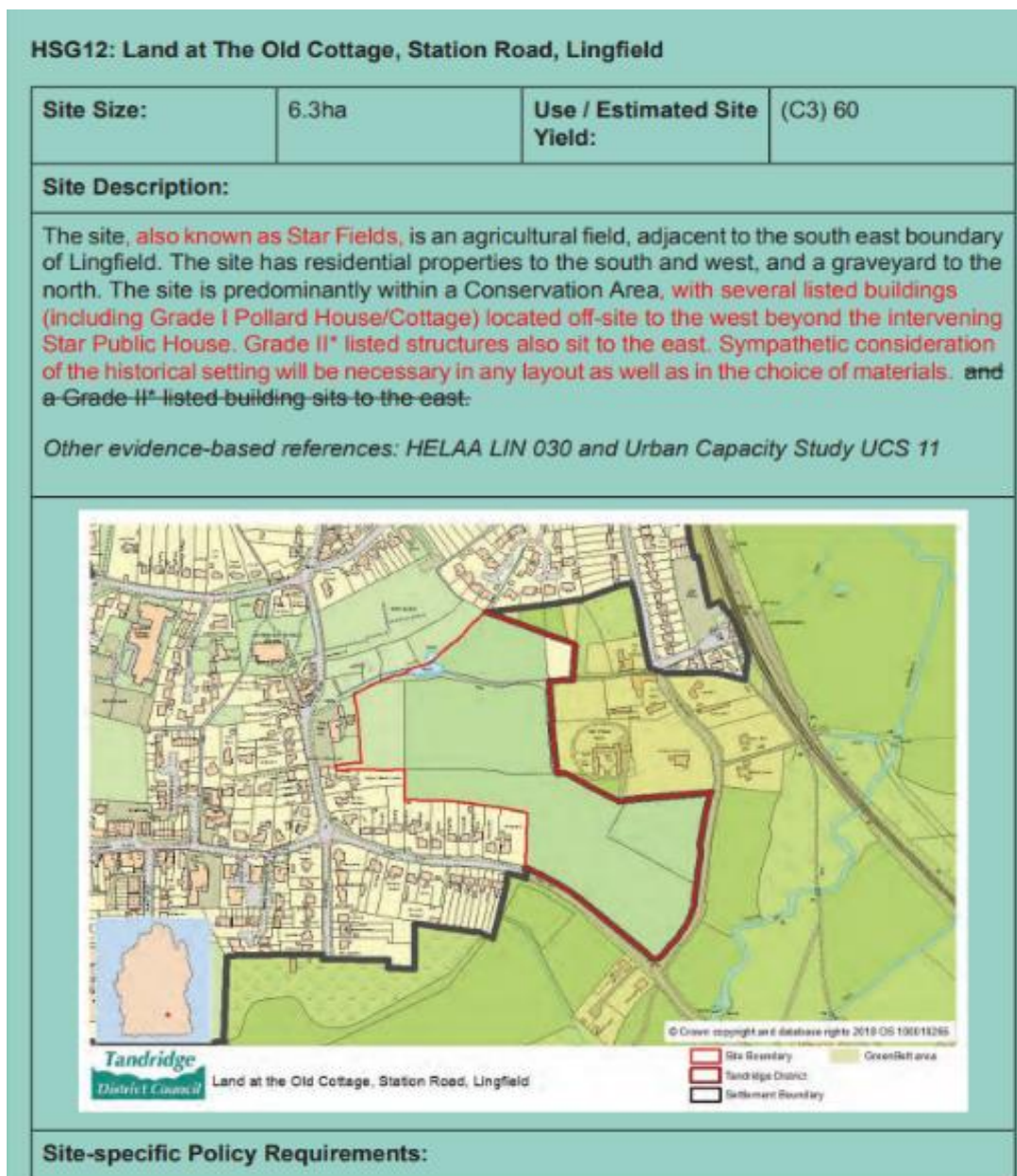


Figure 4.1: Draft Site Allocation within the Emerging Local Plan

4.3 The draft allocation confirms that exceptional circumstances to justify the release of the Site from the Green Belt have been established and this justifies the alteration to the Green Belt boundary. Site specific policy requirements are identified within the draft allocation including 40% affordable housing, ecological enhancement, retention / enhancement of the Public Right of Way (PROW) and contribution to necessary infrastructure. Demonstration with these requirements is set out in Section 6 of this Planning Statement.

**Development Proposals**

4.4 The Proposed Development subject to this outline planning application is as follows:

*Outline application with all matters reserved except for access and layout for a residential development of 99 dwellings (40% affordable) with associated access, formal open space, landscaping, car & cycle parking and refuse.*

**Unit Numbers and Mix: -**

4.5 Outline planning permission is sought for up to 99 dwellings. The proposed unit mix is:

Tenure	1B	2B	3B	4B	5B
Market			21 (36%)	31 (53%)	7 (11%)
Affordable	5 (12.5%)	21 (52.5%)	14 (35%)		
Overall	5 (5%)	21 (21.2%)	35 (35.4%)	31 (31.3%)	7 (7.1%)

Table 4.1: Housing Mix

4.6 This totals 40.4% affordable housing and 59.6% market housing. The affordable tenures will comprise both social rent and intermediate shared ownership.

**Layout: -**

4.7 The proposed layout has been carefully considered and designed by taking into consideration the constraints of the Site, public consultation comments and providing an appropriate design-led response.

4.8 The DAS provides a full section on the proposed layout. Key components include: -

- A significant set-back distances and screening along the south-eastern boundary bordering Town Hill and Station Road to create a defensible boundary;
- Large separation distances between the new and existing built form on Town Hill;
- Mature existing headrow retained and incorporated into the layout design;

- Existing trees on the far western boundary fully retained;
- Open space across the Site, taking up 31% of the total area;
- New dwelling capped at 2 storeys in height;
- Improved and retained green infrastructure around the existing PROW; and
- Key focal buildings incorporated along previously identified strategic views.

4.9 Five different residential character areas are provided across the Site to provide an appropriate design response to the individual constraints and characters of the area.

**Car and Cycle Parking: -**

4.10 This detail is reserved for the Reserved Matters stage. However, the proposals will provide policy compliant levels as well as adequate provision of refuse storage.

**Landscaping: -**

4.11 Retention of existing mature landscaping ensures the proposal will be suitably screened in local and wider views.

4.12 This will be complemented by additional landscaping in both the northern and southern sections of the site, particularly to the southern corner and the northeast corner where areas of open space will be provided.

4.13 A high-quality landscape scheme will be provided across the Site.

**Access: -**

4.14 The Site is well connected with numerous pedestrian access points.

4.15 Vehicular access is proposed from Town Hill. This was supported by Surrey County Council during pre-application discussions with this statutory consultee. Numerous pedestrian access points are both retained and proposed across the Site.

## 5. PLANNING POLICY CONTEXT

---

- 5.1 Paragraph 11(c) of the National Planning Policy Framework (NPPF) and Section 38(6) of the Planning and Compulsory Purchase Act 2004 (as amended) state that the determination of planning applications should be made in accordance with the Development Plan (as set out below) unless material considerations indicate otherwise.

### **National Planning Policy and Guidance**

#### *National Planning Policy Framework (NPPF)*

- 5.2 The latest version of the NPPF ('The Framework') was published in July 2021. The document sets out the government's economic, environmental and social planning policies for development with the aim of developing in the most sustainable way possible.
- 5.3 The NPPF states that the purpose of the planning system is to advise and guide on best practice development which is as sustainable as possible. The NPPF stresses that the goal of sustainable development should not hinder or prevent future development.
- 5.4 The overarching national planning policy theme is that of sustainable development. The government have advised that this should be a central theme for plan making and decision taking. This is evidenced in paragraph 11 which states that planning permission should be granted for development which accords with an up-to-date development plan without delay.

#### *Green Belt and Very Special Circumstances*

- 5.5 A vital component of the NPPF are the sections and paragraphs relating to the Green Belt and the Very Special Circumstances required to justify inappropriate development in the Green Belt.
- 5.6 Paragraph 138 sets out the five purposes the Green Belt serves: -
- a) to check the unrestricted sprawl of large built-up areas;
  - b) to prevent neighbouring towns merging into one another;
  - c) to assist in safeguarding the countryside from encroachment;
  - d) to preserve the setting and special character of historic towns; and

- e) to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

5.7 Paragraph 147 confirms that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 148 confirms that very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and other harm resulting from the proposal, is clearly outweighed by other considerations.

*National Planning Policy Guidance (NPPG)*

5.8 In addition to the NPPF, the Department for Communities and Local Government (DCLG) published the National Planning Policy Guidance (NPPG) in March 2014. The NPPG is a web-based resource which delivers planning procedures and practical guidance in an accessible format and is continually updated when necessary.

**Development Plan**

*Adopted Development Plan*

5.9 The Development Plan for TDC is comprised of: -

- Tandridge Core Strategy (2008); and
- Local Plan Part 2 – Detailed Policies (2014)

*Emerging Planning Policy*

5.10 TDC are in the process of preparing a new Local Plan (Tandridge Local Plan 2033). If this is adopted, the Core Strategy and Local Plan Part 2 will be superseded in their entirety. It should be noted that the new Local Plan is being examined under the 2012 National Planning Policy Framework rather than the 2021 version.

5.11 Work commenced on the new Local Plan in 2015 and was submitted to the Planning Inspectorate (PINS) for Examination in January 2019. Examination in Public (EIP) Hearing Sessions took place in October and November 2019, closing on 28<sup>th</sup> November.

5.12 Since the closure of the Hearing Sessions, there has been a significant amount of correspondence between the Inspector and the LPA. This includes a flurry of recent activity regarding the trajectory of the Plan.

5.13 The Inspector issued his preliminary conclusions and advice on 11 December 2020 (ID16 – Appendix 1). In this letter the Inspector set out several choices for the way forward, however ultimately considered that option 2 was most suitable: -

- *Withdraw the Plan and commence the preparation of a new Plan as per current national planning policy.*

5.14 Since this time, further correspondence has been exchanged between the LPA and the Inspector. Most recent correspondence (dated 21<sup>st</sup> January 2022) which comprised a letter with appendix (TED51 – Appendix 2) setting out the LPAs view on options regarding the next steps for the Local Plan. The letter sought the Inspector’s views on the options which could be pursued in a justified, sound and effective way.

5.15 The Inspector responded to this letter on 7<sup>th</sup> February 2022 (ID20 - Appendix 3). In the response the Inspector withdrew two of the suggested options, leaving the following as options for TDC: -

- Option 1: Withdraw the Plan
- Option 2: Continue with the examination of the Plan

5.16 With regards to option 2, the Inspector considered it feasible that the Plan could be adopted by December 2023. However, he also noted that this is subject to his soundness concerns being addressed and made it clear that there is no certainty that this can be achieved.

5.17 TDC responded on the 15<sup>th</sup> February 2022 (TED53 - Appendix 4) to confirm that they do not consider the withdrawal of the Local Plan to be a viable or acceptable option and have therefore begun to work through the Inspector’s assessment so that the resourcing of the work needed to be undertaken by the Council is fully understood.

5.18 It is considered that significant weight can be given to the allocation of the proposed development Site for residential development (policy HSG12) given the extensive evidence base prepared by TDC to justify this allocation.

5.19 The draft development management policies should also be given considerable weight as the Inspector has not raised any concern with the vast majority of these. It is considered that weight should be given to housing mix requirements and detailed housing matters such as amenity space as this is a clear indicator of the direction of travel in the District.

5.20 This weighting is in accordance with paragraph 48 of the NPPF which confirms that LPAs should give weight to relevant policies in emerging plans according to: -

*a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);*

*b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and*

*c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).*

#### *Lingfield Neighbourhood Plan*

- 5.21 Lingfield Parish Council are in the process of preparing a Neighbourhood Plan for Lingfield. In June 2014 the Council designated the Lingfield Parish a Neighbourhood Area.
- 5.22 Since this stage it appears that progress has been limited as the Parish Council have confirmed on numerous occasions that they are following the trajectory of the emerging Local Plan before proceeding. This was confirmed most recently in the minutes of the Lingfield Parish Council meeting dated 26<sup>th</sup> January 2022 (Appendix 5) where it was also confirmed that the group is in the process of resuming work on the Neighbourhood Plan, which has been paused awaiting the outcome of the Inspection of the Local Plan.
- 5.23 The proposed Site is referred to in the minutes of the above meeting, with the Parish Council stating that TDC need to give further consideration to why Star Fields (the Site) should not be included as a site for development. The Parish Council also consider the Site not to be deliverable within 5 years, however no reasoning is given.
- 5.24 Given the stage of preparation, it is considered that no material weight can be given to the emerging Neighbourhood Plan.

#### **Material Planning Considerations**

##### *Other Guidance*

- 5.25 TDC have adopted several Supplementary Planning Guidance/Documents (SPG/D):
- Parking Standards
  - Lingfield Village Design Statement
  - Trees and Soft Landscaping SPD
- 5.26 The Tandridge Housing Strategy (2019) is also of consideration.



## 6. PLANNING ASSESSMENT

---

6.1 The Planning Statement hereby discusses the main planning matters relevant to the proposed development, including the principle of development, matters of scale and design, quality of accommodation for future residents, the relationship with surrounding properties along with a summary of the main technical matters which are dealt with in detail in the supporting reports.

6.2 The section is ordered as follows: -

- Principle of Development
- Affordable Housing
- Detailed Housing Matters
  - Housing Mix
  - Dwelling Size
  - Accessible Housing
  - External amenity space
  - Outlook
- Design and Heritage
  - Design
  - Heritage
- Impact upon Neighbouring Amenity
- Transport and Servicing
  - Access
  - Car Parking
  - Cycle Parking
  - Refuse Storage and Distribution
- Flood Risk and Drainage
- Other Matters
  - Energy and Sustainability
  - Ecology and Trees
  - Archaeology
- Planning Balance

6.3 With regards to planning policy references, the following is relevant: -

- Adopted Local Plan:
  - Core Strategy policies: 'CSP'
  - Detailed Policies 'DP'
- Emerging Local Plan
  - Tandridge Local Plan 2013 -2033: 'TLP' or 'HSG12' (site allocations)

## **Principle of Development**

- 6.4 Policy CSP 1 of the adopted Local Plan ('Location of Development') sets out the overall strategy for development in Tandridge, confirming development will take place within the existing built-up areas of the District (i.e. the Category 1 settlements). Proposed village expansion by amending the boundaries of either the Larger Rural Settlements or Green Belt Settlements (Lingfield is defined under this as a Larger Rural Settlement under Category 2)
- 6.5 The policy reiterates that there will be no change to the Green Belt boundaries, with the crucial exception being where it is not possible to find sufficient land within the existing built-up areas and other settlements to deliver current and future housing need. It is also set out that changes to the Green Belt will only take place at sustainable locations as set out in Policy CSP2 whilst having regard to the need to prevent built up areas from coalescing. The supporting text establishes that the Council are not planning for significant growth in Lingfield, however development to meet local needs may be proposed.
- 6.6 As adopted planning policy designates the Site as Green Belt, local policy is prohibitive of development taking place on the site except in exceptional circumstance. Policy DP10 ('Green Belt') confirms this.
- 6.7 However, the emerging Local Plan for Tandridge (Local Plan 2033) changes the direction of travel in the District and allocates the Site for residential development under Policy HSG12 ('Land at the Old Cottage, Station Road, Lingfield'). This includes the removal of the Site from the Green Belt.
- 6.8 Whilst this is material to the determination of the planning application, it is acknowledged that the Site remains at this stage designated Green Belt land and that the proposal does not come under any of the exceptions to inappropriate development in the Green Belt contained in paragraph 149 of the NPPF. Therefore, at the current time (i.e. until the Local Plan is adopted), technically the proposed development represents 'inappropriate' development in the Green Belt.
- 6.9 Policy DP10 establishes that within the Green Belt, planning permission for any inappropriate development which is by definition, harmful, will normally be refused. Policy DP11 ('Development in Larger Rural Settlements') sets out a number of types of development within Lingfield that will be permitted. The development of a Green Belt site is not included within this.
- 6.10 Paragraph 147 of the NPPF is relevant in that it reiterates that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in Very Special Circumstances (VSC). Paragraph 148 goes on to set out that when considering any planning application, LPAs should ensure that substantial weight is given to any harm to the Green Belt. 'VSC' will not exist unless the potential harm to

the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

- 6.11 Policy DP10 reiterates this, confirming that proposals involving inappropriate development in the Green Belt will (only) be permitted where *very special circumstances* (VSC) exist, to the extent that other considerations clearly outweigh any potential harm to the Green Belt by reason of inappropriateness and any other harm.
- 6.12 Therefore, both national and local planning policy allow for residential development in the Green Belt where VSC exist and clearly outweigh any potential harm to the Green Belt.
- 6.13 Several factors contributing towards VSC will be set out in section 7 to justify the grant of planning permission, despite the emerging Local Plan not yet being afforded status of adopted planning policy and therefore the Site not yet being removed from the Green Belt.
- 6.14 As such, the principle of development is established subject to the demonstration of the VSCs necessary to justify the development of this Green Belt Site.

### **Affordable Housing**

- 6.15 Policy CSP 4 ('Affordable Housing') of the adopted Local Plan confirms that in order to maximise the supply of affordable housing, the Council will require up to 34% of dwellings on sites of over 10 units or more to be affordable.
- 6.16 The emerging Local Plan increases the provision of affordable housing sought, with policy HSG12 (the draft allocation requiring a 40% provision of affordable housing).
- 6.17 The proposal includes 40% affordable housing and is therefore policy compliant with the emerging Local Plan. When assessed against the adopted local plan, the provision is significantly higher than the 34% requirement.

### **Detailed Housing Matters**

#### *Housing Mix*

- 6.18 Policy CSP 7 ('Housing Balance') requires all housing developments of 5 units or more to contain an appropriate mix of dwelling sizes in accordance with current identified needs, as set out in future Housing Need Surveys and Strategic Housing Market Assessments. Given the age of the adopted policy, it is considered that more weight should be placed on the emerging Local Plan and the evidence base underpinning this.
- 6.19 Policy TLP 10 ('Responsive Housing Strategy') of the emerging Local Plan sets out that proposals should take account of the Council's most up to date Housing Strategy. The most up to date Tandridge Housing Strategy is that dated January 2019 which

covers the period 2019-2023. Policy HS1 ('Market Housing Mix') requires a mix of market housing on sites of 10 units or more based on the criteria set out in Table 6.1. Of this mix, under 20% of units should be apartments.

6.20 In terms of affordable housing, Policy HS4 ('Affordable Housing – Tenure Split') requires no less than 75% of units to be affordable or social rent (90% would be considered acceptable) and up to 25% of units as shared ownership. The unit mix split for each tenure is set out in Table 6.1 below.

Tenure	Unit Size	Policy HS1 (Market Housing Mix) Requirements	Policy HS4 (Affordable Housing – Tenure Split) Requirements	
Market	1 and 2-bed	No more than 40%	N/A	
	3-bed	30-40%		
	4+ bed	No more than 30%		
Affordable/Social Rent	1b2p	N/A	No less than 75% (90% would be acceptable)	10-20%
	2b4p			45-55%
	3b5p			25-35%
Intermediate	1b2p		Up to 25%	20-30%
	2b4p			60-70%
	3b5p			10-20%

Table 6.1: Policy Requirements of Tenure and Unit Mix

6.21 The proposed development includes the following dwelling and tenure mix: -

Unit Size	Market	Affordable	Total
1-bed	N/A	5 (12.5%)	5 (5%)
2-bed		21 (52.5%)	21 (21.2%)
3-bed	21 (36%)	14 (35%)	35 (35.4%)
4-bed	31 (53%)	N/A	31 (31.3%)
5-bed	7 (11%)		7 (7.1%)
Total	59 (59.6%)	40 (40.4%)	99 (100%)

Table 6.2: Tenure and Unit Mix of Development

6.22 With regards to the provision of market dwellings, it is noted that this is not strictly in accordance with the unit mix requirements set out in that the total provision of dwellings with 4+ dwellings is higher than 30%. However, it is considered that the provision is acceptable given that the proposal provides a good mix of housing overall. Additionally, it is clear that there is significant need for market housing of all sizes across the District given TDC's performance in terms of both housing land supply and housing delivery, as is discussed below.

6.23 For the affordable housing mix, it is considered that the development is in accordance with the requirements of the policy. The proposal provides an appropriate mix of 1-, 2- and 3-bed affordable units. Additional detail regarding the tenure of the affordable units will be confirmed at the Reserved Matters stage.

6.24 Ultimately, it is considered that the proposal provides an appropriate mix of dwellings, both market and affordable.

#### *Dwelling Size*

6.25 The proposed development has been designed to provide high-quality internal accommodation for future residents. All units will meet or exceed the internal space standards set within the National Described Space Standards (2015). The proposals are therefore in accordance with the development plan and material considerations in this instance.

#### *Accessible Housing*

6.26 There is no policy requirement for accessible housing, however the development will comply with the M4(2) ('Accessible and Adaptable Dwellings') standards and an appropriate provision of the units will also be compliant with the M4(3) ('Wheelchair Use Dwellings') standards. Further details will be provided at the Reserved Matters stage.

#### *External Amenity Space*

6.27 Neither adopted nor emerging planning policy sets out specific requirements for external amenity space. Policy DP7 ('General policy for new development') of the adopted Plan confirms that proposals should provide amenity areas and garden areas proportionate to the size of the residential units and appropriate for the intended occupiers.

6.28 Policy TLP19 ('Housing densities and best use of land') of the emerging Plan requires application to provide an appropriate standard of residential accommodation and private amenity space for occupants.

6.29 The proposal provides large gardens and amenity space for each unit and thus the policy requirements are met.

6.30 As well as private amenity space, policy HSG12 requires an on-site provision of open space, without specifying the size of the provision required. Policy TLP38 ('Play and Open Space') sets out standards to be used in relation to green space and play provision as space per 1000 population.

6.31 Several large areas of open space are provided across the site, thus ensuring policy compliance is achieved.

## *Outlook*

- 6.32 Whilst there is no policy requirement, each unit is dual aspect. This therefore gives a high standard of residential accommodation for future residents.

## **Design and Heritage**

### *Design*

- 6.33 Section 12 of the NPPF relates to achieving well designed places. Paragraph 126 notes that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve.
- 6.34 Paragraph 130 establishes several criteria which development should meet, including that they should be visually attractive as a result of good architecture, layout and appropriate and effective landscaping as well as being sympathetic to local character and history. Additionally, developments are required to establish or maintain a strong sense of place and optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development.
- 6.35 Paragraph 131 references the importance of trees in making an important contribution to the character and quality of urban environments as well as helping to mitigate and adapt to climate change.
- 6.36 At a local level, policy DP7 ('General policy for new development') establishes that all new development is expected to be of a high-quality design, integrating effectively with its surroundings and reinforcing local distinctiveness and landscape character. Several criteria are also set out under the design of development.
- 6.37 Policy TLP18 ('Place-making and design') of the emerging Local Plan reiterates the above, confirming that the Council will require that new development is of a high standard of design that reflects the character, setting and local context, including those features that contribute to local distinctiveness. A number of design criteria are set out.
- 6.38 Policy TLP 19 ('Housing densities and best use of land') goes on to require all developments to make the most efficient use of land and set out further criteria. This includes that applications for residential development should create permanent and defensible boundaries to the Green Belt and ensure that that the character of the site and its immediate surroundings are not negatively impacts.
- 6.39 The draft site allocation (Policy HSG12) establishes further design criteria, including requiring the use of sympathetic materials.
- 6.40 Finally, the Lingfield Village Design Statement (SPD) is also a key document and provides guidance to ensure that the village retains its individuality and character through future development.

- 6.41 It is important to reiterate that the application is for outline consent with all matters reserved except for access and layout. As such, in design terms the key consideration is the layout of the scheme. Indicative heights are included in the DAS (maximum of 2 storeys) to assist in justifying the Landscape and Visual Impact Assessment.
- 6.42 It is considered that the proposed scheme is compliant with all relevant policy and guidance at this outline stage. In considering acceptability, weight should be given to the high quality of the scheme in terms of providing adequately sized dwellings with large provisions of private amenity space, dual aspect and being in compliance with the M4(2) standards. It is considered that accordance with these technical matters as demonstrated assists in establishing the acceptability of the layout as it shows that the scheme is of an appropriate density and will provide good quality homes. The proposal protects the amenity of neighbouring properties and is therefore indicative of a high-quality layout.
- 6.43 Additional weight should be given to the provision of structural open space across the Site, with 31% of the total Site area allocated to this; this includes Public Open Space, SuDS, landscaping, habitat creation and non-vehicular routes. This is a large provision and a Landscape Plan is also submitted which demonstrates the quality of this space. This is prepared by LDA Design and further demonstrates the quality of the layout.
- 6.44 It is also relevant that the scheme has been reduced from 118 units to 99 following responses from residents during the public consultation. This demonstrates that residents' views have been taken into consideration.
- 6.45 In terms of the design evolution, the DAS details how the constraints of the Site have been considered and incorporated within a sensitively designed scheme. Such constraints include the Green Belt and nearby designated heritage assets. The scheme is respectful of both and incorporates views from Station Road to the Church of St Peter and St Paul and Oast House at New Place Farm in accordance with the Lingfield Village Design Statement SPD.
- 6.46 The layout is designed to ensure that there is a significant set-back and screening along the south-eastern boundary bordering Town Hill and Station Road to create a defined defensible boundary between the settlement edge of the Green Belt land. Additionally, the rear gardens which border the rear gardens of existing properties on Town Hill have landscape buffering and screening as well as large separation distances between the new and existing built form. The layout ensures that impact on the wider landscape is mitigated by focusing development towards the areas adjacent to existing built form and to the north of Site. This is in accordance with the requirements of the HSG12 allocation.
- 6.47 To provide an acceptable layout in accordance with the constraints of the Site, five different character areas are proposed to ensure that each area of the Site respects the different constraints. The character areas relate to their immediate context and provide different character within the development that relate well to one another. This

design approach ensures the creation of a cohesive development with strong design principles to reflect the nature of the Site and its surroundings whilst strongly referencing local character.

6.48 The character areas are: -

- *The Retreat*: a small cluster of larger family homes whose character is largely defined by the Conservation Area and the existing properties located further to the north.
- *Meadow View*: within the Conservation Area and designed principally to respond sensitively to the surrounding context and existing PROW to the north. These properties are typically mid-sized 3- and 4-bedroom detached houses.
- *The Green Corridor*: comprises the green corridor stretching through the Site in alignment with the view to the Church of St Peter and St Paul together with the buildings located on the edge of this corridor.
- *The Entrance Avenue*: formed around the vehicular access to the Site and designed to utilise the open space between the development line and existing road to create an attractive entrance that is characteristic of lower-density rural development.
- *The Rural Edge*: principally defined by the boundary between the edge of the Site and the Green Belt located beyond Town Hill and Station Road. The design and layout actively seeks to create a clear and defensible transitional boundary.

6.49 Further weight should be given to the 3D building massing model included in the DAS. This model demonstrates the quality of the proposed layout and how it complements the surrounding built context. It is considered that the deployment of the character areas ensures accordance with policy DP7 in that it is demonstrated that the proposals respects and contributes to the distinctive character, appearance and amenity of the area in which it is located. Accordance with policy TLP18 is also demonstrated in this way, with the proposal contributing positively towards the area's character and identity and being of the highest quality design.

6.50 The Rural Edge provides a clear and defensible transitional boundary which is in accordance with the requirements of the HSG12 draft allocation which requires the layout to actively seek to create and preserve, clear and defensible boundaries between the edge of the Site and the edge of the Green Belt.

6.51 A vital component of the scheme is the retention and improvement of the PROW. This is also in accordance with the HSG12 allocation which requires retention.



6.52 Ultimately, it is considered that a high-quality layout is proposed which is in accordance with relevant planning policy.

### *Heritage*

6.53 The Site is located partly within the Lingfield Conservation Area and there are also several Listed buildings (both Statutory and Locally) to the east and west of the Site. However, it should be noted that most of the heritage assets, including the core group of listed buildings around the Church, most of the New Place Group, and the old east-west footpath connecting them, are distinctly north of the main part of the proposed development.

6.54 Regardless, the heritage impacts of the proposed development are a key factor in demonstrating acceptability. Recognising this, Heritage Collective (HCUK) have been instructed to prepare a Heritage Impact Assessment to accompany the application. The legislative and planning policy position is set out in full in the Heritage Impact Assessment (section 3).

6.55 Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 requires the Council to have regard to the desirability of preserving a listed buildings and its setting when exercising planning functions. Considerable importance and weight must be given to the desirability of preserving the significance of the listed building and there is a strong presumption against the grant of permission for development which would harm its heritage significance.

6.56 A broadly similar duty arises from section 72(1) of the Act in respect of planning decisions relating to development within conservation areas. Preservation equates to an absence of harm.

6.57 The significance of a heritage asset is defined in the NPPF as being made up four main constituents: -

- Architectural interest
- Historical interest
- Archaeological interest
- Artistic interest

6.58 The setting of a heritage asset can contribute to its significance and is defined in the NPPF. Historic England has published guidance on development affecting the setting of heritage assets in 'The Setting of Heritage Assets (second edition, December 2017), better known as GPA3.

6.59 Section 16 of the NPPF relates to conserving and enhancing the historic environment, with paragraphs 194 to 208 addressing proposals affecting heritage assets and the consideration of potential impacts.

- 6.60 The NPPF requires the impact on the significance of a designated heritage asset to be considered in terms of either “substantial harm” or “less than substantial harm”. Paragraphs 201 and 202 of the NPPF refer to two different balancing exercises in which harm to significance, if any, is to be balanced with public benefits.
- 6.61 Paragraph 199 of the NPPF states that great weight should be given to the conservation of a designated heritage asset when considering applications that affect its significance.
- 6.62 Paragraph 203 of the NPPF refers to the approach to be taken towards non-designated heritage assets which is relevant due to the presence of locally listed buildings near to the Site.
- 6.63 At a local level, Policy DP20 (‘Heritage Assets’) is relevant and confirms that there will be a presumption in favour of development proposals which seek to protect, preserve and wherever possible enhance the historic interest, cultural value, architectural character, visual appearance and setting of the District’s heritage assets and historic environment.
- 6.64 Policy TLP43 (‘Historic Environment’) is also relevant and sets out that to respect the varied historical character and appearance of the District, development proposals should conserve and enhance the character and appearance of the designated and non-designated heritage assets, through high-quality sensitive design.
- 6.65 Additionally, the specific heritage requirements of the draft HSG12 site allocation are also highly important, as are the Inspector’s questions relating to HSG12.
- 6.66 The Heritage Impact Assessment undertaken by HCUK confirms that in overall terms, the effect of the proposal on the special interest of the designated heritage assets would be to erode their significance, causing less than substantial harm to that significance, within category 202 of the NPPF. The extent of harm would vary in each case: -
- Medium less than substantial harm on the effect on the significance of the Conservation Area, through the reduction of open space in Star Field and the effect of new development within the setting of the Conservation Area on the west of Station Road.
  - Low less than substantial harm in terms of the effect on views of the spire of the parish Church, bearing in mind that many views would remain and public access to Star Field would be increased.

- Low less than substantial harm, tending strongly towards negligible, in terms of abstract effect on other listed buildings in the core group to the west of Church Road.
- Low less than substantial harm, tending strongly towards negligible, in terms of the largely abstract effect on the group of listed buildings at New Place.

6.67 The Impact Assessment confirms that insofar as there would be medium effects in respect of the Conservation Area, this would tend towards the lower end of that band rather than the higher end. Which is to say that they would not be so serious as to be incapable of being outweighed by public benefit.

6.68 In terms of the non-designated heritage assets: -

- There would be no material effect on the significance of Cyder Barn and the effect on the locally listed group at New Place Farm would not be determinative in itself, given that the principal effects and issues relate to the statutory considerations relating to the Conservation Area and the Grade I Listed Church.

6.69 Accordingly, the assessment in accordance with paragraph 202 of the NPPF is whether the **public benefits of the proposal outweigh the less than substantial harm**. It is considered that the proposals clearly do so, given the significant public benefits of the proposal as demonstrated throughout this statement. The public benefits include – but are not limited to - the provision of housing (both market and affordable) and the provision of a residential development in a suitable and sustainable location.

6.70 With reference to local planning policy, it is considered that the same balancing exercise applies with reference to Policy DP20 of the adopted Plan in that this policy confirms that only where the public benefits of a proposal significantly outweigh the harm to, or loss of a designated heritage asset or its setting, planning consent will exceptionally be granted. The planning balance assessment is completed at paragraphs 6.94 – 6.96 below.

### **Impact upon Neighbouring Amenity**

6.71 Policy DP7 ('General Policy for New Development') of the Detailed Policies (2014) requires all new development to not significantly harm the amenity of neighbouring properties by reason of pollution (noise, air or light), traffic or other general disturbance. It also requires new development to not significantly harm the amenities and privacy of occupiers of neighbouring properties by reason of overlooking or its overshadowing or overbearing effect. In most cases, a minimum privacy distance of 22 metres is required where habitable rooms of properties would be in direct alignment. Additionally, in most circumstances a minimum distance of 14 metres will be required between the principal windows of existing dwellings and the walls of new buildings without windows.

- 6.72 Policy TLP18 ('Place-Making and Design') of the emerging Local Plan reiterates the above, requiring all development to not significantly harm the amenities of the occupiers of existing development by reason of overlooking, overshadowing, visual intrusion, noise, traffic or any adverse impact. It is notable that the emerging policy position does not include any separation distance requirements.
- 6.73 The proposed development has been carefully designed to ensure that there will be no adverse impact on the amenity of both existing and future occupiers. This has been achieved through the siting of dwellings and the layout of the scheme which ensures that the internal roads are central to the scheme and thus away from the existing properties.
- 6.74 It is notable that on most boundaries there are no existing residential dwellings. This is with the exception of East Wing, Oast House and West Wing and New Place Farm dwellings as well as the dwellings on the southern boundary with Town Hill Road. In both cases, the scheme has been designed to ensure that the recommended separation distances are achieved.
- 6.75 It is therefore considered that the proposals are policy compliant and are acceptable with regards to the impact on amenity.

### **Transport and Servicing**

- 6.76 A Transport Assessment and a Travel Plan have been prepared by Motion Transport Consultants and are submitted in support of the application. Additionally, pre-application discussions have been undertaken between Motion and Surrey County Council. The principle of the development in terms of the following is considered acceptable: -
- i. Access
  - ii. Vehicle parking
  - iii. Trip generation
  - iv. Highly sustainable location / access to local amenities and public transport

#### *Access*

- 6.77 One vehicular access point is provided to the Site from Town Hill Road. This has been verified by Surrey County Council in the pre-application discussions. It is therefore considered that this arrangement is acceptable.
- 6.78 Four pedestrian access points are provided, this includes the vehicular access point from Town Hill Road. The other access points are from Station Road as well as the existing PROW which is being retained and upgraded.

### *Car Parking*

- 6.79 The detailed car parking provision will be provided at the Reserved Matters stage. However, at this indicative stage the proposed masterplan demonstrates that parking is evenly distributed across the Site and the policy requirements can be met for both residents and visitors through a combination of on-plot driveways garages and carports, as well as some on-street parking in the form of front-on and parallel bays. All new dwellings are designed to fully meet the LPAs standards.
- 6.80 Additionally, electronic vehicle charging points will be provided throughout the Site and will be secured at the Reserved Matters stage. This will future proof the development and further enhance the sustainability credentials of the proposals.

### *Cycle Parking*

- 6.81 Again, the detailed cycle parking provision will be provided at the Reserved Matters stage. However, a policy compliant provision will be provided.

### *Refuse Storage and Distribution*

- 6.82 Finally, the detailed refuse storage and distribution provision will also be provided at the Reserved Matters stage.

### **Flood Risk and Drainage**

- 6.83 Policy DP21 ('Sustainable Water Management') of the Detailed Policies confirms that proposals should seek to secure opportunities to reduce both the cause and impact of flooding. Policy TLP47 ('Sustainable Drainage and Reducing Flood Risk') states that development in the District will reduce flood risk and minimise the impact of flooding through a number of measures, including steering development to the areas with a lower risk of flooding.
- 6.84 The Site is largely within Flood Zone 1 (*low probability of flooding*) with a very small part of the Site in the south-east corner within Flood Zone 2 (*medium probability of flooding*). The image below, taken from the Flood Risk Map for Planning shows this.

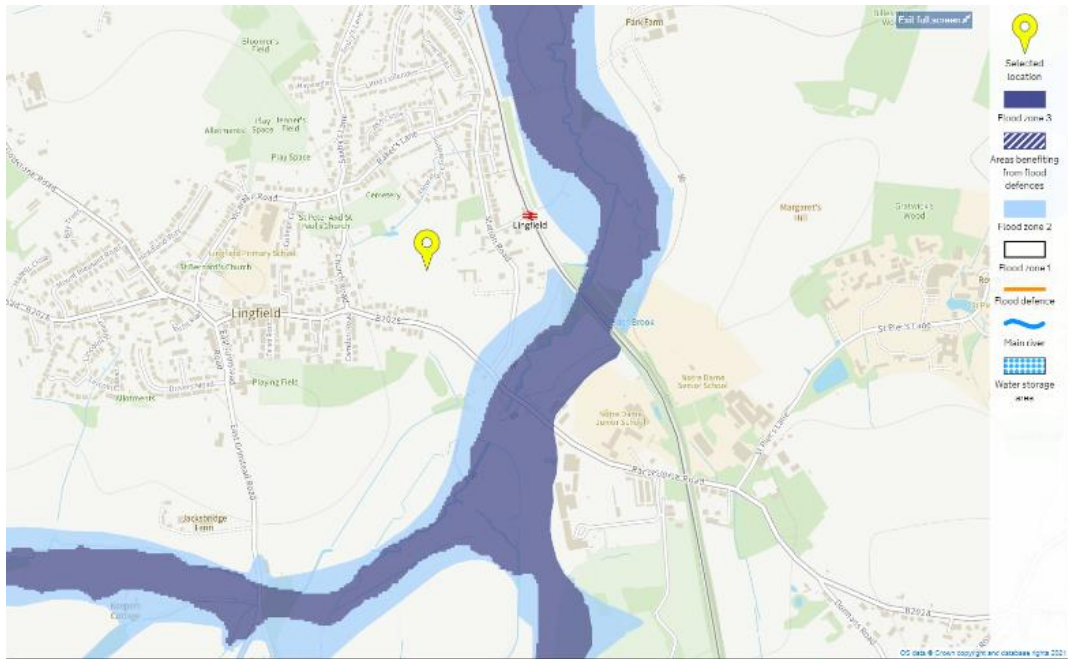


Figure 6.1: Flood Risk Map for Planning

- 6.85 It is therefore clear that the proposal achieves the objectives set in policy by ensuring that development is steered to the areas with a lower risk of flooding. Regardless, a Flood Risk Assessment and SUDS Statement / Foul Sewage prepared by Lanmor is submitted in support of the application which demonstrates the acceptability of the scheme in terms of flood risk.
- 6.86 A site-wide sequential test has been undertaken given the detailed assessment of suitable sites for housing allocations as part of the Local Plan review process.
- 6.87 The drainage strategy proposes inclusion of swales, permeable paving and a pond for storage of runoff from the site.

### Other Matters

#### *Energy and Sustainability*

- 6.88 Core Strategy Policy CSP14 ('Sustainable Construction') requires all new residential development of 10 units or more must meet 20% savings in carbon dioxide emissions through the provision of renewable energy technologies.
- 6.89 Emerging Policy TLP45 ('Energy Efficient and Low Carbon Development') of the draft Local Plan states that the Council will support new development of all types, where all reasonable steps have been taken to integrate low and zero carbon mechanisms into the design and layout, ensure reduction of energy consumption by the end user and avoid or mitigate any adverse impacts.

- 6.90 A Renewable Energy Statement, prepared by Integration, has been submitted in support of the application. The development will meet the Government's Future Home Standard and meet 75% reduction in carbon emissions below Part L1A compared to the policy target of 20%. Passivhaus methodology will also be utilised to have a "fabric first" approach, using high insulation, high airtightness and mechanical ventilation with heat recovery (MVHR).
- 6.91 The water usage target will be 105 l/p/d (excluding external water of 5 l/p/d). Rainwater harvesting will also be utilised.
- 6.92 In terms of air quality, the combustion methods for heating and hot water will be 100% fossil fuel free and provided via heat pumps.
- 6.93 Photovoltaic panels will be installed on the roof to allow buildings to generate their own renewable electricity.
- 6.94 Electric car charging and cycle storage will also be provided, promoting sustainable transport methods.
- 6.95 As such, it is considered the proposed development has taken all reasonable steps to integrate low and zero carbon mechanisms into the design of the building and reduce energy consumption in accordance with emerging Policy TLP45.

### *Ecology*

- 6.96 Emerging Policy TLP35 ('Biodiversity, Ecology and Habitats') of the draft Local Plan sets out that proposals for development should protect biodiversity, geodiversity and natural habitats and contribute to the wider green and blue infrastructure network.
- 6.97 An Ecological Appraisal has been prepared by LUC and is submitted in support of the application. This report confirms that the site does not share functional ecological connectivity to statutory or non-statutory designated sites and therefore no impacts to designated sites are predicted.
- 6.98 Additionally, the Appraisal confirms that the majority of the Site comprises species-poor grasslands which have been agriculturally improved and are regularly mown. Despite the relatively low value of the grassland habitat within the Site, the proposed scheme will result in extensive loss and therefore mitigation and enhancement measures are recommended in the appraisal to ensure that the overall ecological value of the Site is not reduced by its loss. These mitigation measures include: -
- Hedgerow in-fill planting;
  - Planting of native trees and shrubs;
  - Provision of wildlife friendly grasslands; and
  - Best practice construction measures.

6.99 Enhancement measures are also proposed which ensure that Biodiversity Net Gain (BNG) is achieved and a BNG Statement is submitted in support of the application.

#### *Trees*

6.100 It is confirmed in emerging Policy TLP37 ('Trees and Soft Landscaping') of the draft Local Plan that trees and soft landscaping represent a fundamental part of the landscape of the District and natural capital. A number of criteria a proposal must meet are set out in the policy.

6.101 Recognising the importance of trees and soft landscaping, a Tree Survey has been prepared and is submitted in support of the application.

#### *Archaeology*

6.102 Policy DP20 ('Heritage Assets') requires any application for a site larger than 0.4ha to be accompanied by an archaeological desk-top assessment. This is provided by HCUK and is submitted in support of the application.

6.103 This assessment confirms that the Site has high potential for archaeological remains relating to the Medieval, Post Medieval and Modern period. However, HCUK confirm that the any archaeological mitigation that might be needed at the Site could be undertaken through the incorporation of a condition on any planning permission. The scope of any further archaeological works that would be needed in advance or during development of the Site would need to be discussed and agreed with the Historic Environment Team at Surrey County Council who are the nominated Archaeological Advisers to TDC.

6.104 The proposal is therefore acceptable with regards to archaeology, subject to a condition being placed on any permission.

#### **Planning Balance**

6.105 The NPPG defines public benefits as anything that delivers economic, social or environmental objectives (*Historic Environment* Paragraph: 020 Reference ID: 18a-020-20190723). It is considered that the VSC identified in the following section are intertwined with the public benefits of the scheme. The factors that contribute towards the VSC can be summarised as: -

- The Site is allocated for release from the Green Belt and for residential development in the emerging Local Plan. TDC therefore view the Site as being suitable;
- It is necessary to release Green Belt land in TDC to meet identified housing need. If this does not happen, the housing crisis will only get worse;



- TDC's Local Plan is Out-of-date and it is unlikely that the authority will have a plan-led solution to meeting housing need until December 2023 at the earliest;
- TDC are a poorly performing authority in terms of both supply and delivery, as their historic performances show;
- The proposal has significant social benefits and is sustainable;
- Harm to the Green Belt is limited; and
- The proposal will improve the PROW whilst also bringing significant economic benefits.

6.106 The **public benefits** arising from the scheme can be summarised as: -

- Delivery of the draft allocation (i.e. a Site which TDC are anticipating will deliver housing in the future);
- Provision of a significant amount of housing, both market and affordable.
- Provision of a sustainable Site which is well served by public transport options and services and amenities;
- Significant economic benefits; and
- Improved accessibility through upgraded PROW.

6.107 These public benefits demonstrably outweigh the less than substantial harm identified to the designated heritage assets as discussed above. It is considered that the following weight can be given to the planning benefits against the heritage harm: -

- Provision of housing, both market and affordable which will make a significant contribution towards TDC's housing need – *very substantial weight* should be afforded to this benefit in accordance with paragraph 74 of the NPPF and the shortfall of housing in the District against OAN;
- Appropriate housing mix, including 40% affordable housing – substantial weight should be given to this benefit;
- Delivery of a development in a sustainable location – *very substantial weight* should be afforded to this benefit in accordance with the presumption in favour of sustainable development;

- Delivery of a sensitively designed scheme – *substantial weight* should be given to this benefit;
- Creation of an attractive, distinctive place – *substantial weight* should be given to this benefit in accordance with paragraph 131 of the NPPF;
- Improvement of the PROW which runs through the site – *substantial weight* should be given to this benefit;
- Tackling of and adaption to climate change through enlisting sustainable construction and design principles – *substantial weight* should be given to this benefit; and
- Economic benefits in terms of job creation and the spending of future residents – *substantial weight* should be given to this benefit in accordance with section 6 of the NPPF.

## 7. VERY SPECIAL CIRCUMSTANCES (VSC) AND THE PLANNING BALANCE

---

- 7.1 Paragraph 147 of NPPF sets out that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in Very Special Circumstances.
- 7.2 Paragraph 148 goes on to establish that when considering any planning application, LPAs should ensure that substantial weight is given to any harm to the Green Belt. The same paragraph confirms that VSC will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.
- 7.3 Given the Site's location within the Green Belt, it is noted that the proposed development - by definition - represents 'inappropriate development' within the Green Belt as it does not fall within any of the exceptions to inappropriate development contained in paragraph 149. Therefore, VSC need to be demonstrated which outweigh the harm to the Green Belt.
- 7.4 Whilst the NPPF sets this position out, it does not define what constitutes a VSC, nor does any other planning guidance. Rather, it is accepted that this varies from site to site and is a matter of *planning judgement*.
- 7.5 It is considered that the following factors represent the VSC necessary to justify the grant of planning permission and clearly outweigh any harm to the Green Belt: -
- Housing allocation in the emerging Local Plan;
  - The necessity of releasing Green Belt land to meet identified need;
  - TDC's Local Plan is Out-of-date and they are unlikely to have a plan-led solution until December 2023 at the earliest;
  - TDC are a poorly performing authority in terms of both supply and delivery;
  - Social benefits;
  - Sustainability;
  - Limiting harm to the Green Belt; and
  - Other VSC
- 7.6 It has been demonstrated in the previous section that all technical matters are addressed within the submission.

### **Housing Allocation in the Emerging Local Plan**

- 7.7 The Tandridge Local Plan 2033 was submitted for examination in January 2019 and has therefore been in the examination process for over three years. As discussed in a previous section of this report, the examination is now at an advanced stage and it

appears more likely that the Local Plan will be allowed to progress to adoption by the Inspector, subject to the detailed questions and information requested by the Inspector being adequately addressed.

7.8 To date, the Inspector has raised one question regarding HSG12 in his preliminary conclusions and advice: -

- *The proposed allocation falls predominantly within the Lingfield Conservation Area and the settings of a number of listed buildings. In order for me to be able to reach a view on the soundness of the proposed allocation, please provide me with your assessment of the significance of the heritage assets for which there is potential for the allocation to cause harm, and an assessment of the effect of the proposed allocation on the significance of the heritage assets.*

7.9 The heritage implications of the proposal are addressed in section 6 of this Planning Statement as well as in the Heritage Impact Assessment prepared by HCUK. Additionally, TDC will be providing their own response to this question in due course. It is however highly relevant that this is the Inspector's only question to date regarding the soundness of the allocation and that no question has been raised regarding the amending of the Green Belt boundary.

7.10 It is considered that despite the relative lack of uncertainty with the emerging Local Plan trajectory that the draft allocation is a crucial factor which should hold considerable weight in the planning balance as a VSC.

7.11 TDC confirm in Policy HSG12 that the "exceptional circumstances to justify the release of this site from the Green Belt have been identified". This (and the draft allocation of the Site) demonstrates that TDC themselves agree that Site represents a logical expansion to the settlement of Lingfield and that the VSC exist.

7.12 The draft allocation includes several criteria that the development of the Site must meet: -

- Sympathetic consideration of the historical setting will be necessary in any layout as well as in the choice of materials;
- Requirement to provide 40% affordable housing;
- Development must conserve and enhance the Conservation Area and be sympathetic to the setting of both the wider historic area and nearby listed buildings;
- The impact on the conservation area and nearby listed buildings will be compensated for through quality and sensitive design and layout;

- A detailed heritage assessment must accompany a planning application;
- Opportunities for green infrastructure enhancements and habitat protection must be maximised and areas affected by s41 habitats sensitively avoided in site layout and design;
- Development should be focused towards the areas adjacent to existing built form and the north of the site to limit wider landscape impact;
- Public Rights of Way (PROW) should be retained;
- Design and layout should actively seek to create and preserve clear and defensible boundaries between the edge of the site and the Green Belt;
- Proposals should respond to the risk of fluvial flooding, as well as ponding in the south-east corner, the site's location close to an area at risk of reservoir flooding and the potential extension of flood zones as a result of climate change; and
- Contribution to/onsite provision of the infrastructure required by the Infrastructure Delivery Plan (IDP) is required.

7.13 It is demonstrated in section 6 that the proposed development responds and incorporates each of these requirements. Additionally, the question raised by the Inspector specific to HSG12 in his preliminary conclusions and advice (ID16– Appendix 1) is also addressed.

7.14 It is also highly relevant that the Inspector did not raise any concern about the removal of the Site in terms of its impact on the Green Belt. This is likely to be because an extensive assessment of the Green Belt has been undertaken through the plan-making process which has resulted in the limited alterations to the Green Belt boundaries across the District.

7.15 In accordance with paragraph 49 of the NPPF, it is not considered that the application is premature due to the limited circumstances not being met. This is because the proposal would not undermine the plan-making process by predetermining decisions that are central to an emerging Local Plan. The emerging Local Plan is at an advanced stage but is not yet formally part of the development plan for the area, however this is a moot point as both elements must be met for an application to be premature.

7.16 Ultimately it is considered that the allocation of the Site in the emerging Local Plan for release from the Green Belt and residential development is a crucial factor in establishing VSC.

## **The Necessity of Releasing Green Belt Land to Meet Identified Need**

- 7.17 A total of 94% of land in Tandridge is designated as Green Belt. This is the highest of any authority in the country and thus makes Tandridge the most highly constrained District in the country. The emerging Local Plan notes that this presents a policy challenge to meeting objectively assessed needs (OAN) in full.
- 7.18 It is irrefutable that TDC need to release land from the Green Belt to have any chance of meeting identified need. The submission Local Plan confirms this: -
- *“The lack of non-Green Belt supply and the Government’s housing agenda and the drive for sustainable development, means the Council has no choice but to consider land in the Green Belt to both identify any land that meets the exceptional circumstances for release and demonstrate where the boundary can be defended in the long-term”.*
- 7.19 TDC note that the extensive assessment of the Green Belt throughout the plan-making process has resulted in limited alterations to the Green Belt boundaries. The Sites that have been proposed for release from the Green Belt are those which the Council consider to be most suitable for release in terms of meeting the purposes of the Green Belt.
- 7.20 It is notable that of the 20 proposed housing allocations (HSG1 – HSG20), 10 are Green Belt sites. This is demonstrable of the need for Green Belt release in the District and is without taking into consideration the proposed South Godstone Garden Community which requires significant Green Belt release.
- 7.21 It is crucial that even with the Green Belt release proposed, the emerging Local Plan does not meet the full objectively assessed need (OAN) for housing. The plan proposes 6,056 homes over the period to 2033 whilst at the time of submission there was an OAN of 9,400 homes (as set out in the Publication Plan) or 7,960 homes (as set out in the document ‘Updating the Objectively Assessed Housing Needs of Tandridge’).
- 7.22 As set out previously, there is doubt as to whether the current iteration of the emerging Local Plan will become adopted policy or whether it will be found unsound by the Inspector. Regardless, it is without question that in the future land will be released from the Green Belt for development, whether through this Plan or a new version.
- 7.23 It is therefore clear that for TDC to get anywhere near delivering enough housing to meet OAN, more Green Belt release will need to take place. It is considered that the need to release Green Belt land for housing is a further factor in establishing that VSC exist.

## TDC's Plan-Led Solution

7.24 The adopted Local Plan for Tandridge comprises: -

- Core Strategy (2008)
- Part 2: Detailed Policies (2014)

7.25 Paragraph 74 of the NPPF confirms that LPAs should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old. The strategic policies are appropriately 13 years old (Core Strategy) whilst the Detailed Policies are approximately 7 years old. On this basis it is considered that the Local Plan policies are out-of-date mindful: -

- i. National policy / guidance has been substantially updated
- ii. TDC housing land supply has failed to meet minimum targets

7.26 NPPF confirms the need for LPAs to identify and deliver a supply of housing to meet identified need for a period of 5 years. TDC have failed to confirm **identified need** – i.e. that which must be planned for. The housing land supply position (i.e. **delivery**) in the District is discussed in the following subheading.

7.27 The Inspector dealing with the emerging Local Plan considers it feasible that an adopted Local Plan could be in place by December 2023 (ID20 - Appendix 3). However, it is also clear from the correspondence between TDC and the Inspector that there is *no guarantee* that the Inspector will find the Local Plan sound. A chance therefore remains that TDC will be required restart the plan-making process.

7.28 As such, the best-case scenario is that the emerging Local Plan will be adopted planning policy by December 2023. This leaves a further period of 22 months in which TDC do not have an up-to-date Local Plan and therefore do not have a plan-led approach to meeting housing need. This is considered to be a further factor in establishing the VSC.

## TDC are a Poorly Performing Authority in Terms of Both Supply and Delivery

7.29 Historically TDC have performed poorly in terms of both housing land supply and housing delivery, this is in terms of both market and affordable housing.

### *Housing Land Supply (HLS)*

7.30 Paragraph 74 of the NPPF requires LPAs to identify and update annually a supply of specific deliverable housing sites sufficient to provide a minimum of five years' worth of housing against their local housing requirement set out in adopted strategic policies,

or against their local housing need where the strategic policies are more than 5 years old. As TDC's strategic policies are more than 5 years old, the target is against local housing need.

- 7.31 The NPPG (Housing and economic needs) sets out the standard method for assessing local housing need. This uses a formula to identify the minimum number of homes expected to be planned for, in a way with addressed projected household growth and historic under-supply. The NPPG confirms that the 2014-based household projections should be used.
- 7.32 The Tandridge Annual Monitoring Report (2020-2021) confirms the housing land supply position in Tandridge for the monitoring period: -
- MHCLG (2020) standard method (2014 HH projections): 1.95 years supply.
- 7.33 TDC therefore have an extremely low housing land supply and are over three years' worth of supply from being able to demonstrate five-year provision. The AMR results from previous years highlight further the failure to provide suitable land for housing through the planning system:
- 2019-2020 – MHCLG (2020) standard method (2014 HH projections): 1.71 years
  - 2018-2019 – MHCLG (2019) standard method: 1.93 years with 20% buffer / 2.21 years with 5% buffer
  - 2017-2018 – MHCLG (2017) standard methodology: 2.45 years
- 7.34 It is therefore clear that TDC are an authority with a failing housing land supply when set against national prescribed targets. Furthermore, and with regards to the 2020-21 score, Lichfields have cast doubt on this in their Planning Statement (dated December 2021) submitted in support of an application at Land West of Limpsfield Road, Warlingham, Tandridge. The conclusion of Lichfields is that "only 1,113 homes should be considered actually 'deliverable', resulting in a demonstrable supply of 1.47 years at best". Assuming this to be accurate, the position in Tandridge is materially worse than being presented by the LPA.
- 7.35 The recovered appeal ref. APP/Y3615/W/16/3151097 (Appendix 6) is relevant and highlights the weight should be given to this shortfall. In this appeal, the Secretary of State considered that the delivery of 295 dwellings, 20% of which would be affordable, carries very substantial weight in the context of the 2.1 year housing land supply. This was also a Green Belt site.
- 7.36 Appeal ref. APP/M3645/W/20/3265906 identifies the Council have a lack of five-year supply of housing so the 'tilted balance' within the NPPF is applicable. The appeal decision states the main parties agree the Council is unable to demonstrate a five-year supply of deliverable housing sites and that the Council can only demonstrate a 1.71 year supply, which is described by the Inspector as a "*very significant shortfall*". The



appeal scheme would deliver 12 new dwellings, which the Inspector afforded significant weight in view of the “*Council’s poor housing land supply position*”.

7.37 Appeal refs. APP/B1930/W/20/3265925 and APP/C1950/W/20/3265926 are relevant in that the local authorities (St Albans City & District Council and Welwyn Hatfield Borough Council) could not demonstrate a five-year supply of deliverable homes and the Inspector concluded that the delivery of housing within the appeal scheme represents a material benefit and would positively boost the supply within both local authority areas. Therefore, the provision of housing was afforded substantial weight in decision making. Both local authorities have a 97% and 95% shortfall of delivery of affordable housing, which the Inspector found to be a “*critical situation*”, affording the delivery of 45 affordable homes very substantial weight in the decision to approve housing development within the Greenbelt.

7.38 Similarly, appeal ref. APP/G5180/W/20/3257010 identified that London Borough of Bromley could not demonstrate a five-year housing land supply (2.96 or 3.27 years) and that this amounts to a very significant undersupply and therefore the Inspector concluded that “*nothing less than very substantial weight*” should be given to the contribution of market dwellings within Bromley. In addition, the Inspector found that the Council is consistently failing to provide affordable housing and therefore provision of 49 affordable units, whilst not meeting policy requirement for level of discount, will help to meet part of the need for affordable homes in the Borough.

7.39 Appeal Reference APP/M3645/W/20/3265906 confirms Tandridge Council supply of housing at significantly lower than the required 5-year level. It is stated “The Council states that it can only demonstrate a 1.71 year supply. This represents a very significant shortfall. It also appears that the emerging Tandridge Local Plan is some way off adoption.” This appeal decision is dated November 2021 and so confirms a contemporary position regarding the housing shortfall within the borough. The planning application hereby submitted seeks to make a material contribution to the delivery of much-needed housing within the borough and which will assist in meeting a five-year supply of land for housing.

7.40 These appeal decisions (**Appendix 8**) identify that where a Council cannot meet a five-year housing land supply and demonstrate a significant and consistent under delivery of both market and affordable housing, very substantial weight should be afforded to the delivery of housing in the decision making process. In relation to Green Belt development such as this application, the under delivery of both market and affordable dwellings therefore form very special circumstances (VSC) in which to justify the development proposal.

#### *Housing Delivery Test (HDT)*

7.41 The HDT was first introduced in 2018 and provides a percentage score based on the net homes delivered over three years to the homes required over the same period. It therefore provides a score based on actual *performance* of historic housing delivery.

7.42 TDC are consistently a poorly performing authority in the HDT and in 2021 were comfortably within the top 10 worst performing authorities: -

- HDT 2021: 38% (Presumption)
  - Delivery: 634
  - Requirement: 1,672
- HDT 2020: 50% (Presumption)
  - Delivery: 849
  - Requirement: 1,706
- HDT 2019: 50% (Presumption)
  - Delivery: 776
  - Requirement: 1,541
- HDT 2018: 65% (Buffer)
  - Delivery: 856
  - Requirement: 1,317

7.43 The picture is even more damning when looking at affordable housing delivery in Tandridge: -

- 2020 – 2021: 9 affordable homes completed (9 affordably rented homes / flats)
- 2019 – 2020: 127 affordable homes completed (43 affordable rented homes / flats and 84 shared ownership)
- 2018 – 2019: 55 affordable homes completed (39 affordably rented homes / flats and 16 shared ownership)
- 2017 – 2018: 91 affordable homes completed (70 affordably rented homes / flats and 21 shared ownership).

7.44 Policy TLP12 of the emerging Local Plan ('Affordable Housing Requirement') confirms that the Strategic Housing Market Assessment (SHMA) 2018 identified a need of 391 affordable dwellings per year over the first five years and 310 for the remaining years. It is noted that the Council is not able to meet its need in its entirety, however the delivery is poor in relation to need. This is particularly the case in 2020-21.

7.45 It is therefore clear that TDC have consistently underperformed in terms of both housing delivery and housing supply.

7.46 The performance of TDC in terms of both housing supply and delivery is extremely poor and is considered to be a further factor which assists in establishing VSC.

## Social Benefits

7.47 Section 2 of the NPPF relates to achieving sustainable development. Paragraph 7 confirms that the purpose of the planning system is to contribute to the achievement of sustainable development.

7.48 Paragraph 8 goes on to set out that achieving sustainable development means that the planning system has three overarching objectives which are interdependent and need to be pursued in mutually supportive ways. One of these is a social objective: -

- *to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.*

7.49 So that sustainable development is pursued in a positive way, paragraph 10 confirms that at the heart of the NPPF is a presumption in favour of sustainable development. The presumption is contained in paragraph 11 of the NPPF. Paragraph 11 sets out that plans and decisions should apply a presumption in favour of sustainable development. For plan-making, this means that strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses. Although footnote 7 confirms that Green Belt designation provides a strong reason for restricting the overall scale, type or distribution of development in the plan area.

7.50 It is considered that the provision of a significant number of both market and affordable houses should be given considerable weight in the determination of this application. This is particularly the case in light of the current shortfall in terms of both supply and delivery in the District. It is considered that this provision is a crucial factor in establishing VSC. This approach was recently upheld by the Planning Inspector in addressing the S78 appeal at Little Green Lane, Croxley Green, WD3 3JJ (Appendix 8). Paragraphs 51 and 52 state: -

*51. In terms of public benefits, the scheme would secure a high quality, modern housing development for which there is a clear need, in a sustainable location. The proposal would provide much needed private and affordable housing for local people. A total of 160 dwellings are proposed, of which 72 would be affordable. Such provision would be a very weighty benefit for the area where increasing the supply of market and affordable homes is an urgent and pressing issue. The site is locationally accessible and close to local amenities of Baldwins Lane to the south comprising a local parade with a range of commercial units, including a convenience store, greengrocer, newsagents and chemist.*

*52. The scheme would boost supply in accordance with the Framework<sup>42</sup> in an area where there is a very significant ongoing housing shortfall. The scheme would create additional housing choice and competition in the housing market. The scheme would have economic benefits: it would create investment in the locality*

*and increase spending in local shops<sup>43</sup>. It would create new jobs<sup>44</sup> including during the construction phase. It would deliver a housing allocation identified within the development plan, thus fulfilling the Government's aim that the planning system should be genuinely plan-led<sup>45</sup>. All these benefits carry significant weight.*

7.51 This usefully defines public benefits in context of a large-scale housing allocation within an area of identified significant need and on Greenbelt land within the setting of various heritage assets. The assessment gives clear and substantial weight in engaging the “tilted balance” of the identified harm caused by the proposed development against these benefits and as required by the NPPF.

### **Sustainability / Accessibility**

7.52 The sustainability credentials of the Site and its access to public transport options and services and amenities are a further factor in determining VSC. The most important public transport hub in relation to the Site is Lingfield Train Station which is a short walking distance from the Site.

7.53 The importance of this distance is enshrined within the House of Lords report titled ‘Meeting Housing Demand’ (Appendix 7 – dated 10<sup>th</sup> January 2022). This report welcomes the Government's target to deliver 300,000 homes per and one million homes by 2025 to address the long-term undersupply of new housing. However, it is also acknowledged that without reducing the barriers to meeting housing demand – including the barriers and delays in the planning system – it will not be possible to get close to this target.

7.54 One solution to this issue is: -

- *Residential development on land around railway stations close to major cities would help meet housing demand. The Government should consider pilot schemes to facilitate this development. This would include releasing some Green Belt or agricultural land for development, any release of Green Belt land could be offset through land swaps.*

7.55 This solution is amplified within the report: -

- *One proposed solution is to permit development on undeveloped land close to train stations which provide a service to a major employment centre within a reasonable time—45 minutes, for example.*
- *The most powerful arguments for such a solution are that housing tends to be most unaffordable close to hubs of employment and that rail provides the fastest means of access to larger cities and, by a large margin, has the lowest carbon footprint of any mode of travel. Maximising the use of existing rail infrastructure provides a low-carbon option for urban expansion and providing new homes. It would reduce the tendency to long-distance commuting, which has been accentuated by the COVID-19 pandemic. In contrast to building new rail links,*

*expanding the capacity of existing rail links is relatively cheap and can be done through complementary investment in stations or by upgrading signalling and increasing frequency and speed where necessary. This model could be extended to other railway stations, such as parkways.*

- *Research for the Centre for Cities concluded that the release for development of all land within 800 metres of any stations with a service of around 45 minutes to a major city, if that land had no marker of amenity or environmental value, would provide an additional 47,000 hectares in just five city-regions.*
- *Setting aside 10% of this total for new accessible green space and building at a density of 50 homes to the hectare would provide land for 2.1 million new homes. While such a proposal would take some Green Belt land, the proportion it would apply to is small: for the five metropolitan regions included in the study this would cover just 1.8% of existing Green Belt land.*

7.56 The Site represents a clear example how Green Belt land can be released close to train stations to increase housing supply and ensure sustainable development is achieved, without materially prejudicing the Greenbelt purposes. This strengthens the principle of development. The Site is very close to the train station and also provides frequent services to London, and East Croydon.

7.57 In addition to the train station, the Site is also well served by other public transport options (bus services), providing access to the local area.

7.58 A significant range of local amenities are established in Lingfield including shops, pubs and cafés/restaurants as well as other service amenities including hair and beauty and admin. Educational facilities including schooling and play areas (for all age ranges) are also located within Lingfield. The site is within walking distance of all of these amenities and which therefore allows a genuine opportunity to reduce car-dependency associated with new development.

7.59 It is therefore considered that the sustainability benefits of the Site is a further factor in establishing VSC.

### **Limiting Harm to the Green Belt**

7.60 Paragraph 137 of the NPPF states that the “fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence”. The five purposes of the Green Belt are set out in paragraph 138 of the NPPF and are: -

- *a) to check unrestricted sprawl of large built-up areas;*
- *b) to prevent neighbouring towns merging into one another;*
- *c) to assist in safeguarding the countryside from encroachment;*
- *d) to preserve the setting and special character of historic towns; and*

- *e) to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.*

7.61 It is considered that the lack of harm to the Green Belt as a result of the proposals is a further factor which assists in establishing VSC. In order to demonstrate this, a Green Belt Assessment ('GBA') prepared by LDA Design is submitted in support of this application.

7.62 The GBA includes an assessment of the Site against the five purposes of the Green Belt: -

- a) LDA confirm that the proposed development *would not result in the unrestricted sprawl of built form* and there would be no harm to this purpose as a result of the proposals.
- b) LDA confirm that the Site *plays no role in relation to preventing neighbouring towns merging into one another* and the proposed development would not result in harm to this purpose.
- c) LDA confirm that the Site *does not contribute to safeguarding the countryside from encroachment* given its characteristics and association with the existing settlement of Lingfield. There would be no harm to the performance of the Green Belt in relation to encroachment of countryside and the essential countryside character would remain intact.
- d) LDA confirm that the Site itself *does contribute to preserving the setting and special character of the historic town of Lingfield, both visually, spatially and culturally*. The proposed development would result in *some limited harm to preserving the setting and special character of the historic town*.
- e) LDA confirm that development on this relatively small site would not impact on the likelihood of existing brownfield sites coming forward should they be identified for development. It is evident that the development of brownfield sites alone is not going to meet housing need, as acknowledged in the emerging Local Plan.

7.63 With regards to the purposes of the Green Belt, it is the assessment of LDA that the proposed development would deliver beneficial enhancements to the Green Belt as advocated by paragraph 145 of the NPPF. In considering the potential harm to the five purposes along with the beneficial enhancements proposed, LDA conclude that the overall effect on the Green Belt is positive.

7.64 In terms of visual openness, LDA conclude that the LVIA records the visibility of the proposed development as being very limited, restricted largely to within close proximity of the southern and eastern boundaries. Longer distance views (approx. 200m plus) are not possible given intervening-built form and vegetation. In close range views, the proposed development is set within the landscape amongst established boundary vegetation which would be retained and enhanced with new planting. The provision of

new public open space would mitigate to some extent the reduction of visual openness within the Site and the visual openness of the wider locality would be unaffected.

7.65 It is therefore clear that the proposed development limits harm to the Green Belt. This is considered to be a further contributing factor to the VSC.

### **Other VSC**

#### *Public Right of Way Enhancements*

7.66 It is considered that the significant improvements to the Public Right of Way (PROW) are a further factor which assists in demonstrating VSC.

7.67 The PROW runs through the Site and connects the village to the train station and vice versa, thus ensuring that the walk to the train station for a large part of the village is much shorter. The PROW therefore plays a key role in enhancing the sustainability of the village.

7.68 At present, the PROW is plagued by a number of issues which affects its usage, particularly in the evenings and means that it is no longer fit for purpose. The PROW is unmarked and not sufficiently lit, thus rendering it a dangerous path to walk along at night or during period of poor visibility.

7.69 The proposals therefore commit to the retention of the footpath and an improvement in quality so that it can be used as a pleasant, marked, well-maintained and well-lit footpath that will serve both new and existing residents and enable safe and easy access to and from Lingfield Station. This is a further factor in establishing VSC.

#### *Economic Benefits*

7.70 As noted previously, section 2 of the NPPF relates to achieving sustainable development. As well as the social objective, a further objective is an economic one: -

- *To help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure*

7.71 The proposal includes several economic benefits: -

- Construction benefits:
  - £25 million construction value
  - £35.7 million GVA
  - 202 jobs (direct FTE construction jobs p.a. (temporary jobs over the two year build period)

- 244 jobs (FTE supply chain jobs p.a. (indirect/induced 'spin-off' jobs supported)).
- Operational and expenditure benefits:
  - £544,500 first occupation expenditure (spending to make a house 'feel like a home').
  - £1.5 million resident expenditure (within local shops and services p.a.)
  - 16 supported jobs (from increased expenditure in local area).
- Local authority revenue benefits:
  - £158,000 council tax revenues (p.a.)
  - c.£1.75 million planning contributions (S106 and CIL)

7.72 The economic benefits of the scheme are vital and further assist in establishing VSC.

### **Summary**

7.73 In accordance with paragraph 149 of the NPPF, it is acknowledged that the proposed development does not represent an exception to inappropriate development in the Green Belt and therefore by definition, represents inappropriate development. However, it is considered that Very Special Circumstances can be demonstrated to justify development of this site and that the public benefits derived through delivery of the development outweigh the potential harm to the Green Belt and that to the significance of identified heritage assets.

7.74 These factors are logical and clearly constitute when discussed together: -

- The Site is allocated for release from the Green Belt and for residential development in the emerging Local Plan. TDC therefore view the Site as being suitable;
- Green Belt release is identified as necessary within TDC and the emerging spatial strategy (Local Plan 2030) confirms this. The site is specifically allocated and therefore meets this objective, with housing affordability and supply worsening;
- TDC's Local Plan is Out-of-date and it is unlikely that the authority will have a plan-led solution to meeting housing need until December 2023 at the earliest;
- TDC are a poorly performing authority in terms of both supply and delivery, as their historic performances show;
- The proposal has significant social benefits and is sustainable;
- Harm to the Green Belt is limited; and



- The proposal will improve the PROW whilst also bringing significant economic benefits.

7.75 It is therefore considered that the proposal is in accordance with the NPPF as well as Policy DP10 of the Local Plan Part 2. As such, permission should be granted. Additionally, it is demonstrated that the VSC constitute substantial public benefits which weigh heavily in favour of approval.

## 8. DRAFT HEADS OF TERMS

---

- 8.1 This section sets out the draft Heads of Terms for the development and identifies obligations that will secure the necessary infrastructure improvements to meet the needs of prospective residents and that will benefit the existing local community through a Section 106 (S106) Agreement.
- 8.2 The Applicant proposes to make contributions in response of a number of items. These Heads of Terms are based on the draft HSG12 site allocation, the Council's Infrastructure Delivery Plan (2019), the Council's Planning Obligations and Community Infrastructure Levy (2015) and the relevant regulations from the Community Infrastructure Levy Regulations 2020. The proposed contributions are as follows:
- Affordable Housing – to be provided on site;
  - Traffic and Highways (potentially covering Travel Plan Monitoring Fee and Transport/Rights of Way);
  - Employment;
  - Sustainability and Energy;
  - Flood Protection and Water Management;
  - Other contributions specified in the Infrastructure Delivery Plan for HSG12:
    - Mobility Impaired Persons bridge at Lingfield Station
    - Car Park provision at Station Road/Town Hill
    - Lingfield Surgery Rebuild
    - Provision of open space
- 8.3 The above proposed obligations will be finalised in discussions with TDC and secured through the signed S106.

## 9. CONCLUSION

---

9.1 This Planning Statement has been prepared on behalf of Woolbro Group and Morris Investment, ('the Applicants'), in support of an outline planning application at Land West of Station Road, Lingfield ('the Site').

9.2 The Applicants seeks outline planning permission for the following development ('the Proposed Development').

*Outline application with all matters reserved except for access and layout for a residential development of 99 dwellings (40% affordable) with associated access, formal open space, landscaping, car & cycle parking and refuse.*

9.3 Woolbro Group Ltd is a Small and Medium Enterprise ('SME') housebuilder with expert knowledge of the District of Tandridge.

9.4 This Planning Statement and accompanying documents demonstrate a wide range of benefits that the proposed development will offer to TDC. In addition, the proposal has been thoroughly assessed against national and local policy and accords with the key policy themes and policies. The proposed development will: -

- Deliver a high-quality residential development within Lingfield, thus making a vital contribution to the delivery of housing, both market and affordable.
- Improve the PROW which currently runs through the Site;
- Create a net gain in biodiversity through a well-designed soft landscaping and planting scheme;
- Promote sustainable forms of transport by providing a highly accessible development;
- Creating and maintaining attractive, distinctive places by provides a high quality and sustainably constructed redevelopment proposal; and
- Seek to address climate change by enlisting various sustainable principles through construction and design.

9.5 Additionally, it is considered that the VSC required to justify development in the Green Belt exist. The factors which constitute the VSC are: -

- The Site is allocated for release from the Green Belt and for residential development in the emerging Local Plan. TDC therefore view the Site as being suitable;

- It is necessary to release Green Belt land in TDC to meet identified housing need. If this does not happen, the housing crisis will only get worse;
- TDC's Local Plan is out-of-date and it is unlikely that the authority will have a plan-led solution to meeting housing need until December 2023 at the earliest;
- TDC are a poorly performing authority in terms of both housing supply and delivery, as their historic performances show;
- The proposal has significant social benefits and is sustainable;
- Harm to the Green Belt is limited; and
- The proposal will improve the PROW whilst also bringing significant economic benefits.

9.6 It is therefore respectfully requested that outline planning permission is granted without delay.

**Appendix 1: ID16 - Inspectors preliminary conclusions and advice  
(December 2020)**

**Appendix 2: TED51 – LPAs view on the options regarding the next steps for the Local Plan (January 2021)**

**Appendix 3: ID20 - Inspector letter withdrawing 2 options (February 2022)**

## **Appendix 4: TED53- TDC response (February 2022)**



**Appendix 5: Lingfield Parish Council meeting minutes dated 26<sup>th</sup>  
January 2022**

**Appendix 6: Appeal decision APP/Y3615/W/16/3151097**

## **Appendix 7: House of Lords Report – ‘Meeting Housing Demand’**

## **Appendix 8: Appeal Decisions (various)**