

# **NUTFIELD GREEN PARK**

**STATEMENT OF COMMON GROUND**

**JANUARY 2026**



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## **Nutfield Green Park**

January 2026



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## 1.0 INTRODUCTION

1.1 This Statement sets out common ground between Nutfield Park Developments Limited (Ltd) ('the Appellant') and Tandridge District Council ('the Council' or 'TDC') in respect of the Appellant's Appeal against the refused decision of application reference: 2023/1281. The outline planning application proposed residential development on the Site and detailed approval for the creation of a new vehicular and pedestrian junction on Nutfield Road (A25) to provide access to the new development areas. Other matters relating to scale, appearance, layout and landscaping are reserved for subsequent detailed approval.

1.2 This Statement of Common Ground relates to the following proposed development:

*"Outline planning permission for the development of the site for new homes (Use Class C3) and Integrated Retirement Community (Use Classes C2, E(e), F2), creation of new access, landscaping and associated works to facilitate the development, in phases which are severable (Outline with all matters reserved, except for Access)."*

1.3 The application was validated on 20th October 2023 and was refused on 3rd October 2025 for the following reasons:

1. *The proposed development would constitute inappropriate development in the Green Belt causing significant harm to the openness and harm to the visual amenities of the Green Belt. The proposal would not comply with the requirements of paragraphs 155 and 156 of the National Planning Policy Framework (2024) as the development would not be in a sustainable location and necessary improvements would not be made to local infrastructure to cater for the needs of the occupiers of the new development. No very special circumstances exist, either individually or cumulatively, to clearly outweigh the harm by reasons of inappropriateness and other identified harm. As such, the proposal is contrary to the provisions of Policies DP10 and DP13 of the Tandridge Local Plan Part 2: Detailed Policies and the provisions of the National Planning Policy Framework (2024) as a whole.*
2. *The proposed development would result in less than substantial harm to the heritage significance of St Peter and St Paul's Church and the Folly at Redwood, as defined in paragraph 215 of the NPPF. No heritage or public benefits have been demonstrated as part of this application to outweigh such harm given the unsustainable location of the proposed development. The proposal would therefore be contrary to the provisions Policy DP20 of the Tandridge District Local Plan: Part 2 - Detailed Policies (2014) and the provisions of the National Planning Policy Framework 2024.*

## 2.0 APPEAL SITE AND SURROUNDINGS

### The Appeal Site

- 2.1 The whole Site measures approximately (approx.) 58.8 hectares (ha). It is located to the north of the A25 Nutfield Road, west of Cormongers Lane, south and west of Nutfield Marsh Road, south east of Chilmead Lean, west of Church Hill and to the immediate north of the village of Nutfield.
- 2.2 The Site comprises a mixture of grassland, agricultural land, blocks of self-seeding woodland and waterbodies in the northern part of the Site with an area of the former infrastructure remains to the south of the Site including access roads and pipework and former settlement lagoons. The Site is partially publicly accessible with several public rights of way (PROW) footpaths throughout. An aerial photograph shows the Site below in Figure 1.



Figure 1: Aerial Photograph of the Site with estimate outline of Site boundary in red

- 2.3 The remains of the former Laporte Works lie to the south and relate to the Site's historic use as a minerals and landfill site, which was subsequently restored to its current state. The operational mineral extraction largely ceased in the 1950s with some works ongoing on part of the Site, to the west, as late as 1986. The Site was decommissioned in 1997.
- 2.4 Figure 2 below is an aerial photo of the Site from 1971 showing the extent of the mineral works. The "Park Works" annotation highlights the location of the existing former remains.



*Figure 2: Aerial Impact of the Site in 1971*

## The Surroundings

2.5 Nutfield, directly south of the Site, primarily comprises residential dwellings, with a mixture of house types including larger detached houses and terraced houses, up to 2-storeys in height. Services in Nutfield comprise the Old Post Coffee House, The Queen's Head Nutfield pub, the Crown Vet Clinic, and a car garage. Further south, within c.2km walking distance of the Site, is a garden centre, farm shop, Nutfield Church Primary School (1.45km), Cricket Club, The Station Pub, Nutfield Railway Train Station (1.85km), Holborn's Village Store and Post Office (1.55km), and South Nutfield village hall.

2.6 The surrounding area also comprises a landfill and mineral sites. The Patteson Court Landfill Site is located to the west of the Site, lying immediately west of Cormongers Lane. Mercers South Quarry is an active minerals site situated northeast of the Site.

2.7 Redhill is the nearest town to the Site, approx. 2.4 kilometres (1.5 miles) west. Redhill is accessed via the A25 from the Site, which is a 3-minute drive, 10-minute bus (peak) or 5-minute bus (off-peak), or an 8-minute cycle. Redhill comprises a town centre providing a range of services including supermarkets, retail shops, restaurants, bars and importantly the Railway Station. Redhill Railway Station is served by Great Western Railway, Thameslink, and Southern Railway, providing direct services to London Bridge (c. 30-minute journey time), Three Bridges, Reading, Reigate, Peterborough, Tonbridge, Horsham and more.

2.8 Nutfield benefits from bus services including routes 400, 410, 410A, 610, 612 and the 315 bus. The buses provide direct services to Caterham, Holland, Domewood, Dormansland. The 400 and 410 bus routes provide direct access to the centre of Redhill within approx. 13-minutes.

## Local Plan Status and Planning Designations

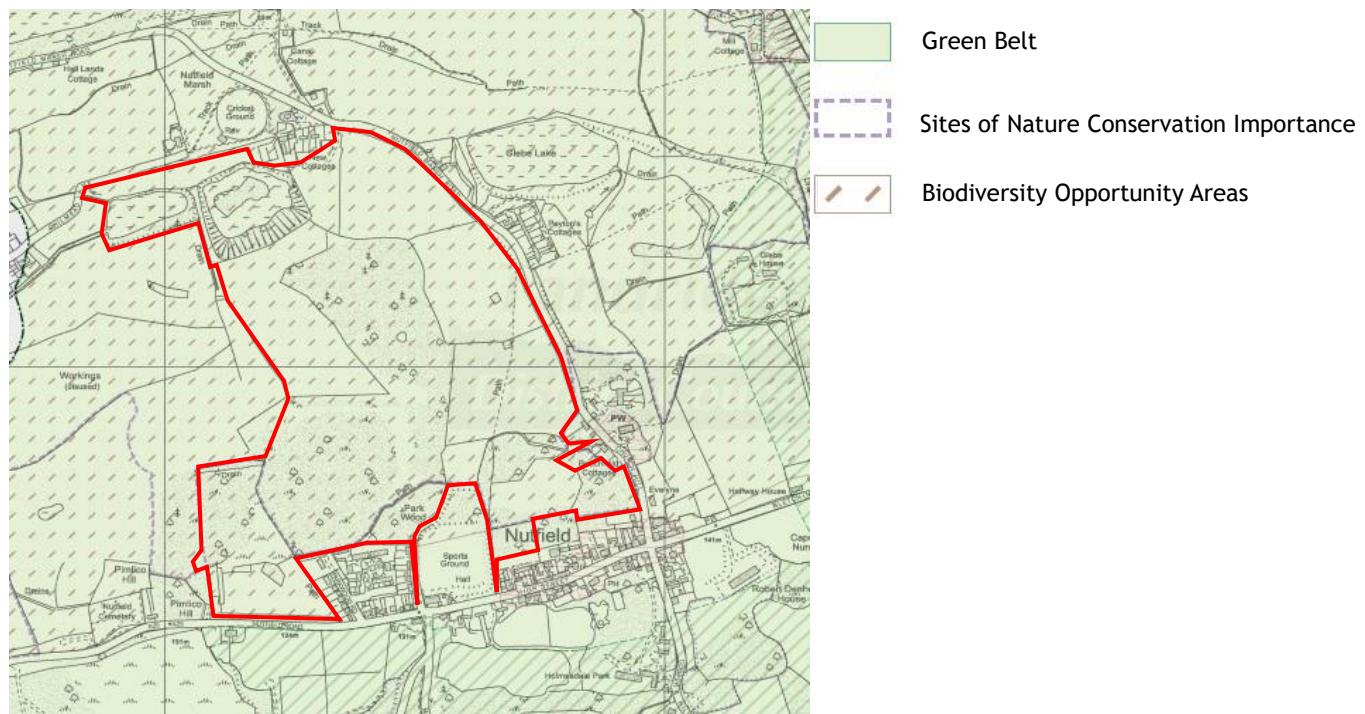
2.9 The adopted development plan for Tandridge District Council comprises:

- a) Tandridge District Core Strategy (October 2008);
- b) Local Plan Part 2: Detailed Policies 2014-2029 (July 2014); and
- c) Tandridge District Planning Policy Map (2018).

2.10 The Council's draft Our Local Plan 2033 was withdrawn on 18th April 2024. The Local Development Scheme (February 2025) sets out the proposed timetable for the preparation of a new Local Plan, anticipating adoption in July 2028. The first key stage commenced in March this year scheduled until September 2025 for the preparatory evidence gather and scoping. No new evidence base documents have been published since the Council's decision to withdraw the previous emerging Local Plan in April 2024.

2.11 TDC's Planning Policy Map (2018) shows the Site is currently subject to the following designations;

- a) Green Belt;
- b) Sites of Nature Conservation Importance; and
- c) Biodiversity Opportunity Areas.



*Figure 3: Extract of TDC Planning Policy Map*

- 2.12 The Surrey Hills AONB lies approx. 0.7km to the north west of the Site. Extensions to the AONB are currently being considered. The Site does not lie within any of the proposed extension areas.
- 2.13 The Quarry Hangers Sites of Special Scientific Interest (SSSI) is located approx. 3.5km to the northeast of the Site. The Mole Gap to Reigate Escarpment Special Area of Conservation (SAC) is located approx. 3.8km to the north west of the Site. The Mole Gap to Reigate Escarpment SPA is 1km further at 4.5km to the north west of the Site.

2.14 The Site is not located within or adjacent to a Conservation Area. No listed buildings are located on the Site. Four Grade II and one Grade II\* listed buildings are located within the built up area of Nutfield Village, including 40-44 High Street (Grade II) (c. 115m<sup>1</sup> from the proposed built development), The Queens Head Public House (Grade II) (c. 180m from the proposed built development), Church of St Peter and St Paul (Grade II\*) (c. 130m from the proposed built development for the IRC to the east, and Folly Tower In the Grounds of Redwood (Grade II) (c. 110m from the IRC proposed built development). Figure 4 below is an extract from the originally submitted Heritage Statement outlining the location of the heritage assets in relation to the site and proposed development.



Figure 4: Map of the Site and Heritage Assets (Source: Originally submitted Heritage Statement)

2.15 The Site is located within the Environmental Agency's Flood Zone 1, which is defined as having a less than 1 in 1,000 annual probability of river or sea flooding.

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<sup>1</sup> These measurements have been taken in a straight line and do not take into consideration topography.

### 3.0 PLANNING HISTORY

- 3.1 On 18 July 2023, the Council confirmed that Environmental Impact Assessment is not required for the proposed development (ref: TA/2023/737/EIA). The EIA Screening Opinion is enclosed at Appendix 1 of the submitted Planning Statement.
- 3.2 In May 2021 an outline planning application was submitted for the following proposed development (ref: TA/2021/1040):

*“Outline application (including details of means of access and layout) for the construction and operation of Nutfield Green Park with access from Nutfield Road and Nutfield Marsh Road comprising the construction of an outdoor activity park using imported inert materials, the operation of an outdoor activity park, the construction and operation of an associated wellbeing centre (GP surgery, pharmacy, community diagnostic hub, community shop, restaurant/café, creche, office hub, event space, indoor and outdoor gyms together with ancillary uses such as 2 staff accommodation units, treatment rooms and storage) together with development of up to 239 residential units, a 70 bedroom rehabilitation and respite care facility with an associated up to 100 extra care units and staff accommodation for up to 21 staff together with infrastructure, landscaping and open space at the Former Laporte Works, Nutfield.”*

- 3.3 The 2021 outline application was refused by the Council on 21 September 2021, with 20 reasons for refusal.
- 3.4 Other planning applications relating to the Site date back to before 1998. In summary:
  - a) 98/1148: Construction of 0.25m diameter pipeline to transport aviation fuel between Pendell and Gatwick airport together with associated accommodation works and above ground installation (agi). Granted 20 May 1999.
  - b) 95/535: Scheme of Fullers earth working & restoration of an area of about 7.3 ha involving permanent diversion of public footpath 195 & construction of a temporary bridge over Cormongers Lane, submitted pursuant to cond. 1 of planning permission 1544/621/4/2108/9/3 issued by minister of housing & local government on 29/7/54. Withdrawn 24 August 1995.
  - c) 93/75: Details of scheme of Fullers earth extraction, restoration and maintenance of site pursuant to ministers original decision in 1954. Withdrawn 15 February 1993.
  - d) 89/1192: Use of land for general industrial & warehousing (application for established use certificate). 22nd May 1990
  - e) GOR/7336: Residential development. Refused 10th February 1966.
  - f) GOR/3396: Use of about 8 acres of land for the purpose of a tip for overburden. Approved 3<sup>rd</sup> December 1958.
  - g) GOR/452: Factory. Withdrawn 5th February 1952.

## 4.0 PRE-APPLICATION AND POST APPLICATION ENGAGEMENT

### Planning

#### Pre-application Engagement

- 4.1 A preliminary pre-application meeting was held on 30 September 2022, attended by the Interim Chief Planning Officer at the time and the Pre-applications Manager. This meeting discussed the principle of an amended planning application, which would address the previous reasons for refusal and how this could, in the interim, support the Council's spatial development strategy in light of the on-going delays at the time with the draft new Local Plan, housing delivery test position (substantial shortfall - presumption) and lack of a five year housing land supply. The meeting was not subject to detailed design review as no scheme details were presented at the time.
- 4.2 As an informal meeting, no formal pre-application written advice was received from TDC. Despite several months hiatus due to changes in Council personnel, a further informal meeting was arranged to discuss the emerging scheme and EIA Screening Request. A positive meeting was held with a new Interim Head of Planning and the Enabling Housing Development Manager on 20 July 2023. The meeting primarily focussed on the EIA Screening Request, prior to the issue of the Council's formal response, and on-going difficulties and delays with the draft new Local Plan. The Enabling Housing Development Manager welcomed, in principle, the provision of on-site affordable housing to meet an identified and increasing unmet need in the District. At the meeting affordable housing tenures, including First Homes, were also discussed.
- 4.3 As an extension of the meeting with officers on 20 July 2023, Tetlow King, the Applicant's affordable housing consultant, have led further discussions with the Council Housing Officer, regarding the provision and tenure of affordable housing proposed. These informal discussions explored the proposed affordable housing offer to be presented at the outline application stage and how the on-site provision may be tailored to meet the Council's specific needs.
- 4.4 Further analysis of the affordable housing provisions of the proposed development is discussed at Section 7 of the originally submitted Planning Statement.

#### Post Submission Engagement

- 4.5 Three meetings have been held with TDC post submission of the application. The first with the interim Head of Planning and policy officer in February 2024, a site visit with the case officer in summer 2024 and a further Teams meeting between the case officer and Richard Henley of hgh Planning in June 2025. Following these meetings, the Appellant submitted further documentation requested by officers and in response to consultee comments in support of the application, including scheme viability assessment.

4.6 Since the summer of 2024, the Appellant requested on numerous occasions to have a meeting with the case officer, Peter Lee, to discuss the progression of the application, assessment of the planning case and determination process / timelines, following all statutory consultee responses. There was limited engagement with officers in this period (site visit in summer 2024 and the determination of the application in October 2025) was a Teams meeting held between the case officer and Richard Henley of hgh on 2nd June 2025. During the conversation various matters were discussed relating to: the submitted revised viability (reflecting the 50% affordable housing and £4m public transport contribution); further work that the Council's Policy team were undertaking on locational sustainability matters; acknowledgement that the site met the definition of grey belt; a request for the applicant to provide an update on Class C2 housing need; and the extension of time for the determination of the application. In late September 2025, the Appellant was notified that the application would not be determined at the October Planning Committee and would be determined under delegated authority, having specifically confirmed the extension of time in an email to Peter Lee on 15<sup>th</sup> July (EoT: 6<sup>th</sup> October) to allow the application to be determined at 2<sup>nd</sup> October Planning Committee.

#### **Highways**

4.7 Vectos, part SLR Consulting (SLR), the Appellant's highways consultant, attended a pre-application meeting with Surrey County Council (SCC) on Friday 17 March 2023 and have since been working collaboratively together. SCC returned a formal response on 12 May 2023, as provided in Appendix A of the Transport Assessment. A highways response note was issued to SCC by Vectos on 4 August 2023 addressing each of the comments raised, as provided in Appendix B of the Transport Assessment.

4.8 The second pre-application meeting with SCC was held on 30 August 2023. Notes from this meeting are enclosed at Appendix C of the Transport Assessment. SCC's recommendations have been taken into account in the formulation of this planning application, the specifics of which are detailed within the Transport Assessment.

#### **Post Submission Highways Engagement**

4.9 Extensive consultation has been undertaken with SCC Highways. Several consultee comments have been issued by officers over the course of the planning application (13th February 2024; 6th June 2024; 14th October 2024; 18th November 2024; and 14th March 2025).

4.10 Vectos, part SLR Consulting (SLR), issued a series of responses to address the SCC Highways comments. Further junction modelling was also undertaken, demonstrating the junctions in the local area could accommodate the proposed development, alongside other committed developments, in terms of the capacity.

4.11 SCC Highways withdrew their objection on transport sustainability and highway capacity grounds in a response dated 14th March 2025 (1), recommending various conditions and S106 contributions in the event permission is granted. This included a £4M contribution towards the expansion of the existing 'Surrey Connect' Digital Demand Responsive Transport (DDRT) service and mainstream bus services (SCC email dated 11.04.25 (SoCG Appendix 2) provided further clarification following SCC internal review of the public transport package that partial funding towards existing mainline bus services is not required and all the monies should be directed to the DDRT to better serve the development).

Extract of 14.03.25 SCC Highways representation:

*If this [£4M] figure is provided as a S106 contribution, as recommended, towards DDRT and public transport services, along with the other improvements listed above, the CHA would no longer be in a position to sustain the previous objection on highway sustainability and capacity grounds.*

*The above measures would also reduce the severity of impacts on highway capacity to an acceptable degree and it is acknowledged that the appropriate method for mitigating impacts on highway capacity in the current policy context is through enhanced public transport measures.*

*It remains the case that this is not an ideal location for the type and scale of development proposed in transport terms, particularly with the diffuse nature of the proposed site layout, however if the above measures are secured then there would be some material benefits to the local and wider transport network due to the highways and public transport improvements.*

*Providing the funding proposed towards public transport facilities as a contribution towards the wider DDRT scheme and existing bus services not only represents a far more robust mechanism to deliver secure long-term facilities but also has the benefit of providing improved infrastructure for existing residents.*

4.12 A meeting was held with SCC Highways on 1st April 2025 to discuss the recommended S106 contribution, which was attended by SCC Highways, Peter Lee (Tandridge Case Officer), the Applicant, SLR and hgh Consulting. The S106 contribution was discussed to agree the outline structure of how the contribution is to be paid and secured via the S106 agreement.

#### **Drainage**

4.13 Waterman, the Appellant's drainage consultants, attended a pre-application meeting with Surrey County Council (SCC) (Lead Local Flood Authority) on 25th July 2023. A summary of the meeting was provided by Waterman outlining further details to be demonstrated and included within the submitted Flood Risk Assessment (FRA) and Drainage Strategy (see Appendix E of the FRA). Based on the submitted FRA and Drainage Strategy addressing matters raised by the LLFA, no objection has been raised on drainage and flood matters.

## Contamination

4.14 MJCA, the Appellant's ground conditions consultants, engaged with the Council's pollution control officer extensively during the pre-submission investigation work that was undertaken. The officer was consulted on the scope of the site work prior to the 2023 site investigation. The Environmental Protection Group Limited (EPG) were commissioned on behalf of TDC to review and comment on the investigation proposals. Both TDC and EPG reviewed the MJCA ground investigation report prior to the submission of this application.

4.15 On behalf of TDC, EPG issued their independent review within a letter dated 8th September 2023. The review concluded:

*“Overall EPG are satisfied that suitable exploratory investigations and preliminary assessments have been completed and that the risks can be appropriately mitigated via planning conditions.”*

4.16 The letter from EPG is enclosed at Appendix 3 of the Planning Statement.

4.17 Further details of this engagement are outlined with the accompanying Site Investigations Report by MJCA.

## Ecology

### Post Submission Engagement

4.18 Surrey Wildlife Trust (SWT) issued a number of responses to the planning application (9th January 2024; 5th February 2024; 6th November 2024; 28th January 2025). Within each response SWT clarified their representations are made as a non-statutory organisation, providing a technical review of the ecological information submitted.

4.19 On 12th December 2023 SWT Ecology Planning Advice Service attended a site meeting, which informed the consultation responses. On 8th January 2024 and 18th December 2024 an online meeting was undertaken between SWT and FPCR, the Appellant's ecological consultant, to discuss the consultation responses. On 13th January 2025 the Appellant submitted additional information. SWT subsequently confirmed that they have no further comments prior to determination, subject to conditions being secured.

## Public Engagement

4.20 During the initial pre-application design phase, the Applicant undertook a snapshot survey, using social media to understand what the community across Tandridge believes they need through development. A detailed summary of the approach and the findings can be found in Appendix A of the SCI.

4.21 Following this initial survey a public consultation event was held on 17th May 2023 at Nutfield Memorial Hall. A total of 783 letters were delivered across a distribution area (Figure 5):

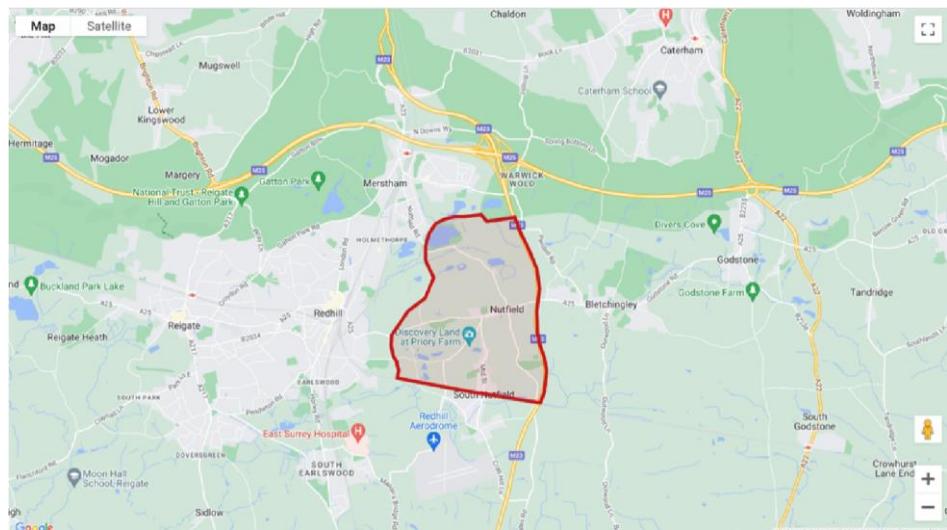


Figure 5: Leaflet Distribution Area shown in red

- 4.22 In total 125 stakeholders attended the exhibition.
- 4.23 Feedback forms were provided at the consultation event, as well as online via the Nutfield Green Park website. A total of 29 forms were completed. The public responses are summarised within the Statement of Community Involvement (SCI) prepared by Lexington, which accompanied the planning application.
- 4.24 Following the exhibition, the website ([www.FutureofTandridge.co.uk](http://www.FutureofTandridge.co.uk)) was updated in June 2023 to set out responses to key comments raised during the public consultation event.

#### **Parish Council Post Submission Engagement**

- 4.25 The Appellant originally sought to engage with Nutfield Parish Council (NPC) prior to the planning application submission in 2023.
- 4.26 The Appellant continued to seek to communicate with NPC throughout the determination of the planning application. In February 2025 NPC agreed to meet to discuss the proposed development. An initial meeting was undertaken on 25th February 2025 at the Nutfield Village Memorial Hall. This meeting informed a subsequent in person presentation to the full NPC on 12th March 2025 at Nutfield Village Hall - South Nutfield.

## 5.0 APPEAL PROPOSAL

5.1 The Site extends to approx. 58.8ha. Approximately 7ha of the total site area will be subject to built development or hardstanding. This accounts for only c.12% of the total site area.

5.2 The remaining 52ha of the Site is proposed to be open space. Approx. 2ha is open space in and around the developable areas. General open space makes up the remaining 50ha of the Site.

5.3 The proposed development is concentrated to the south of the Site nearest to the existing village of Nutfield to provide high-quality residential homes (private, affordable and self-build), later living (extra care) retirement homes, a care home and flexible ancillary floorspace in use class E(e) and/or F2 for use by residents of the development and the wider existing Nutfield residents. High quality environmental and ecological enhancements to the existing open space, woodland and waterbodies is also proposed. Public access to the wider open spaces is proposed with existing footpaths and cycle routes to be retained and upgraded, as well as new pedestrian and cycle links improving the accessibility to, from and within the Site for future residents and connectivity with the existing Nutfield community.

5.4 The proposal seeks planning permission for:

*“Outline planning permission for the development of the site for new homes (Use Class C3) and Integrated Retirement Community (Use Classes C2, E(e), F2), creation of new access, landscaping and associated works to facilitate the development, in phases which are severable (Outline with all matters reserved, except for Access).”*

5.5 A summary of the key elements of the proposed development is set out below:

### Quantum of housing

- a) Up to 166 residential units inclusive of market and affordable homes and self-build plots (Class C3);
- b) Up to 70 care home beds (Class C2);
- c) Up to 41 extra care facility units (Class C2);
- d) Up to 1,500 sqm Class E(e)<sup>2</sup>, F2<sup>3</sup> flexible use floorspace, including health care and community floorspace;

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<sup>2</sup> Use Class E(e) - Commercial, business and service - use, or part use: “(e) for the provision of medical or health services, principally to visiting members of the public, except the use of premises attached to the residence of the consultant or practitioner.”

<sup>3</sup> Use Class F2 - Local Community - use as (a) a shop mostly selling essential goods of no more than 280sqm and where there is no such facility within 1,000m radius of the shop's location, (b) a hall or meeting place for the principal use of the local community.

**Indicative Scale and Height (Scale not included as a matter for determination at the Outline stage)**

- e) Residential height: up to 2.5 storeys (2 storeys plus accommodation in the roof);
- f) Proposed care home height: up to 2.5 storeys (2 storeys plus accommodation in the roof);

**Design and Indicative Layout (Layout not included as a matter for determination at the Outline stage)**

- g) Mix of 1, 2 3, 4 and 5 bedrooms for the residential units;
- h) The residential units will seek to achieve multi or dual aspect properties;
- i) The residential units will comply with the Government's Technical Housing Standards - nationally described space standard;

**Indicative Amenity and Landscaping (Landscaping not included as a matter for determination at the Outline stage)**

- j) Residential and care home communal amenity space, the precise area of which will be determined at reserved matters stage.
- k) New high-quality accessible open space for users of recreational routes within the Site;
- l) Landscape enhancements proposed in the “undeveloped” part of the site to the north, including new woodland planting, enhancements to existing boundary vegetation, sustainable drainage features to increase biodiversity and visual amenity;

**Parking and Servicing**

- m) The masterplan has been designed to accommodate the Council's car parking guidance<sup>4</sup>:

- a. C3 Residential (Suburban edge, Village and Rural):
  - 1 and 2 bed flats = 1 space per unit
  - 1 and 2 bed houses = 1.5+ spaces per unit
  - 3 bed houses = 2+ spaces per unit
  - 4+ bed houses = 2+ spaces per unit
- b. C2 Residential institutions: Care home and Nursing home:

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<sup>4</sup> Tandridge Parking Standards Supplementary Planning Document (2012)

- 1 car space per 2 residents OR individual assessment /justification) EV parking space:
  - c. Residential: 1 fast charge socket per residential dwelling (up to 166)
  - d. Care home: 50% parking spaces with fast charge socket
  - e. Visitor parking spaces: 50% provided with charge points
- o) Cycle parking will be provided in accordance with the Council's cycle parking guidance
- f. Class C3:
  - Flats / houses without garages or gardens: 1 and 2 bedroom unit = 1 space
  - Flats / houses without garages or gardens: 3 or more bedroom unit = 2 spaces
- g. Class C2 Residential institutions: Care home and Nursing home = individual assessment

#### **Access**

- p) A new vehicular access junction onto the A25 including pedestrian/cycle facilities is via the A25;
- q) An internal access drive is proposed through the southern area of the Site via the A25 to provide access to the residential parcels, through the central woodland, connecting to the Integrated Retirement Community parcel south-east of the Site.
- r) The alignment of the access drive is presented in the Movement & Access parameter plans and Masterplan.
- s) No vehicular access via Church Hill; and
- t) Proposed new crossings on Mid Street/A25 junction, west of the Church Hill/A25 junction, and across the A25 to the west of the site to facilitate access to the westbound bus stop; and
- u) Restoration and improvements to SUSTRANS21 cycle route to/from Redhill and upgrades to cycle paths.

## 6.0 PLANNING POLICY CONTEXT

6.1 Section 70(2) of the Town and Country Planning Act 1990 requires the decision maker to have regard to the provisions of the development plan, so far as material to the planning application, any local financial considerations, so far as material to the application and any other material considerations. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that the determination of any planning application shall be in accordance with the development plan (taken as a whole)<sup>4</sup> unless material considerations indicate otherwise.

### Adopted Policy

6.2 The adopted development plan for Tandridge District Council comprises:

- a) Tandridge District Core Strategy (October 2008);
- b) Local Plan Part 2: Detailed Policies 2014-2029 (July 2014); and
- c) Tandridge District Planning Policy Map (2018).

6.3 Relevant adopted Core Strategy and Local Plan Part 2 Policies relating to the proposed development and the Site are summarised in Appendix 4 of the Planning Statement. Appendix 3 of this Statement provides screenshots of relevant policies outlined in this section below.

### Material Considerations

6.4 Other material planning policy and guidance which are relevant to this application are set out below:

- a) National Planning Policy Framework (2024) (“NPPF”);
- b) National Planning Practice Guidance (2019) (“PPG”);
- c) National Planning Practice Guidance (2019) (“PPG”) on Green Belt (updated February 2025);
- d) Tandridge Parking Standards Supplementary Planning Document (2012); and
- e) Our Local Plan Trees and Soft Landscaping Supplementary Planning Document (2017).

6.5 The Council’s draft Our Local Plan 2033 was withdrawn on 18<sup>th</sup> April 2024. The Local Development Scheme (February 2025) sets out the proposed timetable for the preparation of a new Local Plan, anticipating adoption in July 2028.

6.6 Considering the above timescales the preparation of the new Local Plan is not relevant to this Appeal.

6.7 On 16<sup>th</sup> December 2025, the Government published a **new draft NPPF** which is subject to consultation until 10<sup>th</sup> March 2026. Whilst a clear direction of travel has been outlined within the draft NPPF and accompanying Written Ministerial Statement dated 16<sup>th</sup> December which are both material considerations, the proposed changes to the NPPF can only be given limited weight at this stage as it is subject to public consultation and may change.

<sup>4</sup> S.38(3)(b) Planning and Compulsory Purchase Act 2004

## National Planning Policy Framework (2024)

6.8 The updated National Planning Policy Framework was published in December 2024 and was amended with some minor clarificatory amendments on 7<sup>th</sup> February 2025, including to Green Belt/ grey belt at paragraph 155.

### Sustainable Development

6.9 Chapter 2 “Achieving sustainable development” of the NPPF clearly sets out its objectives to deliver sustainable development responding to three overarching objectives:

- Economic: help build a strong, responsive and competitive economy.
- Social: support strong, vibrant and healthy communities, ensuring a sufficient number and range of homes can be provided to meet the needs of present and future generations.
- Environmental: protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution and mitigating and adapting to climate change.

6.10 To achieve this, paragraph 11 states that a presumption in favour of sustainable development should be applied. In terms of decision-making this means:

*“...11(c) Approving development proposals that accord with an up-to-date development plan without delay;*

6.11 Where this is not the case, paragraph 11(d) of the NPPF is then engaged which states that where policies which are most important to determining an application are out-of-date<sup>5</sup>, permission should be granted unless;

*“...i) the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed<sup>6</sup>;*

*ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.”*

<sup>5</sup> NPPF, para 11(d) footnote 8

<sup>6</sup> NPPF, para 11(d) footnote 7

Homes

6.12 Chapter 5 entitled “Delivering a sufficient supply of homes” supports the Government’s overarching objective to significantly boost the supply of homes. Chapter 5 of the NPPF states it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed, and that land with permission is developed without unnecessary delay.

6.13 Chapter 5 sets out the requirement for Local Planning Authorities to maintain a 5-year housing land supply of deliverable sites, with an appropriate buffer (as set out in paragraph 79) and to monitor progress on the Housing Delivery Test, which should not fall below 95%.

Green and Grey Belt

6.14 Chapter 13 “Protecting Green Belt Land” sets out the five purposes of the Green Belt which are:

- To check the unrestricted sprawl of large built-up areas;
- To prevent neighbouring towns merging into one another;
- To assist in safeguarding the countryside from encroachment;
- To preserve the setting and special character of historic towns; and
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

6.15 Paragraph 151 states local planning authorities should plan positively to enhance the beneficial use of Green Belts, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land.

6.16 Paragraph 153 states that when considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt, including harm to its openness. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

6.17 Development in the Green Belt is regarded by definition as inappropriate unless it falls within the exceptions listed in paragraph 154 of the NPPF. Additionally, paragraph 155 has introduced a new ‘not inappropriate’ exception to development on the Green Belt. It states that:

*“155. The development of homes, commercial and other development in the Green Belt should also not be regarded as inappropriate where all the following apply:*

- a. The development would utilise grey belt land and would not fundamentally undermine the purposes (taken together) of the remaining Green Belt across the area of the plan;*

- b. *There is a demonstrable unmet need for the type of development proposed;*
- c. *The development would be in a sustainable location, with particular reference to paragraphs 110 and 115 of this Framework; and*
- d. *d. Where applicable the development proposed meets the ‘Golden Rules’ requirements set out in paragraphs 156-157 below.” 6.17 Annex 2 “Glossary” defines grey belt as:*

*“Grey belt: For the purposes of plan-making and decision-making, ‘grey belt’ is defined as land in the Green Belt comprising previously developed land and/or any other land that, in either case, does not strongly contribute to any of purposes (a), (b), or (d) in paragraph 143. ‘Grey belt’ excludes land where the application of the policies relating to the areas or assets in footnote 7 (other than Green Belt) would provide a strong reason for refusing or restricting development.”*

6.18 Paragraph 143 states:

*143: Green Belt serves five purposes:*

- a) **to check the unrestricted sprawl of large built-up areas;**
- b) **to prevent neighbouring towns merging into one another;**
- c) *to assist in safeguarding the countryside from encroachment;*
- d) **to preserve the setting and special character of historic towns; and**
- e) *to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.*

6.19 With reference to paragraph 155(c) and the grey belt criteria, in terms of promoting sustainable transport, paragraph 110 states:

*The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making. [Appellant emphasis]*

6.20 In the context of paragraph 155(c) and the determination of application proposals, including on grey belt land, paragraph 115 states:

*In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:*

- a) sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location;*
- b) safe and suitable access to the site can be achieved for all users;*
- c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code<sup>7</sup>; and*
- d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree through a vision-led approach.*

#### Environment

6.21 Chapter 15, “Conserving and enhancing the natural environment”, at paragraph 187 requires decisions to contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

#### Heritage

6.22 Chapter 16 of the NPPF, “Conserving and enhancing the historic environment”, sets out paragraph 215 which states where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

#### **National Planning Practice Guidance (2019) (“PPG”) on Green Belt (updated February 2025)**

6.23 The PPG provides clarification in relation to the identification of grey belt land, in particular to purposes (a) (b) and (d).

6.24 Purposes (a) is to check the unrestricted sprawl of large built up areas, as stated above. The PPG specifies villages should not be considered large built up areas.

6.25 Purpose (b) is to prevent neighbouring towns from merging into one another, as stated above. The PPG specifies the purpose relates to the merging of towns, not villages.

6.26 Purpose (d) is to preserve the setting and special character of historic towns, as stated above. The PPG specifies this purpose relates to historic towns, not villages.

6.27 The proposed development is adjacent to Nutfield, which is a village. The PPG confirms that villages cannot be considered to either be large-built up areas or towns for the purposes of assessing whether a site contributes strongly to Green Belt purposes (a), (b) or (d). The site accords with the NPPF Glossary definition of grey belt.

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<sup>7</sup> NPPF para 115, footnote 46

6.28 The PPG states “if development is considered to be not inappropriate development on previously developed land or grey belt, then this is excluded from the policy requirement to give substantial weight to any harm to the Green Belt, including its openness.” Consequently, if a site is considered to be grey belt and complies with the criteria in paragraph 155 of the Framework and the ‘Golden Rules’ then paragraph 153 is not engaged.

#### **Tandridge Local Plan Part 2 (2014): Detailed Policies 2014-2029**

6.29 The 2014 Local Plan, whilst substantially out of date, remains the statutory development plan for Tandridge. Of particular importance and relevance to the determination of the proposed development are policies DP1 - Sustainable Development DP10 - Green Belt and DP13 - Buildings in the Green Belt:

##### ***DP1: Sustainable Development***

A. *When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.*

B. *Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.*

C. *Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then permission will be granted unless material considerations indicate otherwise - taking into account whether:*

1. *Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or*

2. *Specific policies in that Framework indicate that development should be restricted.*

##### ***DP10: Green Belt***

A. *The extent of the Green Belt is shown on the Policies Map. Only in exceptional circumstances will the Green Belt boundaries be altered and this would be through a review of the Core Strategy and/or through a Site Allocations Development Plan Document.*

B. *Within the Green Belt, planning permission for any inappropriate development which is, by definition, harmful to the Green Belt, will normally be refused. Proposals involving inappropriate development in the Green Belt will only be permitted where very special circumstances exist, to the extent that other considerations clearly outweigh any potential harm to the Green Belt by reason of inappropriateness and any other harm.*

##### **DP13 Buildings in the Green Belt**

*Unless very special circumstances can be clearly demonstrated, the Council will regard the construction of new buildings as inappropriate in the Green Belt (exceptions are listed which is not repeated here)*

## 7.0 AREAS OF AGREEMENT

7.1 The Appellant and the Council agree upon the following matters:

### Housing Need

7.2 In the latest Housing Delivery Test (HDT) 2023 figures, published on 12<sup>th</sup> December 2024 alongside the current NPPF, Tandridge had delivered 42% of its housing need.

7.3 The latest HDT 2023 figures, published on 12<sup>th</sup> December 2024 alongside the NPPF 2024, states that Tandridge has delivered 42% of its housing need over the last three years.

7.4 Table 1 below sets out the last five years HDT figures, inclusive of the requirement and delivery of all five monitoring years.

Measurement Year	Total Required	Total Delivery	Percentage	HDT Measure
2019 (16/17 - 18/19)	1,541	776	50%	Buffer
2020 (17/18 - 19/20)	1,706	849	50%	Presumption
2021 (18/19 - 20/21)	1,672	634	38%	Presumption
2022 (19/20 - 21/22)	1,667	631	38%	Presumption
2023 (20/21 - 22/23)	1,716	716	42%	Presumption

*Table 1: Housing Delivery Test Results*

7.5 The accumulated housing delivery **shortfall** when assessed against the HDT data in Tandridge is **4,696 new homes** in the last five years of monitoring.

7.6 The Housing Delivery Test measurements places Tandridge District Council as the 15<sup>th</sup> poorest performing Council out of the 287 local authorities nationally.

- 7.7 Both parties agree that the Council cannot demonstrate a 5 Year Housing Land Supply (5YHLS). The Council's latest 5YHLS position has a base date of 1<sup>st</sup> October 2025. It states that the deliverable supply is 2,158 dwellings, which against the local housing need calculated by the standard method in the PPG (of 827 dwellings per annum) and a 20% buffer equates to 2.17 years. The Appellant considers the deliverable supply is less than this. The difference will be set out in a topic specific Statement of Common Ground on 5YHLS.
- 7.8 The figures clearly demonstrate a considerable and consistent significant housing shortfall and shortfall against the required five year supply.
- 7.9 The Housing Development Support Officer raises no objection to the proposed development and welcomes the contribution of homes in the District.
- 7.10 This position is agreed between the Appellant and the Council.

#### **Affordable Housing Need**

- 7.11 As of 31 March 2025, there were 1,956 households on the Housing Register.
- 7.12 Successful applicants in Tandridge over the 2024/25 period experienced average waiting times of between one year and eight months and almost four years. The longest waiting times were for family sized homes. No affordable homes with four or more bedroom were advertised over this period.
- 7.13 MHCLG data indicates that Tandridge spent £1,733,000 on temporary accommodation between 1 April 2023 and 31 March 2024.
- 7.14 On 17 September 2025 the Regulator of Social Housing published its regulatory judgement for Tandridge District Council along with a grading of C4. C4 is the lowest possible grade and means that the Regulator of Social Housing may directly intervene.
- 7.15 The ratio of lower quartile house price to incomes in Tandridge in 2024 stood at 14.94, a 27% increase since the start of the Core Strategy period in 2008 when it stood at 11.77. Mortgage lending is typically offered based on up to 4.5 times earnings (subject to individual circumstances). The affordability ratio is 332% higher than the average.
- 7.16 The lower quartile house price across Tandridge 008 MSOA has risen by 82% from £239,950 in 2008 to £436,875 in 2024.
- 7.17 These factors combine to create a challenging situation for anybody in need of affordable housing to rent or to buy in Tandridge and clearly demonstrates the acute need for affordable housing in Tandridge.

#### **Housing Provision**

- 7.18 The Appeal Scheme will provide up to 166 new homes, comprising both private market sale and affordable tenures in the west and central areas of the Site with up to 41 later living (retirement) units (207 in total).
- 7.19 Eight serviced plots for self-build and custom housebuilding are also proposed.

7.20 The Appeal Scheme delivers 50% affordable housing of the 166 new homes (Class C3) and 41 later living units (Class C2), a total of 103 units.

7.21 This position is agreed between the Appellant and the Council.

#### Care Need

7.22 There is a demonstrable need for extra care and care home beds in the district.

7.23 Planning Profile for accommodation with care for older people - Tandridge published by Surrey County Council (October 2025 update) identifies the following need for extra care accommodation:

Year	75+ population projection	Affordable need (10 per 1,000 75+)	Market need (35 per 1,000 75+)	Total need (45 per 1,000 75+)
2025	10,380	104	363	467
2030	11,214	112	392	505
2035	12,095	121	423	544

7.24 The same profile identified the following position relative to care requirements:

Year	Tandridge 75+ population	No. of beds to reflect England ratio in 2025	Reduction due to delivery of new affordable extra care housing	Projected (oversupply) / need for additional beds in Tandridge
2030	11,214	411	(35)	57
2035	12,095	443	(35)	89

7.25 The same profile identified the following position relative to nursing care requirements:

Year	Tandridge 75+ population	No. of beds to reflect England ratio in 2025	Projected (oversupply) / need for additional beds in Tandridge
2030	11,214	427	(182)
2035	12,095	461	(148)

7.26 The position on cumulative need has been established through a recent planning appeal in September 2025 (ref: APP/M3645/W/25/3359711) where the Inspector stated at paragraph 40 that *“The need to provide housing for older people nationally is critical as set out in the National Planning Practice Guidance (PPG). There is no doubt that there is a clear need for this type of development in Tandridge. Consequently, the cumulative benefits associated with the provision of a care home providing general needs and dementia care are afforded substantial weight.”*

7.27 Whilst the Council might rely on different figures for future need, as evidenced by paragraph 13.11 of the delegated officer report, there is agreement that the current provision does not meet future requirements without new developments coming forward.

### **Care Provision**

7.28 A care home of up to 70 beds (Class C2), forming an Integrated Retirement Community is proposed to the east of the Site and 41 extra care facility units (Class C2).

7.29 The IRC includes the provision of flexible Class F2 and Class E use floorspace for the provision of a local shop, health and well-being facilities for use by the residents of the IRC, the market and affordable homes and the wider community of Nutfield.

7.30 ICB NHS raise no objection subject to the proposed healthcare provision and financial contribution.

7.31 This position in 7.28 and 7.30 is agreed between the Appellant and the Council.

### **Design**

7.32 The Designing Out Crime Officer raises no objection, subject to conditions.

7.33 This position is agreed between the Appellant and the Council.

### **Transport**

7.34 The Appeal Scheme proposes the following transport and highways safety / capacity enhancements:

- Access: A new vehicular access is proposed via the A25 (Nutfield Road)
- Bus Service Enhancements: A £4m contribution to fund the SCC's Digital Demand Responsive Transport (DDRT) services.
- Bus Stop Enhancement: Enhancement to existing bus stops.
- Walking Improvements: A new signal controlled pedestrian crossing to the east of Mid Street/A25 junction; a new signal controlled pedestrian crossing west of the Church Hill/A25 junction; a pedestrian crossing across the A25 to the west of the site to facilitate access to the westbound bus stop; and enhanced walking routes on site including improvements to FP616 and 192.
- Electric Bikes: Provision of e-bike pool.
- E-charging: Provision of e-charging for every home.
- Cycle Route Enhancements: Restoration and improvements to SUSTRANS21 cycle route to/from Redhill and upgrades to cycle paths.
- Safety Improvement: Reduce Speed limit to 30mph on A25 to the west of the site to facilitate access to the westbound bus stop.
- Highways Capacity Improvements: Alterations to the A25/Mid Street junction to provide improved capacity on the Mid Street arm.
- Travel Plan: A Travel Plan including measures to encourage the use of sustainable transport modes

- 7.35 Surrey County Council Highways raise no objection to the proposed development subject to planning conditions and s106 obligations to secure the above highway improvements.
- 7.36 The Countryside Access Officer raised no objection on the grounds of public rights of way and countryside access.
- 7.37 National Highways raise no objection to the proposed development.
- 7.38 This position is agreed between the Appellant and the Council.

#### **Ecology**

- 7.39 The Appeal scheme will deliver a minimum biodiversity net gain increase of 22.39% in habitat units, 72.92% in hedgerow units and 586.83% in watercourse units.
- 7.40 Natural England raise no objection, based on ecological grounds, subject to recommendations in accordance with the Ecological Impact Assessment
- 7.41 Following the submission of an updated Great Crested Newt Report & Mitigation Strategy in July 2024 addressing NatureSpace comments no further objection was raised.
- 7.42 Surrey Wildlife Trust, a non-statutory consultee, raise no objection to the proposed development.
- 7.43 This position is agreed between the Appellant and the Council.

#### **Landscape**

- 7.44 The Site is not subject to any national, local or other landscape designations.
- 7.45 A substantial portion of the Site is retained and enhanced as Green Infrastructure (c.88% or 52ha).
- 7.46 No objection on landscape grounds has been raised.
- 7.47 This position is agreed between the Appellant and the Council.

#### **Archaeology**

- 7.48 The Archaeological Officer raises no objection, based on archaeological grounds, subject to the recommended condition.
- 7.49 This position is agreed between the Appellant and the Council.

#### **Flood Risk & Drainage**

- 7.50 The entire site is designated as Flood Zone 1. This is land defined as having less than 0.1% (1 in 1,000) Annual Exceedance Probability (AEP) of flooding from rivers or sea in any year, classified as a low probability of fluvial flooding.
- 7.51 Based upon the FRA and Site Drainage Statement, the Lead Local Flood Authority (LLFA) raise no objection subject to conditions.

7.52 The Environment Agency raise no objection, subject to the recommended conditions.

7.53 This position is agreed between the Appellant and the Council.

#### **Ground Conditions**

7.54 The site investigations have not identified any significant contamination in the area of proposed residential and commercial development which cannot be remediated as part of the development works.

7.55 The Contamination Officer raise no objection based on contamination grounds, subject to the recommended conditions.

7.56 The Environment Agency raise no objection, subject to the recommended conditions.

7.57 This position is agreed between the Appellant and the Council.

#### **Socio-Economic Benefits and Social Infrastructure**

7.58 From an economic perspective, the construction and operational phase of the development will provide opportunities for new employment and will financially contribute to the local economy. Socially the provision of new homes, with a range of types, affordability, adaptability and sizes, will provide much needed homes for all ages and needs of the community.

7.59 There is currently sufficient capacity in the existing GP surgeries that could accommodate the additional demand generated by the proposed development.

7.60 No objections on the grounds of socio-economic benefits and social infrastructure have been raised.

7.61 This position is agreed between the Appellant and the Council.

#### **Noise, Air Quality and Odour**

7.62 The required target internal noise levels are achievable via conventional mitigation measures, including glazing and ventilation.

7.63 No evidence of noise or vibration caused by quarrying or landfill activities in the surrounding area were found.

7.64 The construction and operational air quality effects are judged to be not significant. Future residents and users will experience acceptable air quality, with pollutant concentrations in the Redhill AQMA continuing to be below the Air Quality Objectives.

7.65 The development parcels are at a sufficient distance from the Redhill Landfill to conclude odour impacts will not affect the amenity of the proposed residents/users. Additionally, the dust and fine particle emissions from the quarry and landfill will not be significant at the site.

7.66 No objections on the grounds of noise, air quality and odour have been raised.

7.67 This position is agreed between the Appellant and the Council.

**Minerals and Waste**

- 7.68 The Environmental Health Officer raised no objection to the scheme.
- 7.69 The Minerals and Waste Officer raised no objection subject to conditions.
- 7.70 This position is agreed between the Appellant and the Council.

**S106 and CIL**

- 7.71 Tandridge District Council is a CIL Charging Authority and financial contributions will also be secured at the reserved matters stage once the amount of proposed floorspace is fixed.
- 7.72 The section 106 planning obligation will include suitably worded provisions securing, among other things, the £4m highways contribution, travel plan, affordable housing provision, and BNG obligations.
- 7.73 This position is agreed between the Appellant and the Council.

**London Gatwick**

- 7.74 London Gatwick raises no objection in regard to aerodrome safeguarding, subject to a recommended condition.
- 7.75 This position is agreed between the Appellant and the Council.

## 8.0 AREAS OF DISAGREEMENT

### 8.1 Reason for refusal 1:

*The proposed development would constitute inappropriate development in the Green Belt causing significant harm to the openness and harm to the visual amenities of the Green Belt. The proposal would not comply with the requirements of paragraphs 155 and 156 of the National Planning Policy Framework (2024) as the development would not be in a sustainable location and necessary improvements would not be made to local infrastructure to cater for the needs of the occupiers of the new development. No very special circumstances exist, either individually or cumulatively, to clearly outweigh the harm by reasons of inappropriateness and other identified harm. As such, the proposal is contrary to the provisions of Policies DP10 and DP13 of the Tandridge Local Plan Part 2: Detailed Policies and the provisions of the National Planning Policy Framework (2024) as a whole.*

### 8.2 Reason for refusal 2:

*The proposed development would result in less than substantial harm to the heritage significance of St Peter and St Paul's Church and the Folly at Redwood, as defined in paragraph 215 of the NPPF. No heritage or public benefits have been demonstrated as part of this application to outweigh such harm given the unsustainable location of the proposed development. The proposal would therefore be contrary to the provisions Policy DP20 of the Tandridge District Local Plan: Part 2 - Detailed Policies (2014) and the provisions of the National Planning Policy Framework 2024.*

### Overall Position

- 8.3 The parties disagree as to the degree of harm to the character and appearance of the area
- 8.4 The parties disagree whether or not the site is in a sustainable location
- 8.5 The parties disagree as to sufficient undertakings have been provided that would ensure that the extra care facility beds proposed would in fact fall within a C2 use.
- 8.6 The parties disagree as to the degree of heritage harm and the weight to be attached to the heritage harm, and regarding the outcome of the balancing exercise under paragraph 215 of the NPPF.
- 8.7 The parties disagree whether or not the scheme comprises not inappropriate development under paragraph 155 of the NPPF.
- 8.8 The parties disagree as to the weight to be attached to the benefits of the scheme
- 8.9 The parties disagree as to whether or not the NPPF paragraph 153 test has been met. Parties disagree as to whether the harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.
- 8.10 The parties disagree as to whether or not any adverse impacts of the proposal significantly and demonstrably outweigh the benefits of the scheme for the purposes of paragraph 11(d)(ii) of the NPPF.

## 9.0 SIGNATURES

- 9.1 Ahead of the Inquiry, the Appellant will liaise with the Council with the intention of agreeing the contents of this Statement of Common Ground, and will issue a final, signed version, as per the below.
- 9.2 The parties agree that this Statement is an accurate reflection of the common ground between them:

Signed on behalf of the Appellant (Nutfield Park Developments Limited (Ltd)):

Name: Richard Henley

Date: 13 January 2026

Position: Executive Director of hgh Consulting

Signed on behalf of Tandridge District Council:

Name: *Simon Dunn-Lwin*

Date: 13 January 2026

Position: Principal Appeals Officer

**APPENDIX 1: SCC HIGHWAYS RESPONSE (DATED 14<sup>TH</sup> MARCH 2025)**

**S**

<b>APPLICATION NUMBER</b>	<b>2023/1281</b>
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## **DEVELOPMENT AFFECTING ROADS**

### **TOWN AND COUNTRY PLANNING GENERAL DEVELOPMENT ORDER 1992**

**Location:** Nutfield Green Park, The Former Laporte Works, Nutfield Road, Nutfield, Surrey

**Development:** Outline planning permission for the development of the site for new homes (Use Class C3) and Integrated Retirement Community (Use Classes C2, E(e), F2), creation of new access, landscaping and associated works to facilitate the development, in phases which are severable (Outline with all matters reserved, except for Access). (Additional Information Received 05.02.2024 Re: Highways and Ecology Issues)

<b>Contact Officer</b>	James Lehane	<b>Original Consultation Date</b>	6 February 2024	<b>Response Date</b>	14 March 2025
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The proposed development has been considered by THE COUNTY HIGHWAY AUTHORITY who having assessed the application on safety, capacity and policy grounds, including the additional materials submitted up to the December 2024 'Comprehensive Transport Update' note, recommends the following conditions and contributions be imposed in any permission granted:

#### **S106 Contributions**

1. A contribution towards Digital Demand Responsive Transport and mainstream bus services in the local area, totalling £4,000,000.
2. Travel Plan Monitoring Fee of £6,150.
3. Funding for the delivery and advertisement of Traffic Regulation Order changes associated with the offsite highway measures (£3,000).

#### **Conditions**

1. No part of the development shall be first occupied unless and until the proposed access to the A25 has been constructed and provided with a continuous pedestrian footway crossing and vehicular visibility zones in accordance with the approved plans (drawing number VD22815-VEC-HGN-NUT-SK-SH-005) and thereafter the visibility zones shall be kept permanently clear of any obstruction over 0.6m high.

2. Prior to the first occupation of the development a Travel Plan shall be submitted for the written approval of the Local Planning Authority in accordance with the sustainable development aims and objectives of the National Planning Policy Framework, Surrey County Council's "Travel Plans Good Practice Guide". The approved Travel Plan shall be implemented on the first occupation, and for each and every subsequent occupation of the development, thereafter the Travel Plan shall be maintained and developed to the satisfaction of the Local Planning Authority.
3. The development hereby approved shall not be first occupied unless and until a scheme of highway improvements have been delivered to include the following highway measures. The final details of all measures to be determined through the Highway Authority's Section 278 Application process:
  - a. A controlled pedestrian crossing on the A25, to the west of the junction with Cooper's Hill Road and Church Hill, in general accordance with drawing number 226799/PD15 Rev A.
  - b. A controlled pedestrian crossing on the A25, to the east of the junction with Mid Street, in general accordance with drawing number 226799/PD06 Rev A.
  - c. A pedestrian crossing on the A25 to the west of the development, in general accordance with drawing reference 226799/PD13 Rev A.
  - d. Alterations to the A25 junction with Mid Street to provide improved capacity on the Mid Street arm in general accordance with drawing reference 226799/PD11.
  - e. Extension of the existing 30mph speed limit to the west of the site access in general accordance with drawing reference VD22815-VEC-HGN-NUY-SK-CH-005, including any traffic calming measures as required and identified through the Highway Authority's S278 Technical Approvals and Road Safety Auditing process.

In the event that the statutory processes required to deliver the Traffic Regulation Orders associated with this item, the Applicant shall work with the Highway Authority in order to identify a scheme of suitable alternative road safety improvements.

4. The development hereby approved shall not be first occupied unless and until a continuous, accessible cycle route with appropriate lighting had been provided between the site and Redhill in general accordance with the proposed scheme (detailed in document reference 24-0342 NUT) and conforming with the standards set out in Local Transport Note 1/20.
5. The development hereby approved shall not be first occupied unless and until facilities for high quality, secure, lit and covered parking of bicycles and the provision of a charging point with timer for e-bikes by said facilities have been provided within the development site in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority and thereafter the said approved facilities shall be provided, retained and maintained to the satisfaction of the Local Planning Authority.
6. The development hereby approved shall not be first occupied unless and until the internal site roads and footways have been laid out and space has been provided within the site for vehicles to be parked and for vehicles to turn so that they may enter and leave the site in forward gear in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority, compliant with the Healthy Streets for Surrey Guidance.

Thereafter the parking and turning areas shall be retained and maintained for their designated purposes.

7. No development shall commence until a Construction Transport Management Plan, to include details of the following items has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction of the development:
  - a. Parking for vehicles of site personnel, operatives and visitors.
  - b. Loading and unloading of plant and materials.
  - c. Storage of plant and materials.
  - d. Programme of works (including measures for traffic management).
  - e. Provision of boundary hoarding behind any visibility zones.
  - f. HGV deliveries and hours of operation.
  - g. Vehicle routing.
  - h. Measures to prevent the deposit of materials on the highway.
  - i. Before and after construction condition surveys of the highway and a commitment to fund the repair of any damage caused.
  - j. On-site turning for construction vehicles

## **Reasons**

The above conditions 1, 3, 4, 6 and 7 are required to ensure that the proposed development would not result in unacceptable impacts to the safe operation of the public highway, with reference to the National Planning Policy Framework 2024 (NPPF) Paragraph 116, the Tandridge Local Plan Policy DP5 part 2 and the Surrey Local Transport Plan 4 (LTP4).

The above contributions and conditions 2, 3, 4, 5 and 6 are required in order that the development provides appropriate facilities to enable and encourage sustainable modes of transport, gives priority to pedestrian and cycle movements, facilitates access to high quality public transport and addressed the needs of people with disabilities and reduced mobility in relation to all modes of transport. This is with reference to the NPPF 2024, in particular paragraph 117, the Tandridge Local Plan Policy DP5 parts 3, 4 and 5, and the Surrey LTP4.

## **Informatics**

The permission hereby granted shall not be construed as authority to carry out any works (including Stats connections/diversions required by the development itself or the associated highway works) on the highway or any works that may affect a drainage channel/culvert or water course. In instances where the applicant is not the Highway Authority the applicant is advised that a permit and, potentially, a Section 278 agreement must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. All works (including Stats connections/diversions required by the development itself or the associated highway works) on the highway will require a permit and an application will need to be submitted to the County Council's Street Works Team up to 3 months in advance of the intended start date, depending on the scale of the works proposed and the classification of the road. Please see:

<http://www.surreycc.gov.uk/roads-and-transport/permits-and-licences/traffic-management-permitscheme>

The applicant is also advised that Consent may be required under Section 23 of the Land Drainage Act 1991. Please see:

[www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/floodingadvice](http://www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/floodingadvice)

The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleared wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).

Design standards for the layout and construction of access roads and junctions, including the provision of visibility zones, shall be in accordance with the requirements of the County Highway Authority.

It is the responsibility of the developer to ensure that the electricity supply is sufficient to meet future demands and that any power balancing technology is in place if required. Electric Vehicle Charging Points shall be provided in accordance with the Surrey County Council Vehicular, Cycle and Electric Vehicle Parking Guidance for New Development 2024. Where undercover parking areas (multi-storey car parks, basement or undercroft parking) are proposed, the developer and LPA should liaise with Building Control Teams and the Local Fire Service to understand any additional requirements. If an active connection costs on average more than £3600 to install, the developer must provide cabling (defined as a 'cabled route' within the 2022 Building Regulations) and two formal quotes from the distribution network operator showing this.

The applicant is expected to ensure the safe operation of all construction traffic to prevent unnecessary disturbance obstruction and inconvenience to other highway users. Care should be taken to ensure that the waiting, parking, loading and unloading of construction vehicles does not hinder the free flow of any carriageway, footway, bridleway, footpath, cycle route, right of way or private driveway or entrance. The developer is also expected to require their contractors to sign up to the "Considerate Constructors Scheme" Code of Practice, ([www.ccscheme.org.uk](http://www.ccscheme.org.uk)) and to follow this throughout the period of construction within the site, and within adjacent areas such as on the adjoining public highway and other areas of public realm.

It is the responsibility of the developer to provide e-bike charging points with socket timers to prevent them constantly drawing a current over night or for longer than required. Signage should be considered regarding damaged or shock impacted batteries, indicating that these should not be used/charged. The design of communal bike areas should consider fire spread and there should be detection in areas where charging takes place. With regard to an e-bike socket in a domestic dwelling, the residence should have detection, and an official e-bike charger should be used. Guidance on detection can be found in BS 5839-6 for fire detection and fire alarm systems in both new and existing domestic premises.

Details of the highway requirements necessary for inclusion in any application seeking approval of reserved matters may be obtained from the Transportation Development Planning Division of Surrey County Council.

#### **Note to Planning Officer**

This response from the County Highways Authority (CHA) follows the additional information and updated proposals submitted by the Applicant following our previous response dated 18<sup>th</sup> November 2024.

The further information from the Applicant sought to demonstrate that a private, dedicated, in perpetuity shuttle bus service could be provided in order that the site would provide sufficient

connectivity for sustainable modes of transport and to mitigate the anticipated impacts of the development on highway capacity.

Following detailed review of the submitted information and internal consultation with SCC Passenger Transport and with the LPA, the CHA's position remains that the proposed mechanisms for funding the proposed shuttle bus service would not provide sufficient confidence that the measure would provide a benefit in perpetuity. As such, the provision of a private shuttle bus service would not overcome the existing objection from the CHA.

Given the level of funding (£4 million) that the Applicant has proposed to put behind public transport service improvements, it is considered that this level of funding could instead be provided towards the Council's Digital Demand Responsive Transport scheme (<https://www.surreycc.gov.uk/roads-and-transport/buses-and-other-transport/communitytransport/surrey-connect>) and towards existing mainline bus services.

If this figure is provided as a S106 contribution, as recommended, towards DDRT and public transport services, along with the other improvements listed above, the CHA would no longer be in a position to sustain the previous objection on highway sustainability and capacity grounds.

The above measures would also reduce the severity of impacts on highway capacity to an acceptable degree and it is acknowledged that the appropriate method for mitigating impacts on highway capacity in the current policy context is through enhanced public transport measures.

It remains the case that this is not an ideal location for the type and scale of development proposed in transport terms, particularly with the diffuse nature of the proposed site layout, however if the above measures are secured then there would be some material benefits to the local and wider transport network due to the highways and public transport improvements.

Providing the funding proposed towards public transport facilities as a contribution towards the wider DDRT scheme and existing bus services not only represents a far more robust mechanism to deliver secure long-term facilities but also has the benefit of providing improved infrastructure for existing residents.

hgh

APPENDIX 2: SCC HIGHWAYS EMAIL (DATED 11<sup>TH</sup> APRIL 2025)

James Lehane <James.Lehane@surreycc.gov.uk>

11 April 2025 at

16:01 To: Ellie Fowler <efowler@hghconsulting.com>, David Bird <davidbird@fastmail.co.uk>, Ethan Terry

<Ethan.Terry@slrconsulting.com>, Richard Henley <rhenley@hghconsulting.com>, Rose Adams

<radams@hghconsulting.com>

Cc: Mike Green <mike.green@surreycc.gov.uk>, David Ligertwood <david.ligertwood@surreycc.gov.uk>, Peter Lee

<PLee@tandridge.gov.uk>

Hello all,

Following our recent meeting concerning the above proposals, we have undertaken further internal consultation and detailed consideration of the feasible and viable options to deliver a meaningful public transport package.

As has been explained and reiterated on a number of occasions, it is not considered realistic that the proposed development would be able to reliably provide a good quality public transport scheme in isolation. Given the level of investment in delivering such a service that has been proposed, however, the County Highways Authority is of the view that a suitably robust scheme could be delivered by the Council if the funding was provided as part of a Section 106 Agreement.

Surrey County Council (SCC) currently operates a countywide Surrey Connect Digital Demand Responsive Transport (DDRT) service which offers flexible, bookable public transport on a zonal basis. Services are operated using battery electric accessible minibuses with fares set on a mileage basis.

Passengers can book their trips via an app, on the web and currently via a call centre. Approximately 80% of trips are booked via the app/web. Text messages keep passengers informed of their pickup times. Passenger satisfaction of the Surrey Connect service is consistently around 98%.

#### Service description:

The funding would provide a dedicated one vehicle Surrey Connect DDRT service for Nutfield Green Park, establishing an operating zone with a circa 5-mile radius, including important local destinations residents would wish to access, and SCC would expand the offer to include local communities in the vicinity.

This approach would use the existing SCC digital booking/scheduling platform, call centre and the SCC's preferred transport provider. Passenger trip data can be analysed as necessary to assess and monitor the effectiveness of the scheme.

#### Operating hours:

Monday to Saturday: 6am – 11pm

Sunday 8am – 10pm

Finance:

Estimated running costs are circa £195K/annum, less expected fares income of £48K (the assumption applied by yourselves), this would total a cost £148K/annum.

These costs are based upon current SCC contract costs following competitive tender process for similar services and have been extrapolated out as necessary to reflect the longer operating model.

It is not considered realistic that an in-perpetuity scheme can be delivered by a single development of this scale however the above approach represents the best approach to delivering long-term and meaningful improvements to address the CHA's reasons for objecting to the proposals. By utilising the funding to build on an existing scheme which is being delivered by the County Council, there is far greater scope for a high-quality service to be provided over the longest achievable term.

This approach would have the significant benefit of covering a wider and more flexible geographical area than the proposed private scheme. A further benefit also therefore arises as it would serve to reduce reliance on the private car in the local area, beyond the site boundary, thereby reducing the pressure on local congested sections of the public highway and addressing both the sustainability and highway capacity objections raised by the CHA concerning the proposed development. Given that this would form part of a wider existing and ongoing County led scheme, economies of scale allow this scheme to achieve a greater value for money than could realistically be achieved for a scheme delivered in isolation.

Other funding options have been considered, including diverting a portion of the funding towards existing mainline bus services however it has been determined that this would not represent the ideal solution for the development for two reasons. The first reason for this is that the walking distances from much of the proposed development to the bus services are in excess of recommended maximum distances to achieve a reasonable propensity towards travelling by this mode and therefore the full DDRT option better serves the development itself and, in the CHA's view, better meets the relevant planning tests. The second reason for this approach is a matter of cost efficiency and seeking to achieve the longest term and best value for money improvements, thereby maximising on the benefit delivered by the contribution.

Kind regards,

**James Lehane MCIHT**



### APPENDIX 3: RELEVANT NATIONAL AND LOCAL POLICIES





Ministry of Housing,  
Communities &  
Local Government

# National Planning Policy Framework

December 2024

## 2. Achieving sustainable development

7. The purpose of the planning system is to contribute to the achievement of sustainable development, including the provision of homes, commercial development and supporting infrastructure in a sustainable manner. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs<sup>8</sup>. At a similarly high level, members of the United Nations – including the United Kingdom – have agreed to pursue the 17 Global Goals for Sustainable Development in the period to 2030. These address social progress, economic well-being and environmental protection<sup>9</sup>.
8. Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
  - a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
  - b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
  - c) **an environmental objective** – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
9. These objectives should be delivered through the preparation and implementation of plans and the application of the policies in this Framework; they are not criteria against which every decision can or should be judged. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.

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<sup>8</sup> Resolution 42/187 of the United Nations General Assembly.

<sup>9</sup> Transforming our World: the 2030 Agenda for Sustainable Development.

10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a **presumption in favour of sustainable development** (paragraph 11).

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## The presumption in favour of sustainable development

11. Plans and decisions should apply a presumption in favour of sustainable development.

For **plan-making** this means that:

- a) all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;
- b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas<sup>10</sup>, unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area<sup>11</sup>; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

For **decision-taking** this means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date<sup>8</sup>, granting permission unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance<sup>7</sup> provides a strong reason for refusing the development proposed; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed

<sup>10</sup> As established through statements of common ground (see paragraph 28).

<sup>11</sup> The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 194) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, a National Landscape, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 75); and areas at risk of flooding or coastal change.<sup>8</sup> This includes, for applications involving the provision of housing, situations where: the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer as set out in paragraph 78); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years. See also paragraph 232.<sup>9</sup> The policies referred to are those in paragraphs 66 and 84 of chapter 5; 91 of chapter 7; 110 and 115 of chapter 9; 129 of chapter 11; and 135 and 139 of chapter 12.

places and providing affordable homes, individually or in combination<sup>9</sup>.

## 5. Delivering a sufficient supply of homes

61. To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. The overall aim should be to meet an area's identified housing need, including with an appropriate mix of housing types for the local community.
62. To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning practice guidance. In addition to the local housing need

figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.

63. Within this context of establishing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require affordable housing (including Social Rent); families with children; looked after children<sup>12</sup>; older people (including those who require retirement housing, housing with care and care homes); students; people with disabilities; service families; travellers<sup>13</sup>; people who rent their homes and people wishing to commission or build their own homes<sup>14</sup>.
64. Where a need for affordable housing is identified, planning policies should specify the type of affordable housing<sup>15</sup> required (including the minimum proportion of Social Rent homes required), and expect it to be met on-site unless:
  - a) off-site provision or an appropriate financial contribution in lieu can be robustly justified; and
  - b) the agreed approach contributes to the objective of creating mixed and balanced communities.
65. Provision of affordable housing should not be sought for residential developments that are not major developments, other than in designated rural areas (where policies may set out a lower threshold of 5 units or fewer). To support the re-use of

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79. To maintain the supply of housing, local planning authorities should monitor progress in building out sites which have permission. Where the Housing Delivery Test indicates that delivery has fallen below the local planning authority's housing requirement over the previous three years, the following policy consequences should apply:

- a) where delivery falls below 95% of the requirement over the previous three years, the authority should prepare an action plan to assess the causes of underdelivery and identify actions to increase delivery in future years;

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<sup>12</sup> Evidence of need for looked after children can be found in the relevant local authority's Children's Social Care Sufficiency Strategy.

<sup>13</sup> Planning Policy for Traveller Sites sets out how travellers' housing needs should be assessed for those covered by the definition in Annex 1 of that document.

<sup>14</sup> Under section 1 of the Self Build and Custom Housebuilding Act 2015, local authorities are required to keep a register of those seeking to acquire serviced plots in the area for their own self-build and custom house building. They are also subject to duties under sections 2 and 2A of that Act to have regard to this and to give enough suitable development permissions to meet the identified demand. Self and custom-build properties could provide market or affordable housing.

<sup>15</sup> Applying the definition in Annex 2 to this Framework.

- b) where delivery falls below 85% of the requirement over the previous three years, the authority should include a buffer of 20% to their identified supply of specific deliverable sites as set out in paragraph 78 of this framework, in addition to the requirement for an action plan;
- c) where delivery falls below 75% of the requirement over the previous three years, the presumption in favour of sustainable development applies, as set out in footnote 8 of this Framework, in addition to the requirements for an action plan and 20% buffer.

80. The Housing Delivery Test consequences set out above will apply the day following the annual publication of the Housing Delivery Test results, at which point they supersede previously published results. Until new Housing Delivery Test results are published, the previously published result should be used.

81. To help ensure that proposals for housing development are implemented in a timely manner, local planning authorities should consider imposing a planning condition providing that development must begin within a timescale shorter than the relevant default period, where this would expedite the development without threatening its deliverability or viability. For major development involving the provision of housing, local planning authorities should also assess why any earlier grant of planning permission for a similar development on the same site did not start.

## Rural housing

82. In rural areas, planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs, including proposals for community-led development for housing. Local planning authorities should support opportunities to bring forward rural exception sites that will provide affordable housing to meet identified local needs, and consider whether allowing some market housing on these sites would help to facilitate this.

83. To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby.

## 9. Promoting sustainable transport

109. Transport issues should be considered from the earliest stages of plan-making and development proposals, using a vision-led approach to identify transport solutions that deliver well-designed, sustainable and popular places. This should involve:

- a) making transport considerations an important part of early engagement with local communities;
- b) ensuring patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places;
- c) understanding and addressing the potential impacts of development on transport networks;
- d) realising opportunities from existing or proposed transport infrastructure, and changing transport technology and usage – for example in relation to the scale, location or density of development that can be accommodated;
- e) identifying and pursuing opportunities to promote walking, cycling and public transport use; and
- f) identifying, assessing and taking into account the environmental impacts of traffic and transport infrastructure – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains.

110. The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.

111. Planning policies should:

- a) support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities;
- b) be prepared with the active involvement of local highways authorities, other transport infrastructure providers and operators and neighbouring councils, so that strategies and investments for supporting sustainable transport and development patterns are aligned;

- c) identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development;
- d) provide for attractive and well-designed walking and cycling networks with supporting facilities such as secure cycle parking (drawing on Local Cycling and Walking Infrastructure Plans);
- e) provide for any large scale transport facilities that need to be located in the area<sup>16</sup>, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy. In doing so they should take into account whether such development is likely to be a nationally significant infrastructure project and any relevant national policy statements; and
- f) recognise the importance of maintaining a national network of general aviation airfields, and their need to adapt and change over time – taking into account their economic value in serving business, leisure, training and emergency service needs, and the General Aviation Strategy<sup>17</sup>.

112. If setting local parking standards for residential and non-residential development, policies should take into account:

- a) the accessibility of the development;
- b) the type, mix and use of development;
- c) the availability of and opportunities for public transport;
- d) local car ownership levels; and
- e) the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

113. Maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport (in accordance with chapter 11 of this Framework). In town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists.

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<sup>16</sup> Policies for large scale facilities should, where necessary, be developed through collaboration between strategic policy-making authorities and other relevant bodies. Examples of such facilities include ports, airports, interchanges for rail freight, public transport projects and roadside services. The primary function of roadside services should be to support the safety and welfare of the road user (and most such proposals are unlikely to be nationally significant infrastructure projects).

<sup>17</sup> Department for Transport (2015) *General Aviation Strategy*.

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114. Planning policies and decisions should recognise the importance of providing adequate overnight lorry parking facilities, taking into account any local shortages, to reduce the risk of parking in locations that lack proper facilities or could cause a nuisance. Proposals for new or expanded distribution centres should make provision for sufficient lorry parking to cater for their anticipated use.

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## Considering development proposals

115. In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users;
- c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code<sup>18</sup>; and
- d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree through a vision-led approach.

116. Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.

117. Within this context, applications for development should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;

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<sup>18</sup> Policies and decisions should not make use of or reflect the former Design Bulletin 32, which was withdrawn in 2007.

- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

118. All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a vision-led transport statement or transport assessment so that the likely impacts of the proposal can be assessed and monitored.

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# 13. Protecting Green Belt land

142. The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.
143. Green Belt serves five purposes:
  - a) to check the unrestricted sprawl of large built-up areas;
  - b) to prevent neighbouring towns merging into one another;
  - c) to assist in safeguarding the countryside from encroachment;
  - d) to preserve the setting and special character of historic towns; and
  - e) to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
144. The general extent of Green Belts across the country is already established. New Green Belts should only be established in exceptional circumstances, for example when planning for larger scale development such as new settlements or major urban extensions. Any proposals for new Green Belts should be set out in strategic policies, which should:
  - a) demonstrate why normal planning and development management policies would not be adequate;
  - b) set out whether any major changes in circumstances have made the adoption of this exceptional measure necessary;
  - c) show what the consequences of the proposal would be for sustainable development;
  - d) demonstrate the necessity for the Green Belt and its consistency with strategic policies for adjoining areas; and
  - e) show how the Green Belt would meet the other objectives of the Framework.
145. Once established, Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified through the preparation or updating of plans. Strategic policies should establish the need for any changes to Green Belt boundaries, having regard to their intended permanence in the long term, so they can endure beyond the plan period. Where a need for changes to Green Belt boundaries has been established through strategic policies, detailed amendments to those boundaries may be made through non-strategic policies, including neighbourhood plans.

146. Exceptional circumstances in this context include, but are not limited to, instances where an authority cannot meet its identified need for homes, commercial or other development through other means. If that is the case, authorities should review Green Belt boundaries in accordance with the policies in this Framework and propose alterations to meet these needs in full, unless the review provides clear evidence that doing so would fundamentally undermine the purposes (taken together) of the remaining Green Belt, when considered across the area of the plan.

147. Before concluding that exceptional circumstances exist to justify changes to Green Belt boundaries, the strategic policy-making authority should be able to demonstrate that it has examined fully all other reasonable options for meeting its identified need for development. This will be assessed through the examination of its strategic policies, which will take into account the preceding paragraph and whether the strategy:

- a) makes as much use as possible of suitable brownfield sites and underutilised land;
- b) optimises the density of development in line with the policies in chapter 11 of this Framework, including whether policies promote a significant uplift in minimum density standards in town and city centres and other locations well served by public transport; and
- c) has been informed by discussions with neighbouring authorities about whether they could accommodate some of the identified need for development, as demonstrated through the statement of common ground.

148. Where it is necessary to release Green Belt land for development, plans should give priority to previously developed land, then consider grey belt which is not previously developed, and then other Green Belt locations. However, when drawing up or reviewing Green Belt boundaries, the need to promote sustainable patterns of development should determine whether a site's location is appropriate with particular reference to paragraphs 110 and 115 of this Framework. Strategic policy-making authorities should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary.

149. When defining Green Belt boundaries, plans should:

- a) ensure consistency with the development plan's strategy for meeting identified requirements for sustainable development;
- b) not include land which it is unnecessary to keep permanently open;
- c) where necessary, identify areas of safeguarded land between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;

- d) make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following an update to a plan which proposes the development;
- e) be able to demonstrate that Green Belt boundaries will not need to be altered at the end of the plan period; and
- f) define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.

150. If it is necessary to restrict development in a village primarily because of the important contribution which the open character of the village makes to the openness of the Green Belt, the village should be included in the Green Belt. If, however, the character of the village needs to be protected for other reasons, other means should be used, such as conservation area or normal development management policies, and the village should be excluded from the Green Belt.

151. Once Green Belts have been defined, local planning authorities should plan positively to enhance their beneficial use, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land. Where Green Belt land is released for development through plan preparation or review, the 'Golden Rules' in paragraph 156 below should apply.

152. The National Forest and Community Forests offer valuable opportunities for improving the environment around towns and cities, by upgrading the landscape and providing for recreation and wildlife. The National Forest Strategy and an approved Community Forest Plan may be a material consideration in preparing development plans and in deciding planning applications. Any development proposals within the National Forest and Community Forests in the Green Belt should be subject to the normal policies for controlling development in Green Belts.

## Proposals affecting the Green Belt

153. When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt, including harm to its openness<sup>19</sup>. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

154. Development in the Green Belt is inappropriate unless one of the following exceptions applies:

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<sup>19</sup> Other than in the case of development on previously developed land or grey belt land, where development is not inappropriate.

- a) buildings for agriculture and forestry;
- b) the provision of appropriate facilities (in connection with the existing use of land or a change of use), including buildings, for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
- c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;

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- d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
- e) limited infilling in villages;
- f) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and
- g) limited infilling or the partial or complete redevelopment of previously developed land (including a material change of use to residential or mixed use including residential), whether redundant or in continuing use (excluding temporary buildings), which would not cause substantial harm to the openness of the Green Belt.

- h) Other forms of development provided they preserve its openness and do not conflict with the purposes of including land within it. These are:
  - i. mineral extraction;
  - ii. engineering operations;
  - iii. local transport infrastructure which can demonstrate a requirement for a Green Belt location;
  - iv. the re-use of buildings provided that the buildings are of permanent and substantial construction;
  - v. material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds); and
  - vi. development, including buildings, brought forward under a Community Right to Build Order or Neighbourhood Development Order.

155. The development of homes, commercial and other development in the Green Belt should also not be regarded as inappropriate where all the following apply:

- a) The development would utilise grey belt land and would not fundamentally undermine the purposes (taken together) of the remaining Green Belt across the area of the plan;
- b) There is a demonstrable unmet need for the type of development proposed<sup>20</sup>;
- c) The development would be in a sustainable location, with particular reference to paragraphs 110 and 115 of this Framework<sup>21</sup>; and

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- d) Where applicable the development proposed meets the 'Golden Rules' requirements set out in paragraphs 156-157 below.

156. Where major development involving the provision of housing is proposed on land released from the Green Belt through plan preparation or review<sup>22</sup>, or on sites in the Green Belt subject to a planning application<sup>23</sup>, the following contributions ('Golden Rules') should be made:

- a) affordable housing which reflects either: (i) development plan policies produced in accordance with paragraphs 67-68 of this Framework; or (ii) until such policies are in place, the policy set out in paragraph 157 below; b. necessary improvements to local or national infrastructure; and
- c. the provision of new, or improvements to existing, green spaces that are accessible to the public. New residents should be able to access good quality green spaces within a short walk of their home, whether through onsite provision or through access to offsite spaces.

157. Before development plan policies for affordable housing are updated in line with paragraphs 67-68 of this Framework, the affordable housing contribution required to satisfy the Golden Rules is 15 percentage points above the highest existing affordable housing requirement which would otherwise apply to the development, subject to a cap of 50%<sup>24</sup>. In the absence of a pre-existing requirement for affordable housing, a 50% affordable housing contribution should apply by default. The use of site-specific viability assessment for land within or released from the Green Belt

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<sup>20</sup> Which, in the case of applications involving the provision of housing, means the lack of a five year supply of deliverable housing sites, including the relevant buffer where applicable, or where the Housing Delivery Tests was below 75% of the housing requirement over the previous three years; and in the case of traveller sites means the lack of a five year supply of deliverable traveller sites assessed in line with Planning Policy for Traveller sites.

<sup>21</sup> In the case of development involving the provision of traveller sites, particular reference should be made to Planning Policy for Traveller Sites paragraph 13.

<sup>22</sup> The Golden Rules do not apply to: (i) developments brought forward on land released from the Green Belt through plans that were adopted prior to the publication of this Framework; and (ii) developments that were granted planning permission on Green Belt land prior to the publication of this Framework.

<sup>23</sup> Including where there are variations made to existing permissions (where the existing permission involved development that was subject to the Golden Rules).

<sup>24</sup> The 50% cap does not apply to rural exception sites or community-led development exception sites, or if the local planning authority has a relevant existing policy which would apply to the development which is above 50%.

should be subject to the approach set out in national planning practice guidance on viability.

158. A development which complies with the Golden Rules should be given significant weight in favour of the grant of permission.
159. The improvements to green spaces required as part of the Golden Rules should contribute positively to the landscape setting of the development, support nature recovery and meet local standards for green space provision where these exist in the development plan. Where no locally specific standards exist, development proposals should meet national standards relevant to the development (these include Natural England standards on accessible green space and urban greening factor and Green Flag criteria). Where land has been identified as having particular potential for habitat creation or nature recovery within Local Nature Recovery Strategies, proposals should contribute towards these outcomes.

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160. When located in the Green Belt, elements of many renewable energy projects will comprise inappropriate development. In such cases developers will need to demonstrate very special circumstances if projects are to proceed. Such very special circumstances may include the wider environmental benefits associated with increased production of energy from renewable sources.

# 15. Conserving and enhancing the natural environment

187. Planning policies and decisions should contribute to and enhance the natural and local environment by:

- a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);
- b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;
- c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;
- d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures and incorporating features which support priority or threatened species such as swifts, bats and hedgehogs;
- e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and
- f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

188. Plans should: distinguish between the hierarchy of international, national and locally designated sites; allocate land with the least environmental or amenity value, where consistent with other policies in this Framework<sup>25</sup>; take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure; and plan for the enhancement of natural capital at a catchment or landscape scale across local authority boundaries.

189. Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and National Landscapes which have the highest status of protection in relation to these issues. The conservation and

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<sup>25</sup> Where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be preferred to those of a higher quality.

enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks

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- 213. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:
  - a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
  - b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional<sup>26</sup>.
- 214. Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
  - a) the nature of the heritage asset prevents all reasonable uses of the site; and
  - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
  - c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
  - d) the harm or loss is outweighed by the benefit of bringing the site back into use.
- 215. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.
- 216. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
- 217. Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

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<sup>26</sup> Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.

218. Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible<sup>27</sup>. However, the ability to

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<sup>27</sup> Copies of evidence should be deposited with the relevant historic environment record, and any archives with a local museum or other public depository.



## Guidance

# Green Belt

Advice on the role of the Green Belt in the planning system.

From: [Ministry of Housing, Communities and Local Government](#)  
([/government/organisations/ministry-of-housing-communities-local-government](#)),  
[Ministry of Housing, Communities & Local Government \(2018 to 2021\)](#)  
([/government/organisations/ministry-of-housing-communities-and-localgovernment-2018-2021](#)) and [Department for Levelling Up, Housing and Communities](#) ([/government/organisations/department-for-levelling-up-housingand-communities](#)) Published 22 July 2019

Last updated 27 February 2025 —

## Contents

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- Assessing Green Belt to identify grey belt land
- Considering the impact on the remaining Green Belt in the plan area
- Proposals on grey belt land
- Identifying sustainable locations
- Golden Rules
- Considering the potential impact of development on the openness of the Green Belt

## Scope of guidance

This guidance sets out:

- the considerations involved in assessing the contribution Green Belt land makes to Green Belt purposes, where relevant to identifying grey belt land
- the considerations involved in determining whether release or development of Green Belt land would fundamentally undermine the remaining Green Belt in the plan area;
- guidance for considering proposals on potential grey belt land
- guidance on identifying sustainable locations when considering the release or development of Green Belt land
- updated guidance on how major housing development on land which is released from the Green Belt through plan making, or on sites in the Green Belt, should contribute to accessible green space
- updated guidance on how to consider the potential impact of development on the openness of the Green Belt

## Assessing Green Belt to identify grey belt land

This guidance is relevant to those authorities performing a review of Green Belt boundaries to meet housing or other development needs (either prior to or as part of the plan making process), those authorities otherwise required to determine whether land constitutes grey belt in decision making, and others seeking to identify grey belt land.

Where grey belt is identified, it does not automatically follow that it should be allocated for development, released from the Green Belt or for development proposals to be approved in all circumstances. The contribution Green Belt land makes to Green Belt purposes is one consideration in making decisions about Green Belt land. Such decisions should also be informed by an overall application of the relevant policies in the National Planning Policy Framework (NPPF).

### Why should authorities assess their Green Belt to identify grey belt land?

As set out in national policy, the review and alteration of Green Belt boundaries should take place, where necessary, as part of the plan making process. In doing so, we expect authorities to identify grey belt land to inform this review and the prioritisation detailed in [paragraphs 147 and 148 of the NPPF](https://www.gov.uk/guidance/national-planning-policy-framework/13protecting-green-belt-land) (<https://www.gov.uk/guidance/national-planning-policy-framework/13protecting-green-belt-land>).

National policy also requires authorities to identify, where necessary, whether land is grey belt for the purpose of considering applications on Green Belt land. Where land is identified as grey belt land, any proposed development of that land should be considered against [paragraph 155 of the NPPF](https://www.gov.uk/guidance/national-planning-policy) (<https://www.gov.uk/guidance/national-planning-policy>).

[framework/13protecting-green-belt-land](#)), which sets out the conditions in which development would not be inappropriate on grey belt land.

Paragraph: 001 Reference ID: 64-001-20250225

## How should authorities assess their Green Belt to identify grey belt land?

In order to identify grey belt land, authorities should produce a Green Belt assessment, either as part of the review of Green Belt boundaries during the preparation or updating of a local plan, or at another relevant point. This assessment should be informed by the guidance below.

We expect most Green Belt assessments to be undertaken by local authorities or appropriate groups of local authorities. Green Belt assessments should also inform the preparation of Spatial Development Strategies where these will be setting the strategic context for land release.

When updating or preparing plans, authorities will need to consider whether any existing Green Belt assessment remains up to date.

Paragraph: 002 Reference ID: 64-002-20250225

## What are the key steps in a Green Belt assessment?

In order to assess the Green Belt in the relevant local or strategic development area effectively, authorities will need to:

- identify the location and appropriate scale of area/s to be assessed
- evaluate the contribution each assessment area makes to Green Belt purposes (a), (b), and (d), using the criteria identified below
- consider whether applying the policies relating to the areas or assets of particular importance in [footnote 7 to the NPPF](#) (<https://www.gov.uk/guidance/national-planning-policy-framework/2-achieving-sustainable-development#footnote7>) (other than Green Belt) would potentially provide a strong reason for refusing or restricting development of the assessment area identify grey belt land
- identify if the release or development of the assessment area/s would fundamentally undermine the five Green Belt purposes (taken together) of the remaining Green Belt when considered across the area of the plan

Paragraph: 003 Reference ID: 64-003-20250225

## How should authorities define the land to be assessed?

In assessing their Green Belt, it will in most cases be necessary for authorities to divide their Green Belt into separate assessment areas for the purpose of identifying grey belt. The number and size of assessment areas can be defined at a local level and respond to local circumstances. However, the following principles will need to be considered:

- when identifying assessment areas, authorities should consider all Green Belt within their Plan areas in the first instance
- to ensure any assessment of how land performs against the Green Belt purposes is robust, assessment areas should be sufficiently granular to enable the assessment of their variable contribution to Green Belt purposes
- a small number of large assessment areas will not be appropriate in most circumstances – authorities should consider whether there are opportunities to better identify areas of grey belt by subdividing areas into smaller assessment areas where this is necessary
- authorities should consider where it may be appropriate to vary the size of assessment areas based on local circumstances. For example, the assessment of smaller areas may be appropriate in certain places, such as around existing settlements or public transport hubs or corridors

Paragraph: 004 Reference ID: 64-004-20250225

## **How should the contribution land makes to the relevant Green Belt purposes be assessed?**

When making judgements as to whether land is grey belt, authorities should consider the contribution that assessment areas make to Green Belt purposes a, b, and d. Considerations for informing these judgements are set out below:

### **Purpose A – to check the unrestricted sprawl of large built up areas**

This purpose relates to the sprawl of large built up areas. Villages should not be considered large built up areas.

#### **Contribution      Illustrative features**

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**Strong**      Assessment areas that contribute strongly are likely to be free of existing development, and lack physical feature(s) in reasonable proximity that could restrict and contain development.

They are also likely to include all of the following features:

#### **Contribution      Illustrative features**

- be adjacent or near to a large built up area - if developed, result in an incongruous pattern of development (such as an extended “finger” of development into the Green Belt)

---

### Moderate

Assessment areas that contribute moderately are likely to be adjacent or near to a large built up area, but include one or more features that weaken the land’s contribution to this purpose a, such as (but not limited to):

- having physical feature(s) in reasonable proximity that could restrict and contain development
- be partially enclosed by existing development, such that new development would not result in an incongruous pattern of development - contain existing development
- being subject to other urbanising influences

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### Weak or None

Assessment areas that make only a weak or no contribution are likely to include those that:

- are not adjacent to or near to a large built up area - are adjacent to or near to a large built up area, but containing or being largely enclosed by significant existing development

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## Purpose B – to prevent neighbouring towns merging into one another

This purpose relates to the merging of towns, not villages.

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### Contribution      Illustrative Features

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Strong	Assessment areas that contribute strongly are likely to be free of existing development and include all of the following features:
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- forming a substantial part of a gap between towns- the development of which would be likely to result in the loss of visual separation of towns

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Moderate	Assessment areas that contribute moderately are likely to be located in a gap between towns, but include one or more features that weaken their contribution to this purpose, such as (but not limited to):
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- forming a small part of the gap between towns- being able to be developed without the loss of visual separation between towns. This could be (but is not limited to) due to the presence or the close proximity of structures,

### Contribution      Illustrative Features

natural landscape elements or topography that preserve visual separation

Weak or None	<p>Assessment areas that contribute weakly are likely to include those that:</p> <ul style="list-style-type: none"> <li>- do not form part of a gap between towns, or</li> <li>- form part of a gap between towns, but only a very small part of this gap, without making a contribution to visual separation</li> </ul>
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#### **Purpose D – to preserve the setting and special character of historic towns**

This purpose relates to historic towns, not villages. Where there are no historic towns in the plan area, it may not be necessary to provide detailed assessments against this purpose.

#### **Contribution      Illustrative Features**

Strong	<p>Assessment areas that contribute strongly are likely to be free of existing development and to include all of the following features:</p> <ul style="list-style-type: none"> <li>- form part of the setting of the historic town</li> <li>- make a considerable contribution to the special character of a historic town. This could be (but is not limited to) as a result of being within, adjacent to, or of significant visual importance to the historic aspects of the town</li> </ul>
Moderate	<p>Assessment areas that contribute moderately are likely to form part of the setting and/or contribute to the special character of a historic town but include one or more features that weaken their contribution to this purpose, such as (but not limited to):</p> <ul style="list-style-type: none"> <li>- being separated to some extent from historic aspects of the town by existing development or topography</li> <li>- containing existing development</li> <li>- not having an important visual, physical, or experiential relationship to historic aspects of the town</li> </ul>
Weak or None	<p>Assessment areas that make no or only a weak contribution are likely to include those that:</p> <ul style="list-style-type: none"> <li>- do not form part of the setting of a historic town</li> <li>- have no visual, physical, or experiential connection to the historic aspects of the town</li> </ul>

Paragraph: 005 Reference ID: 64-005-20250225

## How should the application of footnote 7 be considered when identifying land as grey belt?

As defined in the NPPF, grey belt excludes land where the application of policies relating to the areas or assets in footnote 7 to the NPPF (other than Green Belt) would provide a strong reason for refusing or restricting development. In reaching this judgement, authorities should consider where areas of grey belt would be covered by or affect other designations in footnote 7. Where this is the case, it may only be possible to provisionally identify such land as grey belt in advance of more detailed specific proposals.

Paragraph: 006 Reference ID: 64-006-20250225

### Making an assessment of whether land is grey belt

After consideration of the above criteria, any assessment area that is not judged to strongly contribute to any one of purposes a, b, or d can be identified as grey belt land, subject to the exclusion of land where the application of the policies relating to the areas or assets in footnote 7 to the NPPF (other than Green Belt) would provide a strong reason for refusing or restricting development.

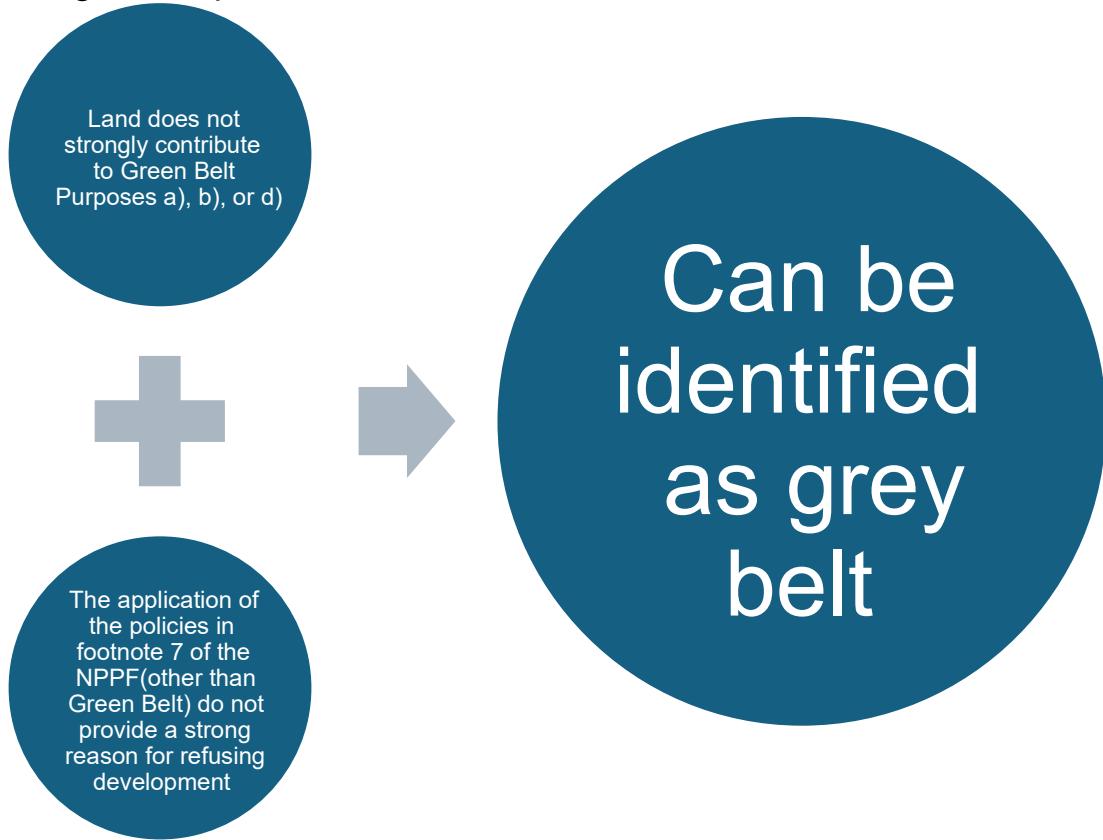


Figure 1. When can land be identified as grey belt

Paragraph: 007 Reference ID: 64-007-20250225

## Considering the impact on the remaining Green Belt in the plan area

### How can the impact of releasing or development on the remaining Green Belt in the plan area be assessed?

A Green Belt assessment should also consider the extent to which release or development of Green Belt land (including but not limited to grey belt land) would fundamentally undermine the purposes (taken together) of the remaining Green Belt across the plan area as whole.

In reaching this judgement, authorities should consider whether, or the extent to which, the release or development of Green Belt Land would affect the ability of all the remaining Green Belt across the area of the plan from serving all five of the Green Belt purposes in a meaningful way.

Paragraph: 008 Reference ID: 64-008-20250225

## Proposals on grey belt land

### How can Green Belt assessments be used in the development management process?

An assessment of Green Belt will (alongside other considerations) inform the determination of applications which involve reaching a judgement as to whether proposals utilise grey belt land and whether development of the site would fundamentally undermine the purposes of the remaining Green Belt across the plan area.

Where grey belt sites are not identified in existing plans or Green Belt assessments, it is expected that authorities should consider evidence, in light of this guidance, on:

- whether the site strongly contributes to the Green Belt purposes a, b or d; and
- whether the application of policies to areas and assets of particular importance identified in footnote 7 to the NPPF (other than Green Belt) provide a strong reason to restrict development; and
- whether development of the site would fundamentally undermine the purposes of the remaining Green Belt across the plan area, as set out in national policy and this guidance.

Paragraph: 009 Reference ID: 64-009-20250225

## In what circumstances should proposals on grey belt land be approved?

Where a site is judged to be grey belt, and to not fundamentally undermine the purposes of the remaining Green Belt across the plan area if released or developed, wider considerations will still be relevant to the consideration of development proposals on the site. These would include determining whether the development would not be inappropriate development in the Green Belt, as set out in [paragraph 155 of the NPPF](#)

(<https://www.gov.uk/guidance/national-planning-policy-framework/13-protectinggreen-belt-land>). That question would include consideration of whether a development is sustainably located, whether it would meet the 'Golden Rules' contributions (where applicable), and whether there is a demonstrable unmet need for the type of development proposed.

Where a development is not inappropriate in the Green Belt, this does not itself remove the land from the Green Belt nor require development proposals to be approved. In accordance with [section 38\(6\) of the Planning and Compulsory Purchase Act 2004](#) (<https://www.legislation.gov.uk/ukpga/2004/5/section/38>), wider policies and considerations apply, including those in the area's adopted Plan, and in the NPPF read as a whole.

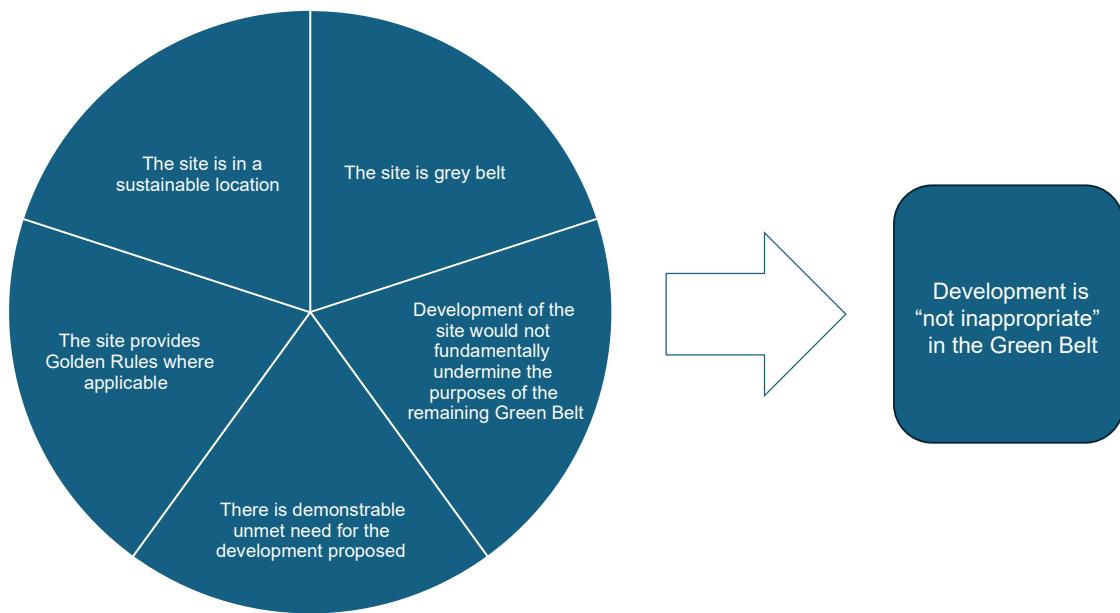


Figure 2. When is development in the Green Belt not inappropriate under paragraph 155 of the NPPF?

Paragraph: 010 Reference ID: 64-010-20250225

## Identifying sustainable locations

## How should authorities establish whether Green Belt land is in sustainable locations?

The Framework is clear that, when reviewing Green Belt boundaries, the need to promote sustainable patterns of development should determine whether a site's location would be appropriate for the kind of development proposed. Similarly, when making decisions regarding planning applications on grey belt land, authorities should ensure that the development would be in a sustainable location. For the purpose of these decisions, where grey belt land is not in a location that is or can be made sustainable, development on this land is inappropriate.

Whether locations are sustainable should be determined in light of local context and site or development-specific considerations. However, in reaching these judgements, national policy is clear that authorities should consider opportunities to maximise sustainable transport solutions, as set out in [paragraphs 110 and 115 of the NPPF](#) (<https://www.gov.uk/guidance/national-planning-policy-framework/9-promotingsustainable-transport>).

Paragraph: 011 Reference ID: 64-011-20250225

## Golden Rules

Further guidance on Golden Rules for Green Belt development is set out in the [Viability guidance](#) (<https://www.gov.uk/guidance/viability#golden-rules-for-green-belt-development>).

## How can major housing development on land which is released from the Green Belt through plan making, or on sites in the Green Belt, contribute to accessible green space?

The following contributions to accessible green space should be considered:

- New residents and the wider public should be able to access good quality green spaces which are safe; visually stimulating and attractive; welldesigned; sustainably managed and maintained; and seek to meet the needs of the communities which they serve.
- Accessible green spaces are areas of vegetation set within a landscape or townscape, often including blue space, which are available for public use free of charge and with limited time restrictions.
- Where possible access to green spaces should include safe active travel routes and should be served by public transport, which also means

providing the necessary infrastructure (such as footpaths and bridleways).

- Proposals should consider how the creation or enhancement of existing green spaces can contribute to the priorities for nature recovery set out within the relevant Local Nature Recovery Strategies, providing greater benefit to nature and contributing to the delivery of wider environmental outcomes.
- Where appropriate, authorities should consider the use of conditions or planning obligations. The Community Infrastructure Levy can also be used to fund improvements to existing greenspaces or the provision of new ones. Local authorities should consider arrangements for the longterm maintenance of green spaces.

Paragraph: 012 Reference ID: 64-012-20250225

## **Considering the potential impact of development on the openness of the Green Belt**

### **What factors can be taken into account when considering the potential impact of development on the openness of the Green Belt?**

Assessing the impact of a proposal on the openness of the Green Belt, where it is relevant to do so, requires a judgement based on the circumstances of the case. By way of example, the courts have identified a number of matters which may need to be taken into account in making this assessment. These include, but are not limited to:

- openness is capable of having both spatial and visual aspects – in other words, the visual impact of the proposal may be relevant, as could its volume
- the duration of the development, and its remediability – taking into account any provisions to return land to its original state or to an equivalent (or improved) state of openness
- the degree of activity likely to be generated, such as traffic generation

Paragraph: 013 Reference ID: 64-013-20250225

### **How should harm to the Green Belt including harm to its openness be considered if a development is not inappropriate development?**

[Footnote 55 to the NPPF \(<https://www.gov.uk/guidance/national-planning-policy-framework/13-protecting-green-belt-land#footnote55>\)](https://www.gov.uk/guidance/national-planning-policy-framework/13-protecting-green-belt-land#footnote55) sets out that if development

is considered to be not inappropriate development on previously developed land or grey belt, then this is excluded from the policy requirement to give substantial weight to any harm to the Green Belt, including to its openness.

This is consistent with rulings from the courts on these matters that, where development (of any kind, now including development on grey belt or previously developed land) is not considered to be inappropriate in the Green Belt, it follows that the test of impacts to openness or to Green Belt purposes are addressed and that therefore a proposal does not have to be justified by “very special circumstances”.

Paragraph: 014 Reference ID: 64-014-20250225

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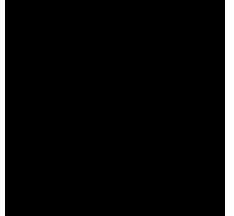
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# Tandridge Local Plan

## Part 2: Detailed Policies

2014 – 2029

A large, detailed silhouette of a mature tree with a thick trunk and spreading branches, set against a white background. The tree is positioned on a grassy hillside that slopes upwards towards the right. The silhouette is rendered in a dark green color.

Adopted  
Version

July 2014

## 1 Overview & Introduction

### Foreword

**1.1** The purpose of planning is to help achieve sustainable development. It is about positive growth and changing for the better – making economic, environmental and social progress for this and future generations. The planning system is an important tool in helping to deliver sustainable development across Tandridge, finding creative ways to enhance and improve the District for all sections of the community.

**1.2** The starting point in the positive preparation of all planning policies is the presumption in favour of sustainable development as expressed in the National Planning Policy Framework. From this, the Council seeks to address the challenging and sometimes conflicting needs of enabling appropriate levels of growth and new development whilst protecting the District's valued environment, assets and quality of life.

**1.3** The Council's overarching policy for assessing development proposals in the District is as follows:

#### **DP1: Sustainable Development**

**A. When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.**

**B. Planning applications that accord with the policies in this Local Plan (and, where relevant, with polices in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.**

**C. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then permission will be granted unless material considerations indicate otherwise – taking into account whether:**

- 1. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or**
- 2. Specific policies in that Framework indicate that development should be restricted.**

## 10 Green Belt

**10.1** The Green Belt in Tandridge is part of the Metropolitan Green Belt surrounding London. It is therefore important for the Council to carefully manage development in order to maintain the fundamental aim of keeping land permanently open. Without the Green Belt the outward spread of London would be uncontrolled, resulting in an expanding urban area and the coalescence of settlements.

**10.2** The Core Strategy acknowledges the importance of the Green Belt and proposes no changes to the current boundaries, unless sufficient land cannot be identified for housing within existing settlements. In this instance, growth will be directed to sustainable locations on land immediately adjoining built up areas i.e. which are currently within the Green Belt.

**10.3** It is important to note that the classification of land as 'Green Belt' is a planning designation, rather than a description of the land itself and that Green Belt policy is primarily a 'tool' used to control urban development and maintain the openness of land around towns, as opposed to a countryside protection policy. Nevertheless its designation is crucial to check the unrestricted sprawl of London; to prevent neighbouring towns merging; to assist in safeguarding the countryside from encroachment and to assist in urban regeneration by encouraging the re-use of previously developed land.

**10.4** Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. In the case of Tandridge, this would either be through a review of the Core Strategy and/or through the production of a Site Allocations Development Plan Document. However, in the event of such a review, the purposes of the Green Belt will remain unaltered.

**10.5** As is consistent with the national approach, the construction of new buildings is inappropriate in the Green Belt (as defined on the Policies Map); exceptions to this are set out at paragraph 89 of the NPPF. Certain other forms of development are also not inappropriate provided they preserve the openness of the Green Belt and do not conflict with the purposes of including land in the Green Belt; these are set out at paragraph 90 of the NPPF.

**10.6** As with previous Green Belt policy, inappropriate development which is, by definition, harmful to the Green Belt will not be approved unless the applicant is able to demonstrate the existence of very special circumstances. Such 'very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

### DP10: Green Belt

**A. The extent of the Green Belt is shown on the Policies Map. Only in exceptional circumstances will the Green Belt boundaries be altered and this would be through a review of the Core Strategy and/or through a Site Allocations Development Plan Document.**

**B. Within the Green Belt, planning permission for any inappropriate development which is, by definition, harmful to the Green Belt, will normally be refused. Proposals involving inappropriate development in the Green Belt will only be permitted where very special circumstances exist, to the extent that other considerations clearly outweigh any potential harm to the Green Belt by reason of inappropriateness and any other harm.**



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