

Planning Committee

Wednesday 3 June 2009 7.30pm

Council Chamber
Runnymede Civic Centre, Addlestone

Members of the Committee

Councillors G B Woodger (Chairman), D W Parr (Vice Chairman), J R Ashmore, Mrs F J Barden, J Broadhead, D A Cotty, J M Edwards, J R Furey, Mrs E Gill, C Knight, M T Kusneraitis, Mrs Y P Lay, H W V Meares, N Stewert and J.J. Wilson.

AGENDA

Notes:

- 1) Any report on the Agenda involving confidential information (as defined by section 100A(3) of the Local Government Act 1972) must be discussed in private. Any report involving exempt information (as defined by section 100I of the Local Government Act 1972), whether it appears in Part 1 or Part 2 below, may be discussed in private but only if the Committee so resolves.
- 2) The relevant 'background papers' are listed after each report in Part 1. Enquiries about any of the Agenda reports and background papers should be directed in the first instance to **Mr B A Fleckney, Administration and Leisure Department, Committee Section, Runnymede Civic Centre, Station Road, Addlestone (Tel: Direct Line: 01932 425620). (Email: bernard.fleckney@runnymede.gov.uk).**
- 3) Agendas and Minutes are available on a subscription basis. For details, please ring Mr B A Fleckney on 01932 425620. Agendas and Minutes for all the Council's Committees may also be viewed on www.runnymede.gov.uk.
- 4) Public speaking on planning applications only is allowed at the Planning Committee. For details please contact the Administrative Section of the Technical Services Department, or view the guidance on the Committee's web page. **(Tel Direct Line: 01932 425153)**
- 5) In the unlikely event of an alarm sounding, members of the public should leave the building immediately, either using the staircase leading from the public gallery or following other instructions as appropriate.

LIST OF MATTERS FOR CONSIDERATION

PART I

Matters in respect of which reports have been made available for public inspection

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PART II

Matters involving Exempt or Confidential Information in respect of which reports have not been made available for public inspection

- a) Exempt Information
(No reports to be considered under this heading)
- b) Confidential Information
(No reports to be considered under this heading)

GLOSSARY OF TERMS AND ABBREVIATIONS

TERM	EXPLANATION
BCN	Breach of Condition Notice. Formal enforcement action to secure compliance with a valid condition
Brownfield land	'Previously Developed Land'. Land which is or was occupied by a permanent (non-agricultural) structure, including the curtilage of the development (therefore includes gardens)
BVPI's	Best Value Performance Indicators. Specified by central government to measure performance on a wide range of Council services
CHA	County Highways Authority. Responsible for offering advice on highways issues relating to planning applications as well as highways maintenance and improvement
CIR	Government Circular – document setting out policy which has legal connotations
CLEUD	Certificate of Lawful Existing Use or Development. Formal procedure to ascertain whether a development which does not have planning permission is immune from enforcement action
CLOPUD	Certificate of Lawful Proposed Use or Development. Formal procedure to ascertain whether a development requires planning permission
Conservation Area	An area of special architectural or historic interest designated due to factors such as the layout of buildings, boundaries, characteristic materials, vistas and open spaces
CPA	Comprehensive Performance Assessment. An external process to assess the quality of individual Council's Performance (set out in the Local Government White Paper 2001). It brings together evidence from a range of internal and external sources, in addition to an on site inspection, in order to arrive at an overall category
DC	Development Control – the area of planning service that processes planning applications, planning appeals and enforcement work
Design Statement	A design statement is submitted with a planning application and sets out the design principles that the applicant has adopted to make the proposal fit into its wider context
Development Plan	The combined policy documents of the Structure Plan, Local Plan, Minerals and Waste Plans. Will shortly be replaced by the South East Plan, the Local Development Framework and the Minerals and Waste Frameworks
DTS	Director of Technical Services
EA	Environment Agency. Lead government agency advising on flooding and pollution control
EIA	Environmental Impact Assessment – formal environmental assessment of specific categories of development proposals
ES	Environmental Assessment under the Environmental Impact Assessment Regulations
FRA	Flood Risk Assessment
GPDO	General Permitted Development Order. Document which sets out categories of permitted development (see 'PD')
GOSE	The Government Office for the South East. This is the local office of the Deputy Prime Minister for the South East region of England
HGV	Heavy Goods Vehicle
LBC	Listed Building Consent
LDD	Local Development Documents – component parts of the LDF
LDF	Local Development Framework. The policy document that will guide development in the Borough up to 2026
LDS	Local Development Scheme - sets out the programme and timetable for preparing LDDs

TERM	EXPLANATION
Listed building	An individual building or group of buildings which require a level of protection due to its architectural interest, historical interest, historical associations or group value
LNR	Local Nature Reserve
Local Plan	The current planning policy document that will be replaced by the LDF
LPA	Local Planning Authority
LSP	Local Strategic Partnership – Leads on the Community Strategy
Material Considerations	Matters which are relevant in determining planning applications
Net Density	As defined in PPG3: Housing. The density of a housing development excluding major distributor roads, primary schools, open spaces serving a wider area and significant landscape buffer strips
PCN	Planning Contravention Notice. Formal notice which requires information to be provided in connection with an enforcement investigation. It does not in itself constitute enforcement action
PD	Permitted development – works which can be undertaken without the need to submit a planning application
PDG	Planning Delivery Grant. An annual grant from central government which reflects the previous year's performance in delivering planning services
P & I	Policy and Implementation – the area of planning service that produces the Local Development Framework, monitors development and supports the Runnymede Business Partnership and Travel Initiative
PINS	Planning Inspectorate
POS	Public Open Space
PPG	Planning Policy Guidance. This is guidance issued by the Secretary of State detailing National Planning Policy within existing legislation
PPS	Planning Policy Statements. The replacement title for PPG
Ramsar Site	A wetland of international importance
RIPA	Regulation of Investigatory Powers Act. Provides limitation on covert surveillance relating to enforcement investigation
SAC	Special Area of Conservation – an SSSI additionally designated as a Special Area of Conservation under the European Community's Habitats Directive 1992 in order to maintain or restore priority natural habitats and wild species
SCI	Statement of Community Involvement. The document and policies that indicate how the community will be engaged in the preparation of the LDF
SEA/SA	Strategic Environmental Assessment/Sustainability Appraisal – formal appraisal of the Local development Framework
SEEDA	South East England Development Agency
SEERA	South East England Regional Assembly – based in Guildford. Responsible for producing South East Plan
Sec. 106	A legal agreement for the provision of facilities and/or infrastructure either directly by a developer or through a financial contribution, to meet the needs arising out of a development. Can also prevent certain matters
SNCI	Site of Nature Conservation Importance. A non-statutory designated area of county or regional wildlife value
South East Plan	Regional Planning Document produced in draft form by SEERA. Will provide regional planning guidance and housing targets for individual Councils for the period up to 2026
SPA	Special Protection Area. An SSSI additionally designated a Special Protection Area under the European Community's Directive on the Conservation of Wild Birds 1979
SPD	Supplementary Planning Document – provides additional advice on policies in Local Development Framework (replaces SPG)
SSSI	Site of Special Scientific Interest
Structure Plan	Strategic guidance for the whole county produced by Surrey County Council. Will eventually be replaced by the South East Plan

TERM	EXPLANATION
SUDS	Sustainable Urban Drainage Systems. Providing urban drainage systems in a more environmentally sensitive way by systems designed to reduce the quantity of run-off, slow its velocity or provide for filtering, sedimentation and biological degradation of the water
Sustainable Development	Sustainable development is the core principle underpinning planning. It is defined as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs"
TA	Transport Assessment – assessment of the traffic and transportation implications of a development proposal
TPO	Tree Preservation Order – where a tree or trees are formally protected and prior consent is needed for pruning or felling
TRICS	Computerised database and trip rate analysis used to estimate traffic flows to and from a variety of land uses, to assess transportation implications of new development in southern England
Use Classes Order	Document which lists classes of use and permits certain changes between uses without the need for planning permission

1. FIRE PRECAUTIONS

The Chairman will read the Fire Precautions which set out the procedures to be followed in the event of fire or other emergency.

2. NOTIFICATION OF CHANGES TO COMMITTEE MEMBERSHIP

3. MINUTES

To confirm and sign the Minutes of the meeting of the Committee held on 13 May 2009 as a correct record, (Appendix 'A' to follow).

4. APOLOGIES FOR ABSENCE

5. DECLARATIONS OF INTEREST

If Members have an interest in an item please record the interest on the form circulated with this Agenda and hand it to the Legal Representative or Committee Administrator at the start of the meeting. A supply of the form will also be available from the Committee Administrator at meetings.

Members who have previously declared interests which are recorded in the Minutes to be considered at this meeting need not repeat the declaration when attending the meeting. Members need take no further action unless the item in which they have an interest becomes the subject of debate, in which event the Member must leave the room if the interest is personal and prejudicial.

6. PLANNING APPLICATIONS

A list of planning applications to be determined by the Committee is attached.

If Members have particular queries or interests in certain applications, the application files will be available for inspection and Officers present from 7.00pm prior to the meeting in the ante room of the Council Chamber. This will be an informal opportunity for Members to see further details of applications and representations and to discuss and clarify issues. Copies of all letters of representation will also be placed on the table in the Chamber prior to the meeting and will be available for inspection by Members.

OFFICERS' RECOMMENDATION that -

the said applications be determined as indicated and any permission granted be subject to the conditions authorised.

(TO RESOLVE)

Background Papers

A list of background papers is available from the Technical Services Department.

7. LOCAL DEVELOPMENT FRAMEWORK – PUBLIC PARTICIPATION CONSULTATION (DTS)

1. Purpose of Report

1.1 The purpose of this report is to:

- (i) **Advise the Committee regarding the next stage of the process in the preparation of the Core Strategy as part of the LDF process;**
- (ii) **Request Committee approval of the draft public participation version of the Core Strategy; and**
- (iii) **Advise the Committee with regard to the proposed consultation arrangements under Regulation 25 for this stage of the Core Strategy.**

2. Background Information

- 2.1 Following the withdrawal of the draft Core Strategy in 2006 it has been necessary to begin the process of consultation again. In June/July 2008 an Issues and Options consultation was carried out as a first step towards the publication of the revised Core Strategy. This considered the various options available to the Council with regard to planning for future development in the Borough. The results of this consultation were reported to Committee in October 2008.
- 2.2 Since the preparation of the original draft strategy and the Issues & Options consultation, the regulations under which Local Development Frameworks are prepared have been amended (June 2008). The main change affecting the preparation of strategy is the removal of one of the main stages of Consultation (Preferred Options), meaning that there are now two formal stages of consultation rather than three. ("Public Participation" and "Publication"). The Council's approved LDS states that the Council will publish a public participation version of the plan in Spring 2009.
- 2.3 Following the receipt of representations on the Issues and Options consultation and the compilation of an evidence base, a "Preferred Approaches" document (which includes a set of draft policy approaches) has been developed regarding the strategic issues covering the borough (Appendix 'B'). This report is brought to the Committee with the policy approaches that will be taken out to consultation under the 'Public Participation' stage.
- 2.4 The preferred approaches document has been developed over the past 6 months with regular input from the LDF Members Working Group who have seen all of the policy approaches on two occasions, and their feedback has been incorporated into the document. The policy approaches identify the general approach, which is being adopted in the Core Strategy. It should be noted that these are high level policies and will not deal with detailed development control issues, as these will be dealt with in subsequent LDF documents.
- 2.5 The consultation on this document will inform a final version of the Core Strategy (Publication stage), which will be produced early in the new year and will then be subject to a final round of public consultation prior to being submitted to the Secretary of State for independent examination later in 2010.

3. Summary of the document

- 3.1 The draft strategy identifies 15 objectives for the sustainable development of Runnymede over the next 20 years. It also provides a current picture of the Borough and what it might look like in 20 years time once the Core Strategy has been implemented. This is called the spatial strategy. The links between the Sustainable Communities Plan ("Making a Difference") and the LDF are also drawn out throughout the document.
- 3.2 Eighteen policy approaches have been developed to help achieve the objectives and conceptualise the spatial strategy. These approaches aim to meet the main strategic elements of the strategy, and have been split into three broad sections:

- Strategic policy approaches (approaches that shape the Borough as a whole)
- Site specific policy approaches (that affect one specific area but help to deliver the spatial strategy)
- Spatial policy approaches (approaches that affect different areas of the Borough in different ways)

These policy approaches cover strategic issues that would have been covered in either the Structure Plan or in parts of the adopted Local Plan in the past.

Strategic policy approaches

- 3.3. These policies seek to locate development in the most sustainable locations whilst having regard to the constraints which affect the way in which the Borough can develop. The draft policy approaches in this section cover:

- Location of Development
- Housing Delivery
- Affordable Housing
- Housing Size and Type
- Community Infrastructure and Services
- Green Belt
- Design
- The Natural Environment
- Tourism, Recreation and Leisure
- Sustainable Transport
- Gypsy and Travelling Populations
- Sustainable Design and Construction

Site Specific Policy Approaches

- 3.4. One strategic site specific policy approach has been developed, for the former DERA site, Longcross. This follows on from the allocation of this site for development and Green Belt review as set out in the South East Plan.

Spatial Policy Approaches

- 3.5 The spatial policy approaches recognise the diversity and range of features that affect only part of the Borough, or all of the Borough but in different ways. The following topics are covered in this section:

- Thames Basin Heaths Special Protection Area
- Town Centres
- Development and Flood Risk
- Employment Development
- Housing Density

4. The Evidence Base

- 4.1 To aid and inform the development of the above policy approaches, a number of studies have been compiled/commissioned to create an evidence base for the LDF as a whole. These reports are as follows:

- Strategic Housing Market Assessment (SHMA);
- Strategic Flood Risk Assessment (SFRA);
- Retail Study;
- Strategic Housing Land Availability Study (SHLAA)

The executive summaries of these are attached for information (Appendix 'C'). The full studies will be available during the consultation period and are available in the Members' Room for viewing.

4.2 The Council is also in the process of preparing the following studies:

- Affordable Housing Viability Study;
- Employment Land Review Study;
- Transport Study; and
- Strategic Borough Character Assessment

As these are completed they will be discussed with Members at the LDF Working Group prior to their public release.

4.3 A key part of the development of the Core Strategy is the iterative assessment of the policy approaches through the Sustainability Appraisal and the Strategic Environmental Assessment. The Council published its SA scoping report in June 2008 which was a key milestone in the preparation of the LDF. At the Public Participation stage the policy approaches have been assessed by the Impact Assessment Team and a progress report containing level 1 and 2 assessments of the policy approaches has been prepared. (Appendix 'D'). This will be made publicly available during the June / July consultation.

5. The Consultation

5.1 It is proposed to carry out a public consultation on the draft document from 19 June to 31 July, and the consultation will be carried out in accordance with the adopted Runnymede Statement of Community Involvement.

5.2 The document will be made available in hard copy to all statutory consultees, residents groups and those who have previously responded to the previous stages of the Core Strategy Development. All other individuals, groups, companies and bodies on the Council's consultation database will receive written notification that the consultation documents are available on the Council's website to view and download. The consultation will also be advertised by way of a press release and an article in the Council's Voice publication.

5.3 In addition to the above, a mobile exhibition publicising the consultation will be located around the borough during the consultation period, and Officers will also be attending resident group meetings where requested and meeting other stakeholders during this process.

6 Council Policy

6.1 The Core Strategy will eventually form part of the Council's Development Plan and will be used in the determination of planning applications. The Core Strategy is programmed to become part of the Development Plan in early 2011.

7 Resource Implications

7.1 Producing the Local Development Framework is a resource hungry process which takes up the majority of the time of the Council's Planning Policy team'. The Council also has to prepare an evidence base upon which its policies can be substantiated. Over the last year, eight studies have either been completed or are currently in the process of being completed. Moving the Core Strategy through to adoption will require all of the Council's current resources and will involve the use of external consultants to help in preparing specialist studies, and potential involvement in the Examination of the Core Strategy in 2010.

8. Equality Issues

8.1 At this stage in the Core Strategy's production, the policy approaches are yet to be finalised and do not form part of the Council's Development Plan and as such, an equality impact assessment has not yet been undertaken. This process will begin once the Council begins to define the policies that it will take forward as part of its publication Core Strategy early in 2010.

9. Legal Implications

9.1 Public Participation is a flexible element of the production of any Development Plan Document. Councils need to satisfy themselves that they have successfully taken into account comments from the community and stakeholders so that the plan is reflective of local needs and aspirations. The way in which this consultation is undertaken is left to individual Councils to decide.

10. Conclusions

10.1 The Core Strategy is at the Public Participation stage in its development. The document before Members sets out the suggested policy approaches which should be taken through into the final Core Strategy Document, which will be published early in the New Year. The "Preferred Approaches" document will be subject to a period of six weeks of consultation as set out in section 5 of this document. This consultation will seek views on the policy approaches that the Council is putting forward. During the consultation the Council will also publish a number of background studies that have been used in the development of this document.

OFFICERS' RECOMMENDATION that -

- i) the Public Participation Core Strategy Document be approved for public consultation;**
- ii) the document and supporting evidence base be subject to a period of public consultation from 19 June to 31 July 2009; and**
- iii) the Director of Technical Services, in consultation with Chairman and Vice Chairman of the Committee, be authorised to approve any minor changes to the Public Participation Core Strategy Document.**

(TO RESOLVE)

Background Papers

None

8. SOUTH EAST PLAN – PUBLICATION (DTS)

1. Purpose of Report

1.1 The purpose of this report is to:

- i) advise the Committee that the Secretary of State's South East Plan has now been published and now forms part of the Council's Development Plan; and**
- ii) outline the changes which have been made which are of direct relevance to Runnymede.**

2. Background Information

2.1 The South East of England Regional Assembly (SEERA) prepared a draft Regional Spatial Strategy between 2003-2006 with the Draft South East Plan submitted to Government on the 31 March 2006. After this a period of public consultation ran on the plan. The Council responded to this consultation. Subsequently an independent panel of Inspectors examined the plan testing its soundness. Their report was published in August 2007. Following this the Government published, and consulted upon the proposed changes in summer 2008. The Council responded to this consultation.

2.2 On 6 May 2009 the South East Plan was formally published and now forms part of the Development Plan which the Council will need to implement. The Plan wholly replaces the Surrey Structure Plan.

3. Planning Considerations

- 3.1 The Council made representations on the Proposed Changes document and these are set out in Appendix 'E'. Comments which have been included within the final draft of the plan are shown in bold in Appendix 'E' and set out below. The Plan is now subject to a period of judicial review which will last for six weeks. In this period, challenges can be made to the way in which the plan has been prepared, considering whether the procedural points for preparing such a plan have been adhered to.

Housing Allocations

- 3.2 The South East Plan sets out that the Runnymede housing allocation is 286 new units per year up until 2026. This figure includes 2,500 new homes at the former DERA site. The Plan now clearly sets out in a footnote that this allocation is expressed as 161 new units per annum up to 2026 and 2,500 new units at the former DERA site to be delivered between 2016-2026. These housing figures are no longer expressed as a minimum as was suggested in the Government's 2008 proposed changes version of the Plan.

The Former DERA Site

- 3.3 The Allocation of the former DERA site (Longcross) for development has been confirmed in the plan. This is referred to in policies H1, LF3, LF6 and SP5. This is for a mixed use development, which will include 2,500 new homes.

Guidance on Waste Management

- 3.4 Policy W17 is of interest to the Committee as this deals with the location of waste facilities. The policy was amended at the proposed changes stage and removed a criteria based approach to locating such facilities within the Green Belt. Although the Council made representations on retaining this criteria, the proposed change version has been carried forward into the final plan. As such, this policy does not preclude the location of waste management facilities in the Green Belt.

Thames Basin Heaths Special Protection Area (TBHSPA)

- 3.5 Policy NRM6 of the Plan sets out that residential development within 5km of the TBHSPA will need to avoid and mitigate impacts on this designation. This is at odds with the Council's adopted 5.2km drive time boundary. As the SEP now forms part of the development plan, the Council's TBHSPA Strategy will need to be reviewed to take account of this. This is programmed to take place in the Autumn.

- 3.6 Other changes of note have been:

- A slight reduction in the overall level of housing provision for the South East region with reductions in housing numbers at Milton Keynes, Reigate and Banstead, Brighton and Hove and Winchester.
- The acceptance that there needs to be a review of housing figures, provision of more robust guidance on the scale and location of employment, and the provision of a regional CO₂ reduction target.

4. Council Policy

- 4.1 The South East Plan now forms part of the Development Plan for planning purposes and as such will set the regional policy context for the emerging Runnymede Core Strategy and subsequent Development Plan Documents and Supplementary Planning Documents. It is also a material consideration in the determination of Planning Applications. The South East Plan wholly replaces the Surrey Structure Plan

5. Resource Implications

- 5.1 The Council will need to ensure that the Local Development Framework is effectively resourced to deliver those aspects of the Plan that impact on Runnymede. In particular, the allocation of the former DERA site will lead to the need to prepare a Supplementary Planning Document (SPD), which will need to be developed over the next 3 years.

6. Legal Implications

6.1 Now that the South East Plan is published, it forms part of the Council's Development Plan. As such, all documents prepared as part of the Local Development Framework will need to be broadly in accordance with the Plan and all planning decisions will need to have regard to this plan.

7. Conclusions

7.1 The South East Plan now forms part of the Council's Development Plan. It wholly replaces the Surrey Structure Plan and will be used in the preparation of the LDF and in Development Control decisions on Planning Applications. The main issue which will affect residents will be the figures for housing in the Borough and the allocation of the former DERA site at Longcross.

(FOR INFORMATION)

Background Papers

None

9. LOCAL DEVELOPMENT FRAMEWORK MEMBER WORKING GROUP (DAL)
(Ref. Minutes of Planning Committee 28 June 2004, page 22, para 37)

1. Purpose of Report

1.1 **The purpose of this report is to confirm the arrangements for this Committee's Local Development Framework Member Working Group in the 2009/10 Municipal Year.**

2. Background Information

2.1 From time to time the Council convenes small informal cross party working groups of Members to consider specialist topics in greater detail than could be achieved in full Committee. The Groups have no executive powers and are not subject to the same access to information or political balance requirements as Committees or sub-Committees of the Council, (although in practice the membership tends to broadly reflect the political composition of the Authority as a whole).

3. Report

3.1 The Committee is informed that the above-mentioned Member Working Group exists under the auspices of this Committee. This Committee receives the Minutes and, where appropriate, recommendations of the LDF Member Working Group, which it has established.

3.2 The remit of the Group is to undertake detailed scrutiny of issues and policies relating to the LDF. The Working Group has considered a large volume of material over recent years and Officers have found its contribution helpful in formulating LDF policies and related documents.

3.3 The composition of the Member Working Group in 2008/09 was Councillors Ashmore, Edwards, Mrs Roberts, Tuley, Woodger. Councillor Woodger was declared Chairman of the Group.

3.4 The Committee is asked to confirm whether it wishes the Member Working Group to continue in the 2009/10 Municipal Year and, if so, to indicate whether it is content with its terms of reference. It will also be necessary to appoint the membership (4 Conservatives, 1 Independent). The Working Group will elect a Chairman at its first meeting in the new Municipal Year.

THE COMMITTEE IS ASKED TO –

i) confirm whether it wishes the Local Development Framework Member Working Group to continue in the 2009/10 Municipal Year;

- ii) **indicate whether it is satisfied with the Group's Terms of Reference; and**
- iii) **subject to i) appoint five Members to the Group (4 Conservative, 1 Independent).**

(TO RESOLVE)

Background Papers

None

10. PLANNING APPLICATIONS DETERMINED BY DIRECTOR OF TECHNICAL SERVICES (DTS)

A list of planning applications recently determined by the Director of Technical Services under his delegated powers is attached at Appendix 'F'. If Members have any particular matters they wish to raise, prior notice to the Chairman would be of assistance.

(FOR INFORMATION)

Background Papers

None

11. EXCLUSION OF PRESS AND PUBLIC

If the Committee is minded to consider any of the foregoing reports in private it is the

OFFICERS' RECOMMENDATION that -

the press and public be excluded from the meeting during discussion of the following reports under Section 100A(4) of the Local Government Act 1972 on the grounds that the report in question would be likely to involve disclosure of exempt information of the description specified in appropriate paragraphs of Part I of Schedule 12A of the Act.

(TO RESOLVE)

PART II

Matters involving Exempt or Confidential information in respect of which reports have not been made available for public inspection.

- a) Exempt Information Para

(No reports to be considered under this heading)

- b) Confidential Information

(No reports to be considered under this heading)