

# Guildford borough Proposed Submission Local Plan: strategy and sites

June 2016

Consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012

Draft



GUILDFORD  
B O R O U G H



### **Alternative formats**

If you would like to read this consultation document in a different format such as large print or a different language please contact Planning Policy:  
Telephone: 01483 444471  
Email: [planningpolicy@guildford.gov.uk](mailto:planningpolicy@guildford.gov.uk)

Draft - For EAB

# Contents

Foreword

How to read this plan

## 1. Introduction

## 2. Key facts about the borough

## 3. Our vision and objectives

## 4. Policies

### Strategic

Policy S1: Presumption in favour of sustainable development

Policy S2: Planning for the borough - our spatial development strategy

### Housing

Policy H1: Homes for all

Policy H2: Affordable Homes

Policy H3: Rural Exception Homes

### Protecting

Policy P1: Surrey Hills Area of Outstanding Natural Beauty (AONB)

Policy P2: Green Belt

Policy P3: Countryside

Policy P4: Flood Risk

Policy P5: Thames Basin Heaths Special Protection Area

### Economy

Policy E1: Meeting employment needs

Policy E2: Locations of new employment floorspace

Policy E3: Maintaining employment capacity and improving employment floorspace

Policy E4: Surrey Research Park

Policy E5: Rural Economy

Policy E6: The leisure and visitor experience

Policy E7: Guildford Town Centre

Policy E8: District ~~and Local~~ Centres

Policy E9: Local Centres

### Design

Policy D1: ~~Place shaping~~~~Making better places~~

Policy D2: Sustainable design, construction and energy

Policy D3: Historic environment

Policy D4: ~~Character and design of new development~~~~Development in urban areas~~~~and inset villages~~

### Infrastructure and delivery

Policy ID1: Infrastructure and delivery

Policy ID2: Supporting the Department for Transport's "Road Investment Strategy"

Policy ID3: Sustainable transport for new developments

Policy ID4: Green and blue infrastructure

Site allocations A1 – A5~~97~~

## **Appendices**

Appendix A: Glossary

Appendix B: Town Centre Shopping Frontages

Appendix C: Infrastructure Schedule

Appendix D: Evidence Base

Appendix E: Superseded Policies

Appendix F: Policies map

Appendix G: Policy and Monitoring

Appendix H: Maps

Draft - For EAB

# Foreword

## Councillor Paul Spooner - Leader of the Council

The borough of Guildford is a very special, beautiful place for all who live and work here. We want to keep it this way for generations to come. To help manage the future of the area and outline the direction in which we are heading, we have set out planning policies for the period up until 2033. Our Proposed Submission Local Plan: strategy and sites addresses the needs for employment, housing, community facilities and other forms of development in the borough, supported by the appropriate level of infrastructure. It also outlines how we will conserve and enhance the unique qualities of our natural and built environment, especially in the Surrey Hills Area of Outstanding Natural Beauty and Thames Basin Heaths Special Protection Area. This Development Plan Document sets out how we propose to meet these conflicting demands and offers a vision for the borough as a prosperous, safe and healthy place where people from all communities want, and are able, to live and work. Once tested for soundness, the Local Plan: strategy and sites will form a key component of our development plan against which we are required to determine planning applications. The document will provide the framework for improved infrastructure, development and employment in the borough for the twenty-year plan period.

The Proposed Submission Local Plan: strategy and sites recognises and reflects the uniqueness of our borough as a place in which to live, work, visit and study. Guildford is home to two universities, a world leading research institute, a number of UK and European business headquarters and a world class research park. The borough also has a vibrant retail economy, contains a number of cultural attractions and is highly valued by residents and visitors alike for its special heritage and landscape. Protecting these qualities for future generations is a core theme of this plan.

The planning system is underpinned by an objective to promote sustainable development. Whilst we will conserve and enhance our special landscapes, the Local Plan aims to balance protecting the borough's unique environment with meeting our social and economic needs. Ignoring the need for more housing and employment in the borough will have destructive consequences for local communities. It is necessary to have more affordable housing, sites for travellers and diversification in diversifying the housing stock through other means is necessary to help ensure that accommodation is accessible to all. It is also vital to enhance our employment offer is also vital to maintaining the prosperity of the borough, including in our rural areas.

We recognise that significant infrastructure upgrades are required to support existing communities and the planned growth of the borough. The delivery of sites allocated in this plan is contingent upon the provision of new infrastructure, which is a key theme of our Local Plan. The Council will work with infrastructure providers and developers to ensure that sufficient physical, social and green infrastructure is provided during the plan period.

The policies and site allocations contained within the Proposed Submission Local Plan are informed by an up-to-date, extensive and robust evidence base. The borough's specific housing and employment needs have been determined through our published Joint Strategic Housing Market Assessment and Employment Land Needs Assessment. The Council's Land Availability Assessment determines the availability, suitability and viability of sites for development. Our evidence base will continue to be updated throughout the plan period to ensure that the plan remains flexible and adaptable to change.

In meeting the borough's housing and employment needs the Council have adopted a 'brownfield first' approach. However, our evidence demonstrates that there is not sufficient previously developed land available to meet all of the borough's development needs. A range of locations, including six strategic sites, have therefore been identified for development. In accordance with national policy, we are also proposing to inset some of our villages from the green belt. In total, 1.6% of green belt land will be removed and allocated for development during the plan period.

The Proposed Submission Local Plan: strategy and sites is the culmination of a long and complex preparation process. In drawing up the plan, we have engaged with partner organisations and local communities and agencies. We have worked particularly closely with neighbouring Local Authorities who share similar physical and demographical characteristics to us and over which our housing and economic markets transcend.

We have also asked you for your views about the future of the area throughout the preparation of the Local Plan. The comments you provided on our published Issue and Options 2013 document and Draft Local Plan 2014 have proven invaluable in helping the Council produce what we consider to be the most sustainable plan possible. We recognise that there are many different and often competing views about the borough's future and have looked at various ways of meeting the needs that you identified, alongside the national requirements with which we have to comply. The six-week consultation period on the Proposed Submission Local Plan offers another opportunity to have your views heard.

The Proposed Submission Local Plan: strategy and sites plans positively for the borough's long-term needs. The plan will deliver more housing, employment space and supporting infrastructure whilst preserving the borough's special landscapes and environmental qualities. In producing the Proposed Submission Local Plan: strategy and sites, we have set out a vision and policies for the future of the borough that aim to improve the prosperity of Guildford and reflect your own aspirations.

Draft - For EMB

## How to read this plan

### **Blue boxes**

contain POLICY

### **Green boxes**

contain important information to support POLICY

### **Pink boxes**

contain information on how the POLICY will be implemented and monitored

### **Blue underlined text**

is a hyperlink to a place in this document or to a website

Draft - For EAB

Draft - For EAB



# 1. Introduction

## Background

- 1.1 Planning decisions determine where new homes, offices, business, shops and leisure facilities will go and how we protect our countryside, historic environment and open spaces. These choices shape where we live, work, shop and play.
- 1.2 Our new Local Plan for 2013 - 2033 is central to delivering Guildford's vision for the future. It deals with key issues of local importance and gives direction to deliver a high quality of life in a sustainable way. Planning applications will be determined against the policies and proposals of the Local Plan once it has been adopted.
- 1.3 The new Local Plan consists of two parts. This document, the 'Local Plan: strategy and sites', sets out our vision, aims and strategy for the borough up to 2033. The document contains overarching planning policies and allocates land for housing, employment, community facilities and other types of development. The second part of the Local Plan, to be known as the 'Local Plan: Development Management Policies', will be produced following the adoption of this document and include detailed development control policies.
- 1.4 The Planning and Compulsory Purchase Act 2004 (and amendments in subsequent Acts) sets out the requirements and consultation processes needed to produce a Local Plan. We must also have followed the processes outlined within The Town and Country Planning (Local Planning) (England) Regulations 2012.
- 1.5 The new Local Plan must be consistent with the National Planning Policy Framework (NPPF). The NPPF instructs us to prepare a plan that is positive about development and requires councils to cooperate with neighbouring authorities when producing their plan. The National Planning Practice Guidance (NPPG) has also guided us in the plan-making process.

## Plan-making

- 1.6 Local Plans must comply with the law as set out in the Localism Act 2011 (covering the Duty to Cooperate and Neighbourhood Planning) and the Planning and Compulsory Purchase Act 2004. They also need to consider national planning policy and guidance set out in the NPPF and NPPG. Other legal frameworks, including the European Habitats Directive, are also relevant to the plan-making process.
- 1.7 Specific plan-making requirements are set out in the Local Planning Regulations 2012. For this Local Plan to be found sound by a Planning Inspector appointed by the Secretary of State, it must be positively prepared, justified, effective and consistent with national policy. We can only formally adopt the Local Plan once it has been found sound by the Inspector.
- 1.8 This Local Plan: strategy and sites document is informed by the Council's strategic visions and plans including the Corporate Plan, Economic Strategy and Draft Housing Strategy. It is also based on a collection of research and information documents called the Evidence Base. We have also engaged with specific consultation bodies, organisations and our community to develop the Local Plan.
- 1.9 The Localism Act 2011 and Local Plan Regulations 2012 introduced a new Duty to Cooperate. This requires us to engage in constructive, active and ongoing dialogue with neighbouring local authorities and other organisations concerned with sustainable development during the plan-making process. To demonstrate how we have addressed this duty, we have published a Duty to Cooperate topic paper that describes who we have cooperated with, the matters we have discussed and when and where we met. We have produced the topic paper alongside this

Proposed Submission Local Plan and will submit it to the Secretary of State for consideration and Examination in Public.

- 1.10 The challenges facing our borough are complex and there is often not an easy solution. However, by working with our partners and stakeholders, we have produced a positive Plan for the borough. The policies included in the Local Plan aim to address our challenges and set out a spatial strategy to deliver the borough's strategic priorities.
- 1.11 The plan should be read in whole. Each policy is accompanied by a reasoned justification to explain its context and how it should be applied.
- 1.12 Many of the policies contained within this plan supersede the saved policies of the Guildford Local Plan 2003. Appendix E lists the policies of the 2003 Local Plan that will be replaced by the policies of this document and will cease to have effect following the adoption of this plan. Remaining saved policies of the 2003 Local Plan will continue to be used in the determination of planning applications until such time that they are replaced by policies of the Council's forthcoming Local Plan: Development Management DPD.

### Neighbourhood Planning

- 1.13 England and Wales operates a 'plan-led' planning system. This means that the Local Plan is the first consideration in determining planning applications. Our Local Plan: strategy and sites document also sets out allocated sites for development in the borough across the plan period and provides an up-to-date framework for local communities who are preparing Neighbourhood Plans. Parish Councils or Neighbourhood Forums can create Neighbourhood Plans to set out a local vision and planning policies for a designated neighbourhood area. Neighbourhood Plans must be consistent with national policies and the strategic policies of our Local Plan. Once adopted they will form part of the statutory development plan and be a key consideration in the determination of planning applications in their area.

### Policies Map

- 1.14 We will publish a Policies Map alongside the Local Plan that will:
- identify areas we want to protect including the Surrey Hills **Area of Outstanding Natural Beauty**, the **Special Protection Areas** and the Metropolitan **Green Belt**
  - illustrate safeguarded sites and designated safeguarding areas identified in the Minerals and Waste Development Framework
  - identify strategic sites and strategic infrastructure
  - set out the areas to which specific policies apply.

### Key diagram

- 1.15 Our key diagram illustrates the broad locations identified for strategic development within the borough over the plan period. The symbols on the key diagram are indicative and do not represent precise locations or sites. More detailed diagrammatic information is illustrated on the Policies Map, overview borough map and maps included in the Local Plan appendices.

### Evidencebase

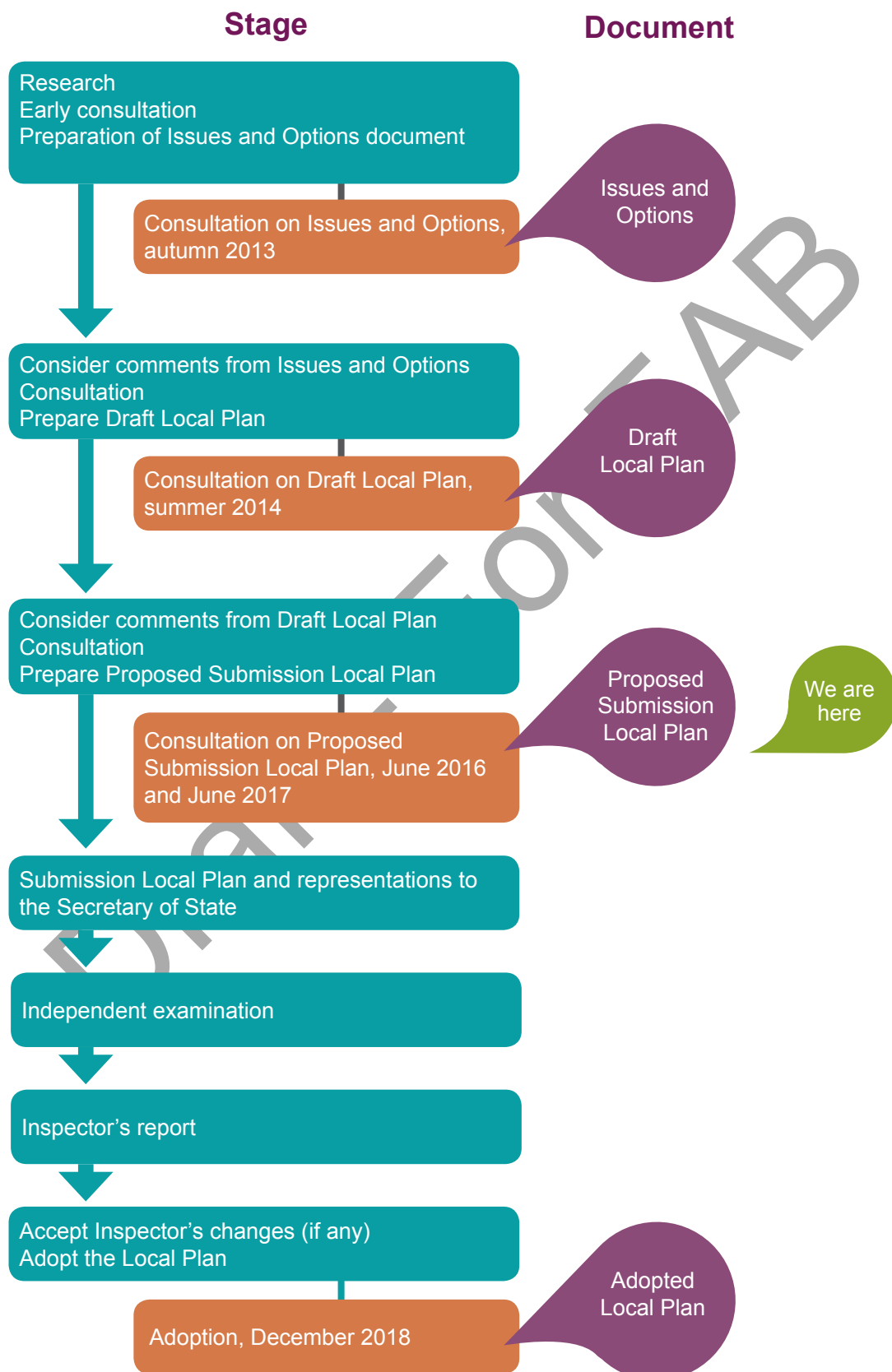
- 1.16 The NPPF requires us to base our development plan policies on up-to-date and relevant evidence. Following the publication of the 'Draft Local Plan: strategy and sites' document in July 2014, we have continued to develop our evidence base as we progress towards the Examination in Public. Our evidence base is comprised of documents that have informed past stages of the Local Plan and new evidence which has helped identify our objectively assessed needs.

## Monitoring Indicators

- 1.17 We need to assess whether this Local Plan is meeting its aims and objectives, and have appropriate mechanisms in place so that we can recognise if it is not and actions can be taken accordingly. To help achieve this, each policy in this document is accompanied by monitoring indicators.
- 1.18 Where policies are failing to deliver ~~against~~ the strategic objectives of this plan, necessary actions will be identified in our Annual Monitoring Report. Amongst other things, the Annual Monitoring Report will show the number of homes and amount of employment and retail space that has been delivered (on an annual basis) against our objectively assessed need.
- 1.19 We will review the Local Plan, if required, by using the outcomes of the Annual Monitoring Report(s). As part of a review, we will consider the proposed level of new homes and employment land. We will examine all available information and, if necessary, undertake further work to develop our evidence base. Should evidence suggest that we are not meeting our objectively assessed need, various options, including identifying potential new site allocations and requesting assistance from neighbouring authorities, will be considered.

Draft - For E

# Stages of preparing the Local Plan: strategy and sites



## 2. Key facts about the borough

- 2.1 Guildford is the county town of Surrey, known for its historical features and picturesque town centre. Situated in the south west of the county and surrounded by Green Belt and countryside, the urban areas of Guildford, Ash and Tongham are home to many of the borough's residents, with further communities in village settlements. We are within commuting distance from London and about 70 kilometres from the south coast.
- 2.2 We are the second largest borough in the county in terms of area, covering approximately 270 square kilometres. Guildford Cathedral, the University of Surrey, the Hog's Back and Surrey Hills are dominant landmarks of our borough. We are one of the safest parts of Surrey and part of one of the safest counties in England.

### Population

- 2.3 Our borough's population has risen steadily from 93,000 in 1951 to 137,183 in 2011. The population is predicted to reach 162,188 by 2033<sup>1</sup>.
- 2.4 Our residents are largely healthy and enjoying well above average life expectancy. The workforce is generally well educated, highly skilled and well paid.

### Pockets of deprivation

- 2.5 The Index of Multiple Deprivation 2015 provides a measure of deprivation based on factors such as income, employment, health, education, housing and crime. The Index ranks our borough amongst the least deprived 10 per cent of boroughs in England.
- 2.6 Despite the borough's relative affluence, pockets of deprivation exist. For the purposes of the Index of Multiple Deprivation, our borough is divided into 84 smaller areas called lower super output areas (LSOAs). Whilst none of the borough's LSOA's fall within the most deprived ten percent nationally, one is located in the top twenty percent and a further 14 areas are classified within the most deprived half of lower super output areas<sup>2</sup>. The impact of such relative deprivation is felt more keenly in an affluent area such as our borough.
- 2.7 The Council's Project Aspire aims to improve the lives of residents in the borough's least advantaged areas by working with partners, businesses and communities to deliver the changes local people wish to see. The project will run in parallel to the Local Plan and will initially focus on enhancing the quality of life and prospects of residents in north Guildford by encouraging these less advantaged communities to become more self-confident and self-reliant. Work may include the implementation of measures to reduce social and economic exclusion, improve health and wellbeing or enhance outcomes for young people at school.

### Employment

- 2.8 The number of jobs in the borough continues to grow in line with our role as a regional administrative and commercial centre. Employment opportunities available in the borough reached 91,000 in 2015 across a wide range of industry sectors<sup>3</sup>. The main employment sectors

---

<sup>1</sup> Office for National Statistics (ONS) 2016

<sup>2</sup> Gov.uk – English indices of deprivation 2015

<sup>3</sup> Office for National Statistics (ONS) 2016

that are continuing to grow include public administration, education and health, finance, distribution, hotels and restaurants. The tourism and service sectors, commercial services and manufacturing industries are also significant employers in the borough. Job opportunities in the retail industry are concentrated within Guildford town centre and our other district and local centres. We also have a growing cluster of high tech industries that continue to create new jobs, particularly focused around the Research Park but also a cluster of gaming companies in Guildford town centre. New employment land is required to sustain such growth.

- 2.9 Although the economy has a relatively high public sector element, the private sector remains robust. The borough is home to the headquarters of major global companies including Allianz, Ericsson, Phillips, Electronic Arts and Avaya. The University of Surrey is also a significant employer in the borough along with the Surrey Research Park, which is home to over 140 companies.
- 2.10 We are fortunate that the level of unemployment in Guildford is low. Approximately 3.33.6% of working age adults in the borough are unemployed (as of January Q3 2016) compared to 5.44.9% of working age adults nationally. However, we do have a skills shortage in some sectors and many workers are unable to afford homes close to work. This creates additional pressure to make sure that adequate provision is made for housing.

### Infrastructure

- 2.10b Pressure on existing infrastructure and additional stress caused by planned growth must be addressed if we are to maintain and enhance the borough's prosperity and quality of life. Many people are attracted to Guildford by the quality of life and environment. This places a high demand on school places and access to amenities such as open spaces. The Local and Strategic road networks, rail network and local facilities in village settlements are also facing increasing pressure.

### **Transport and accessibility**

- 2.11 Guildford is a busy town with a wide influence on its surrounding area. The M25, A3, A31 and A331 are the principal routes that connect Guildford to the rest of the Strategic Road Network. The A3 trunk road cuts through the borough and provides a direct link to London and the south coast.
- 2.12 The borough benefits from twelve rail stations, including Guildford railway station, the busiest in the county, which provides access to, and interchange between, four lines. These rail lines fan out to serve our other stations and destinations beyond including London Waterloo, Woking, Reading, Redhill and Gatwick Airport.
- 2.13 Most of our communities are served by bus, which are operated on a largely commercial basis, with park and ride available on several approaches to Guildford. There is also a reasonable network of cycle routes and footpaths. On most local roads in the urban areas and in the villages there is at least one footway, and usually two. Facilities to assist pedestrians in crossing roads are commonplace. There is a fragmented and disjointed network of cycle routes, consisting of routes both on and adjacent to local roads, with the latter often comprising shared lanes for pedestrians and cyclists. Many cycle lanes and tracks are narrow and some are unattractive to the average cyclist. There is also a network of footpaths and bridleways forming a Rights of Way network, which includes various routes that can be used by off-road cyclists.
- 2.14 The success of our borough, and the wider region, places significant demands on our transport networks. For instance, car ownership is high in the borough (86% of households own at least

one car or van) compared to regional and national levels (81% and 74% respectively)<sup>4</sup>. We also have a significantly greater proportion of households with two or more cars. Journeys concentrate on key parts of the road and rail networks at peak times of day, leading to congestion or over-crowding, delays and unreliability, which have direct costs to people and businesses.

2.14a Significant, recurrent traffic congestion is experienced during peak hours on the A3 trunk road, both as it runs through the urban area of Guildford, with queuing extending back onto the dual carriageway section of the eastbound A31, and to the east between the Ripley junction and the A3/M25 (Junction 10) Wisley interchange junction. Traffic congestion also afflicts the Guildford urban area during peak hours. Whilst most local roads are single carriageway, with a lane in each direction, it is at their junctions that the free flow of traffic is most often impeded during peak periods, in some cases resulting in significant delays.

2.14b Bus services are also affected by the traffic congestion on local roads. On rail services, as patronage of rail services has continued to grow, more passengers are required to stand on peak services. A growth in cycling has occurred despite limited improvements to facilities for cyclists.

2.15 There are significant opportunities to progressively improve the opportunities for making sustainable travel choices and to improve the performance capacity of the road networks through transport infrastructure and service improvements. Surrey residents are generally very dissatisfied with the condition of the highways in the county<sup>5</sup> and this issue and the desire for more effective maintenance of local roads has been a key issue recurring in consultations on the Local Plan.

## Housing

2.16 Housing is an issue of great significance to the borough and forms a major theme of the Local Plan. We have devoted considerable effort to understanding what the borough's housing needs are and have demonstrated this through our Land Availability Assessment (LAA) and Strategic Housing Market Assessment (SHMA). These documents form a key part of our evidence base.

2.17 The LAA has helped us to consider where new homes could be built by assessing the suitability, availability and viability of land to provide additional dwellings. The document is an audit of land at a point in time and does not decide where new homes will be built or grant planning permission. The LAA helps to inform the process of deciding how many new homes we may be able to deliver and when, and provides information about possible land that could be used to provide those new homes.

2.18 The SHMA is an assessment of peoples' housing needs within our borough based on statistical evidence. The document provides us with our objectively assessed housing need. This detailed evidence is required to ensure that the new Local Plan is based on up-to-date and robust information. The West Surrey SHMA, which covers the administrative boundaries of Guildford Borough Council, Waverley Borough Council and Woking Borough Council, was published in October 2015 and the West Surrey SHMA: Guildford Addendum Report in 2017 and has have informed the number of houses we have decided to plan for over the lifetime of the Local Plan.

2.19 The NPPF requires councils to identify the housing needs of their area and respond positively to wider opportunities for growth. The document instructs us to use our evidence base to ensure that our Local Plan meets the full, objectively assessed needs for market and affordable homes in the housing market area, as far as is consistent with the policies set out in the NPPF.

2.20 Our work has developed in parallel with the production of the Council's ~~Draft~~ Housing Strategy

<sup>4</sup> Office for National Statistics 2011

<sup>5</sup> National Transport & Highways Network Public Satisfaction Survey 2016

2015-2020 and has taken into account the Homelessness Strategy 2013 – 2018. We have also considered surveys carried out by our Parish Councils on local need.

- 2.21 Our borough is in the main an affluent area. House prices are high, sustained by high demand, and are considerably above the national average (average house prices are currently ~~£186,325~~£231,205 across England and Wales, ~~£387,044~~£439,509 in Surrey and ~~£407,160~~£445,524 in Guildford)<sup>6</sup>. This in turn has led to a vibrant private rented sector that provides housing for those who cannot afford to access the private sale market. There is an ongoing shortage of affordable housing, particularly for first time buyers, which in turn contributes to skill shortages in the borough. The total Guildford Borough Council housing stock is 5,210 units<sup>7</sup>, with 65 new units having been added since the Housing Strategy was adopted in 2015 and planning permission for a further 103 units. There is also insufficient accommodation suitable for people wishing to downsize.

### Infrastructure

- ~~2.22 Pressure on existing infrastructure and additional stress caused by planned growth must be addressed if we are to maintain and enhance the borough's prosperity and quality of life. Many people are attracted to Guildford by the quality of life and environment. This places a high demand on school places and access to amenities such as open spaces. The Local and Strategic road networks, rail network and local facilities in village settlements are also facing increasing pressure.~~

### Natural environment

- 2.23 Our borough has some spectacular scenery designated for its long-term protection. The south of the borough lies within the Surrey Hills Area of Outstanding Natural Beauty and surrounding land is designated as Areas of Great Landscape Value. There are Special Protection Areas (SPA) (particularly surrounding Ash), Special Areas of Conservation (SAC), Sites of Special Scientific Interest (SSSI), Regionally Important Geological Sites (RIGS), local Sites of Nature Conservation Importance and nature reserves across our borough. Approximately 89% of the borough is located within the Metropolitan Green Belt.
- 2.24 Guildford has its origins growing up where the River Wey flows through the North Downs ridge. This constrains development and creates a clear sense of separation between the town and outlying settlements, protecting the highly valued environment that is a distinctive part of the borough's character. The western border of the borough lies within the Blackwater Valley.
- 2.25 Some areas of our borough, including Guildford town centre, are at risk of fluvial and surface water flooding. Flash flooding can cause severe disruption to people and businesses, closing main roads and damaging homes. Over recent years we have witnessed more frequent flooding in the borough.

### Heritage

- 2.26 Our borough has a particularly rich and varied architectural heritage with 1,200 listed buildings and 38 ~~C~~Conservation ~~A~~Areas. It contains 151 designated Areas of High Archaeological Potential, 37 County Sites of Archaeological Importance, 35 ~~S~~Scheduled ~~M~~Monuments and 10 registered parks/gardens. The borough is also home to a series of great historic country houses set within designed landscape and parklands.

<sup>6</sup> Land Registry House Price Index ~~November 2015~~December 2016

<sup>7</sup> February 2017



## **Competing and conflicting demands**

- 2.27 The Local Plan needs to protect our attractive and valued environment whilst reconciling the need to accommodate our development needs. The balance between protecting our environment and meeting our development needs, including the provision of appropriate infrastructure, is at the centre of our spatial strategy.
- 2.28 It is the role of the Local Plan to balance the borough's competing and conflicting demands for land. We have sought to achieve this through a controlled realignment of the Green Belt boundary and development of a small number of strategic sites, which will allow us to provide for mixed and inclusive communities supported by new infrastructure.

## **Other plans and strategies**

- 2.29 The South East Plan was published in May 2009. Whilst the majority of the plan was revoked in March 2013 as part of the reforms made to the planning system by the previous Coalition government, policy NRM6 remains in place and is relevant to development in the borough. The policy relates to new residential development close to the Thames Basin Heaths Special Protection Area. The South East Plan can be viewed on the National Archives website.
- 2.30 Surrey County Council is responsible for the preparation of the Surrey Waste Plan. The Plan was adopted in May 2008 and sets out a framework for the development of waste management facilities in Surrey. Its provisions are a material consideration in the determination of planning applications. The Key Diagram and Sites Maps identify the allocated sites for waste management that are safeguarded from development.
- 2.31 Surrey Minerals Plan Core Strategy and Primary Aggregates Development Plan Documents (DPDs) were adopted by Surrey County Council in July 2011. They form part of the Surrey Minerals and Waste Development Framework. The Plan provides the policy framework to guide minerals development in the county. It replaced the Surrey Minerals Local Plan 1993. The Policies Map illustrates designated Mineral Safeguarding Areas within the borough.
- 2.32 Surrey County Council adopted its Aggregates Recycling Joint DPD in February 2013. The Aggregates Recycling Joint DPD forms part of the Surrey Minerals and Waste Development Framework and its provisions are a material consideration in the determination of planning applications. The document sets out proposals with regard to the provision of aggregates recycling facilities across the county for the period up to 2026. The Aggregates Recycling Joint DPD allocates the preferred areas for locating aggregate recycling facilities. It should be read alongside the Surrey Waste Plan 2008, the Surrey Minerals Plan Core Strategy 2011 and the Surrey Minerals Plan Primary Aggregates DPD 2011.
- 2.33 The borough is located within the Enterprise M3 Local Economic Partnership (LEP) area. The LEP aims to drive economic growth over a region covering most of Surrey and Hampshire by working with key partners (including Local Authorities), businesses and central government. The LEP published its 'Strategic Economic Plan, Growth Deal and Delivery Plan' in March 2014. Whilst the document does not form part of the development plan, it provides an important overview of the LEP's priorities and plans for delivering economic prosperity in the region.

## **Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA)**

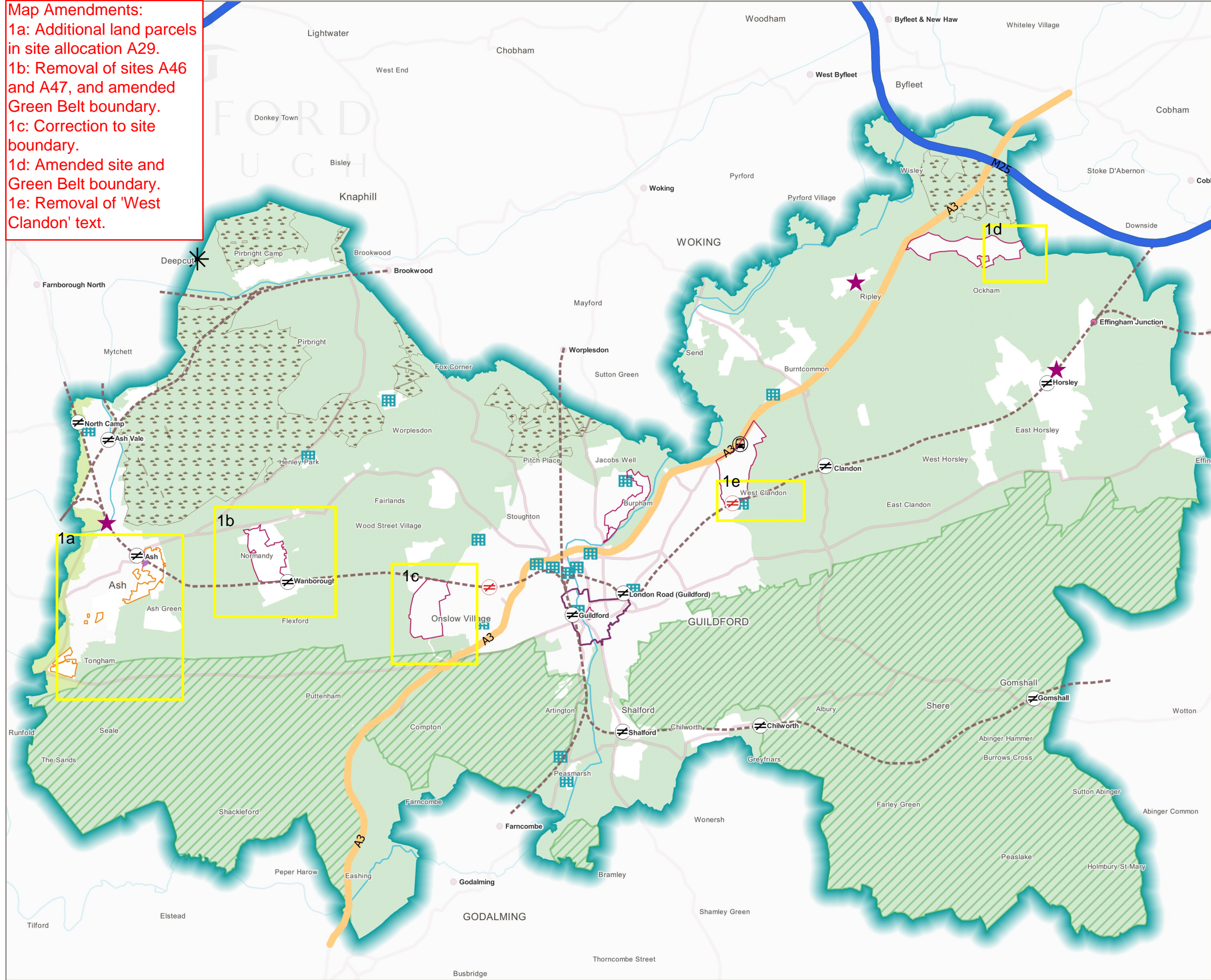
- 2.34 We are required to carry out a Sustainability Appraisal (SA) incorporating a Strategic Environmental Assessment (SEA) of the Local Plan to assess its impacts on social, economic and environmental objectives. We have undertaken the SA as an integral part of the Local Plan process. This has been an iterative process where outcomes have been fed back to inform the policies and proposals of the 'Local Plan: strategy and sites' document.

- 2.35 The process includes an appraisal of options to demonstrate that those chosen are the most suitable when tested against reasonable alternatives. Each policy and site has been appraised. We will publish the SA as a separate document to support the Local Plan. Full details of the SA can be found on the council's website via the following link:  
<http://www.guildford.gov.uk/localplansa>.

Draft - For EAB

# Guildford Borough Key Diagram

**Map Amendments:**  
 1a: Additional land parcels in site allocation A29.  
 1b: Removal of sites A46 and A47, and amended Green Belt boundary.  
 1c: Correction to site boundary.  
 1d: Amended site and Green Belt boundary.  
 1e: Removal of 'West Clandon' text.



**Legend**

- Strategic Development Site
- Strategic Development Location
- Strategic Employment Site
- Area inset from the Green Belt (shown in white)
- Town Centre Boundary
- District Shopping Centre
- New Railway Station
- Existing Railway Station
- Railway Line
- New Park and Ride
- Land for transport infrastructure improvements
- Deepcut Development Site
- Motorway
- A3
- A roads
- Green Belt
- Countryside
- Area of Outstanding Natural Beauty
- Special Protection Area
- Guildford Borough Boundary

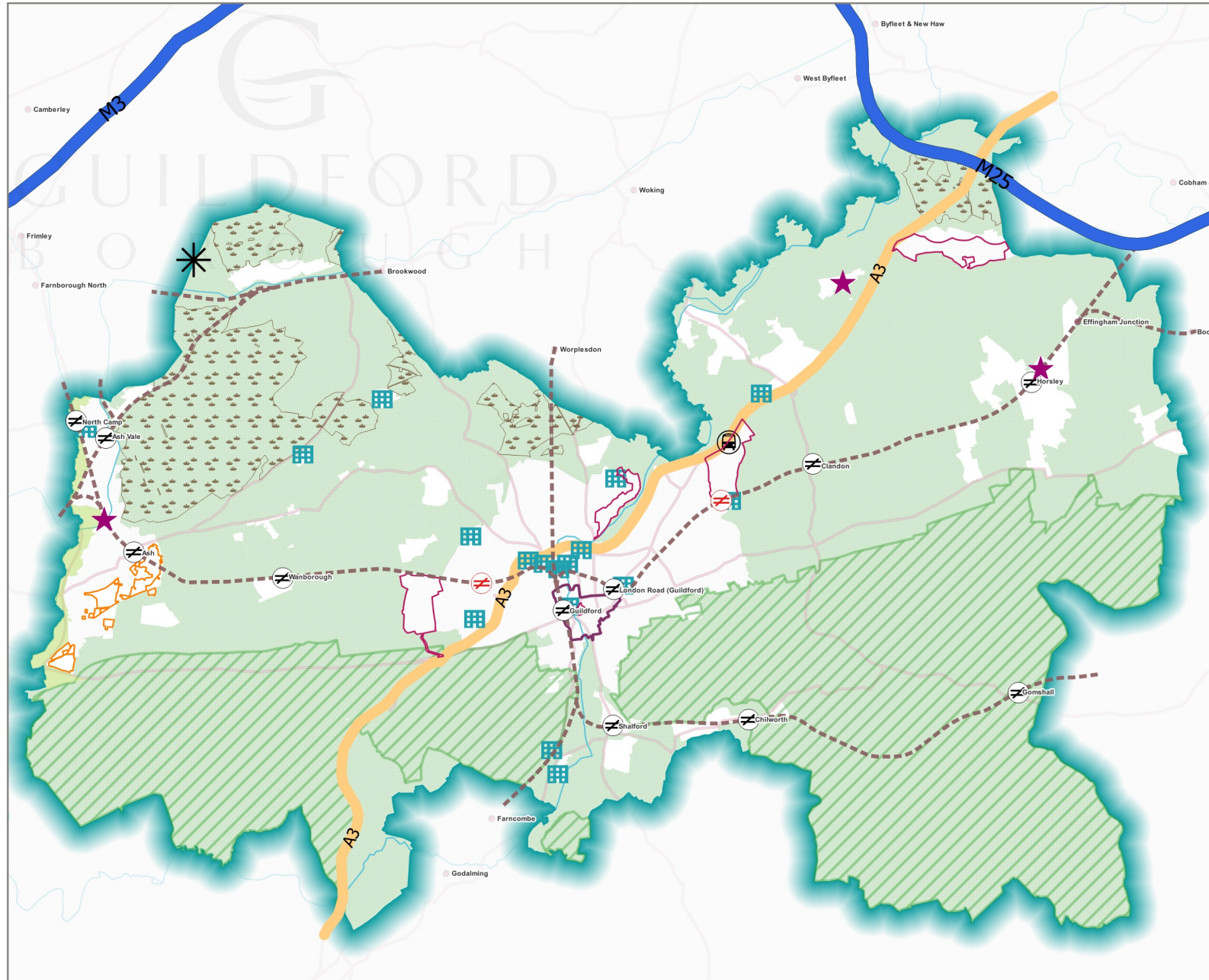
Publication Date: 2016-03-31

Scale at A3:  
1:81,000

© Crown Copyright 2016. Guildford Borough Council. Licence No. 100019625.



# Guildford Borough Key Diagram



## Legend

- Strategic Development Site
- Strategic Development Location
- Strategic Employment Sites
- +

 New Railway Station
- +

 Existing stations
- Railway Line
- +

 New Park and Ride
- ★ District Shopping Centre
- ✱ Deepcut Development Site
- New town centre boundary
- Countryside
- Green Belt
- Area of Outstanding Natural Beauty
- Guildford Borough Boundary
- Special Protection Area
- Motorways
- A3
- A roads
- Area inset from the Green Belt (shown in white)



Scale at A4:  
1:125,000

© Crown Copyright 2017, Guildford Borough Council.  
Licence No. 100019625.



**GUILDFORD**  
BOROUGH

## 3. Our vision and ambition

3.1. The Proposed Submission Local Plan: strategy and sites is framed by our overarching spatial vision. The vision sets out how we will plan for the sustainable growth of the borough up to 2034<sup>3</sup>.

~~3.2. We will aim to implement our spatial vision by striving to achieve the thirteen strategic objectives identified below. Each objective falls within one of the four core themes running through this document and the Council's Corporate Plan (2015-2020).~~

### Spatial Vision

The Local Plan: strategy and sites makes provision to meet the identified growth needs of the borough in terms of housing, employment and retail and leisure. This is achieved by maintaining the extent and function of the Green Belt in such a way as to protect the existing character of the borough through maintaining the clear distinction between urban and rural areas and safeguarding the natural, built and historic environment. All new development will be of exemplary design and bring with it the necessary infrastructure and services required to enable future and existing communities to live sustainable lives.

In meeting this target a range of house sizes will be provided reflecting our communities needs and helping to create mixed communities. Affordable housing will account for approximately 40% of all new housing and be provided on all appropriate sites.

The plan provides for the delivery of at least 13,860 12,426 additional homes by 2034<sup>3</sup>. The preferred location for this development is existing brownfield sites. Over 2,800 3,000 units are proposed in the urban areas which take advantage of the existing infrastructure and services, reduce the need to travel and offer alternative modes of transport to the private car. The plan also proposes almost 1,200 approximately 2,000 dwellings ~~on non-strategic sites~~ within and around existing villages, some of which are now inset from the Green Belt, ~~and over 750 dwellings as extensions to existing villages~~. These dwellings will offer a variety of housing choice in villages and help contribute to supporting local services and the important role they play in village life.

Not all of the borough's development needs can be met within Guildford's urban areas. It is therefore proposed to focus some development on large strategic greenfield sites which brings with it significant infrastructure, helps to make it sustainable and does not compromise the overall character of the Borough. ~~Just under~~ At least 4000 3,200 units will be provided within the plan period on two urban extensions; one to the north east of the Guildford urban area at Gosden Hill Farm and the other to the south west of Guildford at Blackwell Farm. A new settlement will be created at Wisley containing over approximately 2,000 homes. ~~and a~~

~~significant expansion is planned at Normandy and Flexford to provide over 1000 new homes.~~

Further development is also proposed in and around Ash and Tongham on land beyond the Green Belt along with new green belt designated to prevent Ash and Tongham merging with the village of Ash Green.

The delivery of this quantum of residential development will lead to the provision of a significant increase in accessible public open space across the borough. Over ~~250ha~~~~XXha~~, equivalent to more than ~~350~~~~XX~~ football pitches, will be provided in perpetuity for the use of residents and visitors. This space will also support and improve the borough's biodiversity. Areas of high environmental value such as Areas of Outstanding Natural Beauty and Sites of Special Scientific Interest will be retained and afforded great protection. New development on the edges of urban areas will be required to treat the transition from urban to rural character in a sympathetic way.

Existing high levels of economic prosperity will be maintained and ~~supported~~~~enhanced~~ through the protection of commercial premises and the provision of additional sites and premises to meet the needs of businesses across the borough. A hierarchy of strategic employment sites will help protect existing floorspace and ensure any loss is fully justified. The primary new site proposed is an extension to the Surrey Research Park. Approximately 11 ha, comprising 35,000 ~~sq~~~~sq.~~ m of premises for business use (including offices, research, development and design activities in any science) will be provided within the plan period.

The plan also supports the rural economy and provides support for the many forms of employment and businesses that thrive in rural areas. All development outside of urban areas should complement and protect the rural character of the borough.

The role of Guildford town centre as the largest retail, service, administrative and commercial centre in Surrey will be maintained and enhanced. The major town centre redevelopment of North Street will include 4~~15~~,000~~\_sq~~ m of comparison retail floorspace together with ~~63~~,000~~\_sq~~ m of food and drink uses and ~~some up to~~ 4200 flats. All development within the town centre will need to respect and enhance the unique setting and historical character of the town and be of the highest design and environmental standards. There will be significant ongoing investment in the public realm specifically designed to enhance the pedestrian experience of using the town centre.

The transport strategy and ~~parking~~Local Plan policies will be aligned to encourage ~~residents,~~ employees and visitors to use alternative modes of transport and to seek to reduce car traffic especially through the town.

We will seek to ensure that all residential communities have access to facilities and services. Existing district and local centres will be protected and major new housing developments will provide appropriate retail, employment and community facilities, including education facilities, as

an integral part of the development.

The growth proposed in this plan is predicated on the delivery of the necessary infrastructure. The Infrastructure Schedule accompanying the plan outlines the key infrastructure needed to support the development planned, focussing particularly on the first five years of the plan period and the strategic development sites. During the plan period Guildford will experience significant improvements in transport infrastructure including new rail stations at Guildford West (Park Barn) and Guildford East (Merrow), over twenty schemes to address 'hotspots' on the Local Road Network and a new park and ride site at Gosden Hill Farm. A Sustainable Movement Corridor, providing a priority route for buses, pedestrians and cyclists through the Guildford Urban area and serving new communities at Blackwell Farm, Gosden Hill Farm and Slyfield Area Regeneration Project, will be delivered.

The Department for Transport's Road Investment Strategy includes schemes for the A3 Guildford and the M25 Junction 10/A3 Wisley interchange. Early, targeted improvement schemes to deliver road safety and some congestion relief on the A3 in Guildford will be delivered within the plan period. The delivery of housing in the later stages of the plan period is dependent upon major improvement to the A3 through Guildford.

3.2. We will aim to implement our spatial vision by striving to achieve the thirteen strategic objectives identified below. Each objective falls within one of the four core themes running through this document and the Council's Corporate Plan (2015-2020).

Core themes	Ambition	Issue (from Issues and options October 2013)	Strategic objectives
<p><b>SOCIETY</b></p>	<p>Improving the lives of our residents by making Guildford a place where everyone is truly valued.</p>	<ul style="list-style-type: none"> <li>• Pockets of deprivation</li> <li>• Reduce unemployment</li> <li>• Ageing population</li> <li>• Cost of homes</li> <li>• Lack of affordable housing</li> <li>• Need to accommodate growing student population</li> <li>• Shortage of traveler accommodation</li> <li>• Shortage of specific types and sizes of accommodation</li> </ul>	<ol style="list-style-type: none"> <li>1. To deliver sufficient sustainable development that meets all identified needs.</li> <li>2. To improve opportunities for all residents in the borough to access suitable housing, employment, training, education, open space, leisure, community and health facilities.</li> <li>3. To ensure that all development is of high quality design and enables people to live safe, healthy and active lifestyles.</li> <li>4. To retain the distinct character and separate identities of our settlements.</li> </ol>
<p><b>ENVIRONMENT</b></p>	<p>To protect and enhance the environment and balance the needs of all residents and visitors with the desired outcome of improved overall wellbeing.</p>	<ul style="list-style-type: none"> <li>• Balancing growth with protecting natural and heritage assets</li> <li>• Flood risk in certain areas of the borough</li> <li>• Mitigating the impacts of, and adapting to, climate change</li> </ul>	<ol style="list-style-type: none"> <li>5. To protect and enhance our heritage assets and improve the quality of our built and natural environment.</li> <li>6. To protect those areas designated as Thames Basin Heaths Special Protection Area, Special Areas of Conservation, Sites of Special Scientific Interest and Areas of Outstanding Natural Beauty for their biodiversity and landscape characteristics.</li> </ol>



Core themes	Ambition	Issue (from Issues and options October 2013)	Strategic objectives
			<p>7. To ensure that new development is designed and located to minimise its impact on the environment and that it mitigates, and is adapted for, climate change.</p>
<p><b>ECONOMY</b></p>	<p>To encourage economic growth through knowledge, innovation and creativity, improving employment opportunities available to all residents and supporting rural businesses.</p>	<ul style="list-style-type: none"> <li>• Shortage of suitable commercial premises in appropriate locations</li> <li>• Housing need</li> <li>• Additional retail floor space</li> <li>• Changing nature of the rural economy</li> <li>• Shortage of infrastructure to support tourism</li> <li>• Conference facilities</li> </ul>	<p>8. To maintain and enhance our role as one of the County's key employment locations in both a strategic and local context by providing and protecting a range of employment sites in appropriate locations.</p> <p>9. Reinforce our role as a world leader in innovation and research, with a particular focus on bio-technology, space and electronic gaming industries, and the sustainable growth of Surrey Research Park and the borough's other business hubs.</p> <p>10. Support and expand the economic vitality of our rural areas whilst protecting existing heritage, landscape and character</p> <p>11. Reinforce Guildford's role as Surrey County's premier town centre destination whilst protecting and enhancing its cultural facilities and heritage assets.</p>

Core themes	Ambition	Issue (from Issues and options October 2013)	Strategic objectives
<p><b>INFRASTRUCTURE</b></p>	<p>To work effectively with partners to ensure that there is appropriate infrastructure in place for existing communities as they expand and move towards a sustainable transport system with improved public transport and less reliance on the car.</p>	<ul style="list-style-type: none"> <li>• Road congestion at peak hours particularly at known pinch points</li> <li>• Overcrowding on peak rail services</li> <li>• Lack of sustainable modes of transport in rural areas.</li> <li>• Road safety (particularly for cyclists and pedestrians)</li> <li>• Limited funding</li> <li>• Many rural parts of the borough without access to broadband</li> </ul>	<p>12. To facilitate the timely provision of necessary infrastructure to support sustainable development.</p> <p>13. To deliver an integrated, accessible and safe transport system, balanced in favour of sustainable transport modes, to facilitate sustainable development.</p>

Draft - FOI

## 4.0 Policies

### 4.1 Strategic Policies

#### Policy S1: Presumption in favour of sustainable development

##### Introduction

- 4.1.1 The National Planning Policy Framework is underpinned by a presumption in favour of sustainable development. -Local Planning Authorities should regard this principle as a golden thread running through both plan-making and decision taking. This means that Local Plans must plan positively to seek opportunities that meet the area's objectively assessed development needs and be flexible enough to adapt to rapid change unless any adverse impacts of doing so would significantly outweigh the benefits or specific policies in the NPPF suggest that development should be restricted.
- 4.1.2 Adopting the presumption in favour of sustainable development will enable the Council to approve appropriate development without delay in accordance with the NPPF.

#### **POLICY S1: Presumption in favour of sustainable development**

- (1) When considering development proposals we will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. We will work proactively with applicants jointly to find solutions that mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.
- (2) Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in adopted neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.
- (3) Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision, then the Council will grant permission unless material considerations indicate otherwise, taking into account whether:
  - (a) Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
  - (b) Specific policies in that Framework indicate that development should be restricted.

##### Definitions

- 4.1.2a Sustainable development will be achieved by seeking economic, environmental and social gains jointly and simultaneously through the planning system.

## **Reasoned Justification**

- 4.1.3 The NPPF emphasises that all Local Plans should be based upon and reflect the presumption in favour of sustainable development. The principle informs both the policies and site allocations contained within the 'Local Plan: strategy and sites' and will be used to guide decision makers.
- 4.1.4 Local Planning Authorities are encouraged to include a policy within their Local Plan that embraces the presumption in favour of sustainable development. Policy S1 meets this requirement and adopts the model wording suggested. When implementing Policy S1, the Council will take local circumstances into account and respond to different opportunities for achieving sustainable development as they arise. In accordance with the NPPF, the presumption will not automatically apply to policies relating to sites protected under the Birds and Habitats Directives and/or designated as Sites of Special Scientific Interest (SSSIs), land designated as green belt, Local Green Space, the Surrey Hills Area of Outstanding Natural Beauty, designated heritage assets and locations identified as at risk of flooding.

Draft - For EAD

## Policy S2: Planning for the borough - our spatial development strategy

### Introduction

- 4.1.5 Our development strategy for the plan period is based on national planning policy, with recognition of environmental constraints and the availability and viability of land for development.
- 4.1.6 Our preference is to focus growth in the most sustainable locations, making the best use of previously developed land (including in the Green Belt if appropriate). These locations are:
- Guildford town centre
  - urban areas
  - inset villages
  - identified Green Belt villages.
- 4.1.7 There will also be opportunities for rural exception sites which are small-scale developments providing affordable homes in locations where new homes would not usually be appropriate.
- 4.1.8 Whilst these sustainable locations are our preferred locations for new development, they are unable to accommodate all of the new development we need. We will therefore release allocated land for development in other areas. These include:
- countryside beyond the Green Belt around Ash and Tongham
  - urban extensions to Guildford and Ash and Tongham
  - new settlement at the former Wisley airfield
  - development around villages (including some expansion).
- 4.1.9 These will be phased according to deliverability and identified need. We anticipate that smaller allocated sites will provide the majority of supply in the first five years. Larger development sites, including the strategic development sites, will deliver the majority of new development in the 6-10 and 11-15 year periods of the plan. The strategic development sites are:
- Slyfield Area Regeneration Project
  - Blackwell Farm
  - North Street redevelopment
  - Gosden Hill Farm
  - Former Wisley airfield

### **POLICY S2: Borough Wide Strategy**

- (1) During the plan period (201~~53~~-34~~3~~), we will make provision for at least 13,860 ~~12,426~~ new homes, 37,200 ~~36,100~~ – 47,200 ~~43,700~~ sq m of office and research and development (B1a and b) floorspace, and 4.73.7 – 5.34.1 hectares of industrial (B1c, B2 and B8) employment land and 41,000 sq m of comparison retail floorspace. to help meet the needs for new homes, support the economy and supply 3,200 additional B class jobs.
- (2) The delivery of homes is expected to increase over the plan period, reflective of timescales associated with the delivery of strategic sites and infrastructure. The housing target each

year is as set out below, however, this is not a ceiling, and earlier delivery of allocated sites will be supported where appropriate, subject to infrastructure provision.

- (3) We will identify ~~58~~ 43 permanent pitches for Gypsies and Travellers and ~~6~~ 8 permanent plots for Travelling Show-people within Guildford borough between ~~2012~~ 2017 and ~~2017~~ 2034. ~~Between 2017 and 2027 an additional 30 pitches and 2 plots will be permitted or any new target as identified within an updated Traveller Accommodation Assessment.~~

### Annual Housing Target

#### To be confirmed

Year	Housing number	Year	Housing number
2018/2019	500	2026/2027	700
2019/2020	550	2027/2028	700
2020/2021	600	2028/2029	785
2021/2022	600	2029/2030	790
2022/2023	700	2030/2031	790
2023/2024	700	2031/2032	790
2024/2025	700	2032/2033	790
2025/2026	700		

4.1.9a It is important to note that the total figures set out in the Annual Housing Target table are lower than the total supply of homes identified in the Land Availability Assessment as having potential to be delivered over the plan period. This is to build flexibility into the plan and demonstrate that our strategy is capable of delivering the target. It also adopts a phased target that gradually increases over time rather than the same annualised target of 654 homes each year. This is due to the likely rate of delivery, particularly on the strategic greenfield sites, which is dependent upon the delivery of necessary infrastructure expected to occur towards the end of the plan period.

4.1.9b This phased approach is necessary in order to ensure that the Council is able to demonstrate a rolling five-year supply of housing from the date of adoption, as required by national policy. This will also take account of both the deficit accrued until that point and includes a 20 per cent buffer moved forward from later in the plan period. Without a rolling five-year supply of homes, relevant policies for the supply of housing would not be considered up-to-date.

4.1.10 This is still a higher level of development than experienced in Guildford borough during the previous Local Plan period, and represents an increase in new homes ~~and employment floor space~~ in line with the aims of NPPF, NPPG, ~~our Economic Strategy,~~ and the best available information on the likely levels of development ~~required by~~ to 2034. The phased approach is related to assumptions on the most likely rate of delivery only and do not in any way preclude the earlier delivery of these sites where appropriate.

4.1.11 Further details of the sites that are considered to be key to delivering the strategy are provided in the site allocations policy of the Local Plan and shown ~~The Local Plan will deliver the following development between 2018 and 2033, as shown in Table 1 and on the Policies Maps.~~ This represents the remaining fifteen years of the plan period from the date of adoption. The key infrastructure requirements on which the delivery of the plan depends is set out in the infrastructure schedule included as Appendix C. Details of all the sites that are expected to be delivered from now until the end of the plan period are

~~set out in These figures are current at the time of writing and based on the Council's 2016 latest~~ Land Availability Assessment.

~~4.1.12 Table 1 shows a number of new homes that is greater than the figure in the policy. This is to build flexibility into the plan and demonstrate that our strategy is capable of delivering the target. Further details of these and other sites are provided in the site allocations policy of the Local Plan.~~

~~4.1.13 The established hierarchy of retail and service centres is set out in Table 2.~~

Draft - For EAB

**Table 1- Planned Delivery between 2018 and 2033**

<b>Settlement</b>	<b>Homes (net increase)</b>	<b>Employment floor space (sq.m)</b>	<b>Additional retail (comparison and convenience) floor space (sq.m)</b>	<b>Delivery period (years)</b>
Guildford Town Centre	1,172	3,000	48,000	1-15
Guildford urban area (excluding Town Centre, including SARP)	1,570	8,500	0	1-15
Ash and Tongham	91	0	0	1-15
Inset villages and infill development within identified Green Belt villages	431	7,000	200	1-15
Rural exception housing	90	N/A	NA	1-15
Previously developed land in the Green Belt	299	TBC**	NA	1-15
Ash and Tongham strategic location of growth	1241*	0	0	0
Urban extensions to Guildford including Gosden Hill Farm, and Blackwell Farm (Policies A25 and A26)	3,940	47,000	2,200	1-15
Former Wisley airfield (Policy A35)	2,100	4,300	1,100	1-15
Normandy and Flexford village expansion (Policy A46)	1,100	0	700	1-15
Village extensions (including Ash Green southern site)	993	0	0	1-5
Windfall	625			1-15

\*The figure of 1,241 takes account of a recent permission for 56 homes, which is counted in the LAA (2016) as future provision, rather than with permission and outstanding.



\*\*We expect additional development will come forward at the Pirbright Institute but the exact amount is to be confirmed. Consideration will be given to its employment generating potential.

**Table 2- Hierarchy of retail and service centres**

Type of Centre	Location	Function
<b>Town centre</b>	<b>Guildford town centre</b>	A retail and service centre of sub-regional importance, providing retail, food and drink, leisure and culture and employment opportunities to a wide area.
<b>District centres</b>	<b>Urban</b> <ul style="list-style-type: none"> <li>• Wharf Road, Ash</li> </ul> <b>Rural</b> <ul style="list-style-type: none"> <li>• Station Parade, East Horsley</li> <li>• Ripley</li> </ul>	These three areas function as district centre because of the number and range of retail, services and community uses.
<b>Local centres</b>	<b>20 Local Centres, of which 14 are in towns, and six are in rural areas</b> <p><b>14 urban Local Centres:</b></p> <ul style="list-style-type: none"> <li>• Aldershot Road, Westborough</li> <li>• Collingwood Crescent, Boxgrove</li> <li>• Kingpost Parade, London Road, Burpham</li> <li>• Epsom Road, Merrow</li> <li>• Kingfisher Drive, Merrow</li> <li>• Madrid Road, Guildford Park</li> <li>• Southway, Park Barn</li> <li>• Stoughton Road, Bellfields</li> <li>• The Square, Onslow Village</li> <li>• Woodbridge Hill, Guildford</li> <li>• Woodbridge Road, Guildford</li> <li>• Worplesdon Road, Stoughton</li> <li>• Ash Vale Parade, Ash</li> <li>• The Street, Tongham</li> </ul> <p><b>Six rural Local Centres:</b></p> <ul style="list-style-type: none"> <li>• Bishopsmead Parade, East Horsley</li> <li>• Effingham</li> <li>• Fairlands</li> <li>• Send</li> <li>• Shalford</li> <li>• Shere</li> </ul>	<p>The borough's local centres range from the small centres with only five to 10 commercial premises or public facilities such as library or village halls, through medium sized local centres with between 10 and 15 premises, to large local centres, such as Woodbridge Hill in Guildford which has 29 units.</p> <p>The smaller ones function to provide for everyday retail and service needs for the local population of that immediate area. Some of the larger ones also include a number of more specialist comparison shops.</p>
<b>Future new urban local centres</b>	<p>New local centres will be built as part of mixed-uses strategic developments at Gosden Hill, the former Wisley airfield, Blackwell Farm, and Normandy and Flexford. The location of each will be determined by planning application.</p> <p>When developed, the new local centres will be designated as new Local Centres in the Local Plan review.</p>	

4.1.14— ~~Small parades of shops in towns and villages, and Ladymead Retail Park in Guildford, are not designated centres.~~

### Key Evidence

- Employment Land Needs Assessment (ELNA) ([Guildford Borough Council, 2017](#))
- West Surrey Strategic Housing Market Assessment (SHMA) ([Guildford Borough Council, 2015](#)) and [Guildford Addendum Report 2017](#)
- Land Availability Assessment ([Guildford Borough Council, 2016](#))
- ~~Retail and Leisure Study Update 2014 (Guildford Borough Council, 2015) and Addendum 2017~~
- ~~Traveller Accommodation Assessment (Guildford Borough Council, 2017)~~  
[Housing Needs Assessment](#)  
[Traveller Strategic Housing Land Availability Assessment 2014](#)

### Monitoring Indicators

Indicator	Target	Data source
The number of new homes completed each year	<del>In accordance with the housing target set out in policy S2, 12,426 homes over the plan period (2015 – 2034)</del>	Planning applications and appeals
<del>The amount of employment floor space by type completed over the plan period</del>	<del>37,200 – 47,200 sq m over the plan period</del>	<del>Planning applications and appeals</del>
The number of Traveller pitches and Travelling Showpeople plots	<del>58.43</del> permanent pitches for Gypsies and Travellers and <del>86</del> permanent plots for Travelling Show people between <del>2012 and 2017</del> and 2034  <del>30 pitches for Gypsies and Travellers and 2 permanent plots for Travelling Show people between 2017 and 2027</del> or any new target as identified within an updated Traveller Accommodation Assessment.	Planning applications and appeals

Please note employment and retail floor space is monitored as part of Policy E1 and Policy E7 respectively.

## 4.2 Housing Policies

### Policy H1: Homes for all

#### Introduction

- 4.2.1 We want to deliver a wide variety of high quality homes that provide all tenures, types and sizes of housing to meet the needs and demands of different people in our community. This includes housing for families, older people, people with disabilities, travellers and students. New housing developments must take account of local need to give a genuine choice and mix of housing and help create balanced, sustainable and inclusive communities.

#### **POLICY H1: Homes for all**

##### **Housing Mix**

- (1) New residential development is required to deliver a wide choice of homes to meet a range of accommodation needs as set out in the latest Strategic Housing Market Assessment. New development should provide a mix of housing tenures, types and sizes appropriate to the site size, characteristics and location.
- (2) Development that results in the net loss of all housing or specialist housing, including sites allocated for housing within the Local Plan will not be permitted. Development that results in the net loss of C2 use class or C3 use class accommodation or traveller accommodation, including sites allocated for such use in the Local Plan, will not be permitted.

##### **Density**

~~New residential development is required to make the most efficient use of land whilst responding to local character, context and distinctiveness. Residential densities will vary dependant upon the local area context and character and the sustainability of the location. Higher density development will be supported in Guildford town centre.~~

##### **Accessible homes**

- (3) On residential development sites of 25 homes or more 10% of new homes will be required to meet Building Regulations M4 (2) category 2 standard 'accessible and adaptable dwellings' and 5% of new homes will be required to meet Building Regulations M4 (3)(b) category 3 wheelchair user accessible dwellings standard or any subsequent legislation on making homes accessible and adaptable.

##### **Specialist accommodation housing**

- (4) We will support the provision of well designed specialist forms of accommodation in appropriate sustainable locations is encouraged, taking into account local housing needs.

##### **Student accommodations**

- (5) Purpose built student accommodation for full time higher education Guildford based students will be encouraged on campus locations where appropriate. We expect About 60 per cent of full time Guildford based the University of Surrey eligible students population (full time equivalent) are expected to be provided with student bedspaces

and accommodation on campus.

### **Traveller pitches and plots**

- (6) ~~We will identify Sufficient sites are allocated within the Local Plan for Travellers' accommodation needs as set out in the latest Traveller Accommodation Assessment. These sites are will be for a mix of tenures and provided on a number of small sites and as part of larger development sites to help create sustainable and mixed communities. New sites must have adequate utility services and amenity space, space for related business activities where appropriate, safe vehicular access, turning space and parking and be in areas with reasonable access to schools health services and local services.~~

~~Sites should not significantly impact on the visual amenity and local character of the area or adversely affect an environmentally sensitive location.~~

- (7) Traveller accommodation should be provided on development sites of 500 homes or more whilst there remains an identified need. For 500 to 999 homes two pitches or plots should be provided, for 1,000 to 1,499 homes four pitches or plots, for 1,500 to 1,999 homes six pitches or plots and for 2,000 or more homes eight pitches or plots.

### **Houses in multiple occupation**

- (8) Proposals for houses in multiple occupation that require planning permission will be supported ~~only~~ where the balance of housing types and character of the immediate locality would not be adversely affected and there is sufficient amenity space available.

### **Self-build and custom housebuilding**

- (9) Self-build and custom housebuilding will be supported if the proposed development has no adverse effect on the local character. On development sites of 100 homes or more 5% of the total homes shall be available for sale as self-build and custom housebuilding plots whilst there is an identified need. For phased development, self-build plots must be delivered and serviced at the earliest stage possible. Self-build and custom housebuilding plots are encouraged on smaller residential development sites.
- (10) Self-build plots made available must respond to the sizes identified on the register. Plots must be made available and priced and marketed appropriately as self-build or custom build plots for at least 18 months.

## **Reasoned justification**

4.2.2 We have assessed the types, sizes and tenures of homes required to meet the needs of our community through the Strategic Housing Market Assessment (SHMA). This includes accommodation needs of families, older people, people with disabilities, service families, people wishing to build their own home and students. The Traveller Accommodation Assessment (TAA) has assessed the need for traveller accommodation. We will have regard to the findings of the latest SHMA when determining the right balance of homes in new development and would encourage applicants to discuss housing mix with the Council's Planning and Housing Officers.

4.2.3 From the SHMA 2015 and Addendum Report 2017 we know that in our borough:

- there is a need for 40% one bedroom, 30% two bedroom, 25% three bedroom and 5% four bedroom affordable homes

- there is a need for 10% one bedroom, 30% two bedroom, 40% three bedroom and 20% four bedroom market homes.
- we have an ageing population with a significant projected growth in the over 65 year olds
- there is a projected increase in people with long term health problems or disability
- there is an estimated need for 433242 registered care bedspaces over the plan period
- there is an estimated need for 1,061334 specialist homes for older people over the plan period
- households headed by someone aged under 35 are projected to increase
- there are approximately 15,635 households with dependent children
- there are approximately 4,689 households containing non-dependent children.

4.2.4 ~~We want a~~ flexible housing stock ~~will that~~ helps meet the wide range of accommodation needs so we will expect all new homes to be flexible, accessible, adaptable and age friendly. New homes should support the changing needs of individuals and families at different stages of life. The requirement for 15% of all new residential development to meet Building Regulations M4 (2) category 2 accessible and adaptable dwellings including a percentage of M4 (3)(b) category 3 standard wheelchair user dwellings will help to address the accommodation needs of people with disabilities and older people.

4.2.5 We wish to see an appropriate mix of homes provided across the borough, including the villages. Whilst all new development must be in keeping with the character of the surrounding area this does not preclude the delivery of smaller units as these are capable of being designed in such a way that respects the prevailing built form.

4.2.6 In most cases the accommodation needs of different groups will be met as part of the general housing supply within the overall assessed housing need (use class C3 dwelling houses) through a mixture of different tenure, size and designed homes. ~~E~~The ~~exceptions~~ to this include is residential care or nursing homes, student halls of residence and traveller accommodation.

4.2.7 For the purpose of monitoring the contribution of new homes towards our identified local housing requirement, we will include use class C3 dwellings<sup>1</sup> and certain uses that do not have a specific use class (known as sui generis uses<sup>2</sup>) such as large houses in multiple occupation or self-contained accommodation for the elderly. We have different targets for traveller accommodation that we will monitor separately. Purpose built student accommodation on campus and use class C2 residential institutions for older people are considered separately from general housing needs in this plan. Any additional student accommodation or residential institutions built over and above projected need (as identified in the SHMA) will count towards the general housing requirement, based on the amount of accommodation it releases into the general housing market.

### ~~Density~~

~~4.2.8 We have a responsibility to use our natural resources, such as land, wisely. Efficient use of land is essential. Housing density describes the number of homes developed within a particular site area. It is usually calculated by the number of dwellings per hectare (dph). Increasing densities can help to reduce the land needed for new homes and make development more sustainable. It can also support more facilities and services. Certain areas can accommodate higher densities provided there is no~~

<sup>1</sup> Self-build and custom built houses are classed as C3 use class dwellings.

<sup>2</sup> The Use Classes Order 1987 (as amended)

~~adverse impact on the character of the area and the infrastructure is able to cope. Planning applications will be assessed on a case by case basis having regard to the local context, character of the surrounding local area and the sustainability of the location. This will include consideration of established street patterns, plot sizes, spaces around buildings, and relationship with nearby buildings as well as form, massing, height of existing buildings and structures, and materials.~~

## **Family housing**

- 4.2.9 The number of children under 15 is projected to increase throughout the plan period. We also know that households with dependent children are more likely to be overcrowded, therefore we need to plan carefully for family housing. This includes encouraging a reasonable quality and size of accommodation in the private rented sector, in particular two and three bedroomed homes.

## **Accessible accommodation and hHousing for older people**

- 4.2.10 ~~We need to provide suitable homes for the current and projected growth in the number of older people living in our community.~~ Different types of homes are required to offer a real choice of accommodation, be it smaller well-located market housing, accessible or adaptable accommodation, step-free housing or more specialised homes offering improved safety and support suited to the various needs of people. ~~The need for residential care or nursing homes is also recognised.~~ Requiring 15% of new residential development (on sites of 25 homes or more) to meet the building regulations 'accessible and adaptable dwellings' M4(2) or 'wheelchair user dwellings' M4(3) standard will help our future housing stock meet identified accommodation needs. Relaxing the requirement for new homes to meet Building Regulation standard M4(3)(b) wheelchair accessible dwellings to the more flexible M4(3) (a) wheelchair adaptable dwellings standard will only be agreed where substantial evidence is provided to justify an exception. The percentage may be altered to reflect figures in the latest Strategic Housing Market Assessment.
- 4.2.11 Providing suitable homes will help meet the needs of the current and projected growth in the number of older people living in our community. Housing stock should be flexible to meet the needs of an ageing population and enable people to remain in their own homes for longer should they wish. Smaller homes in suitable locations should also be provided to enable people to downsize and either remain within their local community or move to an alternative area with good improved access to local facilities. Integrating technology in new homes can assist with telecare and telemedicine facilities.
- ~~4.2.11~~ Good design such as level access and flush thresholds to properties, a WC at entry level, door openings of a suitable width and care with the design and internal layout and circulation space can help ensure accommodation is adaptable and wheelchair friendly. Considering factors including a building's layout, materials, soundproofing and good lighting can also help people with dementia or sight loss to continue to live as independently as possible. With increasing life expectancy, the need for residential care or nursing homes for the frail elderly is also recognised.

## **Self-build and custom housebuilding**

- ~~4.2.12 We have a legal responsibility to keep a register of individuals or interested~~

~~associations that are seeking a plot of land to construct a self-build or custom build house as a sole or main residence. We will have regard to the information on the register when carrying out our planning, housing, land disposal and regeneration functions.~~

### **Specialist accommodation**

- 4.2.13 Some of our community need accommodation that caters for their specific needs. This is often for more vulnerable members of our society, such as the frail, elderly or those needing specialist social support, who would benefit from on-site support. To create inclusive communities, this type of accommodation should be located in accessible areas with links to public transport and local facilities.
- 4.2.14 Vulnerable people can include those who are homeless, people with physical or mental health issues, people with learning difficulties, people with alcohol or drug problems, young people at risk, ex-offenders and those at risk of domestic violence. A stable environment enables people to have greater independence and a chance to improve their quality of life.
- 4.2.15 Specialist accommodation includes hostels, homes for those in later life such as extra care housing, homes for those with disabilities and support needs, and residential institutions. Accommodation should be well designed to ensure it is adaptable and wheelchair friendly. We will work with our partners, including Surrey County Council, to identify and secure provision of suitable sites for specialist housing.

### **Student accommodations**

- 4.2.16 Guildford town is fortunate to have a variety of further and higher education establishments including the University of Surrey, Guildford School of Acting, the University of Law, Guildford College including Merrist Wood, the Academy of Contemporary Music and the School of Horticulture at RHS Wisley. The University of Surrey is by far the largest student establishment in the borough and has purpose built accommodation on and off campus.
- 4.2.17 Some students live at home, live on campus, live in purpose built student accommodation either on or off campus, rent rooms in private shared houses or have alternative accommodation arrangements such as using rooms at the YMCA or home stays. Many students are part-time or undertake long distance learning courses. Whilst students should have a choice of accommodation, this should be balanced with the housing needs of the general population.
- 4.2.18 To minimise the pressure on the existing housing stock it is important that new accommodation is provided to meet any significant increase in full-time Guildford-based students, ~~numbers is matched by the provision of purpose built student accommodation.~~ Windfall sites in sustainable locations close to higher education establishments may be suitable for purpose built student accommodation; however, we will resist purpose built student accommodation on sites allocated for C2 or C3 use class housing. The University of Surrey projects a significant growth in student numbers over the plan period (as set out in the Strategic Housing Market Assessment) and ~~it is therefore expected required~~ to accommodate a proportion of student bedspaces in halls of residence or purpose built student accommodation on campus, ~~as set out in the most up to date Strategic Housing Market Assessment.~~ Our housing target includes provision for future Guildford-based students opting to live in market housing. Together, these measures ~~This~~ will enable the

University of Surrey to grow at a sustainable rate whilst minimising the impact on the local housing market.

~~4.2.19 For the purpose of this policy the term 'eligible students' applies to students requiring accommodation in the locality and excludes those students not requiring student accommodation such as those on distance learning courses, year out placements, part-time students and those living in their own or family home.~~

#### **Traveller pitches and plots**

4.2.20 National planning policy for travellers is set out in Planning Policy for Traveller Sites and the National Planning Policy Framework and we will expect all new sites to meet the requirements of national this policy. New traveller sites should have adequate utility services and amenity space, safe turning space and parking and be in areas with reasonable access to schools, health services and local services. Travelling showpeople sites may also need space for related business storage.

4.2.21 The Guildford borough Traveller Accommodation Assessment (TAA) 2017 found that there was an accommodation need for travellers and settled travellers and for a mix of tenures for both public and private sites. ~~We support sSmall-scale tTraveller sites (up to nine pitches or plots) are supported~~ as we believe these will better integrate with the locality. Where larger sites exist, we will support reconfiguration and improvements to the overall living conditions.

4.2.22 ~~We have identified sSufficient sites are identified~~ within the Local Plan borough to meet the accommodation needs for 58 43 permanent pitches for Gypsies and Travellers and 86 permanent plots for Travelling Showpeople up to 2034 17. ~~Between 2017 and 2027 there is a need for an additional 30 pitches and 2 plots or any new target as identified within an updated Traveller Accommodation Assessment.~~

4.2.23 Our TAA found no evidence of need for a transit site within our borough. However, we will continue to work with neighbouring authorities to address the issue of transit sites if necessary.

4.2.24 ~~We require tTraveller accommodation is required~~ within development sites of 500 homes or more to help create sustainable, mixed communities with suitable accommodation-housing for all. The loss of pitches or plots will be strongly resisted.

#### **Houses in multiple occupation**

4.2.25 Houses in multiple occupation (HMOs) are dwellings lived in by more than one family or groups of individuals who share facilities such as a kitchen or bathroom. They provide a valuable source of accommodation to meet the needs of some of our local population. They can offer a more affordable way to live in the borough, particularly for students, low paid workers and key workers such as police, teachers and nurses who cannot afford to access housing on the open market. However, it is important to get the balance of housing types right in an area to ensure it remains a vibrant community and to maintain the character of the area.

4.2.26 A concentration of homes leased to students can result in empty properties outside term time and impact on the vitality of an area. Therefore, when planning permission is required to convert a house into an HMO we will look carefully at the existing situation within that particular street. Currently, you do not need planning permission to convert a



dwelling house to a HMO for ~~fewer less~~ than six people.

- 4.2.27 We will work closely with colleagues to monitor the impacts of HMOs and refuse planning applications for conversions of existing houses to those in multiple occupation where the balance of housing types would be adversely affected.

### **Self-build and custom housebuilding**

- 4.2.27a There is a legal responsibility to keep a register of individuals or interested associations that are seeking a plot of land to construct a self-build or custom build house as a sole or main residence. We will have regard to the information on the register when carrying out our planning, housing, land-disposal and regeneration functions.
- 4.2.27b To help deliver a wide choice of accommodation the provision of self-build or custom housebuilding plots is required within residential schemes of 100 homes (gross) or more. A figure of 5% of the total homes numbers shall be available for sale as self-build and custom housebuilding plots whilst there is an identified need on our Self-build and Custom Housebuilding Register.
- 4.2.27c On strategic development sites, the delivery of a significant proportion of self-build or custom build plots will be expected within the first phase of development. Where a site has 5 or more self-build or custom build dwellings the Council may require these dwellings to be developed in accordance with an agreed design code. Where plots have been available at market value and marketed appropriately for at least 18 months and have not sold, the plot(s) may remain on the open market as self-build or be built by the developer.
- 4.2.27d Higher density residential sites for flatted developments are unsuitable for self-build and custom housebuilding plots; they are therefore exempt from the requirement to provide plots.

### **Delivery**

- 4.2.28 The housing mix will be delivered by:
- ensuring an appropriate mix of accommodation within residential planning applications by working with developers
  - updating the Strategic Housing Market Assessment to show any changes that need to be reflected within the housing mix
  - monitoring the effectiveness of the policy and adjusting as appropriate
  - working with further education establishments to identify student accommodation needs
  - working with our partners including Surrey County Council to identify and secure suitable specialist housing sites.
- 4.2.29 Traveller pitches and plots will be delivered by:
- identifying possible public and private pitches and plots within the Land Availability Assessment
  - allocating identified sites for traveller accommodation
  - granting planning permission for suitable sites that meet policy criteria and
  - reviewing the accommodation needs of the travelling community through an updated Traveller Accommodation Assessment to inform the 15-year projection where appropriate.

## Key Evidence

- ~~National Planning Policy Framework 2012~~
- ~~Planning Policy for Traveller Sites 2015~~
  - West Surrey Strategic Housing Market Assessment (Guildford Borough Council, 2015) and Guildford Addendum Report 2017
  - Census 2011
  - ~~Guildford borough~~ Traveller Accommodation Assessment (Guildford Borough Council, 2017)
  - ~~Guildford Borough Council~~ Land Availability Assessment (Guildford Borough Council, 2016)

Draft - For EAB

## Monitoring Indicators

Indicator	Target	Data source
<p>Delivery of different size and types of housing compared to the identified mix in the Strategic Housing Market Assessment</p> <p><del>Monitoring the density of development granted planning approval</del></p> <p>Monitoring planning approval for new or extended older persons' specialist housing (including care homes and warden-assisted accommodation) or general specialist housing.</p>	To deliver the identified mix of housing sizes, types and numbers as set out in the latest Strategic Housing Market Assessment.	Planning applications
<p>Number of pitches or plots granted planning permission for traveller accommodation, measured against the targets set out in this policy or, if applicable, an updated <u>Traveller Accommodation Assessment</u></p> <p>The number of unauthorised or illegal traveller encampments or developments and enforcement action.</p>	To meet the need for traveller accommodation as set out in this policy, or the latest Traveller Accommodation Assessment or any document which replaces this.	Planning applications
<p>Number of planning applications <del>applications</del> for student accommodation <del>and self-build or custom build housing.</del></p>	To meet the need as set out in the latest Strategic Housing Market Assessment <del>or on the Self-build and Custom housebuilding register.</del>	Planning applications
<p><u>Number of planning applications for self-build or custom build housing.</u></p>	<u>To meet the need as set out in the Self-build and Custom housebuilding register</u>	<u>Planning applications</u>
<p>Monitor the number of Houses in Multiple Occupation planning applications</p>	To monitor the balance of housing types in the immediate locality	Planning applications

## Policy H2: Affordable Homes

### Introduction

- 4.2.30 Guildford borough is generally a prosperous area of the country, offering a good quality of environment in its towns and rural areas, in close proximity to a wealth of employment and leisure opportunities. This does come at a price. High demand to live here and limited supply are amongst the factors that have contributed resulted into one of the borough being one of the least affordable areas of the country, outside of London, to live in.
- 4.2.31 The West Surrey Strategic Market Assessment 2015 indicates that approximately half of all Guildford households over the plan period will not be able to afford to buy or rent a home that meets their needs on the open market without subsidy. 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.
- 4.2.32 Affordability is of greatest concern to those on the lowest earnings, including first time buyers. For this reason we measure affordability using the ratio of the lowest 25 per cent of earnings to the lowest 25 per cent of house prices, which gives an affordability ratio. The higher the ratio, the less affordable housing is (it is in effect how many multiples of a person's salary would be needed to buy a home). Government figures show that the borough's affordability ratio was 10.92 in 2013 (the most recent data published), higher than Surrey's ratio of 10.89 and much greater than England's ratio of 6.45<sup>1</sup>.
- 4.2.33 Sufficient housing to meet the needs of the borough's population will ensure that the borough thrives, with mixed, balanced communities. As well as the benefits it can provide to people's lives, families and communities, suitably sized, priced and located housing can also help to support the economy by ensuring people with a wide variety of occupations can live in the borough and potentially reducing travel to work journeys.

### **POLICY H2: Affordable homes**

- (1) As well as providing and managing affordable homes ourselves, the Council will work with registered providers, developers and landowners to increase the number of affordable homes in the borough to ward contribute to meeting identified needs. These will be provided on developments providing solely affordable housing either on public sector-owned land or developments by registered providers.
- (2) ~~These~~ We will also seek affordable homes ~~on -will be provided on-~~ sites providing five or more homes, or sites of 0.17 ha or more regardless of the number of homes. We will seek -At at least 40 per cent of the homes on these sites must be as affordable homes. ~~and on developments providing solely affordable housing either on public sector-owned land or developments by registered providers.~~
- (3) The tenure and number of bedrooms size of the affordable homes provided on each qualifying site must contribute, to the Council's satisfaction, towards meeting the mix of affordable housing needs identified in the Strategic Housing Market Assessment 2015,

<sup>1</sup> CLG tables all figures 2013

or subsequent affordable housing needs evidence. This currently includes a tenure split of at least 70% Affordable ~~R~~ented, with the remainder being other forms of affordable housing. Affordable ~~R~~ent must be no more than the maximum level set out in our most recent housing guidance or strategy.

~~Developers will be expected to provide land for affordable homes at nil value.~~

- (4) Affordable housing contributions may be provided off-site, or by payment in lieu where the Council agrees that on site provision and management would be impractical due to size and / or location of the development. Off-site provision or payment in lieu is expected to enable the same amount of additional affordable housing as would have been delivered on site.
- (5) We will not grant planning permission for development that would result in the net loss of any affordable homes that have been built, that were secured by planning obligation or condition.

### **Reasoned Justification**

- 4.2.34 ~~“Affordable Housing” and “Affordability”~~ are defined in the Glossary ~~included~~ at Appendix A. Affordable housing must include provisions to remain at an affordable price for future households or for the subsidy to be recycled for alternative affordable housing. Affordable housing includes social rented, affordable rented and intermediate housing provided to eligible households whose needs are not met by the market. We will require the provider of social and affordable rented housing to have a local presence in management of affordable homes.
- 4.2.35 This policy applies to all new homes within the C3 Use Class. This generally includes retirement homes, as well as self-contained studio flats for a single household, whether specifically aimed at students or not. It does not apply to residential institutions such as care homes and nursing homes. Assisted living, extra care and other sui generis C2 residential developments may be required to make provision; these will be considered on a case-by-case basis.

### **Off-site provision and payments in lieu of on-site provision**

- 4.2.36 Affordable housing should be provided on the development site in order to contribute towards mixed communities. Affordable housing contributions may be provided off-site, or by payment in lieu where the Council agrees that on site provision and management would be impractical due to size and / or location of the development. Exceptionally, in negotiating planning applications, the Council may accept off-site provision of payment in lieu ~~for larger developments where planning permission has not already been granted~~. In both cases, the Council must be satisfied that:
  - (a) 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
  - (b) appropriate arrangements are in place identifying the alternative site on which the affordable housing is to be provided
  - (c) 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.~~

4.2.37 ~~We will revise t~~The Planning Contributions Supplementary Planning Document 2017~~4 to~~ includes a formula for calculating affordable housing payments in lieu of on-site provision.

### Viability

4.2.38 Land values and property prices are generally high across the borough, although with considerable variation. Our viability evidence shows that the vast majority of housing developments in most locations in the borough are viable providing an affordable housing contribution of 40 per cent.

4.2.39 We will expect developments to provide the required amount of affordable housing in accordance with this policy and Guildford Planning Contributions Supplementary Planning Document (SPD). In considering viability, developers will be expected to have taken into account the costs of meeting policy requirements, including the provision of affordable housing and ~~other~~ infrastructure requirements in the price paid for a site. Where we consider that these requirements ~~have were~~ not been satisfactorily taken into account in the purchase of land or of an option, we will not accept a lower rate of provision ~~based on such viability appraisals~~. Where developers raise viability concerns with providing the required proportion of affordable housing, they will be expected to meet the costs of the Council's financial appraisals as well as their own.

4.2.40 There may be some circumstances where abnormal costs would make the scheme unviable to deliver. ~~In general, a need to make profit over and above the standard developer's profit in order to fund other community benefits will not be accepted as an abnormal cost.~~ Where developers demonstrate to our satisfaction that providing the amount of affordable housing required by this policy would not be economically viable, we ~~may will follow consider~~ the following ~~cascade mechanism~~ to assist with delivering a scheme:

- (a) 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
- (b) reduce the overall number of affordable homes

4.2.41 Developments that seek to avoid the requirements of this policy by failing to make most 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 must be made.

4.2.42 In calculating the number of affordable homes to be provided on a site, fractions of homes will sometimes be required. In order to avoid requirements for fractions of homes we will therefore round up any part requirement of an affordable housing dwelling in line with common convention at 0.5 of a home, and down at 0.4 or less. A replacement home would not therefore make any contribution.

4.2.43 If a developer demonstrates that rounding up from half a dwelling or more would result in the development being unviable, we will negotiate a variation in tenure of some affordable homes, or a lesser number of affordable homes.

4.2.44 We will ring-fence financial contributions in lieu of on-site provision to help provide more affordable homes elsewhere in the borough, for example by assisting delivery of conversions of buildings or building new affordable homes on Council-owned land.

## Key Evidence

- Tenancy Strategy ([Guildford Borough Council, 2013](#))
- Guildford Housing Strategy 2015 – 2020 ([Guildford Borough Council, 2015](#))
- West Surrey Strategic Housing Market Assessment ([Guildford Borough Council, 2015](#)) and [Guildford Addendum Report 2017](#)
- ~~December 2014,~~ Guildford Local Plan Viability and Affordable Housing Study ([Guildford Borough Council, 2014](#))
- ~~Guildford borough~~ Traveller Accommodation Assessment ([Guildford Borough Council, 2017](#))

## Monitoring Indicators

Indicator	Target	Data source
Number of new-build affordable homes approved, and as a % of all homes approved	40	Monitoring report
Number of affordable homes approved as a percentage of policy requirement (i.e. on sites above the qualifying site size threshold)	100%	Monitoring report
Percentage of all new build affordable homes that are for rent	70%	Monitoring report

## Policy H3: Rural exception homes

### Introduction

- 4.2.45 In many rural Green Belt areas of ~~Guildford the~~ borough high house prices and a limited supply of new affordable homes restrict the potential for resident and newly-forming households and those working in the parish to live in a home of their own that they can afford. People who cannot afford to access market housing that meets their needs, either to rent or to buy, need affordable homes. People in this situation who have connections to rural parishes through family, recent past residence, or current employment may be eligible for ~~R~~rural exception housing.
- 4.2.46 As an exception to other development plan policies including Green Belt policy, we will support the provision of rural exception housing. This is affordable housing provided on small sites in rural areas on Green Belt land, as an exception to other planning policies. Such housing must be retained permanently for people who are current or former residents, or who have a family or employment connection to the parish.

### **POLICY H3: Rural exception homes**

- (1) Small affordable housing developments, including pitches for travellers, will be permitted to meet identified local affordable housing needs provided that:
- (a) the site adjoins or is closely related to, and in safe and easy-reasonable walking distance of a defined or a non-defined rural settlement, and
  - (b) the number, size and tenure of homes would be appropriate to meet, or to contribute to meeting, the identified ~~local~~ affordable housing needs of the local community, and
  - (c) the affordable homes are all secured ~~as affordable homes~~ in perpetuity.

### Reasoned Justification

- 4.2.47 There are fewer opportunities to build new homes in our small rural settlements surrounded by, or designated as Green Belt than there are in and around the towns of Guildford, and Ash and Tongham due to more restrictive policies on housing in countryside and particularly in the Green Belt. Reflecting this reduced opportunity, legislation enables us to secure affordable housing in perpetuity in and around most of the villages in the borough. In the villages and parishes listed in the legislation we can secure rural exception housing in perpetuity, secured by planning obligation. In the parishes of East Horsley and Send, rural exception housing may be delivered providing the protection is in place to secure these permanently as affordable housing<sup>1</sup>.

<sup>1</sup> This is because they are not designated as “rural areas” by the Housing (Right to Acquire or Enfranchise) (Designated Rural Areas in the South East) Order 1997. East Horsley and Send therefore are not exempt from the right to acquire or right to enfranchise, and so affordable housing cannot automatically be secured in perpetuity. In order for a rural exception scheme to be granted planning approval in East Horsley or Send, the housing provider will have to demonstrate that mechanisms are in place to ensure that the properties remain as affordable housing in perpetuity, for example being held in a Community Land Trust and let on terms which would not allow the freehold to be acquired by the resident and/or sold on the open market.



- 4.2.48 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.
- 4.2.49 We will work with parish councils, the Surrey Rural Housing Enabler and landowners to understand the affordable housing needs of people with a local connection to specific rural areas. In applying this policy, consideration will be given to the needs of the local community by accommodating households who have a current employment or family connection, or are current or recent former residents of the Parish. ~~This includes a cascade approach to the allocation of rural exception housing.~~ We will also facilitate provision of rural exception sites for local agricultural workers, and for local traveller needs where such a need is demonstrated. Traveller exception housing will be provided on council-owned public pitches on small, suitably located sites in the Green Belt.
- 4.2.50 Local Rural Housing Needs Surveys are generally carried out by the Surrey Rural Housing Enabler, working with the Council and Parish Councils. We have a rolling programme of surveys for the borough's Parishes. Over half of the parishes in the borough already have local housing needs surveys, although such surveys must be up-to-date if they are to be used in support of a planning application for rural exception housing. Developers may also carry out their own surveys, provided these are verified by the Council and the Rural Housing Enabler. The need for affordable pitches for Travellers' accommodation is reported in Guildford's Traveller Accommodation Assessment 2013.
- 4.2.51 Rural exception housing will be delivered by Registered Providers, and by private developers.
- 4.2.52 There may be situations where a developer demonstrates that a rural exception scheme would be unviable ~~without public subsidy~~. In such situations, and where there are no alternative sites available to provide the identified local affordable housing needs (as required by national policy) we may consider permitting the minimum number of market homes to make the scheme viable. We 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. 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.
- 4.2.53 Land values are generally high across the borough. 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, we will require submission of a development appraisal. In considering this, we will limit the threshold land value of the site 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.
- ~~4.2.54 To ensure that the housing is secured permanently to meet local affordable housing needs, we will require the affordable housing provider to enter into a planning obligation with cascade provisions. This 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).~~

## Key Evidence

- Parish housing needs surveys (various dates)
- West Surrey Strategic Housing Market Area Assessment ([Guildford Borough Council, 2015](#)) and [Guildford Addendum Report 2017](#)
- Local Plan Viability and Affordable Housing Study ([Guildford Borough Council, 2014](#)), and update 2016
- Tenancy Strategy ([Guildford Borough Council, 2013](#))
- Guildford Housing Strategy 2015-2020 ([Guildford Borough Council, 2015](#))
- ~~Guildford borough~~ Traveller Accommodation Assessment ([Guildford Borough Council, 2017](#))

## Monitoring Indicators

Indicator	Target	Data source
Number of rural exception homes permitted by planning application	NA	Planning applications and appeals
Number of starter homes permitted on rural exception sites	NA	
Number of market homes approved on rural exception sites for viability reasons	NA	

Draft - For EMB

## 4.3 Protecting Policies

### Policy P1: Surrey Hills Area of Outstanding Natural Beauty (AONB) and Area of Great Landscape Value

#### Introduction

- 4.3.1 Areas of Outstanding Natural Beauty (AONB) are parts of the countryside considered to have significant landscape value in England, Wales and Northern Ireland. AONBs were originally identified via the National Parks and Access to the Countryside Act 1949, with the primary purpose to conserve the natural beauty of the landscape. Natural England is currently responsible for the designation and review of AONBs.
- 4.3.2 The Surrey Hills AONB offers some of the most beautiful and accessible countryside in the South East and includes both striking views and access to natural green space. The designated area covers a large part of our borough, stretching across the North Downs from Farnham through to Oxted in the east.
- 4.3.3 In addition to the Surrey Hills AONB, the borough contains land designated as an Area of Great Landscape Value (AGLV), located in parts of the North Downs and which predominantly abuts the Surrey Hills AONB. The designation was originally introduced by the Town and Country Planning Act 1947 and defined as an area of land in England that has a particular scenic value.
- 4.3.4 The area ~~we~~ currently ~~recognise designated~~ as AGLV was identified through the expired Surrey County Structure Plan and has been carried forward through individual local plans. Whilst the AGLV has acted as a buffer to the AONB, it also has its own inherent landscape quality and is significant in conserving the landscape setting of some towns and villages. The AGLV remains an important contributor to the quality of the environment in the borough in its own right as well as supplementing the high landscape quality of the surrounding areas. However, as a local designation, the AGLV holds less weight than the AONB in policy terms.

## **POLICY P1: Surrey Hills Area of Outstanding Natural Beauty and Area of Great Landscape Value**

- (1) The Surrey Hills Area of Outstanding Natural Beauty (AONB) will be conserved and enhanced to maximise its special landscape qualities and scenic beauty. ~~protect it from inappropriate development. All proposals will be considered against whether they:~~
  - ~~• conserve and/or enhance the setting and views of the AONB~~
  - ~~• conserve wildlife, historic objects or natural phenomena within it~~
  - ~~• promote its enjoyment by the community and visitors to the area~~
  - ~~• support the rural economy of the Surrey Hills area~~
  - ~~• provide or maintain public access to the AONB.~~
- (2) In accordance with national planning policy, there will be a presumption against major development in the AONB except in exceptional circumstances and where it can be demonstrated to be in the public interest.
- (3) High priority will be given to the conservation and enhancement of the natural beauty of the AONB and development proposals must have regard to protecting its setting.
- (4) Development proposals will also be assessed against the provisions of the current Surrey Hills AONB Management Plan.

~~Whilst the AONB designation does not preclude specific types of development in the Surrey Hills and proposals will be assessed on their individual merits, there will be a presumption against major development in the AONB in accordance with the NPPF. Exceptions may only be made for proposals that meet both criteria specified in paragraph 116 of the NPPF.~~
- (5) The AGLV will be retained until such time as there has been a review of the AONB boundary. Development Proposals within the AGLV will be required to demonstrate that they would not ~~result in harm~~ the setting of the AONB or the distinctive character of the AGLV itself.

### Reasoned Justification

- 4.3.5 The NPPF is clear that AONBs should be afforded the highest level of protection in relation to landscape and scenic beauty. ~~As the local planning authority we have a duty and an opportunity to ensure that this is achieved.~~ All development proposals within and adjacent to the AONB will be expected to conserve or enhance its special qualities.
- 4.3.6 ~~Applications for major development in the AONB will be refused unless exceptional circumstances are demonstrated and the development is proven to be in the public's' interest.~~ In considering major applications in the AONB, the Council will have regard to the principles criteria outlined in Policy 8 and Paragraph 116 of the NPPF. ~~Whilst there remains a lack of national guidance, the Council~~ Whether a proposal constitutes will define 'major development' will be considered on a case-by-case basis, taking into account relevant factors such as the size, scale and setting of the proposed development.
- 4.3.7 The AGLV will retain its status until the case for an amended AONB boundary has been considered by Natural England. In September 2013 the Surrey Hills AONB Management Board submitted a formal request for Natural England to consider a modification to the

AONB boundary. The request was informed by the findings of a Landscape Character Assessment and Evaluation of natural beauty, which identified 38 candidate areas to be included within the Surrey Hills AONB.

- 4.3.8 Natural England has subsequently agreed to undertake a review of the AONB boundary and will consider further evidence presented to them. ~~A date has not yet been set for the commencement of the review but the work is included within Natural England's current work programme. Prior to the completion of the review, the review is not anticipated to commence until 2018 at the earliest. In the meantime, the identified~~ candidate areas ~~identified~~ will retain their current status as AGLV.
- ~~4.3.8a~~ Once the AONB boundary review is completed, the AGLV designation within the borough is likely to subside. However, the landscape character of the countryside remaining outside the AONB boundary will be protected and enhanced through criteria based policies, and if appropriate, local designations included within the Development Management Policies DPD.
- ~~4.3.9~~ ~~We know that t~~The Surrey Hills AONB is valued by those that live in the borough and contributes to residents' quality of life. It also attracts visitors to the borough and brings economic investment to the area, thus demonstrating that the AONB has more than just a 'physical' value. The current Surrey Hills AONB Management Plan (2014-2019) acknowledges these wider values and interprets the AONB as a 'living landscape', which constantly changes across seasons and in response to the many social and economic forces placed upon it.
- ~~4.3.10~~ As required by the Countryside and Rights of Way Act 2000 (the CRoW Act), ~~we have the~~ ~~Council has~~ a statutory responsibility to prepare and review the AONB Management Plan every five years. The Surrey Hills Board AONB, in collaboration with ourselves and other relevant local authorities and partner organisations, produces the management plan that sets out a vision, framework and management policies to supplement local plans. The document is a key tool in the decision-making process of all districts and boroughs that share the AONB and whom also have a role in its protection. The management plan is a material consideration in determining planning applications within and adjacent to the AONB.

### Key Evidence

~~Guildford~~ Landscape Character Assessment (~~Guildford Borough Council, —January 2007~~)  
Surrey Hills AONB Areas of ~~s~~Search ~~n~~Natural ~~b~~Beauty ~~e~~Evaluation ~~—October (Surrey County Council, 2013)~~

Surrey Hills Area of Outstanding Natural Beauty Management Plan 2014-2019 (~~Surrey Hills Board, 2014~~)

- ~~• Sustainability Appraisal~~
- ~~• Habitats Regulations Assessment~~

**Monitoring Indicators**

Indicator	Target	Data source
<del>Number</del> <u>Percentage</u> of appeals allowed for applications for major development in the AONB	Reduction in the <del>number</del> <u>percentage</u> of appeals allowed	Planning applications and appeals

Draft - For EAB

## Policy P2: Green Belt

### Introduction

- 4.3.11 Most of our open countryside is designated as part of the Metropolitan Green Belt that surrounds London. The main aim of Green Belt is to prevent urban sprawl by keeping land permanently open. Green Belt also provides opportunities for people to access the countryside, to protect land for agriculture, forestry and similar land uses, and for nature conservation.
- 4.3.12 Historically all the villages, except Ash Green, and major previously developed sites have been washed over by the Green Belt designation. However, the national planning policy states that only those villages whose open character makes an important contribution to the openness of the Green Belt should be included in the Green Belt. Those that do not should be inset, or removed, from the Green Belt and other development management policies used to restrict any inappropriate development.
- 4.3.13 The following villages are now inset from the Green Belt: Chilworth, East Horsley, Effingham, Fairlands, Flexford, Jacobs Well, Normandy, Peasmarsh, Ripley, Send, Send Marsh/ Burnt Common, Shalford, West Horsley and Wood Street Village.
- 4.3.14 Whilst not villages, a similar approach is applicable to major previously developed sites in relation to whether they should remain washed over or be inset from the Green Belt. National policy requires that land which it is unnecessary to keep permanently open should not be included in the Green Belt. If major previously developed sites are of sufficient scale and do not possess an open character, it is not considered necessary for them to remain within the Green Belt.
- 4.3.15 The following major previously developed sites are now inset from the Green Belt: Henley Business Park, HM Prison Send, Keogh Barracks, Mount Browne, Pirbright Barracks, Pirbright Institute, [Send Business Park](#) and the University of Law Guildford.
- 4.3.16 National planning policy requires that Green Belt boundaries are only amended in exceptional circumstances and that this must be undertaken as part of the Local Plan process. We consider that exceptional circumstances exist to justify the amendment of Green Belt boundaries in order to facilitate the development that is needed and promote sustainable patterns of development.
- 4.3.17 Whilst the general extent of the Green Belt has been retained, land has been removed from the Green Belt in order to enable development around Guildford urban area, selected villages, and at the former Wisley airfield. The Green Belt boundary has also been extended between Ash Green village and the Ash and Tongham urban area in order to prevent coalescence.

## POLICY P2: Green Belt

- (1) ~~The Metropolitan Green Belt~~We will continue to be protected ~~the Metropolitan Green Belt~~, as ~~shown-designated~~ on the ~~proposals-policies~~ map, against inappropriate development. In accordance with national planning policy, the construction of new development will be considered inappropriate and will not be permitted unless very special circumstances can be demonstrated.
- (2) Certain forms of development are not considered to be inappropriate. Proposals will be permitted where they are consistent with the exceptions listed in national planning policy and, where relevant, also meet the following criteria:

### Extensions or alterations

- (3) The extension or alteration of a building provided that it would not result in disproportionate additions over and above the size of the original building.

### Replacement buildings

- (4) The replacement of a building, provided the new building:
  - (a) would be in the same use, and
  - (b) is not materially larger than the one it replaces, and
  - (c) is sited on or close to the position of the existing building.

### Limited infilling

- (5) Limited infilling within the identified settlement boundaries of the following villages: Albury, Compton, East Clandon, East Horsley (south), Gomshall, Holmbury St Mary, Peaslake, Pirbright, Puttenham, Ripley, Shere, West Clandon and Worplesdon.
- (6) Limited infilling may also be appropriate outside the inset or identified settlement boundaries, and in the following villages, where it can be demonstrated that the site is as a matter of fact ~~on the ground~~ within the village:  
Artington, Eashing, Farley Green, Fox Corner, Hurtmore, Ockham, Seale, Shackelford, The Sands, Wanborough and Wisley.

## Reasoned justification

- 4.3.18 Whilst most forms of development are considered inappropriate in the Green Belt, national planning policy lists certain exceptions which are not inappropriate. These are set out in paragraphs 89 and 90 of the National Planning Policy Framework. The exceptions listed include development such as new buildings for agriculture and forestry, and the redevelopment of previously developed land ~~where it would not have a greater~~subject to the impact on the openness of the Green Belt.
- 4.3.19 Further clarification is provided below in relation to extensions or alterations of buildings, replacement buildings and limited infilling. We will also prepare a Green Belt Supplementary Planning Document (SPD) which will provide further detail and guidelines to help inform development proposals.

### Extensions or alterations

- 4.3.20 In assessing whether an extension or alteration is disproportionate, account will be taken



of the forthcoming Green Belt Supplementary Planning Document (SPD), which will be prepared to support this policy. This will set out guidelines including guidance on the scale of development that **the Council** is likely to ~~be considered~~ appropriate and how ~~this will be calculated~~we will calculate this. This will help provide greater clarity to any applicants wishing to extend their homes although any guideline figures therein would still need to be considered in relation to other design criteria.

- 4.3.21 For the purpose of this policy, the original building is defined as the building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally. For the avoidance of doubt, if no building existed on 1 July 1948, then the original building is considered to be the first building as it was originally built after this date.

### **Replacement buildings**

- 4.3.22 In assessing whether the replacement building is materially larger, account will also be taken of the forthcoming Green Belt Supplementary Planning Document (SPD) which will provide guidance on the scale of development which is likely to be considered appropriate.
- 4.3.23 Replacement buildings are expected to be sited on or close to the position of the original building, unless it can be clearly demonstrated that an alternative position would reduce the overall impact on the openness of the Green Belt.

### **Limited infilling**

- 4.3.24 Development within villages in the Green Belt is limited to small scale infilling. This reflects the need to protect the openness of the Green Belt. Case law has now established that this exception is applicable to all villages and not restricted to sites that fall within identified settlement boundaries in local plans. Instead, the decision-maker is required to consider whether the site is, as a matter of fact ~~on the ground~~, within the village.
- 4.3.25 In order to provide some certainty, settlement boundaries have nevertheless been identified for those villages that are of a scale and form that enable a boundary to be established with a degree of certainty. Proposals within these areas are considered to be in the village and limited infilling here would be appropriate. However, the built form of many of the villages extends wider than the boundary and, in some instances, proposals here may also be considered to be in the village. These will need to be assessed on a case-by-case basis and, if considered to be in the village, then limited infilling here would also be appropriate. Those villages for which no boundary has been identified are listed in the policy and would also need to be assessed on a case-by-case basis.
- 4.3.26 For the purposes of this policy, limited infilling is considered to be the development of a small gap in an otherwise continuous built-up frontage, or the small-scale redevelopment of existing properties within such a frontage. It also includes infilling of small gaps within built development. It should be appropriate to the scale of the locality and not have an adverse impact on the character of the countryside or the local environment.
- 4.3.27 Implementation of this policy will be through the Council's development management process.

## Key Evidence

- ~~National Planning Policy Framework~~
- Green Belt and Countryside Study Volumes I – VI (Guildford Borough Council, 2011 and 2014)
- Settlement Hierarchy (Guildford Borough Council, 2014)

## Monitoring Indicators

Indicator	Target	Data source
<del>Number</del> <u>Percentage</u> of appeals allowed involving development in the Green Belt.	Reduction in the <del>number</del> <u>percentage</u> of appeals allowed	Planning applications and appeals

Draft - For EAB

## Policy P3: Countryside

### Introduction

- 4.3.28 ~~Part of T~~the borough ~~has areas of countryside~~ near Ash and Tongham consists of countryside that is not designated Green Belt. Whilst this land does not carry the same weight in national planning policy as Green Belt in terms of ~~resisting the inappropriateness of~~ development, it is nevertheless important that we seek to manage change growth in this area.
- 4.3.29 Originally consisting of the three small rural villages of Ash, Ash Vale and Tongham, the Ash and Tongham urban area has grown considerably in size and now forms Guildford borough's second largest urban area. Given its relative sustainability, countryside to the south and east of the urban area is allocated as a strategic location for development. The sustainability of this area combined with its preference in the spatial hierarchy means a further extension of the urban area, using some countryside, is allocated for development.
- 4.3.30 We do however wish to ensure that whilst accommodating this growth, we are able to protect the remaining countryside around it from inappropriate development ~~in order to protect its intrinsic character and preserve the role it plays in maintaining the separate identify of Ash and Tongham.~~
- 4.3.31 The remaining land designated as countryside on the policies map lies immediately to the west and south of the urban area and forms the natural boundary of the Blackwater Valley. The Blackwater Valley contains the A331, which connects the A31 and Tongham in the south with Ash Vale in the north and Frimley beyond. It also provides an important open gap between Ash and Tongham, and the town of Aldershot to the west.
- 4.3.32 This area of countryside provides a green corridor and tranquil setting with considerable biodiversity and recreation value. The River Blackwater marks the borough and county boundary and maintains the rural corridor between Surrey and Hampshire.

### **POLICY P3: Countryside**

- (1) Within the area of countryside, as shown designated on the Policies Map, development will only be permitted provided it:
- requires a countryside location or where a rural location can be justified, and
  - is proportionate to the nature and scale of the site, its setting and countryside location, and
  - does not lead to greater physical or visual coalescence between the Ash and Tongham urban area and Aldershot.

### Reasoned Justification

- 4.3.33 National planning policy states that we should recognise the intrinsic character and beauty of the countryside and support thriving rural communities within it. For this reason, we will seek to limit any development in the countryside unless it can be demonstrated that it is necessary in that location and contributes positively towards the rural economy.

4.3.34 Whilst the Ash and Tongham urban area sits within the wider Blackwater Valley conurbation, it is important that it retains its separate and distinct identity and character. Any development should be designed in such a way that it respects the setting of the green corridor and ensure that it does not visually intrude on the landscape. Any development proposals which compromise the integrity of the gap that separates the Ash and Tongham urban area with neighbouring Aldershot will be resisted.

### Key Evidence

- Green Belt and Countryside Study [Volumes I – VI \(Guildford Borough Council, 2011 and 2014\)](#)
- Landscape Character Assessment [\(Guildford Borough Council, 2007\)](#)

### Monitoring Indicators

Indicator	Target	Data source
<del>Number-Percentage</del> of appeals allowed for applications for new buildings in the inset villages	Reduction in the <del>number</del> <u>percentage</u> of appeals allowed	Planning applications and appeals

Draft - For EMB

## Policy P4: Flooding, flood risk and groundwater **source protection** **reduction zones**

### **Introduction**

- 4.3.36 Local Planning Authorities, alongside partner organisations, have an increasingly important role to play in protecting communities from flooding and mitigating flood risk. Surrey County Council is the Lead Local Flood Authority in Surrey and has a lead role in managing flood risk from surface water, groundwater and ordinary watercourses in the county. To fulfil its statutory obligations under the Flood and Water Management Act and contribute to the achievement of sustainable development, the County Council is required to produce a Local Flood Risk Management Strategy and engage with Risk Management Authorities, including Guildford Borough Council, in regards to flood risk management.
- 4.3.37 The River Wey and various other watercourses pass through the borough and have contributed to localised flood events in the recent past, including within Guildford town centre. Nationally, flood events have become increasingly frequent and severe. Such trends are likely to continue elsewhere and within the borough as a result of climate change. The NPPF requires Local Planning Authorities to take account of climate change, including factors such as flood risk, through the preparation of their Local Plans. New development should be carefully planned to ensure that vulnerability to the range of impacts associated with climate change is not increased.
- 4.3.38 Detailed flood risk modelling has not been undertaken in all parts of the borough. However, the main areas expected to be at risk of flooding during and beyond the plan period are identified within the Council's Level 1 Strategic Flood Risk Assessment (SFRA) and the Environment Agency's flood risk maps. The Level 1 SFRA highlights the areas at risk of fluvial, groundwater, surface water and sewer flooding and flooding caused by artificial sources. The document also identifies the borough's functional floodplain (known as flood zone 3b), which consists of land considered to be at high risk of flooding. National Planning Practice Guidance suggests that flood zone 3b should form a place for water to flow or be stored in times of flood and be safeguarded from development except for essential infrastructure (as defined in the NPPG).
- 4.3.39 The functional floodplain (flood zone 3b) in Guildford has historically undergone moderate levels of development. To reflect its existing state, the Level 1 SFRA differentiates between the borough's 'developed' and 'undeveloped' functional floodplain. 'Developed' functional floodplain constitutes the footprint of existing buildings located within the identified functional floodplain. -Land in undeveloped flood zone 3b forms important flow routes. Any changes to these flow routes should be considered as part of a Flood Risk Assessment.
- 4.3.40 In accordance with national planning practice guidance, the Level 1 SFRA has been used to guide development towards areas at the lowest risk of flooding and identify areas unsuitable for development. However, the document concludes that land outside of the area of flood risk is not capable of accommodating all of the borough's identified development needs. A Level 2 SFRA has therefore also been produced and will help the Council apply the exceptions test (as described in the NPPG) as necessary to development proposals in areas at risk of flooding.
- 4.3.41 The Level 1 and Level 2 SFRAs form an important part of our evidence base. The documents will help ensure that development is guided towards the safest and most

sustainable locations in the borough. The Guildford Surface Water Management Plan and Ash Surface Water Study are also relevant in mitigating flood risk in the borough. The documents identify hotspot areas at risk of surface water flooding and appropriate measures for alleviating risk.

- 4.3.42 Water quality and groundwater protection are also significant issues in the borough. Approximately thirty percent of the Council's administrative area is located on principle aquifers<sup>1</sup> whilst 14 Source Protection Zones (SPZs) are located in the borough. The Environment Agency defines SPZs as groundwater sources, including wells, boreholes and springs, used for public drinking water supply. To protect these sources of drinking water, several restrictions will apply to the type of development permitted within the SPZs.

#### **POLICY P4: Flooding, Flood risk and groundwater source protection zones**

- (1) Flood zones in the borough of Guildford ~~borough~~ are defined based on definitions contained within national planning practice guidance and the Council's Strategic Flood Risk Assessment (Level 1).
- (2) Development in areas at risk of flooding as identified on the latest Environment Agency flood risk maps and the Council's Strategic Flood Risk Assessment, including the 'developed' flood zone 3b (functional floodplain), will be permitted provided that:
  - (a) the vulnerability of the proposed use is appropriate for the level of flood risk on the site;
  - (b) the proposal passes the sequential and exception test (where required) as outlined in the NPPF and Government guidance;
  - (c) a site-specific flood risk assessment demonstrates that the development, including the access and egress, will be safe for its lifetime, taking into account climate change, including the access and egress, without increasing flooding elsewhere, and where possible, will reduce flood risk overall;
  - (d) the scheme incorporates flood protection, flood resilience and resistance measures appropriate to the character and biodiversity of the area and the specific requirements of the site;
  - (e) when relevant, appropriate flood warning and evacuation plans are in place and approved; and
  - (f) site drainage systems are appropriately designed taking account of storm events up to 1 in 100 year chance of flooding with an appropriate allowance for climate change.
- (3) Development proposals in the 'developed' flood zone 3b will also only be approved where the footprint of the proposed building(s) is not greater than that of the existing building(s). Proposals within these areas should facilitate greater floodwater storage.
- (4) With the exception of the provision of essential infrastructure, 'undeveloped' flood zone 3b will be safeguarded for flood management purposes.
- (5) All development proposals ~~will be~~ required to demonstrate that land drainage will be adequate and that they will not result in an increase in surface water run-off ~~and~~. Proposals should have regard to appropriate mitigation measures identified in the Guildford Surface

<sup>1</sup> Guildford Local Plan Evidence Base Scrutiny Forum (4 March 2014)

Water Management Plan or Ash Surface Water Study. Priority will be given to incorporating SuDs (Sustainable Drainage Systems) to manage surface water drainage, unless it can be demonstrated that they are not appropriate. Where SuDs are provided, arrangements must be put in place for their management and maintenance over their full lifetime.

- (6) Development within Groundwater Source Protection Zones and Principal Aquifers will only be permitted provided that it has no adverse impact on the quality of the groundwater resource and it does not put at risk the ability to maintain a public water supply.

### **Reasoned Justification**

- 4.3.43 To minimise the risk created to people and property from new development and the impacts of climate change, the NPPF instructs Local Planning Authorities to direct development towards areas at the lowest risk of flooding. The Level 1 SFRA has informed the Site Allocations contained within the Local Plan and will be used in the determination of planning applications on unallocated sites. Proposals for development in areas at risk of flooding will be refused if other suitable sites are reasonably available in areas at lower risk. Where a windfall site is promoted, the proposal must also pass the sequential and exception test (where required) and demonstrate to be preferential to those sites already identified as contributing towards development supply.
- 4.3.44 Within each flood zone new development should be directed to areas of lowest risk first and, following this, to areas suited to the vulnerability of the proposed use. Land-uses considered to be most vulnerable to flooding must be located in areas of lowest flood risk first unless there are demonstrated to be overriding reasons to prefer a different location. NPPG will be referred to when assessing the vulnerability of a land use to flood risk. Its definition of 'essential infrastructure' will also be utilised in assessing planning applications in the undeveloped functional floodplain.
- 4.3.45 For development proposed in areas of greater flood risk (flood zone two or three) and where it is proven through the sequential test that there is no reasonable possibility of locating the development on a site at lower risk of flooding, the Council may request the applicant to demonstrate how their proposal meets the Exceptions Test. In such instance, applicants will be required to explain how the benefits provided to the community from the proposal outweigh the flood risk associated with the development. Applicants will also be required to submit a site-specific flood risk assessment that explains how the development will be safe to its users and occupiers throughout its life course.
- 4.3.46 Where there is a proven need for development in areas at risk of flooding, proposals will only be granted permission if they can demonstrate that safe access and egress is provided. In assessing such applications, the Council will refer to guidance provided by the Environment Agency and other relevant parties. Any development proposed within areas of flood risk will require flood management and mitigation measures and should demonstrate that the development is safe from flooding (including the anticipated impacts of climate change) for the duration of its intended lifetime.
- 4.3.47 Flood Risk Assessments will be required to support planning applications in accordance with the size and location criteria specified in the NPPG. Flood Risk

Assessments prepared for individual sites should consider flood risk, surface water run-off issues and the potential for sustainable drainage systems to minimise flood risk. Proposals for development in areas at, or potentially at, risk of groundwater flooding will also be required to submit an assessment of groundwater flood risk.

- 4.3.48 Sustainable Drainage Systems (SuDS) should be provided on all new development unless it can be demonstrated that such measures are inappropriate and suitable alternative drainage mechanisms are proposed. Drainage systems higher in the SuDS hierarchy, as defined by NPPG, will be favoured. However, to ensure effective use over their life course, the Council will require appropriate management and maintenance requirements to be put in place. Applicants should also demonstrate that they have taken regard to relevant recommendations of the Guildford Surface Water Management Plan or Ash Surface Water Study.
- 4.3.49 The water supply in Guildford is a precious resource and it is imperative that it is safeguarded from harmful development. National policy and guidance fully supports this stance. The European [Union's](#) Water Framework Directive has been produced to deliver a better water environment and the Council, along with other key partners, will play a role in meeting its objectives by carefully planning development so that it does not reduce the quality of, or place pressure on, the water environment. Proposals for polluting industries, cemeteries and other similar uses are unlikely to be appropriate in the borough's identified Source Protection Zones.

### Key Evidence

- Local Flood Risk Management Strategy (Surrey County Council, 2014)
- ~~Guildford Borough Council~~ Level 1 Strategic Flood Risk Assessment ([Guildford Borough Council](#), 2016)
- ~~Guildford Borough Council~~ Level 2 Strategic Flood Risk Assessment ([Guildford Borough Council](#), 2016)
- Guildford Surface Water Management Plan ([Guildford Borough Council](#), 2014)
- Ash Surface Water Study ([Guildford Borough Council](#), 2014)
- ~~Sustainability Appraisal of Draft Local Plan: Strategy and Sites (2014)~~

### Monitoring Indicators

Indicator	Target	Data source
Number of applications permitted for highly vulnerable uses in flood risk zone three	No planning permissions in flood zone 3b or 3a for highly vulnerable uses	Planning permissions
Appeal success for applications refused on flood risk grounds	Reduction in number of appeals lost on flood risk grounds	Planning applications



## 4.4 Economy Policies

### Policy E1: Meeting employment needs

#### Introduction

- 4.4.1 The NPPF states that one of the roles of the planning system is to contribute to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation. It goes on to say local planning authorities should plan positively and proactively to meet the development needs of business and support an economy fit for the 21st century.
- 4.4.2 Our Corporate Plan (2015-2020) states that our borough's economy continues to perform well, being one of the strongest and most vibrant outside London, but there are signs that ~~we could lose our competitiveness~~competitiveness could be lost to other locations. The importance of a healthy economy is a fundamental factor in shaping our society by improving the quality of life and prosperity of residents. Our priority is to encourage economic growth through knowledge, innovation and creativity. This means helping businesses to improve their productivity without damaging our quality of life or environment. A growing cluster of high-tech industries, at the cutting-edge of innovation, continues to create new employment opportunities. Key business clusters in the borough are digital, health and education.
- 4.4.3 ~~We will support e~~Existing innovation networks such as the high technology clusters that ~~are such form~~ a key part of our economy will be supported. ~~We will also support along with~~ the wide range of other businesses in our borough. The Corporate Plan supports the Council in playing an active role in Enterprise M3 Local Enterprise Partnership (LEP), supporting its wider objectives to ensure that our economy remains innovative, well-balanced and socially, environmentally and commercially sustainable.
- ~~4.4.3a~~ Local enterprise partnerships (LEPs) are voluntary partnerships between local authorities and businesses set up in 2011 to help determine local economic priorities and lead economic growth and job creation within the local area. They carry out some of the functions previously carried out by the regional development agencies which were abolished in 2012. The Enterprise M3 (EM3) Local Enterprise Partnership (LEP) is a public/private partnership set up to support and sustain economic growth at a local level by working with businesses, key delivery partners and central government. They signpost opportunities for business and other partners including funding and bring together people, business, public and not-for-profit sectors together to share insights and data.
- 4.4.4 ~~Guildford's~~ The borough's economy is strong in areas that the government has announced are high priority growth areas for the UK including health and life sciences, space, digital and creative industries, and professional services. ~~We are seeing the innovative industries have emergence emerged and clustering clustered of innovative industries,~~ some based at the Surrey Research Park and the University of Surrey and others in the town centre, such as electronic gaming, stem cell research and satellite technology. ~~We have also~~ The borough has benefited from strong cluster growth in high tech innovative businesses including healthcare and bioscience and satellite technology. There are some emerging clusters built around 5G technologies and veterinary science (including the significant recent investment and presence of the Pirbright Institute, world leaders in animal virology) which have considerable potential for inward investment and business start-ups.

4.4.5 A significant amount of existing employment floor space in the borough is located on the ~~seventeen Strategic Employment Sites~~ identified in the Employment Land Needs Assessment (ELNA) (2015/2017) (ELNA). ~~Each site accounts for over 100 jobs and has greater than 1.5 hectares (ha) and 7,000 sq m of floor space. Together these sites make up over 170 ha of employment land and almost 600,000 sq m and approximately 70 per cent of all B class floor space within the borough. The seventeen key sites are home to over 1,000 businesses.~~ Elsewhere in the borough a significant contribution is made by employment on much smaller sites. These are located on a mixture of industrial estates, in villages and in our rural areas. The Council is keen to support and, where possible, protect employment on these sites.

## POLICY E1: Sustainable employment

- (1) ~~The provision of 3,200 additional B class (see glossary) jobs to 2033 will be supported.~~ In order to deliver ~~4,100 additional B class jobs~~<sup>1</sup> to 2034, land will be allocated for a net gain of between ~~37,000~~<sup>36,100</sup> and ~~47,000~~<sup>43,700</sup> sq m of floorspace for ~~office and research & development~~ (B1a and B1b ~~uses~~) and between ~~4.7~~<sup>3.7</sup> and ~~5.34~~<sup>4.1</sup> ha land for ~~industrial~~ (B1c, B2 and B8) ~~use class floor space~~~~uses to ensure an adequate supply of land is available for employment purposes.~~ This will provide a range and choice of employment ~~floor space~~~~premises~~ over the plan period and accommodate the predicted future growth in ~~economic development~~~~jobs~~ required for ~~Guildford's the borough's~~ economy to develop and ~~strengthen~~~~increase~~.

	Lower range	Upper range
Office and Research & Development floorspace (B1a and B1b)	<del>37,000</del> <sup>36,100</sup> sq m	<del>47,000</del> <sup>43,700</sup> sq m
Industrial land (B1c, B2 and B8)	<del>4.7</del> <sup>3.7</sup> ha	<del>5.34</del> <sup>4.1</sup> ha

- (2) The Plan aims to ensure sustainable employment development patterns, promote smart growth (see glossary) and business competitiveness, and allow ~~for~~ flexibility to cater for the changing needs of the economy.
- (3) ~~We will~~~~The following will be supported:~~
- (a) ~~support~~ the retention, creation and development of small local business by encouraging a range of types and sizes of new premises including incubator units, managed workspace and serviced office accommodation.
  - (b) ~~support~~ the provision of essential ancillary employment facilities close to places of employment.
  - (c) ~~support~~ rural economic development opportunities ~~and,~~
  - (d) ~~support~~ proposals which come forward to redevelop outmoded employment floor space and cater for modern business needs.

### B Class Uses Strategic Employment Sites

- (4) The ~~seventeen~~ designated ~~Strategic Employment Sites~~~~sites that~~ together make up the borough's current core supply of employment land ~~will be protected as Strategic Employment Sites and changes of use from employment to non-employment uses~~

<sup>1</sup> See glossary for definition of B class jobs

~~resisted. The retention, intensification and employment based regeneration of these sites is encouraged. The Strategic Employment Sites are:~~

- (5) Office (B1a) and Research & Development (B1b) Strategic Employment Sites:
- (a) Guildford Town Centre employment core
  - (b) Surrey Research Park (extended)
  - (c) Guildford Business Park
  - (d) 1000, 2000 and 3000 Cathedral Hill
  - (e) London Square, Cross Lane
  - (f) 57 and Liongate Ladymead
  - (g) The Guildway, Portsmouth Road
  - (h) The Pirbright Institute
  - (i) Send Business Centre/Tannery Studios Tannery Lane, Send
- (6) When developed, the new employment site at the north side of Gosden Hill Farm (site allocation A25) will be treated as an Office and Research & Development Strategic Employment Site.
- (7) Industrial (B1c, B2 and B8) Strategic Employment Sites:
- (a) Slyfield Industrial Estate
  - (b) North and south of Lysons Avenue, Ash Vale
  - (c) Riverway I Estate, Astolat Business Park, and Weyvern Park at Peasmarsh
  - (d) Cathedral Hill Industrial Estate
  - (e) Guildford Industrial Estate, Deacon Field
  - (f) Woodbridge Meadows
  - (g) Middleton Road Industrial Estate
  - (h) Merrow Lane (incl Perram Works, Bridge Park, Merrow Business Centre, SCC depot)  
The Guildway, Portsmouth Road
  - (i) Quadrum Park, Peasmarsh
  - (j) Woodbridge Park, Woodbridge Road
  - (k) Henley Business Park, Normandy
- (8) When developed, the ~~new employment site at Garlick's Arch, Send Marsh/new employment land at~~ Burnt Common, together with the existing employment floorspace, will be treated as an Industrial Strategic Employment Site.

#### **Locally Significant Employment Sites**

- (9) ~~The Locally Significant Employment Sites will be protected and within these sites changes of use to non-employment uses resisted. The retention and regeneration of these sites is encouraged and intensification where possible will be considered to be appropriate.~~ The Locally Significant Employment Sites include all sites which meet the definitions set out below and include:
- (a) 31 Chertsey Street and 1-7 Stoke Road, Guildford
  - (b) Andrew House, College Road, College House (89 and 91), Stoke House, Leapale House and Bell Court, Guildford
  - (c) 65 Woodbridge Road, Guildford
  - (d) Broadford Business Park, Shalford
  - (e) The Pines Trading Estate, Broad Street
  - (f) Send Business Centre, Tannery House, Tannery Lane, Send
  - (g) Grange Court, Tongham
  - (h) The Courtyard, Wisley
  - (i) Abbey Business Park, Eashing
  - (j) Home Farm, Loseley Park

- (10) When developed, the new industrial employment land on the west side of the former Wisley Airfield, will be treated as a Locally Significant Employment Site.
- (11) The Strategic Employment Sites and the Locally Significant Employment Sites are shown on the borough Policies Map.

### **Definitions**

- 4.4.6 The Strategic Employment Sites were identified in the Employment Land Needs Assessment (ELNA). The sites are all larger than ~~1.7ha~~ 5ha and all have ~~more than~~ at least 7,000 sq m of employment floorspace, most have more than 10,000 sq m of floorspace. Together the sites make up more than 170ha of employment land and more than ~~580~~ 500,000 sq m of employment floorspace.
- 4.4.7 The Locally Significant Employment Sites were identified from the non-strategic sites ~~which were identified~~ in the Employment Land Needs Assessment (ELNA). They are single buildings of approximately 3,000 sq m or greater, clusters of two or more buildings in the urban area or rural clusters, which ~~given their location we would like to see retained are important to retain to support the rural economy. Sites which fall within the Guildford Town Centre Employment Core Strategic Employment Site have been excluded.~~

### **Reasoned justification**

- 4.4.8 The Employment Land Needs Assessment (ELNA) (~~2015~~ 2017) assessed the future requirements for B-use class employment land over the plan period. Employment land requirements were derived from a mean average of three employment forecasts. The ELNA identifies a residual requirement for employment land, as set out above. The annual monitoring report, which is produced annually, will keep track of the delivery against this target. A three-yearly review of the ELNA will enable any unforeseen changes in the local economy to be monitored so that the use of policies can be reviewed where necessary to reflect changing circumstances.
- 4.4.9 Sufficient land has not been identified within the urban area to meet the employment land requirements so it has been necessary to allocate new employment sites. ~~We also need to ensure there is~~ There needs to be a degree of choice and flexibility of floor space to ensure that the local property market can operate efficiently and allow businesses in the borough to grow. If ~~we do not provide~~ enough suitable land, choice and flexibility is not provided, the Local Plan may not meet the needs of the borough's businesses. In time, this could lead to existing businesses moving out of the borough and new and small businesses not being able to establish themselves or invest in the borough. The retention of existing and creation of new incubator and move-on units is key to supporting new businesses in the borough and helping existing small businesses to thrive. A priority in our economic strategy is to increase the amount of incubator and start-up space for new and emerging SME's.
- 4.4.10 As set out above, the new Local Plan seeks to protect existing major employment sites and protect its locally strategic employment sites to comply with the NPPF. Loss of these sites to alternative uses runs the risk of constraining employment growth and limiting economic diversification.
- 4.4.11 The need to renew and refurbish employment floor space, especially office space, is imperative if the borough is to retain existing occupiers and compete effectively for new

occupiers looking to locate in the area. There is a particular need for grade A (the best office space) and good quality second-hand floor space.

### **Delivery strategy**

- 4.4.12 We The Council will work with our partners including the Enterprise M3 Local Enterprise Partnership (LEP) and local business organisations to support sustainable economic growth in the borough.
- 4.4.13 Implementation of this policy will be via the development control process.

### **Key Evidence**

- Employment Land Needs Assessment (~~ELNA~~), (Guildford Borough Council, 2015-2017)
- Guildford Borough Economic Strategy 2013 – 2031 (Guildford Borough Council, 2013)
- The Enterprise M3 Strategic Economic Plan - 2014-2020 (Enterprise M3, 2014)
- The Enterprise M3 Delivery Plan - 2014-2020 (Enterprise M3, 2014)

### **Monitoring Indicators**

<b>Indicator</b>	<b>Target</b>	<b>Data source</b>
Net change in permitted and completed B1 (a, b, c), B2 and B8 floor space (sq m) in the borough.	Net increase of <del>37,200</del> <u>36,100</u> - <del>47,200</del> <u>43,700</u> sq m B1a and B1b use class floorspace to <del>2033</del> <u>2034</u> Net increase of <u>3.7-4.1ha</u> Industrial land (B1c, B2 and B8) to <del>2033</del> <u>2034</u>	Planning applications and appeal <del>decisions and</del> <u>building completions data</u>
Amount of employment floor space (sq m) lost to non-B class uses	N/A	Planning applications and appeals <del>decisions and</del> <u>building completions data</u>
Number of employee jobs (total and by industry) in the borough.	<del>34,200</del> <u>100</u> additional B class <del>jobs to</del> <u>2033</u> <del>2034</del>	Published data e.g. -ONS Business Register Employment Survey (BRES)

## Policy E2: Location for new employment floorspace

### Introduction

- 4.4.14 The NPPF states planning policies should promote competitive town centre environments and set out policies for the management and growth of centres over the plan period.
- Guildford town centre is the preferred location for new office and research & development floorspace due to its size and transport links. There is currently a limited supply of sites in the town centre for new employment floorspace but this may change over the plan period and remains the first place to search. Industrial, warehousing and storage uses are generally less compatible with residential development and due to the larger vehicles needed are often best located with good access to the road network.

### **Policy E2: Location for new employment floorspace**

- (1) Proposals for new office and research ~~and~~ & development (~~use Class B1a and B1b~~) floorspace will be directed ~~first to Guildford town centre, then~~ sequentially to:
  - (a) Guildford town centre, then
  - (b) locations within 500m of a public transport interchange, then
  - (c) Offices and Research & Development Strategic Employment Sites<sup>1</sup> ~~Unless/less:~~
    - (i) the proposed floorspace is limited in scale (less than 200 sq m or 25% of the existing office/R&D floorspace whichever is the lower) and/or
    - (ii) ancillary to the primary use of the site ~~OR.~~
- (2) ~~The sequential approach does not apply to~~ proposed floorspace ~~meets the criteria set out in policy E4 and is appropriate to be located on Surrey Research Park included in the site allocations in the Local Plan.~~
- (3) Where net additional floorspace exceeding 200 sq m or 25% of the existing office ~~and~~ R&D floorspace is proposed (whichever is the lower) in the redevelopment or extension of a building in locations other than those set out above, it will need to be demonstrated that there are:
  - (a) no sites available in the locations set out above
  - (b) there is a demonstrated need, and
  - (c) the site is or will be made accessible by sustainable modes of transport.
- (4) The expansion of existing offices in locations outside the town centres, ~~and~~ Strategic Employment Sites and Locally Significant Employment Sites should be limited and any development not limited in scale is to be directed to sequentially preferable locations.

#### **Industrial, warehousing and storage:**

- (5) Proposals for new industrial, warehousing and storage (~~use Class B1c, B2 and B8~~) floorspace will be directed to the Industrial Strategic Employment Sites and any sites where this use class of floorspace is included in the site allocation in the Local Plan.

#### **All B class development:**

- (6) Proposals for the ~~development of new B class uses will be encouraged and~~ provision for small business units (less than 50 sq m), suitable for start-ups and SME will be encouraged.

<sup>1</sup> Defined in policy E1

- (7) Proposals, particularly those of over 5,000 sq m, will be encouraged to provide childcare facilities on or close to the site.

## Definitions

- 4.4.15 In this plan we define a transport interchanges as rail stations and bus stations within the urban areas or in close proximity to the, district and local centres and Strategic Employment Sites. These Interchanges include:
- Guildford Rail Station
  - Guildford Bus Station
  - London Road (Guildford) Rail Station
  - Ash Rail Station
  - Ash Vale Rail Station
  - North Camp Rail Station
  - Horsley Rail Station (East Horsley)
  - ~~Wanborough Rail Station.~~
- 4.4.16 When developed, the two new rail stations, Guildford East (Merrow) and Guildford West (Park Barn), will each be treated as a transport interchanges.
- 4.4.17 For the purposes of the sequential assessment the train stations at Clandon, Chilworth, Gomshall, Shalford, and Effingham Junction and Wanborough, will not be considered to be transport interchanges because of their locations within the Green Belt, AONB or the isolated nature of the station away from the village or centre nature, character and size of the surrounding village or centre. We do not consider that it is sequentially preferable, or sustainable or appropriate to direct office development over 100 sq m to these locations.
- 4.4.18 The bus station in Guildford town centre is defined as a public transport interchange. When it is replaced on site or by a suitable alternative arrangement to be located either partly or wholly on or off site these this will be defined as a public transport interchanges.
- 4.4.19 All transport interchanges are shown on the Policies policies Map map and the 500m buffer around the interchanges is shown on the maps included in the appendices.
- 4.4.20 Transport interchanges do not include stand-alone bus stops or park and ride locations.
- 4.4.21 The Strategic Employment Sites are defined in policy S2-E1 and are shown on the Policies Map.
- 4.4.21a Development involving waste management facilities may be appropriate and will be directed to the Industrial Strategic Employment Sites. The Surrey Waste Plan 2008 policy CW5: Location of Waste Facilities gives priority to industrial/ employment sites, particularly those in urban areas, and to any other suitable urban sites and then to sites close to urban areas and to sites easily accessible by the strategic road network. Some waste management activities fall within the industrial classes in the Use Classes Order and can be considered to be a B1c, B2 or B8 use. This is particularly the case given the increased move towards enclosing waste management activities in purpose-designed buildings. However some do not fall within specific use classes and are therefore sui generis use.

## **Reasoned justification**

- 4.4.22 One of the greatest concentrations of offices in the Borough is in the Guildford Town Centre Employment Core, however there has been a significant loss of B1a use class floorspace in recent years through permitted development and prior approval. The projected growth in employment over the plan period means there is a need to accommodate between 37,20036,100 and 47,20043,700 sq m of office and research and & development floorspace in the borough (see policy E1). The Employment Land Needs Assessment (ELNA) 2015-2017 concluded there was not enough capacity to accommodate all of the growth in the existing town centre and on the existing Strategic Employment Sites. Existing permissions and sites under construction have been taken into account along with sites that are likely to be granted permission for residential development over the plan period.
- 4.4.23 To ensure the supply of premises is suitable for modern business needs, renewal including redevelopment of existing offices is encouraged. There is currently demand need for grade A and good quality grade B premises. This will be particularly encouraged in the most sustainable locations in terms of public transport accessibility.

### **Key Evidence**

- Employment Land Needs Assessment (ELNA), 2015 (Guildford Borough Council, 2017)
- Guildford Borough Economic Strategy 2013 – 2031 (Guildford Borough Council, 2013)



## Monitoring Indicators

Indicator	Target	Data source
<p>Percentage of permitted and completed class B1a and B1b floorspace that is located:</p> <ul style="list-style-type: none"> <li>• in Guildford town centre</li> <li>• locations within 500m of a public transport interchange</li> <li>• on the Strategic Employment Sites</li> </ul>	<p><del>NA</del><u>95%</u></p>	<p>Planning applications and appeals <u>decisions and building completions data</u></p>
<p>Percentage of permitted and completed class B1c, B2 and B8 floorspace that is located on the Industrial Strategic Employment Sites</p>	<p>100% of permitted and completed class B1c, B2 and B8 floorspace on the Industrial Strategic Employment Sites</p>	<p>Planning applications and appeals <u>decisions and building completions data</u></p>
<p><u>Percentage of B class development proposals incorporating units of less than 50 sq m</u></p> <p><del>Proposals for the development of new B class uses will be encouraged and provision for small business units (less than 50sq m), suitable for start-ups and SME will be encouraged</del></p>	<p><del>Percentage of B class development proposals incorporating units of less than 50sq m</del><u>50%</u></p>	<p>Planning applications and appeals <u>decisions and building completions data</u></p>
<p><u>Percentage of B class development proposals over 5,000 sq m incorporating childcare facilities on or close to the site. Proposals, particularly those of over 5,000 sq m, will be encouraged to provide childcare facilities on or close to the site.</u></p>	<p><del>Percentage of B class development proposals incorporating childcare facilities on or close to the site.</del><u>50% of developments over 5,000 sq m</u></p>	<p>Planning applications and appeals <u>decisions and building completions data</u></p>

## Policy E3: Maintaining employment capacity and improving employment floorspace

### Introduction

- 4.4.24 In 2013, ~~temporary~~ permitted development rights were introduced which enabled offices (B1(a)) to be converted to residential ~~use~~ (C3) use) without ~~having to apply for for the need for~~ planning permission. Applicants only ~~needed had~~ to apply to the Council for prior approval in relation to flooding, highways, transport and contamination impacts. ~~It was~~ ~~The Government -originally~~ proposed that ~~this these~~ rights would expire after three years but ~~they~~ became permanent in April 2016. ~~Also in April 2016, a~~ A new three-year temporary permitted development right for the change of use from light industrial (B1c) to ~~housing residential-~~ ~~came into force~~<sup>1</sup> ~~at the same time has also been created, up to a maximum floorspace of 500 sq.m.~~
- 4.4.25 As a result of the ~~se~~ permitted development rights, a significant amount of office floorspace has been lost, particularly in Guildford town centre. ~~-~~ This is in addition to employment floorspace lost over the years because of the higher land values of residential use. ~~-~~ As a result of these losses, and also the projected need for employment floorspace over the plan period, the policy seeks to protect floorspace to ~~sustain and enhance employment capacity and to~~ accommodate existing and future ~~demand need~~.

### Policy E3: Maintaining employment capacity and improving employment floorspace

~~(1) Strategic and Locally Significant Employment Sites will be protected for either B1a and B1b use or B1c, B2 and B8 use in line with their designation in policy E1.~~

~~In order to sustain and enhance employment capacity (including land, floorspace and/or jobs):~~

~~(2) On Strategic and Locally Significant Employment Sites, employment floorspace will be protected and the loss strongly resisted. Redevelopment or C~~change of use ~~to a non-employment use~~ will only be acceptable if evidence is provided of active and comprehensive marketing of the site for its current use ~~(offices, research and development or industrial)~~ for a continuous period of at least: ~~two years~~

- ~~• Two years (for a Strategic Employment Site); or~~
  - ~~• 18 months (for a Locally Significant Employment Site)~~
- ~~prior to submission of a planning application.~~

~~employment floorspace will be protected and the loss resisted on the Locally Significant Employment Sites, which are defined in policy E1. Change of use will only be acceptable if evidence is provided of active and comprehensive marketing of the site for its current use (offices, research and development or industrial) for a continuous period of at least 18 months~~

~~(3) Outside of the designated employment sites, we will protect~~ employment floorspace will be protected in line with ~~our the~~ latest needs assessment and the loss be resisted ~~outside designated employment sites. Redevelopment or c~~Change of use ~~to a non-employment use~~ will only be acceptable if evidence is provided of active and comprehensive marketing

<sup>1</sup> ~~Applies to planning applications received on or after 1 October 2017, for change of use from a maximum B1c floorspace of 500 sq. m, and for which prior approval is granted before 1 October 2020. Development must be completed within 3 years of the prior approval date.~~

of the site for its current use ~~(offices, research and development or industrial)~~ for a continuous period of at least 12 months prior to submission of a planning application.

(4) Once the period of comprehensive and active marketing is ~~achieved~~ complete and shows ~~proof of non-viability, any an~~ other suitable B class employment use should be considered, followed by any other employment generating use, before change of use to residential or other use with no on-going employment use will be permitted.

(5) The redevelopment of outmoded employment floorspace will be permitted to cater for modern business needs. -The provision of improved ICT infrastructure will be encouraged in refurbished and redeveloped sites.

## **Definitions**

4.4.26 Employment floorspace is that which is in B1a, B1b, B1c, B2 and B8 use class.

4.4.26a Marketing evidence requires demonstration of a comprehensive and active marketing campaign for a continuous period as specified in policy E3, prior to submission of a planning application, unless otherwise agreed by the Borough Council. Any marketing of property or tenancy also require the site freehold to be marketed in the same fashion.

4.4.26b Marketing must be undertaken through a recognised commercial agent at a price that genuinely reflects the market value of the current or last use of the site. It must be shown to the Borough Council's satisfaction that marketing has been unsuccessful for all relevant floor space proposed to be lost through redevelopment or change of use. Sufficient detailed information is required to be submitted alongside any planning application to demonstrate compliance with the above criteria.

4.4.26c Evidence of active marketing is to include all of the following:

- a) contact information posted in a prominent location on site in the form of an advertising board (subject to advertising consent, if required)
- b) registration of the property with at least one commercial property agent
- c) full property details and particulars available to inquirers on request
- d) property marketed for its current or last use
- e) property marketed at a reasonable price and terms, including in relation to use, condition, quality and location of floorspace
- f) no covenant or any other form of tie restricting the future use or operation of the property or land

4.4.27 The ~~In addition~~ evidence of active marketing should be submitted regarding; include information on;

- the history of marketing, agent(s) and media used (press articles and advertisements);
- interest in the site/premises ~~(including details of any offers submitted and reasons for prospective tenants not taking up space and how these problems have been addressed);~~
  - the number and details of enquiries received, the number, type, proposed uses and value of offers received;
  - reasons for refusal of any offer received, and reasons why any offers fell through;

- the asking price or rent at which the site or property has been offered, including a professional valuation from at least three independent agents to confirm that this is reasonable and competitive (including the offer of renewal of lease to existing tenants at a reasonable market rate);
- flexibility in space offered, including dividing up large areas of floorspace where this is possible and practical and alternative layouts; and
  - reasons for prospective tenants not taking up space and how these problems have been addressed);
- ~~evidence that the rental levels offered have been competitive (including the offer of renewal of lease to existing tenants at a reasonable market rate);~~
  - ~~flexibility in space offered, including dividing up large areas of floorspace where this is possible and alternative layouts; and~~
- alternative marketing strategies, including management of the space by specialist third party providers.
- the length of marketing period (at least 12 months continuous marketing), including dates; and
- the length of the vacancy period.

4.4.28 It is proposed that a checklist will be developed to appraise evidence of marketing and to ensure a consistent approach is taken for all applications. This will be published as part of an SPD. The Council must be satisfied that the evidence received is robust and the information is presented in a way that is clear to Members, officers and the public.

4.4.29 Strategic Employment Sites and Locally Significant Employment Sites are ~~defined~~ identified in policy E1 and on the Policies Map.

4.4.30 The policy applies to all employment sites including small business units which are important for start-ups and SME (Small and Medium Enterprises).

### Reasoned justification

4.4.31 ~~The policy~~ Policy E3 seeks to sustain and enhance employment in the ~~b~~Borough through the protection of sites as set out in the policy. It aims to protect Eemployment floorspace ~~will be protected and the release of existing sites will be managed~~ to ensure there is sufficient supply to accommodate existing and future ~~demand~~need. ~~As set out in the policy a more flexible approach will be applied to the change of use in locations outside town centres and key existing employment locations, however as a significant number of sites are being lost through permitted development, the policy seeks to ensure existing and future~~ ~~demand~~need is accommodated.

4.4.32 There is no specific national guidance on an appropriate period for marketing with regard to offices, research and development or industrial sites but in order to retain sites and to meet projected needs, ~~a site should have been adequately marketed through a commercial agent at a price that reflects market value (for current use) for a reasonable period~~the criteria set out above should be met. A requirement for evidence of two years active marketing is ~~considered to be~~ appropriate on the Strategic Employment Sites. This provides sufficient time to test the market and to allow for changes in market conditions. A sliding scale is considered to be appropriate for sites of lesser importance to the borough's overall employment land supply.

4.4.33 The policy will be implemented via the development management process.

## Key Evidence

- Employment Land Needs Assessment ([Guildford Borough Council, 2017](#))(ELNA), 2015
- Guildford Borough Economic Strategy 2013 – 2031([Guildford Borough Council, 2013](#))

## Monitoring Indicators

Indicator	Target	Data source
Net change in permitted and completed B1 (a, b, c), B2 and B8 floor space (sq m) in the borough, Strategic Employment Sites and Locally Significant Employment Sites	Net increase of <del>37,200</del> <u>36,100</u> - <del>47,200</del> <u>43,700</u> sq m B1a and B1b use class floorspace to <del>2033</del> <u>2034</u> in the borough Net increase of Industrial land (B1c, B2 and B8) to <del>2033</del> <u>2034</u> in the borough	Planning applications and appeals <del>decisions and building completions data</del>
Amount of employment floor space (sq m) lost to non-B class uses in the borough, Strategic Employment Sites and Locally Significant Employment Sites	No employment floorspace lost on the Strategic Employment Sites and Locally Significant Employment Sites	Planning applications and appeals <del>decisions and building completions data</del>
Number of employee jobs (total and by industry) in the borough	<del>3,200</del> <u>4,100</u> additional B class to <del>2033</del> <u>2034</u>	<del>P</del> ublished data e.g. ONS Business Register Employment Survey (BRES)

## Policy E4: Surrey Research Park

### Introduction

- 4.4.34 The NPPF requires planning authorities to plan proactively to meet the development needs of business and support an economy fit for the 21st century. Paragraph 21 requires the Council to “support existing business sectors” and to “plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries”.
- 4.4.35 The Surrey Research Park is one of the borough’s largest employment areas. It provides a mix of B1 (a and b) office space and research and development floorspace. It is located to the west of Guildford town centre, on the edge of the existing urban area. The Research Park is a centre of excellence in technology, science, health and engineering. It was founded in 1984 and has been owned from the outset by The University of Surrey. The 28-hectare site is a low density, development which is part of the University campus and provides a high quality, working environment. The Park is home to over 440-140 companies engaged in a broad spectrum of research, development and design activities. The Research Park includes The Surrey Technology ~~Centre which~~ Centre, which provides space for small technology (research, development and design) start-up companies. Units range in size from 15 – 80 sq m.
- 4.4.36 The Research Park currently has around 65,000 sq m of floorspace and only a few undeveloped sites currently remain. The last two plots are at Faraday Court and George Stephenson Place. Faraday Court has planning permission for 5,875 sq m of new floorspace for a pathology laboratory but that is now unlikely to go ahead and the site is currently being marketed for three smaller units with a total of 2,828 sq m floorspace. and on-George Stephenson Road Place is, which combined, could provide currently being marketed around for just under 9,0001,900 sq m. In addition, Surrey Satellite Technology Limited (SSTL) has an outstanding permission for 2,100 sq m of additional floorspace.
- 4.4.37 The original outline planning permission for the Research Park included a restriction limiting use to “research, development and design activities, in any science, including social science, that is complementary to the activities of the University of Surrey”. -This has ensured the site has remained focused on knowledge based industry over the last thirty years.
- 4.4.38 The main strength of the Surrey Research Park is the specialist research and development offer, set in an attractive location with good access to a well-qualified work force. The Park is close to the A3 and within walking distance of the Holiday Inn and Surrey Sports Park. There are research opportunities with the University of Surrey. It provides a unique facility in the wider South East. The Employment Land Needs Assessment (ELNA) recognises the specialist offer and recommends that the site is allocated as a Strategic Employment Site.
- 4.4.39 The 2013 UK Science Park Association (UKSPA) review of The Surrey Research Park revealed that the Park contributes between an estimated annual contribution to the regional economy of between £450m and £625 million<sup>1</sup>. In addition, the companies on the Park have been responsible for a substantial increase in employment in knowledge-based sectors of the economy in Guildford and Surrey as a whole. The Surrey Research Park has maintained its focus on knowledge transfer, and is considered to be an important part of the University of Surrey’s infrastructure, providing an entrepreneurial environment and facilities to support the commercial application of the University’s research.

- 4.4.40 The Blackwell Farm site (policy A26) will include an extension to the Research Park of over 10 ha ~~which is expected to deliver around 35,000 sq m of additional office and research and development floorspace (Use Class B1 a and b) as part of the mixed-use development of the site.~~

## **POLICY E4: Surrey Research Park**

- (1) The existing 28 hectare Surrey Research Park shown on the Proposals Map and the proposed extension described in policy A26, will be protected for business use comprising offices, research, development, ~~and design~~ and innovation activities, in any science, including social science, falling within Use Classes B1 (a), (b) and (c) of the Town and Country Planning (use Classes) Order 1987 (as amended), that is complementary to the activities of the University of Surrey. Development in accordance with the above will be supported.
- (2) It is expected that the new extension will provide a variety of sizes of unit including some small units (between 15 – 80 sq m) in order to meet the needs of start-up companies.
- (3) Where any proposals for development are submitted which do not meet the criteria set out above, the onus will be on the applicant to demonstrate:
  - (a) the need for such proposals in this location
  - (b) the economic benefits to the local and wider economy
  - ~~the proposals are well designed and landscaped to complement and enhance the existing Research Park setting,~~
  - (c) the proposed use would complement the overall functioning of the Research Park.
- (4) Proposals should be well designed and landscaped to complement and enhance the existing Research Park setting.

### **Reasoned justification**

- 4.4.41 One of the key successes of the Surrey Research Park has been to maintain its focus on knowledge transfer and facilities to support the commercial application of the University's research. ~~We intend to support t~~The Research Park ~~to should~~ retain its focus on research, development and design activities and providing valuable knowledge-based employment. As part of the mixed-use Blackwell Farm development, which has a total capacity of 1,650-800 homes (1,500 in the plan period) a 10/11haan extension to the Research Park of over 10 hectares will be delivered. This will provide a total capacity of around 35,000 sq m of additional floorspace, of which 30,000 sq m is expected to be delivered in the plan period. ~~We are keen to~~The support the University ~~will be supported~~ in continuing the success of the Research Park on the ~~larger-expanded~~ site and ~~the~~ contribution it makes to the regional economy.
- 4.4.42 As part of the Park's role encouraging enterprise from the University, a range of sizes of units will assist start-up businesses and those needing larger premises as they grow.

## Key Evidence

- Employment Land Needs Assessment, ([Guildford Borough Council, 2015-2017](#))

## Monitoring Indicators

Indicator	Target	Data source
Total amount of additional B class floorspace permitted and completed on the site.	Approx. 35,000 <del>sq</del> sq. m B1a, b and c over the plan period <u>that is</u> complementary to the activities of the University of Surrey.	Planning applications and appeals <u>decisions and building completions data</u>
Total amount of appropriate additional B class floorspace permitted and completed on the <del>site which</del> site <u>that</u> is complementary to the activities of the University of Surrey.	Approx. <del>3530</del> 30,000 <del>sq</del> sq. m B1a, b and c over the plan period <u>that is</u> complementary to the activities of the University of Surrey (100% of development).	Planning applications and appeals <u>decisions and building completions data</u>



## Policy E5: Rural economy

### Introduction

- 4.4.43 The NPPF states that planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development, which includes economic, social and environmental dimensions.
- 4.4.44 The rural areas of Guildford borough are defined as the areas outside of Ash, Tongham and Guildford urban areas. This means the rural area is large and includes a large variety of different locations such as villages, hamlets and even some of the strategic employment sites. As a result the rural policy relates to a diverse number of places in the borough and wide range of land-uses.
- 4.4.44a A third of borough residents live in rural areas, ~~and~~ the rural wards account for 25 per cent of all employment in the borough, partly influenced by some of strategic employment sites but also by a large number of small businesses. In addition to farming, food and tourism the range of jobs and businesses is extensive including shops, workshops, distribution, ICT, childcare and education, residential homes, manufacturing, property, corporate headquarters and offices. Internet business and working from home is increasing. This shows the diversity of the borough's rural economy and the Council supports the view that all forms of business can be appropriate in the countryside. Small rural businesses need to be supported so they can remain in rural areas as they start to expand as this plays an important role in the development of the rural economy.
- 4.4.45 About 45 per cent of our construction jobs and enterprises are in the rural areas, as well as over 25 per cent of all manufacturing, commercial and other service jobs. The rural wards are home to a number of the Strategic Employment Sites including The Pirbright Institute (Pirbright), Henley Business Park (Normandy) and Quadrum Park, The Guildway, Astolat, Peasmarsh and River Wey (Shalford).
- 4.4.46 The Council will encourage rural enterprise through the planning process and, where feasible, contribute to projects promoted by the Surrey Countryside Rural Economic Forum and the Surrey Hills Board. ~~We~~ The Council will work with our partners the Guildford Business Forum Rural Group. ~~We will support r~~ Rural and agricultural initiatives that improve local services and facilities and contribute to the rural economy will be supported. ~~We need to balance~~ The creation of new business opportunities must be balanced with the needs of the farming industry. Farming is an important contributor to the rural economy; it can help to maintain the landscape, which helps to attract tourists, and helps to produce food locally.
- 4.4.47 In urban areas, national planning policy directs development for main town centre uses (see glossary) to town, district and local centres. This is known as the sequential approach. To support the rural economy, national policy is more flexible, allowing small-scale developments in rural areas without applying the sequential approach.

## Policy E5: Rural economy

- (1) In order to support economic growth in rural areas, which will create jobs and prosperity, a positive approach to sustainable new development will be taken in Guildford borough. To promote a strong rural economy:
  - (a) the sustainable growth and expansion of all types of business and enterprise in rural areas will be supported, through conversion of existing buildings and provision of well-designed new buildings of appropriate scale, provided they are in accordance with green belt policy and other policies in the plan
  - (b) the development and diversification of agricultural and other land-based rural businesses will be supported, and
  - (c) the retention and development of local services and community facilities in our inset and identified villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship, which respect the character of the countryside, will be supported.
- (2) The Council will work with our partners at Surrey County Council and the Enterprise M3 LEP to support and improve the provision of internet services where needed in rural areas and enhance digital inclusion in such areas. This will help to retain and promote services and types of business, including traditional agriculture, and help to create more sustainable villages. The Council will also work with partners to support the provision of small-scale business incubation centres in rural areas.
- (3) Agricultural land will be protected as set out in national policy and the the economic and other benefits of the best and most versatile agricultural land will be taken into account.
- (4) To support the rural economy, national policy is more flexible, allowing small-scale development for main town centre uses (see glossary) without applying the sequential approach. The sequential approach will not be applied to applications for small scale rural offices or other small scale rural development.
- (5) Proposals that would result in the loss of shops and services that provide for everyday needs (within Use Class A) located in rural areas but outside of Local and District Centres, will be refused unless a minimum of 12 months marketing for that specific Use Class is demonstrated.

### Definition

- 4.4.48 In Guildford borough small-scale developments means those of less than 100 sq m (gross).

### Reasoned justification

- 4.4.49 Farming and forestry are the traditional rural employers, and those involved in them are key to management of the countryside. The industries continue to evolve and whilst employment is declining, the way these industries are run is changing. In general terms farms need larger business units and larger buildings to be viable and cope with the larger volumes of product, larger equipment and statutory storage regulations. The Council will support the provision of new and larger ~~buildings which~~ buildings, which are essential to farming and forestry. This will help the businesses to remain competitive and

viable and also improve our food security.

- 4.4.50 In view of the changing circumstances facing agriculture it is important that farmers are able to diversify their activities to supplement their incomes. However, this needs to be managed in a sustainable way that preserves or enhances the character of the surrounding countryside. Diversification can support the viability of agricultural holdings and will be supported where it contributes to the retention of agriculture as part of the rural economy. Schemes should, however, be developed in the context of farm development programmes which meet the business needs of the enterprise, provide for the ongoing management of the land and buildings, are sustainable and are consistent with safeguarding countryside character. Current diversification in the Surrey Hills includes the High Clandon Estate Vineyard, Albury Organic Vineyard, Silent Pool gin distillery and Tillingbourne brewery.
- 4.4.51 Provision and take-up of reliable and high speed broadband has been a major issue reported by rural businesses in certain parts of the borough. Slow broadband and inadequate and slow mobile phone coverage are constraints to economic development. Extending the reach of fibre broadband is key for the viability of rural businesses and will also benefit rural residents. Many businesses are unable to operate competitively without a good internet service. Currently the poorly served areas of the borough includes parts of Effingham, Pirbright, Pilgrims, Tillingborne and Shalford. Extending superfast broadband is one of the priorities set out in the Corporate Strategy.
- 4.4.51a Support for the rural economy is key for the Council and Enterprise M3 (EM3), the Local Enterprise Partnership (LEP) who recognise its significance for attracting business investment to the area. The borough's rural areas are potential areas for business and in the future they may play a significant role in supporting the health of the Guildford economy. The Council will also work with our partners including EM3 to support the provision of small-scale business incubation centres in rural areas. These provide low cost, flexible office space for start-up businesses and nomad working and may be able to provide faster internet than at residential properties along with the benefits of interacting with other local entrepreneurs.
- 4.4.52 Enterprise M3 LEP has established a Rural Action Group to promote the economic interests of the rural areas which comprise the larger part of the sub-region. The action group brings together public, private and not-for-profit stakeholders to develop and recommend policies and action plans to achieve this and to provide information into the Local Enterprise Partnership Board to support their decision making and policies. The Rural Action Group will promote viable and vibrant sustainable rural communities across the LEP area. ~~We The Council~~ will work with this group and other organisations to secure long term growth of the economy and the labour force in the rural areas, whilst also promoting sustainable management of the countryside and protecting landscapes. ~~We will also work with our partners the Guildford Business Forum Rural Group.~~

## Key Evidence

- Employment Land Needs Assessment, ([Guildford Borough Council, 2017](#))  
• ~~2015~~
- Guildford Borough Economic Strategy 2013 – 2031 ([Guildford Borough Council, 2013](#))
- Guildford Borough Corporate Strategy 2015 – 2020 ([Guildford Borough Council, 2016 update](#))
- Guildford Borough Rural Economic Strategy ([Guildford Borough Council, 2017](#))  
(forthcoming)

- Surrey Rural Strategy 2010 – 2015, (Surrey Rural Partnership, 2010)
- ~~Enterprise M3 LEP Rural Action Group~~ Rural Planning Policy Statement (Enterprise M3 LEP Rural Action Group, 2015)

## Monitoring Indicators

Indicator	Target	Data source
Number of sq m of B class floorspace permitted and completed in rural wards	<p><del>Overall Net increase of 37,20036.100 - 47,20043.700 sqsq. m B1a and B1b use class floorspace to 2033</del>            2034 in the <u>whole</u> borough</p> <p><del>Overall Net increase of 3.7 - 4.1 ha of industrial land (B1c, B2 and B8) to 2033-2034</del>            in the borough</p>	<p>Planning applications and appeals</p> <p><a href="#">Building completions data</a></p>
Number of agricultural planning permissions refused	Permit all applications for essential agricultural development	<p>Planning applications and appeals</p> <p><a href="#">Building completions data</a></p>

## Policy E6: The leisure and visitor experience

### Introduction

- 4.4.53 The leisure and visitor experience in our borough supports peoples quality of life, fosters social and cultural wellbeing, and increases the vibrancy of the area. As one of the fastest growing industries in the borough, the sector also makes a significant contribution to Guildford's economy; tourism alone generating over £3350 million of income for local businesses and supporting more than 61000 jobs in 2015<sup>1</sup>. By providing complementary uses that contribute to the daytime, early evening and night-time economy, leisure uses also play a crucial role in maintaining the vitality and viability of our town, district and local centres.
- 4.4.54 The borough offers a varied leisure and visitor experience, encompassing both the ~~tranquillity~~tranquility of the countryside along with the vibrancy of Guildford's town centre. The historic built environment also significantly contributes to Guildford's appeal. Many of the borough's entertainment and cultural activities are concentrated within central Guildford; the area offering a mix of shops, restaurants, performance venues, galleries and attractions including the Guildhall, Guildford Castle and Guildford Museum. Other attractions in the borough include the River Wey and Dapdune Wharf Visitors Centre, Guildford Cathedral, Watts Gallery, The Hogs Back Brewery, Ash Museum, the Basingstoke Canal and the Blackwater Valley. We also have a range of sports facilities located across the borough including the Spectrum Leisure Complex, Ash Manor Sports Centre and the Surrey Sports Park that help to promote and facilitate active lifestyles amongst our population.
- 4.4.55 The rural parts of the borough also offer considerable recreational and tourism opportunities. Attractions include the Royal Horticultural Society Gardens at Wisley, impressive historic properties such as Loseley Park and the National Trust properties of Clandon Park and Hatchlands Park, and the Chilworth Powder Mills. Our natural landscapes also play a significant role in attracting visitors to the borough and improving the quality of life of Guildford's residents. Many additional visits arise from the pursuit of outdoor sports and activities in the countryside, notably rambling, horse riding and cycling, for which there is an extensive system of footpaths, bridleways and cycleways.
- 4.4.56 Despite the borough's unique attributes, there remains scope for improvement in the scale and quality of our leisure offer (particularly in Guildford town centre)<sup>2</sup>. ~~The~~ Local Plan aspires to improve and diversify the leisure and visitor experience in the borough. Stimulating vibrant town and district centres, encouraging the provision of additional visitor and business accommodation in appropriate locations, protecting our special natural landscapes and preserving our historic built environment will be important to achieving this.

---

<sup>1</sup> The Economic Impact of Tourism Guildford 2015<sup>4</sup>

<sup>2</sup> Guildford Retail and Leisure Study Update 2014 and 2017 Addendum

## **POLICY E6: The leisure and visitor experience**

- (1) We will continue to develop a high quality visitor experience- to increase the contribution that tourism, arts, cultural heritage and sport make to our quality of life and social and cultural well-being. To achieve this we will support:
  - (a) the provision of new and enhanced leisure and visitor attractions, including arts and cultural facilities, in accordance with the sequential test outlined in the NPPF for main town centre uses
  - (b) the provision of new and improved accommodation and conference facilities for tourist and business visitors in accordance with the sequential test
  - (c) sustainable rural tourism and leisure developments that benefit businesses, communities and visitors in rural areas as long as they respect the size, character and function of their setting and comply with national green belt policy. This support extends to the re-use of suitable rural buildings for visitor accommodation and other small-scale rural development proposing less than 100\_sq m of additional floorspace
  - (d) proposals which promote greater use of the River Wey as a leisure and recreational resource without harming local biodiversity or water quality.
- (2) To protect the vitality and viability of our town, district and local centres, proposals for new leisure space which exceed 500\_sq m and are located outside of these areas, as designated on the Policies- Map, will be required to submit an impact assessment. All new and enhanced leisure and visitor attractions and facilities will be required to ~~should~~ preserve the borough's special heritage and natural features.
- (3) The loss of existing visitor, leisure and cultural attractions, including arts and entertainment facilities, hotels and indoor sports venues, will be strongly resisted unless replacement facilities of an equivalent or better standard and provision are proposed in a location equally accessible to the facility's current catchment area. Alternatively, robust evidence must be provided that demonstrates that the facility causes significant detriment to the amenity of the locality or that:
  - (a) there is no longer a need for the existing facility or an alternative leisure or visitor use; and
  - (b) the existing use is unviable and its retention has been fully explored (including through marketing the facility for its existing and -alternative leisure or visitor use for a continued period of at least 18 months).

### **Reasoned Justification**

- 4.4.57 Policy E6.14 aligns with the aims of the Council's Visitor Strategy (2014-2020) to actively promote and sustainably develop Guildford's visitor economy. We consider that the leisure and visitor experience in our borough has the potential to contribute significantly to Guildford's future economic growth.
- 4.4.58 We will continue to protect existing visitor and leisure facilities whilst promoting a sustainable expansion of the sector. The provision of arts and cultural facilities in particular can broaden the borough's offer and increase its appeal to visitors.
- 4.4.59 Visitor related development by its nature is often located in sensitive areas and its benefits need to be carefully balanced against the need to protect our valuable

countryside and heritage assets from overcrowding and degradation. The plan seeks to ensure that the borough's unique natural landscapes and heritage, which contribute so significantly to its appeal as a leisure and tourism destination, are preserved~~Landscaping, careful siting of development, the re-use of buildings and attention to detail can help developments to blend in with their surroundings.~~ Any new built development must complement the natural attractions of the landscape and reflect the character of the surrounding area. Landscaping, careful siting of development, the re-use of buildings and attention to detail can help developments to blend in with their surroundings.

- 4.4.60 The provision of visitor accommodation is important to both businesses and tourism. Occupancy rates are high in the borough and the volume of overnight stays is increasing; reflecting an increasing need for further bed spaces. The Surrey Hotel Futures Report (June 2015), ~~also~~ indicates that there is market potential and hotel company interest in a significant providing need for additional visitor and business accommodation in the borough. To maintain and enhance Guildford's appeal as a tourist and business destination and keep pace with the growth of both sectors, we therefore consider it important to increase the borough's stock of hotel accommodation and protect existing facilities.
- 4.4.61 Proposals for new visitor and business accommodation and other leisure and tourism uses on unallocated land will be required to adhere to the sequential test outlined in the NPPF. This means that new facilities will be encouraged to locate in our town and district centres. If there are not any town centre sites available, edge of centre locations may be considered. Only if there are not any town centre or edge of centre sites available will out-of-centre locations be accepted. Applicants proposing new leisure uses outside of the town or district centres will be required to submit an impact assessment if the additional leisure floorspace exceeds 500 sq m. The assessment should clearly identify and explain the proposed development's likely impact on the vitality and viability of the town or district centre.
- 4.4.62 The Council also recognises that tourism is an important sector of the rural economy and has great potential for further growth. Appropriate development can help to sustain rural services and create significant benefits for local communities. The NPPF suggests that we should support sustainable rural tourism and leisure developments, including the provision and expansion of visitor facilities in appropriate locations, where identified needs are not met by existing facilities in rural service centres. Small-scale development proposing less than 100 sq m of additional floor space for leisure/visitor use in rural areas will therefore not be subject to the sequential test.
- 4.4.63 There is significant demand in the borough for accommodation that caters for the middle and upper end of the visitor market. The offer of many hotels providing such service is often dependent on a scenic rural location and/or spacious settings. To encourage the provision of more hotels and the diversification of the rural economy, proposals involving the re-use of suitable rural buildings (those considered by the Council to be of a permanent and substantial construction) or the comprehensive redevelopment of previously developed land for visitor accommodation in rural areas will generally be supported where their locational requirements are well justified. This approach accords with the NPPG's recognition that the market and locational requirements of some main town centre uses means they may only be accommodated in specific locations. Proposed development for visitor accommodation in rural areas should, where possible and relevant to its function and location, be accessible by public transport and comply with green belt policy. The Council may apply a more flexible approach in regards to accessibility to public transport where it can clearly be demonstrated that the appeal of the proposed accommodation is predominately based upon its on-site facilities.

## Key Evidence

- Guildford Borough Economic Strategy 2013 – 2031 (Guildford Business Forum and Guildford Borough Council, 2013)
- Tourism South East Research Services (2015) The Economic Impact of Tourism: Guildford 2015
- The Enterprise M3 Strategic Economic Plan – 2014-2020 (Enterprise M3 Local Enterprise Partnership, 2014)
- ~~National Planning Policy Framework (DCLG, 2012)~~
- Surrey Hotel Futures Report June 2015 (Hotel Solutions on behalf of Surrey County Council)
- Guildford Retail and Leisure Study update 2014 (Guildford Borough Council, 2015) and Addendum 2017
- Visitor Strategy 2014-2020 (Guildford Borough Council, 2014)

## Monitoring Indicators

Indicator	Target	Data source
Net change in visitor accommodation bed spaces granted planning permission and completed within the borough	Increase in the number of visitor bed spaces	Planning applications



## Retail and Service Centres

### Introduction

- 4.4.64 Our hierarchy of retail and service centres of differing scale and functions serve as a central focus for our communities. ~~These~~ They provide places to buy everyday necessary goods, ~~necessary and~~ services such as post offices, launderettes and takeaways, and places such as pubs and restaurants where people can meet up and socialise.
- 4.4.65 The hierarchy of centres in the borough is shown in Table 24, and consists of a single town centre in Guildford town, one urban and two rural district centres, and 20 local centres across our towns and villages. The role and function of each centre relates to its position in the hierarchy and its size and mix of uses. Policies E7 Guildford Town Centre, E8 District Centres and E9 Local Centres are set out below.

### ~~Policy E7: Guildford Town Centre~~

- 4.4.66 Guildford's retail and service centres are the heart of our communities. They serve as a focus for community life, with Guildford serving a wide catchment that extends beyond the county. Within the ~~borough~~ borough, we have a range of centres of different scales, which serve different functions.

### Policy E7: Guildford Town Centre

- 4.4.67 Guildford town centre has a unique setting and historic character and is the largest retail, service, administrative and commercial centre in the county of Surrey ~~county~~ (measured by floorspace and number of units<sup>1</sup>). With good transport accessibility by rail and road, it is one of the key town centres in the South East outside of London.
- 4.4.68 The town centre is centred on two linear features, the River Wey, and the High Street that rises up the valley side from Town Bridge. Related to this, the centre has striking topography, with attractive views to the surrounding countryside south and east of the town centre. It is renowned for its picturesque historic High Street and lanes off it, known as “gates”, which link the High Street, the Castle and the other key shopping street, North Street. The setting and the historic street pattern in the central area of the town centre are a vital part of its special character as is the range and concentration of heritage assets.
- 4.4.69 Guildford town centre is lively and economically resilient. It has proved to be one of the most resilient centres in the country in times of economic downturn<sup>2</sup>, primarily due to its largely affluent catchment population and attractive environment.
- 4.4.70 Nevertheless, centres are constantly changing. As how we shop and spend our leisure time changes, and nearby similar sized centres such as Kingston upon Thames and Woking improve, so must Guildford town centre. As well as providing for shopping and employment needs, we must improve the overall experience for people visiting Guildford town centre.

---

<sup>1</sup> Experian

<sup>2</sup> Second most credit crunch resistant retail centre in the UK (Source: CACI Retail Footprint Study 2010/11)

- 4.4.71 Improvements needed include the leisure daytime ~~and, early evening~~ and night time economy, the built and natural environment in certain areas (including the riverside) and the dominance of traffic congestion and surface car parks. These will help to ensure that by 2033, Guildford town centre is as described in the Vision below, which is from the Guildford Town Centre Vision document 2015.
- 4.4.72 Guildford town centre, its ground floor primary and secondary shopping frontages and its primary shopping area are shown on the Guildford Town Centre Inset Map. Its shopping frontages are listed in Appendix B.

### **Vision**

~~Guildford town centre has a unique setting and historical character, and is at the centre of one of the most prosperous counties in England. We will protect and build on these assets and insist that all new development will be of the highest design and environmental standards. We will be proactive in building a great town centre which connects to the amenity of the riverside. We will invest in creating high quality public realm. We will put people above traffic and we will promote new high quality retail and business development. To achieve this we will develop innovative funding and delivery bodies. As we embark together towards this exciting future we pledge that we will continue and extend an active dialogue with our residents and other stakeholders.~~

- 4.4.73 The town centre will be the focus for developments of town centre uses of a scale appropriate to the centre's role and function that generate a large number of journeys. New retail development will be directed to the primary shopping area. Outside of the primary shopping area but within the wider town centre, a variety of town centre uses will be encouraged, including food and drink, leisure, and cultural uses that add to the liveliness, attractiveness, and economic resilience of the centre.
- 4.4.74 The role of Guildford town centre as the key retail and service centre for Surrey county will be reinforced, and it will become a more attractive place to live, to visit and to work in. We will ensure the public realm is enhanced and insist that all new development will be of the highest design and environmental standards. We will also take opportunities to reconnect the town centre to the amenity of the riverside.

## POLICY E7: Guildford Town Centre

- (1) By 2034, Guildford town centre will have:
  - (a) a new retail-led, mixed-use development of ~~45,000~~41,000 sq m (gross) of additional comparison goods floorspace on the North Street regeneration site within its primary shopping area.
  - (b) developments of other town centre uses that contribute to the liveliness of the town centre including food and drink, more gyms and cinema screens;
  - (c) approximately ~~1,172~~1,300 new homes, particularly on upper floors as part of mixed use developments;  
~~more varied uses during the evening and night time, including along the riverside, with residents and visitors feeling safe;  
active use of the riverside and the river;  
more effective routes within and across the town centre for pedestrians and cyclists  
new public squares and other informal meeting areas.~~
- (2) Retail and leisure proposals over 500 sq m (gross) located outside of Guildford town centre, local or district centres, and where the site is not allocated in this Plan, must be supported by a retail impact assessment.
- (3) Within the Primary Shopping Frontage as defined on the Policies Map proposals for change of use of existing ground floor shops (Class A1) to other uses will not be permitted.
- (4) Within the Secondary Shopping Frontage defined on the Policies Map, planning permission for the change of use of ground floor shops (Class A1) to Class A2, A3, ~~or~~ A4 or A5 will be permitted where all the following criteria are met:
  - (a) the additional uses result in no more than two permitted ground floor non-retail uses adjacent to each other; and
  - (b) the additional use results in no more than one third of this section of the defined street level frontage (as defined in Appendix B) in permitted non-A1 Use Class; and
  - (c) the use ~~will does~~ not result in loss of amenity in terms of noise, disturbance, smell, litter or traffic generation; and
  - (d) the proposed use will not be detrimental to the shopping function or character of the town centre.
- (5) Exceptionally loss of shopping area uses (Class A) at ground floor level will be permitted, subject to the above criteria, where the proposed use is appropriate to a town centre shopping frontage.
- (6) Proposals for new food takeaways within 500m of schools will not be accepted ~~-~~ because of the potential negative impact on the health of school children.

### Reasoned Justification

- 4.4.75 The Plan defines a prime shopping area along the lower High Street where a concentration of the retail multiples are represented. This prime area has the highest proportion of A1 (shop) uses, the highest Zone A rental values, and the highest pedestrian flow levels in the whole town centre. In order to protect its liveliness and economic resilience, changes of use from shops (Use Class A1) to

other uses will not be permitted. Town centre uses that are complementary to retail, will be permitted in the surrounding secondary shopping frontage.

- 4.4.76 The cumulative impact of concentrations of restaurants, take-aways, bars and pubs can cause problems for town centre residents. The amenity of residents in the town centre will be protected, both by this policy and other Local Plan policies concerned with protecting residential amenity. As we are encouraging more people to live in the town centre, we must ensure that new food and drink uses do not harm their amenities.
- 4.4.77 As the most sustainable location in the borough, Guildford town centre is the most suitable location for the larger developments of town centre uses, and for housing. We will ensure that large scale developments of town centre uses are located within the town centre, wherever possible as part of mixed-use developments including housing. Large scale retail will be located wherever possible within the primary shopping area.
- 4.4.78 Guildford Retail and Leisure ~~Update Study 2014~~Addendum 2017 calculates the likely future need for retail and leisure floorspace for the whole borough over the plan period to 2034~~3~~. Calculations are based on 2014~~2~~ ONS population projections and the likely future increase in expenditure, based on national data and a household survey. The figures also take into account changes in special forms of trading, such as increased proportion of expenditure on internet sales.
- 4.4.79 The headline figures for comparison retail need, assuming Guildford town centre retains a constant market share, are ~~14,3491,614~~ 15,664,23,694sq m to 2025~~4~~; ~~40,28946,955~~ 46,66466,298sq m to 2030~~29~~; ~~56,747~~ 56,747sq m to 2031~~1~~ and ~~46,66466,298~~ 46,66466,298sq m to 2034~~3~~. These figures are cumulative. Due to changing retail spending patterns and other variables, there is greater certainty in retail needs assessments for shorter time periods. Sites have therefore been allocated to meet identified needs to 2030~~29~~, by when we will have reviewed needs again.
- 4.4.80 The anticipated proportion of retail sales made via the internet is increasing, and mobile phone retailing is growing. It is becoming increasingly clear that the successful large bricks and mortar retailers are increasingly becoming multi-channel retailers (selling through bricks and mortar stores and online), which is changing the pattern of shopping habits.
- 4.4.81 The vast majority of the comparison floorspace will be provided in one development, on the site fronting North Street. This will provide a significant amount of new retail floorspace, flats, food and drink, and leisure floorspace, and improvements to the environment and appearance of this area.
- 4.4.82 The need for convenience retail (gross floorspace), assuming constant market share, is ~~1,8691,436~~ 1,8691,436sq m to 2030~~29~~, and ~~2,5032,477~~ 2,5032,477sq m to 2034~~3~~. These figures are cumulative.
- 4.4.83 These retail need figures do not include the needs of new strategic development sites included in this plan, which are quantified separately in the Retail and Leisure Update Study 2014.
- 4.4.84 Consumer habits are changing and to be a successful town centre in the future will involve strengthening the retail offer and diversifying to include other town centre uses. The town centre will become more important as a focus for our

leisure time, and the enhancement of the riverside, buildings and public spaces between them will contribute to this diversification.

4.4.85 National planning policy sets out two tests, the sequential use and impact assessment. In considering proposed developments of main town centre use on sites outside of designated centres on sites that are not allocated for such uses, the sequential assessment must be applied. Retail and leisure proposals over 500sq m on unallocated land outside of designated centres must be accompanied by a retail impact assessment. This will help to preserve the liveliness of our centres, and to protect them from significant adverse impacts from new retail and leisure developments in less suitable locations.

~~4.4.86 River flooding risk is currently a significant constraint in redeveloping Guildford town centre. Several prominent riverside sites that have no building footprint cannot be allocated for redevelopment because of river flooding. Flooding issues aside, additional sites would be suitable for main town centre uses such as food and drink, leisure and offices. Work is continuing to try to resolve these flooding issues, including considering technical solutions to remove the sites from the floodplain. This work is taking place outside of the Local Plan process, because of the time it takes and the uncertainties.~~

4.4.87 We will work with our partners to deliver the Local Plan, and to progress further opportunities highlighted in the Guildford Town Centre Regeneration Strategy-draft Town Centre Masterplan. Partners include Experience Guildford (Guildford’s Business Improvement District), major land- owners including the North Street Regeneration site, Surrey Country Council as local highway authority, the Environment Agency, and the National Trust as owner of the River Wey.

### Key Evidence

- ~~• Allies and Morrison, draft Town Centre Vision 2015~~
- ~~• Allies and Morrison, draft Guildford Town Centre Masterplan 2015~~
- The Guildford Town Centre Regeneration Strategy (Guildford Borough Council, 2017)
- Carter Jonas, Guildford Retail and Leisure Study Update 2014 (Guildford Borough Council, 2015) and Addendum 2017
- Guildford Borough Council land use surveys, to 2015/2016

### Monitoring Indicators

Indicator	Target	Data source
<u>Amount of retail floorspace (A1) approved permitted and completed within the town centre, edge of centre, and out of centre</u>	<u>Zero</u> <u>41,000 sq m (gross)</u>	<u>planning application, and appeal decisions and building control completions</u>
<u>Amount of food and beverage floorspace (A3,A4) permitted and completed within the town centre</u>	<u>6,000 sq m (gross)</u>	<u>planning application, appeal decisions and building control completions</u>

## Policy E8: District Centres

### POLICY E8: District Centres

- (1) ~~We will support t~~The role of District Centres as the focus for communities in the surrounding areas in providing for everyday shopping and service needs as well as for some more specialist needs will be supported. Proposals for residential use of upper floors add to the liveliness of centres, and will be considered positively.
- (2) The following areas, as shown on the Policies Map, are designated as District Centres. For each, the boundary of the Primary Shopping Area is the same as the boundary of that Centre:
  - (a) Wharf Road, Ash
  - (b) Station Parade, East Horsley
  - (c) Ripley.
- (3) In order to strengthen the liveliness and economic resilience of the borough's District Centres, retail and other main town centre use<sup>1</sup> developments located within the centre and consistent with the scale and function of that centre will be supported. Where no suitable sites are available within the centre, sites on the edge of designated centres will be considered. We will not apply this sequential approach to proposals for town centre uses of less than 100 sq. m (gross) in rural areas.
- (4) Retail and leisure proposals over 500 sq. m (gross) located outside of a ~~local or~~ district centre, and where the site is not allocated in the local plan must be supported by an retail impact assessment.
- (5) Proposals for new food takeaways within 500m of schools will not be accepted because of the potential negative impact on the health of school children.
- (6) Within the District Centres shown on the Policies Map, proposals for change of use of ~~an ground floor shop (Use Class A1) A1 retail use at ground floor to use for financial and professional services (Use Class A2) and/or food and drink (Use Class A3/A4/A5) an other A class use~~ will be permitted where all of the following criteria are met:
  - (a) the proposal results in no more than two ~~adjacent~~ non-A1 retail uses adjacent to each other
  - (b) the proposal results in no more than one-third of defined ground floor frontage units in permitted non-A1 retail uses
  - (c) the proposal will not result in loss of amenity in terms of noise, disturbance, smell, litter or traffic generation, and
  - (d) the proposal will not prejudice the character and appearance of the district centre and its immediate environment.
- (7) Exceptionally ~~loss of shopping area uses (Class A1) a proposed change of use of an A1 retail unit at~~ unit at ground floor level will be permitted, subject to the above criteria,

<sup>1</sup> 'Main town centre uses' are defined in the NPPF (see also Appendix A: Glossary for a definition).

where the proposed use is appropriate to a District Centre a suitable ground floor main town centre use and requires a shopfront.

(8) Proposals for change of use from non-retail Class A uses (A2, A3, A4, and A5) at ground floor level to a suitable ground floor main town centre use will be permitted subject to meeting both of the last two criteria listed above.

(9) Residential and offices within the B1 Use Class are not considered to be suitable main town centre uses for the ground floor level of a District Centre Primary Shopping Area.

### **Reasoned Justification**

- 4.4.88 Town centre developments of suitable scale should be located in district centres as the most sustainable locations to serve local communities. This helps people to make a single trip to that centre for several purposes. It also provides increased competition between retailers and services and customer choice.
- 4.4.89 National planning policy sets out two tests that must be applied when considering developments of town centre uses that are not in a centre and that are not allocated in this Local Plan. These are the sequential test and the impact test.
- 4.4.90 Due to the size of our district centres and the distribution of uses within the centres, it is not suitable to define primary and secondary shopping frontages. For each of our District Centres, the boundary of the Primary Shopping Area (the area where retail development is concentrated) is the same as the boundary of that centre. These are shown on the Policies Maps.
- 4.4.91 Most ground floor uses in District Centres are within the A Use Class, that is, they are shopping area uses. Other uses typically found in shopping / service centres are outside of the A Use Class, and include health and fitness centres, arts and culture, nail bars, and hotels.

### **Key Evidence**

- Carter Jonas, Guildford Retail and Leisure Study Update 2014 (Guildford Borough Council, 2015) and Addendum 2017
- Guildford Borough Council land use surveys, to 20165

## Monitoring Indicators

Indicator	Target	Data source
Number of vacant units in designated frontage	Not to increase	Annual centres surveys
Number of planning applications for main town centre uses over 100 sq m gross that are approved outside of district centres.	None	Planning applications

Draft - For EAB



## Policy E9: Local Centres

### Introduction

- 4.4.92 Over the plan period, four new Local Centres are planned to be built at each of the strategic sites of Gosden Hill, the former Wisley airfield ~~and~~, Blackwell Farm ~~and~~ ~~Normandy and Flexford~~. The precise location of each centre will be determined by planning application. Once built, these new local centres will be treated as local centres within the context of this Plan, and subsequently their exact location and boundaries subsequently designated ~~as new Local Centres~~ in the next Local Plan review.

### **POLICY E9: Local Centres**

- (1) ~~We will support t~~The role of Local Centres will be supported as the focus for local communities in providing for their everyday shopping and service needs. Proposals for residential use of upper floors add to the liveliness of centres, and will be considered positively.
- (2) The following areas, as shown on the Policies Map, are designated as Local Centres. For each, the boundary of the Primary Shopping Area is the same as the boundary of that Centre:
- (3) The 14 urban Local Centres are:
  - (a) Aldershot Road, Westborough
  - (b) Collingwood Crescent, Boxgrove
  - (c) Kingpost Parade, London Road, Burpham
  - (d) Epsom Road, Merrow
  - (e) Kingfisher Drive, Merrow
  - (f) Madrid Road, Guildford Park
  - (g) Southway, Park Barn
  - (h) Stoughton Road, Bellfields
  - (i) The Square, Onslow Village
  - (j) Woodbridge Hill, Guildford
  - (k) Woodbridge Road, Guildford
  - (l) Worplesdon Road, Stoughton
  - (m) Ash Vale Parade, Ash
  - (n) The Street, Tongham.
- (4) The six rural Local Centres are:
  - (a) Bishopsmead Parade, East Horsley
  - (b) Effingham
  - (c) Fairlands
  - (d) Send
  - (e) Shalford
  - (f) There.
- (5) In order to strengthen the liveliness and economic resilience of the borough's Local Centres, proposals for retail and other main town centre uses, developments consistent with the scale and function of that centre will be supported. Where no suitable sites are available within the centre, sites on the edge of designated centres will be considered. We will not apply this sequential approach to small-scale development proposals for main town centre uses ~~of less than 100sq m (gross)~~ in rural areas.

- (6) Retail and leisure development proposals over 500sq m (gross) which are not located in a local ~~or district~~ centre, and where the site is not allocated for the proposed use must be supported by an retail impact assessment.
- (7) Proposals for new hot food takeaways (Use Class A5) within 500m of schools will not be accepted because of the potential negative impact on the health of school children.
- (8) Within the Local Centres shown on the Policies Map, proposals for change of use of an ground floor shop (Use Class A1) A1 retail use at ground floor to use for financial and professional services (Use Class A2) and/or food and drink (Use Class A3/A4/A5) another A Class use will be permitted where all of the following criteria are have been met:
- (a) the proposal will not result in a concentration of such uses that would be harmful to the local shopping centre's vitality and viability; and
  - (b) the proposal will not result in loss of amenity in terms of noise, disturbance, smell, litter or traffic generation; and
  - (c) the proposal will not prejudice the character and appearance of the local centre and its immediate environment.
- (9) The following Exceptionally loss of town centre uses (Use Class A1) a proposed change of use of an A1 retail unit at ground floor level will be permitted, subject to the above criteria, where the proposed use is appropriate to a Local Centre a suitable ground floor main town centre use, and requires a shopfront.
- (10) Proposals for change of use from non-retail Class A uses (A2, A3, A4, and A5) at ground floor level to a suitable ground floor main town centre use will be permitted subject to meeting both of the last two criteria listed above.
- (11) Residential and offices within the B1 Use Class are not considered to be suitable main town centre uses for the ground floor level of a Local Centre Primary Shopping Area.

~~To ensure that people living and working in rural areas can access everyday goods and services, we will resist the loss of rural shops and service units that provide for everyday needs (within Use Class A) within rural areas but outside of Local and District Centres, unless a minimum of 12-months marketing for that Use Class is demonstrated.~~

### Definition

4.4.92a Main town centre uses are defined as retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

4.4.92b Due to the size and distribution of uses within local centres, it is not suitable to define primary and secondary shopping frontages. For each of our Local Centres, the Primary Shopping Area (the area where retail development is concentrated) is the boundary of that centre. These are shown on the Policies Map.

4.4.92c In Guildford borough small-scale developments means those of less than 100 sq m (gross).

### **Reasoned Justification**

- 4.4.93 Small-scale developments of main town centre uses should be located in Local Centres as the most sustainable locations. This helps people to make a single trip to that centre for several purposes. It also provides increased competition and customer choice.
- 4.4.94 National planning policy sets out two tests that must be applied when considering developments of main town centre uses that are not in a centre and that we have not allocated in this Local Plan. These are the sequential test and the impact test. In rural areas, national policy allows for small-scale development without meeting the sequential test.
- ~~4.4.95 Due to the size and distribution of uses within local centres, it is not suitable to define primary and secondary shopping frontages. For each of our Local Centres, the Primary Shopping Area (the area where retail development is concentrated) is the boundary of that centre. These are shown on the Policies Map.~~
- 4.4.96 It is recognised that shopping and leisure patterns are constantly changing, and that Local Centres need to be able to respond to these to stay lively and to provide opportunities for small, often independent businesses that serve local communities. A reasonably flexible approach to ground floor main town centre uses will therefore minimise vacancies within Local Centres.
- 4.4.97 Most ground floor uses in Local District Centres are within the “A” Use Class, that is, they are shopping area uses. Other uses typically found in shopping / service centres are outside of the “A Use Class”, and include health and fitness centres, arts and culture, nail bars, and hotels.

### **Key Evidence**

- ~~Carter Jonas~~, Guildford Retail and Leisure Study Update 2014 ([Guildford Borough Council, 2015](#)) and [Addendum 2017](#)
- Guildford Borough Council land use surveys, to ~~2015~~2016

### **Monitoring Indicators**

Indicator	Target	Data source
Number of vacant units in the designated frontage	Not to increase	Annual surveys
Number of planning applications for main town centre uses over 100 sq m gross that are approved outside of local centres.	None	Planning applications

## 4.5 Design Policies

### Policy D1: ~~Making better places~~ Place Shaping

#### Introduction

- 4.5.1 The design of the built environment has a direct effect upon how places are used. The relationship between buildings, ~~and~~ spaces and landscape as well as detailed design and materials are all factors in this. Good design will influence how people move around our urban areas ~~settlements~~, how they interact and how places make people feel. We place a high value on the importance of good design in the built environment and making places better for people. It is important and fundamentally affects people's lives on a day to day basis.
- 4.5.2 The NPPF attaches great importance to the design of the built environment and states that good design should contribute positively to making places better for people. Urban design and architecture can contribute to health outcomes through encouragement of more active lifestyles. Development should be encouraged to create places that create mixed communities catering for the needs of different types of people, including the young and old, encourage walking and cycling, improve access to public transport, and ensure that new development connects with existing parks and open spaces for recreation. Building exteriors and public realm should be designed in a way that contribute to pedestrian friendly environments.
- 4.5.3 We need to accommodate growth over the plan period including the provision of adequate residential and economic development as outlined elsewhere in this Plan.
- 4.5.4 It will be important to ensure that new housing and employment areas are designed to respect the existing character of the borough, and create great places for people to live in or use.
- 4.5.5 Through detailed design considerations we can ensure that design quality is an important consideration in the planning process, but we also have an opportunity now to ensure strategic design considerations are in place. The following policy seeks to provide a strategic framework of requirements to achieve this, to be augmented through a more detailed design policy at a later stage.

## **POLICY D1: Making better places Place Shaping**

- (1) ~~We require a~~All new developments ~~to~~must achieve high quality design and enhance the environment in which they are set.
- (2) Residential developments of 25 or more dwellings ~~should~~must:
  - (a) provide a harmonious, integrated mix of uses, where appropriate, that fosters a sense of community and contributes to inclusive communities that provide the facilities and services needed by them
  - (b) provide places for communities to meet and interact, such as play and recreation and other public spaces
  - (c) be designed to facilitate and promote walking, providing a high quality environment for pedestrians, and where possible allowing short walking distances to amenities
  - (d) create places that are easy to get to and through, foster active lifestyles, are easy to understand and navigate, and feel safe during the day and night, and
  - (e) be designed to facilitate the delivery of high quality communications infrastructure to support sustainable modern living, and
  - (f) provide convenient and safe routes through the development and to nearby areas for pedestrians and cyclists.

### **All developments will:**

- ~~• respond meaningfully and sensitively to the site, its characteristics and constraints, and the layout, grain, massing and height of surrounding buildings~~
- ~~• be laid out to make the best use of the natural features such as trees and hedges and levels, and enhance views into and out of the site~~
- ~~• promote and reinforce local distinctiveness to create a sense of place, with innovative architecture encouraged and supported in the appropriate context~~
- ~~• be expected to have regard to and perform positively against Building for Life 12 criteria, and~~
- ~~• be expected to use art and materials of a nature appropriate to their setting.~~

## **Reasoned Justification**

- 4.5.6 It is important at this strategic stage in the local planning process that we set out how we will plan positively to achieve very high quality and inclusive design for all developments. National planning policy requires the inclusion of a robust policy for design quality, ultimately the NPPF gives local planning authorities the power to refuse development of poor design that fails to take opportunities available for improving the character and quality of an area and the way it functions. This policy forms the strategic element with more detailed policy to follow as we form the development control policies.
- 4.5.7 We want to create places that we can be proud of, that are inclusive and promote community and healthy living. We are keen to encourage a mix of uses, particularly on larger sites, but also on smaller sites. This provides the potential to create places where services and facilities are readily accessible to residents, in particular through walking or cycling. We are keen to see places that allow access to facilities and support the use of sustainable modes of transport.

4.5.9 Access to an efficient broadband connection is crucial for residents to efficiently go about day-to-day activities. It also stimulates economic growth and enables digital inclusion of vulnerable communities along with improving access to education facilities and improving the skills base. It further supports efforts to reduce carbon emissions by minimising the need to travel.

### Key Evidence

- ~~NPPF~~
- By Design, Urban Design in the planning system: towards better practice (DETR 2000)
- Active by Design: Designing places for healthy lives – A short guide (Design Council, March 2014)
- Building for Life 12: The sign of a good place to live (Design Council, Third Edition January 2013)
- ~~Guildford Borough Council~~ Residential Design Guide SPG (~~Guildford Borough Council~~, July 2004)
- Landscape Character Assessment (Guildford Borough Council, 2007)

### Monitoring Indicators

Indicator	Target	Data source
<del>Number of appeals allowed for applications originally refused for design reasons</del>	<del>Reduction in the number percentage of appeals allowed that are considered to be poorly designed</del>	<del>Planning applications and appeals.</del>
Number of new developments achieving the “Built for Life” quality mark	Increase number of developments that have achieved the Built for Life quality mark	Planning applications and appeals

## Policy D2: Sustainable design, construction and energy

### Introduction

#### **Sustainable development**

- 4.5.9 The NPPF states that sustainable development means achieving growth while “ensuring that better lives for ourselves don’t mean worse lives for future generations”. In environmental terms, this means taking into account the impact of our consumption patterns on the environment’s ability to provide both for ourselves and for future generations, and living within the environmental limits of one planet. In practice, this means being careful about how much we consume, reusing materials and favouring renewable resources over finite resources.
- 4.5.10 The NPPF sets out the government’s vision of sustainable development, and highlights the key themes that should be addressed including:
- (a) water supply and demand (paragraphs- 94 and 99)
  - (b) minimisation of waste and pollution (paragraphs- 7, 17, 109, 110, 143 and 156)
  - (c) 156)
  - (d) promotion of renewable, low carbon and decentralised energy (paragraphs- 93 and 97)
  - (e) the prudent use of natural resources (paragraph- 7)
  - (f) radical reduction of greenhouse gas emissions and (paragraph- 93)
  - (g) management of the risks of climate change through suitable adaptation measures in new developments (paragraphs- 14, 94, 99 and 156).

#### **Climate change and the low carbon economy**

- 4.5.11 The NPPF identifies climate change as a key challenge for the planning system to address and requires it to assist in the movement towards a low carbon economy. The South East of England is likely to face significant challenges from a changing climate and changing weather patterns. To avoid the costs associated with retrofitting and replacement, new buildings should be future proofed; suited to, and easily adaptable for, the range of climate conditions and weather patterns we are likely to see over the next century and adaptable to new technologies. The buildings we build today are likely to be with us into the next century, so the benefits of building adaptable and energy and resource efficient developments will last a long time.
- 4.5.12 A significant percentage of our carbon emissions comes from our homes (32 per cent in our borough<sup>1</sup>). Our current housing stock will remain in use for a long time so retrofitting existing homes for better energy efficiency is a vital step for reducing carbon emissions. The Council supports the retrofitting of buildings for energy efficiency where planning permission is required. Retrofitting heritage assets in a way that conserves their significance can be difficult. In these cases, the Council will work with applicants to find appropriate solutions, and bodies like Historic England provide useful guidance.
- 4.5.13 The efficient use of water is a particularly important issue in our borough. Projections of changing rainfall patterns, an increasing population, planned reductions in abstraction and proposed water transfer schemes mean that our water supply is likely to come under increasing pressure in an area already identified as being under serious

---

<sup>1</sup> UK local authority and regional carbon dioxide emissions national statistics: 2005-2012 (2013, DECC)

water stress. Producing clean water carries a carbon cost, so using water more efficiently can have an impact on carbon emissions as well as helping to conserve water stocks.

- 4.5.14 The issue of waste is directly linked to the way we use resources. Reusing waste products and materials and reclaiming materials through recycling can reduce our consumption of primary resources and support the move to a circular economy. Around a third of the UK's waste comes from the construction and demolition sector.
- 4.5.15 Early engagement between developers and the Council to help achieve the greatest sustainability benefit is encouraged. Applicants for planning permission should submit statements that set out how the requirements set out in policy D2 will be met. The Council will support this work by signposting relevant advice and providing guidance through the Sustainable Design and Construction Supplementary Planning Document (SPD).

## **POLICY D2: Sustainable design, construction and energy**

### **Sustainable development**

- (1) Proposals for zero carbon development are strongly supported. Proposals for development, including refurbishment, conversion and extensions to existing buildings, must are required to set out in a sustainability statement how they will deliver:
- (a) sustainable design and construction practice including (where applicable):
    - (i) the efficient use of mineral resources and the incorporation of a proportion of recycled and/or secondary aggregates
    - (ii) waste minimisation and reusing material derived from excavation and demolition
    - (iii) the use of materials both in terms of embodied carbon and energy efficiency
    - (iv) landform, layout, building orientation, massing and landscaping;
  - (b) the lowest level of carbon emissions (direct and embodied) ~~that is achievable~~,
  - (c) the highest levels of energy and water efficiency ~~that are achievable and~~
  - (d) measures that enable sustainable lifestyles for ~~building occupants wherever opportunities to do so are identified.~~ the occupants of the buildings.
- (2) When meeting these requirements, the energy and waste hierarchies should be followed except where it can be demonstrated that greater sustainability can be achieved by utilising measures further down the hierarchy. The Sustainable Design and Construction Supplementary Planning Document (SPD) sets out guidance on appropriate standards and practice.

### **Climate Change Adaptation**

- (3) Developments should be fit for purpose and remain so into the future. Development proposals must are required to set out in a sustainability statement how they have incorporated adaptations for a changing climate and changing weather patterns in order to avoid increased vulnerability and offer high levels of resilience to the full range of expected impacts.

### **Renewable, low carbon and decentralised energy**

- (4) The development of low and zero carbon and decentralised energy, including (C)CHP\* distribution networks, is strongly supported and encouraged.
- (5) All new developments must are required to connect to (C)CHP distribution networks where they exist, or incorporate the necessary infrastructure for connection to future networks,



unless it can be clearly demonstrated that doing so is not feasible or that utilising a different energy supply would be more sustainable.

- (6) Proposals for development within heat priority areas as shown on the Policies Map and all sufficiently large or intensive developments must demonstrate that heating and cooling technologies have been selected in accordance with the following heating and cooling hierarchy unless it can be clearly demonstrated that an alternative approach would be more sustainable:
- 1 Connection to existing (C)CHP distribution networks
  - 2 Site wide renewable distribution networks including renewable (C)CHP
  - 3 Site wide gas-fired (C)CHP distribution networks
  - 4 Renewable communal heating networks
  - 5 Gas-fired communal heating networks
  - 6 Individual dwelling renewable heating
  - 7 Individual dwelling heating, with the exception of electric heating
- (7) All (C)CHP ~~must systems are required to~~ be ~~of a scaled~~ and operated ~~to in order to~~ maximise the potential for carbon reduction. Developments that do not connect to or implement (C)CHP or communal heating networks should be 'connection-ready'.
- (8) Energy statements must be provided to demonstrate and quantify how development will comply with the energy requirements of this policy. Guildford Borough Council will work proactively with applicants on major developments to ensure these requirements can be met.

#### **Carbon reduction**

- (9) New buildings must achieve a reasonable reduction in ~~the~~ carbon emissions ~~that remain after efficiency measures have been applied~~ of at least 15-20 per cent. This should be achieved through the provision of appropriate ~~on-site~~ renewable and low carbon energy technologies in the locality of the development. Where it can clearly be shown that this is not possible, offsite offsetting measures in line with the energy hierarchy should be delivered. Proposals should set out how this will be achieved in an energy statement.

\* (C)CHP refers to both combined cooling heating and power (CCHP) and combined heating and power (CHP).

#### **Definitions**

- 4.5.16 Zero carbon development means zero carbon as defined nationally. At present, this means development where emissions from all regulated energy use are eliminated or offset. This definition may be reviewed in the future.
- 4.5.16a Sustainability and energy statements should set out a level of detail proportionate to the scale of development.
- 4.5.17 The energy and waste hierarchies set out the sequence of steps that should be followed to make development more sustainable. The sequence of steps in the hierarchies will sometimes depend upon the full life cycle approach to impacts. As an example, landfill may be preferable to energy recovery for some materials. Decisions in this regard should be based on information or guidance from a reliable and authoritative source.
- 4.5.18 Embodied carbon means carbon dioxide emitted during the manufacture, transport and construction of materials and the end of life emissions released when materials are

recycled, incinerated or otherwise disposed of. The embodied carbon in a material is often identified through a life cycle analysis.

4.5.18a Direct carbon emissions refers to the carbon emissions that result from the construction and occupation of a development, including the emissions from building services like lighting and heating.

4.5.18b The lowest level of carbon emissions (direct and embodied) means that direct and embodied carbon emissions have been eliminated as a first step, then minimised and finally offset.

4.5.19 The approach to water management should follow the basic principles of the hierarchies, with elimination and efficiency as the first steps, and other measures, including water harvesting and grey water reuse systems, coming later. ~~Improving water efficiency will lessen the need for water transfer schemes and new water company infrastructure.~~

The energy hierarchy	The waste hierarchy
<p><b>Step 1: Eliminate energy need</b>            Developments should be designed to eliminate the need for energy through measures including:</p> <ul style="list-style-type: none"> <li>• design of the scheme layout</li> <li>• thermally efficient construction methods and materials</li> <li>• design features that eliminate the need for appliances</li> <li>• making optimal use of passive heating and cooling systems</li> </ul> <p><b>Step 2: Use energy efficiently</b>            Developments should incorporate energy efficient systems, equipment and appliances to reduce the remaining energy demand. Energy storage devices may improve efficiency.</p> <p><b>Step 3: Supply energy from renewable and low carbon sources</b>            The remaining energy need should be met from renewable and low carbon sources.</p> <p><b>Step 4: Offset carbon emissions</b>            As a final step, remaining emissions should be offset, for example through off-site measures that reduce carbon emissions or remove carbon from the atmosphere.</p>	<p><b>Step 1: Eliminate waste</b>            Construction practice and design should reduce waste wherever possible through measures including:</p> <ul style="list-style-type: none"> <li>• efficient procurement avoiding over-supply and excessive packaging</li> <li>• eliminating waste at the design stage.</li> </ul> <p><b>Step 2: Reuse waste materials</b>            Reuse waste materials, ideally in its current location, avoiding the energy costs associated with transport and recycling.</p> <p><b>Step 3: Recycle/compost waste materials</b>            Recover materials through recycling and substitute for primary materials. Compost organic material to produce rich soils that replace fertilisers, ideally in a closed system to avoid the emissions released by organic material in landfill.</p> <p><b>Step 4: Recover energy</b>            If it cannot be reused or recycled, use waste instead of fossil fuels in energy generation to recover embodied energy.</p> <p><b>Step 5: Disposal to landfill</b>            Usually the last resort. Disposal to landfill wastes materials and embodied energy.</p>

4.5.20 The highest level of water efficiency means that developments should achieve the adopted standard for water efficiency is set out in the SPD. The Council has adopted the “optional requirement” described by regulation 36 paragraph 2(b) of the Building

Regulations 2010 as a minimum. ~~Which~~ This “optional requirement” sets a water efficiency standard for new buildings of 110 litres per occupant per day. If the “optional requirement” building regulation is lowered, or a new national planning standard is introduced, the highest level of water efficiency will refer to the highest of these.

Compliance with ~~this the~~ “optional requirement” standard is assessed through the building regulation process. ~~This standard may be reviewed if there is a change in national policy or other circumstances.~~

- 4.5.21 The suitability of measures that support sustainable lifestyles for building occupants will be considered on a case by case basis. They could include features such as storage for recyclable materials, energy storage devices, composting facilities, laundry drying areas, use of natural light and solar gain, energy saving appliances, parking for bicycles and electric vehicle charging points.
- 4.5.22 The full range of expected climate change impacts are set out in publications from UK Climate Projections 2009 (UKCP09, to be reviewed in 2018) and from other national and international bodies. The Guildford Environmental Sustainability and Climate Change Study presents a summary from several sources.
- 4.5.23 Decentralised energy means energy that is produced near where it is used, rather than at a large plant further away and supplied through the national grid. Energy can refer to electricity and heat. The Council supports delivery of decentralised energy schemes with an aspiration that these should have some degree of community benefit and/or community ownership where this is possible.
- 4.5.24 (C)CHP refers to both combined cooling, heating and power (CCHP) and combined heating and power (CHP). The energy hierarchy should be followed when considering which technology to use and consideration should be given to whether the need for cooling can be met through passive cooling and other design features. The solution that results in the lowest carbon emissions should be chosen.
- 4.5.25 Where the policy refers to communal heating/cooling networks it means systems that distribute heating and cooling to a number of dwellings within one building but do not use (C)CHP as their source (i.e. they do not include power generation). Distribution networks mean systems that connect two or more distinct buildings. For the purposes of this policy, energy efficient heat pumps are considered to be renewable heating technologies.
- 4.5.26 Where (C)CHP distribution networks already exist, new developments are required to connect to them unless there are clear reasons why this is not feasible. When considering new power and heating systems, the hierarchy should be followed unless it can be clearly demonstrated that other sources of energy would be more sustainable, particularly through lower carbon emissions and taking full account of the benefits of providing both heating and cooling.
- 4.5.27 Sufficiently large or intensive developments are defined as any of the following:
- (a) residential only developments of at least 50 dwellings per hectare and/or at least 300 dwellings
  - (b) residential only developments of 50 dwellings or more that are located near a significant source of heat
  - (c) mixed developments of 50 dwellings or more that include either two or more non-residential uses or a single use that would generate significant amounts of heat, ~~(e.g. such as~~ a swimming pool).
- 4.5.28 Where developments fall within heat priority areas, the provision of new (C)CHP

distribution networks should be considered feasible unless it can clearly be demonstrated otherwise. Where single building networks are proposed, these should be capable of expanding to connect with other networks and heat sources in the future. Outside the heat priority areas, the provision of new (C)CHP distribution networks should be considered feasible for sufficiently large or intensive developments unless it can be demonstrated otherwise. Where sites have a variable density and it can be shown that the use of a (C)CHP distribution network across the whole of the site is not feasible, consideration must be given to a partial solution on the higher density elements of the site.

4.5.28a (C)CHP systems should be scaled and operated in a way that produces the lowest carbon emissions. A CHP system only generates carbon and financial savings when it is running and the more it runs, the more energy efficient and cost-effective it will be. As a result, CHP will likely only be appropriate where there is a high and constant demand for heat. A recommended rule of thumb is at least 4,500 – 5,000 hours per year, depending on the application. The size of the system should be determined by the heat load and demand profile. If there is a high demand for cooling then CCHP, with the heat converted to cooling, may also be environmentally and economically viable. (C)CHP systems should be designed and operated to be energy efficient, with the selection of optimum operating temperatures and measures to minimise heat losses.

4.5.29 'Connection-ready' means developments that are optimally designed to connect to a (C)CHP or communal heat network on construction or at some point after construction. Developments will be 'connection-ready' if they use a centralised communal wet heating system rather than individual gas boilers or electric heating, and proposals comply with the minimum requirements outlined in the Chartered Institute of Building Services Engineers (CIBSE) Heat Networks Code of Practice.

4.5.30 New buildings must achieve a reasonable reduction in carbon emissions of at least ~~15~~ 20 per cent through the use provision of appropriate ~~on-site~~ low and zero carbon energy technologies in the locality of the development. This should be achieved after energy efficiency has been addressed. Technologies will be considered appropriate only where they would be effective. The reduction in emissions is judged against a baseline of the relevant Target Emission Rate (TER) set out in the Building Regulations. For types of development where no TER is set out, reductions should be made against the typical predicted energy use of building services. This represents a minimum standard and where possible this should be exceeded in order to meet the requirement to deliver the lowest level of carbon emissions (direct and embodied). The Council will review this standard at appropriate intervals.

### **Reasoned justification**

4.5.31 The NPPF describes the role of planning as helping to secure "radical reductions" in greenhouse gas emissions and helping to meet the objectives of the Climate Change Act 2008, which includes CO<sub>2</sub> emissions reductions targets of 34 per cent by 2020 and 80 per cent by 2050 against a 1990 baseline. The UK has a further target for generating 15 per cent of energy (including heat) from renewable sources by 2020. These national targets are ambitious so our borough's efforts at carbon reduction and increasing renewable energy must also be ambitious.

4.5.32 National policy, guidance and legislation indicates that local planning policy should focus on sustainable design while building regulations focus on technical standards. Therefore, new developments are required to implement sustainable design and

construction measures that address carbon emissions, waste and climate change adaptation.

- 4.5.33 Local Authorities are empowered to require developments to provide a proportion of their energy from renewable and low carbon sources through planning policy. The borough lags behind much of the UK in small scale renewable energy generation capacity<sup>2</sup>. Therefore, in order to play our part in achieving the UK's carbon reduction and renewable energy commitments, new developments are required to meet a percentage of their energy requirements through on-site low and zero carbon energy generation.
- 4.5.34 The NPPF requires the Local Plan to have a positive strategy to promote renewable, low carbon and decentralised energy, and places particular significance on (C)CHP networks. Therefore, the development of decentralised energy, and particularly (C)CHP distribution networks, is strongly supported.
- 4.5.35 (C)CHP distribution networks can work at a range of scales from a single building up to a city and can provide low or zero carbon power, heat and cooling in a cost-effective, efficient and environmentally sound way. (C)CHP removes the need for individual gas boilers and large plant rooms, which provides flexibility in building design and maximises space for living and amenity. The UK Government Heat Strategy outlines the significant role that (C)CHP could play in decarbonizing the UK gas grid, offering a future-proofed, flexible and efficient solution to local energy supply.
- 4.5.36 Where (C)CHP uses a gas fired engine it will produce direct carbon emissions, though these systems are still highly efficient. The engines in (C)CHP systems need replacing after a certain amount of time so there is an opportunity to replace gas engines with engines that use renewable fuels when they come to the end of their lives.
- 4.5.37 It is acknowledged that requiring developers of a single building to consider implementing (C)CHP on a scale wider than their own development would not be fair. Therefore, the Council encourages the delivery of single building communal systems that can be connected to (C)CHP distribution networks and other sources of heat in the future.
- 4.5.38 The Guildford Environmental Sustainability and Climate Change Study identifies the particular issue of increasing pressure on water stocks in an area already classed as being under serious water stress. Water consumption in our borough is significantly higher than in other parts of the UK. This indicates both a significant scope for improving the way we use water and the need for a water efficiency standard in new dwellings above the basic national standard. At the present time, the only standard that can be adopted is the "optional requirement" set out in the building regulations. However, this standard may be improved in the future and it is considered that the situation in the borough warrants the implementation of the highest standard available. This standard is considered a minimum as in many cases it may be possible to achieve a better standard.
- 4.5.39 The Surrey Waste Partnership, comprising Surrey County Council and Surrey's Borough and District Councils, is responsible for setting the waste management strategy. Surrey County Council is responsible for implementing much of the strategy through its Waste Plan. The waste management behaviour of households in our borough is something that is best addressed through policies and action plans created by our recycling and waste services team. However, around a third of the UK's waste

---

<sup>2</sup> Guildford Environmental Sustainability and Climate Change Study 2013

comes from the construction and demolition sector, which is an area where planning policy can have an impact. Construction waste should be reused and recycled in line with the waste hierarchy.

### Key Evidence

- Guildford Environmental Sustainability and Climate Change Study ([Guildford Borough Council, 2013](#))
- Guildford Renewable Energy Mapping Study ([Guildford Borough Council, 2015](#))

### Monitoring Indicators

Indicator	Target	Data source
Megawatts of installed small scale low and zero carbon energy capacity	Increase in capacity to reach UK average	Ofgem Feed in Tariff quarterly reports
Low and zero carbon decentralised energy networks	Increase in number	Planning applications
Average energy consumption/carbon emissions per household	Reduction in energy consumption/emissions to reach UK average	National statistics
No. of new dwellings complying with higher water efficiency standard	All new homes to comply with standard	Building regulations final certificates
Amount of waste sent for energy recovery/recycling	Increase in amount sent for recycling	National statistics

## Policy D3: Historic environment

### Introduction

- 4.5.40 Guildford borough's historic environment is intrinsically part of what makes Guildford the place it is. The historic environment includes many important heritage assets, both designated and undesignated, that contribute to the borough's character, sense of place and quality of life. These include significant buildings, monuments, sites, places, areas and landscapes with a degree of heritage interest. The historic environment contributes towards the high quality of environment in the borough and ~~we recognise that~~ it needs protection from inappropriate development. We have taken into account the need to sustain our heritage assets and put them to viable use wherever possible. ~~We also acknowledge t~~he wider social, cultural, economic and environmental benefits that conservation can bring to our community ~~are recognised~~.

### **POLICY D3: Historic environment**

- (1) ~~T~~~~We will conserve and enhance~~ the historic environment ~~will be conserved and enhanced~~ in a manner appropriate to its significance. ~~We will support d~~Development of the highest design quality that will ~~sustain~~~~conserve~~ and, where appropriate, enhance the special interest, character and significance of the borough's heritage assets and their settings and make a positive contribution to local character and distinctiveness ~~will be supported~~.
- (2) Heritage assets are an irreplaceable resource and works which would cause harm to the significance of a heritage asset, whether designated or non-designated, or its setting, will not be permitted without a clear justification to show that the public benefits of the proposal considerably outweigh any harm to the significance or special interest of the heritage asset in question.

### Reasoned Justification

- 4.5.41 The historic environment includes all aspects of the environment resulting from an interaction between people and places through time and includes all surviving physical remains of past activity, whether visible, buried or submerged, and landscaped and planted or managed flora. The role of the historic environment in achieving sustainable development is set out in national policy; conservation and sustainable economic growth are complementary objectives and should not generally be in conflict. Conservation can play a key part in promoting economic prosperity by ensuring that an area offers an attractive living and working environment that will encourage inward investment. ~~We will seek to ensure that there is a~~An imaginative approach ~~will help to~~ ensuring that heritage assets are kept in use and do not fall into disrepair.
- 4.5.42 Heritage assets are buildings, monuments, sites, places, areas or landscapes having a degree of significance because of its heritage interest within the historic environment. In most cases the setting of a heritage asset will contribute to its significance. Designated heritage assets are formally designated through national legislation as either scheduled ancient monuments, protected wreck sites, battlefields, listed buildings, registered parks and gardens, World Heritage Sites or conservation areas. There are over 1000 listed buildings in Guildford, 39 conservation areas, 10 ~~R~~registered ~~P~~parks and ~~G~~gardens and

35 ~~S~~scheduled ~~A~~ancient ~~M~~onuments. Non-designated heritage assets are identified by the local authority; the borough's Local List includes over 200 buildings and structures and the Register of Historic Parks and Gardens includes 52 sites. Historic landscapes are also undesignated heritage assets and their local distinctiveness can be considered through the Guildford and Surrey Landscape Character Assessments.

~~4.5.42a~~ County sites of archaeological importance are non-designated heritage assets. There may be potential for further discovery of non-designated heritage assets with archaeological interest and the Historic Environment Record is a useful indicator for archaeological potential in the area. The area. The County Archaeologist will be consulted on all planning applications on sites of archaeological importance.

~~4.5.43~~ ~~We will ensure that d~~New development ~~must will~~ conserve heritage assets in a manner appropriate to their significance. The NPPF defines significance as "the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic." The contribution of the setting of heritage assets to the appreciation of these qualities will be carefully considered alongside more direct impacts of development proposals.

~~4.5.44~~ ~~There may be potential for further discovery of non-designated heritage assets with archaeological interest and the Historic Environment Record is a useful indicator for archaeological potential in the area.~~

4.5.45 The NPPF requires us to provide a positive strategy for the conservation and enjoyment of the historic environment and this policy provides that framework. We will further develop our strategy towards the conservation of the historic environment in the Local Plan: Development Management Policies document that will set out the detailed policies aiming to protect, conserve and enhance our historic environment and the heritage assets within it. We will also:

- (a) support proposals which conserve and enhance the historic environment
- (b) carry out a programme of reviewing existing conservation areas and producing conservation area appraisals to identify what it is about the area that contributes to its significance as well as identifying and considering new areas for designation as conservation areas
- (c) support proposals for heritage-led regeneration, ensuring that heritage assets are conserved, enhanced and secured for the future
- (d) identify heritage assets that make an important contribution to the local character of the area and update our local list on a regular basis
- (e) identify buildings that could be included on the national list and preparing reports to support new listings,
- (f) identify buildings that are falling into disrepair and work with owners to find new uses to ensure their continued beneficial use.

## Key Evidence

- ~~\_\_\_\_\_~~ NPPF
- Planning Practice Guide – Conserving and Enhancing the Historic Environment.
- ~~\_\_\_\_\_~~ National Heritage List for England: [www.historicengland.org.uk/listing/the-list](http://www.historicengland.org.uk/listing/the-list)
- ~~\_\_\_\_\_~~
- ~~\_\_\_\_\_~~ Historic environment record, which includes:
  - ~~\_\_\_\_\_~~ scheduled ancient monuments:<sub>17</sub>
  - ~~\_\_\_\_\_~~ The Register of Historic Parks and Gardens:<sub>17</sub>
  - ~~\_\_\_\_\_~~ conservation area designations:<sub>17</sub>



- statutory list of listed buildings;
  - the Local List;
  - conservation area character appraisals and management plans; and
  - existing Conservation Area character appraisals.
- [Landscape Character Assessment \(Guildford Borough Council, 2007\)](#)
  - [Historic Landscape Character Assessment \(Surrey County Council, 2015\)](#)

## Monitoring Indicators

Indicator	Target	Data source
Having access to up to date historic environment records and a heritage asset register	Conserving and enhancing the historic environment in a manner appropriate to its significance.	Surrey County Council Historic Environment Record at <a href="http://www.surreycc.gov.uk/heritage-culture-and-recreation/archaeology/historic-environment-record">www.surreycc.gov.uk/heritage-culture-and-recreation/archaeology/historic-environment-record</a>
Ensure up to date information including the Local List and the list of locally important parks and gardens are available online	Supporting development of the highest design quality that will conserve and enhance the special interest, character and significance of the Boroughs heritage assets and their settings and make a positive contribution to local character and distinctiveness.	Historic England keep a heritage at risk register which includes grade I and grade II* listed buildings, scheduled monuments, registered parks and gardens and Conservation Areas.
Number of published conservation area appraisals		Guildford Borough Council website: <a href="http://www.guildford.gov.uk/listed-and-locally-listed-buildings">www.guildford.gov.uk/listed-and-locally-listed-buildings</a>
Keep the numbers of buildings at risk under review	Refusing works which would cause harm to the significance of a heritage asset, whether designated or non-designated, or its setting and having these decisions upheld at appeal.	

## **Policy D4: Development in urban areas and inset villages** **Character and design of new development**

### **Introduction**

- 4.5.45a One of the core planning principles of the NPPF is to always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.
- 4.5.46 High quality design that responds to its local context will be required on all new development. In addition to the site allocations, it will also be required we anticipate that aon the range of other development sites will continue to come forward through redevelopment, infilling or conversions. Some of these sites will have been identified within the latest Land Availability Assessment (LAA), whilst some will unexpectedly come forward through the planning application process.
- 4.5.47 The purpose of this policy is to ensure that whilst seeking to promote the efficient use of land, this does not negatively impact upon the quality of the local environment. All new development must contribute towards achieving high quality and attractive places.

## **POLICY D4: Development in urban areas and inset villages** **Character and design of new development**

- (1) Planning permission for new development in the urban areas of Guildford, and Ash and Tongham, and inset villages will be granted provided that itHigh quality design is expected in the borough. All developments will:
- (a) integrate well with the natural, built and historic environment
  - (b) respect important public views and help create attractive new views and vistas
  - (c) create attractive, safe and accessible places that discourage crime and disorder through design
  - (d) respond meaningfully and sensitively to the site, its characteristics and constraints, and the street patterns, spaces around buildings, layout, grain, scale, massing, proportions, height and materials of surrounding buildings
  - (e) ensure appropriate density to make the most efficient use of the land whilst responding to local character and context
  - (f) be laid out to make the best use of the natural features such as topography, trees and hedges, watercourses, ponds and levels, and enhance views into and out of the site
  - (g) promote and reinforce local distinctiveness to create a sense of place, -with innovative architecture encouraged and supported in the appropriate context
  - (h) provide visual interest at pedestrian level
  - (i) be expected to have regard to and perform positively against the recommendations set out in the latest Building for Life guidance
  - (j) be expected to use art, appropriate materials and landscaping of a nature appropriate to their setting
  - (k) be designed to minimise the visual impact of traffic and parking
    - ensures that the layout, scale, form, massing, height of buildings and structures, and materials relate to the site context and its surroundings
    - respects and compliments the existing grain and street pattern of the area
  - (l) conserves locally and nationally important heritage assets and conserves or

enhances their settings

(m) ~~has~~ no unacceptable effect on the amenities enjoyed by the occupants of buildings in terms of privacy, noise, vibration, pollution, dust, smell and access to sunlight and daylight.

(n) ~~conform to the nationally described space standards as set out by the Department of Communities and Local Government (DCLG).~~

(2) In addition to the above, proposals for new development in ~~inset-villages areas~~ will have particular regard to:

- (a) the distinctive settlement pattern of the village and the important relationship between the built development and the surrounding landscape;
- (b) important views of the village from the surrounding landscape;
- (c) views within the village of local landmarks.

### Definitions

4.5.48 Local ~~l~~andmarks are prominent buildings within the village such as churches, village schools, public houses and war memorials. This is not an exhaustive list and does not exclude other buildings being referred to as local landmarks as it will differ between villages. Accessible places are those where the public would reasonably have access and which make provision for safe and convenient access by people with disabilities.

### Reasoned Justification

~~4.5.49 One of the core planning principles of the NPPF is to always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.~~

~~4.5.49a We will expect development to respond to local character and history, reflecting the identity of its context whilst allowing for innovative and forward thinking design. This should include taking account of the existing grain and street patterns and established building lines, local building vernacular and considering the effects upon views, topography, natural features, skylines, landscape setting and character, and the setting of designated and non-designated heritage assets. The relationship of the built environment to the landscape must be taken into account and the transition from urban to rural character will need to be reflected in the design of new development with the green approaches to settlements respected. Balanced with this is a requirement to develop with flair, imagination and style, reflecting our position as a regional centre and County town. These design considerations will be set out in more detail in the Local Plan Development Management Policies Document. This approach is not confined to our urban areas but will be appropriate throughout the borough.~~

~~4.5.49b The NPPF also recognises the role that public art has. Opportunities will be sought 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. The Council's emerging Public Art Strategy will include consideration of the role that developers can take in providing art to enhance the environment in and around development sites, and will set out good practice and recommended commissioning processes.~~

4.5.50 Historically development has been focused in the urban areas of Guildford and Ash and

Tongham only. Development in the villages has been very limited due to the Green Belt designation which previously washed over all but one of the villages. Fifteen villages are now inset from the Green Belt meaning that development is no longer, by definition, considered inappropriate. In accordance with national policy, the important character of these inset villages should instead be protected using other development management policies.

~~4.5.51 The NPPF sets out a clear national policy framework for promoting good design as a key element to achieving sustainable development. It should be considered indivisible from good planning and should contribute positively to making places better for people.~~

4.5.52 Regard will be had to various Council documents in assessing the design of new development to ensure that it provides positive benefit in terms of landscape and townscape character, and enhances local distinctiveness. This includes the Residential Design Guide and the Landscape Character Assessment (LCA). The LCA explores how change through built development and land management can be guided to protect, conserve and enhance the landscape character of the borough from the rural countryside to the townscapes in the urban centres.

### Key Evidence

- Landscape Character Assessment ([Guildford Borough Council, 2007](#))
- [Building for Life 12: The sign of a good place to live \(Design Council, Third Edition January 2013\)](#)
- [By Design, Urban Design in the planning system: towards better practice \(DETR 2000\)](#)
- [Active by Design: Designing places for healthy lives – A short guide \(Design Council, March 2014\)](#)
- Residential Design Guide ~~2004~~ Supplementary Planning Guidance ([Guildford Borough Council, 2004](#))
- [Technical housing standards – nationally described space standards. DCLG March 2015](#)

### Monitoring Indicators

Indicator	Target	Data source
<del>Number of appeals allowed for applications for new buildings in the inset villages</del> <del>Percentage of appeals allowed for applications originally refused for design reasons</del>	<del>Reduction in the number of appeals allowed</del> <del>Reduction in the percentage of appeals allowed that are considered to be poorly designed</del>	Planning applications and appeals

## 4.6 Infrastructure Policies

### Policy ID1: Infrastructure and delivery

#### Introduction

- 4.6.1 The timely provision of suitable, adequate infrastructure is crucial to the well-being of the borough's population, and of its economy. ~~Guildford Borough Infrastructure Baseline 2013~~The Guildford borough Infrastructure Delivery Plan summarises the capacity and quality of existing infrastructure, including planned improvements. Historically infrastructure provision and upgrading has not always kept pace with the growth of population, employment and transport demands, and in parts of the borough some infrastructure is currently at or near to capacity, or of poor quality.

#### **POLICY ID1: Infrastructure and delivery**

- ~~(1) To support delivery of this Local Plan, i~~infrastructure ~~necessary~~needed to support ~~new~~ development ~~should~~will be provided and available when first needed to serve the ~~development's~~ occupants and users ~~and/or to mitigate its otherwise adverse material impacts of the development.~~ To achieve this, the delivery of development may need to be phased to reflect the delivery of infrastructure. This will be secured by planning obligation, planning condition, or from other infrastructure funding, including the Community Infrastructure Levy. Where the timely provision of necessary supporting infrastructure is not secured, development may be phased to reflect infrastructure delivery, or will be refused.
- ~~(2) The delivery of infrastructure will be secured by planning condition and/or planning obligation.~~
- ~~(3) If the timely provision of infrastructure necessary to support new development cannot be secured, planning permission will be refused.~~
- ~~(4) The key infrastructure needed to support on which~~ the delivery of ~~this~~the Plan ~~depends~~ is ~~provided~~set out in the Infrastructure Schedule at Appendix C, ~~or any updates in the latest Guildford borough Infrastructure Delivery Plan.~~ The Local Plan also includes land allocated for infrastructure. ~~This infrastructure is listed at Appendix C.~~
- ~~(5) When determining planning applications, and attaching appropriate planning conditions and/or planning obligations, regard will be had to the delivery and timing of delivery of the key infrastructure, or otherwise alternative interventions which provide comparable mitigation.~~
- ~~(6) The non-site specific and more general infrastructure requirements are set out in the Planning Contributions Supplementary Planning Document (SPD) 2011, which will be updated as required.~~
- ~~(7) Where appropriate, Through we will collect~~ the Community Infrastructure Levy ~~(CIL) we will collect financial contributions~~ from ~~most new build~~ developments in the borough. We will use Community Infrastructure Levy~~CIL~~ receipts towards providing infrastructure

to support development, and will facilitate the spending of up to one quarter of ~~CIL~~ Community Infrastructure Levy receipts originating from each parish and from Guildford town, on local priorities to support development.

- (8) In allocating developer infrastructure contributions, we will prioritise Thames Basin Heath's Special Protection Area mitigation and avoidance in order to ensure that we meet our legal responsibilities.

## **Definitions**

- 4.6.2 Infrastructure is a very broad term. The Planning Act 2008 as amended defines infrastructure as roads and other transport facilities, flood defences, schools and other educational facilities, medical facilities, sporting and recreational facilities, and open spaces. ~~For the purpose of one source of infrastructure funding, the Community Infrastructure Levy (CIL), "Infrastructure", specifically includes parks, green spaces and play areas, roads and other transport, schools, flood defences, sporting and recreational facilities, and medical facilities.~~ Guidance on the CIL advises that infrastructure also includes cultural and sports facilities, district heating schemes, police stations and other community safety facilities.

## **Reasoned Justification**

- 4.6.3 The Infrastructure Schedule that supports this Plan focuses on the following types of infrastructure:
- Strategic Road Network, Local Road Network, park and ride, Sustainable Movement Corridor, bus transport, active modes, and rail
  - schools
  - utilities, including electricity and gas distribution and supply, water supply and waste water treatment, flood risk minimising
  - GPs and dental surgeries, hospital and community health care, libraries, cemeteries, and sports facilities.
- 4.6.4 Maintenance of adequate infrastructure and expansion to meet growing needs is generally the responsibility of the relevant infrastructure provider. Most infrastructure providers work to statutory requirements and have set, short-term planning cycles and asset management plans. This is particularly the case with utility providers.
- 4.6.5 The Infrastructure Schedule sets out the key infrastructure needed, and the sources of funding, and is provided at Appendix C. This Schedule is also included in the Guildford borough Infrastructure Delivery Plan which supports the Local Plan. This provides more detail regarding future infrastructure needs, and will be regularly reviewed as further detail becomes available, particularly regarding infrastructure needed to support development later in the Plan period. By allocating sites for new transport infrastructure, new primary and secondary schools, allotments, and a burial ground, we are facilitating the delivery of some of the infrastructure to support this Plan.
- 4.6.6 The law requires us to ensure that all planning obligations comply with three legal tests. These tests are that the planning obligation is:
- necessary to make the development acceptable in planning terms,
  - directly related to the development, and
  - fairly and reasonably related in scale and kind to the development.

These legal tests prevent us using planning obligations to fund existing infrastructure deficits, but they can be used where the proposed development would worsen the situation.

- 4.6.7 We intend to introduce the Community Infrastructure Levy (CIL) to assist in funding infrastructure to support development. CIL must be spent on infrastructure needed to support development in the borough. With the exception of the “neighbourhood portion” of CIL ~~which is~~ passed on to ~~the relevant P~~parish ~~and Town C~~councils, we will decide what infrastructure the CIL money is spent on. We may not use the CIL to remedy existing deficiencies in infrastructure provision unless those deficiencies would be ~~made more severe worsened~~ by new development. CIL funds can also be used to increase the capacity of existing infrastructure or to repair failing existing infrastructure, if that is necessary to support development.
- 4.6.8 To ensure that the scale of development set out in the Local Plan can be delivered, we have considered the impact of the Plan policies and other requirements on the viability of development included in the Plan. Where an applicant advises that their development is unviable with the policy and infrastructure requirements, we will consider whether these were taken into account in the price paid for the site (or option on the site). If these had been taken into account, but there ~~may be are~~ higher costs associated with the site, we will consider negotiating.
- ~~4.6.9 Infrastructure providers will fund and deliver some infrastructure themselves, particularly when this is on the development site or provides access to the site. Other infrastructure will be funded by developers through planning obligations or the Community Infrastructure Levy (CIL), and may be delivered off the development site.~~
- 4.6.10 We will allocate a “neighbourhood” portion of our CIL funds to ~~P~~parish ~~C~~councils in accordance with national legislation. Parishes and ~~areas without a parish council, Neighbourhood Forums~~ that have an adopted Neighbourhood Plan will be allocated a larger proportion to spend on their priorities to support development. ~~Guildford Borough Council is required to retain the neighbourhood portion for the areas of the borough with no parish council, which in Guildford borough, is Guildford town and Wisley parish.~~
- 4.6.11 Guildford Borough Council is required to retain the neighbourhood portion for the areas of the borough with no parish council, which in Guildford borough is the Guildford urban area and Wisley parish. An ~~officer~~ working group will be established to prioritise the neighbourhood CIL spending for ~~that those~~ areas. This will include ward councillors, existing community groups and neighbourhood forums.

## Key Evidence

- Draft Guildford borough Infrastructure Delivery Plan 2016 (Guildford Borough Council, 2016)
- Strategic Highway Assessment (Surrey County Council, ~~June~~ 2016)
- ~~Guildford~~ Local Plan Viability and Affordable Housing Study (Guildford Borough Council, December 2014)
- The Community Infrastructure Levy Regulations 2010, as amended

### Monitoring Indicators

Indicator	Target	Data source
Annual CIL receipts	N/A	Annual monitoring
Annual CIL spending		

Draft - For EAB



## Policy ID2: Supporting the Department for Transport's "Road Investment Strategy"

### Introduction

- 4.6.12 Following the enactment of The Infrastructure Act 2015, the Department ~~offer~~ Transport published in March 2015 the Road Investment Strategy (RIS) for the 2015/16 – 2019/20 Road Period. From 1 April 2015, the Secretary of State for Transport has granted Highways England a licence as a strategic highways company to be the highway authority, traffic authority and street authority for the Strategic Road Network.
- 4.6.13 The RIS includes a long term funding commitment by government to support delivery of the programme. This is an important change of approach, which involves ring-fencing investment for the Strategic Road Network in a way that takes it outside of the normal decisions on departmental budgets. This means that the schemes set out in the RIS have access to committed funding, allowing them to enter construction during Road Period 1 (2015/16 to 2019/20) or be developed into schemes for construction in Road Period 2 (2020/21 to 2024/25). This represents a level of commitment well beyond the level previously associated with investment on the Strategic Road Network.
- 4.6.14 Within Guildford borough, three schemes have been identified in the RIS;
- Schemes with construction anticipated to commence in Road Period 1 (2015/16 to 2019/20):
- M25 Junctions 10-16 – upgrading the M25 between junction 10 (A3) and junction 16 (M40) through a mixture of enhancements, including hard shoulder running between junctions 15 and 16, as well as four-lane through-junction running between junctions 10 and 12.
  - M25 Junction 10/A3 Wisley interchange – improvement of the Wisley interchange to allow free-flowing movement in all directions, together with improvements to the neighbouring Painshill interchange on the A3 to improve safety and congestion across the two sites.
- Scheme with construction anticipated to commence in Road Period 2 (2020/21 to 2024/25):
- A3 Guildford – improving the A3 in Guildford from the A320 to the Hogs Back junction with the A31, with associated safety improvements.
- 4.6.15 The Council has ~~worked~~ and will continue to work closely with Highways England to tailor its development management processes, including for allocated strategic sites, with Highways England's emerging schemes and their proposed timing and phasing. This will ensure that the assumptions used in developer's transport assessments are robust. The timing and phasing of the delivery of Highways England's emerging schemes will be key to addressing the existing peak hour congestion that often occurs on the Strategic Highway Network.

### **POLICY ID2: Supporting the Department for Transport's "Road Investment Strategy"**

- (1) Guildford Borough Council is committed to working with Highways England to facilitate major, long-term improvements to the A3 trunk road and M25 motorway in terms of both capacity and safety, as mandated by the Department of Transport's "Road Investment Strategy". As such, ~~promoters of proposal~~ sites ~~adjacent~~close to the A3 and M25 and ~~other large strategic~~ sites will need to take account of any emerging proposals by Highways England or any other licenced strategic highway authority appointed by the Secretary of State under the Infrastructure Act 2015.

## Reasoned justification

- 4.6.16 The implementation of the three RIS schemes during the Plan period, alongside other critical infrastructure, is required in order to be able to accommodate future planned growth both outside and within the borough. It is therefore important that the developers of proposal sites adjacent to the A3 and M25 and other large sites work closely with Highways England to ensure that their layout and access arrangement(s) are consistent with Highways England's emerging schemes.
- ~~4.6.17 [Guildford Borough Council and Highways England are in the process of agreeing a Statement of Common Ground which sets out assumptions regarding both the performance and safety outcomes that the RIS schemes can be expected to realise.]~~
- 4.6.18 The A3 Guildford scheme is subject to feasibility study and then progression through Highways England's Project Control Framework during Road Period 1. ~~As a result, the scheme could either be the widening of the existing A3 carriageways or a tunnel option. Both options.~~ This may require consequential alterations or improvements to junctions that either connect with the SRN or are affected by changes in traffic flows.
- 4.6.19 The RIS schemes are included in the Infrastructure Schedule at Appendix C which sets out the key infrastructure requirements on which the delivery of the Plan depends. The Guildford Borough Transport Strategy ~~2016~~ sets out the programme of transport improvement schemes promoted by Guildford Borough Council, and includes all the key infrastructure requirements including the RIS schemes.

### Key Evidence

- Road Investment Strategy for the 2015/16 – 2019/20 Road Period (Department for Transport, ~~March~~ 2015)
- Guildford Borough Proposed Submission Local Plan "June 2016": Strategic Highway Assessment (Surrey County Council, ~~June~~ 2016)
- Guildford Borough Transport Strategy ~~2016~~2017 (Guildford Borough Council, ~~June 2016~~2017)

### Monitoring

Indicator	Target	Data source
Implementation of the Department for Transport's "Road Investment Strategy"	The three schemes on the Strategic Road Network within Guildford borough, as identified in the Road Investment Strategy for the 2015/16 – 2019/20 Road Period, are implemented during the Local Plan period to 2033	Future issues of the Road Investment Strategy  Government funding statements  <del>Planning consents</del>

## Policy ID3: Sustainable transport for new developments

### Introduction

- 4.6.20 ~~The NPPF requires that developments that generate significant movement will be located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. It also states that different policies and measures will be required in different communities and that opportunities to maximise sustainable transport solutions will vary from urban to rural areas.~~ Our spatial development strategy in ~~Policy S2~~ addresses the development needs of the borough and where that development should be focused, ~~ensuring that distances and links between homes and employment, education, health, shopping, leisure and other services and facilities, are practical~~ actively managing patterns of growth to make the fullest possible use of public transport, walking and cycling, and focusing significant development in locations which are or can be made sustainable. Achieving sustainable transport has been a key consideration in setting the spatial development strategy.
- 4.6.21 ~~Complementing our spatial development strategy, this policy will structure the consideration of the transport opportunities and impacts of individual proposals for new development as they come forward through the planning process, including the planning application process.~~ In respect of developments in our borough, Policy I3 promotes the use of sustainable transport modes through the planning process for new developments. This builds on national planning policy that gives weight in decision-making when opportunities for sustainable transport modes will be taken up, safe and suitable access will be achieved and improvements will be undertaken within the transport network that cost effectively limit the significant impacts of the development.

### **POLICY ID3: Sustainable transport for new developments**

- (1) ~~We will expect that new~~ New development ~~s~~ will be required to contribute to the delivery of an integrated, accessible and safe transport system, ~~balanced in favour of maximising the use of the~~ sustainable transport modes of walking, cycling and the use of public and community transport, to facilitate sustainable development.
- (2) ~~We will expect a~~ New development ~~t~~ will be required, in so far as its site's size, characteristics and location allow, to maximise:
  - (a) ~~the provision of~~ provide high-quality, safe and direct walking and cycling routes within a permeable site layouts, with priority over vehicular traffic, that ~~strengthen,~~ facilitates and encourages short distance trips by walking and cycling
  - (b) ~~the provision of~~ provide high-quality, safe and direct walking and cycling routes within a permeable site layouts, with priority over vehicular traffic, that ~~strengthen,~~ facilitates and encourages short distance trips by walking and cycling
  - (c) ~~the provision of~~ provide secure, accessible and convenient cycle parking
  - (d) ~~the protect, enhance and~~ improvement of existing cycle and walking routes to local facilities, services, bus stops and railway stations, to ensure their effectiveness and amenity ~~of these routes~~
  - (e) ~~secure appropriate~~ the provision and improvements ~~to of~~ public and community transport, ~~including infrastructure and park and ride requirements, and~~
    - ~~provide off-street vehicle parking for both residential and non-residential developments at a level which reduces the likelihood of overspill parking on the public highway where there is a clear and compelling justification that it is necessary to manage the Local Road Network~~
    - ~~within areas of on-street parking stress, as identified by the Vehicle~~

~~Parking Supplementary Planning Document, planning permission for residential developments resulting in a net increase in housing will be subject to a planning obligation to require that future occupants will not be eligible for on-street residents parking permits~~

- ~~• provide a Travel Plans where significant amounts of movement are generated~~
- ~~• facilitate the use of ultra low emission vehicles~~

- (f) ~~provide for the needs of opportunities for people with disabilities to access all modes of transport by all modes of transport, wherever possible, and, contribute to the delivery of the route of the proposed Sustainable Movement Corridor in the town of Guildford where appropriate.~~

(3) New development providing, contributing and/or close to the routes of the proposed Sustainable Movement Corridor in the Guildford urban area will have regard to the Sustainable Movement Corridor Supplementary Planning Document.

(4) In terms of vehicular parking for new developments:

(a) in Controlled Parking Zones, or component areas thereof, in which the demand for on-street parking by residents of existing dwellings and, where allowed, 'pay and display' visitor parking exceeds the supply of designated on-street parking spaces, planning permission for new residential development resulting in a net increase in dwellings will be subject to a planning obligation to require that future occupants will not be eligible for on-street residents parking permits, with the exception of disabled people who will be eligible, and

(b) for residential new development in all other areas, and for all non-residential new development in the borough, off-street vehicle parking should be provided such that the level of any resulting parking on the public highway does not adversely impact road safety or the movement of other road users.

(5) The Council will have regard to the latest Guildford Borough Parking Strategy in applying the above policy test for new residential development in Controlled Parking Zones or component areas thereof.

(6) The provision and/or improvement of a car club by a new development will be supported if appropriate.

(7) ~~We will expect new~~New developments will be required to provide and/or fund the provision of to demonstrate adequate provision suitable access and transport infrastructure and services that are necessary to make it acceptable, including the ~~to mitigate~~on of the likely its otherwise adverse material impacts, including within the context of the cumulative impacts of approved developments and site allocations. This mitigation:

(a) ~~will maintain of the proposal both~~ the safe operation and the performance of the Local Road Networks ~~and the~~ Strategic Road Network ~~to the satisfaction of the relevant highway authorities, and~~

(b) ~~It will also address. This provision should include the mitigation of otherwise~~ adverse material impacts on communities and the environmental impacts, such as including impacts on amenity and health, noise pollution and air pollution, ~~and impact on amenity and health.~~

(8) Planning applications for new development will have regard to the Infrastructure Schedule at Appendix C which sets out the key infrastructure requirements on which the delivery of the Plan depends, or any updates in the latest Guildford borough Infrastructure Delivery Plan.

(9) Provision of suitable access and transport infrastructure and services will be achieved through direct improvements and/or schemes funded through Section 106 contributions and/or the Community Infrastructure Levy (CIL); ~~to~~ which will address impacts in the wider area including across the borough boundary.

(10) New development that will generate significant amounts of movement will:

(a) ~~We will expect all applications for development that generate significant amounts of movement to~~ at the planning application stage, be supported by a Transport Statement or Transport Assessment in accordance with the thresholds set out in the Council Local Planning Authority's Local Validation List, and

(b) require a Travel Plan which will be proportionate to the size of the new development.

(11) The provision of additional public off-street car parking in Guildford town centre will be supported when it facilitates the interception of trips that would otherwise drive through the Guildford gyratory.

## Definitions

4.6.21a The NPPF defines 'sustainable transport modes' as any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport. For the purposes of this policy, specific requirements with respect to walking, cycling, and public and community transport are specified.

4.6.21b Car-free new development is defined as a development in which there are no parking spaces provided within the curtilage of the site. This will not preclude the provision of an area for delivery and service vehicles. Such an area should be suitably managed to ensure its use as such.

## Reasoned Justification

4.6.22 The planning process for new developments provides the opportunity to maximise the use of the sustainable transport modes of walking, cycling, and the use of public and community transport, and opportunities for people with disabilities to access all modes of transport. This is consistent with the NPPF. All development should strive to offer real travel choice for all people by sustainable transport modes appropriate in scale and kind to the development. Development must be designed to promote road safety, and to create places where walking and cycling have priority over motorised traffic, so that people feel safe to do so. Development should ensure good accessibility by walking and cycling to local facilities, services and to bus stops and railway stations. For the average person cycling has the potential to substitute for short car trips, particularly under five kilometres, and walking for trips under one kilometre.

4.6.23 The Council proposes to bring forward a new Vehicle Parking Supplementary Planning Document to provide advice further to the policy with respect to the appropriate provision of off-street vehicle parking. Our policy takes account of the March 2015 written statement to Parliament from the Minister which stated that "Local Planning Authorities should only impose local parking standards for residential and non-residential development where there is a clear and compelling justification that it is necessary to manage their local road network." The Vehicle Parking Supplementary Planning Document will also seek to identify sustainable areas in which it may be appropriate to promote low parking or parking free developments.

4.6.24 The Sustainable Movement Corridor will provide a priority pathway through the urban area of Guildford for buses, pedestrians and cyclists, serving the new communities at Blackwell Farm,

SARP and Gosden Hill Farm including the new Park and Ride site, the new Guildford West (Park Barn) and Guildford East (Merrow) rail stations, the Onslow Park and Ride, both of the University of Surrey's campuses, the town centre and Guildford rail station. The aim is for journeys to Journeys will be rapid and reliable by bus and safe and direct on foot and by bike. The Sustainable Movement Corridor will be implemented in sections during the plan period, largely on existing roads and with the urban extensions at Blackwell Farm, SARP and Gosden Hill Farm, and some sites in the town centre, required to make provision for the corridor. The route sections of the proposed Sustainable Movement Corridor are listed in Appendix C. The Council will bring forward a Sustainable Movement Corridor Supplementary Planning Document.

- 4.6.24a With respect to vehicular parking, the policy takes account of the March 2015 written statement to Parliament from the Minister which stated that "Local Planning Authorities should only impose local parking standards for residential and non-residential development where there is a clear and compelling justification that it is necessary to manage their local road network."
- 4.6.24b Guildford town centre and surrounding residential roads have a Controlled Parking Zone, which is presently comprised of ten component areas. All roads in the Controlled Parking Zone are subject to restriction during busy times of the day. There are and will continue to be regular reviews of the Controlled Parking Zone to assess whether the controls are appropriate and whether new roads need to be included or other changes made. New Controlled Parking Zones could also be designated in future.
- 4.6.24c In the areas of the Controlled Parking Zone in which the demand for on-street resident and 'pay and display' visitor parking exceeds the supply of designated on-street parking spaces, the Local Planning Authority will apply the policy test for vehicular parking as set out. This provides an exception for disabled people who will be eligible.
- 4.6.24d At present, the policy test for new residential development in Controlled Parking Zones or component areas thereof will be engaged in areas A, B, C and D of the Controlled Parking Zone.
- 4.6.24e The policy does not preclude developers from bringing forward proposals for car-free new development. Any such proposal would be subject to the policy tests set out for vehicular parking.
- 4.6.25 The measures applicable to each development proposal will vary on a case-by-case basis, including according to the type and scale of development proposed, its location, and the level of existing transport infrastructure and services in the immediate area. This could also include a financial contribution for the implementation of schemes beyond the scope of an individual development to deliver.
- ~~4.6.26 In assessing whether the development proposal is likely to give rise to a significant amount of travel demand, the Council will consider the existing use of the building(s) and/or site, existing transport conditions in the immediate and wider area, and likely transport generation from the development proposals.~~
- 4.6.27 Development must ~~also~~ mitigate its otherwise adverse material impacts, including on traffic, ~~impacts, including its~~ the community and the environmental ~~impacts and impacts on amenity and health~~. Measures designed to encourage people to make sustainable travel choices can assist with reducing these impacts. Such measures can include car clubs, car sharing, ~~infrastructure~~ / facilities for electric charging plug-in points and other low and ultra- low emission vehicles, encouraging the accelerated uptake of cleaner fuels and technologies resulting in carbon and vehicle emission reductions, the provision of cycle infrastructure, pedestrian wayfinding and cycle parking, including for adult tricycles which can be suitable for those with disabilities and older people concerned about their balance, and the marketing and promotion of sustainable travel choices, for instance the provision of resident travel information packs. Well designed developments may actively help to enhance air quality, ~~manage exposure~~ and reduce overall emissions, therefore reducing possible health impacts.
- 4.6.28 Whilst the site allocations and proposals in this Plan – including the significant programme of

~~schemes to provide and improve opportunities to use active modes, bus and rail – are intended to result in a modest modal shift over the period to 2034, we forecast that there will also be an absolute increase in overall traffic volumes. Schemes to increase highway capacity and improve road safety will mitigate the principal adverse material impacts of this growth in traffic volumes. The key infrastructure needed to support the delivery of this Plan, including the sustainable transport and highway schemes, is set out in the Infrastructure Schedule at Appendix C. Updates to the Infrastructure Schedule can be made through future revisions of the Infrastructure Delivery Plan. In demonstrating adequate provision to mitigate the likely impacts of the proposal, developers should have regard to the Infrastructure Schedule at Appendix C which sets out the key infrastructure requirements on which the delivery of the plan depends.~~ The Guildford Borough Transport Strategy sets out the programme of ~~transport improvement~~ schemes promoted by Guildford Borough Council, and includes all the key infrastructure requirements ~~on which the delivery of the plan depends, mirroring the transport schemes in the Infrastructure Delivery Plan.~~

- 4.6.29 ~~Planning applications need to address the transport implications of the proposed development. In assessing whether a development proposal will give rise to a significant amount of travel demand, the Local Planning Authority will consider the existing use of the building(s) and/or site, existing transport conditions in the immediate and wider area, and transport generation from the development proposals. Many developments proposals will require the submission of a Transport Assessment and Travel Plan. They Together, these documents will address set out the potential transport impacts of their proposals, how they will be addressed, and how sustainable travel will be delivered in the long term. For smaller developments proposals with lower impacts, a simpler Transport Statement may be required or may not be required if it can be demonstrated to the satisfaction of the Local Planning Authority, in liaison with the highway authority or authorities, that the changes are minor.~~
- 4.6.30 ~~Information on producing Travel Plans is available from Surrey County Council. Area-wide Travel Plans will be acceptable where appropriate, such as on industrial or business parks, which would enable businesses to coordinate their efforts and pool resources for the benefit of everyone using the business park.~~
- 4.6.30a ~~Roads in Guildford town centre carry high volumes of traffic and are subject to recurrent traffic congestion during peak periods, especially the gyratory and its immediate approaches. Over the weekday hours of 07:00-19:00, around a quarter of car trips passing through the Guildford gyratory either begin or end at a public car park in the town centre. This is, in part, a consequence of a mismatch between the demands for, and supply of, public off-street car parking on the different approach roads. The policy with respect to the provision of additional public off-street car parking is designed to reduce the impact of these trips on traffic volumes and congestion in the town centre. This planning policy will complement future environmental improvements in the town centre, realising the Council's 'drive to, not through' concept.~~

## Key Evidence

- ~~Guildford Borough Proposed Submission Local Plan “June 2016”~~: Strategic Highway Assessment ~~Report~~ (Surrey County Council, ~~June 2016~~)
- Guildford Borough Transport Strategy ~~2016~~2017 (Guildford Borough Council, ~~June 2016~~2017)
- Guildford Town and Approaches Movement Study (Arup, ~~March 2015~~)
- ~~Guildford Borough Parking Strategy~~ (Guildford Borough Council, 2016)
- Transportation Development Control Good Practice Guide (Surrey County Council, 2006) ~~– includes updates since 2006 in its Annex D~~
- ~~National Planning Policy Framework~~ (DCLG, 2012)
- ~~National Planning Practice Guidance~~ (DCLG)
- ~~Written statement to Parliament: Planning update~~ (March 2015)
- Local Validation List (Guildford Borough Council, ~~May 2015~~)

## Monitoring Indicators

Indicator	Target	Data source
Walking, cycling, bus and rail modal share for travel to work journey <u>in</u> Guildford borough <u>residents (expressed as a percentage of all trips)</u>	Increase <u>in modal share</u> over time	Census – every 10 years

Draft - For EAB



## Policy ID4: Green and blue infrastructure

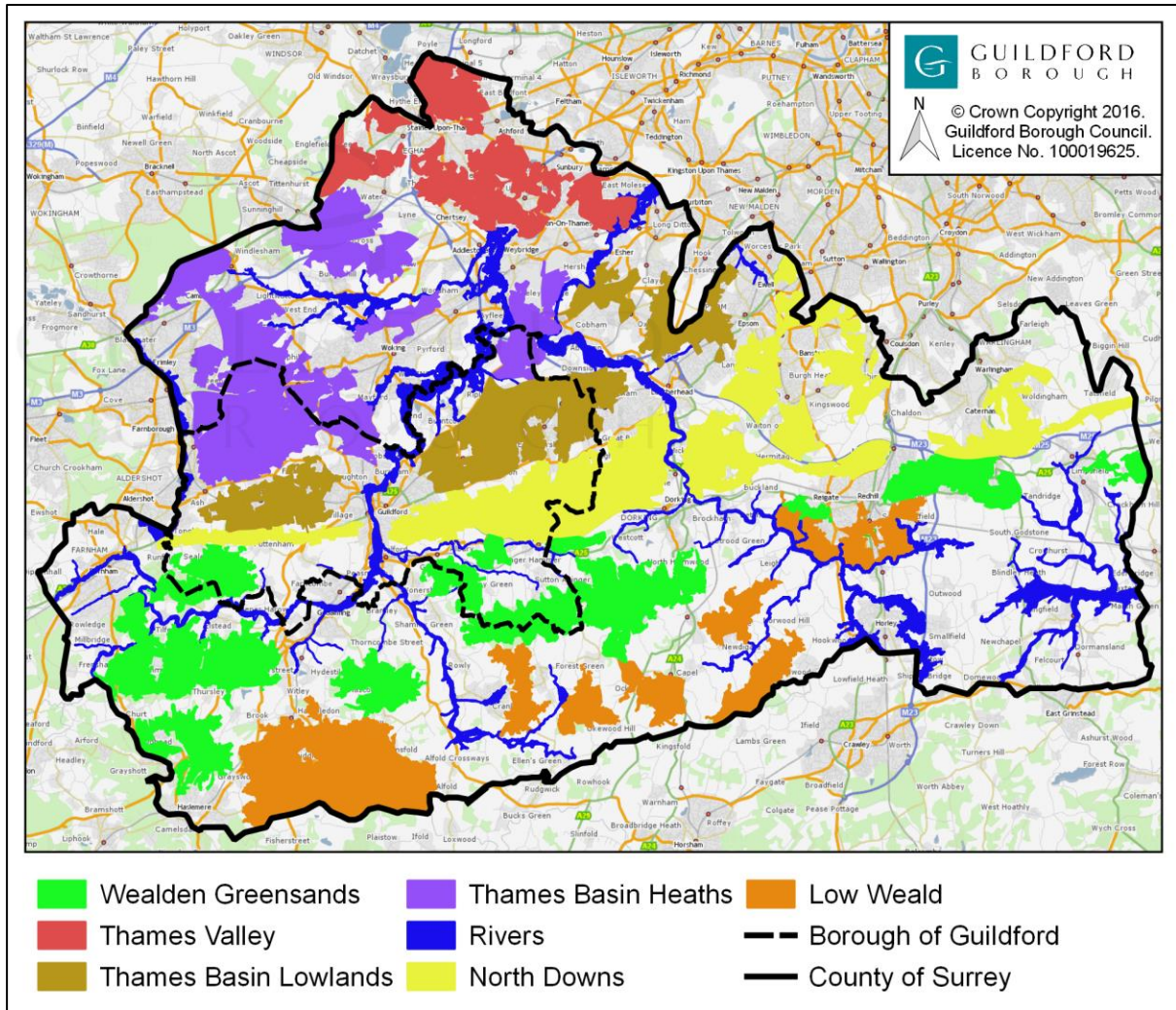
### Introduction

- 4.6.31 The term green and blue infrastructure describes all green and blue spaces in and around our settlements and in the wider countryside. This includes parks and open spaces, private gardens, agricultural fields and allotments, hedges, trees, and woodlands, green roofs and walls, waterways, reservoirs and ponds. These spaces meet a range of needs including relaxation, exercise, sports and recreation, visual amenity, wildlife habitat, flood risk management and agriculture. The diversity of potential uses means that by planning for green and blue infrastructure we can make a significant contribution to wellbeing and sustainability across the social, environmental and economic dimensions.
- 4.6.32 The NPPF defines green infrastructure as a 'network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental quality of life benefits for local communities'.

### **Landscape and biodiversity**

- 4.6.33 A positive approach to the provision and maintenance of Green Infrastructure is crucial to the maintenance, protection and enhancement of biodiversity and wildlife in the borough, not least through the provision-creation of new habitats and by linking-providing connections between existing habitats. It can further assist in adaptation to climate change by providing pathways for species dispersal and migration, climate change adaptation through-providing the cooling effects of tree cover, and in the natural management-managing-of fluvial flooding, for example, through floodplain re-connection and restoration, provision, connectivity and which can also result in the creation of new wetland habitats.
- 4.6.34 The Surrey Nature Partnership (SyNP) is the designated Local Nature Partnership for Surrey recognised by government. SyNP is working with Surrey local authorities to set out an approach to conserving and enhancing the biodiversity of the county at a landscape scale. This approach identifies Biodiversity Opportunity Areas (BOAs) areas where there are concentrations of recognised sites of a-particular type-of habitat-biodiversity importance, both statutory and non-statutory. BOAs represent areas where improved habitat management and efforts to restore and re-create priority habitats will be most effective in improving connectivity and reducing habitat fragmentation. BOAs extend across local authority boundaries and therefore provide a-the strategic approach that addresses biodiversity at a landscape scale required by the NPPF. The majority of the countryside within the borough of Guildford falls within a-BOAs (see figure 1), which is indicative of how rich in wildlife the borough is.
- 4.6.35 Land that does not fall within a BOA also needs to be considered in terms of its current and potential contribution to biodiversity. In particular, BOAs do not currently cover towns and villages, so we need to consider how ecological networks within settlements and connections to the surrounding countryside can be enhanced. The management and enhancement of ecological networks within settlements represents a local approach so will be set out through development management policies and a Green and Blue Infrastructure Supplementary Planning Document (SPD). Neighbourhood plans may also bring forward neighbourhood level green infrastructure policies, particularly through the use of local knowledge to identify suitable Local Green Space.

4.6.36 The Council’s emerging Countryside Vision will provide a framework to enable proactive management of the borough’s countryside, and development of appropriate action plans for site management. This vision will cover the countryside sites that the Council manages, but implementation may cover additional areas in order to achieve landscape and habitat connectivity, as well as sustainable transport links. The Countryside Vision will deliver the objectives of the Surrey approach on land that it controls or has influence over.



**Figure 1: Biodiversity Opportunity Areas within Surrey**

4.6.37 The Surrey Hills Area of Outstanding Natural Beauty and the Thames Basin Heaths Special Protection Area are dealt with specifically through policies P1 and P5.

**Open space**

4.6.38 Public Open space (as defined in the NPPF) is particularly important due to the positive contribution it makes to the character of our settlements, our health and social interaction, and because it forms the backbone of the green infrastructure network in our settlements. Therefore it is considered that cumulatively these spaces form a valued asset of strategic importance that should be protected as a strategic priority.

## Blue infrastructure

- 4.6.39 The River Wey Navigation is a highly valued asset of borough wide significance, both as an important element of our borough's biodiversity and as a very significant public space. The NT National Trust has compiled a set of guidelines for what it considers are important characteristics of the river, and how this-it should be managed. These include the importance of the river as a 'visually important open corridor' and 'an important leisure asset' as well as a Conservation Area.
- 4.6.40 The Water Framework Directive 2000-aimed-aims for 'good status' for all ground and surface waters in the EU, initially by 2015 but by 2027 at the latest. This is assessed against a set of standards including water quality (both its chemistry and biology), and river morphology (for example, having natural river banks as habitat preserving or restoration to a naturally meandering course.) and preserving flood plains and providing backwater ponds). Much of the River Wey in the borough currently achieves 'moderate' status, with some tributaries achieving only 'poor' or 'bad'. The River Wey directly upstream from the borough is largely 'poor'. The River Blackwater also largely achieves 'moderate' status, but is a tributary of the River Loddon and therefore falls within the neighbouring River Loddon catchment. This is considered a strategic issue due to the cross boundary nature of the impacts, and the importance of our waterways for the ecological health of the borough. Significant pressures on the River Wey come from include pollution from waste water, agriculture and various sources in towns and from transport infrastructure, and the constraints to its natural function imposed by physical modifications to the river and from towns and transport.
- 4.6.41 Both ~~The~~ River Wey and the River Blackwater, in combination with and their flood-plains and tributaries, are ~~an~~ identified as BOAs.

## POLICY ID4: Green and blue infrastructure

### Biodiversity

- (1) The Council will conserve and enhance biodiversity and will seek opportunities for habitat restoration and creation, particularly within and adjacent to Biodiversity Opportunity Areas (BOAs). The Council will produce a Green and Blue Infrastructure Supplementary Planning Document (SPD) setting out how this approach will be implemented.
- (2) Proposals for development must demonstrate how they will deliver appropriate net gains in biodiversity where possible. Where proposals fall within or adjacent to a BOA, biodiversity measures should support that BOA's objectives. The SPD will set out guidance on how this can be achieved.
- (3) The designated sites in the following hierarchy are shown on the Policies Map or as subsequently updated:
  - (a) European sites: Special Protection Areas (SPA) and Special Areas of Conservation (SAC)
  - (b) National sites: Sites of Special Scientific Interest (SSSI)
  - (c) Local sites: Sites of Nature Conservation Importance (SNCI) and Local Nature Reserves.
- (4) Permission will not be granted for development proposals unless it can be demonstrated

that doing so would not give rise to adverse effects on the integrity of European sites, whether alone or in combination with other development. Any development with a potential impact on SPA or SAC sites will be subject to a Habitats Regulations Assessment.

- (5) Development will not be permitted within or adjacent to national sites unless it can be shown that doing so would not be harmful to the nature conservation interests of the site.
- (6) Permission will not be granted for proposals that are likely to materially harm the nature conservation interests of local sites unless clear justification is provided that the need for development clearly outweighs the impact on biodiversity. Where this test is met, every effort must be made to reduce the harm to the site through avoidance and mitigation measures.

#### **Blue infrastructure**

- (7) Waterways will be protected and enhanced. Development proposals that are likely to have an impact on waterways, ~~including the River Wey catchment, (including across their catchments)~~ must demonstrate how they will support the ~~implementation-achievement~~ of the Water Framework Directive and have followed guidance from the Environment Agency and Natural England on implementation of the Wey Catchment Management Plan and flood risk management.

#### **Open space**

- (8) Open space (encompassing all open space within urban areas, land designated as Open Space on the Policies Map and all land and water that provides opportunities for recreation and sport as identified in the most recent Open Space, Sports and Recreation Assessment) will be protected from development in accordance with ~~the NPPF~~ national planning policy.

### **Definitions**

- 4.6.42 Net gains in biodiversity means improvements to biodiversity through habitat creation and/or enhancement. This should be integrated into the design of the site through the provision of new wildlife habitats, but also may include enhancement of green networks and measures on building structures. Green roofs and walls can add to the visual interest of urban areas and assist in adapting to a changing climate by providing passive cooling, as well as providing opportunities for plants and wildlife. Habitat for vulnerable species also adds value. Where adequate biodiversity gains cannot be included within a development site, off-site provision may be considered. The net gains should be appropriate and proportionate for the development. The SPD will set out guidance on the types of measures that may be considered appropriate.
- 4.6.42a Where proposals fall within or adjacent to a BOA, biodiversity measures should support the BOA's objectives, including those set out in the BOA Policy Statements produced by SyNP. However, alternative biodiversity measures may be acceptable where it can be clearly demonstrated that these are more appropriate, given the specific circumstances of the proposal.
- 4.6.43 Where development is proposed affecting designated sites, the Council will take into account whether any harmful effects to the nature conservation interest of the site can be satisfactorily overcome by the imposition of appropriate conditions, entering into planning agreements or other means, including the provision of a replacement habitat. Proposals that are likely to have an impact on designated sites should be accompanied by a biodiversity statement that assesses the impact of the development on biodiversity and

demonstrates how this impact will be mitigated.

- 4.6.44 Proposals for open space should have regard to the BOA approach and the Open Space, Sports and Recreation Assessment. New open space should be delivered and seek to deliver these spaces within BOA boundaries and where provision is most needed and, where a proposal is capable of providing improvements to biodiversity, within or adjacent to BOAs. By providing well designed open spaces that include appropriate biodiversity measures within BOAs, the linkages between the components of the ecological network can be improved while recreation and leisure opportunities are increased, delivering 'best value' multi-functional green space.
- 4.6.45 Where new open space is proposed, including new Suitable Alternative Natural Greenspaces (SANGs), within or adjacent to a BOA, these should be designed and managed to support the aims of the BOA. The Council expects the delivery of new SANGs to make a very significant contribution to achieving the net gains in biodiversity required by the NPPF national planning policy, and in realizing the strategic approach to biodiversity in Surrey.
- 4.6.46 Developments that are likely to have an impact on waterways include (but are not limited to):
- agriculture, where run off from farmland could carry fertilisers and pesticides
  - roads, where run off could carry pollutants (such as cadmium from tyres and oil)
  - Commercial commercial developments that include a risk of spillage from stored liquids,
  - incorrect sewerage connections that result in foul water entering water bodies and
  - hard engineering of riverbanks that reduces the habitat value of the bank.
- 4.6.47 Proposals that include new road drainage systems should ensure that the system filters out potential pollutants. Developments that bring risk of spillages of pollutants into river catchment areas must have measures in place that prevent polluting the environment in such an event. When existing sites are re-developed, and when new sites are planned, sewerage connections should be checked to make sure they are correct. Opportunities should be taken to return engineered banks to a natural state.
- 4.6.48 Non-navigable waterways will be protected and enhanced through the use of an eight metre wide (measured from bank top) undeveloped buffer zone within which new development will be permitted only where it benefits the ecology and/or water quality of the waterway. Existing development should not encroach any further into the buffer zone.
- 4.6.49 Open Space, for the purpose of Policy ID4, is defined as all types of open land, both public and private, of public sport/recreation and/or amenity value. The Open Space, Sports and Recreation Assessment provides an audit of open space and sports and recreation land across the borough. This assessment (or a successor document) should form the starting point when considering open space requirements in new developments.
- 4.6.49a National planning policy requires that great weight is given to the need to create, expand or alter schools to meet the needs of existing and proposed communities. This will be taken into consideration if development is proposed on open space and the development meets a legitimate educational need that is appropriately met on the site.

### **Reasoned Justification**

- 4.6.50 The NPPF requires Local Plans to set out a strategic approach to planning for the

creation, protection, enhancement, and management of networks of biodiversity and to plan for biodiversity at a landscape scale across local authority boundaries. The Council supports the emerging strategy for Surrey being led by the SyNP and will set out how the approach will be implemented in the borough through a Green Infrastructure Supplementary Planning Document once enough detail has emerged.

- 4.6.51 The Council has a significant countryside estate and manages this land in a way that is consistent with the strategy. However, the majority of the land in the borough is outside the Council's control. Policy ID4 requires developments, including new open spaces, to provide biodiversity enhancement and/or creation in a manner consistent with the strategy. In this way, the Council's own efforts and those of private developers will work together to deliver the vision for Surrey.
- 4.6.52 The NPPF values and protects open space, which it defines as "all open space of public value... which offer[s] important opportunities for sport and recreation and can act as visual amenity" (NPPF glossary). The Open Space, Sports and Recreation Assessment identifies land of public value for amenity, sports and recreation across the borough.
- 4.6.53 Open spaces within urban areas provide relief from the intensity of the urban environment for residents of larger settlements who may not have easy access to the countryside. Urban open space also provides breaks in the built environment that maintain the character of those settlements. Policy ID4 therefore identifies all open space within urban areas as Open Space for the purposes of this policy. This means all types of open land, both public and private, that has public recreation and/or amenity value.
- 4.6.54 A survey of open space was undertaken in 1997 and sites of over 0.4 hectares that were considered to make a positive contribution to the character and visual amenity of the area were identified on the proposals map in the Local Plan 2003 under Policy R5 Protection of Open Space. These spaces are identified again as Open Space on the current Policies Map as they continue to serve the purpose for which they were originally designated. There are a number of open spaces on sites of less than 0.4 hectares in the urban areas including allotments and highway land which also make a significant contribution in their local context. Accordingly, urban open spaces of less than 0.4 hectares are also protected by this policy.
- 4.6.55 The Council has produced an Amenity Assessment to identify open spaces of public amenity value within villages that are inset from the Green Belt by the plan. This assessment looked at land within proposed village inset boundaries, excluding land where inset boundaries were expanded to take in allocations on the edges of villages. Sites that were assessed as having public value ~~that would be harmed by development~~ are identified as Open Space on the Policies Map and will be protected in line with ~~the NPPF~~ national planning policy to ensure that the value for which the space has been identified is retained. Open spaces outside inset village boundaries are protected by the Green Belt designation so have not been considered for further protection. Land of public value in ~~the~~ inset villages that is used for sport and recreation is identified through the Open Space Sport and Recreation Study Assessment and will be protected in line with the NPPF.
- 4.6.56 The NPPF allows for the designation of Local Green Space (LGS), through the Local Plan and neighbourhood plans. The designation can be used ~~to~~ protect open spaces of particular local significance from development in a manner consistent with Green Belt policy. LGS is not included in this strategic policy due to the local nature of these spaces and because doing so would limit the scope for neighbourhood plans to bring forward their own LGS policies (neighbourhood plans must be in general conformity with strategic policies in the Local Plan). The Council has received a number of suggestions for new

LGS and qualifying proposals will be allocated through Development Management policy.

## Key Evidence

- Open ~~space~~[Space](#), ~~sports~~[Sports](#) and ~~recreation~~[Recreation study](#)[Assessment \(Guildford Borough Council, 2017\)](#)
- Biodiversity Opportunity Areas: the basis for realising Surrey's ecological network [\(Surrey Nature Partnership, 2015\)](#)
- Biodiversity Opportunity Areas: Guildford Borough - Policy Statements [\(Surrey Nature Partnership, 2015\)](#)

## Monitoring Indicators

Indicator	Target	Data source
Amount of open space	No loss of open space, identified deficits gone by 2033	Planning applications Open space, sports and recreation assessment
Amount of new SANG provided or funded	All qualifying developments to deliver new SANG or funding for strategic SANG in line with prevailing standards Delivery of strategic SANGs identified in Infrastructure Delivery Plan	Planning applications
Net gains in biodiversity provided by development	All developments to provide net gains in biodiversity	Planning applications
Progress towards Water Framework Directive objectives	Achieve 'good ecological status' at earliest opportunity and by 2027 at the latest	<del>Natural-</del> <a href="#">England</a> <a href="#">Environment Agency</a> data
Condition of European and National sites	Improvement in condition	Natural England surveys
Condition of local sites	Improvement in condition	The Council's SSCI surveys