



# **Guildford Borough Planning Contributions**

## **Supplementary Planning Document**

September 2017

## Further information and alternative formats

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

## Summary

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

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

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

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

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

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

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

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

**Telephone:** 01483 444471  
**Email:** [planningpolicy@guildford.gov.uk](mailto:planningpolicy@guildford.gov.uk)  
**Website:** [www.guildford.gov.uk](http://www.guildford.gov.uk)

## Contents

<b>1. Introduction</b>	<b>1</b>
Strategic Environmental Assessment	1
Habitat Regulation Assessment	2
Equalities Impact	2
<b>2. What are planning contributions and what are the mechanisms for securing them?</b>	<b>3</b>
Conditions	3
Planning obligations	4
Highways Agreements	7
The Community Infrastructure Levy	7
Other consents	8
<b>3. Legal and Policy Context</b>	<b>9</b>
National Planning Policy Framework	9
Planning Practice Guidance	9
Local Policy : Guildford Borough Local Plan 2003	9
Council Priorities	11
<b>4. Guidance on process</b>	<b>12</b>
Thresholds and contributions	12
Planning obligation process	12
Development viability	12
Prioritising planning contributions	13
Cost of maintaining infrastructure	14
Design Review	14
<b>5. Affordable Housing</b>	<b>17</b>
<b>6. Sustainable design and construction</b>	<b>25</b>
<b>7. Flood mitigation</b>	<b>26</b>
<b>8. Water supply and waste-water infrastructure</b>	<b>28</b>
<b>9. Open space: amenity space, play space, and sports fields</b>	<b>29</b>
<b>10. Special Protection Areas (SPA)</b>	<b>36</b>
<b>11. Landscape and Biodiversity</b>	<b>38</b>
<b>12. Waste and recycling storage and collection</b>	<b>40</b>
<b>13. Safety and security (CCTV)</b>	<b>42</b>
<b>14. Public Realm</b>	<b>43</b>
<b>15. Public Art</b>	<b>44</b>
<b>16. County Council and Highways England Infrastructure: Transport</b>	<b>46</b>
Sustainable transport, car clubs, travel plans, and parking provision	46

<b>17. County Council infrastructure : Education and libraries</b>	<b>49</b>
Early years capacity	49
Primary and secondary school capacity	50
Libraries	51

## Figures

Figure 1	Local Plan 2003 Policies relevant to this SPD
Figure 2	Planning obligation process flowchart
Figure 3	Financial contribution required in lieu of on-site provision of open space
Figure 4	Public art : sculptures along the River Wey

## Appendices

Appendix 1	Summary of requirements for developer contributions by type and size of development
Appendix 2	Glossary
Appendix 3	Guide for applicants: preparing flood risk sequential and exception tests
Appendix 4	Open space surplus and deficits by typology and ward
Appendix 5	Size and design standards for children's play spaces
Appendix 6	Guildford town centre parking boundary (from Local Plan 2003)
Appendix 7	Example of calculation of a financial contribution in lieu of on-site affordable housing provision
Appendix 8	Guidance for provision of waste and recycling storage and collection

## Figures

Figure 5	Flood risk vulnerability classification
Figure 6	Flood risk vulnerability classification and flood zone compatibility
Figure 7	Flood Risk Zones
Figure 8	Template table for recording Sequential Test Process
Figure 9	Provision of open space across the Borough
Figure 10	Supply of open space by ward (hectares)

## 1. Introduction

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

### Strategic Environmental Assessment

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

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

### **Habitat Regulation Assessment**

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

### **Equalities Impact**

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

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

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

### Conditions

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

1. necessary;
2. relevant to planning and;



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

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

### Planning obligations

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

obligation is given.

2.16 A planning obligation is a legal contract made under section 106 of the [Town and Country Planning Act 1990](#) (as amended), and forms part of the planning permission granted. Planning obligations are normally required to make the development acceptable in planning terms through a measure that cannot be secured through a planning condition. Under section 106, a planning obligation must be in the form of a binding legal deed. A completed section 106 agreement is also registerable as a land charge and is therefore enforceable against subsequent landowners by the Local Planning Authority.

2.17 A planning obligation can serve various purposes; it can :

- **prescribe** the nature of a development, such as affordable housing in order to comply with policy requirements.
- **compensate** for loss or damage created by a development, such as loss of trees.
- **mitigate** the unacceptable impact of a proposed development to make it acceptable in planning terms.

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

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

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

2.18 Both the NPPF and the national Planning Policy Guidance (PPG) require that supplementary planning documents should be used where they can help applicants make successful applications or help infrastructure delivery.

2.19 Section 106 agreements may take the form of both unilateral undertakings (offered by and signed by a developer/landowner) or bilateral agreements negotiated between the Council and developers/landowners. The Council will, save for exceptional circumstances, require all parties with a legal interest in the development land to be a party to the section 106 agreement (in this context legal interest will include the freeholder, leaseholder and any mortgagee). In some instances it may also be appropriate for third parties e.g. the County Council (in relation to Highways or Education) to be a party to the agreement. Section 106 obligations will only be taken into account where they would make development acceptable that would otherwise be unacceptable in planning terms.

2.20 Developers may reasonably be expected to pay for, or contribute to, the cost of all or part of additional infrastructure necessitated by their development. Planning obligations cannot be used solely to resolve existing deficiencies in infrastructure provision, but may be required if a development would make the existing situation worse.

- 2.21 The Council will only seek contributions where a development creates additional need or exacerbates an existing deficiency, where it complies with the legal tests. The Council will not seek contributions solely to resolve an existing deficit.
- 2.22 In the last few years two key changes to national planning policy and law have been introduced that impact on how the Council can use planning obligations.
- 2.23 The first is a change to the legal framework<sup>1</sup> that took effect in April 2015. It restricts the “pooling” (collecting together of planning obligations for “provision” or “funding” (for provision) for an “infrastructure project or type”), where the Council have already entered into at least five such obligations (for the same infrastructure project or type) (counted from 6 April 2010).
- 2.24 This restriction applies to planning obligations that secure the “provision” or the “funding” (for provision) of “relevant infrastructure”. “Relevant infrastructure” is any infrastructure project or type on the list of infrastructure projects or types that a Council intends to fund from its CIL (or without such as list, any infrastructure). Planning obligations for improvements to existing infrastructure, or for contributions not classed as “infrastructure”, such as affordable housing, are not subject to this pooling restriction.
- 2.25 The second was a change to national policy<sup>2</sup> made in November 2014. This introduced into government policy a national minimum site size threshold of over 10 homes and 1,000sqm (total gross) for tariff-style planning obligations and affordable housing. It specified that developments below this size should not be required to contribute s106 planning obligations for planning contributions for “tariff”-style contributions, nor for affordable housing. Notwithstanding this restriction, updated policy makes it clear that planning contributions to facilitate development that would otherwise be unable to proceed because of regulatory or EU Directive requirements may continue to be sought. As policy, this is a material consideration that the Council must consider where relevant in determining planning applications.
- 2.26 In Areas of Outstanding Natural Beauty (AONB), such as Surrey Hills AONB, and certain designated rural areas (of which there are none in Guildford Borough), the Council may apply a lower minimum threshold of at least six. For such developments, “tariff” type planning contributions and affordable housing contributions remain acceptable (but still subject to the CIL Regulation pooling restrictions), but must be required to be provided only after development has been completed. The [Planning Policy Guidance \(Planning Obligations: Paragraph :031\)](#) has subsequently been updated to reflect the November 2014 written ministerial statement. These restrictions do not apply to Rural Exception Housing developments.
- 2.27 For brownfield developments required to provide affordable housing, any existing vacant floorspace (whether to be demolished or reused), that has not been abandoned, must be deducted from the affordable housing contribution (number of homes or a financial contribution). This is referred to as the **vacant building credit**. We will apply the vacant

---

<sup>1</sup> Regulation 123 of the CIL Regulations 2010 (as amended)

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

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

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

### Highways Agreements

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

### The Community Infrastructure Levy

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

## Other consents

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

### 3. Legal and Policy Context

#### National Planning Policy Framework

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

#### Planning Practice Guidance

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

#### Local Policy : Guildford Borough Local Plan 2003

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

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

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

---

<sup>3</sup> [“saved” by CLG Direction 24 September 2007](#)

**Figure 1 : Local Plan 2003 Policies relevant to this SPD**

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

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

## Council Priorities

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



## 4. Guidance on process

### Thresholds and contributions

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

### Planning obligation process

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

### Development viability

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

willing land owner and willing developer.

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

### **Prioritising planning contributions**

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

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

### Cost of maintaining infrastructure

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

### Monitoring

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

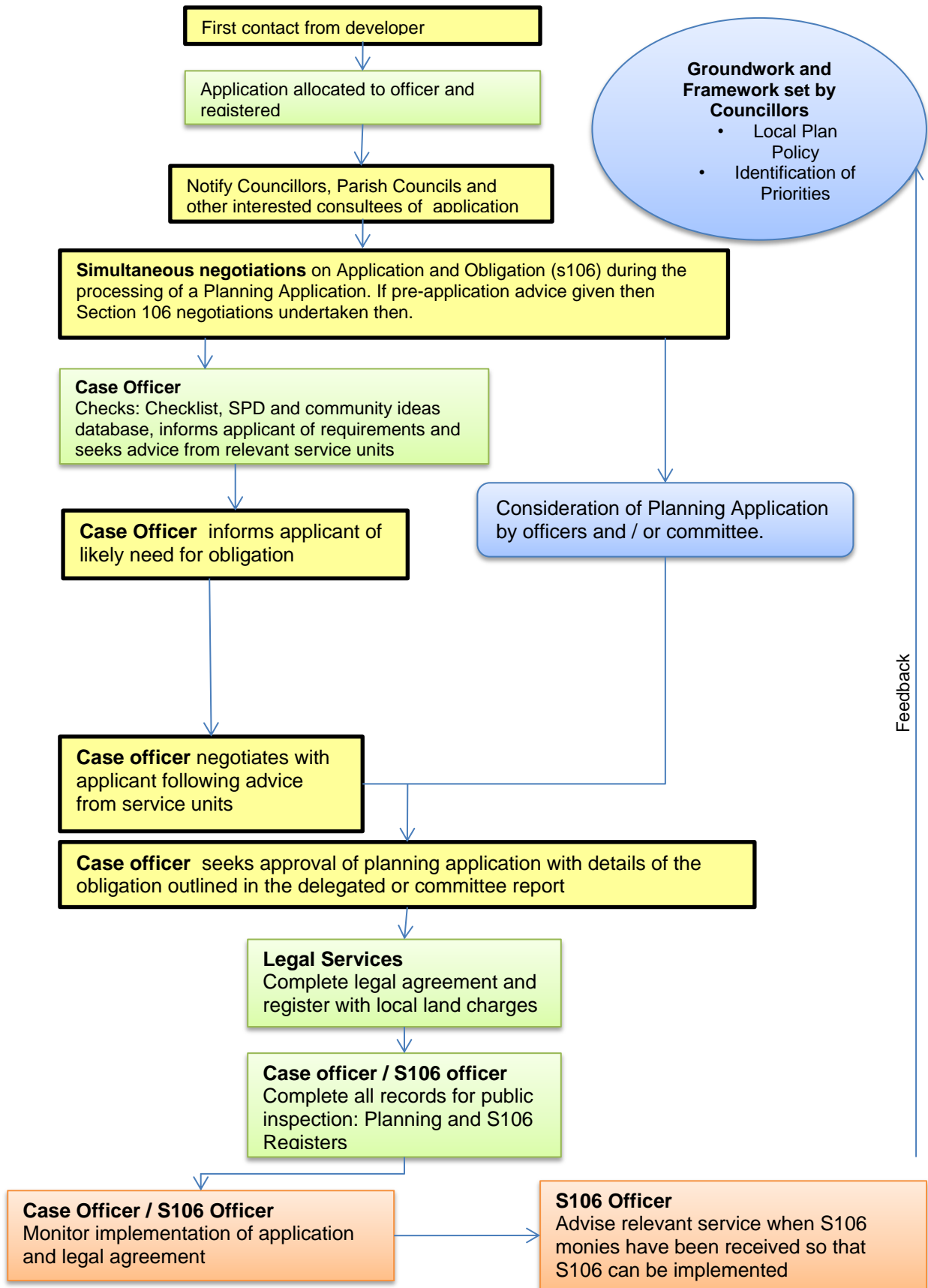
### Design Review

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

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

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

**Figure 2 – Planning obligation process flowchart**



## Types of planning contributions

### 5. Affordable Housing

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

### Need

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

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

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

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

- 5.17 The government's proposed change to the definition of affordable housing will significantly widen what can count as affordable housing. Starter homes will provide for broadly the same market as shared ownership housing. When the national planning definition of affordable housing has been changed to include starter homes, low cost market homes, and a requirement for 20% of homes on qualifying site to be starter homes, the Council is likely to require all other affordable housing to be rented housing, available to those on its Housing Register.
- 5.18 Policy H11 "Affordable Housing" of the 2003 Local Plan sets out the Council's policy requirement for housing developers of schemes over a given size to provide a proportion of housing on their developments as affordable homes. In negotiating affordable housing provision on development sites, the Council will use planning obligations to secure the homes as "affordable" homes for successive occupiers<sup>4</sup>; a requirement of Policy H11 and of the national definition of affordable housing.
- 5.19 Policy H11 specifies that at least 30% (see section on viability below) of all homes on qualifying sites affordable housing will be sought by negotiation from developers of sites of :
- 15 or more dwellings, or sites of 0.5ha or more irrespective the of the number of dwellings, or
  - 10 or more dwellings, or residential sites of 0.4ha or more irrespective of the number of dwellings in small designated rural settlements (all rural villages except for villages in East Horsley and Send Parishes).
- As explained above, the Council will require at least 70% of these homes to be for rent, to meet needs in the borough.
- 5.20 Developments that seek to avoid the requirements of this policy with unacceptably low density failing to make efficient use of land, or by artificially subdividing land into smaller sites will not be permitted. The full requirement for the cumulative requirement of all the sites will be required.
- 5.21 As set out in Policy H11, the affordable homes should be provided on site, and dispersed across the development scheme to provide for mixed communities. Whilst Policy H11 requires provision of affordable housing on-site, paragraphs 5.60 to 5.62 (inclusive) set out the exceptional circumstances where the Council may consider off-site provision or a payment in lieu of on-site provision.
- 5.22 In such exceptional circumstances, the Council may accept provision of affordable housing contributions off-site, or by a payment in lieu of on-site provision. In both cases, the Council must be satisfied that:
- the contribution is sufficient to provide for the construction of at least the same number, type and size of dwellings on a suitable different site (including the value of the land) and the financial contribution does not result in less affordable housing being provided overall

---

<sup>4</sup> subject to other legislation



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

## Viability

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

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

### Financial contributions in lieu of on-site provision

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

### Qualifying developments for affordable housing provision

- 5.33 Affordable housing provision will generally be required from residential developments within the C3 Use Class<sup>5</sup> over the site size threshold in Policy H11. This generally includes retirement homes, as well as self-contained studio flats for single-person households, and other self-contained flats, whether specifically aimed at students or not. Assisted living / Extra Care flatted developments, and other sui generis residential developments, such as cluster flats for students may be required to make provision; these will be considered on a case-by-case basis, and in some cases, an off-site contribution may be considered more suitable. Policy H11 does not apply to residential institutions within C2 use class, such as care homes and nursing homes.

---

<sup>5</sup> Town and Country Planning (Use Classes) Order 1987

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

### Self-build and custom housebuilding

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

### Rural Exception Housing

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

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

5.38 Rural Exception Housing, which is affordable housing for local needs, provided in perpetuity, will be secured where there is recent evidence of need for affordable housing within the Parish. Rural exception housing is usually delivered on small sites by Registered Providers, the Council, and by private developers. Most villages in the borough are exempt from the right to buy or acquire, due to being included in specific legislation<sup>6</sup>. Rural exception schemes in the settlements of Send and East Horsley are not exempt (as they do not appear in the legislation), but may also be possible if a scheme can be delivered without a government grant, via a mechanism which ensures the homes will remain affordable in perpetuity.

5.39 To ensure that the housing is secured permanently to meet local affordable housing needs, the Council will require the affordable housing provider to enter into a planning obligation with cascade provisions, to provide for situations where there may not be local need for that size accommodation in the Parish at the time.

5.40 The Council's cascade allocation approach to allocation of rural exception housing generally requires the housing to be allocated to :

- people with a local connection to the parish (through residence, employment or close family), followed by
- those with a local connection to adjacent parishes within the borough who meet the criteria, and finally
- those with a connection to the borough of Guildford in accordance with its published scheme Guildford Homechoice (or equivalent scheme).

The Council will consider the specifics of each area's needs at the time of the application, and will use its discretion to ensure that the planning obligation includes the most appropriate allocation cascade for that development site.

5.41 Despite generally high land values across the borough, occasionally a developer may consider that a proposed rural exception scheme would be unviable without public subsidy. In these situations where there is no public subsidy available, and where there are no alternative sites available to provide the identified housing needs, as required by national policy, the Council may consider permitting the minimum number of market homes to make the scheme viable. The Council may also consider allowing at least one market home where this would result in a significant improvement in the housing mix (tenure, type or size) or rent levels.

5.42 The inclusion of market housing must serve to benefit the rural affordable housing stock and not inflate the "threshold land value". This is the minimum land value likely to trigger an owner to sell the land. To ensure that developers take into account the policy requirements of land potentially suitable for rural exception housing, where a developer proposes that at least one market house needs to be included to make the rural exception scheme viable, the Council will require submission of a development appraisal.

---

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

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

## 6. Sustainable design and construction

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

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

## 7. Flood mitigation

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

### Flooding from river sources

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

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

### Surface Water Flooding

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



## 8. Water supply and waste-water infrastructure

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

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

- 9.1 National planning policy (Paragraph 73) states that “Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities”.
- 9.2 The importance of open space provision at the local level is emphasised by the objectives for recreation in the 2003 Local Plan :
- To encourage the provision of “accessible” recreation facilities in locations which relate well in a social and physical sense, to existing communities.
  - To encourage, where appropriate, the more efficient use of existing and new facilities.
  - To overcome identified deficiencies in open space and other recreational facilities.
  - To ensure that new residential development makes adequate provision for open space and other recreational facilities.
- 9.3 Local Plan 2003 Policies R2 and R3 set standards for open space provision and contributions for residential developments over 5 units or 0.4ha. These policies require residential developments to provide a total of 2.8ha (7 acres) of new open space per 1,000 population. This should consist of 1.6ha of formal playing fields, 0.8ha of children’s play space and 0.4ha of amenity space. This is equivalent to 100sqm of amenity space, 200sqm of playspace, and 400 sqm of playing fields space for every 10 homes (net). The Council will not require provision or a contribution, or will require a reduced amount, where the existing open space locally is, and will remain after the development, adequate by these standards.
- 9.4 This standard is based on the National Playing Field Association’s<sup>7</sup> 1992 standards. Policy R2 specifies that this standard is based on an average of 2.5 people per home. Although the 2011 census shows average occupancy per home of 2.43, the Council will continue to apply the Local Plan policy assumptions, as the policy cannot be changed through this SPD. Using the average occupancy rate of 2.5 people per home, this is equivalent to 0.4ha of formal playing fields, 0.2ha children’s playspace, and 0.1ha of amenity space for every 100 homes.
- 9.5 The required open space is based on the size and type of the proposed development. Certain types of housing, such as specialist accommodation only for the elderly, which do not generate a need for children’s play space, and / or playing fields, will be required to provide amenity space only, which should be on site wherever possible.
- 9.6 Policy R2 requires new residential developments of at least 25 (net) homes or over 0.4ha, to provide the specified amount of open space on site. The justification (paragraph 13.11) to the policy includes suggestions for layout, location and linkages of open space.
- 9.7 Policy R3 refers to the standards set out in Policy R2, but applies to housing developments of between five<sup>8</sup> and 25 dwellings. Developments falling within these parameters are required to provide open space either on-site, or as a financial contribution in accordance with Policy R2 standards. The Council will use developer contributions towards provision and

---

<sup>7</sup> Now known as [Fields in Trust](#)

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

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

- 9.8 In determining each application, the Council will consider the relative weight to give Local Plan Policy R3, and the national site size threshold for “tariff”-type contributions introduced to national planning policy. For developments of between 5 and 10 homes, where possible, the Council will secure as much of the required amenity space on-site provision by planning condition.
- 9.9 Where local provision is below the required standard, and the development cannot provide the required amount of open space of all types on site, the Council will require a planning obligation to enable us to fund improvements of existing open space in the area. Where improvements are required to a named open and costed space project, we will seek these from developments over 5 homes (net), provided there have been no more than 5 such planning obligations to fund that improvement project.
- 9.10 We may also seek funding for pooled tariff-type contributions towards improvements to existing open space (which are not subject to the CIL regulation<sup>9</sup> pooling restrictions) to fund improvement projects or maintenance of existing open space from developments over 5 homes (weighed against the national threshold for tariff-type pooled contributions<sup>10</sup>). Such improvements may include refurbishing a playground, relaying a bowls green, or improving pathways or car parking space in a park. Such contributions will be tied to a specific improvement project identified by the Council’s Parks Service. The Council may also secure funding for future maintenance of open space until it is absorbed in the Council’s maintenance programme.
- 9.11 Where the level of provision of a particular type of open space in a ward is adequate by these standards, but a different type of open space is inadequate, the Council may seek contributions towards changing an area of existing open space between types. Provision of an alternative type of open space would be funded using developer contributions, secured by planning obligations linked to a specific project, of which the Council will not collect more than five such obligations. The Council will only seek such contributions from developments of over 10 homes and 1,000sqm (total gross) floorspace.
- 9.12 The required contribution for open space is shown in Figure 3 below. The figure has been developed using the experience of the Council’s Leisure Service in the delivery and improvement of play and sports facilities in the facilities in the Borough.

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

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

<sup>9</sup> Regulation 123(3 and 4)

<sup>10</sup> Over 10 homes and 1,000sqm (total gross) floorspace

<b>3 Bedroom</b>	£1,023	£1,259	£2,282
<b>4+ Bedroom</b>	£1,365	£1,677	£3,048

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

### Evidence

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

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

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

### Types of Open Space

- 9.21 The types of open space that may need to be provided in developments, or enhanced by developers contributions are detailed below.
- 9.22 **Allotments** provide areas for people to grow their own produce and plants and local authorities are obliged by law to provide sufficient allotments and to let them to local people where there is a demand. Allotments are defined in law as “land which is wholly or mainly cultivated by the occupier for the production of vegetable or fruit crops for consumption by himself or his family” (Allotment Act 1922).
- 9.23 **Amenity green space** includes those spaces open to free and spontaneous use by the public, but neither laid out nor managed for a specific function such as a park, playing field or recreation ground, nor managed as a semi-natural habitat. Some may be used for informal recreation activities or may contribute to the visual amenity of an area. They are likely to have the following characteristics:
- unlikely to be physically demarcated by walls or fences
  - predominantly lain down to (mown) grass
  - unlikely to have identifiable entrance points (unlike parks)
  - may have shrub and tree planting, and occasionally formal planted flower beds, and
  - may occasionally have other recreational facilities and fixtures, like play equipment of ball courts.
- 9.24 It is intended that attractive areas of open space of an appropriate size and location for informal recreation should be provided. Discussions with the Council should be carried out at an early stage to identify the type and extent of provision. Reference should also be made to the [Surrey Design Guide 2002](#) and the need to incorporate landscape and archaeological features where this is appropriate.
- 9.25 The **Park and recreation grounds** typology in the Open Space Assessment brings together the function of Parks and Recreation Grounds and Outdoor Sports Space (both pitches and fixed) as identified in the former PPG17<sup>11</sup> typology as within the borough spaces are often multi-functional and there may be little distinction between the two types. These spaces take many forms including:

---

<sup>11</sup> Planning Policy Guidance 17, since replaced by the NPPF

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

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

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

### Children and young people's play space

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

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

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

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

9.31 [Fields in Trust](#) defines three types of equipped children's play areas for a range of age groups appropriate to their needs. Design standards for three categories of provision (Local Play Area / LAP, Local Equipped Area for Play / LEAP, and Neighbourhood Equipped Area for Play / NEAP) are detailed in new housing development and redevelopment listed in Appendix 5.

9.32 To be a reasonable area for use by older children a casual playing space should be a minimum of 0.05 ha, but preferably at least 0.1 ha. Facilities suitable for teenage groups such as basketball hoops, goal posts and shelters, for informal social and recreational purposes should also be considered.

9.33 **Natural green space** covers all publicly accessible spaces including meadows, woodland and copses, all of which share a trait of having natural characteristics and biodiversity value and are accessible for informal recreation. It should be noted that the provision of Suitable Alternative Natural Greenspaces (SANGs) do not count towards the provision of natural green space as a type of open space as SANGs serve the very specific purpose of acting as an alternative space for recreational users of the Thames Basin Heaths Special Protection Area.

9.34 Natural green space has value for recreation and emotional well-being and can make an important contribution towards biodiversity values. They can act as green corridors for both wildlife and people and form an important part of an area's green infrastructure.

## Maintenance

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

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

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



## 10. Special Protection Areas (SPA)

- 10.1 The Thames Basin Heaths (TBH) Special Protection Area (SPA) was designated by Natural England as an SPA on the 9 March 2005. The SPA comprises an area of lowland heath and woodland and is a habitat protected under European and UK law.
- 10.2 In September 2006, the Council adopted an Interim SPA Avoidance Strategy that was agreed with Natural England and enabled residential development to take place across most of the affected areas of the Borough, whilst at the same time offering protection to the Thames Basin Heaths SPA. Simultaneously, work was undertaken at the strategic level to find an acceptable approach which could be applied consistently across the whole SPA affected region<sup>12</sup>. The approach involves providing alternative natural green space with public access for recreation to divert people from using the SPA. This alternative recreation land is known as Suitable Alternative Natural Greenspace (SANG).
- 10.3 The Council adopted the Thames Basins Heaths Special Protection Area (TBH SPA) Avoidance Strategy 2017 SPD on 18 July 2017 (“The Avoidance Strategy SPD”). The Avoidance Strategy SPD enables the Council to approve planning applications for residential developments that fall within 5km of the SPA, which would otherwise have been prevented by the legislation protecting the SPA.
- 10.4 Certain types of development for accommodation purposes (e.g. assisted living units, student accommodation) are dealt with on a case-by-case basis. The TBH SPA Avoidance Strategy 2017 SPD should be consulted for detail in this regard. It is advisable to discuss this before any planning application is made. Large-scale developments between 5km and 7km of an SPA boundary will be assessed on an individual basis.
- 10.5 The main impact on the SPA that the strategy seeks to tackle is that resulting from increased recreational pressure and impacts associated with urbanisation (e.g. cat predation, dog walking). On this basis, the Avoidance Strategy applies primarily to all **net** new homes that provide permanent accommodation.
- 10.6 The Council's duty to consider the impact of development on the SPA applies also to non-residential development applications, which will need to be considered on their individual merits. The Avoidance Strategy SPD is however, primarily directed towards the harm caused by residential developments, and the measures that can be taken to enable them to proceed without harm to the integrity of the SPA and will not, therefore, assist in the case of applications for non-residential development.
- 10.7 The Suitable Alternative Natural Green Space (SANG) contribution is based on the (net) number of dwellings and size of dwellings proposed in the housing development, as a fair reflection of the number of additional residents likely to be resident in the development, and is derived from the costs of works identified on the SANG sites.

---

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

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

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

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

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

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

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

## 11. Landscape and Biodiversity

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

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

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

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

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

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

---

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

<sup>14</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/69446/pb13583-biodiversity-strategy-2020-111111.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69446/pb13583-biodiversity-strategy-2020-111111.pdf)

## 12. Waste and recycling storage and collection

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

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

### **Thresholds and contributions**

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

### 13. Safety and security (CCTV)

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

## 14. Public Realm

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



## 15. Public Art

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

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

15.10 For provision of art installations outside the development site, the Council will enter into no more than five planning obligations to fund each art project. This will help to deliver the public art strategy.

15.11 All public art required through the planning process must be sited so that the public can view it from a public place. If on site, it will generally be secured with a planning condition. In other circumstances and areas, it will be more appropriate for more than one development to contribute to public art in the wider streetscape.

15.12 Planning conditions may be attached to a planning permission, requiring full details of the artwork to be submitted for agreement by the Council, so that a separate planning application is not needed if the artwork is of a scale and / or nature as to require planning permission in its own right.

15.13 An example of the positive impact that public art can have on the wider environment, are the sculptures along the River Wey that were funded from developments in the area. These sculptures are linked both thematically and visually to the River and also complement each other and provide a coherent style along the River Wey corridor.



**Figure 4 :Public art : sculptures along the River Wey**

#### **Evidence**

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

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

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

## 16. County Council and Highways England Infrastructure: Transport

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

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

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

---

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

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

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

complied with and is effective.

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

## 17. County Council infrastructure : Education and libraries

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

### Early years capacity

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

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

### Primary and secondary school capacity

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

## Libraries

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



## Appendix 1 – Summary of requirements

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

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

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

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

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

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

## Appendix 2 - Glossary

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

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

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

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



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

**GUILDFORD BOROUGH COUNCIL**

**GUIDE FOR APPLICANTS:  
PREPARING FLOOD RISK  
SEQUENTIAL AND EXCEPTION TESTS**

**August 2016**

**Introduction**

**Why prepare a Sequential Test and / or Exceptions Test ?**

**The Guildford Context**

**Sequential Test : Key Requirements**

**Exception Test**

**Good and Bad practice in preparing a flood risk sequential test**

**Summary**

## 1.0 Introduction

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

## 2.0 Why prepare a sequential test and exception test?

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

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

### To pass the Exception Test applicants must demonstrate that:

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

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

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

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

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

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

## **Flood Risk Vulnerability Classification**

### **Essential Infrastructure**

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

### **Highly Vulnerable**

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

### **More Vulnerable**

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

### **Less Vulnerable**

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

- Sewage treatment works, if adequate measures to control pollution and manage sewage during flooding events are in place.

#### **Water-Compatible Development**

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

**Figure 5: Flood risk vulnerability classification**

Source: National Planning Practice Guidance 066.

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

**Key:**

✓ Development is appropriate

X Development should not be permitted.

**Figure 6: Flood risk vulnerability classification and flood zone compatibility**

Source: National Planning Practice Guidance 067.

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

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

- applications for individual developments located on sites allocated within post-NPPF adopted development plans<sup>16</sup>.
- development proposed in Flood Zone 1 (unless a Strategic Flood Risk Assessment or other up-to-date evidence highlights specific flooding issues now or in the future)
- change of use applications (except those involving a change of use to a caravan, camping or chalet site, or to a mobile home or park home site)
- applications for minor development<sup>17</sup>

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

**Summary:**

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

**3.0 The borough context**

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

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

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

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

<sup>17</sup> Minor development means:

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

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

**Figure 7: Flood Risk Zones**

Source: National Planning Practice Guidance paragraph 065.

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

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

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

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

#### 4.0 Sequential test: key requirements

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

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

proposed development

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

### Description of the development site and proposed development

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

### Identifying, confirming and justifying the extent of the search area

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

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

### Identify and justify the parameters for 'reasonably available' sites

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

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



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

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

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

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

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

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

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

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

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

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

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

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

**Figure 8 : Template table for recording Sequential Test Process**

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

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

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

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

Good Practice	Bad Practice
<ul style="list-style-type: none"> <li>Engaging with Planning Officers before undertaking the Sequential Test to determine an appropriate search area</li> <li>Including sites within the same flood zone and lower flood zones in the search (if located within the defined</li> </ul>	<ul style="list-style-type: none"> <li>Failing to discuss the search area with the Council – may result in a search area which is too small or too large</li> <li>Excluding sites in the same flood risk zone as the application site from the search<sup>18</sup></li> </ul>

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

<p>search area*)</p> <ul style="list-style-type: none"> <li>• Describing the methodology, including the assessment parameters, used within the document</li> <li>• Drawing on various sources of up-to-date evidence in identifying 'reasonably available' sites</li> <li>• Identifying 'reasonably available sites' in a clear table/schedule</li> <li>• Providing detailed justification of why alternative sites have been considered appropriate or inappropriate locations for the proposed development</li> </ul>	<ul style="list-style-type: none"> <li>• Relying on old/ out-of-date policy and evidence</li> <li>• Ruling out 'reasonably available sites' without justification</li> </ul>
---	--

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

## 6.0 Exception Test

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

The Exception Test should demonstrate that:

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

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

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

## 7.0 **Summary**

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

## Appendix 4 Open space surplus and deficits by typology and ward

Source : Guildford open space, sport and recreation assessment 2017

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

**Figure 9 : Provision of open space across the Borough**

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

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

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

## Appendix 5

## Size and design standards for children's play spaces

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

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



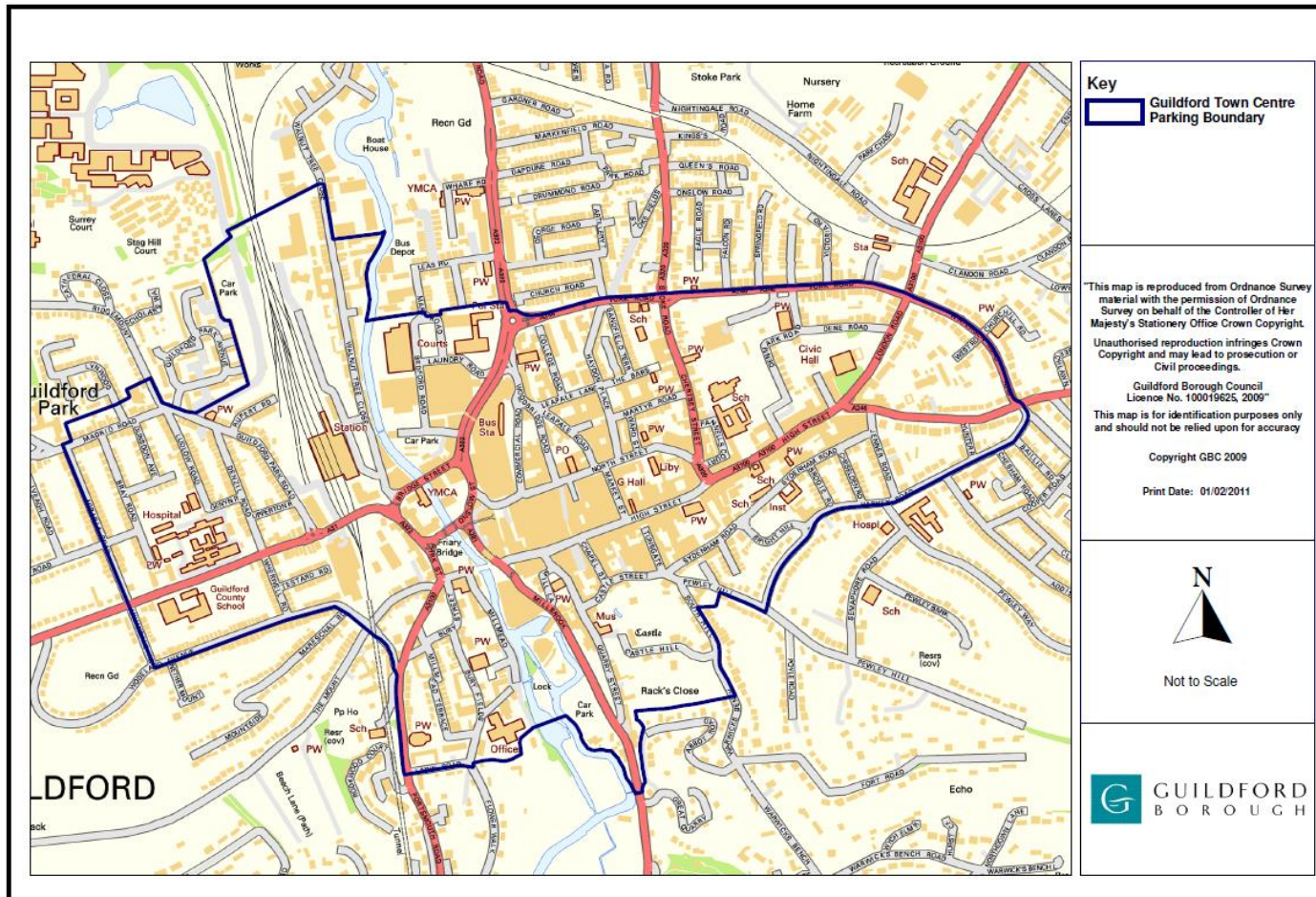
Facility	Minimum total space required including buffer (sq m)	Minimum size for Activity Zone (sq m)	Minimum distance from activity zone to closest property boundary (i.e. buffer)	Maximum walking distance from new home in minutes	Maximum walking distance from home in metres	Characteristics
						<p>7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

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

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

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

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



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

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

### Example :

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

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

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

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

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

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

### Vehicle Access

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

**Access roads** will therefore need to:

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

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

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

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

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

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

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

## **Houses and Bungalows**

### **Standard Bin Provision**

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

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

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

### **Garden Waste Subscription Service**

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

### **Additional Recycling Bins**

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

**Dimensions for wheeled bins** are as follows:

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

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

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

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



## Bin storage

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

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

## Flats and Communal Properties

### Bin Provision

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

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

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

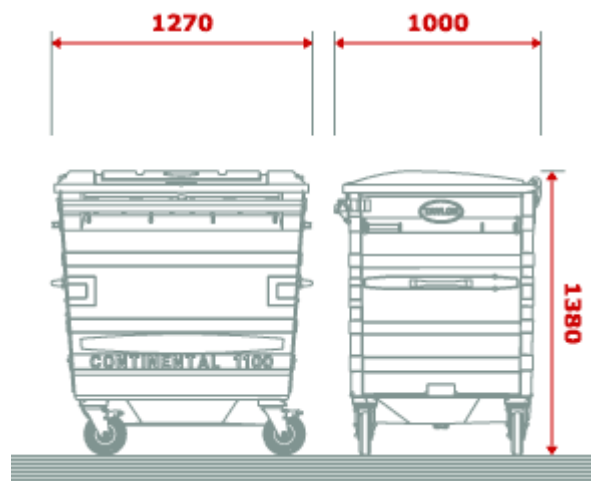
Bin stores should be no more than 5m from the highway unless suitable access is available for the vehicle. The collectors will collect, empty and return the communal wheeled bins to the storage area.

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

Dimensions of communal wheeled bins are as follows.

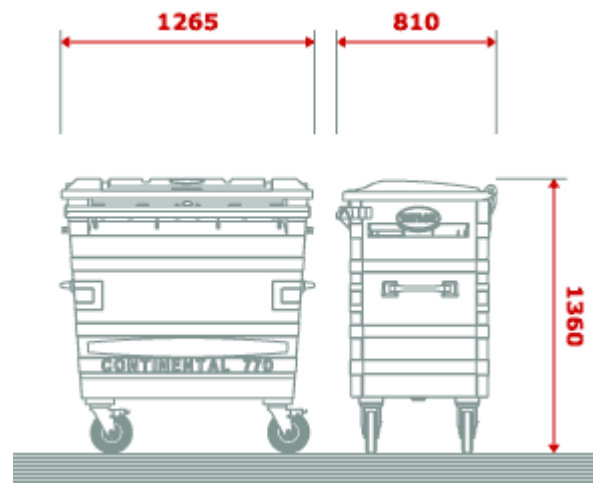
### Dimensions

# 1100 litres



## Dimensions

# 770 litres



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

### Communal bin storage areas

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

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

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

### Written Waste Strategy

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

Your waste strategy is likely to include the following information:

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

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

### **Purchasing bins**

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

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

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

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

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