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Contact Officer:

John Armstrong, Democratic Services Manager
Tel: 01483 444102

18 September 2017

Dear Councillor

Your attendance is requested at a meeting of the **EXECUTIVE** to be held in the Council Chamber, Millmead House, Millmead, Guildford, Surrey GU2 4BB on **TUESDAY 26 SEPTEMBER 2017** at **7.30 pm** (please note later start time)

Yours faithfully

James Whiteman
Managing Director

MEMBERS OF THE EXECUTIVE

Chairman:
Councillor Paul Spooner
(Leader of the Council and Lead Councillor for Planning and Regeneration)

Vice-Chairman:
Councillor Matt Furniss
(Deputy Leader of the Council and Lead Councillor for Infrastructure and Governance)

Councillor David Bilbé, Lead Councillor for Economic Development and Tourism
Councillor Richard Billington, Lead Councillor for Rural Economy, Countryside, Parks and Leisure
Councillor Philip Brooker, Lead Councillor for Housing and Environment
Councillor Geoff Davis, Lead Councillor for Special Projects and Social Enterprise
Councillor Graham Ellwood, Lead Councillor for Licensing and Community Safety
Councillor Michael Illman, Lead Councillor for Finance and Asset Management
Councillor Nikki Nelson-Smith, Lead Councillor for Social Welfare, Heritage and the Arts
Councillor Iseult Roche, Lead Councillor for Project Aspire, Health, Safeguarding and Sport

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QUORUM 3



THE COUNCIL'S STRATEGIC FRAMEWORK

Vision – for the borough

For Guildford to be a town and rural borough that is the most desirable place to live, work and visit in South East England. A centre for education, healthcare, innovative cutting-edge businesses, high quality retail and wellbeing. A county town set in a vibrant rural environment, which balances the needs of urban and rural communities alike. Known for our outstanding urban planning and design, and with infrastructure that will properly cope with our needs.

Five fundamental themes that support the achievement of our vision:

- **Our Borough** - ensuring that proportional and managed growth for future generations meets our community and economic needs
- **Our Economy** - improving prosperity for all by enabling a dynamic, productive and sustainable economy that provides jobs and homes for local people
- **Our Infrastructure** - working with partners to deliver the massive improvements needed in the next 20 years, including tackling congestion issues
- **Our Environment** - improving sustainability and protecting our countryside, balancing this with the needs of the rural and wider economy
- **Our Society** - believing that every person matters and concentrating on the needs of the less advantaged

Your Council – working to ensure a sustainable financial future to deliver improved and innovative services

Values for our residents

- We will strive to be the best Council.
- We will deliver quality and value for money services.
- We will help the vulnerable members of our community.
- We will be open and accountable.
- We will deliver improvements and enable change across the borough.

Mission – for the Council

A forward looking, efficiently run Council, working in partnership with others and providing first class services that give our society value for money, now and for the future.

AGENDA

ITEM NO.

1 APOLOGIES FOR ABSENCE

2 LOCAL CODE OF CONDUCT - DISCLOSABLE PECUNIARY INTEREST

In accordance with the Councillors' Code of Conduct, a councillor is required to disclose at the meeting any disclosable pecuniary interest (DPI) that they may have in respect of any matter for consideration on this agenda. Any councillor with a DPI must not participate in any discussion or vote regarding that matter and they must also withdraw from the meeting immediately before consideration of the matter.

If that DPI has not been registered, the councillor must notify the Monitoring Officer of the details of the DPI within 28 days of the date of the meeting.

3 MINUTES (Pages 1 - 10)

To confirm the minutes of the meeting of the Executive held on 18 July 2017.

4 * RISK MANAGEMENT STRATEGY AND FRAMEWORK 2017 (Pages 11 - 24)

5 * GUILDFORD BOROUGH PLANNING CONTRIBUTIONS SUPPLEMENTARY PLANNING DOCUMENT UPDATE 2017 (Pages 25 - 178)

6 TOWN TWINNING AND INTERNATIONAL RELATIONSHIPS (Pages 179 - 190)

7 TIMETABLE OF COUNCIL AND COMMITTEE MEETINGS 2018-19 (Pages 191 - 194)

Key Decisions:

Any item on this agenda that is marked with an asterisk is a key decision. The Council's Constitution defines a key decision as an executive decision which is likely to result in expenditure or savings of at least £200,000 or which is likely to have a significant impact on two or more wards within the Borough.

Under Regulation 9 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, whenever the Executive intends to take a key decision, a document setting out prescribed information about the key decision including:

- the date on which it is to be made,
- details of the decision makers,
- a list of the documents to be submitted to the Executive in relation to the matter,
- how copies of such documents may be obtained

must be available for inspection by the public at the Council offices and on the Council's website at least 28 clear days before the key decision is to be made. The relevant notice in respect of the key decisions to be taken at this meeting was published as part of the Forward Plan on 29 August 2017.

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EXECUTIVE

18 July 2017

- * Councillor Paul Spooner (Chairman)
- * Councillor Matt Furniss (Vice-Chairman)

- Councillor David Bilbé
- * Councillor Richard Billington
- * Councillor Philip Brooker
- * Councillor Geoff Davis

- * Councillor Graham Ellwood
- * Councillor Michael Illman
- Councillor Nikki Nelson-Smith
- * Councillor Iseult Roche

*Present

Councillors Adrian Chandler, Angela Gunning, Nigel Kearse, Susan Parker, Caroline Reeves, and Tony Rooth were also in attendance.

EX25 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors David Bilbé and Nikki Nelson-Smith.

EX26 LOCAL CODE OF CONDUCT - DISCLOSABLE PECUNIARY INTEREST

There were no disclosures of interest.

EX27 MINUTES

The Executive approved the minutes of the meeting held on 27 June 2017. The Chairman signed the minutes.

EX28 BUDGET ASSUMPTIONS FOR BUSINESS PLANNING 2018-19 TO 2021-22

The Executive considered a report which set out the suggested parameters that officers would use to prepare the 2018-19 General Fund and Housing Revenue Account (HRA) outline budgets and projections for the following three years to 2021-22. These parameters were the level of:

- (a) general inflation to be assumed in expenditure budgets (excluding any increases of a contractual nature)
- (b) pay award to be assumed in the preparation of the salary budgets
- (c) increase in income to be achieved from fees and charges
- (d) council tax and council tax base increase
- (e) housing rent increase
- (f) business rates increase
- (g) government grant predictions

Setting parameters for the whole of the plan period was beneficial in the calculation of projections over the medium term. Officers therefore proposed working assumptions to use in the preparation of the outline budget for 2018-19 and projections for the following three years.

The Executive noted that the assumptions would result in a deficit between projected income and expenditure of £7.1 million over the period 2018-19 to 2021-22. To address this shortfall, officers would continue to identify savings, efficiencies and additional income as part of the business planning process. In addition, the Council was pursuing a programme of transformation to ensure a financially sustainable future based on:

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- (a) Commercial / traded services
- (b) Asset investment
- (c) Fundamental service reviews including possible alternative service delivery models where appropriate.

Over the coming months, officers would identify the specific actions and projects required to deliver their services and address the deficit.

Having considered the report, the Executive

RESOLVED:

That the budget assumptions summarised in the table below and detailed in the report submitted to the Executive be used in the preparation of the 2018-19 outline budget and for medium term financial planning purposes:

	2018-19	2019-20	2020-21	2021-22
General Inflation	2.0%	2.0%	2.0%	2.0%
Payroll	2.0%	2.0%	2.0%	2.0%
Income	3.0%	3.0%	3.0%	3.0%
Council Tax increase	£5 (approx 3.3%)	£5 (approx 3.3%)	1.9%	1.9%
Business Rates Inflation	3%	3%	2%	2%
Revenue Support Grant (RSG)	No RSG	No RSG	No RSG	No RSG
Council Tax Base Increase (New homes)	0.56%	0.73%	0.80%	1.07%
Housing Rents	1% reduction	1% reduction	CPI for planning purposes	CPI for planning purposes
Average Weighted Investment Returns	2.0	2.1	2.1	2.1

Reason for Decision:

To set the budget assumptions that officers will use to prepare the 2018-19 outline budget and medium term financial plan.

EX29 VEHICLE CAPITAL PROGRAMME TO MARCH 2019

The Executive, having considered a report setting out the planned vehicle replacement capital requirement for 2017-18 and 2018-19, including the provision available for unplanned service developments or unplanned vehicle requirements,

RESOLVED:

That, in respect of the vehicle replacement requirement, the Executive approves the transfer of £300,000 from the provisional capital programme to the approved capital programme in 2017-18, and the transfer of £600,000 from the provisional to the approved capital programme for 2018-19.

Reason for Decision:

To allow the programme of replacements to proceed.

EX30 TUNSGATE PUBLIC REALM SCHEME - APPROVAL OF CAPITAL FUNDING

The Executive considered a report on the Council's scheme for public realm enhancements in Tunsgate in Guildford town centre, which involved the pedestrianisation of Tunsgate for most of the day. The scheme would complement the private sector investment in the area, contribute towards regeneration of this part of the town and improve accessibility and the pedestrian environment.

The Executive noted that the project was included in the Council's draft capital programme, with a budget of £2 million for a wider scheme covering Castle Street, Tunsgate and Chapel Street. Tunsgate was phase one of the wider scheme. The current estimated cost for phase one was £835,000. The report had sought approval to transfer £835,000 from the provisional capital programme to the approved capital programme to enable the scheme to proceed.

The Executive

RESOLVED:

- (1) That the sum of £835,000 be transferred from the provisional General Fund Capital Programme to the approved General Fund Capital Programme in respect of the Castle Street/Tunsgate public realm scheme.
- (2) That the Director of Environment be authorised, in consultation with Lead Councillor for Infrastructure and Governance, to make all necessary arrangements and enter into any relevant agreements to deliver the scheme.

Reason for Decision:

To enable the scheme for public realm enhancements in Tunsgate to proceed.

EX31 SAFER GUILDFORD PARTNERSHIP PLAN 2017-2020

The Executive considered a report on the work and strategic priorities of the Safer Guildford Partnership and which recommended the adoption of the Safer Guildford Partnership Plan 2017-2020, which was appended to the report, by full Council.

The Safer Guildford Partnership **was** required to carry out an annual partnership strategic assessment, the purpose of which was to assist in producing the priorities for the annual three-year rolling partnership plan. The data, which formed the basis of this analysis, was drawn from a variety of sources and partner agencies across Guildford and Surrey.

The Partnership's priorities were based on key policy areas and the Surrey County Council strategic assessment, which drew together key data sets and combined these with the knowledge and experience of local partners. In summary, these were:

- To focus on threat, harm, risk and vulnerability, including
 - serious and organised crime
 - child sexual exploitation
 - modern day slavery
 - domestic abuse
 - threat of radicalisation
 - cyber related crime
 - supporting vulnerable victims

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- To identify and tackle anti-social behaviour hotspot locations and perpetrators
- To reduce re-offending
- To promote reassurance to the public to help make communities stronger

These priorities were included in the proposed new Safer Guildford Partnership Plan 2017-2020, which had been approved by the Executive of the Safer Guildford Partnership.

A review of the Safer Guildford Partnership had recently been completed, which sought to ensure that:

- current ways of working continued to be effective;
- the partnership was fit for purpose and using evidence to inform its activities
- the membership was appropriate to deliver against its priorities
- the partnership was responding to changing national and local priorities

Arising from the review, a number of governance and reporting changes within the Partnership had been introduced, including:

- new members to address gaps in partner representation, including representatives of mental health and probation;
- a revised delivery structure;
- new terms of reference, meeting schedule, agenda structure and performance management arrangements;
- the introduction of an annual review forum to maintain the effectiveness of the Partnership; and
- through a partnership development event, looking back at what had gone well and learning from what may not have.

The ambition of the Safer Guildford Partnership was to be intelligence led and use resources smartly to deliver its community safety plan. This would ensure effective performance and the delivery of tangible outcomes in the right place at the right time.

To support this approach, the Partnership had agreed to the creation of a Partnership Community Safety Analyst. This new role would produce a local strategic assessment based on partnership intelligence and data, drive the work, and focus resources of the partnership. The role would also develop and implement a new performance management framework to enable the partnership to be accountable and improve and provide evidence of its effectiveness. The role would be a fixed term part-time contract for one year initially and the grading was subject to job evaluation. The post would be funded jointly by a significant contribution from Surrey Police and carry forward monies from the Safer Guildford Partnership allocation and report directly to the Community Safety Manager.

Having noted that the Partnership would maintain operational delivery by addressing matters of local concern through the Community Harm and Risk Management Meeting (CHaRMM) and the Joint Action Group (JAG), the Executive

RECOMMEND:

That the Safer Guildford Partnership Plan 2017-2020, as set out in Appendix 1 to the report submitted to the Executive, be approved.

Reason for Recommendation:

To meet the requirement for the Council to adopt a three-year community safety plan for the borough.

EX32 CONSERVATION AREA APPRAISALS FOR RIPLEY AND HOLMBURY ST MARY

The Executive considered a report which sought approval to adopt the draft conservation area appraisals for Holmbury St Mary and for Ripley and to approve a minor boundary change in respect of the Ripley conservation area.

The report explained that the purpose of a conservation area appraisal was to identify clearly what it is about the character of an area that should be preserved or enhanced and to define an area's special interest. The documents could be used by developers when formulating plans in conservation areas, homeowners when planning alterations to their properties and development management when assessing applications in a conservation area.

The report explained in relation to each conservation area appraisal what was special about each area and identified elements that contributed to their significance as a whole. The appraisals provided a greater understanding of an area's character and helped to explain and support the original conservation area designation.

In relation to the Ripley conservation area appraisal, the Executive noted that it was proposed to include within the conservation area the complex of historic buildings to the north side of Ripley Green around Dunsborough House as set out in the draft appraisal statement.

Once adopted, the appraisals would form a material consideration in planning decisions and could be used in the determination of planning appeals and Secretary of State decisions. The Executive

RESOLVED:

- (1) That, subject to the proposed minor boundary change described in this report, the Ripley Conservation Area Appraisal set out in Appendix 3 to the report submitted to the Executive be adopted.
- (2) That the Holmbury St Mary Conservation Area Appraisal, as set out in Appendix 4 to the report, be adopted.

Reason for Decision:

To enable the conservation area appraisals to become material considerations in future planning decisions affecting those areas.

EX33 UPDATE TO THE THAMES BASIN HEATHS SPECIAL PROTECTION AREA AVOIDANCE STRATEGY

Prior to the formal consideration of this matter by the Executive, Gordon Bridger addressed the meeting in accordance with Public Speaking Procedure Rule 3 (a).

The Executive considered a report which sought approval of an update to the current Thames Basin Heaths Special Protection Area (TBHSPA) Avoidance Strategy 2009-2016, which had been adopted in 2010. The Council was obliged to keep planning documents up to date by reviewing them periodically.

Policy NRM6 of the South East Plan required an approach to protecting the Special Protection Area (SPA) from the negative effects of development through the provision of Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring (SAMM). Policy NRM6 formed part of the development plan for the borough.

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The Executive noted that work on the Local Plan had advanced and, for it to be found sound, it must demonstrate that development will not harm the SPA, and would need to be supported by an up-to-date strategy.

The proposed updated strategy had been produced at this time for a number of reasons. The basic principles of the approach had been in place since 2006, with the current approach in place since 2010. Experience gained meant that the Council had developed a better understanding of the costs and work involved in delivering, managing and maintaining SANGs. In particular, it was noted that the current tariff underfunded the scheme, and that there would be a shortfall in funding in the longer term (which could potentially have to be met from other budgets). The update recalculated the SANG tariff so that it more accurately reflected the expected occupancy of dwellings (from the 2011 national census), and the true costs of SANG delivery, maintenance and management.

The SAMM tariff had been updated in line with guidance published by Natural England after the adoption of the SAMM tariff. This had reduced the amount charged.

The new tariffs were considered more appropriate and robust because:

- they more accurately reflected the cost of providing SANG and ensured that SANGs would be adequately funded into the future without recourse to other budgets,
- both tariffs were based on expected occupancy so more accurately reflected the impacts that the homes were likely to have on the SPA, and
- it differentiated between four and five bedroom homes, which had significantly different property values.

There had also been changes to national policy and legislation, notably the introduction of the Community Infrastructure Levy (CIL), exemptions from CIL for certain types of development and a restriction on the pooling of section 106 contributions for the provision of infrastructure. The update had stated that the mechanism by which the SANG tariff was secured was under review and the current approach of using s106 agreements might be supplemented (and possibly replaced) by an alternative form of legal agreement or the CIL, or by a combination of measures. This change had been proposed in order to ensure that the SANG tariff could continue to be collected.

New potential SANGs had been identified since 2010 and the situation surrounding existing SANGs had changed. The update had set out this information, identifying proposals for new SANGs and updating the information about available capacity in current SANGs and ongoing work to identify potential SANGs.

There had been a number of proposals for SANGs on land not owned by the Council. This was not covered in any detail by the existing strategy and the lack of guidance had led to long delays in planning decisions. New guidance was therefore needed to smooth the process and inform discussions between the Council and landowners, and also to set out the arrangements required for the long term management and maintenance of the land to ensure the funding measures put in place were secure.

The current strategy made provision for potential SANGs on Broad Street and Backside and Stringers' Commons. During planning consultations, members of the public and public bodies that dealt with public open space had indicated a strong preference for SANGs to be delivered on new open space. The updated strategy had stated this preference.

In the period immediately prior to the Executive meeting, officers had been asked a number of questions regarding whether the approach could be considered discretionary, and whether an alternative approach could be developed (specifically, an approach centred around keeping dogs on the SPA on leads). Whilst this was a separate matter to adopting the updated SPA strategy, as the current approach would continue whether the updated strategy was adopted or

not, officers had sought advice from Cornerstone Barristers in order to provide clarity on these matters.

A copy of the full advice was appended to the Supplementary Information Sheet circulated at the meeting. The advice had concluded that adopting the approach in policy NMR6 was not discretionary for the Council in adopting their new SPA Avoidance Strategy. In any event, the evidence base for any alternative strategy (in particular the suggested alternative strategy of requiring owners to keep pets on leads) was wholly insufficient for the Council to base an SPA strategy on it.

Having given careful consideration to the matter, the Executive

RESOLVED:

That the Thames Basin Heaths Special Protection Area (SPA) Avoidance Strategy Supplementary Planning Document 2017, as set out in Appendix 1 to the report submitted to the Executive, be adopted and in particular the following new measures contained within the updated strategy:

- The introduction of new SANG and SAMM tariffs in order to address a shortfall in funding and prevent recourse to public funds.
- The introduction of new guidance for SANGs on land not owned by the Council, which deals with how and whether the Council will take ownership of or responsibility for managing new SANGs, in order to ensure planning decisions are not unnecessarily delayed and reduce the risks to the Council.
- The development and possible use of an alternative method by which developer contributions for Suitable Alternative Natural Greenspace (SANG) are collected, moving away from exclusively securing payments through section 106 agreement subject to Legal approval.
- Making the temporary SANG officer post in the Parks and Leisure Service permanent.
- Adopting a preference for new SANGs on new public open space rather than existing public open space (such as the Surrey Commons).

Reasons for Decision:

- To ensure the scheme is adequately funded and no recourse to public funds is needed
- To ensure the scheme is adequately resourced in terms of officer time
- To ensure continued protection for the SPA by providing guidance on the approach to mitigation and avoidance required by policy NRM6 of the South East Plan.
- To provide guidance that will prevent delays in planning decisions
- To support the emerging Local Plan by setting out options for SANG in the next plan period.
- To meet obligations to keep planning documents up to date and deliver a plan-led planning system.

EX34 NORTH DOWNS HOUSING LIMITED 2017 – 2022 BUSINESS PLAN

North Downs Housing Ltd (NDH) was the wholly owned housing company established last year by the Council. Progress was being made to deliver on the initial Business Plan approved by the Executive on 23 February 2016. The Executive considered a report setting out a new medium-term Business Plan covering the period 2016- 2046, which had been adopted by NDH, with a particular focus on the next four years.

NDH had sought a further investment of around £22 million over the next two years to support their proposed Business Plan. This request was reflected in a bid considered by the Executive at its meeting on 24 January 2017 as part of the General Fund Capital Programme report.

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The plan anticipated additional investment in the following subsequent two years; however, NDH would make funding applications to the Council as and when appropriate having regard to the progress made in delivering the plan.

NDH would operate initially in the well-established private sector residential rental and development sectors within the Borough. The property portfolio would be increased over the next four years through a combination of development and acquisition.

NDH had set itself a five-year target to achieve a residential property portfolio of 200 units. To do so, it would require additional funds of approximately £50 million. The company would seek a funding ratio of loan/equity investment of 60:40. The loan facilities would be drawn-down as required.

The Council would fund both the loan investment and cash equity through borrowing. The need and exact timing of any borrowing would be a treasury management decision taken at the time having regard to the Council's cashflow considerations at the time NDH wished to drawdown its financing.

Having considered the report, the Executive

RESOLVED:

- (1) That the North Downs Housing Business Plan, as set out in Appendix 1 to the report submitted to the Executive, be approved.
- (2) That the investment fund of £22 million be transferred from the Provisional General Fund Capital Programme to the approved General Fund Capital Programme to enable the North Downs Housing Ltd Business Plan to be implemented.

Reason for Decision:

To approve a medium-term Business Plan for North Downs Housing Ltd and to provide the necessary funding to facilitate its implementation.

EX35 CREATION OF A NEW EXECUTIVE SHAREHOLDER AND TRUSTEE COMMITTEE

Councillors noted that the Executive last year established North Downs Housing Limited and its parent company Guildford Borough Council Holdings Limited, with the Council as the sole shareholder. The Council was also sole trustee for five charitable trusts: Arundel House (Hamilton Fellows), The Allen House Public Walks and Pleasure Grounds (Allen House), Burpham War Memorial Recreation Ground (part of Sutherland Memorial Park), The Racks Close Open Space Charity and Guildford Sports Ground (Woodbridge Road Sports Ground).

In order to promote good governance and to demonstrate a clear separation between the Council's role as the Municipal Authority and its separate role as shareholder and sole trustee; officers had recommended the creation of an Executive Shareholder and Trustee Committee. This new Committee of the Executive would fulfil the Council's role as sole shareholder in current and future Local Authority Trading Companies and the role of trustee in several charitable trusts where the Council is the sole trustee.

The Executive therefore

RESOLVED:

- (1) That, in accordance with Executive Procedure Rule 1.2 (a), the Executive approves the creation of a committee of the Executive to be called the Executive Shareholder and Trustee Committee.

- (2) That the terms of reference of the Executive Shareholder and Trustee Committee, as shown in Appendix 1 to the report submitted to the Executive, be approved subject to paragraph (3) below and to the correction of the "Shareholder duties" by the deletion of "*including Business Plans*" from the first bullet point and deletion of "*and trustees*" from the second bullet point.
- (3) That the Monitoring Officer be authorised, in consultation with the Leader, Deputy Leader, and the Democratic Services Manager, to take all necessary action to finalise the terms of reference to be included in the Council's Constitution and to make such other consequential amendments to the Constitution as the Monitoring Officer deems appropriate.

Reason for Decision:

To create a committee of the Executive that will review the activities of the Council's Companies and Charities, including monitoring their performance, which will enable the Council to administer more effectively its responsibilities as the sole shareholder of Companies and sole trustee of Charities.

EX36 IMPLICATIONS OF CHANGES TO POLICING IN SURREY - RECOMMENDATIONS FROM OVERVIEW AND SCRUTINY COMMITTEE

The Executive considered a report which set out a proposal to address recommendations made by the Overview and Scrutiny Committee (OSC) in respect of the implications of the changes to policing in Surrey.

In 2016, the OSC established a task and finish group to investigate the implications of policing changes, with particular reference to the impact on Guildford Borough Council services.

The Executive received a brief outline of the task and finish group's work, including the rationale for the group's recommendations, which were considered by the OSC on 6 June 2017. The OSC made four recommendations as follows (three of which were directed to the Executive):

- R1: That the Executive revisit the decision to refocus the Community Safety Wardens, with a view to formally widening the Community Warden role to include community safety elements.
- R2: That the Overview and Scrutiny Committee establish a task and finish group to further review the possible reorganisation or expansion of the Council's anti-social behaviour service.
- R3: That the Executive ensure the Council considers adopting a broader range of community safety powers and measures appropriate, including CSAS accreditation, in order to help provide the most responsive and effective enforcement possible.
- R4: That, with due attention to sustainable costings and budgetary restrictions, the Executive establish a Joint Enforcement Team that includes direct police participation via an agreed Service Level Agreement and is tasked and co-ordinated by Guildford's Joint Action Group.

Following discussions between officers and the Chairman of the OSC, the Lead Councillor for Licensing and Community Safety suggested that all four recommendations are taken forward collectively by a single group.

Rather than Overview and Scrutiny and the Executive separately progressing the matters raised in the task group's report in two different groups, a single group was proposed. Continuing the work in this manner would avoid duplication, ensure a co-ordinated approach, and deliver an effective response to the issues and proposals discussed in the Overview and Scrutiny report.

On balance, the Lead Councillor for Licensing and Community Safety felt that the best approach would be to establish an Executive working group chaired by himself and including interested members of the task and finish group.

The Executive therefore

RESOLVED:

- (1) That all four recommendations of the Overview and Scrutiny task and finish group be taken forward collectively by a single group, which shall be an Executive working group, to be chaired by the Lead Councillor for Licensing and Community Safety.
- (2) That the working group referred to in paragraph (1) above shall include the members of the Overview and Scrutiny task and finish group, namely:

Cllr Nigel Kearse
Cllr Marsha Moseley
Cllr Jo Randall
Cllr Caroline Reeves
Cllr Pauline Searle

and such other councillors, and other persons, as the Lead Councillor deems appropriate.

- (3) That the working group's terms of reference be approved at its first meeting.

Reasons for Decision:

- To comply with Overview and Scrutiny Procedure Rule 12 (c).
- To avoid duplication and ensure a co-ordinated approach, and deliver an effective response to the issues and proposals discussed in the Overview and Scrutiny report.

The meeting finished at 9.32 pm

Signed

Chairman

Date

Executive Report

Report of Chief Internal Auditor

Author: Joan Poole

Tel: 01483 444854

Email: joan.poole@guildford.gov.uk

Lead Councillor responsible: Matt Furniss

Tel: 07891 022206

Email: matt.furniss@guildford.gov.uk

Date: 26 September 2017

Risk Management Strategy and Framework 2017

Executive summary

The Executive is requested to consider the draft Risk Management Strategy and Framework 2017, attached as Appendix 1 to this report. At its meeting held on 27 July 2017, the Corporate Governance and Standards Committee also considered this matter and commended the adoption of the Strategy and Framework to the Executive.

Recommendation to the Executive

That the Risk Management Strategy and Framework 2017 be adopted, subject to:

- (a) the inclusion in *Step 8: Review, Report and Monitor* of the requirement for an annual report to be presented to the Corporate Governance and Standards Committee reviewing progress on the management of risk within the Council generally and monitoring future progress against the Strategy and Framework; and
- (b) the inclusion in the corporate report template of a separate section on "Risk Management Implications"

Reason for Recommendation:

To ensure that there is a system for effective monitoring, development and operation of risk management in the Council.

1. Purpose of Report

- 1.1. To ask the Executive to consider and adopt the new draft Risk Management Strategy and Framework 2017, which is attached as Appendix 1.

2. Strategic Priorities

- 2.1. Effective risk management supports the Council's priority of providing efficient, cost effective and quality public services that give the community value for money and comply with legislation and best practice.

3. Background

- 3.1 Risk management is an integral part of our governance framework but it is an everyday occurrence within services, whether the decision making process is formal or informal. This report was considered initially by the Corporate Governance and Standards Committee, at its meeting on 27 July 2017, as its terms of reference includes 'monitoring the effective development and operation of risk management and corporate governance in the Council'.

- 3.2 Risk is not just about identifying negative events it is also about identifying the positives and the opportunities within day-to-day service delivery or projects. This has become more relevant and important given the Council's ambitious Corporate Plan, the financial pressures that we are facing and our desire to look for income generating business opportunities. It is also sound business practice.

- 3.3 The Council's objectives for risk and opportunity management are to:

- (i) embed risk and opportunity management into the culture of the Council
- (ii) embed the culture of risk and opportunity management at a strategic and operational level and within all projects and partnerships
- (iii) identify and manage the key risks and opportunities facing the Council
- (iv) maximise the opportunities for achieving the corporate objectives and minimise the risks of service failure
- (v) learn from opportunity outcomes and risk failures to improve awareness and our systems and processes.
- (vi) use risk and opportunity management to support the decision-making processes - both strategic and operational
- (vii) comply with our legal obligations and ensure that effective risk and opportunity management arrangements are in place to support the Annual Governance Statement and the overall governance framework of the Council.

- 3.4 Risk management is designed to ensure that the key risks and the opportunities relating to our corporate objectives are identified and managed. Failure to do so could have a significant impact on our performance and our ability to achieve our stated objectives. However, we cannot eradicate every risk and to try to do so would mean that the organisation would not change or move forward. The challenge for us is to achieve high performing, innovative services through the sensible management of risk and opportunity.

Corporate Governance and Standards Committee – 27 July 2017

- 3.5 As mentioned in paragraph 3.1, this matter was considered by the Committee on 27 July. The Committee commended to the Executive the adoption of the Risk Management Strategy and Framework 2017, subject to the following comments:
- (a) the inclusion in *Step 8: Review, Report and Monitor* of the requirement for an annual report to be presented to the Corporate Governance and Standards Committee reviewing progress on the management of risk within the Council generally and monitoring future progress against the Strategy and Framework; and
 - (b) the inclusion in the corporate report template of a separate section on “Risk Management Implications”

- 3.6 The Committee’s comments in (a) and (b) in the above paragraph have been incorporated into the recommendation in this report.

4. Financial Implications

- 4.1 There are no financial implications arising from the adoption of the Strategy.

5. Legal Implications

- 5.1 There are no legal implications arising from the adoption of the Strategy.

6. Human Resources

- 6.1 There are no Human Resource issues arising from the adoption of the Strategy.

7. Conclusion

- 7.1 The last year has been a time of change and challenge for the Council and this looks set to continue. Risk management is an important element in our performance framework to ensure that we manage the existing risks and identify and deal with the emerging risks. We have responded well to recent financial challenges but given the current pressures on the Council and greater expectations from our customers and residents, we have to maximise our opportunities to deliver cost-effective, efficient and innovative services while minimising and managing the risks.

8. Background Papers

None

9. Appendices

Appendix 1: Draft Risk Management Strategy and Framework 2017

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Draft Risk Management Strategy and Framework 2017

“Successful organisations are not afraid to take risks; Unsuccessful organisations take risks without understanding them.”

Guildford Borough Council Risk Management Policy

Risk management is an integral part of good management and governance and the Council has a legal duty to have risk management arrangements in place. The Council's approach to managing risk is explained in this strategy, which sets out the Council's approach to risk management at a strategic and operational level.

Guildford Borough Council is a complex organisation, providing a diverse range of services to over 135,000 people living and working in the Borough and surrounding area. The Council has many stakeholders and works with other public, private and voluntary bodies to make Guildford a better place for people to live and work.

The next few years will present significant challenges for the Council in delivering its services. The challenges mean that we need to develop a very different model for local government. One that is smaller and delivers with differing methods of service delivery, either through commissioning services, entering into partnerships or looking at other service models. Whilst these changes create opportunities, they also create risks and uncertainty.

Risk management is the process of identifying what might go wrong, what the potential consequences may be, what could trigger the occurrence and deciding how best to minimise the risk materialising. If it does go wrong, as some things inevitably will, proactive risk management will help ensure the impact is kept to a minimum.

The Council's attitude to risk is to operate in a culture of creativity and innovation, in which all key risks are identified in all areas of the business and the risks are understood and managed, rather than avoided. We should not be afraid of risk but we must proactively manage it. This will allow us to meet future challenges and opportunities to deliver the most effective services. Risk management therefore needs to be an integral part of our decision making with structures and processes in place to ensure the risks and opportunities of daily service activities are identified, assessed and addressed in a consistent way.

This strategy is focused on providing the risk management principles, tools, techniques, advice and support for services now and in the future.

Guildford Borough Council has developed a systematic and logical process of managing business risk within a comprehensive framework to ensure it is managed effectively, efficiently and consistently across the organisation. Council wide ownership and accountability for managing risk is critical to the success of our services and the achievement of our corporate objectives.

We require all services to actively anticipate and manage their business risks, identify opportunities and mitigate any threats in line with their risk tolerances. This ensures a consistent approach where the risk profiles of each function are transparent and enables comparisons to be made and risks to be aggregated to provide a whole organisation portfolio approach to risk management.

What are the Council's risk management objectives?

- Adopt a strategic approach to risk management to make better informed decisions which is vital to successful transformational change;
- Set the 'tone from the top' on the level of risk we are prepared to accept on our different service delivery activities and priorities;
- Acknowledge that even with good risk management and our best endeavours, things can go wrong. Where this happens we use the lessons learnt to try to prevent it from happening again;
- Develop leadership capacity and skills in identifying, understanding and managing the risks facing the Council;
- Integrate risk management into how we run Council business and services.
- Support a culture of measured risk taking (our risk appetite) throughout the Council, including strategic, programme, partnership, project and operational areas. This includes setting risk ownership and accountabilities and responding to risk in a balanced way, considering the level of risk, reward, impact and cost of control measures;
- Ensure that the Council continues to meet all statutory and best practice requirements in relation to risk management;
- Ensure risk management continues to be a key and effective element of our corporate governance arrangements.

How are our objectives going to be met?

- Maintain a robust and consistent risk management approach that will identify and effectively manage strategic, operational and project risks and focus on those key risks that, because of their likelihood and impact, make them priorities;
- Ensure accountabilities, roles and responsibilities for managing risks are clearly defined and communicated;
- Consider risk as an integral part of business planning, service delivery, key decision making processes, and project and partnership governance;
- Communicate risk information effectively through a clear reporting framework; and increase understanding and expertise in risk management through targeted training and the sharing of good practice
- The Risk Management Framework will be reviewed periodically to take account of changing legislation, government initiatives, best practice and experience gained within the Council.

The Council will be open in its approach to managing risks. Lessons from events that lead to loss or reputational damage will be shared as well as lessons in good practice from things that go well. Discussion on risk in any context will be conducted in an open and honest manner. The strategy will be reviewed annually and further guidance will be published on the Council's intranet.

Risk Management Approach

1. Introduction

This strategy sets out our approach to risk management and aims to:

- Provide standard definitions and language to underpin the risk management process
- Ensure risks are identified and assessed consistently across the Council
- Clarify roles and responsibilities for managing risk
- Implement an approach that meets current legislative requirements and follows best practice and relevant standards.

2. Definitions

Risk can be defined as “an uncertain event that, should it occur, will have an effect on the Council’s objectives and/or reputation.” It is the combination of the probability of an event (likelihood) and its effect (impact).

Risk management is the “systematic application of principles, approach and processes to the identification, assessment and monitoring of risks.” By managing our risk process effectively, we will be in a better position to safeguard against potential threats and exploit potential opportunities to improve services and provide better value for money.

Risk management covers all levels of service delivery including:

Corporate Strategic Risks – Risks that could affect or prevent the Council achieving its objectives. These are:

1. risks that could potentially have a Council-wide impact and/or
2. risks that cannot be managed solely at a business unit level because higher level support/intervention is needed.

Business Unit Risks – Risks at a business unit and function level that could have an effect on the successful achievement of the group and business unit outcomes and objectives. Potentially these risks could have a significant financial, reputational and/or service delivery impact on the business unit as a whole.

Contract Risks – Risks that could have an effect on the successful achievement of the contract’s outcomes / objectives in terms of delivery, outcomes and value for money. Contract risks are managed throughout the contracting process including contract management or business as usual.

Programme/Project Risks – Risks that could have an effect on the successful achievement of the programme or project’s outcomes/objectives in terms of service delivery, benefits realisation and engagement with key stakeholders (service users, third parties, partners etc.).

Partnership Risks – Risks that could have an effect on the successful achievement of the partnership’s outcomes / objectives including engagement with key stakeholders (service users, third parties, partners etc.). These can be strategic and/or operational depending on the size and purpose of the partnership.

Reputational Risks - Risks that could affect the successful achievement of objectives including engagement and future relationships with key stakeholders, partners and the wider community.

3. Our Risk Framework

For a number of years the Council has been working towards a comprehensive and integrated approach to risk management where:

- Staff are clear about what risk management is intended to achieve;
- Significant risks are being identified and managed effectively;
- Training and guidance on risk management are easily accessible;
- A consistent corporate approach is followed using a common 'risk language'; and it is seen as an integral part of good corporate governance

This section details the framework to ensure the effective management of risk across the organisation. The Council's approach to risk management is based on best practice and involves a number of key steps.

Step 1: Purpose and Outcomes

Before we can identify our risks we need to establish the context by looking at what we are trying to achieve and what our proposed outcomes are. Depending on the area under review, the relevant objectives and outcomes will usually be detailed in existing documents, including the following:

- Corporate Plan (for core purpose, priorities and outcomes)
- Business Unit Plans (for group / business unit outcomes / objectives and actions)
- Project Brief/Project Initiation Document (for project aims and objectives)
- Programme Definitions/Plans (for programme aims and objectives)
- Partnership Agreements (for partnership aims and objectives)

Step 2: Identify Risks

There are a number of different types of risks that an organisation may face including financial loss, failure of service delivery, physical risks to people, and reputational damage.

To act as a prompt and to ensure completeness, a checklist of risk categories has been developed around the acronym PERFORMANCE:

- **P**olitical
- **E**conomic
- **R**egulatory
- **F**inancial
- **O**pportunities / **O**utcomes
- **R**eputation
- **M**anagement
- **A**ssets
- **N**ew Partnerships / **P**rojects / **C**ontracts
- **C**ustomers / **C**itizens
- **E**nvironment

The standard way to identify risks is through a risk register. Describing the risk is important to ensure that risks are fully understood, and to introduce the most effective solutions. Typical phrases used to do this include:

Risk of ... Failure to ... Failure of ... Lack of ... Loss of ... Uncertainty of ... Delay in ... Inability to ... Inadequate ... Partnership with ... Development of ... Opportunity to ... Damage to ... due to ... because leads to ... results in ...

All of the risks need to be captured in the risk register and a risk owner must be recorded against each risk on the register to ensure 'ownership' of the risk is documented and recognised.

A risk owner is defined as a person with the appropriate accountability and authority to effectively manage the risk e.g. a Director at Corporate Risk level. At this stage, there may well be a long list of possible risks. The next step will help to prioritise these in order of importance.

Step 3: Evaluate and Assess the Risk Level

To ensure resources are focused on the most significant risks, we need to assess and prioritise the risks in terms of the potential likelihood. Therefore, the process requires each risk to be assessed twice to identify the evaluated and residual risk levels.

The first assessment (the evaluated risk) is based on the level of risk if no action is taken or any existing actions are not operating effectively. In other words, what is the worst-case scenario if the risk were to occur.

Step 4: Risk Appetite

Risk appetite is best summarised as "the amount of risk an organisation is willing to accept". Guildford Borough Council aims to be aware of the risks, to actively manage business risks to protect and grow the organisation.

Step 5: Risk Maturity

There are several stages in the risk management process which defines the risk maturity of an organisation and these are shown in the table below.

Risk Maturity	Key Characteristics
Risk Naive	No formal approach developed for risk management
Risk Aware	Scattered silo based approach to risk management
Risk Defined	Strategy and policies in place and communicated. Risk appetite defined
Risk Managed	Enterprise wide approach to risk management developed and communicated
Risk Enabled	Risk management and internal control are fully embedded into operations

Step 6: Risk Management Levels

Our approach to risk management is founded upon ensuring risk is effectively and consistently managed across all levels of the Council. The risk culture that emanates from

the strategic leadership team is essential in ensuring all levels buy into and adhere to the corporate risk process.

The Levels:

Function Level: The function complies with the risk management strategy and ensures risks are identified against the delivery of the annual service plan. This level is the key lever for escalation of risks through to a strategic level where they are no longer containable by the function alone.

Service/Unit Level: The day-to-day management activities provide reasonable assurance that the main tactical and operational risks arising from service operations are identified, assessed, managed and monitored.

Programme/Project Level: The identification of risks from the initial business case stage in a programme/project and continued risk management throughout the project lifecycle to ensure the objectives can be achieved.

Corporate Strategic Level: The highest level of risk is managed at this level. Reports on the top business critical risks are reviewed by the Corporate Management Team and discussed at their management meeting on a monthly basis. This level sets the tone for effective risk management across the whole Council. At this level, the risk management strategy is developed for submission to the Executive for approval, and once agreed, its principles are championed by the strategic leaders of the Council.

Step 7: Risk Response and Further Actions

Not all risks can be managed all of the time, so having assessed and prioritised the identified risks, cost effective action needs to be taken to manage those that pose the most significant threat. Risk may be managed in one, or a combination, of the following ways:

- **Avoid**
A decision is made not to take a risk. Where the risks outweigh the possible benefits, avoid the risk by doing things differently e.g. revise strategy, revisit objectives or stop the activity.
- **Accept**
A decision is taken to accept the risk. Management and, or the risk owner make an informed decision to accept that existing actions sufficiently reduce the likelihood and impact of a risk and there is no added value in doing more.
- **Transfer**
Transfer all or part of the risk through insurance or to a third party e.g. contractor or partner, who is better able to manage the risk. (Note - Although responsibility can be transferred, in most cases accountability remains with the Council, so this still needs to be monitored.)
- **Mitigate Treat and Reduce**
Implement further additional action(s) to reduce the risk by minimising the likelihood of an event occurring (e.g. preventative action) and, or reducing the potential impact should the risk occur (e.g. business continuity plans). These will be recorded in the risk register and regularly monitored. Once they have been completed, the net risk level should be re-assessed. These are normally referred to as mitigating actions.
- **Exploit**
Whilst taking action to mitigate risks, a decision is made to exploit a resulting opportunity.

Step 8: Review, Report and Monitor

Risk management should be an ongoing process and as such risks need to be reviewed regularly to ensure that prompt and appropriate action is taken to reduce their likelihood and, or impact. Our approach is that:

- Risks should be reviewed as part of service performance monitoring reporting;
- The focus is on risks that, because of their likelihood and impact, make them priorities.

Regular reporting to CMT enables senior managers and Members to be more fully aware of the extent of the risks and progression being made to manage them. Red risks on business unit risk registers will be escalated and reported with the corporate risks in the CMT reports.

Step 9: Roles and Responsibilities

To ensure risk management is effectively implemented, staff and Members should have a level of understanding of the Council's risk management approach.

All Employees

All staff have a responsibility to manage risk in their areas and report risk management concerns to their line managers.

Service Managers and Project Managers

- Responsible for the effective leadership and management of risk in their area of responsibility in line with the Council's risk management framework
- Identify, assess and appropriately document significant risks and clearly identify risk ownership
- Manage risks in line with corporately agreed timescales and policies

Senior Managers

- Responsible for the effective leadership and management of risk in their business unit to meet corporate and business objectives in line with the Council's risk management framework and confirm annually that this has been done as part of the annual governance statement process
- Maintain the business unit risk registers with the appropriate risk owner ensuring all key risks are identified, managed and reviewed in line with the corporate risk management approach
- Promptly escalate risks appropriately
- Encourage staff to be open and honest in identifying risks and opportunities and have as a standing item on team meetings
- Ensure risk management process is an explicit part of transformation programmes and all significant projects

Strategic Directors

- Risk manage their services in delivering the Council's core purpose, priorities and outcomes.
- Constructively review and challenge the risks involved in decision making

Corporate Management Team

- Manage the Council's approach to risk to ensure that the strategic risks are identified and effectively managed to deliver our corporate objectives.
- Draft the risk management framework for consideration by Corporate Governance and Standards Committee and approval by the Executive
- Consider and challenge the risks involved in making any 'key decisions'

Corporate Governance and Standards Committee

- Provide independent assurance to the Council on the overall adequacy of the risk management framework including review of proposed amendments prior to submission to the Executive for approval.

Executive

- To approve the risk management strategy and framework and subsequent amendments.

All Members

- Support and promote an effective risk management culture
- Constructively review and scrutinise the risks involved in delivering the Council's core purpose, priorities and outcomes.

Partners

- Where appropriate participate in the development of a joint partnership risk register where the Council is the lead accountable body
- Actively manage risk within the partnership
- Report on risk management issues to partnership boards or equivalent.

Step 10: Embedding Risk Management

For risk management to be effective and a meaningful management tool, it needs to be an integral part of key management processes and day-to-day working. As such, risks and the monitoring of mitigating actions should be considered as part of a number of the Council's significant business processes, including:

- **Corporate Decision Making** – significant risks, which are associated with policy or action to be taken when making key decisions, are included in appropriate committee reports.
- **Business/Budget Planning** – this annual process includes updating the individual business unit risk registers to reflect current aims/outcomes.
- **Project Management** – all significant projects should formally consider the risks to delivering the project outcomes before and throughout the project. This includes risks that could have an effect on service delivery, benefits realisation and engagement with key stakeholders (service users, third parties, partners etc.).
- **Partnership Working** – partnerships should establish procedures to record and monitor risks and opportunities that may impact on the Council and, or the Partnership's aims and objectives.
- **Procurement** – procedure rules clearly specify that all risks and actions associated with procurement need to be identified and assessed, kept under review and amended as necessary during the procurement process.
- **Contract Management** – all significant risks associated with all stages of contract
- **Information Governance** – an annual information risk assessment should be carried out to assess the level of risk and compliance with regard to the use of information and data
- **Insurance** – the Council's Insurance team manages insurable risks and self-insurance arrangements.
- **Health and Safety** – the Council has a specific risk assessment policy to be followed in relation to health and safety risks.

Appendix 1: Check List for Risk Identification
Remember, effective risk management improves.....PERFORMANCE

P	Political
	<ul style="list-style-type: none"> • Member support / approval • Change in Government policy • Political personalities • New political arrangements
E	Economic
	<ul style="list-style-type: none"> • Economic downturn - prosperity of local businesses / local communities • Demographics
R	Regulatory:
	<ul style="list-style-type: none"> • Legislation and internal policies/regulations including Health & Safety at Work Act, Data Protection, Freedom of Information, Human Rights, Equality Act 2010 and Public Sector Equality Duty 2011, Employment Law, TUPE, Environmental legislation etc. • Grant funding conditions • Legal challenges, legal powers, judicial reviews or public interest reports
F	Financial
	<ul style="list-style-type: none"> • Loss of/reduction in income/funding, increase in energy costs • Budgetary pressures • Cost of living, interest rates, inflation etc. • Financial management arrangements • Investment decisions, Sustainable economic growth • Affordability models and financial checks • Inadequate insurance cover • System / procedure weaknesses that could lead to fraud
O	Opportunities/Outcomes
	<ul style="list-style-type: none"> • Add value or improve customer experience/satisfaction • Reduce waste and inefficiency • Raising educational attainment and improving the lives of children, young people and families • Maximising independence for older people with disabilities • Developing sustainable places and communities
R	Reputation
	<ul style="list-style-type: none"> • Negative publicity (local and national), increase in complaints
M	Management
	<ul style="list-style-type: none"> • Loss of key staff, recruitment and retention issues • Training issues • Lack of/or inadequate management support • Poor communication/consultation • Capacity issues - availability, sickness absence etc • Emergency preparedness / Business continuity

A	Assets
	<ul style="list-style-type: none"> • Property - land, buildings and equipment, • Information – security, retention, timeliness, accuracy, intellectual property rights • ICT – integrity, security, availability, e-government • Environmental - landscape, countryside, historic environment, open space
N	New
	Partnerships/Projects
	<ul style="list-style-type: none"> • Contracts • New initiatives, new ways of working, new policies and procedures • New relationships – accountability issues / unclear roles and responsibilities • Monitoring arrangements • Managing change
C	Customers
	<ul style="list-style-type: none"> • Changing needs and expectations of customers - poor communication/consultation • Poor quality / reduced service delivery - impact on vulnerable groups • Crime and disorder, health inequalities, safeguarding issues
E	Environment
	<ul style="list-style-type: none"> • Recycling, green issues, energy efficiency, land use and green belt issues, noise, contamination, pollution, increased waste or emissions, • Impact of planning or transportation policies • Climate change – hotter drier summers, milder wetter winters and more extreme events – heat waves, flooding, storms etc

Reviewing and Reporting Framework

High

There are significant risks, which may have a serious impact on the Council and the achievement of its objectives if not managed. Immediate management action needs to be taken to reduce the level of residual risk. Any residual red risks at business unit level or arising from projects will be included, alongside corporate risks, in the reports to CMT.

As a minimum review monthly.

Medium

Although usually accepted, these risks may require some additional mitigating to reduce likelihood if this can be done cost effectively. Reassess to ensure conditions remain the same and existing actions are operating effectively.

As a minimum review quarterly

Low

These risks are being effectively managed and any further action to reduce the risk would be inefficient in terms of time and resources. Ensure conditions remain the same and existing actions are operating effectively.

As a minimum review 6-monthly

Executive Report

Ward(s) affected: all

Report of Director of Planning and Regeneration

Author: Riaan van Eeden

Tel: 01483 444465

Email: riaan.vaneeden@guildford.gov.uk

Lead Councillor responsible: Paul Spooner

Tel: 07970 953232

Email: paul.spooner@guildford.gov.uk

Date: 26 September 2017

Guildford Borough Planning Contributions Supplementary Planning Document update 2017

Executive Summary

Guildford Borough Planning Contributions Supplementary Planning Document (SPD) update 2017 has been prepared to supersede the Planning Contributions SPD 2011, which is now dated due to changes in national law and policy since its adoption. The SPD provides guidance on application of the Local Plan 2003 policies that relate to planning contributions.

Recommendation to Executive

That the Guildford Borough Planning Contributions Supplementary Planning Document (SPD) update 2017, as set out in **Appendix 1**, be adopted as an update and replacement for the 2011 SPD, which is hereby revoked.

Reason for Recommendation:

To provide up-to-date advice to applicants for planning permission in order to assist in securing supporting infrastructure and mitigate any harm arising from planned developments through determining planning applications or appeals.

1 Purpose of Report

- 1.1 This report requests that the Executive adopts the Planning Contributions SPD 2017. The report summarises the reasons for updating the Planning Contributions SPD 2011, which include aligning it with current national legislation and planning policy, as well as other Guildford Borough Council (GBC) strategies.

2 Strategic Priorities

- 2.1 The adoption of an updated Planning Contributions SPD will help increase transparency and certainty for people in making planning applications. The updated SPD will help to ensure that developments contribute to all Corporate Plan themes, particularly focusing on delivering “Our Infrastructure”, in securing sustainable transport, utilities connections, and affordable housing to accompany new development. These benefits provide clear justification for the adoption of this updated SPD, in line with paragraph 153 of the National Planning Policy Framework.

3 Background

- 3.1 Most developments place additional pressure on the infrastructure of an area. As local planning authority for the vast majority¹ of developments in the borough, the Council must ensure that it only grants planning permission for new development where potential harm, which would otherwise result from the proposal will be alleviated. In granting planning permission, the Council must also ensure that the development will comply with the Council’s policy requirements. The most common mechanisms that can be used to secure planning contributions from developers are conditions attached to the planning permission, planning obligations (secured through section 106), and highways agreements.
- 3.2 The Planning Contributions SPD 2011 provides guidance to developers and landowners on how the Council applies the Guildford Borough Local Plan 2003 policies that relate to planning contributions. This guidance is needed to ensure that developers are clear on the Council’s policy compliance requirements (such as specifying a number of homes as affordable housing), and/or mitigating harm that would otherwise result from a proposed development (for example ensuring that new homes do not put additional pressure on protected bird habitats that the Council is obliged to protect).
- 3.3 Following changes to national legislation, policy, and written ministerial statements made since 2011, the 2011 SPD required an update to ensure that it continues to reflect the current planning framework.

4 Key changes

- 4.1 As the Local Plan 2003 provides the policy basis for this SPD, proposed changes to the 2011 SPD as reflected in the draft 2017 update are necessarily limited in scope. Changes are focused on addressing the implications for the SPD of relevant revised or new legislation, policy and guidance across government since 2011.
- 4.2 The changes include relatively minor material changes to thresholds / obligations in relation to:

¹ With the exception of minerals and waste and extensions to existing schools

- Affordable housing (inclusion of reference to the “vacant building credit” in line with national policy).
 - Sustainable design and construction (in response to updated adoptable national building standards and the fact that the National Code for Sustainable Homes was revoked);
 - Open space (which references the Written Ministerial Statement relating to tariff-style contributions in developments of 10 or fewer homes);
 - Public Art (change to case-by-case from size threshold basis for considering contributions);
 - SANG (alignment to the adopted Thames Basin Heaths SPA Avoidance Strategy SPD, 2017);
 - CCTV (change to case by case from threshold basis for considering contributions);
 - Education (inclusion of threshold of over 10 homes net for which contributions may be sought, recognising the impact that smaller / medium sized development has on areas where there is already limited school capacity).
- 4.3 The changes also ensure that up to date reference is made in the SPD to legislation, policy and guidance across government, for example:
- Legislative changes that prevent collection of more than five “tariff” type contributions into a pooled “pot” for a particular type of infrastructure or infrastructure project;
 - Updated guidance on flood risk tests;
 - Updated GBC Guidance on waste and recycling storage and collection;
 - National policy on sustainable transport.

5 Consultations

- 5.1 Several GBC officers were involved or consulted in preparing the draft SPD for consultation. These officers are listed in the initial Consultation Statement that accompanied the draft SPD for consultation. Further non-material comments and amendments were received from the Council’s Legal Services team during the consultation period. The final version of the SPD has been updated to take these amendments into account.
- 5.2 The Council held a four-week consultation between midday 19 September 2016 and 11.59pm 17 October 2016. We received 28 consultation responses from consultees, as well as comments received from GBC officers. All responses can be viewed in full at getinvolved.guildford.gov.uk.
- 5.3 A summary of the main issues raised and the responses is included in the Consultation Statement at **Appendix 2**. Many respondents referred to their comments raised in relation to the 2016 proposed submission Local Plan. The main issues raised were:
- All three of the Consultation Bodies (i.e. Natural England, Heritage England and the Environment Agency) have confirmed the SEA and HRA screenings, that full assessments are not required.

- The Environment Agency suggested amendments to the guidance on preparing flood risk sequential and exception tests.
 - Need for all contributions to take into account the “pooling” restrictions in the CIL regulations.
 - Concerns around viability of development in the light of obligations (such as SANG and affordable housing) reflected in the SPD (e.g. in relation to assisted living and student accommodation).
 - Prematurity of seeking contributions to public art before the evidence is prepared, also in principle objection to requiring developers to contribute to public art.
 - Caution urged to ensure that the SPD guidance takes into account the need to be consistent with the development plan. Furthermore, concern in relation to how the draft SPD relates to the GBC submission Local Plan and its provisions.
- 5.4 The now adopted Thames Basin Heaths SPA Avoidance Strategy SPD was also subject to consultation at the same time. The comments received for that consultation have informed the chapter in this SPD. Those comments can also be viewed in full at the website getinvolved.guildford.gov.uk.
- 5.5 The comments received have been taken into account in finalising the SPD, as evidenced in Table 2 of the Consultation Statement. This includes revisions to the document, where appropriate.

6 Equality and Diversity Implications

- 6.1 Public authorities are required to have due regard to the aims of the Public Sector Equality Duty (Equality Act 2010) when making decisions and setting policies. This includes having due regard to potential implications for all protected characteristics of the community.
- 6.2 Although this SPD update is guidance, and does not set new policy, the Council prepared an Equalities Impact Assessment screening (Background paper 3) based on the draft document. The assessment concludes that the proposed strategy does not have implications for equality and diversity.

7 Financial Implications

- 7.1 There are no financial implications to the Council arising directly from this report. Developer contributions are ring fenced capital receipts, which are held in the Council’s earmarked reserves until plans are put forward to spend the contributions in line with SPD policy and relevant agreements with developers.

8 Legal Implications

- 8.1 The requirement to update the Planning Contributions SPD is in part due to changes to national law and policy since the original SPD was adopted in 2011. Details of these changes are set out in the SPD Update, provided at **Appendix 1**.

8.2 This SPD update provides guidance on implementing existing Local Plan policies. A Strategic Environmental Assessment and Habitats Regulations Assessment (SEA / HRA) screening has been undertaken, and has concluded that there is no need for a full SEA / HRA. This opinion has been confirmed for both SEA and HRA by the three statutory consultation bodies.

8.3 This is a matter properly falling within sections 23 and 22 of the Planning and Compulsory Purchase Act 2004 respectively; and Regulation 15(2) of the Town and Country Planning (Local Planning) (England) Regulations 2012).

9 Human Resource Implications

9.1 There are no implications for Council staff arising from this updated SPD.

10 Summary of Options

10.1 Officers are recommending that the Executive adopts the updated SPD. The alternative option is to continue using the existing SPD, which was adopted in 2011. As explained earlier in this report, the existing SPD is now dated, and does not provide the most robust guidance possible.

11 Conclusion

11.1 Officers recommend adopting the proposed updated Planning Contributions Supplementary Planning Document (SPD), and formally revoking the Planning Contributions SPD 2011, under sections 23 and 22 of the Planning and Compulsory Purchase Act 2004 respectively. Officers further recommend revoking the Planning Contributions SPD, 2011 under Regulation 15(2) of the Town and Country Planning (Local Planning) (England) Regulations 2012).

11.2 This updated guidance is considered preferable, as the current SPD does not reflect the most up-to-date national legislation, policy and guidance. Whilst officers are confident that the existing SPD continues to carry weight (as referred to in planning appeal decisions), they consider that the updated SPD would be more robust.

12 Background Papers

Background paper 1: [Guildford borough Planning Contributions SPD 2011](#)

Background paper 2: [SEA / HRA screening](#)

Background paper 3: Equalities Impact Assessment screening

13 Appendices

Appendix 1: Guildford Planning Contributions Supplementary Planning Document, 2017

Appendix 2: Consultation Statement

Appendix 3: Adoption Statement

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Guildford Borough Planning Contributions

Supplementary Planning Document

September 2017

Further information and alternative formats

If you would like further information or to read this document in a different format such as large print or a different language please contact Planning Policy on 01483 444471 or email us at planningpolicy@guildford.gov.uk

Summary

This Supplementary Planning Document (SPD) update amplifies and provides guidance on how the Council apply the policies of the [Guildford Borough Local Plan 2003](#) relating to planning contributions.

Government and Local Plan policy recognise that where infrastructure needs to be provided, improved or expanded to absorb the impact of new development, it is legitimate to expect developers to contribute towards the financing of new or improved infrastructure directly related to those impacts.

This document provides guidance for developers and landowners on what planning and infrastructure contributions the Council is likely to require. The requirements set out in this SPD are those needed in order to comply with relevant policies and / or to mitigate potential harm a development may have on the area without such contributions.

Infrastructure includes social, physical infrastructure, community, and green infrastructure. The Council may use a variety of mechanisms to secure planning contributions related to a planning permission, including planning conditions, section 106 agreements to secure planning obligations as well as other legal agreements. When the Council adopt a Community Infrastructure Levy (the "CIL") for the borough, it will fund some of this infrastructure from its CIL income, and it will review and update this SPD again to take account of these changes.

This Supplementary Planning Document has been prepared and updated in accordance with the Planning and Compulsory Purchase Act 2004 and Town and Country Planning (Local Planning) (England) Regulations 2012. In accordance with the 2012 Regulations and the Council's Community Involvement in Planning Local Development Document (June 2013), the Council made the draft SPD update available for a four- week public consultation, between 19 September and 17 October 2016.

Following the consultation and modifying the document to take account of representations, the Council's Executive agreed to adopt the SPD on 26 September 2017, and to withdraw the 2011 version.

Should you have any questions regarding this guidance, please **contact us** at :

Planning Policy
Guildford Borough Council
Millmead House
Millmead
Guildford
Surrey
GU2 4BB

Telephone: 01483 444471
Email: planningpolicy@guildford.gov.uk
Website: www.guildford.gov.uk

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1. Introduction

- 1.1 The “saved” policies of the adopted [Guildford Borough Local Plan 2003](#) aim to achieve well-planned, sustainable development that is supported by the necessary community, transport, utility, and environmental infrastructure. This Supplementary Planning Document (SPD) expands upon policies of the Local Plan, in particular Policy G6, “Planning Benefits”, and explains how the Council will apply these policies to planning applications.
- 1.2 In the last few years there have been several key changes to the planning contributions that the Council can secure from developers, due to changes in the regulatory framework for planning. These changes have been introduced by way of legislative and policy changes, including new and amended legislation, written ministerial statements and updated planning guidance. This SPD reflects current legislation, national policy and guidance, as well as good practice.
- 1.3 The Council intends to introduce the Community Infrastructure Levy. In early 2015 the Council held a consultation on its initial proposals in a Preliminary Draft Charging Schedule. Introduction of the CIL in the borough will change the mechanism by which the Council secure certain infrastructure contributions.
- 1.4 The purpose of this SPD is to:
- explain how the Council will seek to speed up the application process, provide transparency and consistency in seeking contributions from developments;
 - indicate what infrastructure is likely to be required to make development acceptable where it would otherwise be unacceptable in planning terms;
 - provide guidance on the thresholds and contributions that may be required from developments; and
 - identify the contributions that are likely to be required by Guildford Borough Council and Surrey County Council to comply with adopted local policy.
- 1.5 In the interests of transparency and consistency, and speed of drawing up and determining planning applications, this SPD provides developers and landowners with an indication of likely infrastructure required to support their planned development. The Council will expect these requirements to have been taken into account in the purchasing a site or an option, and in designing a development scheme. Whilst this SPD covers the most likely contributions, there may well be other infrastructure related to the specific site that will need to be secured and provided to make a proposed development acceptable.

Strategic Environmental Assessment

- 1.6 The European SEA Directive 2001/42/EC “on the assessment of the effects of certain plans and programmes on the environment” (SEA Directive), were transposed into national legislation by the Environmental Assessment of Plans and Programmes Regulations 2004 (the SEA Regulations). The SEA Regulations obliges local authorities to undertake a Strategic Environmental Assessment (SEA) on any plan or programme prepared for town and country planning or land use which sets the framework for future development consent of certain projects (which includes development sites over 0.5ha).

- 1.7 Under Article 3(3) and 3(4) of the SEA Directive, now transposed under Regulation 5(6) of the SEA Regulations, an SEA is required for plans and programmes which “determine the use of small areas at a local level” or which propose “minor modifications to plans or programmes”, only where they are determined to be likely to have significant environmental effects.
- 1.8 A Strategic Environmental Assessment screening was undertaken to consider the likely extent of the effect of the SPD on the environment concluded that a full SEA was not required. The Local Plan policies, which this SPD amplify, have been subject to SEA.

Habitat Regulation Assessment

- 1.9 The Council is required to consider the impact of the SPD on protected Natura 2000 sites. Within Guildford Borough, this includes Special Protection Areas (SPA) and Special Areas of Conservation (SAC). A Habitat Regulation Assessment screening was carried out in accordance with the requirements of Conservation of Habitats and Species Regulations 2010 legislation and guidance. The screening concluded that the SPD is not directly connected with or necessary to the management of the SPA / SAC, and is not likely to have a significant effect on a European Site (including any cumulative effect in combination with other plans or projects). A full HRA was therefore not required.

Equalities Impact

- 1.10 The Equalities Act 2010 requires public sector authorities to specifically consider the likely impact of all policy, procedure and practice on certain persons or groups in society. Persons possessing certain “protected characteristics” (defined under the 2010 Act as age, disability, gender (sex), race, sexual orientation, religion or belief, gender reassignment, marriage and civil partnership, pregnancy and maternity) have a right not to be discriminated against, harassed or victimised as a result of having a protected characteristic. It is the Council’s responsibility to ensure that its policies, procedures and service delivery do not discriminate, including indirectly, on people with these protected features. In order to anticipate likely differential impact on these groups, screening of the potential differential impact was carried out. The Equalities Impact Assessment screening opinion concluded that a full Equalities Impact Assessment was not required, due to no or extremely low adverse impact on protected characteristics.
- 1.11 Following Britain’s decision to leave the European Union, the Council will continue to review any potential impacts this may have and will consider to consequential amendments to this SPD that may be required.

2. What are planning contributions and what are the mechanisms for securing them?

- 2.1 Development often places additional pressure on the infrastructure of an area. To ensure that infrastructure in the area can cope with new development, the Council often need developments to provide or improve infrastructure, thus mitigating its impact and ensuring that that it does not have a negative effect on the area.
- 2.2 Impacts of developments may be cumulative from small-scale developments or a significant impact resulting from one proposed development. In order to mitigate the impact of development, so making it acceptable, or to meet policy requirements (such as specifying a proportion of homes to be affordable), developers may be asked to provide contributions.
- 2.3 There are several mechanisms that the Council can use to secure planning contributions from developers in order to mitigate the impact of their development on infrastructure or to comply with policy requirements. The most common mechanisms are planning conditions and section 106 agreements securing planning obligations. The Council will always use the most suitable mechanism for each type of contribution, which may vary depending on the specifics of each planning application.
- 2.4 Where the Council consider it suitable and useful, it has identified thresholds for such contributions. However every planning application is determined on its merits, and there may therefore be some variation to contributions required for similar developments, taking into account the specifics of the site, and the situation at the time the planning application is considered. The Council will only seek contributions where a genuine need, arising from the proposed development, is generated.
- 2.5 New development does not always create the need for significant investments in infrastructure, particularly for smaller developments within the borough. Where needs do arise, the necessary infrastructure can often be secured on-site by means of planning conditions, or alternatively by planning obligation, particularly where off-site infrastructure needs to be provided or improved or financial contribution(s) are to be secured.

Conditions

- 2.6 Applications for full or outline planning permissions can be refused, granted, or granted subject to conditions. The Council must consider whether otherwise unacceptable development could be made acceptable through the use of conditions. Planning conditions may be imposed under s70 and s72 of the Town and Country Planning Act 1990. Planning policy and guidance advise that conditions should be imposed wherever possible in preference to planning obligations.
- 2.7 The National Planning Policy Framework (NPPF) states that planning conditions should only be imposed where they meet the following tests :

1. necessary;
2. relevant to planning and;

3. relevant to the development to be permitted;
4. enforceable;
5. precise and;
6. must not be unreasonable / should be reasonable in all other respects.

- 2.8 Planning conditions form an integral part of planning permissions, and so almost always bind, and are enforceable against, successors in title.
- 2.9 Each condition will have a stated reason for imposition on the decision notice, and they are generally listed in the order in which they need to be complied with or discharged. A condition cannot positively require the payment of money or other consideration.
- 2.10 Conditions may specify the process or timing of various aspects of the development and its supporting infrastructure. An example is the use of negatively-worded “Grampian” conditions which are imposed where infrastructure works need to be undertaken or contributions to infrastructure made before the use can commence, or the approved building(s) occupied. These conditions can be used to prevent something happening before mitigation / remediation is in place. This is to ensure that all impacts have been mitigated. The Council has used such conditions to ensure that adequate waste water connections / water supply and Thames Basin Heath Special Protection Area mitigation and avoidance is provided before new homes are occupied, and the impact would begin.
- 2.11 Examples of model planning conditions are provided in [Annex A of ODPM circular 11/95](#).
- 2.12 In responding to concerns that pre-commencement conditions are currently being overused, so are delaying housing developments, the Neighbourhood Planning Act (2017) inserts a new section into the Town and Country Planning Act 1990 to provide that “planning permission for the development of land may not be granted subject to a pre-commencement condition without the written agreement of the applicant to the terms of the condition”.
- 2.13 Should an applicant refuse to accept a pre-commencement condition proposed as being considered “necessary” by a local planning authority, the authority could refuse permission. This will maintain appropriate protections for important matters such as heritage, the natural environment, green spaces, and measures to mitigate the risk of flooding.
- 2.14 The new section inserted into the 1990 Act includes provision for the Secretary of State to make regulations specifying what kind of conditions may or may not be imposed on a grant of planning permission, and in what circumstances.

Planning obligations

- 2.15 It is not always possible to secure necessary infrastructure through planning conditions, particularly where the infrastructure or improvement is to be provided off site, or is to be made by a financial payment. In such cases, the Borough Council may be able to grant planning permission for the proposed development provided that an appropriate planning

obligation is given.

- 2.16 A planning obligation is a legal contract made under section 106 of the [Town and Country Planning Act 1990](#) (as amended), and forms part of the planning permission granted. Planning obligations are normally required to make the development acceptable in planning terms through a measure that cannot be secured through a planning condition. Under section 106, a planning obligation must be in the form of a binding legal deed. A completed section 106 agreement is also registerable as a land charge and is therefore enforceable against subsequent landowners by the Local Planning Authority.
- 2.17 A planning obligation can serve various purposes; it can :
- **prescribe** the nature of a development, such as affordable housing in order to comply with policy requirements.
 - **compensate** for loss or damage created by a development, such as loss of trees.
 - **mitigate** the unacceptable impact of a proposed development to make it acceptable in planning terms.

The following tests are set out in the Community Infrastructure Levy Regulations 2010 (as amended; Reg 122) and as policy tests in the National Planning Policy Framework.

A **planning obligation** may only constitute a reason for granting planning permission for the development if the obligation is:

1. **Necessary** to make the development acceptable in planning terms
2. **Directly related** to the development; and
3. Fairly and reasonably **related in scale and kind** to the development

- 2.18 Both the NPPF and the national Planning Policy Guidance (PPG) require that supplementary planning documents should be used where they can help applicants make successful applications or help infrastructure delivery.
- 2.19 Section 106 agreements may take the form of both unilateral undertakings (offered by and signed by a developer/landowner) or bilateral agreements negotiated between the Council and developers/landowners. The Council will, save for exceptional circumstances, require all parties with a legal interest in the development land to be a party to the section 106 agreement (in this context legal interest will include the freeholder, leaseholder and any mortgagee). In some instances it may also be appropriate for third parties e.g. the County Council (in relation to Highways or Education) to be a party to the agreement. Section 106 obligations will only be taken into account where they would make development acceptable that would otherwise be unacceptable in planning terms.
- 2.20 Developers may reasonably be expected to pay for, or contribute to, the cost of all or part of additional infrastructure necessitated by their development. Planning obligations cannot be used solely to resolve existing deficiencies in infrastructure provision, but may be required if a development would make the existing situation worse.

- 2.21 The Council will only seek contributions where a development creates additional need or exacerbates an existing deficiency, where it complies with the legal tests. The Council will not seek contributions solely to resolve an existing deficit.
- 2.22 In the last few years two key changes to national planning policy and law have been introduced that impact on how the Council can use planning obligations.
- 2.23 The first is a change to the legal framework¹ that took effect in April 2015. It restricts the “pooling” (collecting together of planning obligations for “provision” or “funding” (for provision) for an “infrastructure project or type”), where the Council have already entered into at least five such obligations (for the same infrastructure project or type) (counted from 6 April 2010).
- 2.24 This restriction applies to planning obligations that secure the “provision” or the “funding” (for provision) of “relevant infrastructure”. “Relevant infrastructure” is any infrastructure project or type on the list of infrastructure projects or types that a Council intends to fund from its CIL (or without such as list, any infrastructure). Planning obligations for improvements to existing infrastructure, or for contributions not classed as “infrastructure”, such as affordable housing, are not subject to this pooling restriction.
- 2.25 The second was a change to national policy² made in November 2014. This introduced into government policy a national minimum site size threshold of over 10 homes and 1,000sqm (total gross) for tariff-style planning obligations and affordable housing. It specified that developments below this size should not be required to contribute s106 planning obligations for planning contributions for “tariff”-style contributions, nor for affordable housing. Notwithstanding this restriction, updated policy makes it clear that planning contributions to facilitate development that would otherwise be unable to proceed because of regulatory or EU Directive requirements may continue to be sought. As policy, this is a material consideration that the Council must consider where relevant in determining planning applications.
- 2.26 In Areas of Outstanding Natural Beauty (AONB), such as Surrey Hills AONB, and certain designated rural areas (of which there are none in Guildford Borough), the Council may apply a lower minimum threshold of at least six. For such developments, “tariff” type planning contributions and affordable housing contributions remain acceptable (but still subject to the CIL Regulation pooling restrictions), but must be required to be provided only after development has been completed. The [Planning Policy Guidance \(Planning Obligations: Paragraph :031\)](#) has subsequently been updated to reflect the November 2014 written ministerial statement. These restrictions do not apply to Rural Exception Housing developments.
- 2.27 For brownfield developments required to provide affordable housing, any existing vacant floorspace (whether to be demolished or reused), that has not been abandoned, must be deducted from the affordable housing contribution (number of homes or a financial contribution). This is referred to as the **vacant building credit**. We will apply the vacant

¹ Regulation 123 of the CIL Regulations 2010 (as amended)

² introduced by a [written ministerial statement \(WMS\)](#) “Support for small-scale developers...”

building credit as recommended by the PPG, which is currently the equivalent of the gross floorspace of any relevant vacant buildings being brought back into use or demolished as part of the scheme and deducted from the overall affordable housing contribution calculation.

- 2.28 Although this national minimum threshold is not part of the Borough Council's adopted Development Plan, as national planning policy, the Council will give it weight as a material consideration in determining planning applications alongside its adopted development plan policies.
- 2.29 The process of negotiating, agreeing and sealing planning obligations is completed to enable decisions on planning applications to be made within the statutory time limit for determination, or a longer period if agreed in writing with the applicant.

Highways Agreements

- 2.30 Surrey County Council is the Local Highway Authority for the majority of the borough's roads. Highways England (acting on behalf of the Secretary of State for Transport) is the highway authority for major highways within the Borough e.g. M25, A3. The relevant highway authority may require the developer to enter into a section 278 (of the Highways Act 1980) agreement to undertake and/or to pay for highways works on an adopted public highway. It is also common for the County Council to require a commuted maintenance fee for the improved highway. If the works are to bring a private road up to adoptable standards, the developer would need to enter into a section 38 (of the Highways Act 1980) agreement. Both types of highways agreements are usually linked to a planning permission by planning condition.

The Community Infrastructure Levy

- 2.31 The [Planning Act 2008](#) contains provisions (Part 11) enabling regulations to be made to establish a Community Infrastructure Levy (CIL) in England and Wales. The CIL was introduced in April 2010 by the [Community Infrastructure Levy Regulations 2010](#), which have since been amended.
- 2.32 The Community Infrastructure Levy (CIL) is a tariff that is to be paid on new build development, and is charged on the net additional floorspace of such developments. CIL income must be spent on "infrastructure" to support the development of the area.
- 2.33 In accordance with national policy and guidance the Council are preparing its CIL alongside its new Local Plan. The Council held a consultation on its initial proposals for the CIL, with a consultation on [Guildford borough's Preliminary Draft Charging Schedule](#) in early 2015. Further consultation will follow.
- 2.34 Once Guildford's CIL is introduced, and takes effect, the Council will update this SPD to reflect any consequential amendments.

Other consents

- 2.35 The Council may use other legislation to secure contributions necessary to allow development to proceed. This includes the provisions of s1 of the Localism Act 2011, supplemented by s111 of the Local Government Act 1972 and s93 of the Local Government Act 2003.

3. Legal and Policy Context

National Planning Policy Framework

- 3.1 Under the NPPF, in determining planning applications, it is legitimate to use planning conditions or planning obligations if they would make an otherwise unacceptable development acceptable. Where safeguards (such as environmental mitigation or compensation) are needed to make a development acceptable in planning terms, and these safeguards cannot be secured by conditions, planning obligation, or other appropriate legal mechanism, planning permission should be refused.

Planning Practice Guidance

- 3.2 Planning obligations can assist in making developments acceptable in terms of complying with policy, or mitigating the harm that would otherwise result from a proposed development. Without such a planning obligation, planning permission would have to be refused.
- 3.3 The PPG offers guidance on using planning obligations and planning conditions, and should be read alongside Annex A (model conditions) of the now otherwise cancelled government circular 11/95.

Local Policy : Guildford Borough Local Plan 2003

- 3.4 Local Plan Policy G6 “Planning Benefits”³ sets out the Council’s policy for achieving the provision of, or contribution towards, infrastructure and other planning contributions related to developments:

‘Where necessary to the grant of planning permission and in order to meet a need arising from a proposed development the Borough Council will seek from developers the provision of suitable planning benefits.’

- 3.5 When determining an application, in considering infrastructure contributions sought or offered, the Council considers Policy G6 alongside the tests for planning obligations and conditions set out in national policy and in law. Examples of planning benefits are provided in the text supporting Local Plan Policy G6. These include contributions towards new highway infrastructure, open space or recreational facilities, public transport, ensuring mixed-use development and affordable housing. The purpose of this SPD guidance is to support and amplify Policy G6, which will assist in delivering a range of Local Plan Policies.
- 3.6 Other policies relevant to this SPD in the 2003 Local Plan are listed below.

³ [“saved” by CLG Direction 24 September 2007](#)

Figure 1 : Local Plan 2003 Policies relevant to this SPD

G6	Planning Benefits
G1	General Standards of Development, including: G1(2) Transport Provision, Access, Highway Layout and Capacity; G1(6) Flood Protection; G1(7) Land Drainage and Public Utility Infrastructure; G1(9) Energy Conservation; G1(11) Development on or close to Contaminated Land; G1(12) Safeguarding and Enhancement of The Landscape and Existing Natural Features; and G1(13) Mixed Use.
G11	The Corridor of the River Wey and the Guildford and Godalming Navigations
G12	Location of Development
G13	Green Travel Plans
H11	Affordable Housing
H12	Rural Exception Housing
M1	Parking Provision
M6	Provision for Cyclists and Pedestrians
NE1	Potential Species Protection Areas and Candidate Special Areas of Conservation
NE2	Sites of Special Scientific Interest
NE3	Local and Non-Statutory Sites
NE4	Species Protection
NE5	Development Affecting Trees, Hedges and Woodlands
NE6	Undesignated Features of Nature Conservation Interest
R1	Loss of Land and Facilities for Sport and Recreation
R2	Recreational Open Space Provision in Relation to Large New Residential Developments
R3	Recreational Open Space Provision in Relation to New Small Residential Developments
R4	Recreational Open Space Provision in Relation to New Commercial Developments
R5	Protection of Open Space
R6	Intensification of Recreational Use
CF1	Provision of New Community Facilities
CF2	Loss of Community Facilities
CF3	Pre-School Education
CF4	Expansion of Schools

Some of the saved 2003 Local Plan policies listed above will in due course be replaced by the Council's new Local Plan. This SPD will be updated accordingly to reflect to this change.

Council Priorities

- 3.7 The Council's [Council Corporate Plan 2015](#) is the over-arching programme of the Council's strategic framework. It sets out its vision for the borough and the priorities that will guide its future strategies and plans. The Corporate Plan consolidates on its previous achievements, and will ensure that its resources and actions are directed towards the issues that matter most to local people.
- 3.8 The Corporate Plan takes account of local, regional and national trends that affect the community's future needs and their demand for the Council's services. It covers the period up to 2020, but will help shape the borough over a much longer period. With this in mind, the Plan sets out the Council's vision for the future of the Borough. This recognises that maintaining a thriving, competitive and sustainable local economy is important to delivering improvements to people's lives.
- 3.9 The Plan sets out the Council's priorities under five major themes - Our Borough, Our Economy, Our Infrastructure, Our Environment and Our Society. These priorities and the accompanying Action Plan drive more detailed Service Plans that determine the Council's day-to-day activities, for example, Guildford Housing Strategy 2015-20.
- 3.10 This updated SPD helps to ensure that developments contribute to all Corporate Plan themes, particular focus on delivering "Our Infrastructure".

4. Guidance on process

Thresholds and contributions

- 4.1 It is important that landowners and developers are aware at an early stage in the development process what contributions are likely to be required and how they would likely be secured. The following sections set out the types of developments, which will normally be required to make contributions, common contributions and relevant thresholds. However, as each planning application and appeal is determined on its individual merits, this should not be taken as a definitive guide to making a planning application acceptable for approval.
- 4.2 In seeking contributions towards mitigating the **impact** of development on infrastructure, the Council will apply thresholds based on the **net** number of dwellings, or **net** increase in floorspace to **mitigate** the impact on infrastructure in the borough, for example, open space provision. However, thresholds for complying with **policy** requirements such as affordable housing contributions and sustainable design and construction requirements are based on the **gross** number of dwellings on the development site.
- 4.3 For **outline schemes**, where the number of homes or floorspace is not determined by the application, the contributions required will be set out by formulae in the planning obligation. The final number and mix agreed at reserved matters stage will determine how the planning obligation for the outline permission is applied.

Planning obligation process

- 4.4 The Council encourages applicants and their agents to discuss proposals with the planning officers before the submission of a formal planning application (see Figure 2 for planning obligation process). The Planning Service offer detailed [pre application advice](#) for a fee, which is dependent upon the type and scale of development. Although this does not guarantee that a planning application will be approved, discussion before applying for planning permission will highlight the likely issues to be addressed, whether through amendments to the development proposal or by way of planning obligations or conditions. Surrey County Council also operates a [formal pre-application process](#) for highways and transportation advice related to draft development proposals.
- 4.5 Once a planning application has been submitted, the Council encourage applicant's / agent's solicitors to contact the planning case officer at the earliest opportunity in order to agree the contents of the planning obligation. To assist, the Council is currently developing a standard template for a unilateral undertaking, which will be available on the Council's website. This template will be updated from time to time to reflect legal and policy changes. Once available this template will be accessible using the following link :
<https://www.guildford.gov.uk/contributionsspd>

Development viability

- 4.6 National planning policy (paragraph 173) requires "careful attention to viability and costs in plan-making and decision-taking." To ensure that developments are deliverable, the costs of complying with Local Plan policies and standards should provide competitive returns to a

willing land owner and willing developer.

- 4.7 The Council have assessed the likely cumulative impacts on development in the borough of all existing and proposed local standards, supplementary planning documents and policies that support the development plan, including national standards that must be complied with.
- 4.8 In drawing up the Council's draft Local Plan in 2016, which includes a new affordable housing policy, consultants have advised us of its viability alongside potential Community Infrastructure rates in the [Guildford Borough Local Plan Viability and Affordable Housing Study, October 2016](#). This found that the many development "typologies" that were tested are viable with the affordable housing policy included in the Regulation 19 Proposed Submission Local Plan Strategy and Sites 2016. This draft policy requires a higher proportion of affordable homes, with a lower site size threshold than the 2003 Local Plan Policy H11. The Viability Study also includes suggested CIL rates.
- 4.9 The Council expect developers to comply with the requirements of the Local Plan policies and the relevant requirements identified in this SPD. Early knowledge of likely requirements will help developers to account for these development costs, and to take them into account in purchasing land or an option to buy the land. This accords with national planning guidance (PPG "Viability and decision taking" paragraph 023) which advises that the land or site value should reflect policy requirements, planning obligation requirements, and where applicable the CIL. Setting out likely requirements for developments should help developers to cost their development scheme more accurately, so speeding up the planning application process with shorter negotiations needed during the planning application stage.
- 4.10 Applicants who consider their proposal will be unviable with all the required planning contributions must be able to support their case with detailed evidence of development viability in the form of a detailed financial viability assessment. This should use the "standard" viability appraisal toolkit recommended by the Council. The development appraisal will be scrutinised by external experts appointed by the Council. The Council will expect the developer to fund the costs incurred through the employment of its external experts.
- 4.11 In considering a planning application, the Council will ensure that the combined total impact of planning contribution requests does not threaten the viability of the sites and scale of development identified in the development plan. For planning applications where satisfactory mitigation and policy compliance cannot viably be secured to make a proposed development acceptable, refusal may be the only option.

Prioritising planning contributions

- 4.12 In determining each planning application, the Council will consider the balance of infrastructure requirements that need to be secured. Where a developer has clearly not taken these requirements into account in the price paid for the site, or the harm resulting from the development without the planning contribution would be unacceptable, refusal of a planning application may be appropriate.
- 4.13 The Council's priority for planning contributions is first seek to mitigate the direct harm that the development would otherwise have on the area, in particular any potential impact on the

protected bird habitats of the Thames Basin Heaths Special Protection Area. The Council will then seek contributions that are relevant on a site-specific basis, such as open space improvements. It is important that the relevant policies and guidance are taken into account at the outset in the design of a development and site purchase, as a development may be refused without these required contributions.

Cost of maintaining infrastructure

- 4.14 Where a development results in a need for new infrastructure or where a new facility and / or the ownership is passed to the Council (e.g. open space, children's play areas, footpaths), the Council will generally require a maintenance contribution as a one off payment to cover the physical upkeep of the facility. This will usually be equivalent to 5 years' maintenance cost, to allow for time for the cost to be taken up into local authority maintenance budgets. The maintenance contribution will be calculated by the relevant service manager in the Council based on the type and size of infrastructure provided.
- 4.15 Maintenance of Suitable Alternative Natural Green Space (SANG) land is treated differently, as the Council require developers to contribute to maintenance of SANG in perpetuity. Suitable maintenance contributions may be secured through section 106 agreement or using CIL once it has been introduced in the borough.

Monitoring

- 4.16 It is important that the receipt of obligations and expenditure of any contributions received from developers are carefully monitored in a transparent and accountable way. The Council's Section 106 Officer monitors compliance with each planning obligation, and where necessary reminds developers of requirements, or refers enforcement of the planning obligation.
- 4.17 A monitoring charge is payable to Guildford Borough Council based on the number of "triggers" to be monitored. Where payments of several section 106 obligations are scheduled to commence at different times, more than one monitoring fee will be payable. For example, SPA contributions are required prior to commencement of development whereas contributions towards school places are generally required to be made before the development is first occupied.
- 4.18 Where the Council's solicitors need to be instructed to prepare and / or advise on the suitability of a submitted obligation, the developer / landowner will also need to pay the Council's legal costs.
- 4.19 In accordance with legal requirements, the Council keep a publically available copy of all planning permissions and their related planning obligations (and any variations) on the Council's planning register. In the interests of transparency, the Council report income from planning obligations and spending each year in the [Guildford Monitoring report](#).

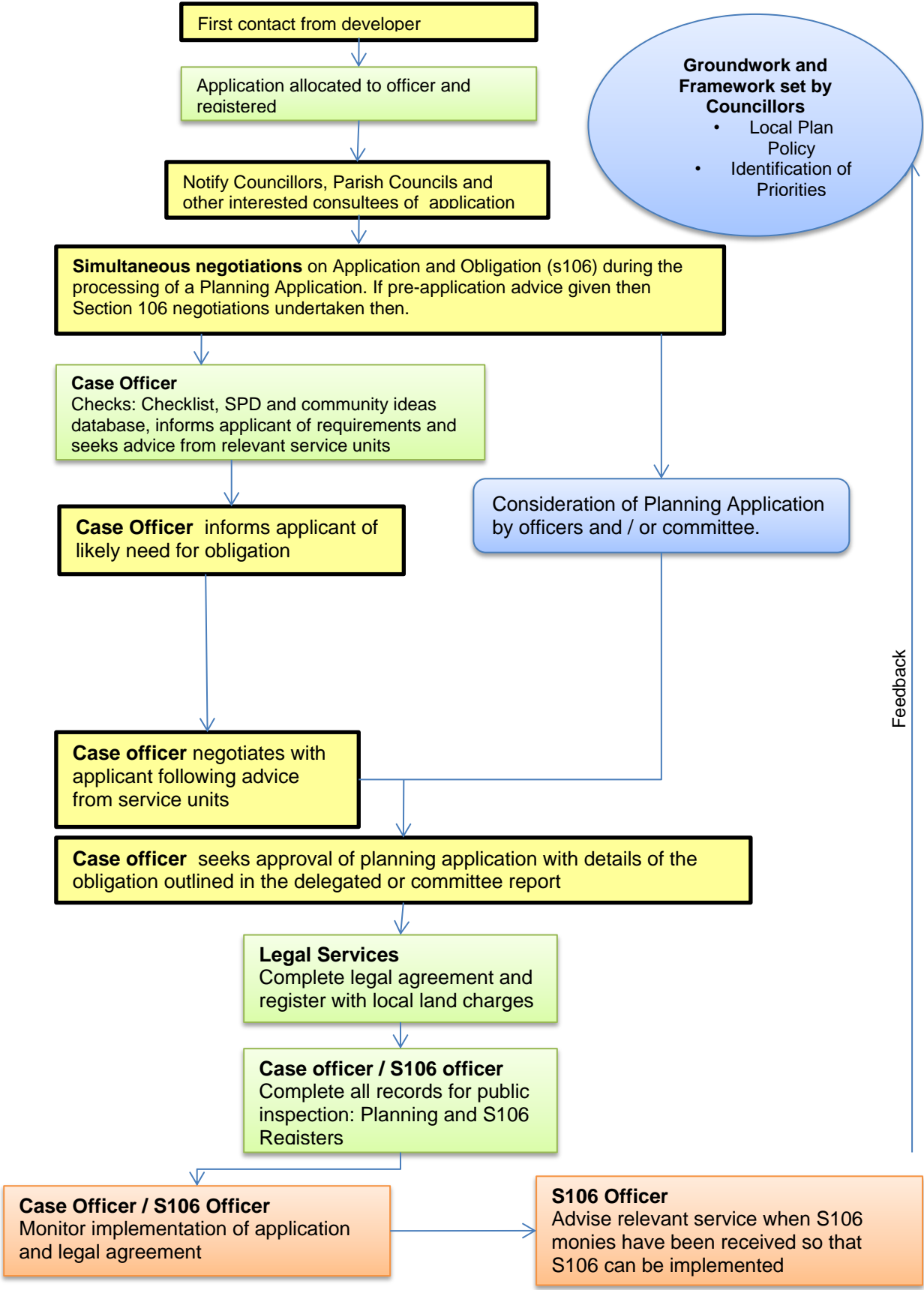
Design Review

- 4.20 The Council's planning development team will refer appropriate schemes to the Design Review Panel for advice. Proposals for large-scale new developments within the Borough

may be reviewed at pre- or post-application stage by the South East Design Review Panel, organised by Design South East (DSE). DSE is a not-for-profit charity and independent provider of expert design advice. The impartial advice is offered by a panel of professionals with expertise in architecture, urban design, landscape planning, building conservation, transport planning and sustainability. The panel's recommendations will help secure a higher quality of design in new development in appropriate schemes.

- 4.21 A [design review](#) can help to improve the quality and functionality of development proposals, resolve potentially contentious design issues, anticipate problems and provide alternative solutions, ensure development proposals move smoothly through the planning process, and provide a way of testing design ideas and developing concepts with supportive criticism. It does not replace the Council's current formal pre-application advice process.

Figure 2 – Planning obligation process flowchart



Types of planning contributions

5. Affordable Housing

- 5.1 This section sets out additional guidance on the delivery of affordable housing to assist developers, amplifying Policy H11 of the Local Plan (2003), and Policy G6.
- 5.2 A strategic priority of the Council's Corporate Plan is to provide a range of housing to meet needs. The Council will work with other housing providers to deliver an appropriate range of new affordable homes in accordance with its Housing Strategy.
- 5.3 National planning policy requires local planning authorities to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities. The Council is working to achieve this by identifying housing needs and setting policies to meet these needs in full by securing a wide range of new homes.
- 5.4 In order to create and sustain mixed and balanced communities, in accordance with national policy, Policy H11 requires affordable housing to be provided as part of housing developments over a certain size.
- 5.5 The definition of affordable housing for planning purposes is provided in the NPPF glossary, and the glossary to this SPD. This is important, as it defines what homes the Council will accept as an affordable housing contribution.
- 5.6 The Housing and Planning Act 2016 introduced **starter homes**, with a requirement for authorities to prioritise this type of affordable housing. Starter homes are defined as new build homes for sale to first time buyers under the age of 40, provided with a minimum of 20 per cent reduction on normal market price. This is subject to a price cap outside London of £250,000 (with the 20% reduction). These starter homes will be able to be sold at market prices after a number of years, details of which will be set out in regulations yet to be released. The government recently consulted on technical details of the operation of starter homes proposals, and secondary legislation is expected in the near future.
- 5.7 Alongside this, and to enable this change, the government consulted on fundamental changes to the definition of affordable housing for planning purposes. The new definition is proposed to include starter homes and low cost market homes, and would remove the requirement to secure affordable housing in perpetuity or recycle the subsidy to enable further provision, as starter homes will be allowed to be sold on the open market after a number of years (which the government has yet to specify). It is expected that these changes would improve viability for developers.

Need

- 5.8 [Guildford Borough's Housing Strategy 2015- 2020](#) focuses on affordable housing, including improving and increasing the stock of affordable housing in the borough, including building more council homes. The Strategy was informed by Guildford's Housing Needs Assessment 2013 (HNA), and the most recent statistics from the Council's housing needs

register. The HNA is based partly on the responses from households across the borough to a questionnaire asking them about all aspects of their housing situation.

- 5.9 The reason for a high level of affordable housing need in the borough is the high cost of buying or renting homes on the open market in relation to local incomes. The relationship between the cost of homes and wages is termed “affordability”.
- 5.10 [The West Surrey Strategic Housing Market Assessment 2015](#) (SHMA, 2015) assesses future needs for both market and affordable housing, the type and mix of homes required and the needs of specific groups across the Housing Market Area. It has been prepared in accordance with the PPG, including the guidance on calculating affordable housing need. The [West Surrey Strategic Housing Market: Guildford Addendum Report 2017](#) (SHMA, 2017) has since updated the figures for Guildford.
- 5.11 The SHMA, 2017 indicates that 517 additional households per year will require support in meeting their housing needs in Guildford borough. The SHMA, 2015 concludes that about 70 percent of households in housing need will only be able to afford rented housing. Of the remaining 30 percent, most households can afford shared ownership with low percentages of equity purchase and residual rent on the outstanding equity, although they may not be able to get a mortgage.
- 5.12 Unless specifically agreed with the Council’s Housing Advice Services, the Council therefore require affordable housing provision to be split 70 per cent rented and 30 per cent shared ownership or other intermediate tenures. In accordance with the 2015 Housing Strategy, affordable rented housing may be provided at up to 80% of market rent, provided it is under the maximum Local Housing Allowance. The Council are likely to need to change this split once details of starter homes requirements are set out in secondary legislation.
- 5.13 The SHMA, 2015 also considered what type and size of affordable homes will be needed in the borough over the next two decades. Within the borough, there will likely be need for 40% of all new affordable homes to be one-bedroom, 30% to be two-bedroom, 25% to be three-bedroom, and 5% to be four-bedroom, although this will vary across the borough.
- 5.14 Developers are advised to contact the Council’s Housing Development Manager to discuss the size and type of affordable homes needed in any particular area, and to ensure that a registered provider of rented housing with a local presence in the management of affordable homes is involved. Contact details for Registered Providers operating in the borough are available on request.
- 5.15 The addition of affordable rent to the government’s definition of affordable housing in 2012 and the reduction in public subsidy for developers to provide affordable housing has resulted in a reduction in provision of social rented housing. The additional rent achieved with affordable rent helps to enable the delivery of affordable housing without government grant.
- 5.16 Affordable rented housing is defined nationally as rent at no more than 80 per cent of market rents. However rents in the borough are amongst the highest in the country outside of London, and rents at 80 per cent of market rents would be unaffordable for many on the Council’s Housing Register without benefits top up. Affordable rents in the borough will

therefore be permitted up to 80 per cent of market rent, or within the maximum Local Housing Allowance, whichever is lower.

- 5.17 The government's proposed change to the definition of affordable housing will significantly widen what can count as affordable housing. Starter homes will provide for broadly the same market as shared ownership housing. When the national planning definition of affordable housing has been changed to include starter homes, low cost market homes, and a requirement for 20% of homes on qualifying site to be starter homes, the Council is likely to require all other affordable housing to be rented housing, available to those on its Housing Register.
- 5.18 Policy H11 "Affordable Housing" of the 2003 Local Plan sets out the Council's policy requirement for housing developers of schemes over a given size to provide a proportion of housing on their developments as affordable homes. In negotiating affordable housing provision on development sites, the Council will use planning obligations to secure the homes as "affordable" homes for successive occupiers⁴; a requirement of Policy H11 and of the national definition of affordable housing.
- 5.19 Policy H11 specifies that at least 30% (see section on viability below) of all homes on qualifying sites affordable housing will be sought by negotiation from developers of sites of :
- 15 or more dwellings, or sites of 0.5ha or more irrespective the of the number of dwellings, or
 - 10 or more dwellings, or residential sites of 0.4ha or more irrespective of the number of dwellings in small designated rural settlements (all rural villages except for villages in East Horsley and Send Parishes).
- As explained above, the Council will require at least 70% of these homes to be for rent, to meet needs in the borough.
- 5.20 Developments that seek to avoid the requirements of this policy with unacceptably low density failing to make efficient use of land, or by artificially subdividing land into smaller sites will not be permitted. The full requirement for the cumulative requirement of all the sites will be required.
- 5.21 As set out in Policy H11, the affordable homes should be provided on site, and dispersed across the development scheme to provide for mixed communities. Whilst Policy H11 requires provision of affordable housing on-site, paragraphs 5.60 to 5.62 (inclusive) set out the exceptional circumstances where the Council may consider off-site provision or a payment in lieu of on-site provision.
- 5.22 In such exceptional circumstances, the Council may accept provision of affordable housing contributions off-site, or by a payment in lieu of on-site provision. In both cases, the Council must be satisfied that:
- the contribution is sufficient to provide for the construction of at least the same number, type and size of dwellings on a suitable different site (including the value of the land) and the financial contribution does not result in less affordable housing being provided overall

⁴ subject to other legislation

- appropriate arrangements are in place identifying the alternative site on which the affordable housing is to be provided.
- any off-site provision or payment is of broadly equivalent value relative to on-site provision, taking into account that land for affordable housing should be provided at nil value.

Viability

- 5.23 The Viability Study 2016 tested, and confirmed that housing developments across the borough can generally provide 40% of homes as affordable, which is the proportion set out in the Council's Proposed Submission Local Plan Strategy and Sites 2017. The changes in the definition of affordable housing, including introduction of affordable rented housing, and potentially soon, starter homes, in recent years have improved viability for the developer, notwithstanding that there is now rarely any government funding available to developers (the Study tested the assumption of nil grant).
- 5.24 The Council will maintain the approach from the Infrastructure SPD of September 2006 and the Planning Contributions SPD of March 2011 on the contribution percentage of affordable housing. Having regard to the demonstrable housing need within the borough, developers will be normally be required to make a 35% provision for affordable housing, unless there are clear, substantiated reasons why this is not deliverable. The Council will take into account the specifics of the site, the type of housing, and other considerations in reaching a requirement for each individual site. In accordance with national guidance, the Council expect this requirement to have been taken into account in the land value.
- 5.25 As affordable housing is a policy requirement rather than mitigation, the Council calculate affordable housing requirement from the gross number of homes proposed. In calculating the number of affordable homes to be provided on a site, fractions of homes will sometimes result. In order to avoid requirements for fractions of homes the Council will therefore **round up** any part requirement of an affordable housing dwelling in line with common convention at 0.5 of a home, and **round down** at 0.4 or less. A replacement home would not therefore make any contribution.
- 5.26 Should a developer demonstrate that rounding up from half a dwelling or more would result in the development being unviable, the Council will negotiate a variation in tenure of some affordable homes, or a lesser number of affordable homes.
- 5.27 On brownfield land where existing vacant (but not abandoned) buildings are being reused or demolished and rebuilt, the Council will deduct the existing gross floorspace from the affordable housing requirement in line with the national **vacant building credit policy**. This is currently based on calculating the relevant vacant floorspace as a proportion of total new development, and applying this proportion to the proposed development.
- 5.28 There may be some circumstances where abnormal costs would make the scheme unviable to deliver. Where developers demonstrate to the Council's satisfaction that providing the amount of affordable housing required by this policy would not be economically viable, the Council will follow the following cascade mechanism to assist with delivering a scheme:

- vary the tenure mix of the affordable housing (for example, more intermediate housing and less rented housing), size, and/or type of homes to be provided
- reduce the overall number of affordable homes

Financial contributions in lieu of on-site provision

- 5.29 As explained above, the Council will only accept a financial payment in lieu of on-site provision in exceptional circumstances. The Council use a standardised method for calculating contributions in lieu of affordable housing provision, based on **an equivalence approach**. This involves calculating the financial benefit to the developer of not including affordable housing on the development site. The Council will use this equivalence methodology when it accepts that the scheme may make a financial contribution rather than provide affordable housing required on the development site, or exceptionally, on a different site. This money will be ring-fenced to assist in delivery of more affordable housing.
- 5.30 The calculation is based on the additional value to the developer of not providing affordable housing on-site (i.e. the difference between 0% and 35%, or other required proportion, with a transfer value of 55% to a Registered Provider). If the scheme was to provide on-site affordable housing, the developer would receive about 55% of the market value on transfer of these homes to a Registered Housing Provider. For starter homes, developers will receive 80% of the market value.
- 5.31 To calculate the payment in lieu that should be provided, the Council will multiply the total number of affordable homes required under the policy by the floorspace of the market homes proposed. This will give us the total floorspace of the affordable homes required should they have been provided on site. This will be multiplied by the gross development value per sq m at the time (currently £5,200) to give the required commuted sum. The Council provide a worked example at Appendix 7.
- 5.32 For each application, the Council will consider whether it needs to include an “overage” clause if the sales value of market homes increases significantly before the housing is first occupied, or the size of homes on the development site is subsequently changed.

Qualifying developments for affordable housing provision

- 5.33 Affordable housing provision will generally be required from residential developments within the C3 Use Class⁵ over the site size threshold in Policy H11. This generally includes retirement homes, as well as self-contained studio flats for single-person households, and other self-contained flats, whether specifically aimed at students or not. Assisted living / Extra Care flatted developments, and other sui generis residential developments, such as cluster flats for students may be required to make provision; these will be considered on a case-by-case basis, and in some cases, an off-site contribution may be considered more suitable. Policy H11 does not apply to residential institutions within C2 use class, such as care homes and nursing homes.

⁵ Town and Country Planning (Use Classes) Order 1987

Thresholds and Contributions for Affordable Housing contributions			
	Location	Threshold	Contribution
Residential Developments (including mixed use)	Urban areas	15 or more (gross) units or site area of 0.5ha (gross) or more irrespective of the number of dwellings or more and over 1,000sqm (total gross) floorspace	35% on site* subject to “vacant building credit” * negotiable for sites with lower land values
	Rural settlements with a population of 3,000 or fewer (excluding Send and East Horsley)	10 or more (gross) units or site area of 0.4ha or more irrespective of the number of dwellings and over 1,000sqm (total gross) floorspace	35% on site* subject to “vacant building credit” * negotiable for sites with lower land values

Self-build and custom housebuilding

- 5.34 The Council keeps a formal register of individuals or interested associations that are seeking a plot of land in the borough to construct a self-build or custom-build house as a sole or main residence. The Council will explore options to grant suitable development permissions to meet this demand. To be considered suitable, a plot needs to have access to, or be provided with, road access, connections to electricity, water and waste water. Currently, to be accepted on the Self-build and Custom Housebuilding Register you need to be over 18 years old, a British Citizen, a national of an EEA state or Switzerland, be seeking the plot to occupy as your sole or main residence, meet a “long and substantial” local connections test, and meet a financial viability test.
- 5.35 The Council expects self-build or custom-build plots to be provided within larger strategic development sites, but it may also negotiate the provision of plots on smaller housing sites on a case by case basis. The Council’s approach will be set out in the new Local Plan. For further information please visit www.guildford.gov.uk/selfbuild.

Rural Exception Housing

- 5.36 People who cannot afford to access market housing that meets their needs, either to rent or to buy, need affordable homes. In many rural areas of borough, Green Belt, landscape and environmental designation policies restrict opportunities for development of affordable homes.
- 5.37 Policy H12 of the Local Plan 2003 allows for the development of small-scale affordable housing schemes inside or outside of existing settlements as an exception to other Local Plan policies, subject to stringent criteria, including requirement for a local connection and

the affordable housing to be secured in perpetuity. In determining whether a site is suitably small-scale, consideration will be given to identified local affordable housing needs and to previous applications for rural exception housing.

- 5.38 Rural Exception Housing, which is affordable housing for local needs, provided in perpetuity, will be secured where there is recent evidence of need for affordable housing within the Parish. Rural exception housing is usually delivered on small sites by Registered Providers, the Council, and by private developers. Most villages in the borough are exempt from the right to buy or acquire, due to being included in specific legislation⁶. Rural exception schemes in the settlements of Send and East Horsley are not exempt (as they do not appear in the legislation), but may also be possible if a scheme can be delivered without a government grant, via a mechanism which ensures the homes will remain affordable in perpetuity.
- 5.39 To ensure that the housing is secured permanently to meet local affordable housing needs, the Council will require the affordable housing provider to enter into a planning obligation with cascade provisions, to provide for situations where there may not be local need for that size accommodation in the Parish at the time.
- 5.40 The Council's cascade allocation approach to allocation of rural exception housing generally requires the housing to be allocated to :
- people with a local connection to the parish (through residence, employment or close family), followed by
 - those with a local connection to adjacent parishes within the borough who meet the criteria, and finally
 - those with a connection to the borough of Guildford in accordance with its published scheme Guildford Homechoice (or equivalent scheme).
- The Council will consider the specifics of each area's needs at the time of the application, and will use its discretion to ensure that the planning obligation includes the most appropriate allocation cascade for that development site.
- 5.41 Despite generally high land values across the borough, occasionally a developer may consider that a proposed rural exception scheme would be unviable without public subsidy. In these situations where there is no public subsidy available, and where there are no alternative sites available to provide the identified housing needs, as required by national policy, the Council may consider permitting the minimum number of market homes to make the scheme viable. The Council may also consider allowing at least one market home where this would result in a significant improvement in the housing mix (tenure, type or size) or rent levels.
- 5.42 The inclusion of market housing must serve to benefit the rural affordable housing stock and not inflate the "threshold land value". This is the minimum land value likely to trigger an owner to sell the land. To ensure that developers take into account the policy requirements of land potentially suitable for rural exception housing, where a developer proposes that at least one market house needs to be included to make the rural exception scheme viable, the Council will require submission of a development appraisal.

⁶ SI 1997 No. 625 The Housing (Right to Acquire or Enfranchise) (Designated Rural Areas in the South East) Order 1997, and SI 2009 No. 2098 The Housing (Right to Enfranchise) (Designated Protected Areas) (England) Order 2009

- 5.43 In considering the appraisal, the Council will limit the threshold land value to no more than ten times the agricultural land value at the time. Where agreement cannot be reached, external consultants will be appointed at the developer's cost to provide an independent assessment of the scheme's viability. Any market housing must improve the mix of market housing in the village, and must be integrated into the rural exception development.

6. Sustainable design and construction

- 6.1 Sustainable development is central to land use planning. The overall aim of the Guildford Local Plan (2003) and the emerging new Local Plan is to promote development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
- 6.2 Climate change presents a number of challenges for the Council. In order to address these challenges and to deliver national policy and the Council's aspirations for sustainable communities and buildings through the local planning system, the Council has produced a [Sustainable Design and Construction Supplementary Planning Document](#) (SPD), March 2011 (updated October 2015). This SPD sets minimum sustainability standards for new build residential and non-residential developments in the borough.
- 6.3 The Sustainable Design and Construction SPD requires residential developments to achieve a water efficiency standard of 110 litres per occupant per day, to achieve a 'Good' Building for Life standard and to reduce carbon emissions through the provision of on-site low and zero carbon technologies. The Council require non-residential developments to achieve at least a BREEAM very good standard and provide low- and zero- carbon technologies. The Council secure this requirement by planning condition.
- 6.4 The Council recognise that developers or householders may wish to use alternative sustainable design and construction assessment methods, or for large-scale developments "BREEAM for Communities". A condition will allow for a developer to use an acceptable alternative standard.

Thresholds and contributions for sustainable design and construction			
	Location	Threshold	Requirement
Residential homes	Borough wide	1 or more (gross)	a water efficiency standard of 110 litres per occupant per day a 10% reduction in carbon emissions through the use of on- site low and zero carbon technologies
Non residential	Borough wide	1,000 sqm or more (gross) floorspace	BREEAM very good assessment rating as a minimum a 10% reduction in carbon emissions through the use of on- site low and zero carbon technologies

7. Flood mitigation

- 7.1 New developments can be at risk of flooding or can increase the risk of flooding to others, placing life and property at risk. Development, that reduces the amount of land available for flood water storage and impedes flood flows can increase the risk of flooding at the development site and elsewhere.

Flooding from river sources

- 7.2 Policies G1(6) and G1(7) of the Local Plan provides the Council's approach to development within the floodplain and land drainage and states that areas of floodplain identified on the Proposals Map are safeguarded from development that would increase the risk to people or property from flooding. The Council will consult the Environment Agency on all developments affecting floodplains in accordance with the Development Management Procedure Order. On occasions, it may also be considered appropriate to seek the views of the Borough Council's Engineers.
- 7.3 A site specific flood risk assessment supporting a development proposal must consider whether the development is likely to be affected by current or future flooding from any source – taking account of climate change, and whether the measures proposed to deal with these effects and risks are appropriate, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall. In February 2016 the Environment Agency updated its best practice guidance on climate change allowances and how these should be applied to site specific Flood Risk Assessments. This guidance is based on the UKCP09 data and findings as the best available, scientific, evidence to provide more representative climate change allowances for England and latest planning policy guidance. The 'Flood Risk Assessments: Climate Change Allowances' can be viewed at:
<https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>
- 7.4 National Planning Policy Guidance seeks to direct development away from areas at highest risk of flooding. However, where development can be flood "neutral" or improvements secured by way of a planning condition or obligation without increasing risk elsewhere, permission may be granted. The sequential test underpins development proposals and plan making to ensure that new development is steered to areas with the lowest probability of flooding. Advice on preparing a sequential test is available at Appendix 3 of this SPD.
- 7.5 In accordance with the NPPF, in instances where the sequential test and exception test (if required) is passed, and the presumption in favour of sustainable development is applied and points towards a development being acceptable, any necessary flood defences or flood alleviation works required should form part of that development. Such infrastructure would be secured through a s106 planning obligation to ensure that the developer carries out the necessary works and that future maintenance commitments are met. In relation to surface water flooding, mitigation schemes for areas identified as surface water flood-prone hotspots are identified in Guildford and Ash and Tongham Surface Water Management Plans and Action Plans. Where necessary, in order to prevent worsening of the existing flood situation, we will seek contributions from relevant developments towards the identified surface-water flood alleviation schemes.

- 7.6 The requirement for the developer to pay for construction and make arrangements for expected future maintenance costs of flood risk reduction works applies even where a proposed development does not require additional works, but such works are considered necessary to prevent consequential additional flood risk to other areas and properties. The Council will take advice from the Environment Agency, Surrey County Council as the lead Local Flood Authority, and will negotiate an appropriate contribution from the developer. If agreement cannot be reached on the provision of that contribution, the application may be refused in accordance with the precautionary principle.
- 7.7 The NPPF requires that Local Plans are supported by a Strategic Flood Risk Assessment (SFRA). The SFRA considers flood risk from all sources, and is used as the evidence base for the application of the risk based Sequential Test to support planning decisions and allocations. The SFRA was published in 2016, but is a live document and will be updated accordingly.

Surface Water Flooding

- 7.8 Surrey County Council is the Lead Local Flood Authority, and Guildford Borough Council is the Flood Risk Authority for the borough. The Council is working in partnership with Surrey County Council, the Environment Agency and Thames Water on the Guildford Flood Risk Management Partnership Board, and have produced Surface Water Management Plans (SWMPs) and Action Plans for Guildford and Ash and Tongham. The documents aim to understand the local causes of surface water flooding, identify hotspots for such flooding, and outline cost effective actions, in the form of a management plan, to manage flood risk in these areas. The Guildford SWMP covers the whole of the Guildford Borough Council administrative area, which lies within the River Wey and Tillingbourne catchments. The Ash SWMP covers the area, which drains to the River Blackwater catchment.
- 7.9 New development often reduces permeability, so increasing run-off from the site, particularly in times of heavy or prolonged rainfall. Development can increase the rate and volume at which run-off reaches watercourses, leading to an increased risk of flooding and potentially damaging watercourses. The Council works with Surrey County Council (as the Lead Flood Authority) and developers to enable surface water run-off to be controlled as near to source as possible by the encouragement of [Sustainable Drainage Systems](#) (SuDS).
- 7.10 In drawing up development schemes, developers and landowners should have regard to the identified surface water flooding hotspots. Where a development would be likely to exacerbate this surface flooding, developers will be expected to contribute to the cost of the improvement works identified within the SWMPs Action Plans.

8. Water supply and waste-water infrastructure

- 8.1 The provision of adequate infrastructure for water and wastewater is critical to the protection of water quality in the area and therefore to sustainable development. Some of the larger planned developments will have implications for water supply, wastewater infrastructure, or water quality, depending on the type and scale of the development and its location. There should be adequate water supply, wastewater drainage, and wastewater treatment capacity to serve the development.
- 8.2 All drainage on development sites must maintain separation of foul and surface flows. It is the developers' responsibility to make adequate provision for surface water drainage to ground, water course or surface water sewer. It must not be allowed to drain to the foul sewer, as this is a major contributor to sewer flooding.
- 8.3 The Council consult the statutory water undertaker and the statutory sewerage undertaker on all proposed housing developments creating a new dwelling, including replacement houses. Where they advise that there may be an issue of concern with capacity, developers are required to fund studies. The developer will then need to propose appropriate improvements as part of their planning application, including how these improvements will be funded and delivered. Significant developments will need to be accompanied by a drainage strategy to determine the impact of the proposed development, including modelling. Such infrastructure improvements will be secured by condition and funded at least in part by the developer.
- 8.4 As developments have an automatic right to connect to the statutory provider's sewer network, the Council may need to impose a Grampian condition to prevent first occupation of the new homes until a network upgrade has been undertaken. It is vital that sewerage/waste water treatment infrastructure is in place ahead of development if sewer flooding issues are to be avoided. It is important not to underestimate the time required to deliver necessary infrastructure. Such a condition ensures that sewer flooding or water pollution are avoided and water quality maintained.
- 8.5 Connection and extension of the public foul sewerage network is the Environment Agency's preferred option as discharges from wastewater treatment plants owned and operated by sewerage undertakers are significantly less likely to cause pollution than discharges from private plants treating domestic sewage or trade effluent. The installation of private sewerage systems in circumstances where it is reasonable to connect to the public sewerage network is, therefore, not environmentally sustainable. However, where it is not reasonable to connect to the public foul sewer, the Environment Agency may grant an environmental permit, as long as the proposed discharge is otherwise environmentally acceptable.
- 8.6 Development proposals within 800m of a sewage / waste water treatment works may need an odour assessment to determine if the proposed development would provide adequate amenity for new occupiers. Similarly, an odour / noise and / or vibration impact assessment may be required for development within 15m of a pumping station.

9. Open space: amenity space, play space, and sports fields

- 9.1 National planning policy (Paragraph 73) states that “Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities”.
- 9.2 The importance of open space provision at the local level is emphasised by the objectives for recreation in the 2003 Local Plan :
- To encourage the provision of “accessible” recreation facilities in locations which relate well in a social and physical sense, to existing communities.
 - To encourage, where appropriate, the more efficient use of existing and new facilities.
 - To overcome identified deficiencies in open space and other recreational facilities.
 - To ensure that new residential development makes adequate provision for open space and other recreational facilities.
- 9.3 Local Plan 2003 Policies R2 and R3 set standards for open space provision and contributions for residential developments over 5 units or 0.4ha. These policies require residential developments to provide a total of 2.8ha (7 acres) of new open space per 1,000 population. This should consist of 1.6ha of formal playing fields, 0.8ha of children’s play space and 0.4ha of amenity space. This is equivalent to 100sqm of amenity space, 200sqm of playspace, and 400 sqm of playing fields space for every 10 homes (net). The Council will not require provision or a contribution, or will require a reduced amount, where the existing open space locally is, and will remain after the development, adequate by these standards.
- 9.4 This standard is based on the National Playing Field Association’s⁷ 1992 standards. Policy R2 specifies that this standard is based on an average of 2.5 people per home. Although the 2011 census shows average occupancy per home of 2.43, the Council will continue to apply the Local Plan policy assumptions, as the policy cannot be changed through this SPD. Using the average occupancy rate of 2.5 people per home, this is equivalent to 0.4ha of formal playing fields, 0.2ha children’s playspace, and 0.1ha of amenity space for every 100 homes.
- 9.5 The required open space is based on the size and type of the proposed development. Certain types of housing, such as specialist accommodation only for the elderly, which do not generate a need for children’s play space, and / or playing fields, will be required to provide amenity space only, which should be on site wherever possible.
- 9.6 Policy R2 requires new residential developments of at least 25 (net) homes or over 0.4ha, to provide the specified amount of open space on site. The justification (paragraph 13.11) to the policy includes suggestions for layout, location and linkages of open space.
- 9.7 Policy R3 refers to the standards set out in Policy R2, but applies to housing developments of between five⁸ and 25 dwellings. Developments falling within these parameters are required to provide open space either on-site, or as a financial contribution in accordance with Policy R2 standards. The Council will use developer contributions towards provision and

⁷ Now known as [Fields in Trust](#)

⁸ In determining planning applications, if a tariff style contribution is sought, the Local Plan site size threshold of Policy R3 will be weighed against the national policy threshold of 10 homes and 1,000sqm (gross) for tariff type contributions; see **paragraph 2.25**.

/ or improvement of playgrounds and playing fields improvements away from the development site to improve open space provision in the area.

- 9.8 In determining each application, the Council will consider the relative weight to give Local Plan Policy R3, and the national site size threshold for “tariff”-type contributions introduced to national planning policy. For developments of between 5 and 10 homes, where possible, the Council will secure as much of the required amenity space on-site provision by planning condition.
- 9.9 Where local provision is below the required standard, and the development cannot provide the required amount of open space of all types on site, the Council will require a planning obligation to enable us to fund improvements of existing open space in the area. Where improvements are required to a named open and costed space project, we will seek these from developments over 5 homes (net), provided there have been no more than 5 such planning obligations to fund that improvement project.
- 9.10 We may also seek funding for pooled tariff-type contributions towards improvements to existing open space (which are not subject to the CIL regulation⁹ pooling restrictions) to fund improvement projects or maintenance of existing open space from developments over 5 homes (weighed against the national threshold for tariff-type pooled contributions¹⁰). Such improvements may include refurbishing a playground, relaying a bowls green, or improving pathways or car parking space in a park. Such contributions will be tied to a specific improvement project identified by the Council’s Parks Service. The Council may also secure funding for future maintenance of open space until it is absorbed in the Council’s maintenance programme.
- 9.11 Where the level of provision of a particular type of open space in a ward is adequate by these standards, but a different type of open space is inadequate, the Council may seek contributions towards changing an area of existing open space between types. Provision of an alternative type of open space would be funded using developer contributions, secured by planning obligations linked to a specific project, of which the Council will not collect more than five such obligations. The Council will only seek such contributions from developments of over 10 homes and 1,000sqm (total gross) floorspace.
- 9.12 The required contribution for open space is shown in Figure 3 below. The figure has been developed using the experience of the Council’s Leisure Service in the delivery and improvement of play and sports facilities in the facilities in the Borough.

Figure 3 : Financial contribution required in lieu of on-site provision of open space

Dwelling Size	Play Space	Playing fields / sports grounds	Total
1 Bedroom	£511	£627	£1,138
2 Bedroom	£854	£1,048	£1,902

⁹ Regulation 123(3 and 4)

¹⁰ Over 10 homes and 1,000sqm (total gross) floorspace

3 Bedroom	£1,023	£1,259	£2,282
4+ Bedroom	£1,365	£1,677	£3,048

- 9.13 New sports pitches and other sports facilities may be improved on a broader, borough-wide basis to take account of the wider catchments of such facilities and their frequency of use. Facilities such as junior and young people’s play areas, skate parks and paddling pools should be provided on the basis of need in the local area. Commuted payments may be used for general purposes such as the maintenance or running costs of existing facilities and to improve existing open space.
- 9.14 The required contribution has been calculated taking account of the estimated cost of providing the facility away from the development site, and the likely number of occupants (by number of bedrooms) of the proposed homes. This cost includes the average cost of laying out a children’s playground, playing field, etc. of the required size, including levelling and draining and the equipment costs associated with each type of open space.
- 9.15 Where the number of bedroom or homes is not yet specified, such as in the case of an outline application, any outline permission granted will be subject to a suitable condition so that the requirement can be calculated when a detailed planning application is submitted.

Evidence

- 9.16 National policy (NPPF para 73) requires open space planning policies to be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. Such assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.
- 9.17 The [Guildford Borough Open Space, Sport and Recreation Assessment, 2017](#) identifies existing provision and local needs. It concludes that borough-wide, there is an overall deficit in allotments, park and recreation grounds, child play space and, most notably, youth play space. This document constitutes the most up-to-date evidence of the need for open space, sports and recreation facilities and opportunities for new provision, as required by NPPF (paragraph 73). In assessing and determining planning applications, this 2017 Open Space Assessment will form the basis for identifying supply of open space. This is presented in Appendix 4.
- 9.18 The Open Space Assessment 2017 identifies the supply of open space, sport and recreation facilities in the borough by ward and by type of open space, based upon comparison of local evidence of need (from the audit) and the following established standards:
- **Allotments** : National Society of Allotment and Leisure Gardeners
 - **Amenity green space, parks and recreation grounds, play space for children and youth** : Fields in Trust (previously known as National Playing Fields Association)
 - **Natural green space** : Natural England Accessible Natural Green Space Standards (ANGSt), Woodland Trust
- 9.19 The 2017 Assessment considered various standards from across the country and set local

standards for each typology in consultation with stakeholders. Provision of open space by type was then mapped, including its accessibility. Adequacy of current provision (by typology) was then assessed against these standards by mapping access to each type. This identified the adequacy or deficit in provision by type of open space. The Study finally includes recommendations for policy, including new open space standards related to accessibility as well as quantity. These new standards will be included in the new Local Plan Development Management Policies that will include policies to replace Local Plan 2003 Policies R2 and R3.

- 9.20 Whilst the Open Space Assessment 2017 gives the impression that Christchurch ward has a significant surplus of open space, this is because Stoke Park (a large public park) is located within the ward. The Council recognise that Stoke Park serves not only Christchurch, but other neighbouring urban wards.

Types of Open Space

- 9.21 The types of open space that may need to be provided in developments, or enhanced by developers contributions are detailed below.
- 9.22 **Allotments** provide areas for people to grow their own produce and plants and local authorities are obliged by law to provide sufficient allotments and to let them to local people where there is a demand. Allotments are defined in law as “land which is wholly or mainly cultivated by the occupier for the production of vegetable or fruit crops for consumption by himself or his family” (Allotment Act 1922).
- 9.23 **Amenity green space** includes those spaces open to free and spontaneous use by the public, but neither laid out nor managed for a specific function such as a park, playing field or recreation ground, nor managed as a semi-natural habitat. Some may be used for informal recreation activities or may contribute to the visual amenity of an area. They are likely to have the following characteristics:
- unlikely to be physically demarcated by walls or fences
 - predominantly lain down to (mown) grass
 - unlikely to have identifiable entrance points (unlike parks)
 - may have shrub and tree planting, and occasionally formal planted flower beds, and
 - may occasionally have other recreational facilities and fixtures, like play equipment of ball courts.
- 9.24 It is intended that attractive areas of open space of an appropriate size and location for informal recreation should be provided. Discussions with the Council should be carried out at an early stage to identify the type and extent of provision. Reference should also be made to the [Surrey Design Guide 2002](#) and the need to incorporate landscape and archaeological features where this is appropriate.
- 9.25 The **Park and recreation grounds** typology in the Open Space Assessment brings together the function of Parks and Recreation Grounds and Outdoor Sports Space (both pitches and fixed) as identified in the former PPG17¹¹ typology as within the borough spaces are often multi-functional and there may be little distinction between the two types. These spaces take many forms including:

¹¹ Planning Policy Guidance 17, since replaced by the NPPF

- play space of many kinds
- a range of formal pitch and fixed sports
- outdoor gyms and fitness trails
- informal recreation and sport
- attractive walks and cycle routes to work
- landscape and amenity features
- areas of formal planting
- areas for events
- habitats for wildlife, and
- areas for dog walking.

9.26 It is usually only possible to provide playing fields as part of large developments. In some cases, playing fields may be more appropriately provided in conjunction with or located close to existing or proposed playing fields. Such off-site locations should be within reasonable distance of the residential development providing it. Qualitative improvements to playing fields can be provided from pooled financial contributions from smaller developments.

9.27 Developers will be expected to provide a grass/artificial surface area of suitable size, gradient and condition to satisfy the regulations of the particular sports' governing body. The size must allow adequate surrounding area for the safe play of the sport and the safety of the public and property adjacent to the playing surface. It is important that consultation takes place with the Council to ensure appropriate provision to the required standard is provided, for example, fencing, changing rooms, car parking provision and floodlighting of a sports centre may be required.

Children and young people's play space

9.28 **Play space for children** means areas of play that cater for the needs of children up to and around 12 years and provide safe but adventurous places for children of varying ages to play and learn. Play areas are shifting away from formal play equipment, such as slides and swings, towards landscaping and natural building materials that create environments where imagination and natural learning can flourish. Casual playing space is included within the requirement for children's playing space. It is defined as open space of a useful size and safe location providing opportunities for informal play activities. Grassed or hard surfaced open space within a housing area with adequate separation from roads would conform to the definition.

9.29 **Play space for young people** means informal recreation opportunities for young people between the ages of roughly 13 to 17 years. It may include facilities such as skateboard parks, basketball courts, and 'free access' Multi use Games Areas (MUGAs). In practice, there may be a lack of distinction between child and youth play space.

9.30 Play space may include enclosed children's play areas and open grassed areas suitable for ball games and other forms of casual play but excludes formal pitches and other sports provision, amenity space or landscaping provided on the site. Wherever possible, facilities for children should be provided within easy walking distance of related housing areas, readily accessible to the dwellings it serves without the need to cross barriers such as major roads, and should be sited to avoid or minimise disturbance to the existing or potential nearby residents (**Appendix 5** sets out the distance catchments). In housing sites of 25 dwellings or

more it will normally be possible to provide a children's play space on-site, particularly for the needs of very young children. Larger developments will require several different types of play spaces and even more than one of each type of play space depending on size. In calculating the requirement for play spaces, the number of type of play spaces to be provided is based on the land area needed for the activity zones of the LAP, LEAP and NEAPs, and does not include their buffers.

- 9.31 [Fields in Trust](#) defines three types of equipped children’s play areas for a range of age groups appropriate to their needs. Design standards for three categories of provision (Local Play Area / LAP, Local Equipped Area for Play / LEAP, and Neighbourhood Equipped Area for Play / NEAP) are detailed in new housing development and redevelopment listed in Appendix 5.
- 9.32 To be a reasonable area for use by older children a casual playing space should be a minimum of 0.05 ha, but preferably at least 0.1 ha. Facilities suitable for teenage groups such as basketball hoops, goal posts and shelters, for informal social and recreational purposes should also be considered.
- 9.33 **Natural green space** covers all publicly accessible spaces including meadows, woodland and copses, all of which share a trait of having natural characteristics and biodiversity value and are accessible for informal recreation. It should be noted that the provision of Suitable Alternative Natural Greenspaces (SANGs) do not count towards the provision of natural green space as a type of open space as SANGs serve the very specific purpose of acting as an alternative space for recreational users of the Thames Basin Heaths Special Protection Area.
- 9.34 Natural green space has value for recreation and emotional well-being and can make an important contribution towards biodiversity values. They can act as green corridors for both wildlife and people and form an important part of an area’s green infrastructure.

Maintenance

- 9.35 The Council will normally be prepared to adopt and maintain properly laid out open space of a suitable size where it is accessible to the public, subject to payment by the developer of a maintenance contribution to cover future maintenance costs for a limited period. The contribution towards maintenance is payable on the transfer of the land to a public body, and is based on current maintenance costs over a 5 year period.

Open Space		
	Threshold	Obligation
Residential (larger developments)	25 or more homes (net), or more than 0.4ha	* 1.6ha of formal playing field space per 1,000 people * 0.8ha of children’s play space per 1,000 people; * 0.4ha of amenity space per 1,000 people
Residential (smaller developments)	Between 5 and 25 homes *subject to the	* 1.6ha of formal playing field space per 1,000 people * 0.8ha of children’s play space per 1,000 people; * 0.4ha of amenity space per 1,000 people Or

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	weight given in determinations to the threshold of over 10 homes and 1,000sqm (total gross) floorspace for tariff-type contributions (set by the CLG Written Ministerial Statement of 28/11/14)	A financial contribution towards improvement of existing open space in the area. unless the provision of open space in the ward is, and will remain after the development, adequate based on the above standards (refer to local plan policy R3).
Commercial	Developments exceeding 2,500 sqm	Negotiable - considered on a site by site basis.

10. Special Protection Areas (SPA)

- 10.1 The Thames Basin Heaths (TBH) Special Protection Area (SPA) was designated by Natural England as an SPA on the 9 March 2005. The SPA comprises an area of lowland heath and woodland and is a habitat protected under European and UK law.
- 10.2 In September 2006, the Council adopted an Interim SPA Avoidance Strategy that was agreed with Natural England and enabled residential development to take place across most of the affected areas of the Borough, whilst at the same time offering protection to the Thames Basin Heaths SPA. Simultaneously, work was undertaken at the strategic level to find an acceptable approach which could be applied consistently across the whole SPA affected region¹². The approach involves providing alternative natural green space with public access for recreation to divert people from using the SPA. This alternative recreation land is known as Suitable Alternative Natural Greenspace (SANG).
- 10.3 The Council adopted the Thames Basins Heaths Special Protection Area (TBH SPA) Avoidance Strategy 2017 SPD on 18 July 2017 (“The Avoidance Strategy SPD”). The Avoidance Strategy SPD enables the Council to approve planning applications for residential developments that fall within 5km of the SPA, which would otherwise have been prevented by the legislation protecting the SPA.
- 10.4 Certain types of development for accommodation purposes (e.g. assisted living units, student accommodation) are dealt with on a case-by-case basis. The TBH SPA Avoidance Strategy 2017 SPD should be consulted for detail in this regard. It is advisable to discuss this before any planning application is made. Large-scale developments between 5km and 7km of an SPA boundary will be assessed on an individual basis.
- 10.5 The main impact on the SPA that the strategy seeks to tackle is that resulting from increased recreational pressure and impacts associated with urbanisation (e.g. cat predation, dog walking). On this basis, the Avoidance Strategy applies primarily to all **net** new homes that provide permanent accommodation.
- 10.6 The Council's duty to consider the impact of development on the SPA applies also to non-residential development applications, which will need to be considered on their individual merits. The Avoidance Strategy SPD is however, primarily directed towards the harm caused by residential developments, and the measures that can be taken to enable them to proceed without harm to the integrity of the SPA and will not, therefore, assist in the case of applications for non-residential development.
- 10.7 The Suitable Alternative Natural Green Space (SANG) contribution is based on the (net) number of dwellings and size of dwellings proposed in the housing development, as a fair reflection of the number of additional residents likely to be resident in the development, and is derived from the costs of works identified on the SANG sites.

¹² The SPA affects part or all of the following local authority areas; Waverley, Guildford, Surrey Heath, Woking, Bracknell Forest, Hart, Wokingham, Elmbridge, Runnymede, Royal Borough of Windsor and Maidenhead, Rushmoor.

- 10.8 An agreement (either a planning obligation or a legal agreement) enabling developers to contribute towards the cost of avoidance measures will be drawn up and agreed in accordance with this Supplementary Planning Document and the SPA Avoidance Strategy SPD prior to the decision notice for the relevant planning application being issued. The monies agreed under the planning obligation must (save for exceptional circumstances) be paid to the Council on the commencement of development. This will allow the Council time to implement works before the development is occupied.
- 10.9 Access management and monitoring of the SPA is coordinated strategically by the Joint Strategic Partnership Board working with Natural England, SPA affected authorities, landowners and land managers. This is the Strategic Access Monitoring and Management (SAMM) project. A separate planning obligation is required to fund SAMM measures (which include education, wardens, seasonal campaigns and guidance on the management of the SPA and SANGs).

Special Protection Areas		Contribution per home (net)			
	Threshold	Dwelling Size	SANG	SAMM	Total
Residential	All net new developments located between 400m and 5km from a SPA boundary.	1 bedrooms	£3,471.29	£411.01	£3,882.30
		2 bedrooms	£4,874.58	£577.16	£5,451.74
	Large-scale developments between 5km and 7km of an SPA boundary will be assessed on an individual basis.	3 bedrooms	£6,228.63	£737.48	£6,966.11
		4 bedrooms	£7,361.11	£871.56	£8,232.67
		5 or more bedrooms	£8,444.35	£999.82	£9,444.17

Note : The SANG tariff will be updated each year on 1 April and will increase in line with the Retail Price Index (RPI) measure of inflation. The SAMM tariff will not increase.

The SANG tariff is based on an average cost of SANG mitigation of £2,461.91 per person and relevant occupancy rates.

The above SPA charge excludes the minimum legal costs (£670, increasing for sites of over 25 homes) and monitoring fee (£500) per point in time monitored.

Please refer to the [Thames Basin Heaths Special Protection Area Avoidance Strategy SPD 2017](#) for further information.

11. Landscape and Biodiversity

- 11.1 Biodiversity (biological diversity) is simply the variety of life systems. This includes the different plants, animals and micro-organisms, the genes they contain, the habitats they live in, and together, the ecosystems they form. Development and other economic activity need to take account of natural resources. In other words, development must be environmentally sustainable.
- 11.2 Biodiversity contributes to the quality of life of the residents both intrinsically, by providing a beautiful and attractive natural environment in which to live, by helping to ameliorate the impacts of pollution and by promoting physical and mental well-being. Historically, natural resources have contributed to the economic development of the Council's Borough by providing an environment, which attracts business and people to the area.
- 11.3 Economic and population growth and development in the borough is putting increasing pressure on its natural heritage, with the result that its biodiversity is declining and will continue to do so unless action is taken. The Council has a duty to consider the management and enhancement of the landscape and biodiversity. Development should minimise impacts on biodiversity, mitigating any adverse effects and compensating for the loss or permanent damage to biodiversity where impacts are unavoidable.
- 11.4 The NPPF at Chapter 11 sets out national planning policy on conserving and enhancing the natural environment. It states that; "The planning system should contribute to and enhance the natural and local environment by... protecting and enhancing valued landscapes, ...[and] minimising impacts on biodiversity and providing net gains in biodiversity where possible" (paragraph 109). Paragraph 118 clarifies:
- "When determining planning applications, local planning authorities should aim to conserve and enhance biodiversity by applying the following principles:
- if significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused; ...
 - development proposals where the primary objective is to conserve or enhance biodiversity should be permitted;
 - opportunities to incorporate biodiversity in and around developments should be encouraged;
- 11.5 Local Plan Policy G1(12) provides the local planning approach to the landscape and existing natural features with more specific policies on nature conservation found within Local Plan Policies NE1 - NE6.
- 11.6 Development is required to be designed to safeguard and enhance the characteristic landscape of the locality. This includes impacts on the special landscape importance of the Surrey Hills Area of Outstanding Natural Beauty (AONB). In accordance with national and local planning policy, we will give great weight to conserving landscape and scenic beauty in the nationally important Surrey Hills AONB.
- 11.7 One of the main aims of the Local Plan is the protection and enhancement of the borough's natural environment. This includes the objectives of maintaining and enhancing biodiversity

within the Borough; identifying sites of nature conservation value and balancing the needs for development with their protection; and protecting important plant and animal species.

11.8 The impacts of a development upon protected species should be taken into consideration. For example, if bats are likely to be present, it is likely that a bat survey would be required through a planning condition.

11.9 [Biodiversity Opportunity Areas: the basis for realising Surrey's ecological network](#)¹³ produced by the Surrey Nature Partnership (the designated Local Nature Partnership for Surrey) sets out a Surrey-wide approach for delivering the objectives in the national biodiversity strategy 'Biodiversity 2020: A strategy for England's wildlife and ecosystem services'¹⁴ (Defra, 2011). The overall aim is to establish a coherent and resilient ecological network capable of responding to the challenge of climate change involving a shift in emphasis away from piecemeal conservation actions and towards a more effective, integrated, landscape scale approach.

11.10 Where conditions would not be sufficient for the required purposes, the Council may seek planning obligations to:

- restrict development so as not to damage or harm existing features;
- secure the works necessary to enhance existing features;
- secure the works necessary to create new features;
- provide wildlife/habitat conservation, protection, enhancement, and mitigation on the development site, and subsequent management and maintenance; and / or appropriate landscaping.

¹³ <https://surreynaturepartnership.org.uk/our-work/>

¹⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69446/pb13583-biodiversity-strategy-2020-111111.pdf

12. Waste and recycling storage and collection

- 12.1 The council has produced guidance (July 2017) on the storage and collection of household recycling and waste material. Developers should take this guidance, provided at Appendix 8, into account in designing residential developments, particularly for new flats with shared outdoor areas. As well as being integral to the design of a development scheme, it will usually be appropriate to secure storage for waste and recycling on site by way of a planning condition.
- 12.2 To ensure waste is collected cleanly, safely and efficiently the council has specified that it will collect waste from wheeled bins unless properties are unsuitable for bins or it is impractical to use bins. It can make this legal requirement under section 46 of the Environmental Protection Act 1990.
- 12.3 The council's standard service is a fortnightly alternate weekly collection of refuse and mixed recycling from 240ltr wheeled bins, alongside a weekly collection of food waste from a 23ltr external food waste container. The dimensions of, and requirements for these bins are provided at Appendix 8.
- 12.4 Waste and recycling bins provided for developments of new flats and house should have a capacity of a minimum of 140ltr per flat / house, and a maximum of 240ltr per flat / house for recycling, with the same capacity for refuse. This is based on the standard fortnightly collections of waste and mixed-recycling.
- 12.5 Collection of food waste is weekly, from a 23ltr external food waste container per individual property. For developments of flats, a 140ltr communal food waste bin must be provided for every 8 to 15 properties. The capacity needed will vary depending on the size of the flats and occupancy levels. It is advisable to allow some space to allow safe and easy access to all of the bins, and allow some space for future changes in service design or resident use of the facilities. The council also provides a smaller 7ltr internal caddy to assist residents in managing their food waste.
- 12.6 A number of other separate materials are collected in carrier bags from the side of bins when presented. Currently textiles, batteries and small Waste Electrical and Electronic Equipment (WEEE) are collected. In addition, the council offers a subscriber only garden waste service also collected via 240ltr wheeled bins.
- 12.7 Where new or redeveloped homes are built and require wheeled bins, the council will require the developer to purchase these wheeled bins and pay for their delivery. The council requires a suitable notice period from the developer to ensure that the required bins are in stock and to arrange their delivery. For large-scale developments (6+ communal bins or 20+ 240ltr bins) 4-6 weeks' notice is requested. For smaller scale developments, the council would expect 3-4 weeks' notice.
- 12.8 The developer can purchase their own wheeled bins, but these must meet the councils current specifications and be suitable for the councils bin lifting equipment. If the developer wishes to purchase their own bins, then the council would strongly advise them to contact the Recycling and Waste team for advice and a detailed specification. If the bins are not to the council's specification or are not compatible with the council's bin lifting equipment, they will

not be emptied and the developer will be liable for ensuring suitable bins are put in place. The information in Appendix 8 is provided to assist developers, and should be read in conjunction with Part H of the Building Regulations 2002.

Thresholds and contributions

- 12.9 Applications for planning permission should include appropriate provision for the storage and collection of household waste. The council will usually secure provision and retention of refuse / recycling bins by planning condition. Such a condition is likely to require that the bins and store be provided before first occupation, and thereafter maintained free from obstruction (including parking of cars) for this purpose.
- 12.10 For very large housing developments, financial contributions may be required to increase the council's waste collection vehicle fleet.

13. Safety and security (CCTV)

- 13.1 The layout and design of new development can help people to reduce crime and fear of crime. Installation and operation of Closed Circuit Television (CCTV), particularly when linked directly to a police station can also assist in reducing the fear of crime, as well as helping in providing evidence. Well-located and maintained street lighting are also important in reducing fear of crime.
- 13.2 Local Plan Policy G1 (5) "Crime Prevention" emphasises the role that the design and layout of buildings and surrounding can have in enhancing public safety and reducing the opportunity for vandalism and crime.
- 13.3 Levels of crime in the borough are generally low. To help maintain this low crime level, the Council will ensure that new developments are designed with crime-prevention in mind. The Council may use planning conditions to secure this on the development site.
- 13.4 Surrey Police provides a centralised, monitored CCTV system, which many of the partners of Experience Guildford Town Centre Crime Reduction Partnership are linked into. The Council will help to keep residents and visitors to Guildford town centre feeling safe by negotiating the provision of community safety equipment such as CCTV in suitable locations within town centre developments. Within the town centre boundary (as shown on the map at Appendix 6), the Council will seek the provision of CCTV on developments providing restaurants (A3), drinking establishments (A4), hot food takeaways (A5), and various leisure uses, including nightclubs, cinemas and casinos. The Council secure these by planning condition or by a planning obligation.

14. Public Realm

- 14.1 The term “public realm” refers to publicly-owned streets, squares, pathways, parks, publicly accessible open spaces, right of ways, and any public or private building and facilities that are accessible by all. The quality of the public realm is vital if the Council are to be successful in creating environments that people want to live and work in.
- 14.2 For a development to be successful, its elevations and spaces that impact on the public realm areas need to be of consistently high standard. Good quality public realm is more than just aesthetically pleasing, it also:
- plays a large role in determining the character / feel of the place;
 - supports urban regeneration, by improving the attractiveness of a place;
 - reduces opportunities and motivation for crime and other anti-social behaviour, and fear of crime, by upgrading areas and redesigning or improving spaces;
 - generates social and community cohesion;
 - aids movement in and between spaces;
 - enhances biodiversity and nature, improving air quality and contributing to shade;
 - ensures local distinctiveness; and
 - improves the quality of life for all.
- 14.3 It is important that the national planning policy emphasis upon making more efficient use of existing built up areas is not at the expense of good quality outdoor spaces. High quality design through well-designed, well-managed public spaces and a considered regard to the protection and enhancement of the borough’s heritage make a place.
- 14.4 The Council requires developments to be designed with improving the quality of the public realm in mind. For strategic developments, which impact significantly on the public realm, it is likely that a planning obligation will require off-site improvement works, secured by planning obligation.
- 14.5 The borough has a rich architectural and historic heritage that includes numerous listed buildings and conservation areas, protected parks and scheduled ancient monuments. The Local Plan identifies protecting and enhancing the quality of the borough’s natural and built environment as a strategic priority.
- 14.6 The Council has adopted a number of strategies which contribute towards improving public realm in the historically and architecturally-important areas of the borough, which include the series of [Conservation Area Character Appraisals](#). Where relevant to a development site, these will be taken into account and improvements secured by planning condition.
- 14.7 The Council may seek contributions towards off-site public realm improvements. As “improvements”, these are not subject to the pooling restriction on “provision” of infrastructure that were introduced by the CIL regulations. Give the national site threshold of over 10 homes and 1,000 sqm (total gross) floorspace for seeking tariff-type / pooled planning contributions, the Council will not secure tariff-type planning obligations from developments under this size.

15. Public Art

- 15.1 Integrating public art into developments and the wider public realm will help to deliver Local Plan Policy G5 (4) “Street Level Design” which requires the ground floor level of buildings and spaces to visual interest and a sense of place and identity. Public art can help to provide visual interest and identity, as explained in the supporting text to the policy, which states that “details such asthe use of art, can be used to give a building identity and character.”
- 15.2 National planning guidance advises that public art and sculpture can play an important role in making well-designed interesting and exciting public spaces that people can enjoy. This can help improve cultural well-being in both urban and rural areas.
- 15.3 The benefits of public art for the public and for owners of development sites include contributing to the creation of an attractive and vibrant place; contributing to the local economy through tourism and employment; and involvement of the local community. Incorporating public art in developments can add to the distinctiveness of a development, increase building and land values, provide opportunities for better press and media coverage, and improve the environment for staff and tenants.
- 15.4 Artists can be involved in creating a more interesting and attractive public realm in many ways, including “artist in residence schemes” to develop permanent artworks, and artists working as members of design teams creating development or landscape schemes.
- 15.5 The Council seeks opportunities for innovative and dynamic public art that has residents and artists at its core, whilst celebrating and enhancing its rich heritage of architecture, landscape and public art. Public art is best defined as the principle of involving artists in the conception, development and transformation of the public realm.
- 15.6 The Council’s proposed new Public Art Strategy (consulted on in 2017) includes consideration of the role that developers can take in providing art to enhance the environment in, and around development sites. It includes strategic guidance around and opportunities for the commissioning of public art and a programme of projects some of which will be funded through planning obligations and contributions.
- 15.7 As set out in Section 2 of this SPD, the Council will only seek a planning contribution from developers where it considers it necessary to make a development acceptable in planning terms. The Local Plan Policy G5(4) provides the justification for securing public art from certain developments. The Public Art Strategy 2008 (and the 2017 Strategy, once adopted) provides the evidence of the art projects and programmes.
- 15.8 The Council will seek public art from certain developments, either within the development itself, where fully visible from a public place and able to be enjoyed by the public, or as a contribution towards local public art. The Council will only seek contributions to public art on a case by case basis and only where proposed development is of a scale where this may be appropriate as specified under 15.9.
- 15.9 Development Briefs for major schemes, of 100 or more (net) residential dwellings or 2500sqm (net) additional commercial floor space, should refer to the Public Art Strategy, and

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should usually include a requirement for the production of a site-specific Public Art Plan. The Council generally encourages public art as part of development sites, but there may be some instances where a planning obligation for off-site public art is more appropriate, in which case a Public Art Plan would not be required.

- 15.10 For provision of art installations outside the development site, the Council will enter into no more than five planning obligations to fund each art project. This will help to deliver the public art strategy.
- 15.11 All public art required through the planning process must be sited so that the public can view it from a public place. If on site, it will generally be secured with a planning condition. In other circumstances and areas, it will be more appropriate for more than one development to contribute to public art in the wider streetscape.
- 15.12 Planning conditions may be attached to a planning permission, requiring full details of the artwork to be submitted for agreement by the Council, so that a separate planning application is not needed if the artwork is of a scale and / or nature as to require planning permission in its own right.
- 15.13 An example of the positive impact that public art can have on the wider environment, are the sculptures along the River Wey that were funded from developments in the area. These sculptures are linked both thematically and visually to the River and also complement each other and provide a coherent style along the River Wey corridor.



Figure 4 :Public art : sculptures along the River Wey

Evidence

- Guildford's [Public Art Strategy and Action Plan 2008](#) and the related [Committee report to Executive 17 July 2008](#) including consultation summary.
- The draft Guildford Public Art Strategy 2017 will replace the 2008 Strategy.

Ixia is the UK's public art think tank and provides guidance on the role of art in the public realm. <http://ixia-info.com/>

Public Art online is an information site which provides guidance and examples of public art practice from around the UK and internationally. <http://www.publicartonline.org.uk/>

16. County Council and Highways England Infrastructure: Transport

- 16.1 Highways England is the highways authority for the nationwide Strategic Road Network, including the M25 motorway and the A3 trunk road in the borough. Surrey County Council (SCC) is the local highways authority for the Local Road Network, which includes A31, as well as being the Local Transport Authority with responsibility for bus services, and cycle and public rights of way networks.
- 16.2 SCC is also the Local Education Authority, and the Lead Local Flood Authority (LLFA) for the whole of Surrey. LLFAs (established under the Flood and Water Management Act 2010) are responsible for leading the co-ordination of flood risk management in their area.
- 16.3 In order to ensure that development is sustainable, developers may be required to contribute to expanding or improving the Strategic Road Network, Local Road Network, public transport, and / or education infrastructure where the development proposed would put additional burden on these. With the exception of the Strategic Road Network, this infrastructure is the responsibility of SCC. In determining the “county” infrastructure needed to support planning applications, we will be guided by advice that we receive from SCC. SCC will assess the extent to which the existing infrastructure can satisfactorily accommodate the demands likely to arise from the new development in operational and sustainability terms. Where this is inadequate, the developers will be expected to provide or fund a package of solutions to address and mitigate the adverse impacts.

Sustainable transport, car clubs, travel plans, and parking provision

- 16.4 In some areas of the borough, where there is already pressure on on-street parking spaces (referred to as parking stress), a low level of on-site parking provided within a proposed new development, may detrimentally affect residential amenity for existing residents. Surrey County Council may also consider the likely impact of further on-street parking provision on the free-flow of traffic and related highway safety.
- 16.5 Local Plan Policy G1(1) “Parking Provision” of the Guildford Borough Local Plan 2003 requires parking provision on developments to be in accordance with the defined parking standards. Local Plan Policy M1 “Parking Provision” seeks to restrict on-site parking within the prescribed town centre boundary. The Council’s parking standards are set out in [Guildford Borough Council’s Vehicle Parking Standards SPD 2006](#), that supplements Policies G1(1) and M1 of the 2003 Local Plan, and replaces the parking standards set out in Appendix 1 of the Local Plan 2003. We will consider these alongside more recent national policy described in paragraphs 16.6 and 16.7 below.
- 16.6 In 2012, the government set out its national planning policy on parking standards in the NPPF (paragraph 39). This requires that in setting local parking standards, local planning authorities take into account the accessibility of the development; the type, mix and use of development; the availability of and opportunities for public transport; local car ownership levels; and an overall need to reduce the use of high-emission vehicles.
- 16.7 The government recently updated the national parking standards policy.¹⁵ This policy now

¹⁵ [written ministerial statement regarding parking standards, 25 March 2015](#)

requires that alongside the NPPF (paragraph 39) criteria, “Local planning authorities should only impose local parking standards for residential and non-residential developments where there is clear and compelling justification that it is necessary to manage their local road network.” This applies to both minimum and maximum parking standards. Government considers that “the market is best placed to decide if additional parking spaces should be provided.”

- 16.8 In considering parking provision within a proposed development site, the Council will therefore take account of this recent government policy alongside the Council’s adopted parking standards. We will also give weight to any local parking standards included in Neighbourhood Plans, dependent upon the stage in the preparation of the plan. Where recently adopted, as part of the development plan for a local area, we may give these standards considerable weight.
- 16.9 Where justified, restricting the issuing of on-street parking permits through a Traffic Regulation Order may assist in controlling additional on-street parking stress. This is considered in the Council’s Parking Strategy. Alongside this, we will produce an updated Vehicle Parking Supplementary Planning Document (SPD), to provide guidance to the application of the policy with respect to the appropriate provision of off-street vehicle parking.
- 16.10 In the majority of circumstances, planning conditions will be the most appropriate mechanism for securing the appropriate amount of parking on a development site, and for ensuring that it is provided when first needed and retained free of obstruction for that purpose.
- 16.11 There may be situations where Guildford Borough Council and SCC, as the Local Highway Authority for the Local Road Network, considers that the level of on-site car parking for a proposed development is, in the absence of additional mitigation, likely to exacerbate on-street parking stress, and therefore to have a negative impact on the safe operation and the performance of the highways in the vicinity. This is most likely to occur within certain areas of Guildford town centre. In these situations, it may be suitable for a development to provide or to contribute to provision of an on-street parking space for a local car club operational already in the area, together with a minimum of one year’s membership of a local car club for all new occupiers. This would be organised and funded by the developer, potentially with the assistance of Surrey County Council.
- 16.12 In consultation with Surrey County Council, the Borough Council may seek a range of initiatives and improvements to support more sustainable travel. These include, but are not limited to: travel plans, including the provision of resident travel information packs; new, extended and / or improved cycle paths and footpaths; pedestrian and cycling wayfinding; cycle parking; new or upgraded bus shelters, including installation of real time passenger information; provision of marked on-street car club vehicle spaces and membership of a car club operating in the area; and provision of an electric car charging point within a development.
- 16.13 The Borough Council requires submission and approval of a travel plan for non-residential developments over 1,000sqm that Surrey County Council and / or Guildford Borough Council consider to be a generator of a significant number of trips. The Council generally secures this by condition, although a planning obligation is also required to secure a “monitoring fee” for Surrey County Council to work with the business or school/ college to ensure it is being

complied with and is effective.

- 16.14 Local Plan Policy G1(2) requires that satisfactory access and highway layout is provided, and appropriate provision is made for pedestrian, cyclists and public transport. The policy also requires that the traffic generated by the development should be compatible with the local road network. Developments should not compromise the safe operation and performance of the highway. Policy G12 restricts developments generating significant numbers of trips to locations highly accessible by public transport (including Park and Ride) and served by existing cycle and pedestrian routes. Where these do not already exist, the Council will use planning obligations to secure such improvements away from the development site.
- 16.15 The transport implications of proposed developments will be assessed taking into account the needs of all users and the availability of public and other transport alternatives in that location. For example, in Guildford Town Centre where there is a high level of public transport accessibility, it will be more appropriate for developers to provide improvements to public transport (such as upgraded bus shelters), or walking and cycling infrastructure than it would in most other areas of the borough.
- 16.16 The majority of bus services that operate within the borough are provided on a commercial basis by private operators, and decisions on the extent and frequency of services are mainly a matter for the commercial judgment of the operator concerned. However, where a development would impose additional stress on a service which might need additional support or investment, we may seek developer funding to assist the Local Transport Authority. This would be negotiated on a case by case basis, dependent on the specifics of the application and its impacts.

17. County Council infrastructure : Education and libraries

- 17.1 National planning policy attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. As a local planning authority, we are required to give great weight to the need to create new, expand or alter schools.
- 17.2 Surrey County Council is the Education Authority for the borough. Most state schools in Surrey are local authority maintained. The introduction of the Academies Act in May 2010, has led to a number of schools in Surrey converting to academy status. These still remain publicly funded, but are independent of local authorities. Academies, as with private schools, have greater autonomy than local authority maintained schools (including length of the school day, the curriculum, and staffing). There are also Foundation and Voluntary Aided and Trust Schools within the borough.
- 17.3 Free schools are fairly recent additions, and there are currently no Free Schools in the borough. Multi-Academy Trusts (MATs) are organisations that run a number of academies, including Free Schools under a single charitable company. There are several Multi-Academy Trusts now active in the borough. All education contributions outlined below are required from housing developments within the C3 Use Class, including affordable homes, over the given thresholds.

Early years capacity

- 17.4 The Childcare Act 2006 places a duty on all local authorities to secure sufficient early education for three and four year olds and childcare to allow parents to work or attend training. It also places a duty to secure early years provision free of charge. Secondary legislation sets out the type and amount of free provision as well as the children who benefit from this.
- 17.5 Surrey County Council's [Childcare Sufficiency Assessment 2014](#) has identified nine areas where current provision will not be able to meet future demand for early education. Within Guildford borough, current provision is considered to be insufficient to meet future needs in Burpham, Merrow, Stoke, Stoughton and Westbrough wards. The Childcare sufficiency assessment is updated annually because of the fluctuating nature of the childcare and early education market. Applicants are advised to refer to the latest Assessment.
- 17.6 There is no capital allocated to the development of early years places, therefore, where new housing development creates additional need, the full cost of the additional infrastructure required will be sought from the developer. Developer contributions will be used to support new or existing early education provision at sites identified near the development. This will generally be within a one to two mile radius of the development, although may be further in rural areas, where nurseries and infants may have a wider catchment. In some situations, it may be more appropriate for contributions to be used for improvements to existing infrastructure to sustain it.
- 17.7 Surrey County Council uses its pupil yield calculator to calculate the required contribution from each proposed housing development. The calculator is based on pupil yields, derived partly from surveys of new developments, which varies by the number of bedrooms in each

home. This is multiplied by the contribution required per early years child place. Based on guidance from Surrey County Council, we will generally seek contributions towards provision of early years places from housing developments over 10 homes (net), towards specific expansion or improvement projects, ensuring that we do not collect more than five planning obligations towards each project, due to the restrictions on pooling of planning obligations introduced by the CIL regulations.

Primary and secondary school capacity

- 17.8 Surrey County Council's [Surrey School Organisation Plan 2016/17 - 2025/26](#) forecasts demand for school places for 4 – 16 year olds in Surrey. It also contains specific forecasts for each borough. Many schools within the borough are popular, oversubscribed and at, or very close to capacity. Expansions are planned on trends of oversubscription, residence location of applications for places and the ability of the school to expand (site size, planning, transport etc). Over the last decade or so, there has been a major programme of temporary (i.e. “bulge” classes) and permanent expansion of primary schools across Guildford borough to cope with the increase in school age population. This “bulge” is now reaching secondary school age.
- 17.9 Strategic development sites may generate a need for a new primary school, which would be secured on the site by planning obligation. More frequently, it is the impact of smaller housing developments that generates the need for school expansions, in addition to the natural population growth that Surrey County Council plans for. Where new housing development creates need for additional school places, Surrey County Council may request contributions developments over 10 homes (net). No more than five planning applications will be pooled towards any single project. Extensions to existing schools are generally planned and managed by Surrey County Council.
- 17.10 Due to the impact of many small to medium housing developments within areas that are already close to capacity, the Council may seek a contribution towards a specific school expansion project within the vicinity of the site. Contributions may be used to support secondary school expansion projects further from a development than primary school contributions, due to the longer distances travelled by secondary school pupils.
- 17.11 Where Surrey County Council provides the Borough Council with a justification of additional need, and details of the expansion project that the contribution is to be spent on, the Council will seek contributions to expand specific primary and secondary schools to provide additional capacity. The County Council's justification of additional need is based on a calculated contribution towards the cost of additional provision. The contribution is based on the calculated child yield arising from the proposed development, multiplied by the contribution required per primary or secondary child place. The Council will only seek such contributions from housing developments of over 10 homes (net), and will not agree to more than five planning obligations for each project due to the CIL regulations restrictions on pooling of planning obligations.

Libraries

- 17.12 Surrey County Council operates three libraries in the borough, at Guildford, Ash, and East Horsley Library. Shere Golden Diamond Jubilee library is a Community Link, a collection of books, run by community volunteers, supported by Surrey County Council. When requested and justified by Surrey County Council, the Council will seek contributions to improvements to Guildford, Ash, and East Horsley library depending on the specifics of the proposed development.

Appendix 1 – Summary of requirements

The table below is provided as a summary of the contributions that the Council may require from developments of different types and scales. The thresholds are indicative. As the Council determine each planning application individually on its own specific merits, these will not represent all requirements for all sites, and priorities will vary by scheme.

This is intended as a guide to the contributions a developer could expect in designing and submitting a scheme.

Contribution	Development	Location	Site size threshold	Requirement
Planning Obligation Monitoring Fees	All planning obligations	Borough-wide	All	£500 as a minimum
Legal Fees	All planning obligations	Borough-wide	All	Depends on complexity and number of obligations
Affordable Housing	Residential	Urban areas of Guildford and Ash and Tongham, Send and East Horsley parishes	15 or more (gross) homes and / or site area of 0.5ha or more and over 1,000sqm total gross floorspace	35% on site* subject to “vacant building credit” * negotiable for sites with lower land values
		Rural Settlements (excluding Send and East Horsley Parishes)	10 or more (gross) homes and / or site area of 0.4ha or more and over 1,000sqm total gross floorspace	35% on site * subject to “vacant building credit” * negotiable for sites with lower land values
Sustainable Design and Construction	Residential	Borough-wide	All housing developments	a water efficiency standard of 110 litres per occupant per day a ‘Good’ Building for Life standard a 10% reduction in carbon emissions through the use of on-site low and zero carbon technologies

Contribution	Development	Location	Site size threshold	Requirement
	Non-residential	Borough-wide	1,000sqm or more (gross) floorspace	BREEAM very good assessment rating as a minimum A 10% reduction in carbon emissions through the use of on site low and zero carbon technologies
For further information refer to the Sustainable Design and Construction SPD 2011, Updated 2015				
Car Clubs	Residential	Guildford Town Centre	25 or more (gross) units	On site parking provision
	Mixed use	Guildford Town Centre	20 or more (gross) units or 1000 sqm or more (gross) B1 floorspace	On site parking provision
Cycle Parking	Residential	Borough Wide	All housing developments	One cycle space per unit
	Other	Refer to Appendix 1 of Guildford Borough Local Plan 2003		
Bus Shelters, Park and Ride and other sustainable transport contributions	Where a specific need is identified, contributions arising from the development will be considered on a site by site basis.			
Open Space	Residential (developments of at least 25 homes)	Borough Wide	25 or more (net) units, or more than 0.4ha	* 1.6ha of formal playing field space per 1,000 people * 0.8ha of children's play space per 1,000 people; * 0.4ha of amenity space per 1,000 people
	Residential (smaller developments)	Borough Wide	Between 5* and 25 (net) units *subject to weight given in determinations to the threshold of over 10 homes for tariff-type contributions in CLG Written Ministerial	* 1.6ha of formal playing field space per 1,000 people * 0.8ha of children's play space per 1,000 people; * 0.4ha of amenity space per 1,000 people Or As a financial contribution

Contribution	Development	Location	Site size threshold	Requirement
			Statement of 28/11/14	towards provision or improvement of open space in the area
	Commercial developments	Borough-wide	Developments exceeding 2,500 sqm	Negotiable – considered on a site by site basis
Biodiversity	Residential	Borough-wide	Generally applicable to proposals of over 10 homes (net)	By negotiation
	Commercial	Borough-wide	Generally applicable to proposals comprising more than 1,000 sqm of new (net) or replacement floorspace	By negotiation
Special Protection Areas	Residential		All developments located between 400m and 5km from an SPA Boundary.	£3,882.30 Per 1-bedroom dwelling
				£5,451.74 per 2-bedroom home
			Large-scale developments between 5km and 7km of an SPA boundary will be assessed on an individual basis, in liaison with Natural England.	£6,966.11 per 3-bedroom home
				£8,232.67 per 4-bedroom home
				£9,444.17 Per 5 plus-bedroom home
<p>Note: The SANG tariff will be updated each year on 1 April and will increase in line with the Retail Price Index (RPI) measure of inflation. The SAMM tariff will not increase.</p> <p>The above SPA charge excludes the minimum legal costs (£670), increasing for sites of over 25 homes and monitoring fee (£500) per point in time monitored.</p> <p>Please refer to the Thames Basin Heaths Special Protection Area Avoidance Strategy 2017 for further information.</p>				
Public Realm	Residential	Borough-wide	Over 10 homes (net)	By negotiation
	Commercial	Borough-wide	1,000sqm (net) additional	By negotiation

Contribution	Development	Location	Site size threshold	Requirement
			floorspace	
Public Art	Residential	Borough-wide	Case by case basis	On site provision or contribution
	Commercial	Borough-wide	Case by case basis	On site provision or contribution
CCTV	<ul style="list-style-type: none"> • Retail Drinking Establishments • Hot food takeaway • Cinemas • Amusement Arcades • Nightclubs 	Guildford Town Centre or where there is an identified need	Site by site basis	Negotiable: On site provision or contribution
Flood Mitigation	Residential	Borough-wide	Case by case basis	By negotiation
	Commercial	Borough-wide	Case by case basis	By negotiation
Highways	Where a specific need is identified, contributions towards mitigating harm that would otherwise arise from the development.			
Education : Early Years / Primary / Secondary /	Residential	Borough-wide, in areas where Surrey County Council has identified that school expansion is needed to accommodate children from proposed homes	Over 10 homes (net)	By negotiation
Sustainable transport measures / Public Transport	Non-residential		Case by case basis	By negotiation
Libraries	Residential	Borough-wide	Case by case basis	By negotiation

Appendix 2 - Glossary

<p>Affordable Housing</p>	<p>Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.</p> <p>Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.</p> <p>Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).</p> <p>Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.</p> <p>Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.</p>
<p>Affordability</p>	<p>Affordability of housing is generally reported using the ratio of lower quartile house price to lower quartile earnings. This is the government’s favoured indicator for affordability, as affordability is most likely to be an issue for people such as first time buyers, whose wages are lower.</p> <p>The higher the ratio, the less affordable housing is (it is in effect how many time a person’s salary would be needed to buy a home).</p> <p>Data sources are the Annual Survey of Hours (ASHE) and Earnings (ONS) and HM Land Registry.</p>
<p>Climate change adaptation</p>	<p>Adaptations to buildings, places or environments that make them more resilient to, and potentially benefit from, expected changes in climate and weather patterns.</p>

Climate change mitigation	Action to reduce the impact of human activity on the climate system, mainly through reducing greenhouse gas emissions.
Combined cooling heating and power (CCHP)	A power plant that generates electricity and useful heating and cooling simultaneously for distribution through a network providing power and heat to buildings. The lack of energy lost means the system is highly efficient. CCHP plants and distribution networks can work at a number of scales and can be powered by carbon based fuels, like oil and gas, or renewable fuels, like wood pellets. CCHP is often referred to as trigeneration and CCHP networks that serve multiple buildings may be referred to as district heating and cooling networks.
Combined heat and power (CHP)	A power plant that generates electricity and useful heat simultaneously for distribution through a network providing power and heat to buildings. The lack of energy lost as heat results in high efficiency. CHP plants and distribution networks can work at a number of scales and can be powered by carbon based fuels, like oil and gas, or renewable fuels, like wood pellets. CHP is often referred to as cogeneration and CHP networks that serve multiple buildings may be referred to as district heating networks.
Community Infrastructure Levy (CIL)	<p>A tariff system of developer contribution payable on the net floorspace of most new build developments.</p> <p>The CIL was introduced by the Planning Act 2008 and subsequent regulations. The Community Infrastructure Levy Regulations 2010 (as amended) scale back the existing system of s106 planning obligations, to limit their use to site mitigation, provision of affordable housing, and non-infrastructure contributions.</p>
Conservation Area	An area designated as being of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, designated by the local planning authority under the Listed Buildings and Conservation Areas Act 1990.
Designated heritage asset	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
Development	The carrying out of building, engineering, mining or other operations in, on or under land, or the making of any material change in the use of any buildings or other land

	As defined in the Town and County Planning Act 1990 Section 55.
Development Plan	<p>Documents that set out the parameters for development in the borough, having been consulted upon and subject to public examination in their preparation.</p> <p>For Guildford borough, the Development Plan comprises South East Plan Policy NRM6 “Thames Basin Heaths Special Protection Area”, the saved policies of the Guildford Borough Local Plan (2003), Surrey Waste Plan (2008), Surrey Minerals Plan Core Strategy and Primary Aggregates Development Plan Documents (July 2011), and Aggregates Recycling Joint DPD (2013) . Also, Burpham Neighbourhood Plan (2016) is part of the development plan for the Burpham ward.</p> <p>Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications and appeals be determined in accordance with the Development Plan unless material considerations indicate otherwise.</p>
Development Plan Document (DPD)	These are spatial planning documents that are subject to independent examination and form part of the development plan for the area (as opposed to Supplementary Planning Documents).
District Heating / Cooling	A system that distributes heat from a central location to residential and commercial buildings, typically through pipes containing superheated water in a closed system. District heat is often combined with combined heat and power (CHP) where both energy and heat are provided from the same facility.
Highways Authority	Surrey County Council are the Highways Authority in Surrey responsible for the management and maintenance of the local road network. Highways England is the highways authority responsible for the strategic road network.
Housing Market Area (HMA)	The general area within which people most often move house. These will typically cover the administrative areas of multiple councils.
Housing Register	The Borough Council register of persons who qualify to be allocated housing accommodation under the Housing Act 1996.
Infrastructure	<p>The services, land and buildings required to support development including highways, sewerage and utilities.</p> <p>“Infrastructure”, for the purpose of CIL is defined in the CIL Regulations as including open space, road and transport facilities, school and other educational facilities, flood defences,</p>

	sporting and recreational facilities, and medical facilities.
Local Area for Play (LAP)	A small area of unsupervised open space specifically designated for young children for play activities close to where they live
Local Equipped Area for Play (LEAP)	An unsupervised play area equipped for children of early school age
Local Housing Allowance (LHA)	<p>LHA is the housing benefit for tenants of privately rented accommodation. LHA is a flat rate allowance towards rent costs, calculated based on the circumstances of the tenant (such as family size) and the broad area they live in.</p> <p>If a household's rent is less than the 'Valuation Office determined' LHA for the type of property, their claim will be assessed on their rental liability, not the LHA amount. If their rent is more than the LHA they will normally have to pay the extra themselves.</p> <p>Guildford borough is split between two LHA areas, one that includes the west of the borough, the other covering the majority of the borough.</p>
Local Plan	A plan for development prepared by <u>local planning authorities</u> . It forms part of the development plan system set out in the Town and County Planning Act 1990.
Local planning authority	<p>The public authority whose duty it is to carry out specific planning functions for a particular area.</p> <p>All references to local planning authority apply to the district council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.</p>
Neighbourhood Area for Play (NEAP)	An unsupervised site serving a substantial residential area, equipped mainly for older children but with opportunities for play for younger children.
Registered providers	Registered Providers (RPs) are independent housing organisations registered with the Homes and Communities Agency under the Housing Act 1996. Most are housing associations, but there are also trusts, co-operatives and companies.
Renewable and low carbon energy	Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon

	technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).
Rural exception Housing / Sites	<p>Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection.</p> <p>Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.</p>
Special Protection Area (SPA)	<p>In March 2005, the government designated areas of heathland within the Thames Valley as the Thames Basin Heaths Special Protection Area (TBH SPA) under the EC Birds Directive. The TBH SPA has been identified as an internationally important habitat for three rare species of bird - the Dartford warbler, woodlark and nightjar.</p> <p>Within Guildford Borough, there are a number of areas included within the Thames Basin Heaths Special Protection Area. Natural England believes that recreational use of the heaths arising from housing developments up to 5km away from a SPA will create disturbance to rare bird populations. As a result, all housing development within 5km of a SPA is now subject to stringent tests and impact assessments.</p>
Statement of Community Involvement (SCI)	Sets out the standards, that authorities will achieve with regard to involving local communities in the preparation of local development documents and development control decisions.
Supplementary Planning Document (SPD)	<p>These planning documents provide further information and guidance on the implementation of policies in the development plan.</p> <p>Prepared with public consultation, although they do not form part of the development plan and are not subject to independent examination.</p>

Appendix 3

GUILDFORD BOROUGH COUNCIL

GUIDE FOR APPLICANTS: PREPARING FLOOD RISK SEQUENTIAL AND EXCEPTION TESTS

August 2016

Introduction

Why prepare a Sequential Test and / or Exceptions Test ?

The Guildford Context

Sequential Test : Key Requirements

Exception Test

Good and Bad practice in preparing a flood risk sequential test

Summary

1.0 Introduction

This guidance has been produced to help applicants (developers, agents and consultants) to prepare flood risk sequential and exception test assessments to support their planning applications. By following this guide, comprehensive assessments can be prepared that comply with the requirements of national and local policy, and meet the Council's expectations.

2.0 Why prepare a sequential test and exception test?

The purpose of the Sequential Test is to direct development towards areas of lowest flood risk first. Paragraph 101 of the NPPF insists that “*development should not be **allocated or permitted** if there are **reasonably available sites** appropriate for the proposed development in areas with a low probability of flooding. The Strategic Flood Risk Assessment should form the appropriate basis for applying this test. A sequential approach should be used in areas known to be at risk from **any form of flooding**”, including from rivers and the sea, surface water and critical drainage problems as notified to the LPA by the Environment Agency. The test should also be applied where the proposed location of the development would increase flood risk elsewhere. (*Emphasis added*).*

If, following application of the Sequential Test, it is not possible, consistent with wider sustainability objectives, for the development to be located in zones with a lower probability of flooding, the Exception Test can be applied if appropriate.

To pass the Exception Test applicants must demonstrate that:

- The development provides wider sustainability benefits to the community that outweigh flood risk, informed by a Strategic Flood Risk Assessment where one has been prepared; and
- The development will be safe for its lifetime taking account the vulnerability of its users, without increasing flood risk elsewhere, and where possible, will reduce flood risk overall. This must be evidenced through the submission of a site-specific flood risk assessment.

It is important that in the situation of a flooding event, all occupants of the proposed building have a flood-free route to escape from the building. The FRA will therefore also need to clearly explain and demonstrate how safe access and egress to the site will be provided for the Council to assess.

When determining planning applications, LPAs should ensure that flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by a site specific flood risk assessment following the Sequential Test, and if required the Exception Test, it can be demonstrated that:

- within the site the most vulnerable development is located in areas of lowest flood risk unless there is an overriding reason to prefer a different location; and
- development is appropriately flood resilient, including safe access and escape routes where required, and that any residual risk can be safely managed and it gives priority to the use of sustainable drainage systems.

In determining applications and whether an Exception Test may be required, the Council will also have regard to the vulnerability of the proposed land use(s) to flooding and their appropriateness within the relevant flood risk zone(s) as identified in PPG paragraphs 066 and 067.

If development classified within a certain vulnerability classification is considered inappropriate to the flood zone of the development site, planning permission will generally not be permitted.

Flood Risk Vulnerability Classification

Essential Infrastructure

- Essential transport infrastructure (including mass evacuation routes) which has to cross the area at risk.
- Essential utility infrastructure which has to be located in a flood risk area for operational reasons, including electricity generating power stations and grid and primary substations; and water treatment works that need to remain operational in times of flood.
- Wind turbines.

Highly Vulnerable

- Police and ambulance stations; fire stations and command centres; telecommunications installations required to be operational during flooding.
- Emergency dispersal points.
- Basement dwellings.
- Caravans, mobile homes and park homes intended for permanent residential use.
- Installations requiring hazardous substances consent. (Where there is a demonstrable need to locate such installations for bulk storage of materials with port or other similar facilities, or such installations with energy infrastructure or carbon capture and storage installations, that require coastal or water-side locations, or need to be located in other high flood risk areas, in these instances the facilities should be classified as 'Essential Infrastructure').

More Vulnerable

- Hospitals
- Residential institutions such as residential care homes, children's homes, social services homes, prisons and hostels.
- Buildings used for dwelling houses, student halls of residence, drinking establishments, nightclubs and hotels.
- Non-residential uses for health services, nurseries and educational establishments.
- Landfill* and sites used for waste management facilities for hazardous waste.
- Sites used for holiday or short-let caravans and camping, subject to a specific warning and evacuation plan.

Less Vulnerable

- Police, ambulance and fire stations which are **not** required to be operational during flooding.
- Buildings used for shops; financial, professional and other services; restaurants, cafes and hot food takeaways; offices; general industry, storage and distribution; non-residential institutions not included in the 'More Vulnerable' class; and assembly and leisure.
- Land and buildings used for agriculture and forestry.
- Waste treatment (except landfill* and hazardous waste facilities).
- Minerals working and processing (except for sand and gravel working).
- Water treatment works which do not need to remain operational during times of flood.

- Sewage treatment works, if adequate measures to control pollution and manage sewage during flooding events are in place.
- Water-Compatible Development**
- Flood control infrastructure.
 - Water transmission infrastructure and pumping stations.
 - Sewage transmission infrastructure and pumping stations.
 - Sand and gravel working.
 - Docks, marinas and wharves.
 - Navigation facilities.
 - Ministry of Defence’s defence installations.
 - Ship building, repairing and dismantling, dockside fish processing and refrigeration and compatible activities requiring a waterside location.
 - Water-based recreation (excluding sleeping accommodation).
 - Lifeguard and coastguard stations.
 - Amenity open space, nature conservation and biodiversity, outdoor sports and recreation and essential facilities such as changing rooms.
 - Essential ancillary sleeping or residential accommodation for staff required by uses in this category, subject to a specific warning and evacuation plan.

Figure 5: Flood risk vulnerability classification
Source: National Planning Practice Guidance 066.

Flood Zones	Flood Risk Vulnerability Classification				
	Essential infrastructure	Highly vulnerable	More vulnerable	Less vulnerable	Water compatible
Zone 1	✓	✓	✓	✓	✓
Zone 2	✓	Exception Test required	✓	✓	✓
Zone 3a †	Exception Test required †	X	Exception Test required	✓	✓
Zone 3b *	Exception Test required *	X	X	X	✓*

Key:
 ✓ Development is appropriate
 X Development should not be permitted.

Figure 6: Flood risk vulnerability classification and flood zone compatibility
Source: National Planning Practice Guidance 067.

If unclear which flood risk vulnerability classification should apply, it is recommended that clarification be sought from the Council.

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In accordance with the NPPF, a sequential test will not need to be undertaken for the following forms of development:

- applications for individual developments located on sites allocated within post-NPPF adopted development plans¹⁶.
- development proposed in Flood Zone 1 (unless a Strategic Flood Risk Assessment or other up-to-date evidence highlights specific flooding issues now or in the future)
- change of use applications (except those involving a change of use to a caravan, camping or chalet site, or to a mobile home or park home site)
- applications for minor development¹⁷

The National Planning Policy Framework (NPPF) emphasises that new development should be planned to avoid increased vulnerability to the impacts arising from climate change. The impacts of climate change within the flood risk sequential and exception tests should be considered. See the EA's best practise guide (February 2016).

Summary:

In considering proposals for non-minor developments or change of use developments proposed within Flood Zone 2 or Flood Zone 3, the applicant must prove, through the submission of a Sequential Test, that there are no reasonably available sites appropriate for the proposed development in areas at lower risk of flooding. Where this is adequately demonstrated, an Exception Test must also be passed if the Council considers it necessary. The need for such an assessment will be determined with reference to the proposed use's flood risk vulnerability classification and its flood zone compatibility as outlined in the PPG. To pass the Exceptions Test, applicants must illustrate through the submission of a site-specific flood risk assessment how the proposed development will be safe over its lifetime to users and demonstrate how the benefits of the proposed scheme to the local community (ie. in the public interest) will outweigh flood risk.

3.0 The borough context

Guildford borough is generally not subject to severe flooding. However, a significant proportion of the Guildford town is located within flood zone 2 or 3 and is thus considered to be at medium to high risk of flooding.

A summary of each flood risk zone, as defined in the PPG, is provided in Figure 7? below:

Flood Zone	Definition
Zone 1 Low Probability	Land having a less than 1 in 1,000 annual probability of river or sea flooding.
Zone 2	Land having between a 1 in 100 and 1 in 1,000 annual probability of river

¹⁶ Allocated sites in a Local Plan that predates the NPPF are likely to require a sequential test.

¹⁷ Minor development means:

- Minor non-residential extensions with a footprint less than 250sqm.
- Alterations: development that does not increase the size of buildings e.g. alterations to external appearance.
- Householder development: e.g. sheds, garages, games rooms etc. within the curtilage of the existing dwelling in addition to physical extensions to the existing dwelling itself. This excludes any proposed development that would create a separate dwelling within the curtilage of the existing dwelling e.g. subdivision of houses into flats.

Medium Probability	flooding or between a 1 in 200 and 1 in 1,000 annual probability of sea flooding.
Zone 3a High Probability	Land having a 1 in 100 or greater annual probability of river flooding or a 1 in 200 or greater annual probability of sea flooding.
Zone 3b The Functional Floodplain	This zone comprises land where water has to flow or be stored in times of flood. See SFRA for definition of the Flood Zone 3b, which distinguishes between 3b developed and 3b undeveloped.

Figure 7: Flood Risk Zones

Source: National Planning Practice Guidance paragraph 065.

Parts of Guildford town centre are located within flood zone 3a and 3b and, in accordance with the Flood risk vulnerability and flood zone ‘compatibility’ table, are inappropriate locations for many forms of development. However, it is also recognised that urban brownfield sites, which are well connected to transport systems and local services, are often the most sustainable locations for development. Unlocking the development potential of such sites for regeneration is a key aim of the Council.

The River Wey and its tributaries are the primary source of flooding in the borough. The River Blackwater, located to the far west of the borough, is a further source of flooding. Guildford town centre has been subject to fluvial flooding in the recent past, including in 2012, 2013 and 2014, and historic settlements that have built up along local rivers are also susceptible. The borough also includes a number of ‘surface water hotspots’, most notably around Ash, which are recognised as being at particular risk of surface water flooding.

Given the anticipated impacts of climate change, it is likely that flood events will become more frequent and severe. Heavier rainfall in winter is expected to increase the hazards associated with flooding and the number of properties in the borough at risk of flooding. Higher peak river flows may also increase flood risk in some areas of the borough, whilst heavier rainfall could lead to more surface water flooding. In February 2016 the Environment Agency updated its best practice guidance on climate change allowances and how these should be applied to site specific Flood Risk Assessments. This guidance is based on the UKCP09 data and findings as the best available, scientific, evidence to provide more representative climate change allowances for England and latest planning policy guidance. The ‘Flood Risk Assessments: Climate Change Allowances’ can be viewed at: <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>”

Flooding can cause damage to property and endanger communities. Given the growing concerns regarding climate change and existing challenges facing the borough, it is vital that future development is directed to areas of lowest risk first, and where this cannot be achieved, flood risk is adequately mitigated. The sequential test will play a crucial role in helping the Council achieve this.

4.0 Sequential test: key requirements

To enable the Council to fully consider the appropriateness of application sites within Flood Zones 2 and 3 as a location for the proposed development, applicants are encouraged to include within their Sequential Tests the following information:

- A description of the development site (including the flood risk zone(s) it falls within) and the

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proposed development

- Identification and justification of the extent of the search area
- A description and justification of the parameters applied to the search (to ensure all 'reasonably available sites' are considered)
- A table or schedule identifying reasonably available sites based on up-to-date evidence
- An appraisal of the appropriateness of sites which pass the initial sieving exercise
- A conclusion highlighting and justifying whether any of the alternative sites identified are more appropriate for the proposed development.

Description of the development site and proposed development

Applicants should provide a brief description of the application site and its physical context, including the level of flood risk on the site. This will help ascertain areas at equal and less risk of flooding than the application site. A site location plan/map should also be included in the document.

Identifying, confirming and justifying the extent of the search area

Applicants are encouraged to discuss the extent of the search area with the Council before undertaking the Sequential Test. Determining a suitable search area is vital to ensuring that an accurate assessment of the number and appropriateness of 'reasonably available sites' is made without overburdening the applicant. National Planning Policy Guidance (PPG) supports this approach. Paragraph 033 states that:

“for individual planning applications where there has been no sequential testing of the allocations in the development plan, or where the use of the site being proposed is not in accordance with the development plan, the area to apply the Sequential Test across will be defined by local circumstances relating to the catchment area for the type of development proposed. For some developments this may be clear, for example, the catchment area for a school. In other cases it may be identified from other Local Plan policies, such as the need for affordable housing within a town centre, or a specific area identified for regeneration. For example, where there are large areas in Flood Zones 2 and 3 (medium to high probability of flooding) and development is needed in those areas to sustain the existing community, sites outside them are unlikely to provide reasonable alternatives”.

Identify and justify the parameters for 'reasonably available' sites

To ensure that the sequential test is relevant to the application proposal, appropriate parameters should be set. Defining (and justifying) what constitutes a 'reasonably available' site is particularly important in this regard. These should include those sites:

- within the agreed area of search; and
- of a comparable size to the application site (plus or minus 20% of the application site area is considered to be an appropriate yardstick);
- that can accommodate the requirements of the proposed development; and
- that is owned by the applicants, is for sale at a fair market value or is publically owned land that has been formally declared as surplus and is available for purchase; and
- which have not been safeguarded/allocated for another use within a Local Plan

Sites are not 'reasonably available' if they fail to meet any of the above requirements or have planning permission for a development that is likely to be implemented.

National Planning Practice Guidance (para 033) emphasises that "*when applying the Sequential Test, a pragmatic approach on the availability of alternatives should be taken. For example, in considering planning applications for extensions to existing business premises it might be impractical to suggest that there are more suitable alternative locations for that development elsewhere. For nationally or regionally important infrastructure the area of search to which the Sequential Test could be applied will be wider than the local planning authority boundary*".

Identifying alternative sites and their development potential using up-to-date evidence

Once a suitable search area has been agreed, and the parameters of the assessment defined, applicants should undertake the test using up-to-date information and evidence.

In carrying out the test applicants should refer to the following sources of information:

- Sites included with the Council's latest (published) Land Availability Assessment (LAA) (apart from discounted sites)
- Information included within the latest Guildford Town Centre Masterplan (if appropriate to the location of the development)
- Sites included within the Council's emerging Local Plan
- Windfall sites not allocated within the emerging Local Plan or identified in the LAA. Property Agent listings may be a valuable source of information in regards to such sites
- Planning applications that have been granted permission for similar development in the study area

It is recommended that details of each site is recorded in table format and, as a minimum, include:

- The name and address of the site
- The status of the site (i.e. whether it is allocated in the Local Plan, identified in the Land Availability Assessment, a windfall site etc)
- The status of the Local Plan (for instance whether the Council has adopted a post-NPPF Local Plan, i.e post-March 2012). Sites allocated within an adopted post-NPPF Local Plan will not need to undergo a sequential test.
- An estimate of the site's development capacity (taking into account the density of the surrounding area)
- A description of any issues that would prevent development and whether these could be overcome (and if not, a brief justification of why the issue could not be overcome)
- The flood risk to the site
- Supporting documentation/evidence about the alternative sites identified (for instance the Local Plan background and evidence base documents)

The table should be used as evidence to sieve out sites which are immediately identifiable as inappropriate alternatives to the application site. Sites which are not available, not of the required size and form, in an inappropriate location for such development or within a higher flood risk zone should not be carried forward. The Council's Strategic Flood Risk Assessment and other evidence base documents (including the Surface Water Management Plan) should be used as a starting point for identifying and comparing flood risk.

Consider the appropriateness of sites which pass the initial sieving exercise in more detail

Sites which pass the initial sieving exercise should be considered in greater detail to determine whether they are more appropriate locations (at lower risk of flooding) for the proposed development. A detailed appraisal of the flood risk of the alternative sites compared to the application site should be undertaken; informed by the Council’s Strategic Flood Risk Assessment. It is recommended that Table 4-3 (sequential test template) of the Council’s Strategic Flood Risk Assessment 2015 or a suitable equivalent is used to undertake this assessment. The suitability of the alternative sites (in regards to all other planning matters) to accommodate the proposed development should also be considered and described in a written statement. Where alternative sites are considered less appropriate for the proposed development than the application site, detailed justification must be provided.

Sites Identified for Potential Future Development	Flood Zones (See Vol 3 for Flood Zones)	Fluvial Flood Risk (See Vol 3 for detailed maps of river flooding. Consider the climate change impacts and the Functional Floodplain)	Fluvial Flood Risk -Extreme (See Vol 3 for detailed maps of river flooding. Consider the extent of the 1000 year return period floodplain)	Risk of surface water and sewer flooding	Risk of ground water flooding	Risk of flooding from artificial sources	Additional comments
				(See Vol 3 for maps of recorded surface water, and sewer flooding)	(See Vol 3 groundwater susceptibility map)	(See Vol 3 risk of flooding from the Basingstoke Canal)	

Figure 8 : Template table for recording Sequential Test Process

Source: Guildford Borough Council Strategic Flood Risk Assessment Level 1: Final Decision Support Document, July 2016

Identify whether any of the alternatives are suitable alternatives to the application site.

The document should conclude by restating whether there are any more appropriate sites for the proposed development in areas at lower risk of flooding.

5.0 Good and bad practice in preparing a flood risk Sequential Test

Good Practice	Bad Practice
<ul style="list-style-type: none"> Engaging with Planning Officers before undertaking the Sequential Test to determine an appropriate search area Including sites within the same flood zone and lower flood zones in the search (if located within the defined 	<ul style="list-style-type: none"> Failing to discuss the search area with the Council – may result in a search area which is too small or too large Excluding sites in the same flood risk zone as the application site from the search¹⁸

¹⁸ Some application sites may be located in several different flood zones. For such sites, it is important to compare how the coverage of each flood zone on that site relates to the coverage of flood zones on alternative sites. Other reasonably available sites may also be predominately located within flood zone 2 or 3 but contain areas of flood zone 1. These sites may therefore be at lower risk of flooding than an application site located entirely within flood zone 2 or 3 and could therefore be recognised as ‘reasonably available’ sites.

<p>search area*)</p> <ul style="list-style-type: none"> • Describing the methodology, including the assessment parameters, used within the document • Drawing on various sources of up-to-date evidence in identifying 'reasonably available' sites • Identifying 'reasonably available sites' in a clear table/schedule • Providing detailed justification of why alternative sites have been considered appropriate or inappropriate locations for the proposed development 	<ul style="list-style-type: none"> • Relying on old/ out-of-date policy and evidence • Ruling out 'reasonably available sites' without justification
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If unclear which flood risk vulnerability classification should apply, it is recommended that clarification is sought from the Council.

6.0 Exception Test

If a development proposal passes the Sequential Test, it may still be subject to the requirement to meet the Exceptions Test depending on its flood risk classification and flood zone compatibility (see Figures 1 and 2 for clarification).

The Exception Test should demonstrate that:

- The development provides wider sustainability benefits to the community that outweigh flood risk, informed by a Strategic Flood Risk Assessment where one has been completed; and
- The development will be safe for its lifetime taking account the vulnerability of its users, without increasing flood risk elsewhere, and where possible, will reduce flood risk overall. This must include clearly demonstrating that safe access and egress will be provided to users of the development site.

Applicants are encouraged to demonstrate the benefits of the proposed development scheme through the submission of a detailed appraisal based upon the Council's [site-specific Sustainability Appraisal criteria](#). A written summary of the appraisal should also be included with the submission documents.

The second requirement must be demonstrated through the submission of a site specific Flood Risk Assessment (FRA) which satisfies the requirements of the Environment Agency. [The PPG offers detailed guidance for applicants preparing FRAs](#). To ensure that their submissions are robust, applicants are recommended to have regard to the advice contained within the PPG. The technical note to the NPPF states that FRAs should identify and assess the risks of all forms of flooding to and from the development and demonstrate how these flood risks will be managed so that the development remains safe throughout its lifetime, taking climate change into account. Applicants must clearly demonstrate that safe access and egress will be provided to the development site and are advised to seek specialist advice in this regard.

7.0 **Summary**

This guide is intended to assist applicants to undertake Sequential flood risk and Exception Tests as part of their planning applications in areas at risk of flooding. It outlines the national planning policy context relating to considering flood risk of proposed developments, and identifies what information the Council will expect Flood Risk Sequential Tests to contain. Information is also provided for applicants where an Exception Test is required to support a planning application. Applicants are encouraged to consider the contents of this document when preparing Sequential and Exception tests. Applications that are not able to demonstrate there is no reasonably available alternative at less risk of flooding are likely to be refused.

Appendix 4 Open space surplus and deficits by typology and ward

Source : Guildford open space, sport and recreation assessment 2017

The following two tables from the Guildford Open Space, Sport and Recreation Assessment 2017 set out the current provision of open space by typology and ward.

Figure 9 : Provision of open space across the Borough

Typology	Existing Provision (Ha)	Existing Provision (Ha/1000)	Required Provision (Ha)	Required Provision (Ha/1000)	Supply (Ha)	Supply (Ha/1000)	Overall Supply
Allotments	31.31	0.23	34.3	0.25	-2.99	-0.02	UNDER SUPPLY
Amenity Green Space	144.42	1.05	137.2	1	7.22	0.05	SUFFICIENT SUPPLY
Park and Recreation Ground (Public Combined)	101.14	0.74	109.76	0.8	-8.62	-0.06	UNDER SUPPLY
Park and Recreation Ground (Public and Private Combined)	184.43	1.35	185.22	1.35	-0.79	0.00	SUFFICIENT SUPPLY
<i>Park and Recreation Ground</i>	76.9	0.56	109.76	0.8	-32.86	-0.24	N/A
<i>Outdoor Sport (Pitches)</i>	21.62	0.16	0	0	21.62	0.16	N/A
<i>Outdoor Sport (Fixed)</i>	2.62	0.02	0	0	2.62	0.02	N/A
<i>Outdoor Sport (Private)</i>	83.29	0.61	75.46	0.55	7.83	0.06	N/A
Play Space (Children)	5.06	0.04	6.86	0.05	-1.8	-0.01	UNDER SUPPLY
Play Space (Youth)	1.4	0.01	4.12	0.03	-2.72	-0.02	UNDER SUPPLY
Accessible Natural Green Space	4416.04	32.19	0	0	4416.04	32.19	N/A
Education	192.29	1.4	0	0	192.29	1.4	N/A
Churchyards and Cemeteries	40.37	0.29	0	0	40.37	0.29	N/A

Figure 10 : Supply of open space by ward (hectares)

Ward	Allotments	Amenity Green Space	Park and Recreation Ground (Public Combined)	Park and Recreation Ground (Public and Private Combined)	Park and Recreation Ground	Outdoor Sport (Pitches)	Outdoor Sport (Fixed)	Outdoor Sport (Private)	Play Space (Children)	Play Space (Youth)
Ash South and Tongham Ward	-0.57	2.04	-3.34	-7.41	-3.59	0.09	0.16	-4.07	-0.27	-0.2
Ash Vale	-1.42	0.8	-4.44	-7.57	-4.55	0	0.11	-3.13	0.18	-0.05
Ash Wharf	0.6	-3.52	-3.42	-3.71	-3.42	0	0	-0.29	0	0.12
Burpham	0.35	-2.35	1.7	1.25	-0.25	1.5	0.45	-0.45	-0.14	-0.14
Christchurch	-0.15	2.95	25.52	26.25	19.69	5.15	0.68	0.73	-0.08	-0.07
Clandon and Horsley	-0.86	-0.26	-1.31	5.23	-2.45	0.92	0.22	6.54	-0.08	-0.11
Effingham	0.22	-1.33	7.23	7.24	3.54	3.51	0.18	0.01	-0.01	0
Friary and St Nicolas	-0.62	-7.27	-4.61	-5.85	-5.74	1.13	0	-1.24	-0.35	-0.27
Holy Trinity	0.34	-2.1	3.02	5.77	-0.57	3.49	0.1	2.75	-0.25	-0.1
Lovelace	0.38	-2.62	3.52	7.54	2.84	0.66	0.02	4.02	-0.04	-0.05
Merrow	0.13	-3.61	-4.62	-6.19	-4.63	0	0.01	-1.57	-0.32	-0.21
Normandy	0.08	-1.78	-1.79	5.47	-2.38	0.57	0.02	7.26	0.47	-0.09
Onslow	-2.37	1.1	-5.32	6.14	-5.87	0.55	0	11.46	-0.3	-0.23
Pilgrims	-0.65	4.81	-1.62	-1.96	-2.09	0.47	0	-0.34	0.02	-0.08
Pirbright	-0.92	2.99	-1.01	-2.93	-1.04	0	0.03	-1.92	0.1	-0.05
Send	-0.45	0.08	-1.68	-2.62	-2.13	0.34	0.11	-0.94	0.18	-0.07
Shalford	4.59	2.28	0.55	2.83	0.45	0.1	0	2.28	-0.07	-0.16
Stoke	3.14	6.04	-4.95	-8.35	-4.95	0	0	-3.4	-0.09	-0.14
Stoughton	-2.45	-4.42	-5.48	-10.87	-5.48	0	0	-5.39	-0.41	-0.26
Tillingbourne	-0.38	0.9	-1.69	-1.78	-3.18	1.24	0.25	-0.09	-0.01	-0.14
Westborough	0.85	-3.36	-2.42	-7.26	-3.75	1.29	0.04	-4.84	-0.07	-0.24
Worplesdon	-2.13	15.74	-2.49	-5.7	-3.33	0.6	0.24	-3.21	-0.25	-0.17

Appendix 5

Size and design standards for children's play spaces

Facility	Minimum total space required including buffer (sq m)	Minimum size for Activity Zone (sq m)	Minimum distance from activity zone to closest property boundary (i.e. buffer)	Maximum walking distance from new home in minutes	Maximum walking distance from home in metres	Characteristics
Local Area for Play (LAP) a small area of unsupervised open space specifically designated for young children for play activities close to where they live	400 sq m	100 sq m	5m from activity zone	1	100	The main characteristics of a LAP are: <ol style="list-style-type: none"> 1 It caters for children up to 6 years in age. 2 It is within walking time of 1 minute from home. 3 It is positioned beside a pedestrian pathway on a route that is well used. 4 It occupies a reasonably flat site that is well drained with grass or a hard surface. 5 It has an activity zone a minimum of 100m² in area. 6 It contains features that enable children to identify the space as their own domain, for example, a footprint trail, a mushroom style seat or a model of an animal or insect. 7 A buffer zone, of 5 metres minimum depth, is provided between the activity zone and the forward-most part of the nearest dwelling that faces the LAP. Gable end or other exposed walls should be protected from use for ball games by, for example, providing a strip of dense planting or 1 metre minimum depth. 8 The buffer zone includes planting to enable children to experience natural scent, colour and texture Some individual seats are provided for parents or carers. 9 It has a 600mm high guard-rail or similar low level fence around the perimeter (either within or adjacent to areas of planting). 10 It has a barrier to limit the speed of a child entering or leaving the facility. 11 It has a sign to indicate that the area is solely for use by children, that adults are not allowed unless accompanied by children and that dogs

Facility	Minimum total space required including buffer (sq m)	Minimum size for Activity Zone (sq m)	Minimum distance from activity zone to closest property boundary (i.e. buffer)	Maximum walking distance from new home in minutes	Maximum walking distance from home in metres	Characteristics
						<p>should be excluded.</p> <p>12 It is overlooked from nearby houses.</p> <p>13 The area of the activity zone contributes to meeting the children's playing space part of the Six Acre Standard.</p>
<p>Local Equipped Area for Play (LEAP): an unsupervised play area equipped for children of early school age</p>	3,600 sq m	400 sq m	20 m from activity zone	5	400	<p>The main characteristics of a LEAP are:</p> <ol style="list-style-type: none"> 1 It caters for children of 4-8 years in age. 2 It is within a walking distance of 5 minutes from home. 3 It is positioned beside a pedestrian pathway on a route that is well used. 4 It occupies a site that is well drained with grass or a hard surface and features an appropriate impact-absorbing surface beneath and around the play equipment. 5 It has an activity zone a minimum of 400m² in area. 6 It contains at least 5 types of play equipment, of which at least two are individual pieces rather than part of a combination. Each item is designed to stimulate one of the following: <ol style="list-style-type: none"> (i) Balancing, e.g. beams, stepping logs, clatter bridges, or graphic line elements. (ii) Rocking, e.g. see-saw or spring animals. (iii) Climbing or agility, e.g. frames, nets, overhead bars, or angled climbers. (iv) Sliding, e.g. traditional slides, straight or angled 'fire-fighter's' poles. (v) Social play, e.g. sheltered areas or child seating. <p>Additional items might focus upon rotating, swinging, jumping, crawling, viewing (e.g. ground graphics), counting or touching (e.g. sand and water).</p>

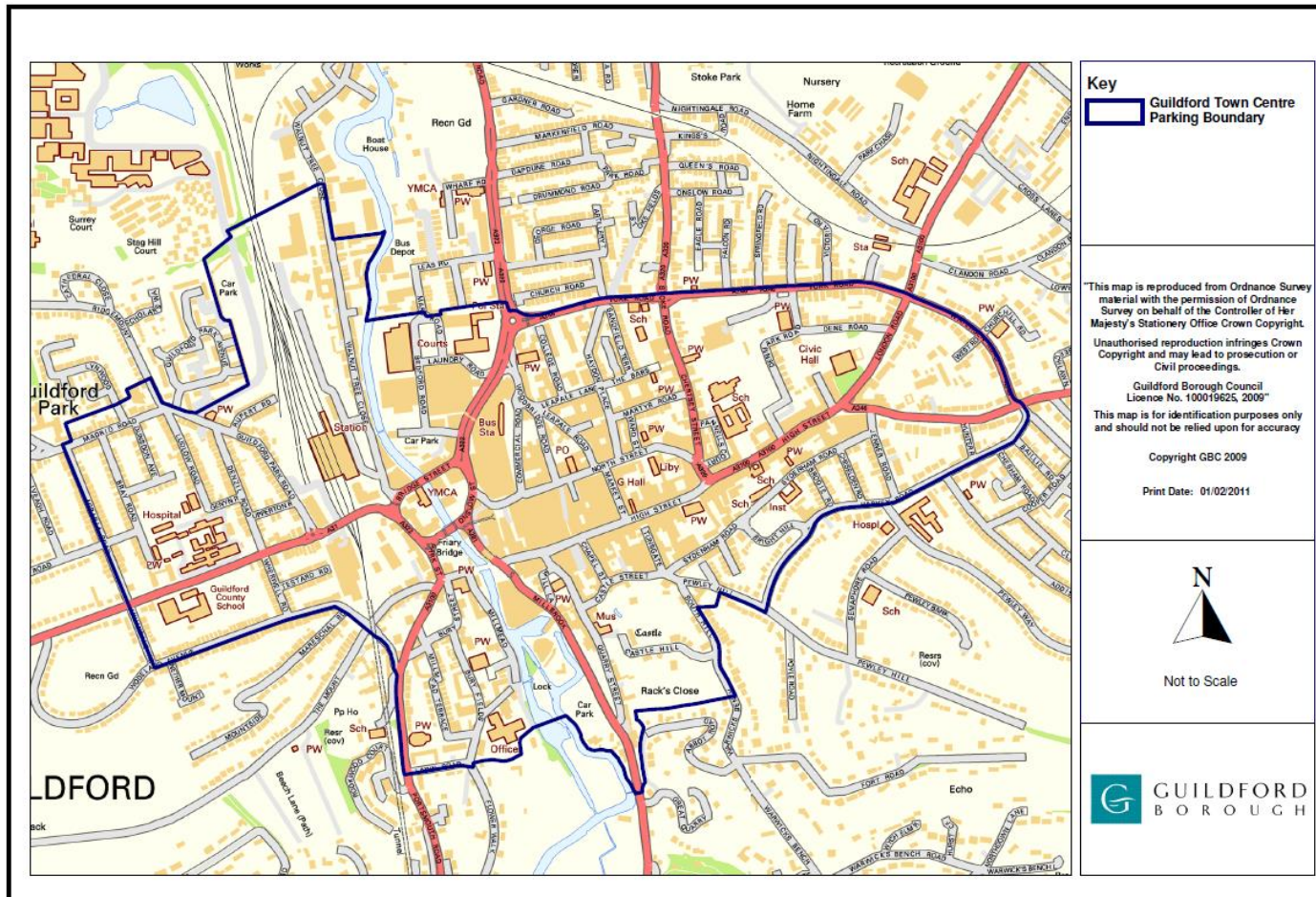
Facility	Minimum total space required including buffer (sq m)	Minimum size for Activity Zone (sq m)	Minimum distance from activity zone to closest property boundary (i.e. buffer)	Maximum walking distance from new home in minutes	Maximum walking distance from home in metres	Characteristics
						<p>7 There is adequate space around the equipment to enable children to express their general exuberance and play games of ‘tag’ and ‘chase’.</p> <p>8 It has fencing, if the site is not already adequately enclosed, of at least 1 metre in height around the perimeter of the activity zone with two, outward-opening and self-closing, pedestrian gates on opposite sides of the space (to deter entry by dogs and to restrict opportunities for bullying).</p> <p>9 It has a barrier to limit the speed of a child entering or leaving the facility.</p> <p>10 A buffer zone, not less than 10 metres in depth, is provided between the edge of the activity zone and the boundary of the nearest property containing a dwelling. Normally, a minimum of 20 meters should be provided between the activity zone and the habitable room façade of the dwelling. Where these minimum distances apply, careful consideration needs to be given to:</p> <ul style="list-style-type: none"> (i) The design of the means of enclosure, planting scheme and/or other physical features on the boundary of the residential property, and (ii) The siting of play equipment within the activity zone (to preclude opportunities for overlooking nearby gardens and a consequential loss of privacy for residents). <p>11 The buffer zone includes planting to enable children to experience natural scent, colour and texture.</p> <p>12 Some individual seats are provided for parents or carers.</p>

Facility	Minimum total space required including buffer (sq m)	Minimum size for Activity Zone (sq m)	Minimum distance from activity zone to closest property boundary (i.e. buffer)	Maximum walking distance from new home in minutes	Maximum walking distance from home in metres	Characteristics
						<p>13 It has a notice to indicate:</p> <ul style="list-style-type: none"> (i) That the area is solely for use by children. (ii) That adults are not allowed unless accompanied by children. (iii) That dogs should be excluded. (iv) The name and telephone number of the operator of the facility to report any incident or damage to the play equipment. (v) The location of the nearest public telephone. <p>14 It has a litter bin.</p> <p>15 The area of the activity zone contributes to meeting the children's playing space part of the Six Acre Standard.</p>
<p>Neighbourhood Area for Play (NEAP) an unsupervised site serving a substantial residential area, equipped mainly for older children but with opportunities for play for</p>	8,400 sq m	1,000sq m	30m from activity zone	15	1,000	<p>The main characteristics of a NEAP are:</p> <ol style="list-style-type: none"> 1 It caters predominantly for older children. 2 It is within a walking time of 15 minutes from home. 3 It is positioned beside a pedestrian pathway on a route that is well used. 4 It occupies a site that is well drained with both grass and hard surfaced areas and it feature an appropriate impact-absorbing surface beneath and around the play equipment. 5 It has an activity zone a minimum of 1000m² in area that is divided into two parts; one containing a range of play equipment and the other provided with a hard surface of at least 465m² (the minimum area needed to play five-a-side football). 6 It contains at least 8 types of play equipment comprising: <ul style="list-style-type: none"> (i) At least 1 item to stimulate rocking, touch, social or developmental play among younger children.

Facility	Minimum total space required including buffer (sq m)	Minimum size for Activity Zone (sq m)	Minimum distance from activity zone to closest property boundary (i.e. buffer)	Maximum walking distance from new home in minutes	Maximum walking distance from home in metres	Characteristics
younger children						<ul style="list-style-type: none"> (ii) At least 2 items to facilitate, sliding, swinging or moderate climbing. (iii) At least 5 items, of which at least 3 are individual pieces rather than in combination, to encourage either more adventurous climbing, single point swinging, balancing, rotating, or gliding (e.g. aerial runway). 7 There is adequate space around the equipment to enable children to express their general exuberance and play games of 'tag' and 'chase'. 8 It has fencing, if the site is not already adequately enclosed, of at least 1 metre in height around the perimeter of the activity zone with two, outward-opening and self-closing, pedestrian gates on opposite sides of the space (to deter entry by dogs and to restrict opportunities for bullying). 9 It has a barrier to limit the speed of a child entering or leaving the facility. 10 A buffer zone, of 30 metres minimum depth is provided between the activity zone and the boundary of the nearest property containing a dwelling. A greater distance may be needed where purpose-built skateboarding facilities are provided. 11 The buffer zone includes planting to enable children to experience a part of the 'natural' environment. 12 Some individual seats are provided for parents or carers in the vicinity of the play equipment and other seating is provided within the hard surfaced games area. 13 It has a notice to indicate: <ul style="list-style-type: none"> (i) That the area is solely for use by children. (ii) That adults are not allowed in the equipped space unless

Facility	Minimum total space required including buffer (sq m)	Minimum size for Activity Zone (sq m)	Minimum distance from activity zone to closest property boundary (i.e. buffer)	Maximum walking distance from new home in minutes	Maximum walking distance from home in metres	Characteristics
						<p>accompanied by children.</p> <ul style="list-style-type: none"> (iii) That dogs should be excluded. (iv) The name and telephone number of the operator of the facility to report any incident or damage to the play equipment. (v) The location of the nearest public telephone. <p>14 It has litter bins at each access point and in proximity of each group of seats.</p> <p>15 It has convenient and secure parking facilities for bicycles.</p> <p>16 The area of the activity zone contributes to meeting the children's playing space part of the Six Acre Standard.</p>

Appendix 6 Guildford town centre parking boundary defined by Guildford Local Plan 2003 Policy M1



Appendix 7 Example of calculation of a financial contribution in lieu of on-site affordable housing provision.

The methodology considers the financial benefit to the developer of not including affordable housing in the development scheme. This is the difference in gross development value between a development of 100% market housing and 65% market housing with 35% affordable housing.

Example :

Proposed development of 50 units of assisted living / extra care flats.

Provision of affordable housing is sought at 35%, i.e. 17.5 flats, rounded up to 18 flats.

Flat size	Number of homes	Floor space as proposed for the market homes	Sales value per square metre £ / sq m based on recent actual market housing sales	Value (floor space x Sales value £ / sqm	
1 bed flat	9	55	5200	2,574, 000	
2 bed flat	9	70	5200	3,276,000	
			TOTAL	5,850,000	A
Value of flats as affordable housing (assuming sale to RP at average 55% of market value) NOTE : starter homes will be at 80% of market value				3,217,500	B
Development value without affordable housing minus value of flats for sale to a Registered Provider = Additional value to the developer of retaining 18 homes for market sale / rent rather than them being affordable				2,633,000	A-B
The affordable housing payment in lieu would therefore be £2,633,000					

Appendix 8 Guidance on waste and recycling storage and collection (July 2017)

To ensure that recycling and waste material is collected cleanly, safely and efficiently the council will collect these from wheeled bins only, unless properties are unsuitable for bins or it is impractical to use bins. It can make this legal requirement under section 46 of the Environmental Protection Act 1990. The bin storage capacities required are as set out in Section 12 of this SPD.

The following information is therefore provided to assist developers and should be read in conjunction with Part H of the Building Regulations 2002. Applications for planning permission for new homes, both houses and flats, should include appropriate provision for the storage and collection of household waste.

Vehicle Access

In order to ensure that all refuse and recycling collections can take place unimpeded and without the risk of any damage to the vehicles, paving or other fabric of the sites, developers must ensure that **access roads and driveways** meet the following requirements.

Access roads will therefore need to:

- ✓ Have suitable foundations and surfaces to withstand the maximum weight of the vehicle (generally 26t GVW, 11.5t axle loading)
- ✓ Have heavy-duty manhole covers, gully gratings etc.
- ✓ Be designed to ensure reasonable convenience for the collection vehicle.
- ✓ Be a minimum of 5 metres wide.
- ✓ Be arranged for the collection vehicle to continue in a forward direction.
- ✓ Offer adequate space for turning.
- ✓ Allow a minimum of 5 metres clearance under any obstruction such as an arch.
- ✓ Road hatchings at the entrance, to prevent parking at all times

If more than four containers are to be emptied, then the collection vehicle should be able to enter the development to avoid the risk of obstructing traffic.

Appropriate measures must be incorporated into road layouts to control unauthorised parking of vehicles that would prevent access by the waste collection vehicles and staff

The need for reversing should be eliminated if at all practicable but where it is required this should be minimized and certainly no longer in distance than 12 metres to a point within 5 metres of the storage area. In all such instances the road crossing the footway shall be designed so that the reversing vehicle does not encroach on the footway. The footway should be appropriately radiused to assist the vehicle reversing. Collection vehicles should not generally be expected to reverse into a development from a busy main road.

For tracking purposes, the dimensions of the vehicles currently used in Guildford are 10.435m long and 2.49m wide. The minimum turning circles are 16.1m (kerb to kerb) and 16.9m (between walls).

Access pathways from the storage area to the collection point (where the vehicle stops) need to:

- ✓ Be level, unless the gradient falls away from the storage area in which case the gradient should not be steeper than 1:12.
- ✓ Be at least 1.5 metres wide.
- ✓ Be free from kerbs and steps.
- ✓ Have solid foundations and a smooth continuous impervious surface.
- ✓ Have shallow ramps where they meet roadways.
- ✓ Be no more than 5 metres from the point where the collection vehicle will stop.

Houses and Bungalows

Standard Bin Provision

We will supply every suitable property with a 240 ltr wheeled bin for refuse and a 240 ltr wheeled bin for mixed dry recycling as standard.

For properties with low occupancy (2 people or less) a 140 ltr wheeled bin for refuse and a 140 ltr wheeled bin for mixed dry recycling will be supplied.

Each property will also receive a 23ltr container for the presentation of food waste for recycling. Space should be provided for these at each property.

Garden Waste Subscription Service

The garden waste service is optional and delivered from a 240 ltr wheeled bin. We would not require space being provided for this bin, but would advise the provision of access to areas where an optional third bin could be sited, such as access to a rear garden, without the need to pull a bin through an inhabited room.

Additional Recycling Bins

We frequently find that properties with 3+ bedrooms request additional recycling bins. The requests commonly occur a few weeks after residents have moved in and once they have had a sufficient length of time to understand the quantity of recycling they are producing. We will provide additional recycling containers free of charge if the existing containers are being utilized correctly. We would not require space to be provided for an additional recycling container however, a consideration of where this could be stored should be acknowledged.

Dimensions for wheeled bins are as follows:

The standard issue bin has a capacity of 240 litres and measures;

- Width 585cm
- Depth 740cm
- Height 1100cm

The **optional smaller bin** has a capacity of 140 litres and measures;

- Width 505cm
- Depth 555cm
- Height 1100cm

Bin storage

In general the containers should be stored on a hard, impervious, free-draining surface, in a position with convenient access to the kitchen door but also where they can be easily moved by the residents to the kerbside at the front of the property for collection.

Where it is intended for the containers to be permanently stored at the front of the property, a suitable enclosure should be constructed in an accessible, but inconspicuous position.

Flats and Communal Properties

Bin Provision

Wherever possible and practical, flats and communal properties should receive the same service as other properties.

In those developments where standard services are not possible or practical, communal wheeled bins may need to be provided for both refuse and dry mixed recycling. These would also be emptied fortnightly and therefore sufficient capacity for two weeks of refuse and recycling should be allowed for (see Section 12 of this SPD).

In addition, we would site 140 ltr wheeled bins for food waste at these properties. This bin would be emptied weekly. As a guideline a single 140 ltr wheeled bin for food waste will be allocated between up to 8 flats (Dimensions of 140 ltr bin available on previous page). Where food waste services cannot be provided a weekly collection service will be provided.

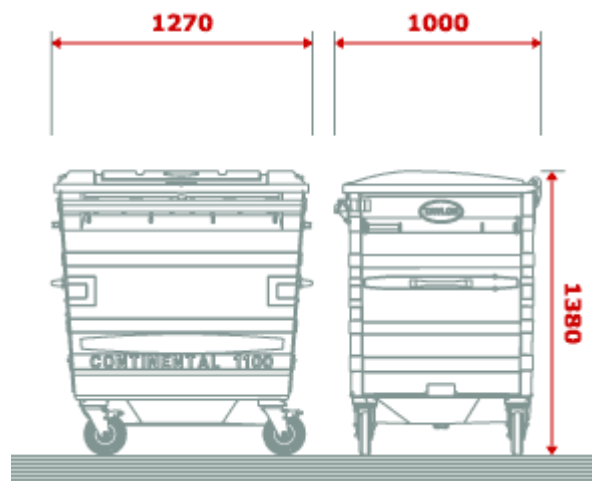
Bin stores should be no more than 5m from the highway unless suitable access is available for the vehicle. The collectors will collect, empty and return the communal wheeled bins to the storage area.

Communal wheeled bins for refuse and dry, mixed recycling have four wheels and are available in 770 ltr and 1100 ltr sizes.

Dimensions of communal wheeled bins are as follows.

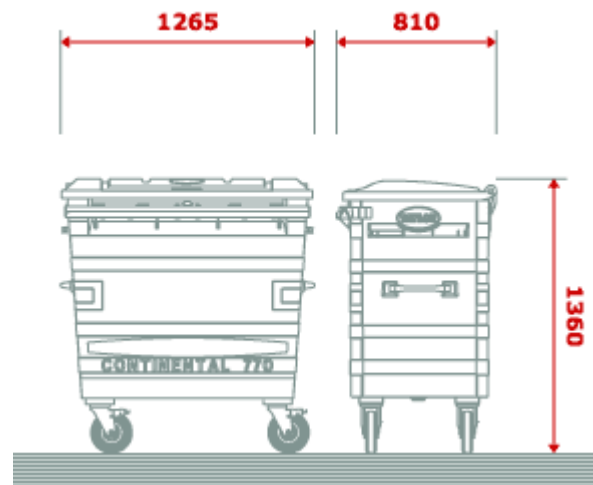
Dimensions

1100 litres



Dimensions

770 litres



To encourage residents to recycle waste, internal storage areas should be designed into each unit of a new development. This will enable occupants to segregate their waste into refuse, mixed dry recycling and food waste, and store it temporarily, until it can be transferred to external bins.

Communal bin storage areas

The **storage areas** for communal wheeled bins need to:

- ✓ Be at ground level
- ✓ Within 5 metres of the public highway
- ✓ Allow for both refuse and recycling bins
- ✓ Have a suitable level hard surface
- ✓ Access pathway
- ✓ Dropped kerb
- ✓ Hatchings adjacent to the dropped kerb prohibiting parking

Appropriate measures must be incorporated into any scheme to control unauthorized parking of vehicles that would prevent access by the waste collection vehicle.

Written Waste Strategy

We expect the developer of any new build or re-development to produce a written waste strategy for submission to Guildford Borough Council's planning department. This will be passed onto operational services for assessment and subsequently feedback will be provided to the developer. Your waste strategy should demonstrate that careful consideration has been given to facilitate the collection of waste from the site in line with this guidance document.

Your waste strategy is likely to include the following information:

- The proposed bin provision for each property
- The proposed bin storage location for each property
- The proposed bin presentation location for each property
- An explanation or diagram outlining where the refuse vehicle is expected to stop to facilitate the emptying of bins
- A swept path analysis (vehicle tracking) of the refuse vehicle to provide evidence that the

- planned maneuvers can be successfully completed.
- Any other information that will be beneficial to your waste strategy

Purchasing bins

Where new or re-developed homes are being built and require wheeled bins the Council will require the developer to purchase these wheeled bins. Please contact the council for up to date bin prices.

The Council requires a suitable notice period from the developer to ensure that the required bins are in stock and to arrange their delivery.

- For large-scale developments (6+ communal bins or 20+ 240ltr bins), 4-6 weeks' notice is requested.
- For smaller scale developments, we would expect 3-4 weeks' notice.

Payment for bins can be accepted over the phone via credit / debit card or we will accept a payment via purchase order number. Please contact Guildford Borough Council's customer service centre to arrange payment and confirm delivery. If you would like to clarify, the bin quantities required at your development please contact the Recycling and Waste team prior to placing any orders.

Guildford Borough Council will provide signage for communal bins to indicate the waste that can be placed in each bin type. Signage will be applied to the bins upon delivery.

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Guildford Borough Council

**Planning Contributions
Supplementary Planning Document (SPD)
Update 2016**

Consultation Statement

September 2017

Prepared in accordance with Regulation 12 of the
Town and Country Planning (Local Development) (England) Regulations 2012

If you would like this document in a different format, different language, Braille, large print or audio, please contact the Planning Policy Team on 01483 444471

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Introduction

- 1.1 We have prepared this consultation statement in accordance with Regulation 12(a) of the **Town and Country Planning (Local Development) (England) Regulations 2012** (SI No 767, 2012). All references to “regulation(s)” in this document are to these Regulations unless otherwise stated.
- 1.2 Regulation 12(a) requires that before we adopt a Supplementary Planning Document (SPD), including a revision of a SPD we must prepare a statement setting out:
- the persons whom the authority consulted when **preparing** the SPD;
 - a summary of the main issues raised by those persons; and
 - how those issues have been addressed in the SPD.

Preparing the SPD Update

- 2.1 In preparing the Planning Contributions Update SPD, we involved, and sought views on early drafts from the organisations and individuals listed in **Table 1**. The main issues they raised are included in the table below. The suggestions were incorporated into the draft SPD for consultation.

Table 1 : Those consulted in preparing the draft SPD

Who we consulted	Their response
GBC Housing Services	Reviewed draft section on affordable housing and suggested improvements
GBC Waste collection services	Provided an updated draft chapter
GBC Head of Development Management	Provided comments on draft of SPD, mainly relating to Section 2
GBC Policy and Partnerships Officer	Provided wording on Corporate Plan
GBC Arts Officer	Provided suggested wording and examples for public art
GBC Conservation and Design Manager	Reviewed draft chapter on public realm
SCC Spatial Planning Team	Reviewed original 2011 SPD and suggested some changes to the sections on County Infrastructure planning obligations

- 2.2 In preparing the draft Planning Contributions SPD Update, we carried out screening to

consider whether a full Strategic Environmental Assessment (SEA), Habitats Directive Assessment (HRA), and / or Equalities Statement would be needed under the relevant legislation. We consulted the three “environmental bodies”, Natural England, Heritage England and the Environment Agency in confirming the SEA and HRA screening opinions.

- 2.3 On adoption, the SPD will supersede the existing Planning Contributions SPD, March 2011, which we will withdraw in accordance with the relevant Regulations.

Formal consultation on the draft SPD

- 3.1 We held a four-week consultation on the draft SPD between 19 September 2016 (midday) and 17 October (11.59pm), under Regulations 12 and 13. We advised those local residents, businesses, residents and amenity groups, and other members of the public and relevant organisations whose details we hold on our [Get Involved website](#) of the consultation. We sent over 16,000 emails and letters, depending on the contact information that had been provided. This includes the many organisations that the Regulations classify as “specific consultees”, including Natural England, the Environment Agency and Heritage England with particular regard to the draft Strategic Environmental Assessment and Habitats Regulations Appraisal screening.
- 3.2 We also publicised the consultation on the Council’s website, and made the consultation and supporting documents available in the four libraries in the borough, and in the main Council office at Millmead for the duration of the consultation period. These arrangements were in accordance with our [Community Involvement in Planning](#), June 2013.
- 3.3 Section 23(1) Planning and Compulsory Purchase Act 2004 provides that :

The local planning authority may adopt a local development document (other than a development plan document) either as originally prepared or as modified to take account of :

- (a) any representations made in relation to the document (see **Table 2** below);
 - (b) **any other matter they think is relevant** (see **Table 3** below);
- Regulations 11(2) and 14 of the Town and County Planning (Local Planning) (England) Regulation 2012 state that an adoption statement must be provided to clarify any modifications made.

- 3.4 **We considered the 28 comments that we received** from specific and general consultees, and made amendments to the draft SPD update arising from these. A summary of the main issues raised by the 28 responses received is presented in **Table 2** below. The Council’s Legal Services department also suggested some non-material comments and amendments during the consultation period, and the draft SPD has been updated with these amendments in the final version. In accordance with Regulation 11, we also amended the draft SPD to account for the other matters we thought relevant, as set out in **Table 3** below.

Table 2 :Consultation responses from specific and general consultees with resultant changes made to the draft SPD

Respondent	Main issues raised	How the issues raised have been addressed in the SPD
Ash Parish Council	Ash Parish Council Planning Committee has considered this consultation document and has no objections.	Noted, thank you for your consideration of the draft document.
Ashill Land Ltd	<p>This representation should be read in accordance with our response made to the draft Thames Basin Heaths SPA Avoidance Strategy SPD and the draft Planning Contributions Supplementary Planning Document (SPD) 2016.</p> <p>We have concern regarding the approach and proposed implementation of <u>affordable housing contribution on brownfield sites</u> including the deduction of existing vacant buildings from the affordable housing requirement in Paragraph 2.28 of the draft SPD. Ashill Land Ltd supports the principle of utilising <u>Vacant Building Credit</u> for brownfield developments.</p> <p>The NPPG states that Vacant Building Credit can be claimed for empty buildings brought back into lawful use or demolished for redevelopment: the developer should be offered a financial credit equivalent to the existing gross floorspace of those vacant buildings when the local planning authority calculates any affordable housing contribution, which will be sought. This is an incentive for brownfield development on sites containing vacant buildings; however its operation needs to be clarified further by the LPA and further guidance is required within the SPD as to how it will apply in the Guildford area.</p> <p>Though we support the comment made at paragraph 5.51 that the Council will deduct the existing gross floorspace of existing vacant buildings from the affordable housing requirement we would seek greater clarification as to its implementation and operation alongside</p>	<p>Additional wording has been added to SPD to reflect the national guidance provided by the PPG.</p>

	<p>the draft Guildford Local Plan. This change will allow smaller brownfield sites to become viable.</p> <p>Ashill Land Ltd would also argue that other discountable measures can be applied such as affordable care home provision (Use Class C2) which meets an identified need. In such cases, and to ensure such development remains viable and deliverable to the developer this should be offset against affordable housing or CIL requirement as per paragraph 173 of NPPF.</p> <p>Ashill Land Ltd generally supports steps taken to provide greater clarification on the SANG provision in the Guildford area. It is however requested that further consideration be given to any development that can be discounted from the development thresholds and offset against the SANG requirement, such as sites delivered through the site allocation process.</p> <p>In respect to developer contributions considered necessary to make development acceptable in planning terms paragraph 203 of the National Planning Policy Framework, planning conditions and obligations, states that, 'Local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition'. Paragraph 204 reinforces the required tests under which planning obligations should be sought.</p> <p>The national planning practice guidance reinforces legislative restrictions set out earlier and provides: 'In all case including where tariff style charges are sought, the local planning authority must ensure that the obligation meets the relevant</p>	<p>As noted in paragraph 5.57 in the Section relating to Affordable Housing, there is no requirement under Policy H11 for C2 care homes or nursing homes to provide affordable housing.</p> <p>Each requirement set out in this SPD should be met. We will consider each planning application on its individual merits, and will consider development viability when determining applications and negotiating planning obligations.</p> <p>The SPD sets out that we will only secure planning obligations that meet the relevant tests.</p> <p>Agreed; this is reflected in the SPD. We stress that this must be read alongside the PPG advice that the land value of a site should reflect policy requirements,</p>
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	<p>tests for planning obligations in that they are necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind. Planning obligations should not be sought – on for instance, <u>public art</u> – which are clearly not necessary to make a development acceptable in planning terms.</p> <p>The Government is clear that obligations must be fully justified and evidenced. Where affordable housing contributions are being sought, obligations should not prevent development from going forward’</p> <p>As planning obligation should only be legitimately secured by a local authority where it is necessary to make a development acceptable in planning terms, and the NPPG specifically highlights <u>public art</u>, Ashill Land Ltd object to this requirement on this basis subject to further review of the Council’s S106 requirements.</p>	<p>planning obligation requirements, and where applicable the CIL, as referred to in the SPD.</p> <p>As we have an adopted policy and suitably robust evidence to support such a requirement, the Council is assured that it may legitimately require provision of public art in some developments, on a case-by-case basis, and subject to the planning obligation pooling restrictions.</p>
<p>CPRE Surrey Branch and Guildford District</p>	<p>CPRE has been unable to respond to all aspects of this proposed new strategy in time to meet the deadline concerned. We have therefore only commented on a selection of points with which we have some familiarity.</p> <p>We have previously made submissions to GBC concerning a number of proposed SANG applications including at the Chancies, Russell Place Farm, Effingham Common, Burpham Court Farm, and Tyting Farm.</p> <p>CPRE is a long-standing member of the Open Spaces Society who are experts on registered common issues such as at Effingham involving public rights of access. We think that the proposal in the draft strategy not to use commons for SANGs outside the Thames Basin Heaths needs further explanation. We do, however, agree that</p>	<p>This comment is directed at the Thames Basin Heaths Special Protection Area Avoidance Strategy 2017 SPD, which was consulted upon at the same time as the Contributions SPD 2016.</p> <p>A response to this comment can be seen on page 155 of the consultation statement for the strategy, available here: https://www.guildford.gov.uk/tbhspa.</p>

Effingham Common should not be used.

We do not understand why there is no evidence supplied on how far the previous strategy has been successful to date in achieving its objectives. We have noted that advertising boards have appeared for “commercial dog walkers” in the vicinity of a number of commons locations, which fall within the Thames Basin Heaths area in Worplesdon. This suggests that the strategy to date has not been effective. Surely, some better assessment should inform the new strategy with regard to long standing SANGs such as the success or otherwise of the Chuntries.

We question how the large amount of income from the existing SANGs will be spent on their maintenance. We ask ourselves how the substantial surpluses generated can legally be spent elsewhere under the present arrangements.

We are surprised that there seems to be no linkage between the draft local plan proposals for housing and the availability of SANG provision.

We support the retention of the 43 hectares of Tyting Farm for agricultural use, and are informed by the Tyting Society about the ongoing discussions with GBC about their possible suitability as a SANG, but wonder how this can be made compatible with dog-walking when these Green Belt fields within the Surrey Hills AONB are used for grazing cattle from the Surrey Wildlife Trust.

As an advisory member of the Surrey Hills AONB Board and former Chairman of the Tyting Society, I should like to know whether Planning Adviser Clive Smith has been asked to consult on this matter. We are also concerned about the acceptability of existing

	<p>parking in “the western sector” of Tyting Farm off Halfpenny Lane, which is used by St Martha’s church for services, weddings, and concerts. Has this issue been discussed with the Church Wardens concerned? Other road traffic issues need also to be considered.</p> <p>We are concerned as to the implications of charging for car parking at beauty spots in the Surrey Hills AONB as this could lead to the possible alternative use of free car parking for SANGs sites in adjacent areas.</p> <p>We have been surprised to learn from the Seale and Sands PC that proposals have been made at Runfold to use landfill sites, which are still under restoration, for SANGs. It is our understanding that this would be completely inappropriate and may involve “duty to cooperate” issues with neighbouring district councils. We believe that under current legislation landfill sites cannot be used as recreational open spaces. Here again Surrey Hills AONB implications may also need to be considered.</p> <p>We remain unconvinced that Russell Place Farm should have ever been considered appropriate as a SANG. Our objection still stands in this context.</p>	
<p>Education Funding Agency</p>	<p>The EFA welcomes the opportunity to contribute to the development of planning policy at the local level.</p> <p>The EFA was established in 2012 to help the government achieve its schools objectives by delivering effective capital programmes that improve the condition of existing buildings and support the creation of new places for pupils and learners. The EFA manages £54 billion of funding a year to support all state-provided education for 8 million children aged 3 to 16, and 1.6 million young people aged 16 to 19.</p>	<p>Thank you for your helpful response. We welcome ongoing work with the EFA to assist in delivering the new schools needed to support the housing development planned in the emerging Local Plan Strategy and Sites.</p>

	<p>The EFA aims to work closely with local authority education departments and planning authorities to meet the demand for new school places and new schools. As such, the EFA puts forward the following comments in response to the above consultation document:</p> <ul style="list-style-type: none">• The EFA strongly supports reference within the document (Section 17) to the use of planning obligations to secure developer contributions to education facilities where housing development generates the need for school places. The EFA acknowledges the pupil yield calculator Surrey County Council currently uses to seek s106 contributions and supports this approach in principle. The EFA suggests reference is made to the child yield calculator within Section 17 of the SPD.• It would be helpful if the key strategic policies to secure developer contributions are also explicitly referenced or signposted within the document. The NPPF (paragraph 72) notes that local planning authorities (LPAs) should take a proactive, positive and collaborative approach to ensuring that a sufficient choice of school places is available to meet the needs of communities, and that LPAs should give great weight to the need to create, expand or alter schools to widen choice in education.• The EFA notes that significant growth in housing stock is expected in the borough, with 14,500 new homes anticipated between 2017-2033. The EFA welcomes the reference in Guildford’s Infrastructure Delivery Schedule (para 4.6.3) to schools as necessary infrastructure required to help deliver sustainable growth in the borough. The Guildford Draft Local Plan: Education Review (May 2016) also provides a useful background document setting out Guildford’s requirements for new schools over the plan period. This useful contextual data should be included or	<p>We have added in an explanation of the child yield calculator within this section.</p> <p>Text has been added to reflect national planning policy.</p>
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	<p>referenced within the Planning Contributions SPD update, to support the requirement for contributions to education provision. Ensuring adequate contributions and a supply of sites for schools is essential and will ensure that Guildford can swiftly and flexibly respond to existing and future need for school places to meet the needs of the borough over the plan period.</p> <ul style="list-style-type: none"> • In light of the above, the EFA would welcome continued engagement with Guildford BC during all stages of planning policy development to help guide the provision of new school infrastructure and to meet the predicted demand for primary and secondary school places. The EFA has previously responded to Guildford BC's Strategic Sites (June 2016) Local Plan consultation and supported the identification within that document of land for new schools and potential future expansions to those schools. In line with the Duty to Cooperate, please include the EFA as one of the relevant organisations with which you engage in preparation of the Local Plan and SPDs. • The EFA notes Guildford BC is currently preparing its CIL charging schedule and supports the inclusion on the draft Regulation 123 list of primary school provision on strategic sites allocated in the Local Plan. The EFA would be particularly interested in responding to any further review of infrastructure requirements, CIL draft charging schedule and (once adopted) any subsequent CIL review and/or amendments to the Regulation 123 list. • We hope that the above comments are helpful in shaping Guildford BC's Planning Contributions SPD update, with particular regard to the provision of new schools. The EFA looks forward to opportunities for continued involvement in the Local Plan process. 	<p>We welcome the involvement and assistance provided so far from the EFA in planning for school places to support the draft Local Plan Strategy and Sites.</p> <p>The draft 123 infrastructure list specifically excludes primary schools on strategic sites, as these will be delivered by a single developer to serve the needs arising from that strategic development.</p> <p>Expansions of existing primary schools to serve the cumulative needs of an area arising from multiple small developments are included on the draft 123 infrastructure list.</p> <p>We will continue to liaise with the EFA</p>
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		<p>regarding provision of new schools to support the delivery of the new local plan.</p>
<p>Environment Agency</p>	<p><u>SEA/ HRA</u> We agree with the findings of the Guildford Borough Council Planning Contributions Supplementary Planning Document Update dated September 2016 and conclude that SEA and HRA are NOT REQUIRED for the Planning Contributions SPD.</p> <p><u>Draft SPD</u> We welcome and support the Planning Contributions SPD and the inclusion of Appendix 3: Guide for applicants: preparing flood risk sequential and exception tests. We also welcome Section 7 outlining flood risk and the relevant Local Plan policies.</p> <p><i>Paragraph 7.2</i> The draft SPD suggests that GBC will consult the Environment Agency on “all developments affecting floodplains of all main rivers”. This is incorrect; all planning application consultations to us should be in-line with the Development Management Procedure Order.</p> <p>We welcome that GBC acknowledges that there will be occasions when it is necessary to seek the views of the Borough Council engineers with respect to development proposals in the flood plain. We have been working closely with and supporting GBC engineers on a number of flood mitigation schemes and <u>would highlight the importance of partnership contributions from developers in order to implement those schemes.</u></p>	<p>Thank you for your confirmation.</p> <p>The draft SPD text has been updated to read, “The Council will consult the Environment Agency on developments affecting floodplains in accordance with the Development Management Procedure Order. On occasions it may be considered appropriate to seek the views of the Borough Council’s Engineers”.</p> <p>Added following text to paragraph 7.5 : “We will also seek contributions from relevant developments towards surface water flood alleviation schemes.”</p>

Paragraph 7.3

We recommend that this section makes mention of and highlights the importance of climate change with respect to site-specific flood risk assessment. In February 2016 the Environment Agency updated its best practice guidance on climate change allowances and how these should be applied to site specific Flood Risk Assessments. This guidance is based on the UKCP09 data and findings as the best available, scientific, evidence to provide more representative climate change allowances for England and latest planning policy guidance. The ‘Flood Risk Assessments: Climate Change Allowances’ can be viewed at: <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>

Paragraph 7.9

As of April 2015, the Environment Agency is no longer a statutory consultee on planning applications with respect to surface water. This

Updated the text to read :

“A site specific flood risk assessment supporting a development proposal must consider whether the development is likely to be affected by current or future flooding from any source – taking account of climate change, and whether the measures proposed to deal with these effects and risks are appropriate, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

In February 2016 the Environment Agency updated its best practice guidance on climate change allowances and how these should be applied to site specific Flood Risk Assessments. This guidance is based on the UKCP09 data and findings as the best available, scientific, evidence to provide more representative climate change allowances for England and latest planning policy guidance. The ‘Flood Risk Assessments: Climate Change Allowances’ can be viewed at: <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>”

Updated to, “The Council works with Surrey County Council (as the Lead Flood

	<p>responsibility has been passed to Surrey County Council as the Lead Local Flood Authority. This section should be amended to reflect this.</p> <p><u>Paragraphs 8.3, 8.4 and 8.5</u> We welcome the recognition of the potential need to secure conditions to ensure that there is sufficient capacity within the sewerage network to connect developments to the network and that any necessary upgrades are in place ahead of development.</p> <p>Connection and extension of the public foul sewerage network is our preferred option as discharges from wastewater treatment plants owned and operated by sewerage undertakers are significantly less likely to cause pollution than discharges from private plants treating domestic sewage or trade effluent.</p> <p>This is because discharges from public sewerage systems are much more likely to meet the standards set in their environmental permit. The installation of private sewerage systems in circumstances where it is reasonable to connect to the public sewerage network is, therefore, not environmentally sustainable. However, where it is not reasonable to connect to the public foul sewer we may grant an environmental permit, as long as the proposed discharge is otherwise environmentally acceptable.</p> <p><u>Section 11 – Landscape and Biodiversity</u> We welcome the mechanisms identified within the Planning Contributions SPD for ensuring compliance with the relevant Local Plan policies. However, there is little detail on how these are implemented for biodiversity and there is no mention of watercourses. We commented on GBCs draft Local Plan in July 2016 and</p>	<p>Authority) and developers to enable surface water run-off to be controlled as near to source as possible by the encouragement of Sustainable Drainage Systems (SuDS).”</p> <p>In further clarification from the EA, they say, “. To be more explicit we would like to see specific mention of the water environment in this section.”</p>
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recommend that our comments are reflected in the review of this SPD.

NOTE:
In commenting on the Proposed Submission Local plan 2016 in relation to the draft Policy justification for Green and Blue Infrastructure, the EA stated “we welcome the production of a separate Development Management Policy (DMP) and a Green and Blue Infrastructure Supplementary Planning Document (SPD) to set out how ecological networks will be managed and enhanced. We would like to be involved in this and suggest that separate policies and guidance are written for biodiversity and the water environment.

This is noted for future Local Plan and SPD, it cannot be included in this SPD.

Appendix 3: Guide for applicants: preparing flood risk sequential and exception tests

We welcome the inclusion of this Appendix to support applicants in preparing assessments of the flood risk sequential and exception tests, but also recommend that our comments on the draft Local Plan, July 2015, which include the need to take climate change into account, are considered in finalising this section of the SPD.

At the end of “Given the anticipated impacts of climate change, it is likely that flood events will become more frequent and severe. Heavier rainfall in winter is expected to increase the hazards associated with flooding and the number of properties in the borough at risk of flooding. Higher peak river flows may also increase flood risk in some areas of the borough, whilst heavier rainfall could lead to more surface water flooding.” Added,

Whilst the NPPF emphasises that “new development should be planned to avoid increased vulnerability to the impacts arising from climate change” this is a sub-section of the requirements to meet the flood risk sequential and exception tests and it is not clear why this sentence has been used to open the introduction to these tests. The following sentence is much clearer with respect to the purpose of the flood risk sequential and exception tests.
 We recommend that reference to the need to consider the impacts of climate change within the flood risk sequential and exception tests is made later in this section.

Figure 5: Flood risk vulnerability classification :

We suggest the addition of a note to the effect that where the applicant is not clear under which flood risk vulnerability classification a development is considered then they should seek clarification from the LPA to assist in preparing their assessment of the flood risk

“In February 2016 the Environment Agency updated its best practice guidance on climate change allowances and how these should be applied to site specific Flood Risk Assessments. This guidance is based on the UKCP09 data and findings as the best available, scientific, evidence to provide more representative climate change allowances for England and latest planning policy guidance. The ‘Flood Risk Assessments: Climate Change Allowances’ can be viewed at: <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>”

Deleted first paragraph of section 2.0. At the end of section two, before the summary, added “ The National Planning Policy Framework (NPPF) emphasises that new development should be planned to avoid increased vulnerability to the impacts arising from climate change. The impacts of climate change within the flood risk sequential and exception tests should be considered. See the EA’s best practise guide (February 2016). “

Under the table and key for figure 5, added, “If unclear which flood risk vulnerability classification should apply, it is recommended that clarification is

	<p>sequential and exception tests and any Flood Risk Assessment (FRA).</p> <p><u>3.0 The borough context :</u> We support the inclusion of the definitions of each flood zone as defined by the National Planning Practice Guidance. We would also recommend that GBCs definition of Flood Zone 3b is included within this section, or reference to the definition in the Strategic Flood Risk Assessment is provided.</p> <p>We welcome the mention of the impacts of climate change, and suggest that recommendation is made to applicants that they seek out the most recent climate change allowances guidance from the Environment Agency in preparing documents for submission with their planning application.</p> <p><u>6.0 Exception Test :</u> The first bullet point does not read very clearly, should the second “informed” be “completed”?</p> <p><u>River Wey Modelling</u> Please note the Environment Agency has recently undertaken updated detailed hydrological modelling of the ‘Middle Wey’ incorporating flood risk from River Wey, Guildford. The model outputs have recently been finalised and we have sent this to the planning department at GBC with whom we are working closely to develop a flood alleviation scheme in Guildford.</p> <p>Our intention is to update the flood map for the whole of the River Wey</p>	<p>sought from the Council”.</p> <p>In section 3, in the table in the definition of Flood Zone 3b Functional Flood Plain, after “This zone comprises land where water has to flow or be stored in times of flood” add “see <u>SFRA</u> for definition of the Flood Zone 3b, which distinguishes between 3b developed and 3b undeveloped”.</p> <p>The draft SPD has been amended to include reference in several places to recent guidance.</p> <p>Agree, updated.</p> <p>We have received the draft flood</p>
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	<p>once all the modelling of the whole of the Wey catchment including the River Wey tributaries are completed. However, this not likely to be before summer 2017. We wish to note that it is likely that the existing flood zones in Guildford will be amended in the light of this.</p>	<p>modelling for the River Wey, and are aware that this is expected to be published in 2017.</p>
<p>Guildford Greenbelt Group</p>	<p>Detailed comments and statistics relating to the SEA and HRA screening of the draft Local Plan 2016.</p> <p>Response to Strategic Environmental Assessment & Habitats Regulations Assessment Determination GGG consider that Appropriate Assessment is required and that the document to be inadequate in the following areas:</p> <p><u>Section 2 Habitats Regulations Assessment</u> <u>Para 2.2</u> By claiming “an Appropriate Assessment is not required” the Council fails to appropriately consider the cumulative impact of proposed Policies and Sites outlined in the draft Guildford Local Plan within the 400m – 5 km “zone of influence” and its influence on the development of any TBHSPA ‘avoidance strategy’. The HRA referred to and proposed as the evidence document within the Guildford Draft Local Plan is deficient as follows:</p> <p>The lack of detailed assessment of proposed increased human population, introduction of large numbers of predatory species, introduction of a large number of species likely to cause major disturbance on the SPA in advance of policy formation within the HRA, demonstrates a failure of due consideration of such pathways. This renders the claim in Section 2 Habitats Regulations Assessment, para 2.2 that “there is no pathway which gives rise to significant effect either alone or in combination” unsafe and likely to be subject to scrutiny when the draft Guildford Local Plan is submitted for</p>	<p>Natural England, the statutory body responsible for the protected habitats is agreed that a HRA is not required for this SPD. The three “consultation bodies” specified in the relevant Regulations are agreed that a SEA is not needed for this SPD.</p> <p>These comments refer to the HRA and SEA screening of the Thames Basin Heaths Special Protection Area SPD. Please see the Consultation SPD for that SPD.</p>

	Examination in Public.	
Highways England	<p>Highways England has been appointed by the Secretary of State for Transport as strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the strategic road network (SRN).</p> <p>The SRN is a critical national asset and as such Highways England works to ensure that it operates and is managed in the public interest, both in respect of current activities and needs as well as in providing effective stewardship of its long-term operation and integrity.</p> <p>In the case of Guildford Borough Council, our interest is in the M25 and A3.</p> <p>We have no comments on the document itself, however for clarification we recommend that para 16.2 is amended.</p> <p>We are now Highways England not Highways Agency, and the highway authority for the A31 is Surrey County Council not Highways England.</p>	Suggested amendments made.
Historic England	In light of the Environmental Assessment of Plans and Programmes Regulations 2004, our view is that a SEA is not required in this instance.	Agreement of the SEA screening
<i>(Terence O'Rourke on behalf of)</i> M & G Real Estate	<p>The North Street redevelopment site is a priority for the Council in its Corporate Plan. It will play a key role in helping to deliver the Council's Vision for the Town Centre.</p> <p>This representation should be read in conjunction with representation made in July 2016 in regard to the Proposed Submission Local Plan and associated documents.</p>	

	<p>The draft SPDs do not present any new impacts onto the development. While there are minor changes from the original SPDs, we do not believe that these changes will have a detrimental impact on the proposed redevelopment of the North Street / Friary Centre and therefore we would like to submit our support for these SPDs.</p>	<p>Your support for the updated SPD is welcome.</p>
<p>Mole Valley District Council</p>	<p>We have no comments to make in this instance. Please note that this is an officer level response, which does not prejudice any future comments the Mole Valley District Council may make.</p>	<p>We acknowledge your response to the consultation.</p>
<p>Natural England</p>	<p>Given the nature of these documents Natural England Natural England do not consider that a SEA or HRA will be required for the above-mentioned SPDs.</p>	<p>We welcome your agreement that this SPD update does not require a SEA nor HRA</p>
<p>Pegasus Life</p>	<p><u>Section 5 - Affordable Housing</u> Paragraph 5.57 and the subsequent accompanying table sets out the qualifying developments for affordable housing provision. It states that affordable housing provision of 35% on site will generally be required from residential developments within the C3 Use Class over the size threshold in Policy H11 (Guildford Borough Local Plan January 2003) of 15 or more (gross) homes and/or a site area of 0.5ha or more in the urban areas. It then specifically states: This generally includes retirement homes, as well as self-contained studio flats for a single household, and other self-contained flats, whether specifically aimed at students or not. Assisted living/Extra Care and other sui-generis residential developments may be required to make provision; there will be considered on a case-by-case basis and in some cases, an off-site contribution may be considered more suitable.</p> <p>We object to this draft qualifying definition as currently drafted since it</p>	<p>The supporting evidence on viability is</p>

	<p>does not take into account the viability of the emerging models of accommodation and care for older people, such as assisted living.</p> <p>Assisted living accommodation for older people generates additional costs relative to residential development (Use Class C3) due to the need for specialist design and specification, the sacrifice of saleable area for the provision of services and facilities with no compensating income, and other differentiating factors.</p> <p>Land must be competed for on the open market with key competition including non-specialist housebuilders, student housing developers and commercial developers. Inevitably, in reaching a competitive land value an affordable housing provision equal to that assumed by non-standard housebuilders bidding on the site cannot therefore be sustained.</p> <p>This is a structural issue, which affects the delivery of assisted living accommodation for older people at a strategic level. Not looking to achieve parity of affordable housing provision between specialist and mainstream developments is essential to supporting efforts to boost the supply of housing in this sector in line with both national and local priorities.</p> <p>Owing to the further increased costs of redevelopment on previously developed sites, it is therefore considered that the definition of qualifying developments for affordable housing (Paragraph 5.57) should be amended to exclude assisted living developments.</p> <p><u>Section 10 - Special Protection Areas</u> Paragraph 10.8 and the subsequent accompanying table sets out the SPA financial contribution, which is calculated based on the number of bedrooms within each dwelling.</p>	<p>provided in the Guildford Local Plan and Viability Study 2016. This includes an assumption for assisted living being developed on urban brownfield development with 35% of floorspace being non-chargeable functions and communal space.</p> <p>Our Community Infrastructure Levy rate for assisted living is proposed to be zero, as recommended by the Local Plan and CIL Viability Assessment 2016.</p> <p>This may leave scope for some affordable housing contribution from these developments.</p> <p>Applications for assisted living are considered on a case-by-case basis, and viability will be a consideration.</p> <p>The Thames Basin Heaths Special Protection Area Avoidance Strategy 2017 SPD states that assisted living premises</p>
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	<p>We object to this approach as it assumes an average occupancy level based on the number of bedrooms. Evidence from assisted living developments indicates that the average occupancy level of all dwellings, regardless of the number of bedrooms, is 1.25 residents per dwelling. On this basis, the approach set out in this section of the draft SPD does not accurately reflect the mitigation required for assisted living developments.</p> <p>I request that the draft SPD is updated to reflect these comments. I would be happy to discuss with GBC officers in more detail if requested.</p>	<p>will be dealt with on a case-by-case basis. It is advisable to discuss this before any planning application is made.</p>
<p>(Ptarmigan Land on behalf of) Iceni Projects Ltd</p>	<p>Our client has an agreement in place with the owners to develop the land at Garlick’s Arch, Send Marsh, which is located immediately to the northwest of the A3 trunk road and to the southeast of Portsmouth Road, on the southeast edge of Send Marsh.</p> <p>We recently submitted representations on behalf of Ptarmigan Land to the Guildford Local Plan Strategy and Sites Consultation in July 2016. This submission should be considered in tandem with the representations submitted in July 2016.</p> <p>Our client recognises that the provision of affordable housing is a high priority in the Borough and that the approach to affordable housing mirrors that of the Draft Local Plan. However, it is important for the document to recognise that requirements for affordable housing provision will be subject to such provision being viable, having regard to guidance on assessing viability.</p> <p>Our client welcomes the Council’s acknowledgement of Starter Homes, and the need for the SPD to be worded sufficiently flexibly to</p>	<p>Development viability, including specifically affordable housing viability is addressed in the SPD, based on evidence from the Local Plan and CIL Viability Study 2016.</p> <p>The requirement for self-build and custom</p>

	<p>accommodate any future government announcements on the delivery of Starter Homes. In addition our client strongly supports the inclusion of reference to the ‘vacant building credit’. However, we believe that greater flexibility is required over the delivery of self-build and custom-build housing on all strategic sites. This will not necessarily be appropriate on all-sites and consistent with the tests of soundness set out in the National Planning Policy Framework (NPPF), it is important that each site can be assessed on its own merits, with sufficient flexibility built into policy wording to ensure that development is not stifled.</p> <p>Provision of flood mitigation measures is accepted and broadly supported, but as in the case of affordable housing requirements for a water efficiency standard of 110 litres per occupant per day and reduction in carbon emissions need to be worded in a manner that has due regard to the viability of making such provision on all sites.</p> <p>Seeking to provide financial contributions towards open space across the borough, or in areas of deficiency would in our opinion fail the test of CIL Regulation 123 in respect of ‘pooling resources’.</p> <p>Provision of open space should be directly linked to the location of the development – as in the case of SANG, as opposed to a borough-wide tariff towards provision. Furthermore, financial contributions towards Open Space, should only be sought where the provision cannot be provided on-site because of the proposed development. Consistent with the NPPF tests of Soundness and CIL Regulation 123, the proposed tariffs per dwelling size set out in Figure 3 of the SPD should be fully justified with robust evidence. Paragraph 9.11 of the SPD states that the figures have been developed using the experience of the Council’s Leisure Service in the delivery and improvement of play and sport facilities in the Borough.</p>	<p>build housing provision on housing sites will be set out in the new Local Plan that will be subject to independent examination.</p> <p>Text added to the SPD.</p> <p>The SPD sets out that we will only seek contributions towards open space improvements or provision where there is a local deficit in provision and there is evidence of a costed project which a development will contribute to (in the case of “provision” or “funding for provision”, pooling no more than five planning obligations towards any one project).</p> <p>As set out in the SPD, we ensure that we do not pool together more than five planning obligations that provide for</p>
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	<p>This is not considered a robust justification in the context of the CIL regulations, and we request that the Council provide further details as to how the numbers in Figure 3 have been calculated. We would also stress that provision of amenity and open space on site should also be discounted from any total contribution sought.</p> <p>In respect of the approach to the Special Protection Area, we direct you to our representations that have been submitted to the draft Thames Basin Heaths Special Protection Area Strategy SPD 2016. In particular, the Planning Contributions SPD needs to add text recognising that impact mitigation can be provided in two ways, either</p> <ul style="list-style-type: none">a) through the provision of bespoke SANG on a site to serve the development, orb) by way of financial contributions based on a tariff. <p>Additionally, we stress the need for the tariff to be based on a robust justification and an assessment to ensure that the increase proposed to the tariff would not render development, particularly on sites appropriate for larger houses of three or more bedrooms unviable.</p> <p>Any financial contributions towards <u>public realm or public art</u> that are not directly related to the development would fail the tests of the CIL Regulations should the monies recovered not be spent in an area, or in a means that can be deemed to be necessary to make the development acceptable. The pooling of resources would be contrary to the CIL Regulations.</p>	<p>funding for any specific open space provision project.</p> <p>Agree. The SPD contribution for Policy R2 (and for larger housing developments under Policy R3 where they cannot provide the playing fields, etc. on site) is to be specifically linked to an open space improvement project in the area of the development.</p> <p>The viability of a range of residential development types and sizes across the borough have been tested with these contributions in the Guildford Local Plan and CIL Viability Study 2016.</p>
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	<p>In respect of <u>Public Art</u>, greater explanation is required as to what conditions would necessitate a contribution towards public art. This is important to ensure that it is fully justified in the context of the NPPF and the CIL Regulations, but also to ensure that developers are aware on the basis against which contributions are being sought when undertaking development appraisals and assessing development viability.</p> <p>The CIL Regulations were introduced to prevent the pooling of resources in the absence of a CIL Charging Schedule and Infrastructure List. The approach towards <u>Open Space, Public Realm and Public Art</u> requires greater consideration in this respect.</p> <p>Greater flexibility is required in the approach towards both Open Space and the Special Protection Area to recognise the contribution of on-site provision. In respect of Open Space, further justification is required to justify the tariffs set out for open space in order to pass the NPPF and CIL tests of soundness.</p> <p>We would also encourage the Council to ensure that sufficient flexibility and caveats are inserted to the wording of the document to allow both the SPD and future development to adapt to future policy change and account for financial viability.</p>	<p>As we have an adopted policy and suitably robust evidence to support such a requirement, the Council is assured that it may legitimately require provision of public art in some developments, on a case-by-case basis, and subject to the planning obligation pooling restrictions.</p> <p>The SPD sets out that open space contributions are for improvements to existing open space, and so are not subject to the CIL pooling restrictions.</p>
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<p>Ripley Parish Council</p>	<p>Concern over the timeline of the consultation, in particular that the consultation was run separately to the draft Local Plan consultation, as more responses may have been forthcoming by running them together.</p> <p>Concerns regarding the consultation documents written in such a way as to be almost unintelligible to the layman.</p> <p>Our main concern is a perceived opportunity to abuse to the system; in dealing with millions of pounds worth of infrastructure projects, it is essential that decisions must be conducted in an open and transparent manner.</p>	<p>This SPD provides guidance relating to policies in Local Plan 2003, and not to the emerging new Local Plan.</p> <p>Whilst we have used non-technical language wherever possible, the main audience of this SPD is people submitting planning applications, which are predominately the development industry.</p> <p>The Council considers that this SPD improves transparency of process in negotiating planning conditions, obligations, highway agreements, etc.</p> <p>All planning permissions and obligations are publically available.</p>
<p>RSPB South East Office</p>	<p>We welcome Guildford’s commitment to the protection of the Thames Basin Heaths Special Protection Area (SPA), as set out in its draft Thames Basin Heaths Special Protection Area Strategy (TBHSPA). However, the RSPB continues to have concerns regarding the implications of the introduction of the Community Infrastructure Levy (CIL) for the delivery of the TBHSPA Strategy in the Borough as proposed in this draft SPD.</p> <p>We acknowledge that the Council is constrained by the terms of the CIL Regulations and we appreciate that other Thames Basin Heaths local authorities have adopted CIL for the purposes of collecting developer contributions to deliver Suitable Alternative Natural Greenspaces (SANGs). However, it is essential that a solution is</p>	<p>We confirm that we will continue to work with the other Thames Basin Heaths authorities (and Natural England) to secure mitigation of potential harm to TBHSPA. The Thames Basin Heaths</p>

adopted that satisfies both the new CIL Regulations and existing obligations under the Conservation of Habitats and Species Regulations 2010 (Habitats Regulations) as amended. It is also important that the Council continues to work with the other Thames Basin Heaths authorities (and Natural England) to ensure that the adoption of CIL does not undermine the delivery of the TBHSPA Strategy.

The RSPB appreciates that the restrictions on pooling s106 agreements introduced by the CIL regulations may necessitate changes to the mechanism used for gathering mitigation funds. However, we are concerned that these changes will remove the critical link between new housing within the 5 km zone and the delivery of SANGs, as it will no longer be possible to ring-fence funds for SANG delivery, and protect them from allocation towards other infrastructure needs.

To address this concern it will be essential that the Council is able to demonstrate that SANGs are delivered:

1. at the necessary level to mitigate recreational pressure from all net new housing within the 5 km zone of influence;
2. within the required proximity of the otherwise damaging development, and;
3. in time to ensure that the necessary SANGs are up and running ahead of occupancy of the new housing within the 5 km zone of influence.

Without this evidence, we are unable to see how the Council, as competent authority under the Habitats Regulations, will be able to have the necessary certainty that the potential impacts of increased recreational pressure arising from new housing within the 5 km zone will be avoided, either at the development plan level or the individual

Special Protection Area Avoidance Strategy 2017 SPD (the strategy) makes it clear that the Council understands its Habitats Regulations obligations and will meet them. The strategy states that funds collected for SPA avoidance and mitigation are ring-fenced for that purpose.

The emerging Local Plan will be accompanied by an Infrastructure Delivery Plan, which sets where SANGs can be delivered to enable the delivery of the housing sites in the plan.

The CIL regulation restriction is for pooling of more than five planning obligations that provide for provision, or funding (for provision) of infrastructure that could be delivered by CIL.

We confirm that we will have considered these restrictions, and that our proposed approach will not breach it.

We confirm that the money collected through the system of planning obligations or other legal agreements will be ring-fenced for TBHSPA mitigation.

We confirm that prioritising mitigating harm to TBHSPA above other developer contributions is necessary for Natural

	<p>application level.</p> <p>It is understood that other TBH authorities have treated SPA mitigation as the pre-eminent call on their CIL funds to ensure that the required level of SANGs is delivered and to provide the certainty necessary to satisfy the requirements of the Habitats Regulations. It is essential that Guildford adopts a similar approach to the allocation of CIL funds and we recommend that the SPD (and the Local Plan) are explicit about this requirement.</p> <p>Guildford have failed to identify the value of green infrastructure provision with respect to contribution towards its Corporate Plan themes (paragraph 3.10). We recommend that this failure is rectified to demonstrate the potential significant creation / enhancement of green infrastructure that will be delivered through CIL with its associated benefits to the residents of Guildford Borough.</p> <p>The TBHSPA mitigation strategy requires mitigation for all net new residential dwellings, however, we note reference to Rural Exception Housing (paragraph 5.60/61). New rural dwellings which fall within the 5 km zone of influence must be mitigated under the TBHSPA mitigation strategy, however, under a CIL regime the Council is not obliged to levy a specific amount per dwelling to meet the necessary level of mitigation required.</p> <p>The RSPB's overarching concern with the implementation of an effective CIL regime is that the Council secures sufficient funds to deliver the necessary TBHSPA mitigation for all dwellings delivered within its area, taking account of variations in funds levied for particular types of dwelling.</p>	<p>England's satisfaction, and the SPD has been updated to reflect this.</p> <p>The comment about the corporate plan has been passed to the relevant team.</p> <p>The Thames Basin Heaths SPA Avoidance Strategy 2017 SPD sets out potential mechanisms for collecting SANG contributions. It also states that Council is considering mechanisms for the funding of SANG other than CIL because there are a number of developments that are exempt from CIL, most notably affordable and self-build housing.</p>
<p>(Savills on behalf of) Thames Water</p>	<p>Thames Water are the statutory sewerage undertaker for the whole of the Guildford Borough and the statutory water undertaker for the</p>	

	<p>southern part of the Borough.</p> <p>Thames Water wholly support section 8 as it is largely in accordance with their previous representations to an earlier version of the SPD.</p> <p>It is important to consider the net increase in water and wastewater demand to serve the development and also any impact that developments may have off site, further down the network. It is therefore important that developers demonstrate that adequate water supply and wastewater infrastructure capacity exists both on and off the site to serve the development and that it would not lead to problems for existing users. In some circumstances this may make it necessary for developers to carry out appropriate reports and appraisals to ascertain whether the proposed development will lead to overloading of existing water and sewerage infrastructure.</p>	<p>The Council acknowledges your helpful response.</p>
<p>Scottish and Southern Energy Power distribution</p>	<p>I refer to your email regarding your Core Strategy Document. I provide general guidance on the provision of electricity infrastructure and the treatment of any existing infrastructure in relation to future development.</p> <p>Connections for new development from existing infrastructure can be provided subject to cost and timescale.</p> <p>Where existing infrastructure is inadequate to support the increased demands from the new development, the costs of any necessary upstream reinforcement required would normally be apportioned between developer and DNO (Distribution Network Operator) in accordance with the current Statement of Charging Methodology agreed with the industry regulator (OFGEM). Maximum timescales in these instances would not normally exceed around 2 years and should not therefore impede delivery of any proposed housing development.</p>	<p>We acknowledge and welcome your helpful comments. We will use these to inform the draft Local Plan Infrastructure Delivery Schedule and Plan, and the Delivery Statements for Strategic sites.</p>

	<p>Where overhead lines cross development sites, these will, with the exception of 400kV tower lines, normally be owned and operated by Southern Electric Power Distribution.</p> <p>In order to minimise costs, wherever possible, existing overhead lines can remain in place with uses such as open space, parking, garages or public highways generally being permitted in proximity to the overhead lines.</p> <p>Where this is not practicable, or where developers choose to lay out their proposals otherwise, then agreement will be needed as to how these will be dealt with, including agreeing costs and identifying suitable alternative routing for the circuits. The existing customer base should not be burdened by any costs arising from new development proposals.</p> <p>To ensure certainty of delivery of a development site, any anticipated relocation of existing overhead lines should be formally agreed with Southern Electric Power Distribution prior to submission of a planning application.</p>	
Southern Water	I confirm that Guildford Borough is not within Southern Water's operational area, and therefore we have no comments to make on the consultation.	Noted; contact will not be sent further consultations
Sport England	<p>Sport England notes that Local Plans should be based on an adequate, up-to-date and relevant evidence base. In addition, para 73 of the NPPF requires that:</p> <p><i>“Planning policies should be based on robust and up-to-date assessments of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessment should</i></p>	<p>Please see the Guildford Borough Open Space, Sport and Recreation Assessment (2017), as the evidence referred to in Section 9 “Open space: amenity space,</p>

identify specific needs and quantitative deficits or surpluses of open space, sports and recreational facilities in the local area.”

Sport England is aware that the Council does not have an up-to-date Playing Pitch Strategy or indoor or outdoor sports facilities strategy, which has been developed in line with Sport England guidance. It is noted that the Council relies on an open space, sport and recreation assessment based on the out-of-date guidance, “PPG17 – planning for open space, sport and recreation”.

Without this additional evidence base, Sport England considers that the Council does not have a sufficiently robust assessment on which to plan adequately for indoor and outdoor sports facilities in accordance with paragraph 73 of the NPPF and that the approach put forward in the Planning Contributions SPD to provide indoor and outdoor sports and recreation facilities is not sound.

In particular, Sport England does not support the use of standards to identify the amount of land to be provided for sport and recreation.

Furthermore, it should be noted that restrictions brought in by Government limit the pooling of developer contributions under Section 106. Sports and recreation provision will need to be carefully and strategically planned across the borough so that developer contributions ensure appropriate and good quality sports facilities are located in the right areas.

Sport England would highly recommend that the Council undertake a playing pitch strategy (PPS) as well as assessing the needs and opportunities for sporting provision. Sport England provides comprehensive guidance on how to undertake both pieces of work.

play space, and sports fields” of the SPD. This assessment has been produced in line with the requirements of the NPPF and is up-to-date.

We also have an adopted sports strategy; [“Active Guildford: Sport Development Strategy 2016-2022”](#).

Our current standards for provision / contribution towards provision or improvement of open space are set out in Policies R2 and R3 of the adopted 2003 Local Plan, which was subject to independent examination.

The SPD has been worded to take into account the pooling restrictions introduced by the CIL regulations which affect provision of funding for provision. We acknowledge that we can no longer pool more than five planning obligations to provide a particular playing field project, although the pooling restriction does not apply to improvements to these.

<p>Surrey County Council EI Service</p>	<p>Officers have previously liaised with you informally, prior to consultation, on a pre consultation draft version of the Planning Contributions SPD document and we are pleased to see that our suggestions have been taken into account.</p> <p>We have some specific text related comments to make at this stage, on the transport (section 16) :</p> <p><u>Section 16 - County Council infrastructure : Sustainable transport</u></p> <p><u>Para 16.1</u> Second line: Delete "strategic"</p> <p><u>Para 16.2</u> There are several errors of fact in this first line. It should read: "Surrey County Council is the Highway Authority for the local road network in the Borough and Highways England is the Highway Authority for the strategic roads, the M25 and the A3 that cut across the Borough. Surrey Count Council....."</p> <p><u>Paras 16.3 - 16.12</u> These sections contain a lot of detail about something which is important, but parking is no more important than other specific infrastructure, which receives comparatively little coverage.</p> <p><u>Paras 16.11 - 16.12</u> Where there might be added pressure on a CPZ which serves existing established demand, and a new development without demand lead parking is constructed, it may be reasonable to impose a restriction on that development on its residents being able to apply for permit. In other words, if reduced or zero parking development is constructed in a central area, with CPZ restrictions, it would be reasonable not to add to the demand for these managed spaces, and recognise that some</p>	<p>Thank you for pointing these out; the draft SPD has been amended.</p> <p>This section dealing with sustainable is only slightly longer than the section dealing with Education.</p> <p>Detail on parking standards are included here because the level of parking provision in proposed developments affects the need for sustainable transport developer contributions such as travel plans, car club and public transport / cycle and walking infrastructure.</p>
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	<p>units within the new development have to be car free. The restriction could be imposed through Planning Obligations. The provision of a year's membership for a car club would complement such a restriction, but should ideally be for a longer period.</p> <p>In terms of the last four bullet points in 16.12, there seems little rationale in singling these specific initiatives out, when there is a much wider "menu" of sustainable travel tools that can be drawn upon.</p> <p><u>Para 16.13</u> Delete "Green" in first line.</p> <p><u>Para 16.15</u> Second sentence should read: "However, a development may impose an additional impact on a service, or the demand for a new service, which might need development support or investment. On-going developer funding for perpetuity, or until/unless the service became financially viable, would be required in these circumstances."</p> <p><u>Para 17.3</u> The assessment is updated annually - we therefore suggest adding a final sentence to the paragraph : "The Childcare sufficiency assessment is updated annually because of the fluctuating nature of the childcare and early education market".</p> <ol style="list-style-type: none"> 1. East Horsley library should more correctly be referred to as Horsley Library. 2. The Shere Golden Diamond Jubilee library is referred to as a Community Partnered Library when it is a Community Link which is a collection of books in villages supported by SCC but not a fully operational library. 	<p>Changes made as suggested.</p> <p>Changes made as suggested.</p> <p>Changes made as suggested.</p> <p>Changes made as suggested.</p>
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<p>Surrey County Council Heritage Service</p>	<p>The draft SPD on planning contributions does not make significant reference to the heritage of the Borough. There is perhaps an opportunity to recognise that increased development and occupation in the Borough will potentially negatively impact the heritage and archaeology of the area in the same way that the natural environment might be impacted, through increased use, access and tourism for example, and to address this potentially attritional process through the planning obligations system outlined here.</p> <p>Of particular concern is the provision of archaeological storage in the Borough. Guildford has the largest number of undeposited archaeological project archives in Surrey - almost 20% of the overall total at last count - which are currently awaiting transfer to the Museum by various commercial archaeological excavation units.</p> <p>These archives are generated almost exclusively through the operation of the planning process and they are in urgent need of transfer and long-term storage and curation.</p> <p>I am aware of a small number of authorities that are investigating the possibility of using the CIL and planning obligations process to make provision for museum storage space for archaeological archives, and I am also aware that Guildford Museum is currently experiencing difficulties in accepting more material, and is undergoing a process of review.</p> <p>I would therefore recommend that the possibility of using the CIL/Planning Obligations process to provide support and resources for the storage of archaeological material generated through the planning process could usefully be explored.</p>	<p>Thank you for your helpful response. We will explore the possibility of including this in our 123 infrastructure list.</p>
<p>Surrey Hills AONB Board</p>	<p>I would be happy to discuss with officers how best the document</p>	

should provide for financial contributions to be made towards recreation, public access, maintenance and enhancement projects within the Surrey Hills AONB. I look forward to being contacted shortly.

There is concern the consultation document does not currently recognise that the much valued Surrey Hills Area of Outstanding Natural Beauty (AONB) covering a large part of the Borough. The AONB forms an essential part of its green and recreational infrastructure needing public investment to conserve its landscape and scenic beauty and meet the increasing recreational pressures resulting from the planned population growth.

The Borough is unusually fortunate in having such extensive nationally important protected landscape, but it needs public investment. The landscape protection given to an AONB is the same as a National Park. But the difference between the two is that National Parks attract Central Government finance to promote their recreational duty. Yet the Surrey Hills AONB is subjected to probably more recreational demands and pressures than most National Parks because of its proximity to large populations. Currently, there is negligible public finance directed towards managing those recreational pressures or enhancing the Surrey Hills landscape.

25% of the whole of the Surrey Hills AONB has open public access. The figure for the AONB in the Borough is not known but it is unlikely to be less. With increasing pressures on the County and Borough Councils' finances there is little or no prospect of public investment in maintaining this important public asset.

The Surrey Hills AONB is an important element of the Borough's green and recreational infrastructure. Therefore it seems to stand to reason that the CIL document should provide for contributions to be

Thank you for your suggestion on ways to enhance opportunities for recreation and access in the Surrey Hills AONB (which is within the Green Belt).

Section 11 of the draft SPD has been updated to include greater reference to the importance of safeguarding and enhancing landscapes of the locality, and in particular to the importance of the nationally important landscape of the Surrey Hills AONB.

directed towards meeting the increasing pressures to which it will be subjected from the Borough's planned population growth.

The Borough Council together with the other Surrey Hills constituent planning authorities were involved in preparing and have formally adopted the Surrey Hills AONB Management Plan. There is a statutory duty of regard or commitment on the Council to implement the Plan. The inclusion of CIL contributions towards implementing that Plan would be consistent with the Plan. To the contrary, any omission for the provision of CIL contributions to help implement the Plan would seem to be inconsistent with the Plan.

Paragraph 11.2 of the document recognises that the Borough's beautiful and attractive natural environment has contributed to its economic development by attracting business and people to the area. Paragraph 11.3 then states that economic and population growth and development is putting increasing pressure on its natural heritage. Then again paragraph 11.4 refers to the Council's duty to consider the management and enhancement of the landscape.

Paragraph 11.5 refers to NPPF Chapter 11 as stating "The planning system should contribute to and enhance the natural and local environment by ...protecting and enhancing valued landscapes..." All these references seem to be building up and justifying the inclusion of valued landscape improvements within the contributions from developments as part of the Borough's infrastructure. Whilst the document does for biodiversity it does not for landscape and its associated recreation projects.

Similarly, in the section on open space it refers at paragraph 9.33 to natural green space as covering "all publicly accessible spaces including meadows, woodland and copses, all of which share a trait of

In spending CIL income once in place, we will have regard to the Surrey Hills AONB Management Plan. This will be subject to further consideration including during future processes of consultation on our draft CIL rates, and other relevant CIL information.

	<p>having natural characteristics and biodiversity value and are accessible for informal recreation”. But the schedule on the same page 32 concentrates upon the provision of land for play spaces and amenity space. Whilst for smaller residential developments it refers to a financial contribution towards the improvement of existing open space in the area, it does not appear this includes the AONB. If it does, for clarity it should include reference to the AONB both in this category and the other listed categories of development.</p> <p>The following illustrates the value to which the public regard the Surrey Hills AONB. In the month of September 2016 the Surrey Hills Google page was visited by 4.1million. Over a longer period, Surrey Hills had 7 times more reviews (total 411 reviews) than the neighbouring South Downs National Park with a rating of 4.6 out of 5 against the South Downs rating of 3.8. Yet the South Downs National Park receives 55 times more Government finance than the Surrey Hills. The Government finance does however include fulfilling the National Park’s planning function.</p>	
<p><i>(Terence O’Rourke on behalf of)</i> University of Surrey</p>	<p>The University’s comments relate primarily to the TBHSPA Avoidance Strategy SPD, but as the SANG tariff is replicated in the Planning Obligations SPD then the comments also relate to that document.</p> <p>The University is concerned that the SANG contributions have grown significantly from the levels in the previous document. Whilst the justification for the changes is set out in the document, the increasing costs could cause difficulties for bringing forward development in the Borough, including affecting the ability to deliver affordable homes. This tariff is only one of many contributions that are sought from development that together affect development viability. SANG contributions may squeeze the ability to make other contributions where viability is affected.</p>	<p>Officers agree that increasing the cost of</p>

	<p>The University is also concerned that the SANG contributions are applied to student residences.</p> <p>Student residences are not typical housing that generates recreational trips to the SPA. The University of Surrey does not allow its resident students to bring cars to the campus, and pets are not allowed in the accommodation. Students, particularly those living on campus, focus their daily activity around the campus for studies, sports and social activities, including recreation.</p> <p>The propensity for students to visit and/or have impacts on the SPA is therefore very limited, which Natural England has accepted in a recent application for student residences at Manor Park that led to a 75% reduction in the SAMM contribution element to reflect this.</p> <p>The University was also able to provide SANG on its own land in this instance, but as more residences come forward the ability to provide more SANG in this way may be reduced. If the requirement to provide SANG/SAMM became an increasing financial constraint, it would affect the University's plans to develop further residences on its campus.</p> <p>For these reasons, the University believes that the negligible impact on the SPA of the student population resident at Stag Hill and Manor Park should be recognized in the SPD.</p> <p>The University considers that its future new student residences should not be required to contribute to SANG/SAMM requirements given this negligible impact.</p> <p>The University would be happy to discuss this further with you.</p>	<p>the SANG tariff may affect viability. The tariffs have been calculated based on the costs to the Council of providing SANGs. Revising the value of the tariff downwards could result in the Council picking up the shortfall in SANG funding through public funds. This is not considered fair.</p> <p>It should be noted that the new strategy proposes to lower the tariff for one-bed dwellings.</p> <p>Officers acknowledge that students may have different living patterns to other residents. However, the potential impact on the SPA is likely to vary depending on the situation and is very unlikely to be nil in all situations. Therefore, the approach detailed in the strategy whereby student accommodation is considered on a case-by-case basis is considered the most appropriate.</p>
Wisley Property	The Draft SPD has been written in conformity with the current	This SPD is to provide guidance to the

<p>Investments Ltd <i>and</i> <i>(Savills on behalf of)</i> Wisley Property Investments Ltd</p> <p><i>submitted the same response</i></p>	<p>development plan. WPI appreciates that the SPD must be in accordance with the adopted development plan. We reiterate the importance of an early review; WPI's clear preference is to delay the SPD adoption SPD until the emerging Local Plan is adopted. It may then be in conformity to it. Otherwise, the SPD should be sufficiently flexible to allow for the IDP.</p> <p>It is of vital importance that reference is made in the SPD to the emerging development plan and the draft Infrastructure Delivery Plan (IDP) (June 2016).</p> <p>In order for the SPD to remain an effective development management tool in the period between adoption of the SPD and the adoption of the emerging Local Plan and a potential CIL Charging Schedule, greater clarity is required in regard to the delivery of strategic sites.</p> <p>What will be of use is greater clarity from the Council on how it sees the IDP being delivered, in part, by key strategic sites such as Wisley. This is needed now, notably given the absence of five-year housing land supply, and need to increase housing delivery three-fold to meet the acknowledged objectively assessed housing needs (OAN).</p> <p>WPI has sent a draft S106 to the Council for Wisley new settlement in connection with the ongoing planning appeal.</p> <p>At present, the relationship between planning contributions, prospective CIL payments and the emerging IDP is unclear. If the Borough Council adopts the SPD now, then it cannot be in conformity with the emerging IDP. Instead, should the Borough want to adopt the SPD now, then it must be sufficiently flexible to allow for the IDP.</p>	<p>current, 2003 Local Plan.</p> <p>As this SPD is prepared at a stage when the emerging Local Plan has not yet been adopted, we cannot provide guidance relating to the draft Local Plan, nor to its supporting evidence. The legal requirement is that the SPD must not conflict with the adopted development plan.</p> <p>The current Local Plan can be given only very limited weight in development management at its current stage of preparation.</p> <p>This is not the purpose of this SPD, which is to provide guidance on policies of the existing adopted Local Plan. Delivery Statements will in future assist with this purpose for each of the strategic sites included in the emerging Local Plan.</p> <p>This relationship is set out in the draft infrastructure / Regulation 123 list that formed part of the first CIL consultation,</p>
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	<p>WPI does not wish to make detailed comments on the individual contributions at this time, apart from the need for all of these to be CIL Regulation compliant. Prior to the adoption of the SPD, the Council must be confident that each principle or measure requested via planning obligations, conforms to CIL Regulation 122/123. This means:</p> <ul style="list-style-type: none"> • Specific and justified planning obligations directly related to a development proposal • No tariff based obligations towards defined infrastructure items • A clear mechanism for how the IDP is to be delivered <p>At present, the SPD is not clear with respect of these points. WPI suggests that each provision is tested with respect of the CIL ‘pooling’ restrictions.</p> <p>We appreciate the requirement for mechanisms to enable a sustainable development. These will be secured via planning condition or obligation, with respect of the Community Infrastructure Levy (CIL) Regulations, and applicable policy and evidence base, for example the emerging Local Plan Infrastructure Delivery Plan (IDP). To this end, we support the broad aims of the SPD. However, WPI objects to the following provisions of the SPD on the basis of either the evidence available, conformity to the present or emerging Local Plan or lack of direct reference to the emerging IDP:</p>	<p>which identifies the infrastructure that we may deliver by CIL (and therefore not by S106).</p> <p>The SPD acknowledges these issues.</p>
	<p><u>Affordable housing</u> Page 16 : Object</p> <ul style="list-style-type: none"> - Policy H11 requires 30%, however, it is set out at paragraph 5.48 of the SPD that the starting point for negotiations will be 35%. Greater clarity is required. The SPD is not consistent with adopted policy. - 70-30% tenure split is prescriptive and likely to be become out of kilter with national planning policy. It does not reflect, for example, the 	<p>The wording has been revised to assure consultees that the Council was not proposing a new approach in respect of affordable housing provision but is to continue with the approach that has been taken for many years. These recommended amendments have</p>

	<p>pending imposition of Starter Homes included in the Housing and Planning Act 2016. - A bespoke approach for strategic sites of a larger scale is also likely to be the most appropriate.</p>	<p>been incorporated into the draft SPD. As there are no substantial changes in approach, the Council will not be re-consulting on the revised wording.</p>
	<p><u>Open space / sports field</u> Object The SPD states: <i>The 2016 Assessment considered various standards from across the country and set local standards for each typology in consultation with stakeholders. Provision of open space by type was then mapped, including its accessibility. Adequacy of current provision (by typology) was then assessed against these standards by mapping access to each type. This identified the adequacy or deficits in provision by type of open space. The Study finally includes recommendations for policy, including new open space standards related to accessibility as well as quantity. These new standards will be included the new Local Plan Development Management Policies that will include policies to replace Local Plan 2003 Policies R2 and R3.</i></p> <p>As such, the SPD is already out of kilter with the emerging evidence base. WPI suggests that it would be best to wait until adoption of the emerging Local Plan.</p> <p><u>Open space provision / deficiencies</u> Object The open space information at Figure 10 of Appendix 4 is taken from the Guildford open space, sport and recreation assessment 2016. This document has come forward ahead of the Local Plan and it must be acknowledged that the adequacy of open space with the wards will change dramatically upon adoption of the Local Plan.</p>	<p>This point is not agreed. The SPD forms planning guidance for development management decisions. The starting point for development management decisions is the development plan, of which the 2003 Local Plan is a part. The NPPF forms guidance for planning decisions, but does not replace the development plan.</p> <p>The Council has produced the Open Space Sport and Recreation Assessment 2017 (the assessment) which develops new local standards and assesses current provision against those standards. The new local standards will be adopted through a future local plan policy.</p> <p>Paragraph 73 of the NPPF states “Information gained from assessments should be used to determine what open space, sports and recreational provision is required”. As a result, the evidence of deficits and adequacy in open space provision set out in the assessment must</p>

	<p>The document looks only at the existing availability and does not give any indication of how further provision for each ward will be calculated – i.e. on a percentage population increase to try and predict future demand or how strategic sites could potentially off set additional facilities for a wider area than those required per site by policy.</p> <p>Clearly in this regard, a bespoke site-specific approach will be required, particularly with regard to the delivery of the Borough’s strategic development sites.</p>	<p>be used to inform planning decisions.</p> <p>However, the Local Plan 2003 includes standards for provision of open space in new developments.</p> <p>As a result, the open space standards applied during planning decisions must be those in the Local Plan 2003, but planning decisions must take account of evidence of deficits and adequacy set out in the assessment. The SPD reflects this.</p> <p>The evidence of deficit or adequacy of open space will be updated at appropriate intervals.</p>
	<p><u>SPA</u> Object</p> <p>WPI supports entirely the provision of phased infrastructure required to mitigate the impacts of developments and enable the delivery of the Local Plan. The provision of new hard and soft and Green Infrastructure at the Wisley new settlement is central to the promotion and delivery of the proposed allocation. However, the SPD needs to make allowance for the phased delivery of any required monies so as not to fetter the delivery of large strategic sites.</p> <p>WPI suggest that this is overly narrow and rigid, and pays little attention to wider infrastructure delivery factors. A proportional approach should be included, which enables the phased delivery of infrastructure, commensurate to overall scheme delivery, the overall Infrastructure Delivery Plan (IDP) supporting the Local Plan, and with</p>	<p>SANGs must be attractive natural or semi-natural spaces in order to act as an alternative to the SPA for SPA visitors. The Council agrees that SANGs can be multi-functional spaces and supports the delivery of multiple benefits where this is compatible with the SANG use. Biodiversity enhancements are frequently compatible with SANG uses as they contribute to the attractiveness of the semi-natural environment and therefore increase the effectiveness of the SANG.</p> <p>However, many forms of open space are incompatible as they are too formal to be</p>

due regard to scheme viability, and hence delivery. The present wording which requires pre commencement payment, pays no attention to development viability, and hence the situation whereby the necessary infrastructure has to be phased alongside development delivery.

Paragraph 9.33 of the SPD states that SANGs do not count towards the provision of natural green space as a type of open space as, *'SANGs serve the very specific purpose of acting as an alternative space for recreational users of the Thames Basin Heaths SPA'*.

WPI wish to object to this wording in the strongest possible terms.

The fact that SANG is, most importantly, designed to encourage recreational use for a specific purpose (i.e. protection of the SPA) does **not** mean that a SANG area cannot also provide other benefits (such as ecological enhancement for example). There are numerous examples of SANG areas that deliver exceptional ecological enhancements – it is simply a case of reconciling the need for recreational activity with the specific ecological interest being enhanced – for example, wildflower-rich grasslands do not care if people walk through them, and negative effects of recreation on Ancient Woodland can be overcome through positive management.

Natural England are very clear about the fact that SANG **can** be counted towards other open space requirements, provided that the other open space uses proposed within SANG do not conflict with its purpose as SANG (which natural greenspace does not).

The fourth paragraph of NE's SANG Creation Guidelines (2008) states:
"These [SANG] guidelines relate specifically to the means to provide

considered semi-natural environments (for example, parks, sports pitches, play areas). Additionally, where SANGs become saturated with people, they can cease to be attractive to SPA users. This is reflected in the SANG guidelines which require SANGs to be discounted where there is existing recreational use.

Therefore, where developments provide, or contribute towards the provision of, SANG the Council will still seek provision or contribution towards other forms of open space.

It is not Natural England's role to decide whether SANG can count towards the provision of other types of open space. Natural England are solely concerned with whether the design and layout of SANGs are appropriate and meet the SANG guidelines.

	<p><i>mitigation for housing within the Thames Basin Heaths Planning Zone. They do not address nor preclude the other functions of green space (e.g. provision of disabled access). Other functions may be provided within SANG, as long as this does not conflict with the specific function of mitigating visitor impacts on the SPA..” [WPI emphasis].</i></p> <p>Centrally, the NE Guidelines do not preclude SANG being designed to be ecologically rich with features that can tolerate the required levels of recreational pressure (or where any conflict can be reconciled through management). For example, EPR’s Langley Mead SANG in Shinfield for example is currently subject to an extremely significant botanical restoration project wherein wildflower rich hay meadows and woodland areas are being managed to enhance biodiversity. The results have already yielded the appearance of some red data book species of plant that were not present beforehand (despite the use as SANG).</p> <p>The fact that the SANG is managed with wildlife in mind actually improves its ability to function as a SANG, because it promotes the feeling of ‘wildness’ that attracts the type of visitors that otherwise seek to visit open and expansive ‘rugged’ heathlands.</p>	
	<p><u>Landscape and Biodiversity</u> Noted. WPI supports these principles. A site-specific approach will be needed, which best reflects the adoption and management regime proposed.</p>	<p>Your comments are noted.</p>
	<p><u>Waste collection</u> Object WPI agrees that new development must include appropriate provision of waste collection and recycling.</p>	<p>It is accepted across the country that services that are predominantly funded from general taxation, such as schools,</p>

	<p>However, WPI questions the justification for new development funding waste collection, as this is a statutory service funded by general taxation.</p>	<p>GPs surgeries and police facilities may also be subject to proportionate developer contributions. For example, see letter of September 2016 from CLG and EDF to all Chief Executives, which refers to use of developer contributions to help to fund schools where the need arises from new housing.</p>
	<p><u>Public realm</u> Object WPI questions why public realm ‘infrastructure’ is not (which is amendments to the public highway) is not affected by the CIL Regulation 123 pooling restriction.</p>	<p>As stated in the SPD, we will not pool more than five planning obligations for any single public realm project, which accords with CIL regulation 123.</p>
	<p><u>Public art</u> Object Until the publication of the Public Art Strategy this section of the SPD is premature. In addition, it is not clear on what is being required.</p>	<p>As we have an adopted policy and suitably robust evidence to support such a requirement, the Council is assured that it may legitimately require provision of public art in some developments, on a case-by-case basis, and subject to the planning obligation pooling restrictions.</p>
	<p><u>Parking Provision</u> Noted The SPD would benefit from a clear outline of parking requirements/ standards by development scale/ dwelling type. This may be better suited outside of a Planning Obligations SPD.</p>	<p>The government’s policy introduced by the CLG’s Written Ministerial Statement requires that local planning authorities should only impose local parking standards for residential and non-residential developments where there is clear and compelling justification that it is necessary to manage their local road network.</p>

		<p>We are considering which areas of the borough would justify new setting parking standards in an updated SPD.</p> <p>In addition, Neighbourhood Plans can also set local parking standards for their area.</p>
	<p><u>County Council Education</u> Object WPI supports the site-specific approach, which appears to be taken on education provision. However, quoting average educational yield in a SPD may be overly restrictive, instead this information could be updated annually. The SPD could outline more detail related to the IDP on how additional primary and secondary education provision may be delivered and where.</p>	<p>Noted and current Early Years child yields removed The IDP relates to the delivery of the draft new Local Plan, which has yet to be examined, whilst this SPD must be consistent with the current development plan, which includes Guildford bough Local Plan 2003.</p>
	<p><u>Libraries</u> Object The SPD provides no evidence nor guidance of any existing deficiency of library provision, or planned improvements. General contributions are unlikely to be CIL Regulation compliant.</p>	<p>SCC will base any request on its evidence, and will provide this to GBC in making any request for contributions.</p>
	<p><u>Flood risk</u> Object WPI is concerned that the guidance is simply repetitive of the PPG. Hence the guidance is likely to be superfluous.</p>	<p>Noted. The EA is supportive of this additional local guidance.</p>
	<p><u>Appendix 5 : Play space standards</u> Object</p>	<p>Thank you for pointing this out, this</p>

	<p>WPI note that there is an error on Page 72 of the SPD. The minimum area for a NEAP including buffer zone should be 8400m2 not 84000m2</p>	<p>drafting error has been addressed</p>
	<p><u>Appendix 7 : Example Viability appraisal – affordable housing provision</u> <u>Object</u> The table/ example is overly simplistic and does not reflect the detail required to demonstrate the impact of the difference of on-site/ off-site affordable housing provision (or mix therein). A number of factors are in play, notably:</p> <ul style="list-style-type: none"> • Housing mix, and type of affordable and market • Build cost differences • Cash-flow and return on capital / notably delivery rates • Profit from affordable housing <p>These are well-established principles of viability testing, as indicated by the NPPF, Harman Report and RICS guidance. Appropriate references to this best practice would be a more appropriate Development Management tool.</p>	<p>This is an equivalence approach, and is not intended, and does not need to be a full development appraisal (for which the listed factors would be relevant).</p>
<p><i>(White Young Green on behalf of)</i> the Earl of Onslow and the Trustees of the Onslow Estate</p>	<p>These comments are submitted further to the representations made in relation to the proposed Guildford Borough Local Plan.</p> <p><u>The Case for CIL</u> We are in general terms supportive of the Council's proposed approach the introduction of CIL. We would offer the following comments in relation to the consultation.</p> <p>We support the commitment to the principles of national guidance that conditions and obligations should be relevant to the development proposed, necessary, related to planning and reasonable, in</p>	<p>Your comments on the use of planning obligations and on the CIL are noted.</p>

accordance with national guidance and case law. We note the Government's wish to restrict Grampian style conditions precedent and concur with this, but we also believe that in certain cases there is a clear justification for these where there are measures directly related to development that need to be secured to make the development acceptable.

There are also cases where planning obligations can be appropriate to prescribe the nature of a development, such as affordable housing in order to comply with policy or to provide off site mitigation of the impact of proposed development to make it acceptable in planning terms and it is right that this also meets the relevant tests set out. We agree that there are circumstances where the wider or cumulative impact of development requires an approach that is beyond these measures and requires an approach based on CIL.

The restrictions imposed on pooling of planning obligation and tariff style contributions also make it necessary to consider CIL as part of the overall approach to securing the funding and infrastructure necessary to support development. Hence, the commitment in Guildford Borough that development will not take place without the necessary infrastructure being made available is something that is a worthy objective and supports the introduction of CIL, provided that this is set at a level that is reasonable and appropriately justified.

We do have concerns that for development in some areas, this may not be sufficient to overcome the lack of infrastructure or existing shortcomings and that priority should be given to sustainable locations and areas where development is possible within the relevant existing or proposed supporting infrastructure without compromising the rate of delivery.

The Sustainability Appraisal work of the emerging Local Plan considered this issue in relation to distance potential sites to certain key transport infrastructure and services.

It is therefore, essential in bringing forward CIL and the approach to planning obligations and conditions, that the infrastructure requirements of the Local Plan are appropriately identified and quantified and prioritised to sustainable locations where the benefits of investment will be greatest. It is equally necessary for the need for new or improved infrastructure and its associated costs to be minimised by an appropriate and sustainable spatial and development strategy and that where new infrastructure is required, it is identified and provided or funded by the most appropriate mechanism. This is essential if the necessary development and infrastructure is to be both deliverable and viable and for the Borough as a whole to achieve its objectives.

Infrastructure Requirements

The aim of the SPD to help to ensure development contributes to the Corporate Plan themes, and in particular delivering infrastructure. This includes by 2020 having facilitated more homes across a range of tenures, with a particular focus on more affordable homes to rent and buy, started delivering a sustainable movement corridor from the west of the town and developed a programme of town centre pedestrianisation and transport changes and improved the bus, cycling and walking networks.

We would also support the pre-application and design review processes as a means of delivering high quality development that benefits the town and the community for generations to come.

It isn't clear at this stage what distinction will be made between measures included in planning obligations and those included within CIL and we would hope that this can be further clarified during the policy process. While the provision of certainty through the pre-application and application process is supported, the balance between

The supporting infrastructure for the emerging plan is set out in its Infrastructure Schedule.

We note your support for both of these processes.

This would be subject to further consultation following what was set out in the Council's draft Infrastructure / Regulation 123 list , which was subject to

planning obligations, the provision of benefits in kind within the development proposed (such as schools, sport or other infrastructure) and CIL contributions is something that should be established through the CIL charging regime and SPD as far as possible.

While it is important to provide the infrastructure needed over the plan period, we welcome also the commitment to ensuring development is both deliverable and viable. In this respect, the Local Plan strategy should seek to minimise the infrastructure required to support development through the adoption of a clear and considered spatial strategy that reduces reliance on the private car and supports sustainable patterns of growth and development. By doing so, essential infrastructure may be prioritised and benefit the most people, while minimising the impact of any funding gap or inflated infrastructure requirements.

Affordable Housing

It is important to meet the needs of the Borough for both market and affordable homes, both for sale and for rent in order for the community to be provided with a choice of housing at a more reasonable cost and to tackle the lack of supply over recent years. This helps sustain a vibrant, balanced and thriving community within the town.

We would concur with the need to increase the level of affordable housing achieved within the Borough and to balance this with the provision of starter homes and other forms of tenure, such as private rented housing. The overall level of affordable housing sought is supported. It is however, important to provide a range of housing tenures and sizes to achieve a balance mix. In this regard the promotion of rented accommodation, both private and affordable, forms a further component of supply that can enable a long-term approach to increasing the supply and quality of housing provided.

consultation as part of the Council's Preliminary Draft Charging Schedule 2015. This list will be revised and will be subject to further public consultation alongside the updated draft CIL rates.

Noted. However, private rented housing does not fall within the current national planning policy definition of affordable housing.

The government consulted in early 2016 on widening the definition to include low cost market housing.

The Council’s commitment to affordable rented housing at 80% of market values is supported but we would note that there is a balance between this and the maximum local housing allowance that would influence the overall supply of housing achieved. It may for example be possible to provide additional rented housing at 80% of market value than would be achieved by adopting the housing allowance and hence this would benefit more people who would otherwise struggle with traditional home ownership.

Open Space and Other Infrastructure
The approach to open space and recreation facilities is generally supported and is important for this to be in line with recognised national standards in order to appropriately meet the needs of the community. This can often be achieved by an appropriate masterplanning approach based on garden village principles, which can ensure that every new home has a high quality environment and direct access to appropriate open space.

Thames Basin Heaths SPA
It is important to draw together the results of the Thames Basin Heaths consultation and contributions, whether in kind or financial, as part of the overall approach to green infrastructure and this is generally supported together with the associated landscape and biodiversity commitments.

Transport
The transport implications of development within the Local Plan are significant and complex. It should be a key requirement of the Plan for the most appropriate spatial strategy to be adopted that minimises reliance on the private car and promotes the most sustainable pattern of development that promotes walking, cycling and public transport and which optimises access to a full range of goods and services.

Noted, the currently adopted standards follow national standards.

Developer contributions towards TBH SPD Avoidance mitigation is a separate consideration to more general open space provision.

The Sustainability Appraisal work of the emerging Local Plan considered this issue in relation to distance potential sites to certain key transport infrastructure and

	<p>The approach adopted of identifying both site specific transport infrastructure (such as park and ride, car club and charging) and shared contributions to off site or wider transport infrastructure needed to support development within the area is supported.</p> <p>In Guildford Centre there is a high level of public transport accessibility and contributions from development within and adjoining Guildford may make an appropriate contribution to provide improvements to public transport (such as upgraded bus shelters), or walking and cycling infrastructure.</p> <p><u>Education and Social Services</u> A similar approach can be made to education and social services provision, with sites within and adjoining Guildford able to make direct 'in kind' contributions to benefit a greater proportion of the residents of the town where others may be reliant on financial contributions.</p>	<p>services. This is one of the key issues in drawing up a new spatial strategy.</p> <p>Agreed. These infrastructure initiatives are referred to in the Infrastructure Schedule of the emerging Local Plan.</p> <p>Agreed. The CIL provides a future potential mechanism to assist in the ability to collect contributions from many developments.</p>
Individual respondent	<p>I consider that additional costs at outline planning are detrimental to the process and discourage smaller developments. Also please bear in mind that like it or not we have voted democratically to leave the EU. A major factor in many minds was to remove over-legislation.</p>	<p>The SPD sets out how we will take viability into account in the contributions that we seek from developments.</p>
GBC Parking Manager	<p>This SPD update and the proposals in the Draft Parking Strategy 2016 need to align. This will be secured by changes to local planning guidance and traffic orders.</p>	<p>No section on permit-free housing has been included. The proposal for permit-free housing will be subject to consultation in the Council's Parking Strategy, which will be subject to consultation later this year.</p>
GBC Solicitor	<p>A variety of typos and minor alterations suggested.</p>	<p>These amendments have been made.</p>

Table 3 : Any other relevant matter

<p>The <u>open space threshold</u> in respect of developments under 25 homes as set out in in Section 9 : Open Space, in Appendix 1 : Summary of requirements, and in the related text has been amended from the draft SPD back to that of the 2011 Planning Contributions SPD. This amendment was made to ensure that the SPD does not conflict with the adopted development plan (in this case Policy R3 of the 2003 Local Plan). A caveat has also been included regarding the national threshold for “tariff” style contributions (where relevant) introduced through the CLG’s Written Ministerial Statement.</p>
<p>Draft SPD did not include the threshold for early years education contributions in the table Summary of Requirements at Appendix 1 includes the threshold of 11 homes (net), as for primary and secondary school expansions. The text has been updated (draft SPD, 17.7) to reflect this.</p>
<p>Various factual updates were made due to changes in the legislative and policy context and referenced evidence based documents. This includes references to: the approved of the Neighbourhood Planning Act (2.12); West Surrey Strategic Housing Market: Guilford Addendum Report, 2017 (5.12); Council’s Proposed Submission Local Plan, 2017 (5.25); Guildford Borough Open Space, Sport and Recreation Assessment, 2017 (9.17, Appendix 4); Thames Basin Heaths Special Protection Area Avoidance Strategy 2017 SPD (10.3 and Appendix 1); Guidance on waste and recycling storage and collection, 2017 (12.1 and Appendix 8); draft Public Art Strategy, 2017 (15.6), and Surrey School Organisation Plan 2016/17 – 2025/26 (17.8).</p>
<p>The draft SPD guidance on contributions sought for Public Art remains applicable on a case-by-case basis, but has been further clarified as being subject to this case-by-case consideration only in the case of major schemes (of over 100 or more net residential dwellings and 2500sqm (net additional commercial floor space). (15.8, 15.9).</p>
<p>Appendix 1 Public Art requirement of “on-site provision” has been updated to read “on-site provision or contribution” to ensure internal consistency in the document, which made provision for these (off-site) contributions in the consulted draft. (see 15.8).</p>



**Planning and Compulsory Purchase Act 2004
The Town and Country Planning (Local Planning) (England)
Regulations 2012**

**Guildford borough
Planning Contributions
Supplementary Planning Document
2017**

Adoption statement

Where infrastructure needs to be provided or improved to absorb the impact of new development, it is legitimate to expect developers to contribute towards this where it is directly related to those impacts. This updated Supplementary Planning Document (SPD) provides guidance on the planning and infrastructure contributions we are likely to require in order for development proposals to comply with relevant policies and / or to mitigate potential harm a development may have on the area without such contributions.

In accordance with Regulation 14 of the Town and Country Planning (Local Planning) (England) Regulations 2012, notice is hereby given that the Planning Contributions Supplementary Planning Document (SPD) update was formally adopted by the Council's Executive on 26 September 2017.

The Executive decision, report and the supporting documents, including a Consultation Statement summarising consultation responses and the subsequent modifications made to the draft SPD are available here to access on the Council's website at :

<http://www2.guildford.gov.uk/councilmeetings/ieListMeetings.aspx?Committeeld=132>

The adopted Guildford borough Planning Contributions SPD 2017 and this adoption statement are available to view at the main Council office at Millmead House, Millmead, Guildford, at the four libraries in the borough, and on the Council's website at

<https://www.guildford.gov.uk/contributionsspd>

Any person with sufficient interest in the decision to adopt the Guildford borough Planning Contributions SPD 2017 may apply to the High Court for permission to apply for judicial review of the Council's decision to adopt the SPD. Any such application must be made promptly and in any event not later than 3 months after the date on which this SPD was adopted.

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Executive Report

Ward(s) affected: All

Report of Managing Director

Author: Steve Benbough

Tel: 01483 444052

Email: stephen.benbough@guildford.gov.uk

Lead Councillor responsible: Matt Furniss

Tel: 07891 022206

Email: matt.furniss@guildford.gov.uk

Date: 26 September 2017

Twining and International Relationships

Executive Summary

We established a Town Twining Working Group under the chairmanship of the Deputy Leader of the Council in September 2016 to review our existing twining and other international links and to consider opportunities for potential new relationships.

Arising from the Group's work, we are recommending that we should be more proactive in supporting the objectives of our existing twining agreement with Freiburg. Whilst the report seeks the formal termination of a little known twining agreement with Bar-le-Duc in France, we are also seeking authority to progress new international relationships with the French city of Versailles and Dongying in China.

Recommendation to Executive

The Executive is asked to recommend to Council (10 October 2017):

- (1) That proposed work to develop and strengthen our existing relationship with Freiburg, referred to in this report, be supported.
- (2) That the twining arrangement with Bar-le-Duc be formally ended.
- (3) That discussions to progress the establishment of a new formal twining agreement with Versailles be supported.
- (4) That the Leader and Managing Director be authorised to sign a proposed partnership agreement with Dongying, as set out in Appendix 1 to this report.

Reason for Recommendation:

To develop new international relationships and enhance existing twining arrangements to maximise the benefits for Guildford residents.

1. Purpose of Report

- 1.1 This report invites the Executive to consider proposals to enhance and strengthen the existing twinning arrangement with Freiburg and to agree potential new international partnerships that would benefit Guildford.

2. Strategic Priorities

- 2.1 The focus of this report is on how twinning and other international partnership agreements can contribute to the Economy theme of the Corporate Plan by stimulating trade and investment opportunities, business links and tourism.

3. Review of Town Twinning

- 3.1 A twinning agreement represents a friendly link involving cooperation between two communities in different countries. These agreements are endorsed by the local authorities representing those communities. The two twinned communities may organise projects and activities around a range of issues and develop an understanding of historical, cultural and lifestyle similarities and differences.

- 3.2 Guildford has a small number of existing twinning and other international relationships:

- (a) we have been twinned with Freiburg in Germany since 1979;
- (b) less well known is that we were twinned with Bar-le-Duc¹ in France in 1958; and
- (c) we have had a link with Mukono in Uganda since 2003.

- 3.3 Despite some successes, we recognise that more can be done to nurture our existing international relationships for the mutual benefit of Guildford and our partner communities. There are also opportunities for new arrangements with other towns and cities to be explored.

- 3.4 For this purpose, the Deputy Leader of the Council established a cross-party Town Twinning Working Group in September 2016 comprising the following members:

Councillor Matt Furniss, Deputy Leader of the Council (Chairman)
Councillor Paul Spooner, Leader of the Council
Councillor Gordon Jackson
Councillor Nikki Nelson-Smith
Councillor Angela Gunning
Councillor David Goodwin
Councillor Pauline Searle

- 3.5 The Working Group defined its terms as reference as:

¹ Bar-le-Duc is a town in north-eastern France located in the Meuse département, between Paris and Strasbourg

- (a) to demonstrate, develop and enhance the benefits of Guildford's twinning arrangements;
 - (b) to consider opportunities to deliver economic, educational, cultural and sporting benefits to Guildford through twinning arrangements, including in terms of tourism and inward investment;
 - (c) to consider, advise, coordinate and agree projects and initiatives with Guildford's twin town(s) to further the objectives of twinning;
 - (d) to encourage local businesses, organisations, clubs and residents to develop relationships with Guildford's twin town(s), including by participation in exchanges and twinning activities;
 - (e) to publicise and promote Guildford's twinning relationships to residents and businesses to secure greater interest and engagement;
 - (f) to determine the desirable characteristics of potential future twin towns;
 - (g) to make recommendations to the Council on any future formal twinning arrangement or similar link; and
 - (h) to monitor Guildford's twinning arrangements to maintain their effectiveness and future flexibility.
- 3.6 As a starting point, the Working Group sought to define what we would wish to achieve through town twinning and established a number of broad objectives:
- (a) To provide a better understanding of people of other nationalities and their ways of life.
 - (b) To create, develop and foster international friendship and goodwill.
 - (c) To create opportunities for engagement and exchanges to deliver benefits in the following areas:
 - culture and the arts
 - economic development, technology, business and tourism
 - education, learning and skills
 - environmental sustainability
 - sport and physical activity
 - (d) To develop initiatives and activities that contribute to the delivery of Guildford's corporate objectives.
 - (e) To contribute to civic pride.
 - (f) To stimulate interest and help in learning other languages and to provide opportunities for those who might not otherwise do so to travel abroad.

- 3.7 Thought was also given to the desirable characteristics of twin towns. Without being overly prescriptive, issues such as population, location and setting, history, culture and heritage, centres of education and learning and focusses for high-tech industry, research and innovation were highlighted as the type of characteristic that might form the basis for forming and developing strong relationships.
- 3.8 The Working Group has made early progress and produced a number of proposals to develop and grow our twinning and international relationships. This report seeks the approval of the Executive and Council for a number of specific initiatives.

4. Freiburg, Germany

- 4.1 Guildford was formally twinned with Freiburg in Germany in 1979. A deed of partnership was entered into as a token and promise of lasting friendship between the two communities. The aims were to:
- encourage regular mutual liaison;
 - exchange experiences; and
 - encourage and support the coming together of our citizens in every sphere.
- 4.2 As with many European twinning arrangements, the origins of the relationship arose from the desire to build bridges between countries following the Second World War. Twinning was seen as a way to establish a far deeper understanding and dedication to the unity of Europe.
- 4.3 Alongside the formal twinning agreement, the Council also established the Guildford-Freiburg Association to develop links between the two communities. The intention was always that the Council would act as a facilitator and enabler, with the Association leading on any direct involvement. The Council awards a small grant (£450 per annum) to support the Association's costs.
- 4.4 The aims of the twinning agreement have been nurtured and developed over the decades by means of exchange visits by groups and individuals involved in sport and the arts and links between schools, churches and clubs of all kinds. The Guildford-Freiburg Association has also represented us at events in Freiburg, such as the biennial Sister Cities Partnership Market and organised events in Guildford such as the annual German Christmas Market at the Guildhall.
- 4.5 The various elements of twinning are perhaps reinforced by periodic civic visits between Guildford and Freiburg. Two such visits have taken place relatively recently with Freiburg visiting Guildford in September 2016 and a return trip being made by our own delegation in March 2017. These were particularly successful events and demonstrated both the strength of our existing relationship and the potential opportunities for further cooperation to address common issues and problems. Reassurances were also given that Brexit would not affect our future relationship and could, in fact, provide an impetus for forging stronger links.
- 4.6 The Town Twinning Working Group recognises the excellent work undertaken by the Guildford-Freiburg Association in sustaining cultural and other ties between our communities. However, both the Association and ourselves feel that the Council

could become more proactive in leading the relationship with Freiburg, particularly in terms of strengthening economic, tourism and business links.

- 4.7 We have identified a number of actions that the Council should lead on, such as:
- (a) securing greater involvement of the local business community in twinning activities;
 - (b) promoting the twinning arrangement and raising public awareness;
 - (c) supporting the design and production of improved literature to promote tourism (including in German);
 - (d) exploring areas for environmental collaboration, including through the University;
 - (e) reviewing opportunities for improved tourism and business promotion at Freiburg events, such as:
 - Freiburg Christmas Market
 - Wine Festival
 - Munstertreff (Craft Festival)
 - Oberlindhock (Street Festival)
 - International Music Festival
 - Sister Cities Partnership Market (biennial)
 - (f) engaging with Freiburg's International Sister Cities Conference for the implementation of the UN Sustainable Development Goals at a local level (linked to the biennial Local Renewables Conference).
- 4.8 We will be presenting a briefing paper to the Working Group shortly on options to develop and enhance economic, tourism and business links with Freiburg.

5. Bar-le-Duc, France

- 5.1 Less well known than our relationship with Freiburg is that Guildford twinned with Bar-le-Duc in France in 1958. The initiative seems to have been led by a group of Bar-le-Duc residents in order to "renew its relations with the outside world" and "join the circle of the bilingual world". In April of that year, the Town Clerk of Guildford visited Bar-le-Duc and the Conseil Municipal voted to twin with Guildford.
- 5.2 There were two twinning ceremonies, one in Bar-le-Duc on 22 June 1958 and another in October 1958, when a French delegation came to Guildford. However, after this date, records abruptly halt and there is very little awareness that the relationship ever existed. It is not clear why the arrangement was allowed to lapse, but there does not ever seem to have been an equivalent of the Guildford-Freiburg Association to maintain a close relationship.

- 5.3 We wrote to the current Maire de Bar-le-Duc in September 2016 about the twinning arrangement and it was agreed by mutual consent that the relationship should not be re-established.

6. Versailles, France

- 6.1 The British Embassy in Paris was approached by Versailles about identifying a suitable UK twin. The Embassy recommended Guildford and, in May 2017, asked us if we would be interested in establishing a twinning agreement.

- 6.2 Versailles needs little introduction and is renowned worldwide for its chateau (the Chateau de Versailles) and gardens of Versailles, designated as UNESCO World Heritage sites. The city is known historically for numerous treaties, including the Treaty of Paris which ended the American Revolutionary War and the Treaty of Versailles. Versailles was the de facto capital of France for over 100 years (1682 to 1789), before becoming the cradle of the French Revolution.

- 6.3 With a population of nearly 86,000, Versailles is located in the western suburbs of the French capital, approximately 10 miles from the centre of Paris. The city has a largely service-based economy and, unsurprisingly, is a major tourist destination.

- 6.4 The Town Twinning Working Group is excited about the potential opportunity to develop a new twinning relationship with such a prestigious partner. Discussions have continued through the British Embassy and we have identified the following areas as priorities for cooperation:

- (a) developing business links between Guildford and Versailles;
- (b) sharing ideas about how the authorities work with their business communities;
- (c) tourism promotion;
- (d) arts and culture (exchanges and collaboration etc.); and
- (e) links between schools and universities.

- 6.5 Although at an early stage, we hope to hold direct discussions with Versailles in the near future about taking forward a formal twinning agreement.

7. Dongying, China

- 7.1 With its extraordinary economic growth in recent decades, it is impossible to think about developing new international relationships without considering China. As China has emerged as a global power, there are new opportunities for partnerships between British and Chinese towns and cities to develop and flourish. There are many potential mutual benefits in terms of trade, investment and through the exchange of knowledge and ideas.

- 7.2 Building on existing links between the Universities of Surrey and Dongying, the opportunity has been taken to explore the establishment of a formal relationship

with Dongying City in China. The Town Twinning Working Group identified a number of potential benefits:

- (a) To develop deeper understanding between Chinese and British cultures, including through the development of cultural and educational links between Guildford and Dongying.
 - (b) To exchange knowledge and expertise in a variety of fields ranging from medicine, science to planning.
 - (c) To build on the established links between the University of Surrey and Dongying.
 - (d) To promote access to Chinese markets by local businesses, including by connecting key decision-makers in Guildford and Dongying and through trade visits.
 - (e) To promote Guildford and the UK as a destination for investment.
 - (f) To promote Guildford as a tourist destination.
 - (g) To raise the international profile of Guildford.
- 7.3 Given the logistical issues, we consider that any links developed with Dongying are more likely to be focused on businesses and institutions rather than the exchanges between local groups and clubs familiar to our relationship with Freiburg. Therefore, to reflect this distinction and whilst not diminishing its significance in any way, we are proposing that a link with Dongying be taken forward in the form of a partnership agreement.
- 7.4 Whilst the potential benefits of an agreement may focus on economic links, time and traditional values such as hospitality and reciprocity will still be crucial to build a trusting relationship between Guildford and Dongying. Cultural and friendly exchanges will help build a relationship that is conducive to economic collaborations. Such exchanges will also enable both sides to establish a better understanding of the potential for cooperation.
- 7.5 To this end, we welcomed a delegation from Dongying to Guildford on 17 July 2017 to discuss areas of cooperation and signed an expression of interest to develop a formal partnership agreement. Following further discussions, a delegation from Guildford will visit Dongying on 15 and 16 October 2017 and, subject to Council approval, sign the proposed agreement attached as Appendix 1 to this report.
- 7.6 The Guildford delegation to Dongying will comprise the following representatives:

Councillor Paul Spooner, Leader of the Council
Councillor Matt Furniss, Deputy Leader of the Council
James Whiteman, Managing Director
Professor Max Lu, Vice-Chancellor, University of Surrey
Saskia Cochrane, President, University of Surrey Students' Union

- 7.7 Although we believe that the proposed agreement with Dongying has significant potential benefits for local businesses, jobs and the economy, the size of the delegation has been kept deliberately small to limit costs. Members of the delegation accompanying Council representatives will also be meeting their own costs.
- 7.8 The developing high level councillor and officer relationships with Dongying will be used to open doors for local businesses to trade with China and the possibilities for future dedicated specific trade delegations should not be under-estimated. Relationships are an integral component of the business culture in China and the success of these initial civic exchanges will be crucial.

8. Mukono, Uganda

- 8.1 Building on existing ties between our communities, we formed a Guildford-Mukono Link in 2003. Alongside this, an external Guildford-Mukono Link group was established which also receives a small annual grant from the Council (currently £450).
- 8.2 The link has proved very successful with a valuable contribution being made at grassroots level to the Mukono community. Strong links have been made between groups in Guildford and Mukono, particularly schools. Guildford schools have raised funds for classrooms, dormitories, water-harvesting systems, boreholes, computers and books.
- 8.3 Guildford residents have raised funds for several initiatives in Mukono, including:
- (a) sponsoring orphans to enable them to attend university;
 - (b) establishing a new library;
 - (c) planting woodlots and installing fuel-efficient stoves in schools;
 - (d) introducing school farms;
 - (e) workshops on literacy, science, economics and nutrition; and
 - (f) introducing sports sessions after school.
- 8.4 More recently, the Guildford-Mukono Link has started new projects to sponsor children at risk of dropping out of school because their families are unable to afford uniforms, books, lunches and fees and, separately, a scheme to reduce the cost of school lunches.
- 8.5 The Town Twinning Working Group commends the Guildford-Mukono Link for developing such strong links and for delivering so many successful projects to benefit residents and, particularly, children in Mukono. The continuation of the formal link is very much supported.

9. Chinese Delegations

- 9.1 We are hosting an increasing number of delegations from various cities and provinces in China. Discussions have also been ongoing with representatives of Shangqiu about developing business and agricultural links.
- 9.2 Arrangements for these visits and attendance by senior representatives, such as the Leader, Deputy Leader, Mayor and Managing Director, can involve significant officer and councillor time. However, we take the opportunity to promote local businesses and particularly tourism to the huge potential Chinese market. Therefore, we intend to continue accommodating these delegations where possible.

10. Consultations

- 10.1 This report has been prepared in consultation with the Leader and Deputy Leader of the Council and reflects the work of the Town Twinning Working Group. This includes a consultative meeting with the Guildford-Freiburg Association and the contribution of Surrey Chambers of Commerce.

11. Equality and Diversity Implications

- 11.1 There are no equality and diversity implications arising from this report. Activities undertaken as part of our twinning or partnership arrangements will need to comply with our equality duty and support our Equality Statement.

12. Financial Implications

- 12.1 We award small annual grants (currently £450 per annum) to both the Guildford-Freiburg Association and Guildford-Mukono Link to support their activities.
- 12.2 Proposals to strengthen our existing twinning arrangement with Freiburg and to develop new relationships with Dongying and Versailles may have future financial implications and these will be kept under review. However, until detailed plans have been developed, support for twinning and other international partnerships will be provided within existing budgets.
- 12.3 In the short-term, the visit to China in October 2017 to sign a partnership agreement with Dongying will be funded through existing resources. The size of the delegation has been kept small and the cost to the Council is estimated at £5,000. We consider this to be good value for money in terms of the potential future benefits for local businesses, jobs and the economy.

13. Legal Implications

- 13.1 We can rely on the provisions of the Local Government Act 2000, in particular Section 2, to authorise existing and new twinning and partnership arrangements. The Act gives councils the powers to do anything that they consider likely to promote or improve the economic or social wellbeing of the area.

14. Human Resource Implications

- 14.1 Inevitably, increased activity to support our relationship with Freiburg and any new actions and projects to support potential agreements with Dongying and Versailles will require increased officer support. In the short-term, we will look at delivering the required support through existing officer resources.
- 14.2 However, as the work of the Town Twinning Working Group continues and the scale of future plans and projects becomes clear, the provision of additional officer support for international partnerships may need to be considered. Dedicated support may be required in future to provide the drive and commitment required for partner city initiatives and to champion and coordinate a programme of activities.

15. Summary of Options

- 15.1 The Town Twinning Working Group has spent some time considering the objectives and benefits of town twinning. We are not required to become more proactive with our existing relationships or to develop new partnerships. We also recognise that, as our plans and activities develop, there may be financial and human resources implications to provide additional support for this area of work.
- 15.2 However, we concluded that the development and strengthening of existing and new agreements has the potential to bring significant benefits to Guildford, including by stimulating trade and investment opportunities, business links and tourism. In addition, many residents could benefit by enhanced cultural, educational and other links with our partner cities.

16. Conclusion

- 16.1 The Town Twinning Working Group has been reviewing our existing twinning and other international links and considering opportunities for new overseas relationships.
- 16.2 As a result of the Group's deliberations to date, we are recommending that the Council should be more proactive in supporting the existing twinning agreement with Freiburg. We are also proposing that new international relationships be forged with Versailles and Dongying.

17. Background Papers

None

18. Appendices

Appendix 1: Proposed Partnership Agreement between Guildford and Dongying

Appendix 1

**PARTNERSHIP AGREEMENT BETWEEN
THE BOROUGH OF GUILDFORD, SURREY, UNITED KINGDOM
AND DONGYING, SHANDONG, PEOPLE'S REPUBLIC OF CHINA**

Guildford Borough and Dongying City recognise that they have great potential for cooperation to deliver mutual benefits.

This partnership agreement signals the intention of Guildford Borough and Dongying City to enhance the understanding and friendship between their places and people.

On the basis of equality and mutual benefit, Guildford Borough and Dongying City will seek to promote people-to-people friendly exchanges, economic and trade interflow and cooperation in the science and technology, energy, culture, tourism, sports, health care and education and other relevant fields.

This agreement has been made in both the Chinese and English languages, with both texts being equally authentic.

Leader and Managing Director
Guildford Borough Council
United Kingdom

Representative of Dongying
The People's Republic of China

.....
.....

.....

Date:

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Executive Report

Ward(s) affected: All

Report of Director of Resources

Author: John Armstrong

Tel: 01483 444102

Email: john.armstrong@guildford.gov.uk

Lead Councillor responsible: Matt Furniss

Tel: 07891 022206

Email: matt.furniss@guildford.gov.uk

Date: 26 September 2017

Draft Timetable of Council and Committee Meetings for 2018-19

Recommendation to Executive:

The Executive is asked to recommend that Council (10 October 2017) approves the proposed timetable of Council and Committee meetings for the 2018-19 municipal year, as set out in Appendix 1 to this report.

Reason for Recommendation:

To assist with the preparation of individual committee work programmes.

1. Purpose of Report

- 1.1 To adopt a timetable of Council and Committee meetings for the 2018-19 municipal year.

2. Strategic Framework

- 2.1 Adoption of a timetable of meetings will enable key decisions to be programmed that will assist in working towards the delivery of the Council's vision and mission as set out in the revised Corporate Plan.

3. Main considerations

- 3.1 A draft timetable of meetings for the 2018-19 municipal year is attached as **Appendix 1** for the Executive's consideration.
- 3.2 At the time of writing this report, the dates of meetings of the Guildford Local Committee for 2018-19 have not been fixed by Surrey County Council.

4. Financial Implications

- 4.1 There are no significant financial implications arising from this report.

5. Legal Implications

- 5.1 In accordance with the Local Government Act 1972 (as amended), the Council is required to give public notice of meetings of the Council and its committees.

6. Human Resource Implications

- 6.1 There are no significant human resource implications arising from this report.

7. Background Papers

None

8. Appendices

Appendix 1: Draft timetable of Council and committee meetings for 2018-19

DRAFT TIMETABLE OF COUNCIL AND COMMITTEE MEETINGS FOR THE 2018-19 MUNICIPAL YEAR

APPENDIX 1

MEETING	PROPOSED DAY AND TIME	2018									2019				
		MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	
Council	Tuesday 7:00 p.m.	9+ 15\$		24			9		4			6£ 26(r)		9	8+
Executive	Tuesday 7:00 p.m.	22	19	17	28	25	23	27			8 22	19	26	23	
Borough, Economy & Infrastructure EAB	Monday 7:00 p.m.	21		2		3	15					18		8	
Society, Environment & Council Development EAB	Thursday 7:00 p.m.	17		5		6	18					14		4	
Joint Executive Advisory Board (EAB) Meeting	7:00pm							21(w)			10 (Th)				
Overview & Scrutiny Committee	Tuesday 7:00 p.m.		5	10		11		13			15		5	16	
Planning Committee	Wednesday 7:00 p.m.	23	20	18	15	12	10	7	5		9 30	27	27	24	
Licensing Committee	Wednesday 7:00 p.m.	30		25		26		28			7(m)		25(m)		
Corporate Governance and Standards Committee	Thursday 7:00 p.m.		14	26		20		29			17		28		

Notes:

+ Annual Council meeting at the Guildhall on Wednesday 9 May 2018 and on Wednesday 8 May 2019

\$ Selection Council meeting on Tuesday 15 May 2017 to agree terms of reference and composition of, and make appointments to, committees

£ Budget Council meeting on Wednesday 6 February 2019

(r) Reserve date for Budget Council meeting on Tuesday 26 February 2019 if Surrey Police & Crime Panel vetoes the Police & Crime Commissioner's precept for 2019-20

(m) Monday (w) Wednesday (Th) Thursday

School Holidays: Spring half term: 28 May to 1 Jun 2018/Summer: 23 Jul to 4 Sep 2018/Autumn half term: 22 to 26 Oct 2018/Xmas: 19 Dec 2018 to 3 Jan 2019/
Half term: 18 to 22 Feb 2019/Easter: 5 April to 23 April 2019

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