

 Reigate & Banstead BOROUGH COUNCIL Banstead Horley Redhill Reigate	TO:	PLANNING COMMITTEE
	DATE:	22 nd January 2020
	REPORT OF:	HEAD OF PLACES & PLANNING
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AGENDA ITEM:	6	WARD: <i>Lower Kingswood, Tadworth and Walton</i>

APPLICATION NUMBER:	19/01514/OUT	VALID:	12/09/2019
APPLICANT:	Walton Heath Golf Club	AGENT:	
LOCATION:	WALTON HEATH GOLF CLUB, DEANS LANE, WALTON ON THE HILL		
DESCRIPTION:	Outline planning application with all matters reserved (excluding access) for the demolition of the existing buildings and provision of up to 13 residential dwellings, residential amenity space, associated car parking, access and associated works		
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This application is referred to Committee as the application has raised considerable levels of local interest.

SUMMARY

This is an outline planning application (with access to be determined at this stage) for the redevelopment of the golf clubhouse site at Walton Heath Golf Club with a residential development comprising of 13 dwellings, consisting of three detached houses and a block of 10 apartments.

A separate full application, also on this Planning Committee agenda, for a new golf clubhouse on land on the eastern side of Dorking Road, is recommended for refusal on the grounds that the proposals are considered to comprise inappropriate development within the Green Belt.

The application site is situated within the urban area where there is a presumption in favour of sustainable development and where the principle of such residential development is acceptable in land use terms. However, the use of the site is classified as a community use under the terms of Core Strategy Policy CS12 and DMP Policy INF2. Part of the site is also located within the Walton on the Hill Conservation Area and an historic garden is located on a part of the site at the southern edge adjacent to Dormy House and no.8 Greenways.

Given that the application for a new clubhouse is recommended for refusal, and in the absence of an appropriate replacement clubhouse, it is considered that the loss of the existing clubhouse on the site would be unacceptable and would lead to the unacceptable loss of a community facility which would be harmful to the vitality, viability and provision of services provided by the existing golf club, contrary to adopted policy.

The application is made in outline form with means of access to be determined at this stage. The proposed layout shows three detached dwellings in the northern part of the site and a two/three storey block of 10 apartments in the south-eastern side of the site. In itself the proposed layout is considered acceptable and would preserve the character and appearance of the Conservation Area. Revised plans have been submitted which have reduced the number of proposed detached dwellings to three and which have provided more information, through a Design Code, on the design, scale, mass and detailing of the proposed dwellings and the proposed block of flats. However, it is considered that the proposed block of apartments would be too large for the site and would dominate this part of the Conservation Area to an unacceptable degree. It is also considered that the proposed apartment block would, due to its overall size and close proximity, have a harmful impact on the neighbouring historic garden.

Although full details of the layout, design and appearance of the buildings have not been provided, it is considered that, given the reasonable levels of the separation to neighbouring properties, the amenities of neighbouring residents would not be adversely affected. Existing boundary hedges would be retained to maintain a screen around the site.

DMP Policy DES6 relates to affordable housing and supersedes Core Strategy Policy CS15. The policy states that the Council will negotiate affordable housing provision and contributions taking into account the specifics of the site, including financial viability. The policy states that on developments providing 11 or more homes, 30% of the homes on the site should be affordable housing

The application was submitted prior to the adoption of the DMP and in their submission, the applicants confirm that they would make a financial contribution towards affordable housing amounting to 20% of the number of units. However, following the adoption of the DMP, it has not been confirmed by the applicants that the proposals would comply with the new policy, nor has a suitable legal mechanism been agreed with the Council to ensure delivery of the affordable housing. In the absence of an appropriate legal agreement, it is considered that the proposals fail to accord with DMP Policy DES6.

The highways impact of the proposals have been reviewed by Surrey Highways and the access arrangements and level of parking provided are considered acceptable. It is also considered that the proposals would not cause harm to any bio-diversity interests and that if permission was to be granted conditions relating to ecological mitigation, drainage and tree protection would be imposed.

However, it is considered that the loss of the existing clubhouse would be unacceptable, in the absence of a suitable replacement facility and that harm would be caused to the character and appearance of the Walton on the Hill Conservation Area and the adjoining historic garden.

RECOMMENDATION:

Planning permission is **REFUSED** for the following reasons:

- 1) It has not been demonstrated to the satisfaction of the local planning authority that, in the absence of a suitable replacement facility, the loss of the existing clubhouse would not have an adverse impact on the vitality, viability and provision of services provided by the existing golf club, thereby contrary to policy CS12 of the Reigate and Banstead Core Strategy, Policy INF2 of the Development Management Plan 2019.
- 2) The proposed block of flats, by virtue of its scale, height and mass, would appear unduly prominent in the street scene, out of context with the locality, and harmful to the character and appearance of the Walton on the Hill Conservation Area thereby contrary to policy CS4 of the Reigate and Banstead Core Strategy, Policies DES1 and NHE9 of the Development Management Plan 2019 and the provisions of the National Planning Policy Framework in relation to "Good Design".
- 3) The proposed block of flats by virtue of its overall scale and mass, and its close proximity to the historic garden, is likely to have a harmful impact on the historic garden on the site, thereby contrary to policy CS4 of the Reigate and Banstead Core Strategy, Policy NHE9 of the Development Management Plan 2019 and the provisions of the National Planning Policy Framework.
- 4) In the absence of a signed legal agreement to provide affordable housing or an off-site contribution in lieu, the proposal would fail to satisfy the requirements of Policy DES6 of the Development Management Plan 2019 and National Planning Policy Framework 2019.

Consultations:

Highway Authority: In their original consultation response, the County Highway Authority noted that the planning application affects a road for which Surrey County Council is the Highway Authority. The CHA noted that the development is located within an area with an accessibility scale of 2. This means that the proposed development is likely to be accessible by car. The nearest public transport is over 500 metres away via a network of paths that are unlit. The nearest areas of a choice of employment, education, leisure and retail land uses are not accessible by walking and cycling due to a lack of well-lit walking and cycling routes to these uses and to public transport. The aforementioned means that the site is only accessible by the private car. The applicant is proposing 23 parking spaces instead of the 33 that the applicant should be providing for the location of the site, according to Reigate and Banstead Parking Standards as shown in the Reigate and Banstead Local Plan Development Management Plan September 2019.

The County Highway Authority is concerned that the location of the site may lead to parking on the highway where no such parking is taking place. The applicant's report for the existing golf club car parking states that it is all contained within the site. There is space within the site to accommodate 10 extra parking spaces. The applicants were requested to provide a drawing showing up to 33 parking spaces.

Revised drawings have been submitted and any further comments from Surrey highways will be reported verbally at the meeting.

Conservation and Heritage Officer: Initially raised objections to scheme on design and conservation grounds. Those objections have been partially overcome by submission of revised plans. It is considered that the layout is generally acceptable with the reduction in the number of houses (to 3) but the scheme is still unacceptable due to;

- The apartment block encroaching on the historic garden designation.
- The ridge height and span of the apartment block roof being too wide and too high.
- The roof pitch being too steep.
- The illustrative form of the apartment block is not particularly satisfactory in terms of its staggered disjointed central break in the roof line and the lack of chimneys (contradicting the design code).

Furthermore, it is considered that the submission of an outline application for a major development in a Conservation Area is problematic. If planning permission was to be granted, consideration would need to be given to a number of conditions as follows:

- Removal of permitted development rights including elevation changes.
- Need to control not only materials but the detailing of materials and fenestration.
- A condition that there should be no demolition of existing without a binding contract to build the scheme.
- Condition in regard to a Historic Garden Management Plan and removal of outbuilding from historic garden.

- Boundary treatment and landscaping conditions. (with a need for a conservation input)
- Need for archaeological condition as site over 0.4 hectares (Presume this would also be the case for the club house on the heath, and particularly important given the roman remains on the heath increasing chances of finds within the vicinity as well as evidence of roman field systems in the area).

Environmental Health (Contaminated Land): There is some potential for contamination to be present either on or close to the application site. As such, a condition to deal with contaminated land and an informative to provide additional guidance is recommended.

Surrey Hills AONB – The site lies within the built-up area and borders the AGLV. It is not considered the proposed redevelopment of the clubhouse and car park with 14 dwellings would have any implications for the AGLV.

Surrey Police – Refers to Secured by Design principles but is not able to find any reference to security or the creation of a safe and secure environment within the submitted application. Considers that it would have been prudent for the applicant to consult the local Designing out Crime officer prior to the submission to ensure clarity for security design compliance Without this detail, it is not possible to make an informed decision so at this time must side with caution and oppose the application.

Surrey CC Rights of Way – Notes that the site is alongside public footpath Banstead FP94 and note that that whilst development is underway, safe public access must be maintained and offers advice on ensuring that drainage does not occur over the footpath, that there are no obstruction of the footpath and refers to a requirement to consult with the Public Rights of Way team if any alterations to the path are proposed.

Surrey Wildlife Trust - In their first set of the comments, the Trust stated that the applicant did not appear to have submitted any ecological survey information in support of the above planning application, which can make it difficult for the Local Authority to fully consider the possible adverse effect this development proposal may have on legally protected species, a material concern and the biodiversity value of the site. The Natural Environment and Rural Communities (NERC) Act (2006) (Section 40) states, *“Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity”*. Section 40(3) also states that, *“conserving biodiversity includes, in relation to a living organism, or type of habitat, restoring or enhancing a population or habitat”*.

Without ecological survey information it was difficult for the Trust to advise fully on the ecological consequences of the proposed development. They did however, provide the following advice;

The Trust advised that the Ecological Appraisal Report by LUC dated June 2019, which the applicant has provided in support of planning application 19/01513/F, provides much useful information for the Local Authority to be able to assess the

potential status of protected and important species on the proposed development site and the likely effect of the development on them.

They drew the attention of the Local Authority to section 3.42 of the Report which states that if there has been a “significant time lapse” between the time of survey and the implementation of proposals, “updated ecological surveys may be required”.

As two survey seasons have passed, since the original surveys were undertaken they would advise the Local Authority to confirm with the applicant if their ecologist is of the opinion that the findings of these surveys are still relevant for this application or if further surveys are required to allow the Local Authority to consider the effect of the development on the site’s current biodiversity and any mitigation proposals which may now be required to prevent adverse effect.

If further updated surveys are required, they stated that they would be pleased to comment further when the results of this survey work are made available. If the answer to the above is that the surveys undertaken and the ecologist’s recommendations are still relevant, we have the following comments.

Should the Local Authority be minded to grant this planning application for this site, the applicant should be required to undertake all the recommended actions in section 5 of the Report for ‘Site A’ including 5.23-5.36. With particular reference to ‘Site A’ for the need for the applicant to;

- Obtain a Low Impact Class Licence from Natural England following the receipt of planning permission and prior to any works which may affect bats commencing and to;
- Undertake all the actions as outlined (5.32-5.36).
- For nesting birds sections 5.64-5.67 and enhancements as described in 5.68-5.70

This will help prevent adverse effect to legally protected species resulting from the proposed development works.

With regards to biodiversity, the Trust note that the National Planning Policy Framework (Revised February 2019) (NPPF) (paragraph 170), requires the planning system to aim to conserve and enhance the natural and local environment by minimising impacts on biodiversity. Paragraph 174 of the revised NPPF also states that opportunities for securing measurable net gains for biodiversity should be identified and pursued.

This development may offer some opportunities to restore or enhance biodiversity and such measures will assist the Local Authority in meeting the above obligation and also help offset any localised harm to biodiversity caused by the development process. The Trust’s recommendations in this instance are outlined below.

- Providing bird boxes erected on the new buildings or on suitable trees on site; these should be for species likely to use this site including Swift, House Martin, House Sparrow and Starling.
- Using native species when planting new trees and shrubs, preferably of local provenance from seed collected, raised and grown only in the UK, suitable for

site conditions and complimentary to surrounding natural habitat. The priority should be to source planting stock from the seed zone of the planting site, but with the inclusion of a proportion from other nearby seed zones, particularly from the south east. This will introduce some genetic variation which may allow woodland to adapt more easily to future climate change.

- Boundary planting is particularly important as native species hedgerows and tree lines can facilitate the movement of animals through a developed area. Existing native species trees and hedgerows should be retained and enhanced by appropriate conservation management.
- Where cultivated species are selected, consider using those that provide nectar-rich flowers and/or berries as these can also be of considerable value to wildlife. Plantings of foreign species of invasive habit should be avoided adjacent to natural habitat. The use of peat-based composts, mulches and soil conditioners should be avoided due to the loss of important natural peatland habitat.

Following the submission of further information, the Trust advised that the letter of response to their comments dated 5th November by Rebecca Turner, Senior Ecologist at LUC dated 19th November an Ecological Appraisal Report dated June 2019 by LUC, appropriately address the concerns we raised in our letter of the 5th concerning the time lapse since the original surveys and lack of ecological information. Ms Turner states in her letter that the finding of their Ecology Appraisal Report is still relevant for this application. They therefore advise that their comments and advice of the 5th of November are still appropriate for this application.

Surrey CC Drainage Team - The following documents submitted as part of the above application have been reviewed and should be referred to as part of any future submissions:

Foul and Surface Water Drainage Strategy, 11/09/19, Version: Preliminary issues, Rev P1, Project no: A6456, CTP consulting engineers;
Existing site plan, June 2018, Job ref: 02036, Drawing no: 120 Rev p1, HMY

We are not satisfied that the proposed drainage scheme meets the requirements set out in the aforementioned documents because significant issues have been identified. To overcome this, the following information is required:

- Justification should be provided to explain why Ground Investigations confirming suitability (or lack of) soakaway drainage have not been provided.
- The drainage design should take into account the SuDS Hierarchy. There is a watercourse within the boundary of the site and therefore consideration of whether discharge to this is feasible should be provided.
- Point 3.2 states that the discharge rate will be attenuated to match the existing greenfield Qbar run-off rate which is 0.5 l/s, however point 5.2 part iii) states that you are proposing a discharge rate of 5l/s. 5 l/s is not considered a practicable minimum discharge rate based on the risk of blockage. Many low flow control devices are available on the market to enable very low discharge rates to be achieved. In accordance with Technical Standard S3: 'For developments which were previously developed, the peak runoff rate from the development to any drain, sewer or surface water body for the 1 in 1year

rainfall event and the 1 in 100 year rainfall event must be as close as reasonably practicable to the greenfield runoff rate from the development for the same rainfall event, but should never exceed the rate of discharge from the development prior to redevelopment for that event.'

- No evidence has been provided which confirms how the Technical Standard has been met.
- In the absence of a topographical survey the applicant should confirm what they have used to determine site levels.
- Calculations (MicroDrainage or similar) for the proposed site to demonstrate that the attenuation required is available onsite.
- Exceedance events must be considered in accordance with Technical Standard S9.
- No maintenance considerations have been identified. Who will be responsible for the surface water drainage system and what maintenance activities will need to be undertaken?

Should the Applicant wish to discuss our concerns in more detail we provide a pre-application advice service, details of which are available on our website: <https://www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/flooding-advice/more-about-flooding/suds-planning-advice>

A full list of the information we expect to receive as part of Outline Planning Application can also be found using the above link.

In the event that planning permission be granted, suitably worded conditions should be applied to ensure that the SuDS Scheme is properly implemented and maintained throughout the lifetime of the development. Suggested conditions are below:

- 1) The development hereby permitted shall not commence until details of the design of a surface water drainage scheme have been submitted to and approved in writing by the planning authority. The design must satisfy the SuDS Hierarchy and be compliant with the national Non-Statutory Technical Standards for SuDS, NPPF and Ministerial Statement on SuDS. The required drainage details shall include:
 - a. The results of infiltration testing completed in accordance with BRE Digest: 365 and confirmation of groundwater levels.
 - b. Evidence that the proposed final solution will effectively manage the 1 in 30 & 1 in 100 (+40% allowance for climate change) storm events and 10% allowance for urban creep during all stages of the development. If infiltration is deemed unfeasible, associated discharge rates and storage volumes shall be provided using a discharge rate to be agreed with Surrey County Council as LLFA.
 - c. Detailed drainage design drawings and calculations to include: a finalised drainage layout detailing the location of drainage elements, pipe diameters, levels, and long and cross sections of each element including details of any flow restrictions and maintenance/risk reducing features (silt traps, inspection chambers etc.).

- d. A plan showing exceedance flows (i.e. during rainfall greater than design events or during blockage) and how property on and off site will be protected.
- e. Details of drainage management responsibilities and maintenance regimes for the drainage system.
- f. Details of how the drainage system will be protected during construction and how runoff (including any pollutants) from the development site will be managed before the drainage system is operational.

Reason: To ensure the design meets the national Non-Statutory Technical Standards for SuDS and the final drainage design does not increase flood risk on or off site.

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

Reason: To ensure the Drainage System is designed to the National Non-Statutory Technical Standards for SuDS.

Informatives

If proposed site works affect an Ordinary Watercourse, Surrey County Council as the Lead Local Flood Authority should be contacted to obtain prior written Consent. More details are available on our website.

If proposed works result in infiltration of surface water to ground within a Source Protection Zone the Environment Agency will require proof of surface water treatment to achieve water quality standards.

In response to these comments, the Applicants noted that the application was made in outline only and that certain detailed information had not been sought ahead of any outline planning permission (e.g. the soil investigation). They stated that it was the intention of the golf club to amend drainage strategy later if any detailed work was to affect their proposals.

In response to this the Surrey CC drainage Team stated that as this was an outline application, they required basic information to show where surface water attenuation is proposed and demonstrates it is feasible at detailed design stage.

They referred to their guidance and on pro-forma and stated that they always expect this information to be provided to support an outline application. However, it was appreciated that there can be certain constraints which may mean this is not always possible. For example, accessibility/site ownership. If this was the case and the applicants could provide this evidence, then this part could be conditioned. A further

request was made for more detailed information, including reasons why the information could not be provided at that time.

No further response was received from the applicants.

Tadworth and Walton Residents Association – State that they would have liked to have more information in order to comment on the application. The site is an important location within the Conservation Area and would have preferred more information rather than just access and the number of units. Consider that there is insufficient parking for luxury dwellings in this location. Unit 3 will adversely affect the amenities of no.26, Greenways. There should be a requirement to retain existing hedges which are an important feature of the area and protect the privacy of adjacent dwellings. Concerned that the apartment block would be intrusive because of its height, massing and location. At present, the open aspect of this part of the conservation area is an important part of the street scene. The Dormy House is set further back from the green Belt boundary and well shielded. There should be greater tapering back from the green Belt frontage. It is suggested by the indicative plans that too much floorspace is being accommodated on the site, particularly as there is no break-down between apartments and houses. If 14 houses were proposed, this would amount to a gross overdevelopment of the site. Suggest that if planning permission is to be granted, it should be carefully conditioned to protect the amenities of the area and adjacent residents. Also, aware that many residents are concerned that, once sold off, the purchasers are likely to try to intensify the development.

In a second letter following the receipt of revised plans, the Residents Association reiterate their earlier comments that, as the site is in a conservation area, we would have preferred a full rather than outline application which would have avoided the confusing parameter plans and design code. Their concerns at the cramped nature of the development, lack of parking and problems of overlooking have been largely overcome by the submitted modifications, although we still have concerns on the massing of the apartment block.

Representations:

Letters were sent to neighbouring properties on 24th September 2019, a site notice was posted 3rd October 2019 and advertised in local press on 25th September 2019. Neighbours were re-notified on the revised plans for a 14 day period commencing 17th December 2019.

37 responses have been received raising the following issues:

Issue	Response
Harm to Conservation Area	See paragraphs 6.8 - 6.14
Harm to Green Belt/Countryside	See paragraphs 6.8 - 6.14
No need for the development	See paragraph 6.5
Overdevelopment	See paragraphs 6.8 – 6.14
Overbearing relationship	See paragraphs 6.15 – 6.17

Overlooking and loss of privacy	See paragraphs 6.15 – 6.17
Noise & disturbance	See paragraphs 6.15 – 6.17
Inconvenience during construction	See paragraph 6.23
Out of character with surrounding area	See paragraphs 6.8 – 6.14
Increase in traffic and congestion	See paragraph 6.21
Hazard to highway safety	See paragraph 6.21
Harm to wildlife habitat	See paragraph 6.25
Poor design	See paragraph 6.13
Inadequate parking	See paragraph 6.21
Loss of buildings	See paragraph 6.9
Loss of/ harm to trees	See paragraph 6.27
Drainage/sewage capacity	See paragraph 6.28
Property devalue (not a planning matter)	See paragraph 6.18
Loss of a private view (not a planning matter)	See paragraph 6.18
Covenant conflict (not a planning matter)	See paragraph 6.18

1.0 Site and Character Appraisal

- 1.1 The application site is located on the western side of Dorking Road and is within the defined urban area of Walton on the Hill, albeit it is on the edge of the built up area. The site comprises of the main clubhouse building (a predominantly single storey building with some first floor elements) along with a number of smaller single storey ancillary buildings. There is a large car park to the rear (north) of the clubhouse with an attractive soft landscaped area in front of the clubhouse incorporating a putting green. The car park is bounded by a dense hedgerow which largely obscures views of it and the buildings in behind and imbues the site with a landscape dominated character. The majority of the clubhouse site is within the Walton on the Hill Conservation Area.
- 1.2 The area surrounding the clubhouse is typified by detached properties set within generous well landscaped plots. Appearance is mixed but includes the more modern (1960's/70's) properties on Greenways, as well as the more traditional properties to the south and east which are in the Conservation Area. This includes the locally listed Dormy House which directly adjoins the site.

- 1.3 The Council's Local Distinctiveness Guide identifies Walton on the Hill as a typical village which was expanded with traditional dwellings followed by Victorian/Edwardian Cottages and villas and later with 1930s – 1950s housing. Development in the latter half of the 20th Century has tended to be infill. Current issues include pressure for Infill development with pressure for more comprehensive development leading to loss of plot boundaries. The scale of replacement development can be out of character. Development within villages should retain the historic plot boundaries, listed and locally distinctive buildings, respect existing building lines, the ratio between building heights and street width. Development should reflect the surrounding urban form and consider both the use of local materials and the potential for contemporary design. All development should incorporate and enhance the existing landscape features -significant walls, trees and hedges where appropriate. Parking should be reduced wherever possible and located to the rear of buildings.

2.0 Added Value

- 2.1 Improvements secured at the pre-application stage: The applicant entered into pre-application discussions with the Council on two occasions. On the first occasion (Ref: PAM/17/00345), it was noted that the site is presently the clubhouse for the golf course and is therefore integral to its use and viability as a sporting and recreation facility. Policy Re1 (and CS12 of the Core Strategy) sets out that the Council will normally resist the loss of buildings used for recreation and leisure, except where alternative facilities are provided. This is consistent with the general thrust of the Framework at paragraph 74.
- 2.2 The applicants were advised that a proposal for redevelopment of the existing clubhouse for residential use would only be supported where alternative provision was in place (or was capable of being made). Without alternative provision, any proposal for the loss of the existing clubhouse would likely be refused. This position would likely be safeguarded through condition or legal agreement preventing residential development until alternative provision was in place.
- 2.3 With regards to the details of the proposals, it was proposed to redevelop the site with 14 dwellings. The applicants were advised that the Council would be likely to consider the submitted proposals as an overdevelopment which did not adequately respond to the spacious character of the Conservation Area. The applicants were advised to consider a smaller number of dwellings with larger plot sizes, in a more informal layout. Further advice was given with regards to the external appearance and use of materials.
- 2.4 In more general terms, the Council noted the importance of the Golf Clubhouse in the history of Walton on the Hill, and the positive contribution that it made to the character and appearance of the Conservation Area. It was stated that Any replacement building, or buildings would need to have regard to this site being the core of the Edwardian Conservation Area and be of a quality that enhances that special interest of the site, architecturally and historically, to a level appropriate to the positive character of the arts and crafts part of the Conservation Area.

- 2.5 Further advice was given in relation to highways, the impact on neighbouring properties and on housing mix.
- 2.6 On the second occasion (Ref: PAM/18/00497) the applicants presented a revised for 12 dwellings comprised of 4 apartments and 8 detached houses. In addition to the advice noted above, the applicants were further advised that the proposals represented an overdevelopment of the site and did not adequately respond to the spacious character of the Conservation Area and were advised of a number of other detailed concerns in relation to the layout and relationship with neighbouring properties. The applicants were advised to further reduce the number of units on the site. The applicants were also advised that the Council would prefer the submission of a full application, rather than outline, although it was noted that the applicants intended to submit a Design Code with the application.
- 2.6 Improvements have been sought during consideration of the application. Revised plans have been submitted to reduce the number of detached dwellings from 4 to 3, and additional information has been submitted in terms of the size and potential layout of flats within the apartment building, as well as amore detailed and concise Design Code document.

3.0 Relevant Planning and Enforcement History

- 3.1 There is extensive planning history associated with the golf course; however, no recent planning history associated with redevelopment of a new clubhouse or the existing clubhouse site. The most recent application relates to provision of a golf practice facility (and associated works), on land adjacent to Site A (12/00181/F).

4.0 Proposal and Design Approach

- 4.1 This is an outline application for the demolition of the existing clubhouse buildings and provision of up to 13 residential dwellings, residential amenity space, associated car parking, access and associated works.
- 4.2 The only matter for approval at this stage is access. The remaining matters, i.e., appearance, landscaping, layout and scale would be for a later application if this is approved.
- 4.3 As amended, outline planning permission is sought for the redevelopment of the site with an apartment building containing 10 flats over 3 storeys at the front of the site, together with 3 detached two storey dwellings at the rear. The proposed dwellings would be provided with either a detached or an integral garage whilst each apartment would be provided with a garage space and an open parking space at the rear of the block. The proposed apartment building would be set back from the street frontage of Deans Lane.
- 4.4 The existing access to the site from Deans Lane would be re-used. It would run along the south-western boundary of the site to the rear of the proposed apartment block and then branch off towards the north-west to lead to the driveways for each of the proposed detached dwellings.

- 4.5 The detailed design of the proposed buildings does not form part of this application, but a Design Code is submitted which sets out the detailed parameters for the design of the proposals.
- 4.6 A design and access statement should illustrate the process that has led to the development proposal, and justify the proposal in a structured way, by demonstrating the steps taken to appraise the context of the proposed development. It expects applicants to follow a four-stage design process comprising:
Assessment;
Involvement;
Evaluation; and
Design.
- 4.7 Evidence of the applicant's design approach is set out below:

Assessment	The character of the surrounding area is assessed as a central location within the village and the conservation area.
	Site features meriting retention are listed as the boundary hedge.
Involvement	Community views were sought by the applicants at a community meeting and exhibition held at the golf club in October 2018.
Evaluation	The other development options considered were a scheme for 14 dwellings and a second proposal for 9 building, with 8 dwellings and an apartment building.
Design	The applicant's reasons for choosing the proposal from the available options were guided by advice from the Council and other consultees.

- 4.8 Further details of the development are as follows:

Site area	1.12ha
Existing use	Golf Clubhouse
Proposed use	Residential
Existing parking spaces	171
Proposed parking spaces	33
Parking standard	32
Number of affordable units	0
Net increase in dwellings	13
Infrastructure contribution	TBA

Proposed site density	11.6 dpha
Density of the surrounding area	9.3 dpha

5.0 Policy Context

5.1 Designation

Urban Area
Walton on the Hill Conservation Area (part)

5.2 Reigate and Banstead Core Strategy

CS1(Sustainable Development)
CS4 (Valued Townscapes and Historic Environment)
CS5 (Valued People/Economic Development)
CS10 (Sustainable Development)
CS11 (Sustainable Construction)
CS12 (Infrastructure Delivery)
CS14 (Housing Needs)
CS15 (Affordable Housing)
CS17 (Travel Options and accessibility)

5.3 Reigate and Banstead Development Management Plan 2019

DES1 (Design of New development)
DES4 (Housing Mix)
DES5 (Delivering high quality homes)
DES6 (Affordable Housing)
DES8 (Construction Management)
TAP1 (Access, Parking and Servicing)
CCF1 (Climate Change Mitigation)
NHE9 (Heritage Assets)
EMP5 (Local Skills and Training Opportunities)
INF2 (Community Facilities)
INF3 (Electronic communication networks)

5.4 Other Material Considerations

National Planning Policy Framework
National Planning Practice Guidance
Supplementary Planning Guidance

Surrey Design
Local Distinctiveness Design Guide
Vehicle and Cycle Parking
Guidance 2018
Affordable Housing

Other

Human Rights Act 1998
Community Infrastructure Levy
Regulations 2010

6.0 Assessment

- 6.1 The application site is situated within the urban area where there is a presumption in favour of sustainable development and where the principle of such residential development is acceptable in land use terms. However, the use of the site is classified as a community use under the terms of Core Strategy Policy CS12 and DMP Policy INF2.
- 6.2 Part 5 of Core Strategy Policy CS12 states that the Council will resist the loss of existing leisure and community facilities (including sport, recreation and cultural facilities unless it can be demonstrated that:
- a. the existing use is surplus to requirements, or
 - b. equivalent or better provision in terms of quantity and quality, or some wider community benefits, will be made in a suitable location;
- 6.3 DMP Policy INF2 states that the loss or change of use of existing community facilities will be resisted unless it can be demonstrated that the proposed use would not have an adverse impact on the vitality, viability, balance of services and/or evening economy of the surrounding community; and
- a. Reasonable attempts have been made, without success, for at least six months to let or sell the premises for its existing community use or for another community facility that meets the needs of the community (see Annex 3 for details on what will be required to demonstrate this); or
 - b. The loss of the community facility would not result in a shortfall of local provision of this type, or equivalent or improved provision in terms of quantity and quality, or some wider community benefits, will be made in a suitable location.
- 6.4 DMP Policy INF2 goes on to state that proposals for the provision of new community, sports and recreational facilities will be encouraged provided:
- a. There is an identified local need which cannot be met from the use of the existing stock of community premises
 - b. The site would be easily and safely accessible to the local community; and
 - c. The proposed development would have no adverse impact on residential amenity or character of the area.
- 6.5 In support of the proposals, the applicants draw attention to the application for a new clubhouse (LPA ref: 19/01513/F) on the land to the east of Dorking Road. In their view, this proposal should be considered as an appropriate form of development within the green belt for which planning permission should be granted. However, the Council take the view that the proposals would be an inappropriate form of development in the Green Belt, which would have a harmful impact on openness. It is also considered that very special circumstances do not exist which would outweigh the harm that is caused by reason of inappropriateness and any other harm, and therefore, it

has been recommended to the Planning Committee that the application for a new clubhouse be refused.

6.6 If that decision is confirmed, then the existing clubhouse would not be surplus to requirements and nor would equivalent or better provision have been made in a suitable location. The proposal would therefore conflict with the requirements of Core Strategy Policy CS12. Similarly, the proposal would conflict with part 1 (b) of DMP Policy INF2 as equivalent or improved provision in terms of quantity and quality, has not been made in a suitable location. The loss of the existing clubhouse is therefore considered unacceptable in principle.

6.7 Further main issues to consider are as follows:

- Design appraisal
- Neighbour amenity
- Highway matters
- Affordable Housing
- Bio-diversity
- Trees
- Drainage/Flooding
- Community Infrastructure Levy

Design appraisal

6.8 DMP Policy DES1 relates to the design of new development and states that new development will be expected to be of a high quality design that makes a positive contribution to the character and appearance of its surroundings. The policy lists a number of criteria that would need to be met if a proposal is to be found acceptable. For example, development should promote and reinforce local distinctiveness and respect the character of the surrounding area, including positive physical characteristics of local neighbourhoods and the visual appearance of the immediate street scene and make use of high quality materials, landscaping and building detailing. Development should also incorporate appropriate landscaping to mitigate the impact, and complement the design, of new development, as well as protect and enhance natural features.

6.9 As noted above, the site is partly located within Walton on the Hill Conservation Area. The southern part of the site containing the clubhouse and the practice putting green fall within the conservation area whilst part of the car park and the Artisan's clubhouse lie outside. Part of the site is also designated as an Historic Garden. This is located in the south-western corner of the site and extends over the access road into part of the garden of the neighbouring Dormy House. It comprises the remnant of a famous garden laid out by Gertrude Jeckyll in 1906. Only Shrubbery at the entrance to golf club survives includes variegated hollies and yew hedge favoured by Jeckyll.

- 6.10 DMP Policy NHE9 states that development will be expected to protect, preserve, and wherever possible enhance, the Borough's designated and non-designated heritage assets and historic environment including special features, area character or settings of statutory and locally listed buildings. Part 9 of the policy goes on to state that proposals affecting a Conservation Area must preserve, and where possible, enhance the Conservation Area, paying particular regard to those elements that make a positive contribution to the character of the Conservation Area and its setting, and the special architectural or historic interest of the area. Part 11 of the policy relates to historic parks or gardens and states that development within or affecting the setting of a historic park or garden will be required to avoid subdivision, retain or restore features of historic or architectural interest, including trees, other distinctive planting and hard landscaping, and garden features and where relevant, be accompanied by an appropriate management plan.
- 6.11 As originally submitted, the proposal comprised the erection of a block of apartments containing 10 dwellings and 4 large detached dwellings to the rear. These proposals were considered a cramped overdevelopment of the site which failed to take account of the spatial characteristics of the area and would have been harmful to the character and appearance of the conservation area. Concerns were also raised with regards to the form of the application (outline) and the proposed Design Code which had been submitted in order to guide the future development on the site. Despite concerns raised at pre-application stage to the proposed outline form of the application, the applicants state that the combination of parameter plans, and a detailed design code would provide the Council with sufficient information in which to make a decision.
- 6.12 In light of this, the Council requested revised plans to address the overdevelopment issue and further detailed information in relation to the design of the proposed dwellings and the apartment building. In response, the applicants have submitted revised plans which reduce the number of proposed detached dwellings to three, and also provide further detailed information on the layout, form and height of the proposed dwellings and apartment building.
- 6.13 The Council's Conservation and Heritage Officer has reviewed the revised and is satisfied that the layout of three detached dwellings at the rear of the site is now acceptable and would preserve the character and appearance of the conservation area. However, it is considered that the proposed apartment block would be too large and would be located too close to the historic garden designation on the site. The Council's Conservation officer considers that the ridge height and the span of the apartment block roof would be too wide and too high. It is considered that the roof pitch would be too steep and that the illustrative form of the apartment block would not be satisfactory in terms of its staggered disjointed central break in the roof line and the lack of chimneys (contradicting the design code).
- 6.14 In light of these comments, it is considered that the proposed apartment block would be an overdevelopment of the site which would be harmful to the

character and appearance of the conservation area, and to the nearby historic garden, thereby contrary to DMP Policies DES1 and NHE9.

Neighbour amenity

- 6.15 The nearest existing residential properties to the site are located immediately to the north, west and north-east of the site. To the west of the site, no. 8, Greenways and Dormy Cottage lie immediately adjacent to the site whilst nos. 15, 17 and 19, Greenways lie close to the site with the highway immediately adjoining the site boundary. To the north of the site no. 26 Greenways adjoins the site, whilst to the north-east no 3, Nursery Close and Tarana Cottage. The south-eastern boundary includes the access road and a hedge to the western side of the access. The main impact on the amenities of neighbouring properties would arise from the proximity and design of the proposed dwelling and apartment building. At this stage, detailed designs have not been provided so it is not possible to judge the full impact of the proposals on neighbouring amenity.
- 6.16 Nevertheless, the illustrative plans show that the existing tall boundary hedge to the rear which surrounds the existing car park would be retained and that the proposed dwellings at the rear would be located away from the boundaries. There would be reasonable separation to the site boundaries and with careful design at detailed stage, it is considered that a scheme could be brought forward which would be respectful of the amenities of neighbouring residents, in terms of their privacy and amenity.
- 6.17 Similarly, the proposed block of apartments would be centrally located on the eastern portion of the site with good separation to site boundaries. As a result, and subject to careful detailed design of room layouts and window positions it is not considered that harm would be caused to the amenities of the residents of those properties closest to this part of the site.
- 6.18 Representations have been received regarding noise and disturbance, wildlife, flooding, structural concerns and inconvenience during the construction period. The proposed residential development is not considered to result in an unsatisfactory level of disturbance. The site is not situated within a flood zone, and structural issues would be addressed at building control stage. The proposal is considered to cause no undue harm to wildlife and whilst there may be a degree of inconvenience and disturbance during the construction phase, the proposal would not warrant refusal on this basis and statutory nuisance legislation exists to control any significant levels of disturbance.
- 6.19 The existence of a covenant on the site, the loss of a private view and the loss of value in a property are not material planning considerations.
- 6.20 Overall, whilst giving rise to a degree of change in the relationship between buildings, the proposed development would not adversely affect the amenities

of neighbouring properties, and therefore complies with policy DES1 in this respect

Highway matters

- 6.21 It is proposed that the existing vehicular access from Deans Lane would be used for the proposed residential development. The Transport Statement which accompanies the application notes that this would be 5.5m in width which would allow two vehicles to pass each other. It is stated that visibility from the access is in excess of 2.4 metres by 90 metres requirements included within the Design Manual for Roads and Bridges for accesses on to roads with a 30 miles per hour speed limit. The existing access road off Deans Lane is proposed to be maintained and the access junction is of sufficient width to enable vehicles to pass one another. The design of the internal road is in accordance with Surrey County Council (SCC) requirements, the recently updated RBBC Development Management Plan (adopted September 2019) and the guidance included within the Department for Transport's Manual for Streets. Therefore, the existing access road is compatible with the current standards and size for refuse vehicles, emergency vehicles and servicing vehicles.
- 6.22 In their original consultation response, the County Highway Authority noted that the development is located within an area with an accessibility scale of 2. This means that the proposed development is likely to be accessible by car. The nearest public transport is over 500 metres away via a network of paths that are unlit. The nearest areas of a choice of employment, education, leisure and retail land uses are not accessible by walking and cycling due to a lack of well-lit walking and cycling routes to these uses and to public transport. The aforementioned means that the site is only accessible by the private car. The applicant is proposing 23 parking spaces instead of the 33 that the applicant should be providing for the location of the site, according to Reigate and Banstead Parking Standards as shown in the Reigate and Banstead Local Plan Development Management Plan September 2019.
- 6.23 The County Highway Authority raised concerns that the location of the site may lead to parking on the highway where no such parking is taking place. The applicant's report for the existing golf club car parking states that it is all contained within the site. The applicants were requested to provide a drawing showing up to 33 parking spaces.
- 6.24 In response, the applicants have submitted revised plans which show a total of 31 car parking spaces on the site, including 10 covered spaces for the apartments, as well as open parking for the apartments and private parking for the proposed dwellings. The amount of parking now proposed would accord with the Reigate and Banstead Parking Standards.
- 6.25 Any further comments from Surrey Highways will be reported verbally at the meeting.

Affordable Housing

- 6.26 The Council adopted the Reigate and Banstead Development Management Plan 2019 in September this year. DMP Policy DES6 relates to affordable housing and supersedes Core Strategy Policy CS15.
- 6.27 The policy states that the Council will negotiate affordable housing provision and contributions taking into account the specifics of the site, including financial viability. The policy states that on developments providing 11 or more homes, 30% of the homes on the site should be affordable housing
- 6.28 The application was submitted prior to the adoption of the DMP and in their submission, the applicants confirm that they would make a financial contribution towards affordable housing amounting to 20% of the number of units. However, following the adoption of the DMP, it has not been confirmed by the applicants that the proposals would comply with the new policy, nor has a suitable legal mechanism been agreed with the Council to ensure delivery of the affordable housing. In the absence of an appropriate legal agreement, it is considered that the proposals fail to accord with DMP Policy DES6.

Bio-diversity

- 6.29 The application was accompanied by an ecology report which confirms that the site of the existing clubhouse is of low ecological value, comprising buildings and hard standings. The existing clubhouse supports a single low status bat roost which will be lost to facilitate the scheme. However, this roost is of low conservation value and there is a high degree of certainty that its loss would be successfully licenced and mitigated, and the favourable conservation status of the bat population maintained.
- 6.30 The report put forward a number of mitigation measures which, in the event that planning permission was to be granted, would be subject to condition.

Trees

- 6.31 As the site comprises hardstanding the proposed layout is unlikely to have a significant impact upon the existing hedges around the boundary, but it will be necessary to have the relevant arboricultural information such as tree protection plan to ensure the existing hedges and protected trees is incorporated into the final layout. The proposed outline layout identifies areas where a landscape scheme can be implemented which overtime will benefit the local landscape. A suitably worded condition to secure information such as species, implementation and management strategy will be required. The finalised layout must ensure there is sufficient space between the buildings and existing/proposed hedges to allow them to mature and be maintained.

Drainage/Flooding

- 6.32 The site is not in an area at risk of flooding and falls within Flood Zone 1 according to the Environment Agency flood mapping. No information has been submitted with regards to drainage on the site. Further information was requested by the Surrey CC Drainage Team which was not forthcoming from the applicants. However, in the event that planning permission was to be granted, it is considered that suitably worded conditions could be imposed to ensure that a SuDS Scheme is properly implemented and maintained throughout the lifetime of the development.

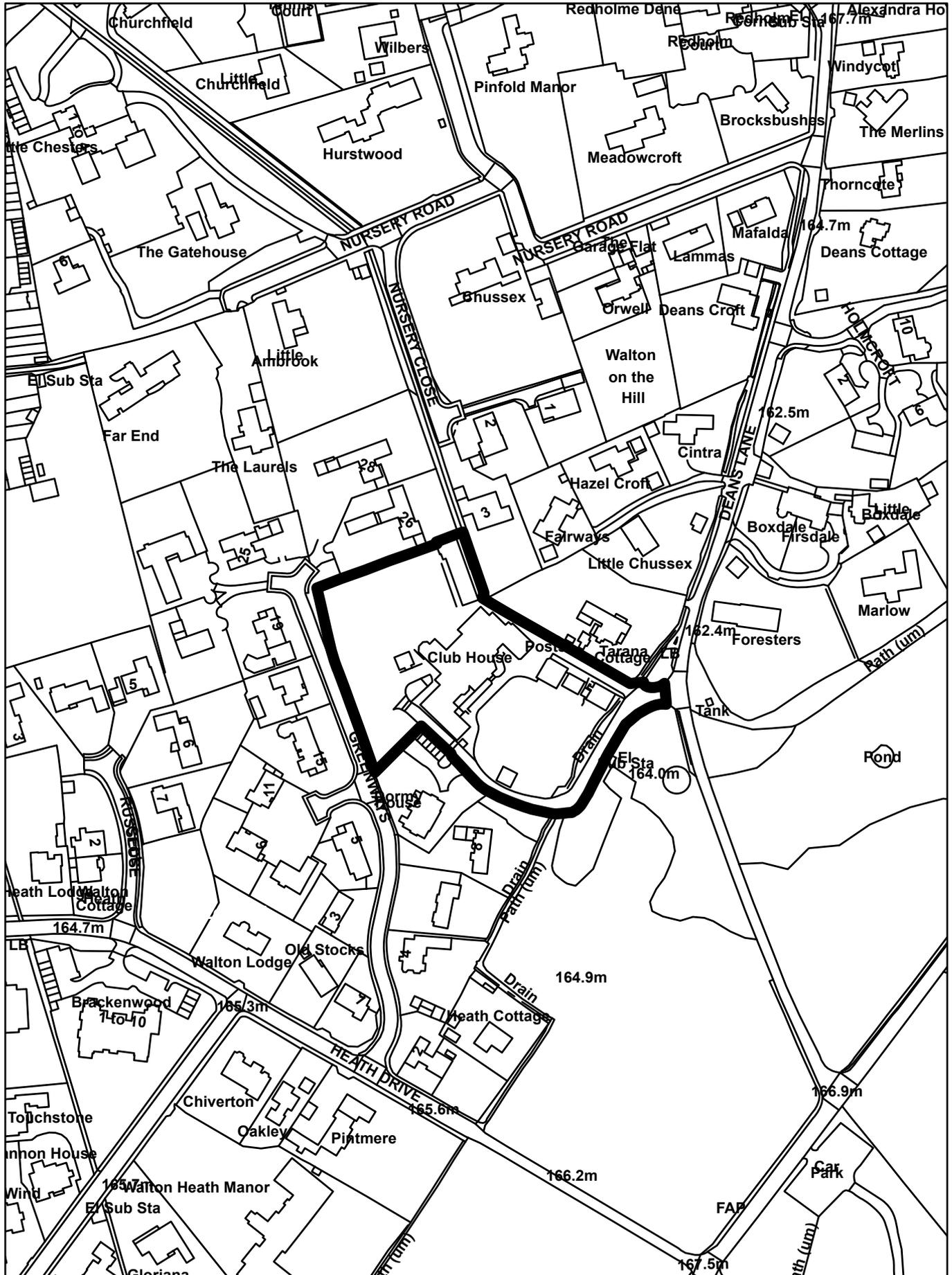
Community Infrastructure Levy (CIL)

- 6.33 The Community Infrastructure Levy (CIL) is a fixed charge which the Council will be collecting from some new developments from 1 April 2016. It will raise money to help pay for a wide range of infrastructure including schools, road, public transport and community facilities which are needed to support new development. This development would be CIL liable and, although the exact amount would be determined and collected after any grant of planning permission.

Positive and Proactive Statement

The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and whilst planning permission been refused regard has been had to the presumption to approve sustainable development where possible, as set out within the National Planning Policy Framework.

19/01514/OUT - Walton Heath Golf Club, Deans Lane, Walton On The Hill

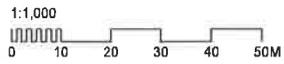




Building Layout & Planting is indicative only

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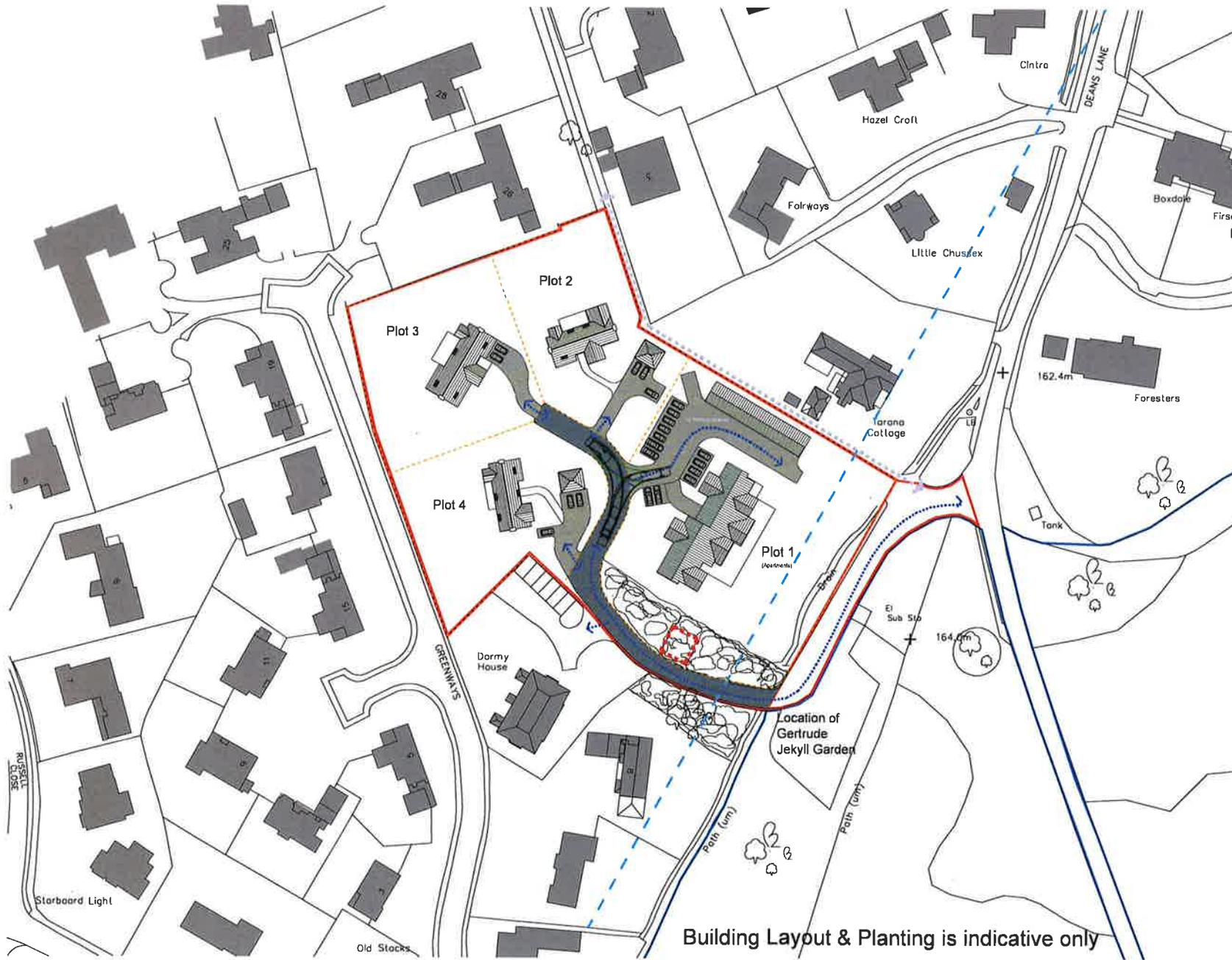
Revisions	
P1	27.09.19 TT FIRST ISSUE
P2	11.12.19 TT Revised Layout



Drawing Proposed Outline Layout		Date Sep-19
Project/Client WHGC Redevelopment of Ex Clubhouse Site Walton Heath Golf Club		Scale @ A3 1:1000
Job Reference 02036 150	Revision Number P2	Purpose of Issue Approval



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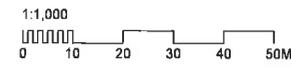


- Key**
-  Main Access Road
 -  Private Drives
 -  Vehicular Access
 -  Pedestrian Access

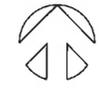
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Revisions	
P1 27.09.19	TT FIRST ISSUE
P2 15.11.18	TT Revised Layout
P3 02.12.19	TT Revised Layout
P4 04.12.19	TT Revised Layout
P5 11.12.19	TT Revised Layout



Drawing Parameter Plan Access		Date Sep-19
Project Client WHGC Redevelopment of Ex Clubhouse Site Walton Heath Golf Club		Scale @ A3 1:1000
WH reference: 02036	1 Drawing number: 153	Approval P5



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