

Town and Country Planning Act 1990 (As Amended)

Cranleigh Neighbourhood Plan:
Regulation 14 Consultation

Representations on Behalf of:
Bewley Homes Plc

25 March 2019



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1.0 Instructions and Introduction

(i) Instructions

1.1 Neame Sutton Limited, Chartered Town Planners, is instructed by Bewley Homes Plc ("Bewley Homes") to prepare and submit representations in relation to the Regulation 14 consultation version of the Cranleigh Neighbourhood Plan ("CNP").

1.2 Bewley Homes has previously submitted to both Cranleigh Parish Council and Waverley Borough Council site-submission information in relation to its land interest at Littlemeads, Cranleigh in July 2018 and then an Informal Submission pack in September 2018. These Representations should therefore be read in conjunction with the previously submitted site-specific information that for ease of reference is reproduced in Appendix 1 and 2 of this document.

(ii) Introduction

1.3 The remainder of this document deals with the following matters:

- Section 2 Provides comments on the housing delivery strategy
- Section 3 Deals with Bewley Homes' promotion site
- Section 4 Sets out the areas where changes are required to the CNP to meet the Basic Conditions

1.4 In addition to this Statement a duly completed consultation response proforma is included that should be read in conjunction with these Representations.

1.5 These Representations have regard to the requirements set out in the Localism Act 2011 and the corresponding Neighbourhood Planning (General) Regulations 2012 (as amended).

2.0 Comments on Housing Delivery Strategy

(i) Requirement for Housing in Cranleigh

2.1 The housing requirement for Cranleigh is set out in the adopted Waverley Borough Local Plan Part 1 ("LPP1") that was adopted in February 2018 and covers the period 2013 – 2032.

2.2 Policy ALH1 of the LPP1 sets out a total minimum requirement of 1,700 dwellings for Cranleigh over the Plan period. Appendix D of the LPP1 confirms the following (as at 01 April 2017):

Table 1: Summary of Residual Housing Requirement for Cranleigh NP Area – as at 01 April 2017

Completions	Permissions	Windfalls	Total Completions, Permissions & Windfalls	Outstanding dwellings on Strategic Sites	Total Commitments and Allocations	LAA Sites within Settlements	Housing from LAA Sites Outside Settlements	Policy ALH1 Requirement
73	1222	70	1365	101	1466	118	116	1700

2.3 The above table demonstrates that when all other identified sources of housing supply are taken account of, including sites identified in Waverley Borough Council's Land Availability Assessment ("LAA") that there is a residual requirement for at least 116 no. dwellings to be allocated on greenfield sites outside of the defined urban area of Cranleigh. The residual requirement is to be bought forward through the CNP process.

2.4 It is acknowledged that matters have moved on since the publication of the LPP1 and Appendix D and to that end Paragraph 4.1 of the CNP sets out figures to a base date of 01 April 2018 as follows:

Table 2: Summary of Residual Housing Requirement for Cranleigh NP Area – as at 01 April 2018

Total Completion & Permissions	Windfalls	Outstanding dwellings on Strategic Sites	Total Commitments and Allocations	Residual Housing Requirement for CNP	Policy ALH1 Requirement
1367	129	101	1597	103	1700

2.5 There are a number of issues with the above data, namely:

2.5.1 **Issue 1** – The data on completions and permissions is not provided and cannot therefore be interrogated to determine its robustness on matters such as double counting. This should be provided by the Parish Council to provide interested parties with an opportunity to review and comment;

2.5.2 **Issue 2** – The Windfall allowance has increased by some 59 dwellings (41% increase) from that set out in the LPP1 (Appendix D) without any justification. The figures set out in Appendix D of the LPP1 have been the subject of Examination and in particular the Windfall figures were scrutinised in detail. A variation of such significance particularly given the Parish Council's proposed strategy in the CNP to allocate solely within the defined settlement on sites that are effectively already windfalls, is wholly without foundation. No evidence is provided to support this approach; and,

2.5.3 **Issue 3** – The Parish Council seeks to further reduce its residual figure of 103 dwellings by reference to another planning consent. No detail is provided for this consent to enable due consideration to be given to matters such as net/gross number of dwellings and double counting. This information needs to be provided before a proper consideration can be given.

2.6 Based on the above issues Bewley Homes' is of the view that the correct residual requirement to be met by the CNP is actually as follows:

Table 3: Summary of Residual Housing Requirement – Adjusted to Reflect Issues Identified in These Representations

Total Completion & Permissions	Windfalls	Outstanding dwellings on Strategic Sites	Total Commitments and Allocations	Residual Housing Requirement for CNP	Policy ALH1 Requirement
1367	70	101	1538	162	1700

2.7 The CNP should therefore be allocating land for at least 162 no. dwellings over the Plan period to meet the shortfall in provision currently when assessed against the minimum requirement set out in the LPP1.

2.8 Currently the CNP seeks to allocate 3 no. sites delivering a total of 110 no. dwellings and therefore falls short of the LPP1 minimum requirement by at least 52 no. dwellings. In this respect the CNP fails to meet the Basic Condition of being in general conformity with the strategic policies contained in the LPP1.

(ii) Proposed Neighbourhood Plan Allocations

2.9 The CNP proposes the allocation of the following 3 no. sites:

- Land at Longfield, off Killicks Approximately 20 dwellings
- St Nicholas Junior School site Approximately 75 dwellings
- Cranleigh Infant School site Approximately 15 dwellings

2.10 Bewley Homes raises the following concerns with the proposed allocations:

2.10.1 **Land at Longfield (Policy CRAN3)** – The Parish Council proposes this site for allocation for 20 no. dwellings. The Site Assessment undertaken by Navigus on behalf of the Parish Council for the site (Site Ref: N29) confirms the site capacity as 10 no. dwellings. The May 2018 LAA undertaken by Waverley Borough Council has also assessed the site (Site Ref: 942) and equally confirms its capacity as 10 no. dwellings. This is perhaps unsurprising because with a site area of only 0.37ha a scheme of 10 no. dwellings results in a density of 27 dpa, which would be entirely appropriate and consistent with the surrounding context.

2.10.2 By contrast the current proposed allocation would generate a density of 51.3 dpha, which is total inappropriate for the surrounding context.

2.10.3 The Parish Council presents no evidence to support its contention at Paragraph 4.1.2 that this scale of development will be acceptable. Policy CRAN3 should therefore be amended to reduce the quantum of development down to 10 no. dwellings.

2.10.4 **St Nicholas Junior School Site (Policy CRAN4)** – The Parish Council proposes this site for allocation for 75 no. dwellings. Bewley Homes' has a number of concerns with this proposed allocation, namely:

2.10.5 Concern 1: The Site Assessment undertaken by Navigus (Site Ref: 383) confirms the maximum site capacity as 40 no. dwellings, which is well below the figure relied upon in the CNP (Policy CRAN4).

2.10.6 Concern 2: The vast majority of the site is identified as being within Flood Zones 2/3 on the Environment Agency's flood risk mapping. This is also confirmed as being a significant constraint to development in the Navigus Site Assessment. The position of the Flood Zone area across the main body of the site means that any residential development would need to be sited towards the southern end of the site nearest to the adjacent heritage assets.

- 2.10.7 Concern 3: The presence of heritage assets and in particular the Grade II* St Nicholas Church pose a significant constraint to development when combined with the flood risk issue means that any development would be located where it would have the most impact on the Grade II* building, which is highly likely to lead to less than substantial harm¹. No evidence has been presented to demonstrate how this constraint can be addressed, nor has advice been sought from either the Environment Agency or Historic England². In this respect the assessment set out in the Sustainability Report that accompanies the CNP is flawed by identifying a positive benefit in terms of heritage impact.
- 2.10.8 Concern 4: The probability of this site being delivered in a timely manner must be called into question because it is wholly dependent on the relocation of the school, which itself is dependent on a satisfactory planning consent being achieved, funding assigned and, the replacement building being constructed. No evidence of this has been presented. Given that the CNP is being assessed against the Framework 2019 the Parish Council is required to demonstrate clear evidence of delivery, which is simply not the case here.
- 2.10.9 Concern 5: The site is currently the subject of a live planning application for 74 no. dwellings, which the Parish Council has objected to as comprising a scheme that is too high and overly dense (objection dated 16 October 2018). At the time of preparing these representations the application remains outstanding.
- 2.10.10 At the very least the capacity of this site should be reduced to 40 no. dwellings. However, given the lack of credible evidence that the site can be delivered without fundamental conflict with the two key constraints present this site should be removed as an allocation altogether.
- 2.10.11 Policy CRAN4 should therefore be deleted.
- 2.10.12 **Cranleigh Infant School Site (Policy CRAN5)** – The Parish Council proposes this site for allocation for 15 no. dwellings. Bewley Homes¹ has a number of concerns with this proposed allocation, namely:

¹ Paragraph 196 of the Framework 2019

² Note the Historic England and Environment Agency responses to the SEA Scoping Report do not address the issues presented in this draft allocation.

2.10.13 Concern 1: The Navigus Site Assessment considers the site (Site Ref: 130) and puts a note of caution on its capacity given its location near to the centre of Cranleigh and the need to respect character together with proximity to designated heritage assets, namely the Grade II* Listed Church. This will have an inevitable impact on the site capacity.

2.10.14 Concern 2: The issues raised in relation to CRAN4 above concerning heritage assets and also the timetable for delivery are of equal relevance to this site.

2.10.15 In this respect it is considered that CRAN5, being inextricably linked to CRAN4 should be deleted.

2.11 The impact of the above representations are that the Parish Council's proposed allocations are reduced from 3 down to 1 and that remaining allocation (Policy CRAN3) should be reduced to 10 no. dwellings.

2.12 Taking the Parish Council's figures alone (Paragraph 4.1) there is a need for a further **72 no. dwellings** to be allocated in the CNP to meet the minimum LPP1 requirement. If the figures set out in Table 3 above are applied the shortfall increases to **152 no. dwellings**.

2.13 The CNP is not therefore in general conformity with the strategic policies (Policy ALH1) of the LPP1 in that it fails to allocate enough land to meet the minimum housing requirement identified for the settlement.

2.14 Further allocations are therefore required.

(iii) Evidence Base – Site Assessments

2.15 The Parish Council's assessment of sites does not appear to have responded to all available evidence. In particular the Site Assessments undertaken by Navigus on behalf of the Parish Council are not reflective of the detailed Informal Submission evidence presented by Bewley Homes in relation to its promotion site (Site Ref: 296).

2.16 Despite the evidence being provided by Bewley Homes in September 2018 the Site Assessment conclusion simply reads as 'significant constraints' being the reason the site has been excluded from assessment as an allocation in the CNP. No evidence is presented as to the 'significant constraints' Navigus or the Parish Council rely upon. In fact when the evidence submitted by Bewley Homes is review it is clear that the only constraint currently to the development of the site is the fact that it sits outside, but immediately adjoining, the settlement policy boundary for Cranleigh. The evidence therefore does not support the conclusion reached by the Parish Council.

- 2.17 Bewley Homes has attempted to meet with the Parish Council to discuss its promotion site and to assist Navigus in the Site Assessment process. Unfortunately the Parish Council took the decision not to engage with the development industry in the preparation of the CNP. This approach is reflected in the Regulation 14 List of Stakeholders, which confirms that no development interest (including those parties promoting the proposed allocation sites) are included as stakeholders in the CNP. This is considered to be a failing in the approach taken by the CNP in not engaging with the industry that is responsible for the delivery of the housing objectives of the Development Plan, of which the CNP will, when made, become a part.
- 2.18 As a consequence a site that is suitable, available and achievable to deliver housing in the short-term has been prematurely dismissed by the Parish Council.

3.0 Bewley Homes' Promotion Site – Land at Littlemeads, Cranleigh (Site ID: 296)

- 3.1 On the basis that the Parish Council has a need to identify further sites for housing (as per the Representations set out in Section 2 above), it is considered that Bewley Homes' promotion site at Littlemeads, Cranleigh (Site Ref: 296) presents an ideal opportunity for the early delivery of housing on a suitable and sustainable site.
- 3.2 The Informal Submission Pack attached at Appendix 2 confirms the suitability, availability and achievability of the site for housing and that a phased approach could be pursued such that an initial allocation of approximately 50-60 dwellings would be possible with the potential for a second phase coming forward at a later date i.e. beyond the current Plan period.
- 3.3 Taking the approach set out in the Navigus Site Assessment Bewley Homes' promotion site is free from any overriding constraints being located in the countryside beyond the greenbelt and immediately adjoining the urban area of Cranleigh. The phase 1 land is entirely within Flood Zone 1 and at low risk of flooding.
- 3.4 The site is of low agricultural value being a former tree plantation.
- 3.5 Access can be readily achieved and the highway assessment provided in Appendix 2 confirms that an adequate access can be achieved and that a scheme of the order proposed would not give rise to any significant effects on the wider highway network.
- 3.6 Ecology and Air Quality are also not constraints to the delivery of the site.
- 3.7 In terms of accessibility to services and facilities the site is as accessible to the centre of Cranleigh as those schemes that have come forward in the vicinity via individual planning applications and appeals wherein the Inspector's concluded this area of the settlement is appropriately located for housing.
- 3.8 A comprehensive scheme of open market and affordable housing incorporating 30% onsite affordable housing in accordance with Policy AHN1 of the LPP1 could be achieved.
- 3.9 The site is under option to Bewley Homes Plc and is readily available for early delivery with the only constraint currently being a lack of allocation in the emerging CNP.
- 3.10 The promotion site would therefore make a valuable contribution to new housing delivery in Cranleigh that would meet with the new definition of deliverable set out in Annex 2 of the Framework 2019 and would assist the Parish Council in addressing the deficit in housing delivery identified in Section 2 above.

3.11 Further detail is contained in the documents attached at Appendix 2.

4.0 Areas Where Changes are Sought to the Neighbourhood Plan

4.1 In order for the CNP to be found in compliance with the Basic Conditions, particularly that of being in general conformity with the strategic policies of the LPP1 the following changes are necessary:

- Update to housing delivery data to reflect the accurate position – Evidence to support the figures in relation to completions, commitments and windfalls to be presented;
- Amendments to Policies CRAN3, CRAN4 and CRAN5 to reflect evidence set out in Section 2 above;
- Increase in housing allocations to meet shortfall in terms of minimum housing requirement set out in LPP1;
- Allocation of Land at Littlemeads, Cranleigh for approximately 50-60 dwellings;
- Updates to evidence based, particularly Site Assessments (to correctly reflect the evidence that has been provided by site promoters, particularly Bewley Homes' evidence);
- Updates to Sustainability Appraisal to correctly reflect constraints on sites CRAN4 and CRAN5; and,
- Production of a Basic Condition Statement that confirms how the CNP has met the Basic Conditions required by the Neighbourhood Planning (General) Regulations 2012 (as amended).

4.2 The above amendments are necessary for the CNP to be able to proceed to the Regulation 15 stage. Bewley Homes' would welcome the opportunity of meeting with the Parish Council to discuss these representations and its promotion site.
