

Guildford borough Submission Local Plan: strategy and sites – main modifications

September 2018



GUILDFORD
B O R O U G H

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Foreword

Councillor Paul Spooner - Leader of the Council

The borough of Guildford is a very special, beautiful place for all who live and work here. We want to keep it this way for generations to come. To help manage the future of the area and outline the direction in which we are heading, we have set out planning policies for the period up until 2034. Our Submission Local Plan: strategy and sites (2017) addresses the needs for employment, housing, community facilities and other forms of development in the borough, supported by the appropriate level of infrastructure. It also outlines how we will conserve and enhance the unique qualities of our natural and built environment, especially in the Surrey Hills Area of Outstanding Natural Beauty and Thames Basin Heaths Special Protection Area. This Development Plan Document sets out how we propose to meet these conflicting demands and offers a vision for the borough as a prosperous, safe and healthy place where people from all communities want, and are able, to live and work. Once tested for soundness, the Local Plan: strategy and sites will form a key component of our development plan against which we are required to determine planning applications. The document will provide the framework for improved infrastructure, development and employment in the borough for the twenty-year plan period.

The Submission Local Plan: strategy and sites (2017) recognises and reflects the uniqueness of our borough as a place in which to live, work, visit and study. Guildford is home to two universities, a world leading research institute, a number of UK and European business headquarters and a world class research park. The borough also has a vibrant retail economy, contains a number of cultural attractions and is highly valued by residents and visitors alike for its special heritage and landscape. Protecting these qualities for future generations is a core theme of this plan.

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

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

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

In meeting the borough's housing and employment needs the Council have adopted a 'brownfield first' approach. However, our evidence demonstrates that there is not sufficient previously developed land available to meet all of the borough's development needs. A range of locations, including five strategic sites, have therefore been identified for development. In accordance with national policy, we are also proposing to inset some of our villages from the green belt. In total, 1.5% of green belt land will be removed and allocated for development during the plan period.

The Submission Local Plan: strategy and sites (2017) is the culmination of a long and complex preparation process. In drawing up the plan, we have engaged with partner organisations and local communities and agencies. We have worked particularly closely with neighbouring Local Authorities who share similar physical and demographical characteristics to us and over which our housing and economic markets transcend.

We have also asked you for your views about the future of the area throughout the preparation of the Local Plan. The comments you provided on our published Issue and Options 2013 document, Draft Local Plan 2014 and Submission Local Plan (2016) have proven invaluable in helping the Council produce what we consider to be the most sustainable plan possible. We recognise that there are many different and often competing views about the borough's future and have looked at various ways of meeting the needs that you identified, alongside the national requirements with which we have to comply. The six-week consultation period on the Submission Local Plan (2017) offers another opportunity to have your views heard.

The Submission Local Plan: strategy and sites (2017) plans positively for the borough's long-term needs. The plan will deliver more housing, employment space and supporting infrastructure whilst preserving the borough's special landscapes and environmental qualities. In producing the Submission Local Plan: strategy and sites (2017), we have set out a vision and policies for the future of the borough that aim to improve the prosperity of Guildford and reflect your own aspirations.

How to read this plan

Blue boxes

contain POLICY

Green boxes

contain important information to support POLICY

Pink boxes

contain information on how the POLICY will be implemented and monitored

Blue underlined text

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

1. Introduction

Background

- 1.1 Planning decisions determine where new homes, offices, business, shops and leisure facilities will go and how we protect our countryside, historic environment and open spaces. These choices shape where we live, work, shop and play.
- 1.2 Our new Local Plan for 2015 - 2034 is central to delivering Guildford's vision for the future. It deals with key issues of local importance and gives direction to deliver a high quality of life in a sustainable way. Planning applications will be determined against the policies and proposals of the Local Plan once it has been adopted.
- 1.3 The new Local Plan consists of two parts. This document, the 'Local Plan: strategy and sites', sets out our vision, aims and strategy for the borough up to 2034. The document contains overarching planning policies and allocates land for housing, employment, community facilities and other types of development. The second part of the Local Plan, to be known as the 'Local Plan: development management policies', will be produced following the adoption of this document and include detailed development management policies.
- 1.4 The Planning and Compulsory Purchase Act 2004 (and amendments in subsequent Acts) sets out the requirements and consultation processes needed to produce a Local Plan. We must also have followed the processes outlined within The Town and Country Planning (Local Planning) (England) Regulations 2012.
- 1.5 The new Local Plan must be consistent with the National Planning Policy Framework (NPPF). The NPPF instructs us to prepare a plan that is positive about development and requires councils to cooperate with neighbouring authorities when producing their plan. The National Planning Practice Guidance (NPPG) has also guided us in the plan-making process.

Plan-making

- 1.6 Local Plans must comply with the law as set out in the Localism Act 2011 (covering the Duty to Cooperate and Neighbourhood Planning) and the Planning and Compulsory Purchase Act 2004. They also need to consider national planning policy and guidance set out in the NPPF and NPPG. Other legal frameworks, including the European Habitats Directive, are also relevant to the plan-making process.
- 1.7 Specific plan-making requirements are set out in The Town and Country Planning (Local Planning) (England) Regulations 2012. For this Local Plan to be found sound by a Planning Inspector appointed by the Secretary of State, it must be positively prepared, justified, effective and consistent with national policy. We can only formally adopt the Local Plan once it has been found sound by the Inspector.
- 1.8 This Local Plan: strategy and sites document is informed by the Council's strategic visions and plans including the Corporate Plan, Economic Strategy and Housing Strategy. It is also based on a collection of research and information documents called the evidence base. We have also engaged with specific consultation bodies, organisations and our community to develop the Local Plan.

- 1.9 The Localism Act 2011 and Local Plan Regulations 2012 introduced a new Duty to Cooperate. This requires us to engage in constructive, active and ongoing dialogue with neighbouring local authorities and other organisations concerned with sustainable development during the plan-making process. To demonstrate how we have addressed this duty, we have published a Duty to Cooperate topic paper that describes who we have cooperated with, the matters we have discussed and when and where we met. We have produced the topic paper alongside this Proposed Submission Local Plan and will submit it to the Secretary of State for consideration and Examination in Public.
- 1.10 The challenges facing our borough are complex and there is often not an easy solution. However, by working with our partners and stakeholders, we have produced a positive plan for the borough. The policies included in the Local Plan aim to address our challenges and set out a spatial strategy to deliver the borough's strategic priorities.
- 1.11 The plan should be read in whole. Each policy is accompanied by a reasoned justification to explain its context and how it should be applied.
- 1.12 Many of the policies contained within this plan supersede the saved policies of the Guildford Local Plan 2003. Appendix E lists the policies of the 2003 Local Plan that will be replaced by the policies of this document and will cease to have effect following the adoption of this plan. Remaining saved policies of the 2003 Local Plan will continue to be used in the determination of planning applications until such time that they are replaced by policies of the Council's forthcoming Local Plan: development management policies.

Neighbourhood planning

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

Policies map

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

Key diagram

- 1.15 Our key diagram in section 2 illustrates the broad locations identified for strategic development within the borough over the plan period. The symbols on the key diagram are indicative and do not represent precise locations or sites. More detailed diagrammatic information is illustrated on the Policies Map.

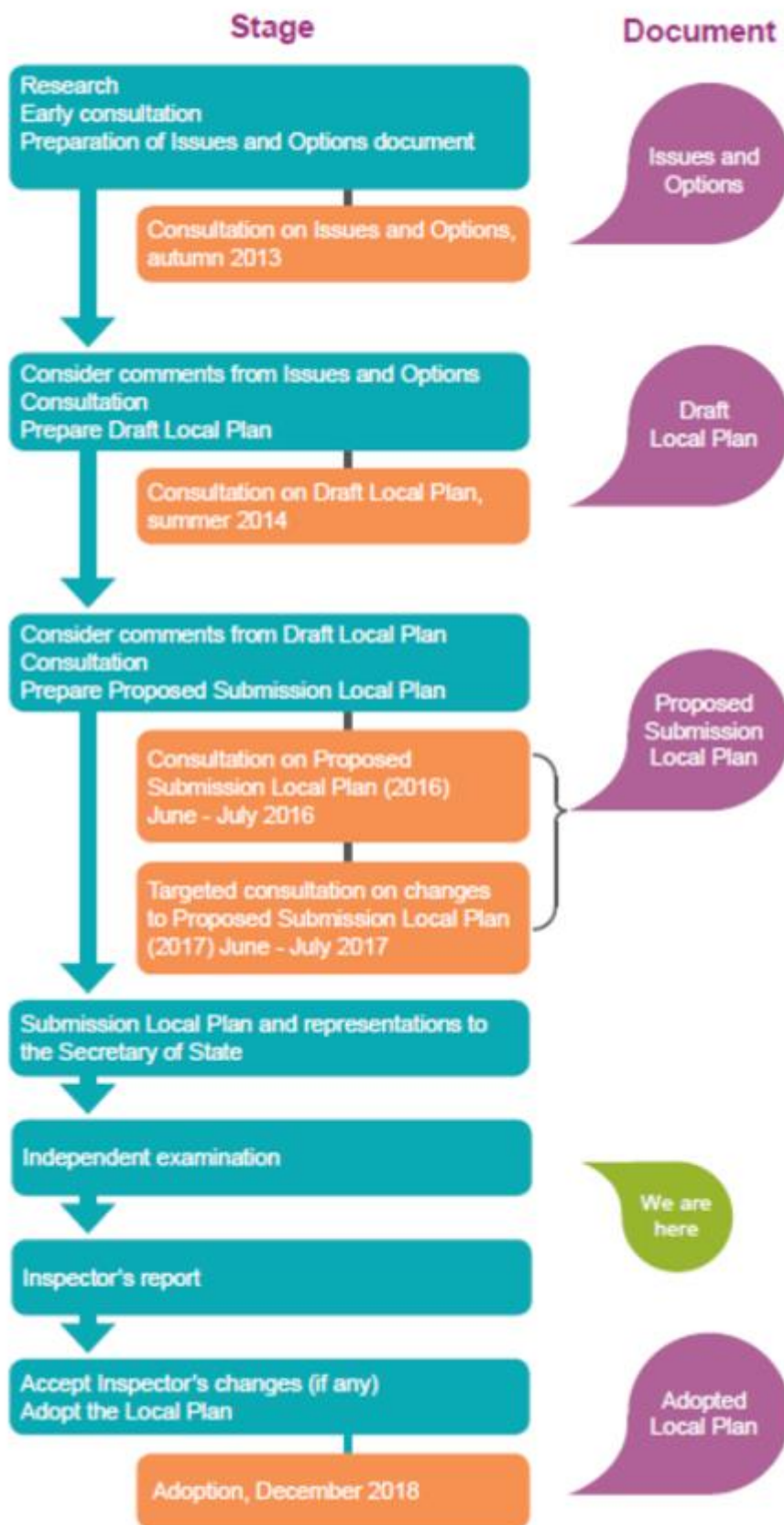
Evidence base

- 1.16 The NPPF requires us to base our development plan policies on up-to-date and relevant evidence. Since preparation of the plan began, we have continued to develop our evidence base as we progress towards the Examination in Public. Our evidence base is comprised of documents that have informed past stages of the Local Plan and new evidence which has helped identify our objectively assessed needs.

Monitoring indicators

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

Stages of preparing the Local Plan: strategy and sites



2. Key facts about the borough

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

Population

- 2.3 Our borough's population has risen steadily from 93,000 in 1951 to 137,183 in 2011. The population is predicted to grow from 145,473 in 2015 to 167,126 by 2034¹.
- 2.4 Our residents are largely healthy and enjoy well above average life expectancy. The workforce is generally well educated, highly skilled and well paid.

Pockets of deprivation

- 2.5 The Index of Multiple Deprivation 2015 provides a measure of deprivation based on factors such as income, employment, health, education, housing and crime. The Index ranks our borough amongst the least deprived 10 per cent of boroughs in England.
- 2.6 Despite the borough's relative affluence, pockets of deprivation exist. For the purposes of the Index of Multiple Deprivation, our borough is divided into 84 smaller areas called lower super output areas (LSOAs). Whilst none of the borough's LSOA's fall within the most deprived ten percent nationally, one is located in the top twenty percent and a further 14 areas are classified within the most deprived half of lower super output areas². The impact of such relative deprivation is felt more keenly in an affluent area such as our borough.
- 2.7 The Council's Project Aspire aims to improve the lives of residents in the borough's least advantaged areas by working with partners, businesses and communities to deliver the changes local people wish to see. The project will run in parallel to the Local Plan and will initially focus on enhancing the quality of life and prospects of residents in north Guildford by encouraging these less advantaged communities to become more self-confident and self-reliant. Work may include the implementation of measures to reduce social and economic exclusion, improve health and wellbeing or enhance outcomes for young people at school.

¹ Office for National Statistics (ONS) 2014-based sub-national population projections

² Gov.uk – English indices of deprivation 2015

Employment

- 2.8 The number of jobs in the borough continues to grow in line with our role as a regional administrative and commercial centre. Employment opportunities available in the borough reached 95,000 in 2015 across a wide range of industry sectors³. The main employment sectors that are continuing to grow include public administration, education and health, finance, distribution, hotels and restaurants. The tourism and service sectors, commercial services and manufacturing industries are also significant employers in the borough. Job opportunities in the retail industry are particularly concentrated within Guildford town centre. We also have a growing cluster of high tech industries that continue to create new jobs, particularly focused around the Surrey Research Park but also a cluster of gaming companies in Guildford town centre. New employment land is required to sustain such growth.
- 2.9 Although the economy has a relatively high public sector element, the private sector remains robust. The borough is home to the headquarters of major global companies including Allianz, Ericsson, Phillips, Electronic Arts and Avaya. The University of Surrey is also a significant employer in the borough along with the Surrey Research Park, which is home to over 140 companies.
- 2.10 We are fortunate that the level of unemployment in Guildford is low. Approximately 3.5% of working age adults in the borough are unemployed (as of Jan- Dec 2016) compared to 4.8% of working age adults nationally. However, we do have a skills shortage in some sectors and many workers are unable to afford homes close to work. This creates additional pressure to make sure that adequate provision is made for housing.

Infrastructure

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

Transport and accessibility

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

³ Office for National Statistics (ONS) Jobs Density - Total jobs includes employees, self-employed, government-supported trainees and HM Forces, quoted on Nomis

- 2.14 The success of our borough, and the wider region, places significant demands on our transport networks. For instance, car ownership is high in the borough (86% of households own at least one car or van) compared to regional and national levels (81% and 74% respectively)⁴. We also have a significantly greater proportion of households with two or more cars. Journeys concentrate on key parts of the road and rail networks at peak times of day, leading to congestion or over-crowding, delays and unreliability, which have direct costs to people and businesses.
- 2.14a Significant, recurrent traffic congestion is experienced during peak hours on the A3 trunk road through the urban area of Guildford, with queuing extending back onto the dual carriageway section of the eastbound A31, and to the east between the Ripley junction and the A3/M25 (Junction 10) Wisley interchange junction. Traffic congestion also afflicts the Guildford urban area during peak hours. Whilst most local roads are single carriageway, with a lane in each direction, it is at their junctions that the free flow of traffic is most often impeded during peak periods, in some cases resulting in significant delays.
- 2.14b Bus services are also affected by the traffic congestion on local roads. On rail services, as patronage of rail services has continued to grow, more passengers are required to stand on peak services. A growth in cycling has occurred despite limited improvements to facilities for cyclists.
- 2.15 There are significant opportunities to progressively improve the opportunities for making sustainable travel choices and to improve the capacity of the road networks through transport infrastructure and service improvements. Surrey residents are generally very dissatisfied with the condition of the highways in the county⁵ and this issue and the desire for more effective maintenance of local roads has been a key issue recurring in consultations on the Local Plan.

Housing

- 2.16 Housing is an issue of great significance to the borough and forms a major theme of the Local Plan. We have devoted considerable effort to understanding what the borough's housing needs are and have demonstrated this through our Land Availability Assessment (LAA) and Strategic Housing Market Assessment (SHMA). These documents form a key part of our evidence base.
- 2.17 The LAA has helped us to consider where new homes could be built by assessing the suitability, availability and viability of land to provide additional dwellings. The document is an audit of land at a point in time and does not decide where new homes will be built or grant planning permission. The LAA helps to inform the process of deciding how many new homes we may be able to deliver and when, and provides information about possible land that could be used to provide those new homes.
- 2.18 The SHMA is an assessment of peoples' housing needs within our borough based on statistical evidence. The document provides us with our objectively assessed housing need. This detailed evidence is required to ensure that the new Local Plan is based on up-to-date and robust information. The West Surrey SHMA, which covers the administrative boundaries of Guildford Borough Council, Waverley Borough Council and Woking Borough Council, was published in October 2015 and the West Surrey SHMA: Guildford Addendum Report in 2017. Both have informed the number and type of homes we have decided to plan for over the lifetime of the Local Plan.

⁴ Office for National Statistics (ONS) 2011 Census: Car or van availability, local authorities in England and Wales (Table KS404EW)

⁵ National Transport & Highways Network Public Satisfaction Survey 2016

- 2.19 The NPPF requires councils to identify the housing needs of their area and respond positively to wider opportunities for growth. The document instructs us to use our evidence base to ensure that our Local Plan meets the full, objectively assessed needs for market and affordable homes in the housing market area, as far as is consistent with the policies set out in the NPPF.
- 2.20 Our work has developed in parallel with the production of the Council's Housing Strategy 2015-2020 and has taken into account the Homelessness Strategy 2013 – 2018. We have also considered surveys carried out by our Parish Councils on local need.
- 2.21 Our borough is in the main an affluent area. House prices are high, sustained by high demand, and are considerably above the national average (average house prices are currently £231,205 across England and Wales, £439,509 in Surrey and £445,524 in Guildford)⁶. This in turn has led to a vibrant private rented sector that provides housing for those who cannot afford to access the private sale market. There is an ongoing shortage of affordable housing, particularly for first time buyers, which in turn contributes to skill shortages in the borough. The total Guildford Borough Council housing stock is 5,210 units⁷, with 65 new units having been added since the Housing Strategy was adopted in 2015 and planning permission for a further 103 units. There is also insufficient accommodation suitable for people wishing to downsize.
- 2.22 Paragraph intentionally blank

Natural environment

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

Heritage

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

⁶ Land Registry House Price Index December 2016

⁷ February 2017

Competing and conflicting demands

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

Other plans and strategies

- 2.29 The South East Plan was published in May 2009. Whilst the majority of the plan was revoked in March 2013 as part of the reforms made to the planning system by the previous Coalition government, policy NRM6 remains in place and is relevant to development in the borough. The policy relates to new residential development close to the Thames Basin Heaths Special Protection Area. The South East Plan can be viewed on the National Archives website.
- 2.30 Surrey County Council is responsible for the preparation of the Surrey Waste Plan. The Plan was adopted in May 2008 and sets out a framework for the development of waste management facilities in Surrey. Its provisions are a material consideration in the determination of planning applications. The Key Diagram and Sites Maps identify the allocated sites for waste management that are safeguarded from development.
- 2.31 Surrey Minerals Plan Core Strategy and Primary Aggregates Development Plan Documents (DPDs) were adopted by Surrey County Council in July 2011. They form part of the Surrey Minerals and Waste Development Framework. The Plan provides the policy framework to guide minerals development in the county. It replaced the Surrey Minerals Local Plan 1993. The Policies Map illustrates designated Mineral Safeguarding Areas within the borough.
- 2.32 Surrey County Council adopted its Aggregates Recycling Joint DPD in February 2013. The Aggregates Recycling Joint DPD forms part of the Surrey Minerals and Waste Development Framework and its provisions are a material consideration in the determination of planning applications. The document sets out proposals with regard to the provision of aggregates recycling facilities across the county for the period up to 2026. The Aggregates Recycling Joint DPD allocates the preferred areas for locating aggregate recycling facilities. It should be read alongside the Surrey Waste Plan 2008, the Surrey Minerals Plan Core Strategy 2011 and the Surrey Minerals Plan Primary Aggregates DPD 2011.
- 2.33 The borough is located within the Enterprise M3 Local Economic Partnership (LEP) area. The LEP aims to drive economic growth over a region covering most of Surrey and Hampshire by working with key partners (including Local Authorities), businesses and central government. The LEP published its 'Strategic Economic Plan, Growth Deal and Delivery Plan' in March 2014. The Enterprise M3 Strategic Economic Plan identifies Guildford as a Growth Town. Whilst the document does not form part of the development plan, it provides an important overview of the LEP's priorities and plans for delivering economic prosperity in the region.
- 2.33a Surrey Nature Partnership (SyNP) is the nature partnership for Surrey recognised by the government. The NPPF requires us to collaborate and consult with the SyNP when drawing up plans. The SyNP has produced 'Naturally Richer: a Natural Capital Investment Strategy for Surrey' (2015), to plan and coordinate investment in the natural environment of Surrey. The State of Surrey's Nature (2017) provides a base line against which to measure changes in biodiversity and identifies priorities for nature conservation and investment.

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

- 2.34 We are required to carry out a Sustainability Appraisal (SA) incorporating a Strategic Environmental Assessment (SEA) of the Local Plan to assess its impacts on social, economic and environmental objectives. We have undertaken the SA as an integral part of the Local Plan process. This has been an iterative process where outcomes have been fed back to inform the policies and proposals of the 'Local Plan: strategy and sites' document.
- 2.35 The process includes an appraisal of options to demonstrate that those chosen are the most suitable when tested against reasonable alternatives. Each policy and site has been appraised. We will publish the SA as a separate document to support the Local Plan. Full details of the SA can be found on the Council's website via the following link:
www.guildford.gov.uk/newlocalplan/sustainabilityappraisal.

3. Our vision and ambition

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

Spatial Vision

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

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

The plan provides for the delivery of at least 12,426 additional homes by 2034. The preferred location for this development is existing brownfield sites. Approximately 3,000 units will be located in the urban areas which take advantage of the existing infrastructure and services, reduce the need to travel and offer alternative modes of transport to the private car. The plan also makes provision for approximately 1,200 dwellings on non-strategic sites within and as extensions to existing villages, some of which are now inset from the Green Belt. These dwellings will offer a variety of housing choice in villages and help contribute to supporting local services and the important role they play in village life.

Not all of the borough's development needs can be met within Guildford's urban areas. The plan therefore focuses some development on large strategic greenfield sites which brings with it significant infrastructure, helps to make it sustainable and does not compromise the overall character of the Borough. At least 3,200 units will be provided within the plan period on two urban extensions; one to the north east of the Guildford urban area at Gosden Hill Farm and the other to the south west of Guildford at Blackwell Farm. A new settlement will be created at Wisley containing approximately 2,000 homes. Further development is also located around Ash and Tongham on land beyond the Green Belt along with new Green Belt designated to prevent Ash and Tongham merging with the village of Ash Green.

The delivery of this quantum of residential development will lead to the provision of a significant increase in accessible public open space across the borough. Over 240 ha, equivalent to more than 330 football pitches, will be provided in perpetuity for the use of residents and visitors. This space will also support and improve the borough's biodiversity. Areas of high environmental value such as the Area of Outstanding Natural Beauty and Sites of Special Scientific Interest will be retained and afforded great protection. New development on the edges of urban areas will be required to treat the transition from urban to rural character in a sympathetic way.

Existing high levels of economic prosperity will be maintained and enhanced through the protection of commercial premises and the provision of additional sites and premises to meet the needs of businesses across the borough. A hierarchy of strategic employment sites will help protect existing floorspace and ensure any loss is fully justified. The primary new site is an extension to the Surrey Research Park. Up to 11 ha, comprising 30,000 sq m of premises for business use (including offices, research, development and design activities in any science) will be provided within the plan period.

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

The role of Guildford town centre as the largest retail, service, administrative and commercial centre in Surrey will be maintained and enhanced. The major town centre redevelopment of North Street will include 41,000 sq m of comparison retail floorspace together with 6,000 sq m of food and drink uses and up to 400 flats. The redevelopment of Guildford Railway Station will deliver significant station improvements and assist in increasing station capacity, whilst making a contribution to meeting housing need on a brownfield site, in a highly sustainable location within the town centre. All development within the town centre will need to respect and enhance the unique setting and historical character of the town and be of the highest design and environmental standards. There will be significant ongoing investment in the public realm specifically designed to enhance the pedestrian experience of using the town centre.

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

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

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

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

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

Core themes	Ambition	Issue (from Issues and options October 2013)	Strategic objectives
SOCIETY	Improving the lives of our residents by making Guildford a place where everyone is truly valued.	<ul style="list-style-type: none"> • Pockets of deprivation • Reduce unemployment • Ageing population • Cost of homes • Lack of affordable housing • Need to accommodate growing student population • Shortage of traveller accommodation • Shortage of specific types and sizes of accommodation 	<ol style="list-style-type: none"> 1. To deliver sufficient sustainable development that meets all identified needs. 2. To improve opportunities for all residents in the borough to access suitable housing, employment, training, education, open space, leisure, community and health facilities. 3. To ensure that all development is of high quality design and enables people to live safe, healthy and active lifestyles. 4. To retain the distinct character and separate identities of our settlements.
ENVIRONMENT	To maintain, conserve and enhance the environment and balance the needs of all residents and visitors with the desired outcome of improved overall wellbeing.	<ul style="list-style-type: none"> • Balancing growth with protecting natural and heritage assets • Flood risk in certain areas of the borough • Mitigating the impacts of, and adapting to, climate change 	<ol style="list-style-type: none"> 5. To protect and enhance our heritage assets and improve the quality of our built and natural environment. 6. To protect those areas designated as Thames Basin Heaths Special Protection Area, Special Areas of Conservation, Sites of Special Scientific Interest and Areas of Outstanding Natural Beauty for their biodiversity and landscape characteristics. 7. To ensure that new development is designed and located to minimise its impact on the environment and that it mitigates, and is adapted for, climate change.

Core themes	Ambition	Issue (from Issues and options October 2013)	Strategic objectives
ECONOMY	To encourage economic growth through knowledge, innovation and creativity, improving employment opportunities available to all residents and supporting rural businesses.	<ul style="list-style-type: none"> • Shortage of suitable commercial premises in appropriate locations • Housing need • Additional retail floor space • Changing nature of the rural economy • Shortage of infrastructure to support tourism • Conference facilities 	<ol style="list-style-type: none"> 8. To maintain and enhance our role as one of the County's key employment locations in both a strategic and local context by providing and protecting a range of employment sites in appropriate locations. 9. Reinforce our role as a world leader in innovation and research, with a particular focus on bio-technology, space and electronic gaming industries, and the sustainable growth of Surrey Research Park and the borough's other business hubs. 10. Support and expand the economic vitality of our rural areas whilst protecting existing heritage, landscape and character 11. Reinforce Guildford's role as Surrey County's premier town centre destination whilst protecting and enhancing its cultural facilities and heritage assets.
INFRASTRUCTURE	To work effectively with partners to ensure that there is appropriate infrastructure in place for existing communities as they expand and move towards a sustainable transport system with improved public transport and less reliance on the car.	<ul style="list-style-type: none"> • Road congestion at peak hours particularly at known pinch points • Overcrowding on peak rail services • Lack of sustainable modes of transport in rural areas. • Road safety (particularly for cyclists and pedestrians) • Limited funding • Many rural parts of the borough without access to broadband 	<ol style="list-style-type: none"> 12. To facilitate the timely provision of necessary infrastructure to support sustainable development. 13. To deliver an integrated, accessible and safe transport system, balanced in favour of sustainable transport modes, to facilitate sustainable development.

4.0 Policies

4.1 Strategic Policies

Policy S1: Presumption in favour of sustainable development

Introduction

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

POLICY S1: Presumption in favour of sustainable development

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

Definitions

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

Reasoned justification

- 4.1.3 The NPPF emphasises that all Local Plans should be based upon and reflect the presumption in favour of sustainable development. The principle informs both the policies and site allocations contained within the 'Local Plan: strategy and sites' and will be used to guide decision makers.
- 4.1.4 Local Planning Authorities are encouraged to include a policy within their Local Plan that embraces the presumption in favour of sustainable development. Policy S1 meets this requirement and adopts the model wording suggested. When implementing Policy S1, local circumstances will be taken into account to respond to different opportunities for achieving sustainable development. In accordance with the NPPF policies in the NPPF that protect important natural and heritage assets, the presumption will not automatically apply ~~to policies relating to:~~ habitats sites (including sites protected under the Birds and Habitats Directives) and/or ~~designated as~~ Sites of Special Scientific Interest (SSSIs), development requiring appropriate assessment because of its potential impact on a habitats site⁸, land designated as Green Belt, or Local Green Space, the Surrey Hills Area of Outstanding Natural Beauty, designated heritage assets, and or locations identified as at risk of flooding.

⁸ This includes net new residential development within 5km of the Thames Basin Heath Special Protection Area and residential development of over 50 net new dwellings within 7km of the Thames Basin Heath Special Protection Area. See Policy P5 Thames Basin Heaths Special Protection Area.

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

Introduction

- 4.1.5 Our development strategy for the plan period is based on national planning policy, with recognition of environmental constraints and the availability and viability of land for development.
- 4.1.6 Development will be directed to the most sustainable locations, making the best use of previously developed land (including in the Green Belt if appropriate). In sequential order these locations are:
- Guildford town centre
 - Guildford, and Ash and Tongham urban areas
 - inset villages
 - identified Green Belt villages.
- 4.1.7 There will also be opportunities for rural exception sites which are small-scale developments providing affordable homes in locations where new homes would not usually be appropriate.
- 4.1.8 Whilst these sustainable locations are our preferred locations for new development, they have been unable to accommodate all of the new development that is required in order to meet identified needs. For this reason, the plan allocates sites outside of the existing built up areas. The following spatial hierarchy has been applied as part of developing the plan's spatial strategy for meeting planned growth:
- countryside beyond the Green Belt
 - urban extensions
 - new settlement at the former Wisley airfield
 - extensions to villages.
- 4.1.9 Development will be phased across the plan period. We anticipate that smaller allocated sites will provide the majority of supply in the first five years whilst the larger strategic development sites, will deliver the majority of new development in the 6-10 and 11-15 year periods of the plan. The strategic development sites are:
- North Street redevelopment
 - Slyfield Area Regeneration Project
 - Gosden Hill Farm
 - Blackwell Farm
 - Former Wisley airfield.

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

- (1) The housing requirement for Guildford is 630 dwellings per annum over the plan period (2015 – 2034). In addition to this and from 2019, an allowance of 42 dwellings per annum will be provided to contribute towards meeting unmet need arising from Woking Borough Council. This contribution will be reviewed subsequent to Woking Borough Council reviewing their Local Plan in light of an updated objectively assessed housing need and any comprehensive Green Belt and other related studies. During the plan period (2015-34), ~~we will make~~ provision has been made for at least ~~12,426~~12,600 new homes. Table S2a shows the contribution of all sources of housing supply, whilst the distribution of supply across the spatial locations is shown in Table S2b.
- ~~(2) The delivery of homes is expected to increase over the plan period, reflective of timescales associated with the delivery of strategic sites and infrastructure. The housing target each year is as set out below, however, this is not a ceiling, and earlier delivery of allocated sites will be supported where appropriate, subject to infrastructure provision.~~
- (2a) Provision has been made for at least 36,100 – 43,700 sq m of office and research and development (B1a and b) floorspace (net); 3.7– 4.1 hectares of industrial (B1c, B2 and B8) land (gross); and 41,000 sq m of comparison retail floorspace (gross).
- (3) Provision has been made for 4 permanent pitches for Gypsies and Travellers and 4 permanent plots for Travelling Showpeople (as defined by Planning Policy for Traveller Sites) within Guildford borough between 2017 and 2034. Whilst the needs of Gypsies, Travellers and Travelling Showpeople who do not meet the planning definition fall outside this allocation, in order to meet their assessed needs the Council will seek to make provision for 41 permanent pitches for Gypsies and Travellers and 4 permanent plots for Travelling Showpeople who do not meet the definition. The Council will also seek to make provision for 8 permanent pitches to meet potential additional need of households of unknown planning status.

Annual Housing Target

Year	Housing number	Year	Housing number
2019/2020	450	2027/2028	700
2020/2021	450	2028/2029	700
2021/2022	500	2029/2030	800
2022/2023	500	2030/2031	810
2023/2024	500	2031/2032	850
2024/2025	550	2032/2033	850
2025/2026	600	2033/2034	850
2026/2027	700		

Reasoned justification

4.1.9a The figures set out in the Annual Housing Target table sum to a total of 12,426 homes. This is lower than the total supply of homes identified in the Land Availability Assessment as having potential to be delivered over the plan period. This buffer builds flexibility into the plan and demonstrates that our strategy is capable of delivering the target. It also adopts a phased target that gradually increases over time rather than the same annualised target of 654 homes each year. This is due to the likely rate of delivery, particularly on the strategic greenfield sites, which is dependent upon the delivery of necessary infrastructure expected to occur towards the end of the plan period. National policy requires that we meet objectively assessed housing needs, including any unmet needs from neighbouring authorities, where it is practical to do so and consistent with achieving sustainable development. Guildford's objectively assessed housing need has been based on a consideration of the latest 2018-based population projections. Applied to this demographic housing need is a necessary uplift to take account of market signals and affordable housing need, assumptions of future economic growth, and an increased growth in the student population.

4.1.9aa Guildford sits within the same housing market area (HMA) as Waverley and Woking borough councils. Waverley Borough Council has a recently adopted Local Plan that seeks to meet its full needs with an allowance to meet 50% of Woking's unmet housing need. The extent of Woking's unmet need has been based on the 2015 West Surrey Strategic Housing Market Assessment (SHMA). An allowance is also included within this plan to meet 20% of the remaining unmet need (630 homes over the plan period). However, this contribution will be subject to review after Woking Borough Council has reviewed their current Local Plan⁹ as the latest population and household projections indicate that the level of unmet need is lower than that assessed in the West Surrey SHMA (2015).

4.1.9ab Our total housing supply over the plan period (2015-2034) is indicated in the table below and will comprise homes from a variety of sources in addition to the Local Plan's site allocations.

Table S2a: Sources of supply over the plan period: 2015 – 2034 (net number of homes)

<u>Total target (requirement)</u>	<u>12,600</u>
<u>Commitments (permissions / completions)</u>	<u>3,675 (980 / 2,695)</u>
<u>Site allocations</u>	<u>Approximately 9,972*</u>
<u>LAA sites not allocated</u>	<u>620</u>
<u>Windfall</u>	<u>750</u>
<u>Rural exception</u>	<u>90</u>
<u>Total supply over the plan period</u>	<u>15,107</u>

*This excludes current permissions / completions associated with allocations

4.1.9ac Informed by our spatial development strategy, the anticipated distribution of housing as identified in the plan's site allocations¹⁰ (and non-allocated LAA sites) is reflected in the table below.

⁹ Woking Core Strategy 2012.

¹⁰ For more detail on the site allocations, see the summary table in the site allocations policy of the Local Plan.

Table S2b: Spatial Strategy: Distribution of Housing 2015 – 2034 (net number of homes)

Spatial locations / settlements	Homes (Site allocations + non-allocated LAA sites, excluding permissions and completions)
Guildford town centre	863
Urban areas	1,443
Guildford (incl. SARP)	1,399
Ash and Tongham	44
Within villages	154
Land proposed to be inset in villages	252
Previously Developed Land in Green Belt	195
Countryside beyond the Green Belt: Extension to Ash and Tongham	885
Urban extensions to Guildford	3,350
Gosden Hill Farm	1,700
Blackwell Farm	1,500
Land north of Keens Lane	150
Urban extension to Godalming	200
Aaron's Hill	
New settlement	2,000
Former Wisley Airfield	
Development around villages	1,250
Total	10,592*

*This total excludes trend based housing supply (Windfall and rural exception) as well as completions and permissions, whether allocated or not.

- 4.1.9b ~~National policy requires that we are able to demonstrate a rolling five year housing land supply from the date of adoption. This phased approach is necessary in order to ensure that the Council is able to demonstrate a rolling five year supply of housing from the date of adoption, as required by national policy. This will also must take account of both the deficit accrued until that point and includes a 20 per cent buffer moved forward from later in the plan period. Without a rolling five-year supply of homes or where the Housing Delivery Test indicates that the delivery of housing was substantially below the housing requirement over the previous three years, the policies which are most important for determining a planning application relevant policies for the supply of housing would not be considered up-to-date.~~
- 4.1.10 ~~This is still a higher level of development than experienced in Guildford borough during the previous Local Plan period, and represents an increase in new homes in line with the aims of NPPF and NPPG, and the best available information on the likely levels of development to 2034. The phased approach is related to assumptions on the most likely rate of delivery only and do not in any way preclude the earlier delivery of these sites where this is sustainable to do so. National policy states that where possible the deficit accrued since the start of the plan period should be met within the first five years. Given the step change in housing requirement compared to past delivery rates which have been constrained by Green Belt policy, the accrued backlog at the date of adoption is significant. Whilst the plan includes numerous smaller sites capable of being delivered early in the plan period, there are a number of strategic sites that have longer lead in times. For these reasons, the backlog will be met over the plan period, using the Liverpool approach to calculating a rolling five year housing land supply rather than the Sedgefield approach. For the purposes of calculating the five year land supply, the housing requirement from 2015 to 2018 is 630 dwellings per annum, and from 2019 to 2034 it is 672 dwellings per annum, which includes an allowance of 42 dwellings per annum to contribute towards meeting unmet needs from Woking Borough.~~

4.1.11 Further details of the sites that are considered to be key to delivering the strategy are provided in the site allocations policy of the Local Plan and shown on the Policies Map. The key infrastructure requirements on which the delivery of the plan depends is set out in the infrastructure schedule included as Appendix C or the latest Infrastructure Delivery Plan. Details of all the sites that are expected to be delivered ~~from now until the end of the plan period~~ are set out in the Council's latest Land Availability Assessment. The expected phasing of sites is set out in the Housing Trajectory, included at Appendix 0. This will be updated annually in the Council's Monitoring Report.

Key Evidence

- Employment Land Needs Assessment (ELNA) (Guildford Borough Council, 2017)
- Review of Housing Needs Evidence across West Surrey HMA (Guildford Borough Council, 2017)
- West Surrey Strategic Housing Market Assessment (SHMA) (Guildford Borough Council, 2015) and Guildford Addendum Report 2017
- Land Availability Assessment (Guildford Borough Council, 2017)
- Retail and Leisure Study Update 2014 (Guildford Borough Council, 2015) and Addendum 2017
- Traveller Accommodation Assessment (Guildford Borough Council, 2017)

Monitoring Indicators

Indicator	Target	Data source
The number of new homes permitted and completed each year	630 homes per annum (2015/16 – 2018/19), 672 homes per annum (2019/20 – 2033/34) 12,426 <u>12,600</u> homes over the plan period (2015 – 2034)	Planning applications and appeals and building completions data
The number of Traveller pitches and Travelling Showpeople plots	4 permanent pitches for Gypsies and Travellers; 4 permanent plots for Travelling Showpeople (as defined by Planning Policy for Traveller Sites); To seek to make provision for 41 permanent Gypsy and Traveller pitches, 4 permanent plots for Travelling Showpeople for households who do not meet the planning definition, and 8 permanent pitches for households of unknown planning status 58 permanent pitches for Gypsies and Travellers and 8 permanent plots for Travelling Show people between 2017 and 2034 or any new target as identified within an updated Traveller Accommodation Assessment.	Planning applications and appeals

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

Policy S3: Delivery of development and regeneration within Guildford Town Centre

Introduction

- 4.1.12 Guildford town centre has a unique setting and historic character and is the largest retail, service, administrative and commercial centre in the county of Surrey (measured by floorspace and number of units¹¹). With good transport accessibility by rail and road, it is one of the key town centres in the South East outside of London.
- 4.1.13 The town centre is centred on two linear features, the River Wey, and the High Street that rises up the valley side from Town Bridge. Related to this, the centre has striking topography, with attractive views to the surrounding countryside south and east of the town centre. It is renowned for its picturesque historic High Street and lanes off it, known as 'gates' which link the High Street, the Castle and the other key shopping street, North Street. The setting and the historic street pattern in the central area of the town centre are a vital part of its special character as is the range and concentration of heritage assets.
- 4.1.14 The NPPF states that policies should recognise that residential development often plays an important role in ensuring the vitality of centres and therefore should encourage residential development on appropriate sites. The Council is committed to ensuring that the policies and allocations within the Local Plan, including those within the Guildford Town Centre, are deliverable and its objectives are realised over the plan period. Furthermore, the Council remains committed to supporting any further opportunities for future development and regeneration within the town centre that reinforces its important role and function. The Guildford Town Centre is intended to function as the key focus for a more intense vibrant mix of uses including residential, office, retail, leisure, tourism, entertainment, and arts and cultural facilities.
- 4.1.15 The Council is facilitating the delivery of development through a range of proactive measures. These include:
- Driving and unlocking key development projects that form a basis for the delivery of the Local Plan (such as at North Street, A6; Guildford Park Road and Bright Hill car parks, A11 and A12);
 - Playing a lead role, working with other delivery partners, in infrastructure interventions that realise growth and regeneration opportunities;
 - Advancing and collaborating on key regeneration opportunities as part of the Guildford Town Centre Regeneration Strategy, which include leveraging its own landholdings as part of efforts to promote mixed use and higher density development supporting the vitality and vibrancy of the town centre.
- 4.1.16 In undertaking and further to these actions, the Council will explore the use of a range of mechanisms at its disposal to support regeneration and the accelerated development of housing and mixed-use schemes. These include using, where appropriate, compulsory purchase powers, granting permission in principle, assisting in land assembly and playing a coordinating role with its development partners around development opportunities.
- 4.1.17 The borough's town centre will form the key focus for these measures to support and accelerate growth in this sustainable location and maximise the use of previously developed land. This will occur with careful attention to the Local Plan's design policies,

¹¹ Experian

Development Management policies, the provisions of any possible future Area Action Plan, as well as relevant SPDs including guidance on strategic views into and out of the town centre which will help to guide the appropriate location, form, scale and massing of development.

POLICY S3: Delivery of development and regeneration within Guildford Town Centre

Coordination of development in the Town Centre

- (1) Development proposals will be encouraged to seek opportunities to enable the future development potential of adjacent sites and not undermine their development potential.

More efficient use of land and the acceleration of housing delivery

- (2) Major applications will be expected to deliver a mix of uses and include residential development. Residential development in mixed use schemes will be expected to meet identified housing need.
- (3) Schemes must demonstrate that they have made the most efficient use of land both in terms of the quantum of development and the mix of uses.
- (4) In seeking to achieve more efficient use of land and/or accelerated housing delivery and/or regeneration, the Council will where appropriate utilise mechanisms such as its compulsory purchase powers.

Place shaping and character and design of new development

- (5) New development will have regard to:
- a) the provisions of Policy D1;
 - b) the historic environment, street pattern and topography;
 - c) important views into and out of the town centre from the surrounding landscape;
 - d) views within the town centre of important historic buildings and local landmarks.
- (6) Schemes must demonstrate high quality urban design and contribute wherever possible to achieving:
- a) mixed use developments with active ground floor uses;
 - b) defined public and private spaces which are well-enclosed;
 - c) an attractive and safe public realm;
 - d) legible routes that are easy to understand and to move through, and give priority to pedestrians and cyclists over motor vehicles;
 - e) improved access and views to the River Wey.

Reasoned justification

4.1.18 Our Corporate Plan (2018-2023) identifies regenerating and improving Guildford town centre and other urban areas as one of three strategic priorities supporting its “Place Making” theme. Key projects to support this and the delivery of the Local Plan include:

- (a) Facilitating the delivery of a major new mixed development in North Street
- (b) Implementing the vision of the Town Centre Regeneration Strategy
- (c) Improving the public realm, including surfaces, in key town centre areas

4.1.19 This policy and the Town Centre Regeneration Strategy will help deliver the following objectives:

- (a) enhance the vibrancy of Guildford Town Centre
- (b) create and foster high quality design
- (c) protect the town’s heritage and overall feel
- (d) respect existing townscape at both the street and roof level
- (e) create an enhanced and more positive public realm
- (f) reduce the concrete environment atmosphere
- (g) realise the Council’s ‘drive to, not through’ concept to reduce the impact of traffic in the town centre, complementing future environmental improvements
- (h) link the Town Centre to the train station
- (i) open up the River Wey and improve connections to the river
- (j) assist in meeting Guildford’s housing demand
- (k) ensure schemes are sustainable and do not lock future development potential
- (l) promote and create an investment friendly environment

4.1.20 Whilst the Council will play a key coordinating role aimed at achieving delivery of development and regeneration, working with partners such as Surrey County Council, Network Rail and the National Trust, the private sector is central to this process. It is important that schemes that seek planning permission are conceived and designed in a manner that considers regeneration opportunities beyond the boundaries of the site. Collaboration between adjacent and surrounding property owners in the Guildford town centre, including efforts that seek to maximise regeneration opportunities through mutually supportive design elements, uses and access arrangements are supported.

4.1.21 The delivery of housing in the town centre adds to its vitality and vibrancy. The Council regards the town centre as critical in terms of meeting needs for main town centre uses. This includes high trip generating uses such as offices and retail, where there are opportunities to encourage linked trips and maximise the use of public transport networks. However, the town centre also represents the most sustainable location for new higher density housing. Whilst the Local Plan provides for sufficient sites to meet housing needs over the plan period, as part of regeneration efforts, more housing is likely to come forward over the plan period. It is important that this occurs in a manner that makes the most of its central location and is thus developed at a density that maximises its sustainability benefits whilst responding to heritage, design and flooding considerations. Consideration should also be given to the potential to minimise the provision of car parking where this can help optimise the density of development.

4.1.22 The Council will support mixed use development, which can retain or re-provide retail, leisure and employment uses/floorspace in the town centre, in line with national and Local Plan policies. This will help ensure the efficient use of land and presents an opportunity to enhance the vitality of the town centre and increase delivery of homes in sustainable locations.

4.1.23 Enhancing the vitality and vibrancy of the town centre cannot occur solely through more intense uses, nor greater numbers of residents. A quality public realm needs to support day-to-day activities, peoples' well-being, safety and sense of place and forms the basis for the area's attractiveness to residents, workers and visitors.

4.1.24 The public realm includes 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. Whilst parts of the town centre reflect high quality public environments, there are areas where this could be improved. This is often in areas that represent opportunities for regeneration and intensification of development.

4.1.25 The enhancement of the public realm and its amenity value will ensure the town centre becomes an even more attractive place to live, work and visit and will be a key component of the area's regeneration. This could occur through a range of interventions such as improving surfacing of public space, providing more generous pedestrian environments, landscaping, street furniture, lighting and public art. The Council will seek contributions toward the improvement of the public realm from developments, where appropriate. The Council will also continue working with Surrey County Council to implement measures that deliver public realm enhancements.

Key Evidence

- The Guildford Town Centre Regeneration Strategy (Guildford Borough Council, 2017)

Monitoring Indicators

<u>Indicator</u>	<u>Target</u>	<u>Data source</u>
<u>The number of new homes completed each year in the town centre</u>	<u>N/A</u>	<u>Planning applications and appeals</u>

4.2 Housing Policies

Policy H1: Homes for all

Introduction

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

POLICY H1: Homes for all

Housing mix and standards

- (1) New residential development is required to deliver a wide choice of homes to meet a range of accommodation needs as set out in the latest Strategic Housing Market Assessment. New development should provide a mix of housing tenures, types and sizes appropriate to the site size, characteristics and location.
- (2) Development that results in the net loss of ~~all existing~~ housing, ~~including sites allocated for housing within the Local Plan will not be permitted. Development that results in the net loss of (C2 use class or C3 use class accommodation or traveller accommodation); including sites allocated for such use in the Local Plan,~~ will not be permitted. Significant reductions from the approximate housing numbers or reductions from the specific traveller accommodation provision and housing uses as set out in the site allocations will be resisted.
- (2a) All new residential development must conform to the nationally described space standards as set out by the Ministry of Housing, Communities and Local Government (MHCLG).

Accessible homes

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

Specialist accommodation

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

Student accommodation

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

Gypsy, Traveller and Travelling Showpeople pitches and plots

~~(6) Sufficient sites are allocated within the Local Plan to meet the accommodation needs of Gypsies, Travellers or Travelling Showpeople (as defined by Planning Policy for Traveller Sites) as set out in the latest Traveller Accommodation Assessment as well as to cater for the potential additional needs of households of unknown planning status. These sites are for a mix of tenures and provided on a number of small sites and as part of larger development sites to help create sustainable and mixed communities. Sites are also allocated within the Local Plan to contribute to meeting the assessed needs of Gypsies, Travellers and Travelling Showpeople who do not meet the Planning Policy for Traveller Sites definition.~~

(6a) In addition to site allocations within this Local Plan, accommodation for Gypsy, Traveller or Travelling Showpeople (whether they meet the Planning Policy for Traveller Sites definition or not) should be provided on development sites of 500 homes or more whilst there remains an identified need in our borough. For 500 to 999 homes two pitches or plots should be provided, for 1,000 to 1,499 homes four pitches or plots, for 1,500 to 1,999 homes six pitches or plots and for 2,000 or more homes eight pitches or plots.

Houses in multiple occupation

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

Self-build and custom housebuilding

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

(9) Self-build plots made available must respond to the sizes identified on the register. Plots must be made available and priced and marketed appropriately as self-build or custom build plots for at least 18 months.

Definitions

4.2.1a Evidence of active and comprehensive marketing is defined in appendix A2. 'Existing housing' in H1 (2) means housing in existence at the time of the planning application.

Reasoned justification

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

- 4.2.3 From the SHMA 2015 and Addendum Report 2017 we know that in our borough:
- there is a need for 40% one bedroom, 30% two bedroom, 25% three bedroom and 5% four bedroom affordable homes
 - there is a need for 10% one bedroom, 30% two bedroom, 40% three bedroom and 20% four bedroom market homes
 - we have an ageing population with a significant projected growth in the over 65 year olds
 - there is a projected increase in people with long term health problems or disability
 - there is an estimated need for 433 registered care bedspaces over the plan period
 - there is an estimated need for 1,061 specialist accommodation for older people over the plan period
 - households headed by someone aged under 35 are projected to increase
 - there are approximately 15,635 households with dependent children
 - there are approximately 4,689 households containing non-dependent children.
- 4.2.4 A flexible housing stock will help meet the wide range of accommodation needs so we will expect all new homes to be flexible, accessible, adaptable and age friendly. New homes should support the changing needs of individuals and families at different stages of life. The requirement for 15% of all new residential development to meet Building Regulations M4 (2) category 2 accessible and adaptable dwellings including a percentage of M4 (3)(b) category 3 standard wheelchair user dwellings will help to address the accommodation needs of people with disabilities and older people.
- 4.2.5 We wish to see an appropriate mix of homes provided across the borough, including in the villages. Whilst all new development must be in keeping with the character of the surrounding area this does not preclude the delivery of smaller units as these are capable of being designed in such a way that respects the prevailing built form.
- 4.2.6 In most cases the accommodation needs of different groups will be met as part of the general housing supply within the overall assessed housing need (use class C3 dwelling houses) through a mixture of different tenure, size and designed homes. Exceptions to this include residential care or nursing homes, student halls of residence and traveller accommodation.
- 4.2.7 For the purpose of monitoring the contribution of new homes towards our identified local housing requirement, we will include use class C3 dwellings¹² and certain uses that do not have a specific use class (known as sui generis uses¹³) such as large houses in multiple occupation or self-contained accommodation for the elderly. We have different targets for traveller accommodation that we will monitor separately. Purpose built student accommodation on campus and use class C2 residential institutions for older people are considered separately from general housing needs in this plan. Any additional student accommodation or residential institutions built over and above projected need (as identified in the SHMA) will count towards the general housing requirement, based on the amount of accommodation it releases into the general housing market.
- 4.2.8 Paragraph intentionally blank

¹² Self-build and custom built houses are classed as C3 use class dwellings.

¹³ The Use Classes Order 1987 (as amended)

Family housing

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

Accessible accommodation and housing for older people

- 4.2.10 Different types of homes are required to offer a real choice of accommodation, be it smaller well-located market housing, accessible or adaptable accommodation, step-free housing or more specialised homes offering improved safety and support suited to the various needs of people. Requiring 15% of new residential development (on sites of 25 homes or more) to meet the building regulations 'accessible and adaptable dwellings' M4(2) or 'wheelchair user dwellings' M4(3) standard will help our future housing stock meet identified accommodation needs. Relaxing the requirement for new homes to meet Building Regulation standard M4(3)(b) wheelchair accessible dwellings to the more flexible M4(3) (a) wheelchair adaptable dwellings standard will only be agreed where substantial evidence is provided to justify an exception. The percentage may be altered to reflect figures in the latest SHMA. Accessible dwellings should be provided on parts of residential development sites that are not designated for self-build and custom-build houses.
- 4.2.11 Providing suitable homes will help meet the needs of the current and projected growth in the number of older people living in our community. Housing stock should be flexible to meet the needs of an ageing population and enable people to remain in their own homes for longer should they wish. Smaller homes in suitable locations should also be provided to enable people to downsize and either remain within their local community or move to an alternative area with good access to local facilities. Integrating technology in new homes can assist with telecare and telemedicine facilities. Good design such as level access and flush thresholds to properties, a WC at entry level, door openings of a suitable width and care with the design and internal layout and circulation space can help ensure accommodation is adaptable and wheelchair friendly. Considering factors including a building's layout, materials, soundproofing and good lighting can also help people with dementia or sight loss to continue to live as independently as possible. With increasing life expectancy, the need for residential care or nursing homes for the frail elderly is also recognised.

- 4.2.12 Paragraph intentionally blank

Specialist accommodation

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

Student accommodation

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

4.2.19 Paragraph intentionally blank

Gypsy, Traveller and Travelling Showpeople pitches and plots

- 4.2.20 National planning policy for Gypsy, Traveller and Travelling Showpeople is set out in the National Planning Policy Framework and Planning Policy for Traveller Sites and we will expect all new sites to meet the requirements of national policy. New pitches and plots should have adequate utility services and amenity space, safe turning space and parking and be in areas with reasonable access to schools, health services and local services. Travelling showpeople sites may also need space for related business storage.
- 4.2.21 The Guildford borough Traveller Accommodation Assessment (TAA) 2017 found that there was an accommodation need for Gypsies, Travellers and Travelling Showpeople for a mix of tenures for both public and private sites. Small-scale traveller sites are supported as we believe these will better integrate with the locality. Where larger sites exist, we will support reconfiguration and improvements to the overall living conditions.
- 4.2.22 The identified traveller accommodation target is set out in Policy S2 (3). Sufficient sites are identified/allocated within the Local Plan to meet the target based on the accommodation need identified in the TAA (2017) for 4 permanent pitches for Gypsies and Travellers and 4 plots for Travelling Showpeople up to 2034. There are also sufficient allocated sites to make provision for 8 permanent pitches to meet potential additional need of households of unknown planning traveller status. These allocated sites are for a mix of tenures and provided on a number of small sites and as part of larger development sites to help create sustainable and mixed communities.

4.2.23 ~~Whilst t~~The needs of Gypsies, Travellers and Travelling Showpeople who do not meet the Planning Policy for Traveller Sites planning policy definition fall outside this target¹⁴ allocation., ~~However,~~ in order to meet their assessed needs, as demonstrated through the TAA (2017) findings, we will seek to provide 41 permanent pitches for Gypsies and Travellers and 4 permanent plots for Travelling Showpeople who do not meet the planning policy definition. A total of 59 Gypsy and Traveller pitches (net) and 8 Travelling Showpeople plots (net) have been identified in the site allocation policies. We will also seek to make provision for 8 permanent pitches to meet potential additional need of households of unknown planning traveller status.~~Our~~The TAA (2017) found no evidence of need for a transit site within our borough. The Council will keep this position under review and, should the need for a transit site arise, will work with neighbouring authorities to address this.~~However, we will continue to work with neighbouring authorities to address the issue of transit sites if necessary.~~

4.2.24 Sites allocated for ‘Gypsy and Traveller pitches (sui generis)’ shall be considered for use by “Gypsies and Travellers” as defined by Planning Policy for Traveller Sites and/or for those who do not meet that definition, according to their needs as identified in the council’s Traveller Accommodation Assessment (2017) (and any updates) and in accordance with Planning Policy for Traveller Sites (or any updates which may be issued in the future). In addition to Local Plan site allocations, Gypsy, Traveller and Travelling Showpeople accommodation is required within development sites of 500 homes or more, whilst there remains a need in Guildford Borough, to help create sustainable, mixed communities with suitable accommodation for all. The loss of pitches or plots will be strongly resisted.

Houses in multiple occupation

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

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

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

Self-build and custom housebuilding

4.2.27a There is a legal responsibility to keep a register of individuals or interested associations that are seeking a plot of land to construct a self-build or custom build house as a sole or main residence. We will have regard to the information on the register when carrying out our planning, housing, land-disposal and regeneration functions.

¹⁴ Planning Policy for Traveller Sites 2015 paragraph 9 states that Local planning authorities should set pitch targets for gypsies and travellers and plot targets for travelling showpeople as defined in Annex 1 which address the likely permanent and transit site accommodation needs of travellers in their area.

- 4.2.27b To help deliver a wide choice of accommodation the provision of self-build or custom housebuilding plots is required within residential schemes of 100 homes (gross) or more. A figure of 5% of the total homes numbers shall be available for sale as self-build and custom housebuilding plots whilst there is an identified need on our Self-build and Custom Housebuilding Register.
- 4.2.27c On strategic development sites, the delivery of a significant proportion of self-build or custom build plots will be expected within the first phase of development. Where a site has 5 or more self-build or custom build dwellings the Council may require these dwellings to be developed in accordance with an agreed design code. Where plots have been available at market value and marketed appropriately for at least 18 months and have not sold, the plot(s) may remain on the open market as self-build or be built by the developer.
- 4.2.27d Higher density residential sites for development of flats are unsuitable for self-build and custom housebuilding plots; they are therefore exempt from the requirement to provide plots.

Delivery

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

Key Evidence

- West Surrey Strategic Housing Market Assessment (Guildford Borough Council, 2015) and Guildford Addendum Report 2017
- Census 2011
- Traveller Accommodation Assessment (Guildford Borough Council, 2017)
- Land Availability Assessment (Guildford Borough Council, 2017)

Monitoring Indicators

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

Policy H2: Affordable homes

Introduction

- 4.2.30 Guildford borough is generally a prosperous area of the country, offering a good quality of environment in its towns and rural areas, in close proximity to a wealth of employment and leisure opportunities. This does come at a price. High demand to live here and limited supply of existing and new housing are amongst the factors that have contributed to the borough being one of the least affordable areas of the country, outside of London, to live in.
- 4.2.31 The West Surrey Strategic Market Assessment 2015 and Addendum 2017 indicate that over half of all Guildford households over the plan period will not be able to afford to buy or rent a home that meets their needs on the open market without subsidy. The reason for a high level of affordable housing need in the borough is the high cost of buying or renting homes on the open market in relation to local incomes. The relationship between the cost of homes and wages is termed affordability.
- 4.2.32 Affordability is of greatest concern to those on the lowest earnings, including first time buyers. For this reason we measure affordability using the ratio of the lowest 25 per cent of earnings to the lowest 25 per cent of house prices, which gives an affordability ratio. The higher the ratio, the less affordable housing is (it is in effect how many multiples of a person's salary would be needed to buy a home). Government figures show that the borough's affordability ratio was 10.92 in 2013, rising to 11.5 in 2015 (the most recent data published). This is much greater than England's ratio of 7.0¹⁵.
- 4.2.33 Sufficient housing to meet the needs of the borough's population will ensure that the borough thrives, with mixed, balanced communities. As well as the benefits it can provide to people's lives, families and communities, suitably sized, priced and located housing can also help to support the economy by ensuring people with a wide variety of occupations can live in the borough and by potentially reducing travel to work journeys.

POLICY H2: Affordable homes

- (1) As well as providing and managing affordable homes ourselves, the Council will work with registered providers, developers and landowners to increase the number of affordable homes in the borough to contribute to meeting identified needs. These will be provided on developments providing solely affordable housing either on public sector-owned land or developments by registered providers.
- (2) ~~The Council~~We will also seek affordable homes on sites providing ~~five~~10 or more homes ~~(gross), or sites of 0.17 ha or more regardless of the number of homes or where dwellings would have a combined gross internal floorspace of more than 1,000 square metres.~~ We~~The Council~~ will seek at least 40% ~~per cent~~ of the homes on these sites as affordable homes.
- (2a) In Designated Rural Areas, the threshold where we will seek an affordable housing contribution of at least 40% of the homes on these sites will be on sites providing more than 5 dwellings. For developments of between 6 and 10 dwellings inclusive (gross), or where dwellings have a combined gross internal floorspace of more than 1,000 square metres, a financial contribution in lieu of on-site provision of affordable housing will be sought which is of broadly equivalent value relative to on-site provision.

¹⁵ CLG housing statistics 2015

- (3) The tenure and number of bedrooms of the affordable homes provided on each qualifying site must contribute, to the Council's satisfaction, towards meeting the mix of affordable housing needs identified in the Strategic Housing Market Assessment 2015, or subsequent affordable housing needs evidence. This currently includes a tenure split of at least 70% Affordable Rent, with the remainder being other forms of affordable housing. A minimum of 10% of the affordable homes provided on each site under this policy must be available for affordable home ownership, except where an exemption applies in the NPPF. Affordable Rent must be no more than the maximum level set out in our most recent housing guidance or strategy.
- (4) Affordable housing contributions may be provided off-site, or by payment in lieu where the Council agrees that on site provision and management would be impractical due to size and / or location of the development. Off-site provision or payment in lieu is expected to enable the same amount of additional affordable housing as would have been delivered on site. The agreed off-site provision must be completed before 50% of the market homes are occupied unless otherwise agreed by the Council. On developments in designated rural areas of between 6 and 10 dwellings inclusive (gross), or where dwellings have a combined gross internal floorspace of more than 1,000 square metres, the commuted payment in lieu of on-site affordable housing provision will be payable after completion of the units within the development.
- (4a) If developers satisfactorily demonstrate that providing the amount of affordable housing required by this policy would not be economically viable, the Council will consider the following to assist with delivering a scheme:
- (a) varying 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; and/or
- (b) reducing the overall number of affordable homes.
- (5) Planning permission will not be granted for development that would result in the net loss of any affordable homes that have been built, that were secured by planning obligation or condition.

Definitions

4.2.33a 'Designated Rural Areas' are rural areas described under section 157(1) of the Housing Act 1985, which includes National Parks, Areas of Outstanding Natural Beauty and other areas designated by order of the Secretary of State as a rural area. These are areas designated as rural by the Housing (Right to Acquire or Enfranchise) (Designated Rural Areas in the South East) Order 1997 or as Designated Protected Areas by the by the Housing (Right to Enfranchise) (Designated Protected Areas) (England) Order 2009 (Statutory Instrument 2009 No. 2098). Within Guildford borough, they include the following parishes: Albury, East Clandon, Effingham, Normandy, Ockham, Pirbright, Puttenham, Ripley, Seale and Sands, Shackleford, Shalford, Shere, Wanborough, West Clandon, West Horsley (as defined on map available from the Homes and Communities Agency – see <https://www.gov.uk/government/publications/designated-protected-areas>) and Wisley.

Reasoned justification

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

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

- 4.2.36 Other than where specified in Policy H2, affordable housing should be provided on the development site in order to contribute towards mixed communities. Affordable housing contributions may be provided off-site, or by payment in lieu where the Council agrees that on site provision and management would be impractical due to size and / or location of the development. Exceptionally, in negotiating planning applications, the Council may accept off-site provision of payment in lieu. In both cases, the Council must be satisfied that:
- (a) the contribution is sufficient to provide for the construction of at least the same number, type and size of dwellings on a suitable different site (including the value of the land) and the financial contribution does not result in less affordable housing being provided overall
 - (b) appropriate arrangements are in place identifying the alternative site on which the affordable housing is to be provided
 - (c) any off-site provision or payment is of broadly equivalent value relative to on-site provision.
- 4.2.37 The Planning Contributions Supplementary Planning Document (SPD) 2017 includes a formula for calculating affordable housing payments in lieu of on-site provision.

Viability

- 4.2.38 Land values and property prices are generally high across the borough, although with considerable variation. Our viability evidence shows that the vast majority of housing developments in most locations in the borough are viable providing an affordable housing contribution of 40 per cent. Bearing in mind that viability assessment was undertaken in preparation of the Local Plan, the impact of policies on development viability have been considered and are regarded as realistic. The need for a viability assessment at planning application stage will thus need clear justification by the applicant in line with paragraph 57 of the NPPF. Should this need be accepted, the Council will need to weigh the outcomes and implications of the viability assessment against all circumstances relating to the case as part of considering the acceptability of the proposal.
- 4.2.39 We will expect developments to provide the required amount of affordable housing in accordance with this policy and Guildford Planning Contributions SPD. In considering viability, developers will be expected to have taken into account the costs of meeting policy requirements, including the provision of affordable housing and infrastructure requirements, in the price paid for a site. Where we consider that these requirements have not been satisfactorily taken into account in the purchase of land or of an option, we will not accept a lower rate of provision. Where developers raise viability concerns with providing the required proportion of affordable housing, they will be expected to meet the costs of the Council's financial appraisals as well as their own.

~~4.2.40—There may be some circumstances where abnormal costs would make the scheme unviable to deliver. Where developers demonstrate to our satisfaction that providing the amount of affordable housing required by this policy would not be economically viable, we may consider the following to assist with delivering a scheme:~~

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

- 4.2.41 Developments that seek to avoid the requirements of this policy by failing to make most efficient use of land or by artificially subdividing land into smaller sites will not be permitted. The full requirement for the cumulative requirement of all the sites must be made.
- 4.2.42 In calculating the number of affordable homes to be provided on a site, fractions of homes will sometimes be required. In order to avoid requirements for fractions of homes we will therefore round up any part requirement of an affordable housing dwelling in line with common convention at 0.5 of a home, and down at 0.4 or less. A replacement home, ~~would not therefore make any contribution as part of a development scheme, would count when determining whether the scheme meets the minimum threshold for which an affordable housing contribution is required, although would not count when calculating the number of affordable units needed.~~
- 4.2.43 If a developer demonstrates that rounding up from half a dwelling or more would result in the development being unviable, we will negotiate a variation in tenure of some affordable homes, or a lesser number of affordable homes.
- 4.2.44 We will ring-fence financial contributions in lieu of on-site provision to help provide more affordable homes elsewhere in the borough, for example by assisting delivery of conversions of buildings or building new affordable homes on Council-owned land.

Key Evidence

- Tenancy Strategy (Guildford Borough Council, 2013)
- Guildford Housing Strategy 2015 – 2020 (Guildford Borough Council, 2015)
- West Surrey Strategic Housing Market Assessment (Guildford Borough Council, 2015) and Guildford Addendum Report 2017
- Local Plan and CIL Viability Study (Guildford Borough Council, 2016)
- Local Plan Viability Update (Guildford Borough Council, 2017)
- Traveller Accommodation Assessment (Guildford Borough Council, 2017)

Monitoring Indicators

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

Policy H3: Rural exception homes

Introduction

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

POLICY H3: Rural exception homes

- (1) Small scale affordable housing developments in the Green Belt, which can include including pitches for travellers Gypsies and Travellers not meeting the Planning Policy for Traveller Sites definition of a gypsy or traveller¹⁶, will be permitted to meet identified local affordable housing needs provided that:
- the site adjoins or is closely related to, and in safe and reasonable walking distance of a defined or a non-defined rural settlement, and
 - the number, size and tenure of homes would be appropriate to meet, or to contribute to meeting, the identified affordable housing needs of the local community, and
 - the affordable homes are all secured in perpetuity.
- (2) The minimum number of market homes to make a rural exception scheme viable will be permitted where:
- a developer demonstrates that the scheme would be unviable without the inclusion of market housing, and
 - it does not inflate the threshold land value¹⁷, and
 - it is suitably integrated into the rural exception development.

¹⁶ The planning policy definition of gypsies and travellers is set out in Planning Policy for Traveller Sites 2015: Annex 1 Glossary.

¹⁷ This is the minimum land value likely to trigger an owner to sell the land.

Reasoned justification

- 4.2.47 There are fewer opportunities to build new homes in our small rural settlements surrounded by, or designated as Green Belt than there are in and around the towns of Guildford, and Ash and Tongham due to more restrictive policies on housing in countryside and particularly in the Green Belt. Reflecting this reduced opportunity, legislation enables us to secure affordable housing in perpetuity in and around most of the villages in the borough. In the parishes listed in the legislation we can secure rural exception housing in perpetuity, secured by planning obligation. In the parishes of East Horsley and Send, rural exception housing may be delivered providing the protection is in place to secure these permanently as affordable housing¹⁸.
- 4.2.48 In determining whether a site is suitably small scale, consideration will be given to identified local affordable housing needs and to previous applications for rural exception housing.
- 4.2.49 We will work with parish councils, the Surrey Rural Housing Enabler and landowners to understand the affordable housing needs of people with a local connection to specific rural areas. In applying this policy, consideration will be given to the needs of the local community by accommodating households who are current or recent former residents of the Parish or have a current employment or family connection to it, or are current or recent former residents of the Parish. We will also facilitate provision of rural exception sites for local agricultural workers, and for local settled travellers s-needs who don't meet the Planning Policy for Traveller Sites definition of gypsy or traveller where such an accommodation need is demonstrated in line with Policy H3 (1). Traveller rural exception housing accommodation will be provided on council-owned public pitches on small, suitably located sites in the Green Belt.
- 4.2.50 Local Rural Housing Needs Surveys are generally carried out by the Surrey Rural Housing Enabler, working with the Council and Parish Councils. We have a rolling programme of surveys for the borough's Parishes. Over half of the parishes in the borough already have local housing needs surveys, although such surveys must be up-to-date if they are to be used in support of a planning application for rural exception housing. Developers may also carry out their own surveys, provided these are verified by the Council and the Rural Housing Enabler.
- 4.2.51 Rural exception housing will be delivered by Registered Providers, and by private developers.
- ~~4.2.52—There may be situations where a developer demonstrates that a rural exception scheme would be unviable. In such situations, and where there are no alternative sites available to provide the identified local affordable housing needs (as required by national policy) we may consider permitting the minimum number of market homes to make the scheme viable. We may also consider allowing at least one market home where this would result in a significant improvement in the housing mix (tenure, type or size) or rent levels. The inclusion of market housing must serve to benefit the rural affordable housing stock and not inflate the “threshold land value”. This is the minimum land value likely to trigger an owner to sell the land.~~

¹⁸ This is because they are not designated as “rural areas” by the Housing (Right to Acquire or Enfranchise) (Designated Rural Areas in the South East) Order 1997 (Statutory Instrument 1997 No. 625), or as Designated Protected Areas by the Housing (Right to Enfranchise) (Designated Protected Areas) (England) Order 2009 (Statutory Instrument 2009 No. 2098). East Horsley and Send therefore are not exempt from the right to acquire or right to enfranchise, and so affordable housing cannot automatically be secured in perpetuity through the legislation. In order for a rural exception scheme to be granted planning approval in East Horsley or Send, the housing provider will have to demonstrate that mechanisms are in place to ensure that the properties remain as affordable housing in perpetuity, for example being held in a Community Land Trust and let on terms which would not allow the freehold to be acquired by the resident and/or sold on the open market.

4.2.53 Land values are generally high across the borough. To ensure that developers take into account the policy requirements of land potentially suitable for rural exception housing, where a developer proposes that at least one market house needs to be included to make the rural exception scheme viable, we will require submission of a development appraisal. In considering this, we will limit the threshold land value of the site to no more than ten times the agricultural land value at the time. Where agreement cannot be reached, external consultants will be appointed at the developer's cost to provide an independent assessment of the scheme's viability.

Key Evidence

- Parish housing needs surveys (various dates)
- West Surrey Strategic Housing Market Area Assessment (Guildford Borough Council, 2015) and Guildford Addendum Report 2017
- Local Plan and CIL Viability Study (Guildford Borough Council, 2016)
- Local Plan Viability Update (Guildford Borough Council, 2017)
- Tenancy Strategy (Guildford Borough Council, 2013)
- Guildford Housing Strategy 2015-2020 (Guildford Borough Council, 2015)
- Traveller Accommodation Assessment (Guildford Borough Council, 2017)

Monitoring Indicators

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

4.3 Protecting Policies

Policy P1: Surrey Hills Area of Outstanding Natural Beauty

Introduction

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

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

- (1) The Surrey Hills Area of Outstanding Natural Beauty (AONB), as shown on the Policies Map, will be conserved and enhanced to maximise its special landscape qualities and scenic beauty.
- (2) In accordance with the NPPF, there will be a presumption against major development in the AONB except in exceptional circumstances and where it can be demonstrated to be in the public interest.
- (3) Great weight will be given to the conservation and enhancement of the natural beauty of the AONB and development proposals must have regard to protecting its setting.
- (4) Development proposals will also be assessed against the provisions of the current Surrey Hills AONB Management Plan.
- (5) The AGLV, as designated on the Policies Map, will be retained until such time as there has been a review of the AONB boundary. Development proposals within the AGLV will be required to demonstrate that they would not harm the setting of the AONB or the distinctive character of the AGLV itself.

Reasoned justification

- 4.3.5 The NPPF is clear that AONBs should be afforded the highest level of protection in relation to landscape and scenic beauty. All development proposals within and adjacent to the AONB will be expected to conserve or enhance its special qualities.
- 4.3.6 In considering major applications in the AONB, the Council will have regard to the criteria outlined in Paragraph 172 of the NPPF. Whether a proposal constitutes 'major development' will be considered on a case-by-case basis, taking into account relevant factors such as the nature, scale and setting of the proposed development, and whether it could have a significant adverse impact on the purposes for which the area has been designated.
- 4.3.7 The AGLV will retain its status until the case for an amended AONB boundary has been considered by Natural England. In September 2013 the Surrey Hills AONB Management Board submitted a formal request for Natural England to consider a modification to the AONB boundary. The request was informed by the findings of a Landscape Character Assessment and Evaluation of natural beauty, which identified 38 candidate areas to be included within the Surrey Hills AONB.
- 4.3.8 Natural England has subsequently agreed to undertake a review of the AONB boundary and will consider further evidence presented to them. A date has not yet been set for the commencement of the review but the work is included within Natural England's current work programme. Prior to the completion of the review, the identified candidate areas will not be given any greater status than their current AGLV designation.
- 4.3.8a Once the AONB boundary review is completed, the AGLV designation within the borough is likely to subside. However, the landscape character of the countryside remaining outside the AONB boundary will be protected and enhanced through criteria based policies, and if appropriate, local designations included within the Development Management Policies DPD.
- 4.3.9 The Surrey Hills AONB is valued by those that live in the borough and contributes to residents' quality of life. It also attracts visitors to the borough and brings economic investment to the area, thus demonstrating that the AONB has more than just a 'physical' value. The current Surrey Hills AONB Management Plan (2014-2019) acknowledges these wider values and interprets the AONB as a 'living landscape', which constantly changes across seasons and in response to the many social and economic forces placed upon it.
- 4.3.10 As required by the Countryside and Rights of Way Act 2000 (the CRoW Act), the Council has a statutory responsibility to prepare and review the AONB Management Plan every five years. The Surrey Hills Board AONB, in collaboration with ourselves and other relevant local authorities and partner organisations, produces the management plan that sets out a vision, framework and management policies to supplement local plans. The document is a key tool in the decision-making process of all districts and boroughs that share the AONB and whom also have a role in its protection. The management plan is a material consideration in determining planning applications within and adjacent to the AONB.

Key Evidence

- Landscape Character Assessment (Guildford Borough Council, 2007)
- Surrey Hills AONB Areas of Search Natural Beauty Evaluation (Surrey County Council, 2013)
- Surrey Hills Area of Outstanding Natural Beauty Management Plan 2014-2019 (Surrey Hills Board, 2014)

Monitoring Indicators

Indicator	Target	Data source
Percentage of appeals allowed for applications for <u>Number of planning decisions, including appeals, allowing</u> major development in the AONB <u>on sites not allocated in the Plan</u>	Reduction in the percentage of appeals allowed <u>N/A</u>	Planning <u>permissions and</u> appeals

Policy P2: Green Belt

Introduction

- 4.3.11 Most of our open countryside is designated as part of the Metropolitan Green Belt that surrounds London. The main aim of Green Belt is to prevent urban sprawl by keeping land permanently open. Green Belt also provides opportunities for people to access the countryside, to protect land for agriculture, forestry and similar land uses, and for nature conservation.
- 4.3.12 Historically all the villages, except Ash Green, and major previously developed sites have been washed over by the Green Belt designation. However, the NPPF states that only those villages whose open character makes an important contribution to the openness of the Green Belt should be included in the Green Belt. Those that do not should be inset, or removed, from the Green Belt and other development management policies used to restrict any inappropriate development.
- 4.3.13 The following villages are no longer washed over by the Green Belt: Chilworth, East Horsley, Effingham, Fairlands, Flexford, Jacobs Well, Normandy, Peasmarsh, Ripley, Send, Send Marsh/ Burnt Common, Shalford, West Horsley and Wood Street Village.
- 4.3.14 Whilst not villages, a similar approach is applicable to major previously developed sites in relation to whether they should remain washed over or be inset from the Green Belt. National policy requires that land which it is unnecessary to keep permanently open should not be included in the Green Belt. If major previously developed sites are of sufficient scale and do not possess an open character, it is not considered necessary for them to remain within the Green Belt.
- 4.3.15 The following major previously developed sites are now inset from the Green Belt: Henley Business Park, HM Prison Send, Keogh Barracks, Mount Browne, Pirbright Barracks, Pirbright Institute, Send Business Centre and the University of Law Guildford.
- 4.3.16 The NPPF requires that Green Belt boundaries are only amended in exceptional circumstances and that this must be undertaken as part of the Local Plan process. We consider that exceptional circumstances exist to justify the amendment of Green Belt boundaries in order to facilitate the development that is needed and promote sustainable patterns of development.
- 4.3.17 Whilst the general extent of the Green Belt has been retained, land has been removed from the Green Belt in order to enable development around Guildford urban area, selected villages, and at the former Wisley airfield.

POLICY P2: Green Belt

- (1) The Metropolitan Green Belt ~~will continue to be protected~~, as designated on the Policies Map, will continue to be protected against inappropriate development in accordance with the NPPF. ~~In accordance with national planning policy, the construction of new development will be considered inappropriate and~~ Inappropriate development will not be permitted unless very special circumstances can be demonstrated. Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.
- (2) ~~Certain forms of development are not considered to be inappropriate. Proposals will be permitted where they are consistent with the exceptions listed in national planning policy and, where relevant, also meet the following criteria:~~ The construction of new buildings in the Green Belt will constitute inappropriate development, unless the buildings fall within the list of exceptions identified by the NPPF. For the purpose of this policy, the following definitions will apply to those exceptions:

Extensions or alterations

- ~~(3) The extension or alteration of a building provided that it would not result in disproportionate additions over and above the size of the original building.~~
 - ~~(a) The “original building” shall mean either:~~
 - ~~i. the building as it existed on 1 July 1948; or~~
 - ~~ii. if no building existed on 1 July 1948, then the first building as it was originally built after this date~~

Replacement buildings

- ~~(4) The replacement of a building, provided the new building:~~
 - ~~(a) would be in the same use, and~~
 - ~~(b) is not materially larger than the one it replaces, and~~
 - ~~(c) is sited on or close to the position of the existing building.~~
 - ~~(b) A new building will only constitute a “replacement” if it is sited on or in a position that substantially overlaps that of the original building, unless it can be clearly demonstrated that an alternative position would not increase the overall impact on the openness of the Green Belt.~~

Limited infilling

- ~~(c) “limited infilling” shall mean:~~
 - ~~i. Limited infilling within the identified settlement boundaries, as designated on the Policies Map, of the following villages. Limited infilling may also be appropriate outside the identified settlement boundaries where it can be demonstrated that the site should be considered to be within the village.~~

Albury, Compton, East Clandon, East Horsley (~~south~~), Gomshall, Holmbury St Mary, Peaslake, Pirbright, Puttenham, Ripley, Shere, West Clandon, and Worplesdon.

- ~~ii. Limited infilling may also be appropriate outside the inset settlement boundaries, as designated on the Policies Map, of the following villages where it can be demonstrated that the site should be considered to be within the village.~~

Ash Green, Chilworth, East Horsley, Effingham, Fairlands, Flexford, Jacobs Well, Normandy, Peasmarsh, Ripley, Send, Send Marsh/ Burnt Common,

Shalford, West Horsley and Wood Street Village.

- iii. Limited infilling may also be appropriate ~~either outside the inset or identified settlement boundaries, or~~ and in the following villages, where it can be demonstrated that the site ~~should be~~ is as a matter of fact considered to be within the village:

Artington, Eashing, Farley Green, Fox Corner, Hurtmore, Ockham, Seale, Shackleford, The Sands, Wanborough and Wisley.

(3a) Certain other forms of development are also considered not inappropriate in the Green Belt provided they preserve its openness and do not conflict with the purposes of including land within it, and these are listed in the NPPF.

Reasoned justification

- 4.3.18 Whilst most forms of development are considered inappropriate in the Green Belt, the NPPF lists certain exceptions which are not inappropriate. These are set out in paragraphs 145 and 146 of the National Planning Policy Framework. The exceptions listed include development such as new buildings for agriculture and forestry, and the redevelopment of previously developed land subject to the impact on the openness of the Green Belt.
- 4.3.19 In assessing proposals, account will be taken of the forthcoming Green Belt Supplementary Planning Document (SPD), which will be prepared to support this policy. This will set out guidelines and considerations that the Council will take into account when assessing Green Belt planning applications. This will help provide greater clarity to any applicants.
- 4.3.20 Paragraph intentionally blank
- ~~4.3.21 For the purpose of this policy, the original building is defined as the building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally. For the avoidance of doubt, if no building existed on 1 July 1948, then the original building is considered to be the first building as it was originally built after this date.~~
- 4.3.22 Paragraph intentionally blank
- ~~4.3.23 Replacement buildings are expected to be sited on or close to the position of the original building, unless it can be clearly demonstrated that an alternative position would reduce the overall impact on the openness of the Green Belt.~~

Limited infilling

- 4.3.24 Development within villages in the Green Belt is limited to small scale infilling. This reflects the need to protect the openness of the Green Belt. Case law has now established that limited infilling is applicable to all villages and not restricted to sites that fall within identified settlement boundaries in local plans. Instead, the decision-maker is required to consider whether the site is located within the village, identified boundaries being at most a relevant consideration. The policy defines, and applies to, all those settlements in the borough which are considered to be villages and in which limited infilling may therefore be appropriate.

- 4.3.25 In order to provide some certainty, settlement boundaries have nevertheless been identified for those villages that are of a scale and form that enable a boundary to be established with a degree of certainty. Proposals within these areas are considered to be in the village and limited infilling here would be appropriate. However, the built form of many of the villages extends wider than the boundary and, in some instances, proposals here may also be considered to be in the village. These will need to be assessed on a case-by-case basis and, if considered to be in the village, then limited infilling here would also be appropriate. Those villages for which no boundary has been identified are listed in the policy and would also need to be assessed on a case-by-case basis. There are a number of considerations to take account of when assessing whether a site is located within the village. This includes factors such as the pattern of development, and the proposed development's relationship to the built up area of the village and the surrounding countryside.
- 4.3.26 For the purposes of this policy, limited infilling is considered to be the development of a small gap in an otherwise continuous built-up frontage, or the small-scale redevelopment of existing properties within such a frontage. It also includes infilling of small gaps within built development. It should be appropriate to the scale of the locality and not have an adverse impact on the character of the countryside or the local environment.
- 4.3.27 Implementation of this policy will be through the Council's development management process.

Key Evidence

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

Monitoring Indicators

Indicator	Target	Data source
Percentage of appeals allowed involving Number of planning decisions, including appeals, granting permission for inappropriate development in the Green Belt	Reduction in the percentage of appeals allowed N/A	Planning <u>permissions and appeals</u>

Policy P3: Countryside

Introduction

- 4.3.28 Part of the borough near Ash and Tongham consists of countryside that is not designated Green Belt. Whilst this land does not carry the same weight in the NPPF as Green Belt in terms of the inappropriateness of development, it is nevertheless important that we seek to manage growth in this area.
- 4.3.29 Originally consisting of the three small rural villages of Ash, Ash Vale and Tongham, the Ash and Tongham urban area has grown considerably in size and now forms Guildford borough's second largest urban area. Given its relative sustainability, countryside to the south and east of the urban area is allocated as a strategic location for development.
- 4.3.30 We do however wish to ensure that whilst accommodating this growth, we are able to protect the remaining countryside around it from inappropriate development.
- 4.3.31 The remaining land designated as countryside on the Policies Map lies immediately to the west and south of the urban area. It forms the boundary of the Blackwater Valley to the west and A31 to the south. The Blackwater Valley contains the A331, which connects the A31 and Tongham in the south with Ash Vale in the north and Frimley beyond. It also provides an important open gap between Ash and Tongham, and the town of Aldershot to the west.
- 4.3.32 This area of countryside provides a green corridor and tranquil setting with considerable biodiversity and recreation value. The River Blackwater marks the borough and county boundary and maintains the rural corridor between Surrey and Hampshire.
- 4.3.32a It also covers the area of land between the extended Ash and Tongham urban area and Ash Green village. This provides an important anti-coalescence role that prevents further merging between the Ash and Tongham urban area and Ash Green village.

POLICY P3: Countryside

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

Reasoned justification

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

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

4.3.34a Significant growth is planned to occur to the south eastern corner of the previously defined Ash and Tongham urban area. Whilst an element of merging will occur between the urban area and the northern extent of Ash Green village, it is important that this is limited to this area to protect the separate identities of these settlements. Any development within the remaining area of land that is designated countryside will be strongly resisted.

4.3.35 Paragraph intentionally blank

Key Evidence

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

Monitoring Indicators

Indicator	Target	Data source
Percentage of appeals allowed for applications for new buildings in the inset villages Number of planning decisions, including appeals, granting permission for development in the countryside that is not in accordance with the policy	Reduction in the percentage of appeals allowed <u>N/A</u>	Planning <u>permissions and appeals</u>

Policy P4: Flooding, flood risk and groundwater protection zones

Introduction

- 4.3.36 Local Planning Authorities, alongside partner organisations, have an increasingly important role to play in protecting communities from flooding and mitigating flood risk. Surrey County Council is the Lead Local Flood Authority in Surrey and has a lead role in managing flood risk from surface water, groundwater and ordinary watercourses in the county. To fulfil its statutory obligations under the Flood and Water Management Act (2010) and contribute to the achievement of sustainable development, the County Council is required to produce a Local Flood Risk Management Strategy and engage with Risk Management Authorities, including Guildford Borough Council, the Environment Agency and Thames Water, with regard to flood risk management.
- 4.3.37 The River Wey and various other watercourses pass through the borough and have contributed to localised flood events in the recent past, including within Guildford town centre. Nationally, flood events have become increasingly frequent and severe. Such trends are likely to continue within the borough and elsewhere, increasing as a result of climate change. The NPPF requires Local Planning Authorities to take account of climate change, including factors such as flood risk, through the preparation of their Local Plans. New development should be carefully planned to ensure that vulnerability to the range of impacts associated with climate change is not increased.
- 4.3.38 Detailed flood risk modelling has not been undertaken in all parts of the borough. However, the main areas expected to be at risk of flooding during and beyond the plan period are identified within the Council's Level 1 Strategic Flood Risk Assessment (SFRA) and the Environment Agency's flood risk maps. The Level 1 SFRA highlights the areas at risk of fluvial, groundwater, surface water and sewer flooding and flooding caused by artificial sources. The document also identifies the borough's functional floodplain (known as flood zone 3b), which consists of land considered to be at high risk of flooding. National Planning Practice Guidance suggests that flood zone 3b should form a place for water to flow or be stored in times of flood and be safeguarded from development except for essential infrastructure (as defined in the NPPG).
- 4.3.39 The functional floodplain (flood zone 3b) in Guildford has historically undergone moderate levels of development. To reflect its existing state, the Level 1 SFRA differentiates between the borough's 'developed' and 'undeveloped' functional floodplain. 'Developed' functional floodplain constitutes the footprint of existing buildings located within the identified functional floodplain. Land in undeveloped flood zone 3b forms important flow routes. Any changes to these flow routes should be considered as part of a Flood Risk Assessment.
- 4.3.40 In accordance with national planning practice guidance, the Level 1 SFRA has been used to guide development towards areas at the lowest risk of flooding and identify areas unsuitable for development. However, the document concludes that land outside the area of flood risk is not capable of accommodating all of the borough's identified development needs. A Level 2 SFRA has therefore also been produced and will help the Council apply the exception test (as described in the NPPG) as necessary to development proposals in areas at risk of flooding.
- 4.3.41 The Level 1 and Level 2 SFRA's form an important part of our evidence base. The documents will help ensure that development is guided towards the safest and most sustainable locations in the borough. The Guildford Surface Water Management Plan and Ash Surface Water Study are also relevant in mitigating flood risk in the borough. The documents identify hotspot areas at risk of surface water flooding and appropriate measures for alleviating risk.

4.3.42 Water quality and groundwater protection are also significant issues in the borough. Approximately thirty percent of the Council's administrative area is located on principal aquifers¹⁹ whilst 14 Source Protection Zones (SPZs) are located in the borough. The Environment Agency defines SPZs as groundwater sources, including wells, boreholes and springs, used for public drinking water supply²⁰. To protect these sources of drinking water, several restrictions will apply to the type of development permitted within the SPZs.

¹⁹ Guildford Local Plan Evidence Base Scrutiny Forum (4 March 2014)

²⁰ For the most up-to-date information on groundwater sources, see the Environment Agency's protection position statements: <http://www.gov.uk/government/publications/groundwater-protection-position-statements>.

POLICY P4: Flooding, flood risk and groundwater protection zones

- (1) Flood zones in the borough of Guildford are defined based on definitions contained within national planning practice guidance and the Council's Strategic Flood Risk Assessment (Level 1).
- (2) Development in areas at **medium or high** risk of flooding, as identified on the latest Environment Agency flood risk maps and the Council's Strategic Flood Risk Assessment, including the 'developed' flood zone 3b (functional floodplain), will be permitted provided that:
 - a) the vulnerability of the proposed use is appropriate for the level of flood risk on the site
 - b) the proposal passes the sequential and exception test (where required) as outlined in the NPPF and Government guidance
 - c) a site-specific flood risk assessment demonstrates that the development, including the access and egress, will be safe for its lifetime, taking into account climate change, without increasing flooding elsewhere, and where possible, will reduce flood risk overall
 - d) the scheme incorporates flood protection, flood resilience and resistance measures appropriate to the character and biodiversity of the area and the specific requirements of the site
 - e) when relevant, appropriate flood warning and evacuation plans are in place and approved and
 - f) site drainage systems are appropriately designed, taking account of storm events and flood risk of up to 1 in 100 year chance with an appropriate allowance for climate change.
- (3) Development proposals in the 'developed' flood zone 3b will also only be approved where the footprint of the proposed building(s) is not greater than that of the existing building(s) **and there will be no increase in development vulnerability**. Proposals within these areas should facilitate greater floodwater storage.
- (4) With the exception of the provision of essential infrastructure, 'undeveloped' flood zone 3b will be safeguarded for flood management purposes.
- (5) All development proposals are required to demonstrate that land drainage will be adequate and that they will not result in an increase in surface water run-off. Proposals should have regard to appropriate mitigation measures identified in the Guildford Surface Water Management Plan or Ash Surface Water Study. Priority will be given to incorporating SuDs (Sustainable Drainage Systems) to manage surface water drainage, unless it can be demonstrated that they are not appropriate. Where SuDs are provided, arrangements must be put in place for their management and maintenance over their full lifetime.
- (6) Development within Groundwater Source Protection Zones and Principal Aquifers will only be permitted provided that it has no adverse impact on the quality of the groundwater resource and it does not put at risk the ability to maintain a public water supply.

Reasoned justification

- 4.3.43 To minimise the risk created to people and property from new development and the impacts of climate change, the NPPF instructs Local Planning Authorities to direct development towards areas at the lowest risk of flooding. The Level 1 SFRA has informed the Site Allocations contained within the Local Plan and will be used in the determination of planning applications on unallocated sites. Proposals for development in areas at risk of flooding will be refused if other suitable sites are reasonably available in areas at lower risk. Where a windfall site is promoted, the proposal must also pass the sequential and exception test (where required) and demonstrate to be preferential to those sites already identified as contributing towards development supply.
- 4.3.44 Within each flood zone new development should be directed to areas of lowest risk first and, following this, to areas suited to the vulnerability of the proposed use. Land-uses considered to be most vulnerable to flooding must be located in areas of lowest flood risk first unless it can be shown that there are overriding reasons to prefer a different location. NPPG will be referred to when assessing the vulnerability of a land use to flood risk. Its definition of 'essential infrastructure' will also be utilised in assessing planning applications in the undeveloped functional floodplain.
- 4.3.45 For development proposed in areas of greater flood risk (flood zone two or three) and where it is proven through the sequential test that there is no reasonable possibility of locating the development on a site at lower risk of flooding, the Council may request the applicant to demonstrate how their proposal meets the exceptions test. In such instance, applicants will be required to explain how the benefits provided to the community from the proposal outweigh the flood risk associated with the development. Applicants will also be required to submit a site-specific flood risk assessment that explains how the development will be safe to its users and occupiers throughout its life course.
- 4.3.46 Where there is a proven need for development in areas at risk of flooding, proposals will only be granted permission if they can demonstrate that safe access and egress is provided. In assessing such applications, the Council will refer to guidance provided by the Environment Agency and other relevant parties. Any development proposed within areas of flood risk will require flood management and mitigation measures and should demonstrate that the development is safe from flooding (including the anticipated impacts of climate change) for the duration of its intended lifetime.
- 4.3.47 Flood Risk Assessments will be required to support planning applications in accordance with the size and location criteria specified in the NPPF and NPPG. Flood Risk Assessments prepared for individual sites should consider flood risk, surface water run-off issues and the potential for sustainable drainage systems to minimise flood risk. Proposals for development in areas at, or potentially at, risk of groundwater flooding will also be required to submit an assessment of groundwater flood risk.
- 4.3.48 Sustainable Drainage Systems (SuDS) should be provided on all new development unless it can be demonstrated that such measures are inappropriate and suitable alternative drainage mechanisms are proposed. Drainage systems higher in the SuDS hierarchy, as defined by NPPG, will be favoured. However, to ensure effective use over their life course, the Council will require appropriate funding to implement management and maintenance requirements for any proposed drainage mechanism or other system of water management. Applicants should also demonstrate that they have taken into account relevant recommendations of the Guildford Surface Water Management Plan or Ash Surface Water Study.

4.3.49 The water supply in Guildford is a precious resource and it is imperative that it is safeguarded from harmful development. National policy and guidance fully support this stance. The European Union’s Water Framework Directive has been produced to deliver a better water environment and the Council, along with other key partners, will play a role in meeting its objectives by carefully planning development so that it does not reduce the quality of, or place pressure on, the water environment. Proposals for polluting industries, cemeteries and other similar uses are unlikely to be appropriate in the borough’s identified Source Protection Zones.

Key Evidence

- Local Flood Risk Management Strategy (Surrey County Council, 2014)
- Level 1 Strategic Flood Risk Assessment (Guildford Borough Council, 2016)
- Level 2 Strategic Flood Risk Assessment (Guildford Borough Council, 2016)
- Guildford Surface Water Management Plan (Guildford Borough Council, 2014)
- Ash Surface Water Study (Guildford Borough Council, 2014)

Monitoring Indicators

Indicator	Target	Data source
<p>Number of planning decisions, including appeals, granting permission not in accordance with Policy P4 applications permitted for highly vulnerable uses in flood risk zone three</p> <p>Percentage of appeals allowed for applications refused on flood risk grounds</p>	<p>No planning permissions that are not in accordance with Policy P4 in flood zone 3b or 3a for highly vulnerable uses</p> <p>Reduction in percentage of appeals allowed</p>	<p>Planning applications permissions and appeals</p> <p>Planning appeals</p>

Policy P5: Thames Basin Heaths Special Protection Area

Introduction

- 4.3.50 The Thames Basin Heaths Special Protection Area (SPA) is an area of lowland heath covering over 8,000 hectares of land across Surrey, Berkshire and Hampshire. The SPA was designated under the European Birds Directive in March 2005 because it supports important breeding populations of a number of birds, particularly nightjar, woodlark and Dartford warbler, ground nesting birds that are particularly vulnerable to predation and disturbance. This protection was codified in UK law through the Habitats Regulations.
- 4.3.50a Special Protection Areas, along with Special Areas of Conservation, form the Natura 2000 network. Natura 2000 is the EU contribution to the "Emerald network" of Areas of Special Conservation Interest set up under the Bern Convention, a treaty signed by 46 European states and some states in Africa. Natura 2000 also contributes to delivering the commitments of other international agreements and treaties, notably the Convention on Biological Diversity treaty opened at the Rio earth summit in 1992.
- 4.3.50b Policy P5 sets out an approach to the protection of the SPA, the basis of which is set out in the Thames Basin Heaths Special Protection Area Delivery Framework from the Thames Basin Heaths Joint Strategic Partnership Board.

POLICY P5: Thames Basin Heaths Special Protection Area

- (1) Permission will only be granted for development proposals where it can be demonstrated that doing so would not give rise to adverse effects on the ecological integrity of the Thames Basin Heaths Special Protection Area (SPA), whether alone or in combination with other development. Where one or more adverse effects on the integrity of the SPA will arise, measures to avoid and mitigate these effects must be delivered and secured in perpetuity. These measures ~~are unlikely to be acceptable unless must be~~ agreed with Natural England in accordance with South East Plan policy NRM6.
- (2) The following principles apply:
 - a) There is an “exclusion zone” set at 400m linear distance from the SPA boundary. Permission will not be granted for development that results in a net increase in residential units within this zone. Proposals for other types of development within this zone must undertake Habitats Regulations Assessment to demonstrate that they will not harm the integrity of the SPA.
 - b) There is a “zone of influence” between 400m and 5km linear distance from the SPA boundary. Where net new residential development is proposed within the zone of influence, avoidance and mitigation measures must be delivered prior to occupation of new dwellings and in perpetuity. Measures must be based on a combination of 1) the provision, improvement and/or maintenance of Suitable Alternative Natural Greenspace (SANG) and 2) Strategic Access Management and Monitoring (SAMM).
 - c) Residential development of over 50 net new dwellings that falls between five and seven kilometres from the SPA may be required to provide avoidance and mitigation measures. This will be assessed on a case-by-case basis and ~~agreed in consultation~~ with Natural England.

SANGs

- (3) The following principles apply to the provision of SANG:
 - a) A minimum of 8 hectares of SANG land (after discounting to account for current access and capacity) should be provided per 1,000 new occupants.
 - b) Developments must fall within the catchment of the SANG that provides avoidance, except developments of fewer than 10 net new residential units.
 - c) The Council will collect developer contributions towards avoidance and mitigation measures, including SANG (unless bespoke SANG is provided) and SAMM.
 - d) Developments may secure or provide bespoke SANG. Proposals for new SANGs ~~will not~~ are unlikely to be acceptable unless agreed by Natural England. Large developments may be required to provide bespoke SANG.
- (4) Where further evidence demonstrates that the integrity of the SPA can be protected using different distance thresholds or with alternative measures (including standards of SANG provision different to those set out in this policy), the Council will agree these ~~must be agreed~~ in consultation with Natural England.

Definitions

4.3.50c “Adverse effects on integrity” refers to the definition under the Habitats Regulations. In line with the Habitats Regulations, development proposals should be screened to establish whether they are likely to have significant effects on the SPA. All net new residential development up to five km from the SPA, and developments of over 50 net new residential units five to seven km from the SPA are considered likely to have a significant effect. ~~Where significant effects are likely, and~~ proposals must undergo Appropriate Assessment to identify measures that avoid, as a first step, and mitigate any adverse effects. ~~However, if these residential developments provide or contribute to appropriate SANG and SAMM measures in accordance with the Thames Basin Heaths Special Protection Area Avoidance Strategy (the strategy), they will not be required to undergo Appropriate Assessment if it is likely that it can be concluded that no adverse effects on the integrity of the SPA will occur as a result of increased recreational pressure.~~

4.3.51 Residential development means development which provides permanent accommodation including:

- units falling within Use Class C3 (dwellinghouses) and houses of multiple occupation (Use Classes C4 and sui generis)
- units of residential accommodation falling within with Use Classes C1 and C2
- traveller accommodation units (Use Class sui generis) and
- student accommodation.

Exclusion zone

4.3.52 It is not considered possible to avoid impacts from increased residential development within the exclusion zone up to 400m (linear) from the SPA due to the risks of fires, fly-tipping, cat predation and other pressures. Therefore, proposals that would result in a net increase in the number of residential units within the exclusion zone will be refused.

4.3.53 Paragraph is intentionally blank

Zone of influence

4.3.54 In the zone of influence, beyond the exclusion zone and up to 5km (linear) from the SPA, a net increase in the number of residential units is likely to lead to increased recreational use of the SPA. Visitor surveys produced by Natural England demonstrate that 70 per cent of visitors to the SPA come from within this distance. In order to avoid this impact, net new residential development must secure or provide Suitable Alternative Natural Greenspace (SANG) and provide funding for Strategic Access Management and Monitoring (SAMM). Proposals for student accommodation, care homes and other types of permanent accommodation not listed in paragraph 4.3.51 may not need to provide avoidance and mitigation measures. This will be assessed on a case by case basis ~~and agreed in consultation with Natural England.~~

Five to seven kilometre zone

4.3.55 80 per cent of SPA visitors come from within seven kilometres of the SPA. Developments of over 50 net new residential units in the five to seven kilometre zone may be required to provide or contribute to an amount of SANG, to be determined on a case by case basis.

New dwellings that do not require planning permission

- 4.3.56 Developments covered by prior approval and permitted development benefit from a blanket planning permission granted by central government and do not need to receive planning permission from the Local Planning Authority. These developments must be compliant with the Habitats Regulations as a matter of law and must adhere to the principles set out in Policy P5. Where avoidance and/or mitigation measures are required, these should be provided in line with the approach set out in this policy and the strategy. The Council will enter into an agreement with anyone undertaking such developments to provide avoidance and mitigation measures where appropriate.

Suitable Alternative Natural Greenspace (SANG)

- 4.3.57 SANGs are natural or semi-natural public open spaces that avoid the impact of new residential development on the SPA by providing land that can be used for recreation as an alternative to visiting the SPA. The amount of SANG land needed to provide avoidance for a new residential development will depend upon the expected number of occupants. SANG must be provided at a minimum of 8 hectares of SANG per 1000 residents of new development. However, a greater provision may be required where local or other circumstances indicate that this minimum amount would not be sufficient.
- 4.3.58 SANGs have a catchment based on their size as follows:
- Up to 12 hectares – two kilometre catchment
 - 12 to 20 hectares – four kilometre catchment
 - 20 hectares or over – five kilometre catchment.

Developments must fall within the catchment of the SANG that is to provide avoidance, except developments of fewer than 10 net new residential units.

- 4.3.59 These standards may be subject to review at a future date. The current accepted standards are set out in the strategy.
- 4.3.60 ~~The Council will consult with Natural England on P~~proposals for new SANGs ~~must be agreed by Natural England and~~ SANG proposals will be expected to follow Natural England's SANG guidelines. Developers may propose bespoke SANGs that provide avoidance for their own developments, either within the development site or off-site in an appropriate location. The size requirements for new SANGs set out in the SANG guidelines often mean that SANGs cannot be delivered on smaller sites. The Council therefore provides strategic SANGs which developers of smaller sites can pay a tariff to use.
- 4.3.61 Large developments may be required to provide bespoke SANGs based on factors including their scale and potential impact on the SPA, their ability to do so, and the availability of strategic SANG. This will be judged on a case-by-case basis. Bespoke SANGs may be required to include a combination of benefits, including biodiversity enhancement, green infrastructure and, potentially, new recreational facilities in line with the Council's adopted green infrastructure policies.

Strategic Access Management and Monitoring (SAMM)

- 4.3.62 SAMM refers to measures undertaken on the SPA to reduce the impact of visitors and monitoring of both visitors and bird populations. Access management measures are provided strategically across the whole SPA to ensure that adverse impacts are avoided and that SANGs function effectively. These are funded through developer contributions and delivered by landowners and other stakeholders. Natural England acts as host to the SAMM project.

Reasoned justification

- 4.3.63 The SPA makes an important contribution to Guildford borough's landscape character, provides highly valued habitats, and receives strong protection under UK and European law. The Council has therefore adopted the precautionary principle where it is assumed that proposals for development will adversely affect the SPA unless otherwise demonstrated.
- 4.3.64 The Thames Basin Heaths Special Protection Area Delivery Framework sets out an approach to identifying which types of development are likely to have an adverse effect on the SPA, and how effective avoidance and mitigation measures should be delivered. Policy P5 reflects this approach. Further detail is provided in the strategy.
- 4.3.64a Local planning policy must be consistent with policy NRM6 of the South East Plan. The approach taken in Policy P5 reflects the approach in Policy NRM6.
- 4.3.65 It is acknowledged that the approach may be subject to review by the Joint Strategic Partnership Board in the future as more evidence becomes available. The Council will review the strategy and Local Plan policies at appropriate intervals.

Key Evidence

- Thames Basin Heaths Special Protection Area Delivery Framework (Thames Basin Heaths Joint Strategic Partnership Board, 2009)
- European Directive 92/43/EEC Conservation of natural habitats and of wild fauna and flora
- European Directive 79/409/EEC Conservation of wild birds
- The Conservation of Habitats and Species Regulations 2010

Monitoring Indicators

Indicator	Target	Data source
Delivery/funding of bespoke avoidance and mitigation measures	All qualifying developments to provide or fund avoidance and mitigation measures	Planning applications and appeals
Number of net new residential developments within 400m of SPA	No net new residential developments within 400m of SPA	Planning applications and appeals

4.4 Economy Policies

Policy E1: Meeting employment and retail needs

Introduction

Employment needs

- 4.4.1 The NPPF states that one of the roles of the planning system is to contribute to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth, innovation and improved productivity. It goes on to say local planning authorities should help create the conditions in which businesses can invest, expand and adapt.
- 4.4.2 Our Corporate Plan (2018-2023) states that our borough's economy continues to perform well, being one of the strongest and most vibrant outside London, but there are signs that competitiveness could be lost to other locations. The importance of a healthy economy is a fundamental factor in shaping our society by improving the quality of life and prosperity of residents. Our priority is to encourage economic growth through knowledge, innovation and creativity. This means helping businesses to improve their productivity without damaging our quality of life or environment. A growing cluster of high-tech industries, at the cutting-edge of innovation, continues to create new employment opportunities. Key business clusters in the borough are digital, health and education.
- 4.4.3 Existing innovation networks such as the high technology clusters that form a key part of our economy will be supported along with the wide range of other businesses in our borough. The Corporate Plan supports the Council in playing an active role in Enterprise M3 Local Enterprise Partnership (LEP), supporting its wider objectives to ensure that our economy remains innovative, well-balanced and socially, environmentally and commercially sustainable.
- 4.4.3a Local enterprise partnerships (LEPs) are voluntary partnerships between local authorities and businesses set up in 2011 to help determine local economic priorities and lead economic growth and job creation within the local area. They carry out some of the functions previously carried out by the regional development agencies which were abolished in 2012. The Enterprise M3 LEP is a public/private partnership set up to support and sustain economic growth at a local level by working with businesses, key delivery partners and central government. They signpost opportunities for business and other partners including funding and bring together people, business, public and not-for-profit sectors together to share insights and data.
- 4.4.4 The borough's economy is strong in areas that the government has announced are high priority growth areas for the UK including health and life sciences, space, digital and creative industries, and professional services. Innovative industries have emerged and clustered, some based at the Surrey Research Park and the University of Surrey and others in the town centre, such as electronic gaming, stem cell research and satellite technology. The borough has benefited from strong cluster growth in high tech innovative businesses including healthcare and bioscience and satellite technology. There are some emerging clusters built around 5G technologies and veterinary science (including the significant recent investment and presence of the Pirbright Institute, world leaders in animal virology) which have considerable potential for inward investment and business start-ups.

- 4.4.5 A significant amount of existing employment floor space in the borough is located on the Strategic Employment Sites identified in the Employment Land Needs Assessment (ELNA) (2017). Elsewhere in the borough a significant contribution is made by employment on much smaller sites. These are located on a mixture of industrial estates, in villages and in our rural areas. The Council is keen to support and, where possible, protect employment on these sites.

Retail needs

- 4.4.5a Guildford town centre is a highly successful destination for shopping, which ranked 11 in the top 500 British retail centres for vitality in 2014 and second among the top five centres in the South East. It scored 29 in the Javelin VenueScore centre 2016 rankings, an improvement from 32 in 2014. The centre has also proven to be one of the most economically resilient in the country in times of economic downturn²¹, primarily due to its largely affluent population and attractive environment.
- 4.4.5b Nevertheless, centres are constantly changing. As nearby similar sized centres such as Kingston upon Thames and Woking improve, so must Guildford town centre. As well as providing for shopping and employment needs, we must also improve the overall experience for visitors. Improvements may include a focus on leisure and other town centre uses that encourage people to visit, reducing the dominance of traffic congestion and surface car parks, and enhancements to the riverside, buildings and public spaces between them.
- 4.4.5c We will work with our partners to deliver the Local Plan, and to progress further opportunities highlighted in the Guildford Town Centre Regeneration Strategy. Partners include Experience Guildford (Guildford's Business Improvement District), major land- owners including the North Street Regeneration site, Surrey County Council as local highway authority, the Environment Agency, and the National Trust as owner of the River Wey.
- 4.4.5d The preference is to locate new retail proposals on town centre sites, to make most effective use of these sites and ensure the town centre's continued economic performance and vitality in line with the NPPF. Policies E7-E9 deal with proposals for new retail and leisure developments and with proposals involving a loss of existing retail (A1) and other A-class uses from primary and secondary shopping frontages and district and local centres. As the most accessible location in the borough, Guildford town centre is the most suitable location for larger, mixed-use developments including retail and housing. Large-scale retail schemes will be located, wherever possible, within the Primary Shopping Area (PSA). The boundary of Guildford town centre, its PSA and ground floor primary and secondary shopping frontages are illustrated on the Policies Map (Appendix F). The shopping frontages are also listed in Appendix B.
- 4.4.5e The borough-wide targets for retail and employment needs are set out in Policy E1 below:

²¹ Second most credit crunch resistant retail centre in the UK (Source: CACI Retail Footprint Study 2010/11)

POLICY E1: Meeting employment and retail needs

- (1) In order to deliver 4,100 additional B class jobs²² to 2034, land has been allocated for a net gain of between 36,100 and 43,700 sq m of floorspace for office and research & development (B1a and B1b) and between 3.7 and 4.1 ha land for industrial (B1c, B2 and B8) uses. This will provide a range and choice of employment premises over the plan period and accommodate the predicted future growth in jobs required for the borough's economy to develop and strengthen.

	Lower range	Upper range
Office and Research & Development floorspace (B1a and B1b)	36,100 sq m	43,700 sq m
Industrial land (B1c, B2 and B8)	3.7 ha	4.1 ha

Source: Guildford Employment Land Needs Assessment (2017)

- (1a) To meet the borough-wide need for retail and leisure uses, land has been allocated for an approximate net gain of floorspace as indicated in the table below:

	<u>Net capacity to 2030 (sq m)</u>	<u>Assumed gross capacity (sq m)</u>
<u>Comparison goods retail (A1) uses</u>	<u>28,202</u>	<u>40,289</u>
<u>Convenience goods retail (A1) uses²³</u>	<u>1,869 – 3,523</u>	<u>2,670 – 5,033</u>
<u>Food and beverage (A3/A4/A5) uses</u>	<u>4,230 – 5,641</u>	<u>6,043 - 8,058</u>

Source: Guildford Retail and Leisure Study Addendum (2017)

- (2) Paragraph moved to E2
 (3) Paragraph moved to E2
 (4) Paragraph moved to E3
 (5) Paragraph moved to E3
 (6) Paragraph moved to E3
 (7) Paragraph moved to E3
 (8) Paragraph moved to E3
 (9) Paragraph moved to E3
 (10) Paragraph moved to E3
 (11) Paragraph moved to E3

²² See glossary for definition of B class jobs

²³ Note that convenience retail need arising from development on the mixed-use strategic sites allocated in the Plan (A25, A26 and A35) is additional to the identified overall borough-wide need and is shown separately in the Retail and Leisure Study Update 2014 (see Para. 7.71, Table 7.5).

Definitions

4.4.6 Paragraph moved to 4.4.29

4.4.7 Paragraph moved to 4.4.29a

Reasoned justification

4.4.8 The ELNA assessed the future requirements for B-use class employment land over the plan period. Employment land requirements were derived from a mean average of three employment forecasts. The ELNA identifies a residual requirement for employment land, as set out above. The Monitoring Report, which is produced annually, will keep track of the delivery against this target. A three-yearly review of the ELNA will enable any unforeseen changes in the local economy to be monitored so that the use of policies can be reviewed where necessary to reflect changing circumstances.

4.4.9 Paragraph moved to 4.4.25a

4.4.10 As set out above, the new Local Plan seeks to protect existing major employment sites and protect its locally strategic employment sites to comply with the NPPF. Loss of these sites to alternative uses runs the risk of constraining employment growth and limiting economic diversification.

4.4.11 Paragraph intentionally blank

4.4.11a Paragraph moved to 4.4.32a

4.4.11b The Guildford Retail and Leisure Study Addendum (2017) provides the latest figures for the need (capacity) for retail and leisure floorspace for the borough as a whole, and for Guildford town centre, up to and beyond 2034, the end date of the Local Plan. The study used 2014-based ONS Sub National Population Projections and data on expenditure and retail sales growth based on national data and a household survey. The market shares that informed the previous 2014 Retail and Leisure Study Update were adjusted in the 2017 study to take account of new store openings and committed new retail schemes. The figures also take into account changes in special forms of trading (SFT), such as increased proportion of expenditure on internet sales.

4.4.11c The anticipated proportion of retail sales via the internet is increasing nationally, and mobile phone retailing is growing. It is becoming increasingly clear that the successful large 'bricks and mortar' retailers are increasingly becoming multi-channel retailers (selling both in store and online), which is both changing, and being influenced by, people's shopping habits. To ensure the continued success of the town centre's economy in future, it will be necessary to monitor the impact of these trends and to take account of market signals and up-to-date local evidence on retail needs.

4.4.11d The retail and leisure study acknowledges the volatility of retail markets and the difficulty of long-term capacity forecasting due to the impact of economic, demographic and market trends on longer-term assumptions and forecasts. The Plan therefore seeks to meet the borough's retail needs to 2030, rather than to the end of the Local Plan period, though still takes account of forecast growth over the longer term. For the same reason, the Plan's North Street allocation wording has been made flexible to allow for variation in the retail floorspace requirement to take account of changes to retail need highlighted in future updates of the study.

4.4.11e The headline figures for comparison retail need (gross floorspace), assuming Guildford town centre retains a constant market share, are 1,614 sq m to 2020; 15,664 sq m to 2025; 40,289 sq m to 2030 and 46,664 sq m to 2034. These figures are cumulative. The vast majority of the comparison floorspace will be provided in one development, on the site fronting North Street (site allocation A6). This site presents a rare opportunity to provide a significant amount of new

retail, food and drink, and leisure floorspace all on one centrally-located and well-linked site, alongside new flats and improvements to the environment and appearance of this area.

Delivery strategy

- 4.4.12 The Council will work with our partners including the Enterprise M3 LEP and local business organisations to support sustainable economic growth in the borough.

Key Evidence

- Employment Land Needs Assessment (Guildford Borough Council, 2017)
- Guildford Borough Economic Strategy 2013 – 2031 (Guildford Borough Council, 2013)
- The Enterprise M3 Strategic Economic Plan - 2014-2020 (Enterprise M3, 2014)
- The Enterprise M3 Delivery Plan - 2014-2020 (Enterprise M3, 2014)
- Retail and Leisure Study Update 2014 (Guildford Borough Council, 2015) and Addendum 2017
- The Guildford Town Centre Regeneration Strategy (Guildford Borough Council, 2017)
- Guildford Borough Corporate Plan 2018 – 2023 (Guildford Borough Council, 2018)

Monitoring Indicators

Indicator	Target	Data source
Net change in permitted and completed B1 (a, b, c), B2 and B8 floorspace (sq m) in the borough	Net increase of 36,100 - 43,700 sq m B1a and B1b use class floorspace to 2034 Net increase of 3.7-4.1ha Industrial land (B1c, B2 and B8) to 2034	Planning applications and appeals and building completions data
Amount of employment floor space (sq m) lost to non-B class uses	N/A	Planning applications and appeals and building completions data
Number of employee jobs (total and by industry) in the borough	4,100 additional B class jobs to 2034	Published data e.g. ONS Business Register Employment Survey (BRES)
Amount of retail floorspace (A1) permitted and completed within the town centre	Approximately 41,000 sq m (gross), or a figure consistent with subsequent updates to the Guildford Retail and Leisure studies	Planning applications and appeals and building control data
Amount of food and beverage floorspace (A3, A4) permitted and completed within the town centre	6,000 sq m (gross), or a figure consistent with subsequent updates to the Guildford Retail and Leisure studies	Planning applications and appeals and building control data

Policy E2: Location for new employment floorspace

Introduction

- 4.4.14 The NPPF states planning policies should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. Guildford town centre is the preferred location for new office and research & development floorspace due to its size and transport links. There is currently a limited supply of sites in the town centre for new employment floorspace but this may change over the plan period and remains the most sequentially preferable location. Industrial, warehousing and storage uses are generally less compatible with residential development and due to the larger vehicles needed are often best located with good access to the road network.

Policy E2: Location for new employment floorspace

- (0a) The Plan aims to ensure sustainable employment development patterns, promote smart growth (see glossary) and business competitiveness, and allow flexibility to cater for the changing needs of the economy.
- (0b) The following will be supported:
- (a) the retention, creation and development of small local business by encouraging a range of types and sizes of new premises including incubator units, managed workspace and serviced office accommodation
 - (b) the provision of essential ancillary employment facilities close to places of employment
 - (c) rural economic development opportunities
 - (d) proposals which come forward to redevelop outmoded employment floor space and cater for modern business needs.

Office and Research & Development:

- (1) Proposals for new office and research & development (B1a and B1b) floorspace will be directed sequentially to: Guildford town centre and Office and Research & Development Strategic Employment Sites²⁴. Only if sites cannot be found in these locations should edge of centre sites and locations within 500m of a public transport interchange be considered.
- ~~(a) Guildford town centre, then~~
 - ~~(b) locations within 500m of a public transport interchange, then~~
 - ~~(c) Offices and Research & Development Strategic Employment Sites¹ unless:~~
 - ~~(i) the proposed floorspace is limited in scale (less than 200 sq m or 25% of the existing office/R&D floorspace whichever is the lower) and/or~~
 - ~~(ii) ancillary to the primary use of the site.~~
- (2) The sequential approach does not apply to proposed floorspace included in the site allocations in the Local Plan.
- ~~(4)(3)~~ The expansion of existing offices in locations outside the town centre, and Strategic Employment Sites and Locally Significant Employment Sites should be limited to 25% or less of the existing office and R&D floorspace, and any

²⁴ Defined in Policy E1

~~development not limited in scale is to be directed to sequentially preferable locations.~~

~~(3)(4) If the expansion of existing offices in locations outside the town centre and Strategic Employment Sites exceeds Where net additional floorspace exceeding 200 sq m or 25% of the existing office and R&D floorspace of the planning application site boundary on a site-by-site basis is proposed (whichever is the lower) in the redevelopment or extension of a building in locations other than those set out above, it will need to be demonstrated that ~~there are:~~~~

- ~~(a) there are operational needs of business for on-site expansion, no sites available in the locations set out above~~
- ~~(b) there are no suitable sites available in the town centre and the Strategic Employment Sites there is a demonstrated need, and~~
- ~~(c) the site is accessible, or can will be made accessible, by sustainable modes of transport.~~

Industrial, warehousing and storage:

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

All B class development:

- (6) Proposals for the provision for small business units (less than 50 sq m), suitable for start-ups and SME will be encouraged.
- (7) Proposals, particularly those of over 5,000 sq m, will be encouraged to provide childcare facilities on or close to the site.

Definitions

4.4.15 In this plan we define a transport interchange as rail stations and bus stations within the urban areas or in close proximity to the district centres and Strategic Employment Sites. Interchanges include:

- Guildford Rail Station
- Guildford Bus Station
- London Road (Guildford) Rail Station
- Ash Rail Station
- Ash Vale Rail Station
- North Camp Rail Station
- Horsley Rail Station (East Horsley).

4.4.16 When developed, the two new rail stations, Guildford East (Merrow) and Guildford West (Park Barn), will each be treated as a transport interchange.

- 4.4.17 For the purposes of the sequential assessment the train stations at Clandon, Chilworth, Gomshall, Shalford, Effingham Junction and Wanborough will not be considered to be transport interchanges because of their locations within the Green Belt, AONB or the nature, character and size of the surrounding village or centre. We do not consider that it is sequentially preferable, sustainable or appropriate to direct office development over 100 sq m to these locations.
- 4.4.18 The bus station in Guildford town centre is defined as a public transport interchange. When it is replaced by a suitable alternative arrangement to be located either partly or wholly on or off site this will be defined as a public transport interchange.
- 4.4.19 All transport interchanges are shown on the Policies Map and the 500m catchment-around the interchange is shown on the maps included in Appendix A1.
- 4.4.20 Transport interchanges do not include stand-alone bus stops or park and ride locations
- 4.4.21 The Strategic Employment Sites are defined in policy E3 and are shown on the Policies Map.

4.4.21a To avoid doubt the 25% applies to the existing floorspace that is within the red line of the planning application. This could comprise an individual building or a number of commercial units.

Reasoned justification

- 4.4.22 One of the greatest concentrations of offices in the Borough is in the Guildford Town Centre Employment Core, however there has been a significant loss of B1a use class floorspace in recent years through permitted development and prior approval. The projected growth in employment over the plan period means there is a need to accommodate between 36,100 and 43,700 sq m of office and research & development floorspace in the borough (see policy E1). The ELNA 2017 concluded there was not enough capacity to accommodate all of the growth in the existing town centre and on the existing Strategic Employment Sites. Existing permissions and sites under construction have been taken into account along with sites that are likely to be granted permission for residential development over the plan period.
- 4.4.23 The need to renew and refurbish employment floorspace, especially office space, is imperative to ensure the supply of premises is suitable for modern business needs and the borough is able to retain existing occupiers and compete effectively for new occupiers looking to locate in the area. There is currently need for grade A and good quality grade B premises. This will be particularly encouraged in the most sustainable locations in terms of public transport accessibility.
- 4.4.23a Development involving waste management facilities may be appropriate and will be directed to the Industrial Strategic Employment Sites. The Surrey Waste Plan 2008 policy CW5: Location of Waste Facilities gives priority to industrial/ employment sites, particularly those in urban areas, and to any other suitable urban sites and then to sites close to urban areas and to sites easily accessible by the strategic road network. Some waste management activities fall within the industrial classes in the Use Classes Order and can be considered to be a B1c, B2 or B8 use. This is particularly the case given the increased move towards enclosing waste management activities in purpose-designed buildings. However, some do not fall within specific use classes and are therefore sui generis use.

Key Evidence

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

Monitoring Indicators

Indicator	Target	Data source
Percentage of permitted and completed class B1a and B1b floorspace that is located: <ul style="list-style-type: none"> • in Guildford town centre • within 500m of a public transport interchange • on the Strategic Employment Sites 	95%	Planning applications and appeals and building completions data
Percentage of permitted and completed class B1c, B2 and B8 floorspace that is located on the Industrial Strategic Employment Sites	95% of permitted and completed class B1c, B2 and B8 floorspace on the Industrial Strategic Employment Sites, and sites where these use classes are included in site allocations within the Local Plan	Planning applications and appeals and building completions data
Percentage of B class development proposals incorporating units of less than 50 sq m	50%	Planning applications and appeals and building completions data
Percentage of B class development proposals over 5,000 sq m incorporating childcare facilities on or close to the site	50% of developments over 5,000 sq m	Planning applications and appeals and building completions data

Policy E3: Maintaining employment capacity and improving employment floorspace

Introduction

- 4.4.24 In 2013, permitted development rights were introduced which enabled offices (B1a) to be converted to residential (C3) use without the need for planning permission. Applicants only had to apply to the Council for prior approval in relation to flooding, highways, transport and contamination impacts. The Government originally proposed that these rights would expire after three years but they became permanent in April 2016. A new three-year temporary permitted development right for the change of use from light industrial (B1c) to residential came into force²⁵ at the same time.
- 4.4.25 As a result of these permitted development rights, a significant amount of office floorspace has been lost, particularly in Guildford town centre. This is in addition to employment floorspace lost over the years because of the higher land values of residential use. As a result of these losses, and also the projected need for employment floorspace over the plan period, the policy seeks to protect floorspace to sustain employment capacity and to accommodate existing and future need.
- 4.4.25a Sufficient land has not been identified within the urban area to meet the employment land requirements so it has been necessary to allocate new employment sites. There needs to be a degree of choice and flexibility of floor space to ensure that the local property market can operate efficiently and allow businesses in the borough to grow. If enough suitable land, choice and flexibility are not provided, the Local Plan may not meet the needs of the borough's businesses. In time, this could lead to existing businesses moving out of the borough and new and small businesses not being able to establish themselves or invest in the borough. The retention of existing and the creation of new incubator and move-on units is key to supporting new businesses in the borough and helping existing small businesses to thrive. A priority in our economic strategy is to increase the amount of incubator and start-up space for new and emerging SMEs.

Policy E3: Maintaining employment capacity and improving employment floorspace

B Class Uses

Strategic Employment Sites

- 0(a) The designated Strategic Employment Sites together make up the borough's current core supply of employment land.
- 0(b) The Office (B1a) and Research & Development (B1b) Strategic Employment Sites are:
- ~~(a) Guildford Town Centre employment core~~
 - (b) Surrey Research Park (extended)
 - (c) Guildford Business Park
 - (d) 1000, 2000 and 3000 Cathedral Hill

²⁵ Applies to planning applications received on or after 1 October 2017, for change of use from a maximum B1c floorspace of 500 sq m, and for which prior approval is granted before 1 October 2020. Development must be completed within 3 years of the prior approval date.

- (e) London Square, Cross Lane
- (f) 57 and Liongate Ladymead
- (g) The Guildway, Portsmouth Road
- (h) The Pirbright Institute
- (i) Send Business Centre/Tannery Studios Tannery Lane, Send

0(c) When developed, the new employment site at the north side of Gosden Hill Farm (site allocation A25) will be treated as an Office and Research & Development Strategic Employment Site.

0(d) The Industrial (B1c, B2 and B8) Strategic Employment Sites are:

- (a) Slyfield Industrial Estate
- (b) North and south of Lysons Avenue, Ash Vale
- (c) Riverway Industrial Estate, Astolat Business Park and Weyvern Park at Peasmarsh
- (d) Cathedral Hill Industrial Estate
- (e) Guildford Industrial Estate, Deacon Field
- (f) Woodbridge Meadows
- (g) Middleton Road Industrial Estate
- (h) Merrow Lane (incl Perram Works, Bridge Park, Merrow Business Centre, SCC depot)
- (i) Quadrum Park, Peasmarsh
- (j) Woodbridge Park, Woodbridge Road
- (k) Henley Business Park, Normandy

0(e) When developed, the new employment land at Burnt Common, together with the existing employment floorspace, will be treated as an Industrial Strategic Employment Site.

Locally Significant Employment Sites

0(f) The Locally Significant Employment Sites include all sites which meet the definition set out below and include:

- (l) 31 Chertsey Street and 1-7 Stoke Road, Guildford
- (m) Andrew House, College Road, College House (89 and 91), Stoke House, Leapale House and Bell Court, Guildford
- (n) 65 Woodbridge Road, Guildford
- (o) Broadford Business Park, Shalford
- (p) The Pines Trading Estate, Broad Street
- (q) (Intentionally blank)
- (r) Grange Court, Tongham
- (s) The Courtyard, Wisley
- (t) Abbey Business Park, Eashing
- (u) Home Farm, Loseley Park

0(g) When developed, the new industrial employment land on the west side of the former Wisley Airfield, will be treated as a Locally Significant Employment Site.

0(h) The Strategic Employment Sites and the Locally Significant Employment Sites are shown on the borough Policies Map.

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

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

least:

- a) two years for a Strategic Employment Site; or
- b) 18 months for a Locally Significant Employment Site, prior to submission of a planning application.

~~(3)(4) On Strategic and Locally Significant Employment Sites, Once the period of the~~ comprehensive and active marketing ~~should also include consideration of is complete, another alternative~~ suitable B class employment use ~~should be considered, followed by any and~~ other employment generating use, before change of use to residential or other use with no on-going employment use will be permitted.

~~(4)(3) Outside of~~ the designated employment sites, employment floorspace will be protected in line with the latest needs assessment and the loss will be resisted unless the site is allocated for an alternative use within the Local Plan. Redevelopment or change of use to ~~a non-employment use will only be acceptable~~ housing use will be acceptable if evidence is provided of active and comprehensive marketing of the site for its current use for a continuous period of at least 12 months prior to submission of a planning application. ~~If the site is allocated for an alternative use within the Local Plan, the marketing period will not be required.~~

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

~~(6) Redevelopment or change of use to a non-employment use will only be acceptable where the land or premises are unsuitably located in terms of its impact on the environment, levels of traffic movement, its accessibility to public transport and its link with the infrastructure, and its impact on the amenity of the area or adjoining occupiers.~~

~~(7) The provision of ancillary uses on a Strategic or Locally Significant Employment Site that complement and positively enhance the functioning of the employment area will be supported.~~

Definitions

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

4.4.26a Evidence of active and comprehensive marketing is defined in Appendix A2.

(4.4.27 Paragraph intentionally blank)

(4.4.28 Paragraph intentionally blank)

4.4.29 The Strategic Employment Sites and Locally Significant Employment Sites were identified in the ELNA. The sites are all larger than 1.5 ha and all have at least 7,000 sq m of employment floorspace, most have more than 10,000 sq m of floorspace. Together the sites make up more than 170 ha of employment land and more than 500,000 sq m of employment floorspace.

4.4.29a The identified Locally Significant Employment Sites listed in the above policy are shown on the Policies Map however the list is not exhaustive. All sites which meet the definition will be classified as Locally Significant Employment Sites. The sites were identified from the non-strategic sites in the ELNA and local knowledge. They are single buildings of approximately 3,000 sq m or greater, clusters of two or more buildings in the urban area or rural clusters, which are important to retain to support the rural economy.

- 4.4.30 The policy applies to all employment sites including small business units which are important for start-ups and SME (Small and Medium Enterprises).
- 4.4.30a The policy applies to all premises and land which is in B1a, B1b, B1c, B2 and B8 use class whether the premises or land is currently occupied or vacant.

Reasoned justification

- 4.4.31 Policy E3 seeks to sustain and enhance employment in the borough through the protection of sites as set out in the policy. It aims to protect employment floorspace to ensure there is sufficient supply to accommodate existing and future need. Loss of these sites to alternative uses runs the risk of constraining employment growth and limiting economic diversification. As set out in the policy a more flexible approach will be applied to the change of use in locations outside town centres and key existing employment locations, however as a significant number of sites are being lost through permitted development, the policy seeks to ensure existing and future need is accommodated.

4.4.31a The provision of ancillary uses as referred to in Policy E3(7) within employment areas can serve to enhance the function and attraction of these sites to businesses and their employees and reduce the need for staff to travel to alternative facilities away from the workplace. Such uses may be provided on site either as new buildings, by means of expansion of an existing B1, B2 or B8 use or as redevelopment of part of an existing B1, B2 or B8 use. Examples of ancillary uses considered appropriate on a Strategic or Locally Significant Employment site that would be supported include small local shops, gymnasias, creches and canteens.

- 4.4.32 There is no specific national guidance on an appropriate period for marketing with regard to offices, research and development or industrial sites but in order to retain sites and to meet projected needs, the criteria set out above should be met. A requirement for evidence of two years active marketing is appropriate on the Strategic Employment Sites. This provides sufficient time to test the market and to allow for changes in market conditions. A sliding scale is considered to be appropriate for sites of lesser importance to the borough's overall employment land supply.
- 4.4.32a Three of the Strategic Employment Sites (The Pirbright Institute, Lysons Avenue, Ash Vale and Henley Business Park, Normandy) have been identified as having land which falls within 400m of the SPA. Two of the Public Transport Interchanges (Ash and Ash Vale stations) have been identified as having land which falls within 400m of the SPA. Development on these sites which falls within the 400m exclusion zone (as defined in Policy P5) will require a project-level HRA.

Key Evidence

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

Monitoring Indicators

Indicator	Target	Data source
Net change in permitted and completed B1 (a, b, c), B2 and B8 floor space (sq m) in the borough, Strategic Employment Sites and Locally Significant Employment Sites	Net increase of 36,100 - 43,700 sq m B1a and B1b use class floorspace to 2034 in the borough Net increase of Industrial land (B1c, B2 and B8) of 3.7 – 4.1ha to 2034 in the borough	Planning applications and appeals and building completions data
Amount of employment floor space (sq m) lost to non-B class uses in the borough, Strategic Employment Sites and Locally Significant Employment Sites	No employment floorspace lost on the Strategic Employment Sites and Locally Significant Employment Sites	Planning applications and appeals and building completions data
Number of employee jobs (total and by industry) in the borough	4,100 additional B class to 2034	Published data e.g. ONS Business Register Employment Survey (BRES)

Policy E4: Surrey Research Park

Introduction

- 4.4.34 The NPPF states that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. It goes on to say that the approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. Paragraph 82 requires the Council to “make provision for clusters or networks of knowledge and data-driven, creative or high technology industries”.
- 4.4.35 The Surrey Research Park is one of the borough’s largest employment areas. It provides a mix of B1 (a and b) office space and research and development floorspace. It is located to the west of Guildford town centre, on the edge of the existing urban area. The Research Park is a centre of excellence in technology, science, health and engineering. It was founded in 1984 and has been owned from the outset by The University of Surrey. The 28-hectare site is a low density, development which is part of the University campus and provides a high quality, working environment. The Park is home to over 140 companies engaged in a broad spectrum of research, development and design activities. The Research Park includes The Surrey Technology Centre, which provides space for small technology (research, development and design) start-up companies. Units range in size from 15 – 80 sq m.
- 4.4.36 The Research Park currently has around 65,000 sq m of floorspace and only a few undeveloped sites currently remain. The last two plots are at Faraday Court and George Stephenson Place. Faraday Court has planning permission for 5,875 sq m of new floorspace for a pathology laboratory but that is now unlikely to go ahead and the site is currently being marketed for three smaller units with a total of 2,828 sq m floorspace. George Stephenson Place is currently being marketed for just under 1,900 sq m. In addition, Surrey Satellite Technology Limited (SSTL) has an outstanding permission for 2,100 sq m of additional floorspace.
- 4.4.37 The original outline planning permission for the Research Park included a restriction limiting use to “research, development and design activities, in any science, including social science, that is complementary to the activities of the University of Surrey”. This has ensured the site has remained focused on knowledge based industry over the last thirty years.
- 4.4.38 The main strength of the Surrey Research Park is the specialist research and development offer, set in an attractive location with good access to a well-qualified work force. The Park is close to the A3 and within walking distance of the Holiday Inn and Surrey Sports Park. There are research opportunities with the University of Surrey. It provides a unique facility in the wider South East. The Employment Land Needs Assessment (ELNA) recognises the specialist offer and recommends that the site is allocated as a Strategic Employment Site.
- 4.4.39 The 2013 UK Science Park Association (UKSPA) review of The Surrey Research Park revealed that the Park contributes between an estimated annual contribution to the regional economy of between £450m and £625 million¹. In addition, the companies on the Park have been responsible for a substantial increase in employment in knowledge-based sectors of the economy in Guildford and Surrey as a whole. The Surrey Research Park has maintained its focus on knowledge transfer, and is considered to be an important part of the University of Surrey’s infrastructure, providing an entrepreneurial environment and facilities to support the commercial application of the University’s research.
- 4.4.40 The Blackwell Farm site (policy A26) will include an extension to the Research Park of over 10 ha as part of the mixed-use development of the site.

POLICY E4: Surrey Research Park

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

Reasoned justification

- 4.4.41 One of the key successes of the Surrey Research Park has been to maintain its focus on knowledge transfer and facilities to support the commercial application of the University's research. The Research Park should retain its focus on research, development and design activities and providing valuable knowledge-based employment. As part of the mixed-use Blackwell Farm development, which has a total capacity of 1,800 homes (1,500 in the plan period) an extension to the Research Park of over 10 hectares will be delivered. This will provide a total capacity of around 35,000 sq m of additional floorspace, of which 30,000 sq m is expected to be delivered in the plan period. The University will be supported in continuing the success of the Research Park on the expanded site and the contribution it makes to the regional economy.
- 4.4.42 As part of the Park's role encouraging enterprise from the University, a range of sizes of units will assist start-up businesses and those needing larger premises as they grow.

Key Evidence

- Employment Land Needs Assessment (Guildford Borough Council, 2017)

Monitoring Indicators

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

Policy E5: Rural economy

Introduction

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

Policy E5: Rural economy

- (1) In order to support economic growth in rural areas, which will create jobs and prosperity, a positive approach to sustainable new development will be taken in Guildford borough. To promote a strong rural economy:
 - (a) the sustainable growth and expansion of all types of business and enterprise in rural areas will be supported, through conversion of existing buildings and provision of well-designed new buildings of appropriate scale, provided they are in accordance with green belt policy and other policies in the plan
 - (b) the development and diversification of agricultural and other land-based rural businesses will be supported, and
 - (c) the retention and development of **accessible** local services and community facilities in **our**the inset and identified villages, such as local shops, meeting places, sports venues, **open space**, cultural buildings, public houses and places of worship, which respect the character of the countryside, will be supported.
- (2) The Council will work with our partners at Surrey County Council and the Enterprise M3 LEP to support and improve the provision of internet services where needed in rural areas and enhance digital inclusion in such areas. This will help to retain and promote services and types of business, including traditional agriculture, and help to create more sustainable villages. The Council will also work with partners to support the provision of small-scale business incubation centres in rural areas.
- (3) Agricultural land will be protected as set out in national policy and the economic and other benefits of the best and most versatile agricultural land will be taken into account.
- (4) To support the rural economy, national policy is more flexible, allowing small-scale development for main town centre uses (see glossary) without applying the sequential approach. The sequential approach will not be applied to applications for small scale rural offices or other small scale rural development.
- (5) Proposals that would result in the loss of shops and services that provide for everyday needs (within Use Class A1) located in rural areas but outside of Local and District Centres, will only be acceptable if evidence is provided of active and comprehensive marketing of the site for its current use for a minimum of 12 **months** prior to submission of a planning application.

Definition

- 4.4.48 In Guildford borough small-scale developments means those of less than 100 sq m (gross).
- 4.4.48a Evidence of active and comprehensive marketing is defined in Appendix A2.

Reasoned justification

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

- 4.4.50 In view of the changing circumstances facing agriculture it is important that farmers are able to diversify their activities to supplement their incomes. However, this needs to be managed in a sustainable way that preserves or enhances the character of the surrounding countryside. Diversification can support the viability of agricultural holdings and will be supported where it contributes to the retention of agriculture as part of the rural economy. Schemes should, however, be developed in the context of farm development programmes which meet the business needs of the enterprise, provide for the ongoing management of the land and buildings, are sustainable and are consistent with safeguarding countryside character. Current diversification in the Surrey Hills includes the High Clandon Estate Vineyard, Albury Organic Vineyard, Silent Pool gin distillery and Tillingbourne brewery.
- 4.4.51 Provision and take-up of reliable and high speed broadband has been a major issue reported by rural businesses in certain parts of the borough. Slow broadband and inadequate and slow mobile phone coverage are constraints to economic development. Extending the reach of fibre broadband is key for the viability of rural businesses and will also benefit rural residents. Many businesses are unable to operate competitively without a good internet service. Currently the poorly served areas of the borough includes parts of Effingham, Pirbright, Pilgrims, Tillingborne and Shalford. Extending superfast broadband is one of the priorities set out in the Corporate Strategy.
- 4.4.51a In May 2017 the Council adopted a new Rural Economic Strategy aimed at protecting our natural and built heritage, sustaining our rural communities, and enabling enterprise and diversification in our changing countryside. This Rural Economic Strategy focuses on five policy priorities for the period 2017 to 2022:
- Affordable Housing and Sustainable Communities
 - Infrastructure for Enterprise
 - Landscape Management and Countryside Vision
 - Green Space, Health and Wellbeing for Better Quality of Life
 - Energy Policy, Generation and Supply

The Strategy covers the River Wey catchment and will link Parish Councils, businesses and other local organisations in rural Guildford, for example, Surrey Hills AONB, Surrey Wildlife Trust, University of Surrey, and also the neighbouring boroughs of Waverley and Woking. Key to the strategy is continuous engagement between all these organisations on aspects of policy, planning and delivery. Delivery of the Strategy will be monitored by Guildford Business Forum's Rural Group whose members include environmentalists, farmers, landowners and producers.

- 4.4.51b Support for the rural economy is key for the Council and Enterprise M3 LEP who recognise its significance for attracting business investment to the area. The borough's rural areas are potential areas for business and in the future they may play a significant role in supporting the health of the Guildford economy. The Council will also work with our partners including Enterprise M3 to support the provision of small-scale business incubation centres in rural areas. These provide low cost, flexible office space for start-up businesses and nomad working and may be able to provide faster internet than at residential properties along with the benefits of interacting with other local entrepreneurs.
- 4.4.52 Enterprise M3 LEP has established a Rural Action Group to promote the economic interests of the rural areas which comprise the larger part of the sub-region. The action group brings together public, private and not-for-profit stakeholders to develop and recommend policies and action plans to achieve this and to provide information into the Local Enterprise Partnership Board to support their decision making and policies. The Rural Action Group will promote viable and vibrant sustainable rural communities across the LEP area. The Council will work with this group and other organisations to secure long term growth of the economy and the labour force in the rural areas, whilst also promoting sustainable management of the countryside and protecting landscapes.

Key Evidence

- Employment Land Needs Assessment (Guildford Borough Council, 2017)
- Guildford Borough Economic Strategy 2013 – 2031 (Guildford Borough Council, 2013)
- Guildford Borough Corporate Plan 2018 – 2023 (Guildford Borough Council, 2018)
- Guildford Borough Rural Economic Strategy 2017-2022 (Guildford Borough Council, 2017)
- A Rural Statement for Surrey (Surrey Countryside and Rural Enterprise Forum, 2016)
- Rural Planning Policy Statement (Enterprise M3 LEP Rural Action Group, 2015)

Monitoring Indicators

Indicator	Target	Data source
Number of sq m of B class floorspace permitted and completed in rural wards	Overall net increase of 36,100 - 43,700 sq. m B1a and B1b use class floorspace to 2034 in the whole borough Overall net increase of 3.7 – 4.1 ha industrial land (B1c, B2 and B8) to 2034 in the whole borough	Planning applications and appeals and building completions data
Number of agricultural planning permissions refused	Permit all applications for essential agricultural development	Planning applications and appeals

Policy E6: The leisure and visitor experience

Introduction

- 4.4.53 The leisure and visitor experience in our borough supports people's quality of life, fosters social and cultural wellbeing, and increases the vibrancy of the area. As one of the fastest growing industries in the borough, the sector also makes a significant contribution to Guildford's economy; tourism alone generating over £335 million of income for local businesses and supporting more than 6100 jobs in 2015²⁶. By providing complementary uses that contribute to the daytime, early evening and night-time economy, leisure uses also play a crucial role in maintaining the vitality and viability of our town, district and local centres.
- 4.4.54 The borough offers a varied leisure and visitor experience, encompassing both the tranquility of the countryside along with the vibrancy of Guildford's town centre. The historic built environment also significantly contributes to Guildford's appeal. Many of the borough's entertainment and cultural activities are concentrated within central Guildford; the area offering a mix of shops, restaurants, performance venues, galleries and attractions including the Guildhall, Guildford Castle, Yvonne Arnaud Theatre, G Live, Electric Theatre and Guildford Museum. Other attractions in the borough include the River Wey and Dapdune Wharf Visitors Centre, Guildford Cathedral, Watts Gallery, The Hogs Back Brewery, Ash Museum, the Basingstoke Canal and the Blackwater Valley. We also have a range of sports facilities located across the borough including the Spectrum Leisure Complex, Ash Manor Sports Centre and the Surrey Sports Park that help to promote and facilitate active lifestyles amongst our population.
- 4.4.55 The rural parts of the borough also offer considerable recreational and tourism opportunities. Attractions include the Royal Horticultural Society Garden at Wisley, impressive historic properties such as Loseley Park and the National Trust properties of Clandon Park and Hatchlands Park, and the Chilworth Powder Mills. Our natural landscapes also play a significant role in attracting visitors to the borough and improving the quality of life of Guildford's residents. Many additional visits arise from the pursuit of outdoor sports and activities in the countryside, notably rambling, horse riding and cycling, for which there is an extensive system of footpaths, bridleways and cycle routes.
- 4.4.56 Despite the borough's unique attributes, there remains scope for improvement in the scale and quality of our leisure offer (particularly in Guildford town centre)²⁷. The Local Plan aspires to improve and diversify the leisure and visitor experience in the borough. Stimulating vibrant town and district centres, encouraging the provision of additional visitor and business accommodation in appropriate locations, protecting our special natural landscapes and preserving our historic built environment will be important to achieving this.

²⁶ The Economic Impact of Tourism Guildford 2015

²⁷ Guildford Retail and Leisure Study Update 2014 and 2017 Addendum

POLICY E6: The leisure and visitor experience

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

Definitions

4.4.56a Evidence of active and comprehensive marketing is defined in Appendix A2.

Reasoned justification

4.4.57 Policy E6 aligns with the aims of the Council's Visitor Strategy (2014-2020) to actively promote and sustainably develop Guildford's visitor economy. We consider that the leisure and visitor experience in our borough has the potential to contribute significantly to Guildford's future economic growth.

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

Key Evidence

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

Monitoring Indicators

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

Retail and Service Centres

Introduction

- 4.4.64 Our hierarchy of retail and service centres of differing scale and functions serve as a central focus for our communities. They provide places to buy everyday necessary goods and services such as post offices, launderettes and takeaways, and places such as pubs and restaurants where people can meet up and socialise.
- 4.4.65 The hierarchy of centres in the borough is shown in Appendix B, and consists of a single town centre in Guildford town, one urban and two rural district centres, and 21 local centres across our towns and villages. The role and function of each centre relates to its position in the hierarchy and its size and mix of uses. Policies E7 Guildford Town Centre, E8 District Centres and E9 Local Centres are set out below.
- 4.4.66 Guildford's retail and service centres are the heart of our communities. They serve as a focus for community life, with Guildford serving a wide catchment that extends beyond the county. Within the borough, we have a range of centres of different scales, which serve different functions.

Policy E7: Retail and leisure uses in Guildford Town Centre

- 4.4.67 Moved to S3
- 4.4.68 Moved to S3
- 4.4.69 Paragraph intentionally blank
- 4.4.70 Moved to 4.4.5b
- 4.4.71 Improvements needed include the leisure daytime, early evening and night time economy, the built and natural environment in certain areas (including the riverside) and the dominance of traffic congestion and surface car parks. These will help to ensure that by 2034, Guildford town centre is as described in the spatial vision.
- 4.4.72 Guildford town centre, its ground floor primary and secondary shopping frontages and its primary shopping area are shown on the Policies Map. Its shopping frontages are listed in Appendix B.
- 4.4.73 The town centre will be the focus for developments of town centre uses of a scale appropriate to the centre's role and function that generate a large number of journeys. New retail development will be directed to the Primary Shopping Area (PSA). Outside the PSA but within the wider town centre, a variety of town centre uses will be encouraged, including food and drink, leisure, and cultural uses that add to the liveliness, attractiveness, and economic resilience of the centre.
- 4.4.74 Paragraph intentionally blank

POLICY E7: Retail and leisure uses in Guildford Town Centre

~~(1) By 2034, Guildford town centre will have:~~

- ~~(a) a new retail-led, mixed-use development of 41,000 sq m (gross) of additional comparison goods floorspace on the North Street regeneration site within its primary shopping area.~~
- ~~(b) developments of other town centre uses that contribute to the liveliness of the town centre including food and drink, more gyms and cinema screens;~~
- ~~(c) approximately 1,300 new homes, particularly on upper floors as part of mixed use developments.;~~

Proposals for new retail and main town centre leisure uses

~~(1a) In order to strengthen the liveliness and economic resilience of Guildford town centre, new retail and leisure uses located within the centre will be supported. Where no suitable sites are available within the centre, sites on the edge of the centre will be considered.~~

- (2) Retail and leisure proposals over 500 sq m (gross) located outside of Guildford town centre, local or district centres, and where the site is not allocated in this Plan, must be supported by a retail impact assessment.

Proposals for loss of A1 retail and other Class A uses

- (3) Within the Primary Shopping Frontage as defined on the Policies Map proposals for change of use of existing ground floor shops (Class A1) to other uses will not be permitted.
- (4) Within the Secondary Shopping Frontage defined on the Policies Map, planning permission for the change of use of ground floor shops (Class A1) to Class A3, A4 or A5 will be permitted where all the following criteria are met:
- (a) the additional uses result in no more than two permitted ground floor non-retail uses adjacent to each other; and
 - (b) the additional use results in no more than one third of this section of the defined street level frontage (as defined in Appendix B) in permitted non-A1 Use Class; and
 - (c) the use will not result in loss of amenity in terms of noise, disturbance, smell, litter or traffic generation; and
 - (d) the proposed use will not be detrimental to the shopping function or character of the town centre.
- (5) Within the Primary Shopping Area, Eexceptionally the loss of shopping area uses (Class A) at ground floor level will be permitted, subject to the above criteria, where the proposed use is appropriate to a town centre shopping frontage.

~~(6) Proposals for new food takeaways within 500m of schools will not be accepted because of the potential negative impact on the health of school children.~~

Reasoned justification

- 4.4.75 The Plan defines a prime shopping area along the lower High Street where a concentration of the retail multiples are represented. This prime area has the highest proportion of A1 (shop) uses, the highest Zone A rental values, and the highest pedestrian flow levels in the whole town centre. In order to protect its liveliness and economic resilience, changes of use from shops (Use Class A1) to other uses will not be permitted. Town centre uses that are complementary to retail, will be permitted in the surrounding secondary shopping frontage.
- 4.4.76 The cumulative impact of concentrations of restaurants, take-aways, bars and pubs can cause problems for town centre residents. The amenity of residents in the town centre will be protected, both by this policy and other Local Plan policies concerned with protecting residential amenity. As we are encouraging more people to live in the town centre, we must ensure that new food and drink uses do not harm their amenities.
- 4.4.77 As the most sustainable location in the borough, Guildford town centre is the most suitable location for the larger developments of town centre uses, and for housing. We will ensure that large scale developments of town centre uses are located within the town centre, wherever possible as part of mixed-use developments including housing. Large scale retail will be located wherever possible within the primary shopping area.
- 4.4.78 Moved to 4.4.11b
- 4.4.79 Moved to 4.4.11e
- 4.4.80 Moved to 4.4.11c
- 4.4.81 Moved to 4.4.11e
- 4.4.82 Moved to 4.4.11e
- 4.4.83 Moved to footnote 3 under E1
- 4.4.84 Paragraph intentionally blank
- 4.4.85 National planning policy sets out two tests for applications for certain main town centre uses, the sequential use and retail impact testsassessment. In considering proposed developments of any main town centre use on sites outside of designated centres on sites that are not allocated for such uses, the sequential testassessment must be applied. Retail and leisure proposals over 500 sq m on unallocated land outside of designated centres must be accompanied by an retail-impact assessment. This will help to preserve the liveliness of our centres, and to protect them from significant adverse impacts from new retail and leisure developments in less suitable locations.
- 4.4.86 Paragraph intentionally blank
- 4.4.87 Moved to paragraph 4.4.5c

Key Evidence

- The Guildford Town Centre Regeneration Strategy (Guildford Borough Council, 2017)
- Moved to E1
- Guildford Borough Council land use surveys

Monitoring Indicators

Indicator	Target	Data source
Moved to E1	Moved to E1	Moved to E1
Moved to E1	Moved to E1	Moved to E1
Number of ground floor retail (A1) uses lost to other use classes within the Primary Shopping Frontage	N/a	Town centre retail surveys
Number of applications approved in the Secondary Shopping Frontage that would result in more than two permitted ground floor non-retail uses (A1) adjacent to each other or more than one third of the defined street level frontage (as defined in Appendix B) in permitted non-A1 use.	0	Town centre retail surveys and planning applications

Policy E8: District Centres

Introduction

4.4.87a District Centres sit in the middle of the retail hierarchy. Whilst of a lesser significance compared to Guildford town centre, they serve a larger catchment than the local centres due to the variety and quantity of retail units present within them.

POLICY E8: District Centres

- (1) The role of District Centres as the focus for communities in the surrounding areas in providing for everyday shopping and service needs as well as for some more specialist needs will be supported. Proposals for residential use of upper floors add to the liveliness of centres, and will be considered positively.
- (2) The following areas, as shown on the Policies Map, are designated as District Centres. For each, the boundary of the Primary Shopping Area is the same as the boundary of that Centre:
 - (a) Wharf Road, Ash
 - (b) Station Parade, East Horsley
 - (c) Ripley.

Proposals for new retail and main town centre uses

- (3) In order to strengthen the liveliness and economic resilience of the borough's District Centres, retail and other main town centre use development located within the centre and consistent with the scale and function of that centre will be supported. Where no suitable sites are available within the centre, sites on the edge of designated centres will be considered. We will not apply this sequential approach to proposals for town centre uses of less than 100 sq m (gross) in rural areas.
- (4) Retail and leisure proposals over 500 sq m (gross) located outside of a district centre, local centre, or Guildford Town Centre, and where the site is not allocated in the local plan must be supported by a retail impact assessment.

~~(5) Proposals for new hot food takeaways (Use Class A5) within 500m of schools will not be accepted because of the potential negative impact on the health of school children.~~

Proposals for loss of A1 retail and other Class A uses

- (6) Within the District Centres shown on the Policies Map, proposals for change of use of an A1 retail use at ground floor to another A Class use will be permitted where all of the following criteria are met:
 - (a) the proposal results in no more than two non-A1 retail uses adjacent to each other
 - (b) the proposal results in no more than one-third of defined ground floor frontage units in permitted non-A1 retail uses
 - (c) the proposal will not result in loss of amenity in terms of noise, disturbance, smell, litter or traffic generation and
 - (d) the proposal will not prejudice the character and appearance of the district centre and its immediate environment.

- (7) Exceptionally, a proposed change of use of an A1 retail unit at ground floor level to a non-A class use will be permitted, subject to the above criteria, where the proposed use is a suitable ground floor main town centre use and requires a shopfront.
- (8) Proposals for change of use from non-retail Class A uses (A2, A3, A4, and A5) at ground floor level to a suitable ground floor main town centre use will be permitted subject to meeting both of criteria (6)(c) and (d) above.
- (9) Residential (Class C) uses and offices within the B1 Use Class are not considered to be suitable main town centre uses for the ground floor level of a District Centre

Definitions

- 4.4.87b Main town centre uses are defined as retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).
- 4.4.87c Due to the size and distribution of uses within district centres, it is not suitable to define primary and secondary shopping frontages. For each of our District Centres, the Primary Shopping Area (the area where retail development is concentrated) is the boundary of that centre. These are shown on the Policies Map.
- 4.4.87d In Guildford borough small-scale developments means those of less than 100 sq m (gross).
- 4.4.87e District Centres comprise at least 30 non-residential units, including a supermarket and local services such as a bank, and public and community facilities such as a meeting hall, etc.

Reasoned justification

- 4.4.88 Town centre developments of suitable scale should be located in district centres as the most sustainable locations to serve local communities. This helps people to make a single trip to that centre for several purposes. It also provides increased competition between retailers and services and customer choice.
- 4.4.89 The NPPF sets out two tests that must be applied when considering developments of certain main town centre uses that are not in a centre and that are not allocated in this Local Plan. These are the sequential test and the retail impact test. In considering proposed developments of any main town centre use on sites outside of designated centres on sites that are not allocated for such uses, the sequential test must be applied. Retail and leisure proposals over 500 sq m on unallocated land outside of designated centres must be accompanied by an impact assessment. This will help to preserve the liveliness of our centres, and to protect them from significant adverse impacts from new retail and leisure developments in less suitable locations.
- 4.4.90 Paragraph intentionally blank
- 4.4.91 Most ground floor uses in District Centres are within the A Use Class, that is, they are shopping area uses. Other uses typically found in shopping / service centres are outside of the A Use Class, and include health and fitness centres, arts and culture, nail bars, and hotels.

4.4.91a One of the district centres (Wharf Road, Ash) has been identified as having land which falls within 400m of the SPA. Development on this site which falls within the 400m exclusion zone (as defined in Policy P5) will require a project-level HRA.

Key Evidence

- Guildford Borough Council land use surveys

Monitoring Indicators

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

Policy E9: Local Centres and isolated retail units

Introduction

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

POLICY E9: Local Centres and isolated retail units

- (1) The role of Local Centres will be supported as the focus for local communities in providing for their everyday shopping and service needs. Proposals for residential use of upper floors add to the liveliness of centres, and will be considered positively.
- (2) The following areas, as shown on the Policies Map, are designated as Local Centres. For each, the boundary of the Primary Shopping Area is the same as the boundary of that Centre.
- (3) The 14 urban Local Centres are:
 - (a) Aldershot Road, Westborough
 - (b) Collingwood Crescent, Boxgrove
 - (c) Kingpost Parade, London Road, Burpham
 - (d) Epsom Road, Merrow
 - (e) Kingfisher Drive, Merrow
 - (f) Madrid Road, Guildford Park
 - (g) Southway, Park Barn
 - (h) Stoughton Road, Bellfields
 - (i) The Square, Onslow Village
 - (j) Woodbridge Hill, Guildford
 - (k) Woodbridge Road, Guildford
 - (l) Worplesdon Road, Stoughton
 - (m) Ash Vale Parade, Ash
 - (n) The Street, Tongham.
- (4) The seven rural Local Centres are:
 - (a) Bishopsmead Parade, East Horsley
 - (b) Effingham
 - (c) Fairlands
 - (d) Jacobs Well
 - (e) Send
 - (f) Shalford
 - (g) Shere.

4(a) When developed, the new local centres that are planned to be built at the strategic sites of:

- (a) Gosden Hill (site allocation A25);
- (b) Blackwell Farm (site allocation A26); and
- (c) the former Wisley Airfield (site allocation A35)

will be treated as Local Centres within the context of this plan, and their location and boundaries designated in the next Local Plan review.

Proposals for new retail and main town centre uses

- (5) In order to strengthen the liveliness and economic resilience of the borough's Local Centres, proposals for retail and other main town centre uses consistent with the scale and function of that centre will be supported. Where no suitable sites are available within the centre, sites on the edge of designated centres will be considered. We will not apply this sequential approach to small-scale development proposals for main town centre uses in rural areas.
- (6) Retail and leisure development proposals over 500 sq m (gross) which are not located in a local centre, district centre, or Guildford Town Centre, and where the site is not allocated for the proposed use must be supported by a retail impact assessment.

~~(7) Proposals for new hot food takeaways (Use Class A5) within 500m of schools will not be accepted because of the potential negative impact on the health of school children.~~

Proposals for loss of A1 retail and other Class A uses

- (8) Within the Local Centres shown on the Policies Map, proposals for change of use of an A1 retail use at ground floor to another A Class use will be permitted where all of the following criteria are met:
 - (a) the proposal will not result in a concentration of such uses that would be harmful to the local centre's vitality and viability and
 - (b) the proposal will not result in loss of amenity in terms of noise, disturbance, smell, litter or traffic generation and
 - (c) the proposal will not prejudice the character and appearance of the local centre and its immediate environment.
- (9) Exceptionally a proposed change of use of an A1 retail unit at ground floor level to a non-A use will be permitted, subject to criteria (8) (a)-(c), where the proposed use is a suitable ground floor main town centre use and requires a shopfront.
- (10) The loss of either
 - (a) a shop or service unit (within Use Class A1) within a Local Centre that provides for everyday needs, or
 - (b) an isolated Use Class A1 retail unit that provides for everyday needswill only be acceptable if evidence is provided of active and comprehensive marketing of the site for its current use for a minimum of 12 months prior to submission of a planning application.
- (11) Proposals for change of use from non-retail Class A uses (A2, A3, A4, and A5) at ground floor level to a suitable ground floor main town centre use will be permitted subject to meeting both of criteria (8)(b) and (c) above.
- (12) Residential and offices within the B1 Use Class are not considered to be suitable main town centre uses for the ground floor level of a Local Centre.

Definitions

- 4.4.92a Main town centre uses are defined as retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).
- 4.4.92b Due to the size and distribution of uses within local centres, it is not suitable to define primary and secondary shopping frontages. For each of our Local Centres, the Primary Shopping Area (the area where retail development is concentrated) is the boundary of that centre. These are shown on the Policies Map.
- 4.4.92c In Guildford borough small-scale developments means those of less than 100 sq m (gross).
- 4.4.92d Isolated retail unit means all A1 units situated outside of the defined retail centres. This can include more than one retail unit.
- 4.4.92e Shops and service units that provide for everyday needs include post offices, convenience stores, bakers, newsagents, chemists, etc.
- 4.4.92f Evidence of active and comprehensive marketing is defined in Appendix A2.

Reasoned justification

- 4.4.93 Small-scale developments of main town centre uses should be located in Local Centres as the most sustainable locations. This helps people to make a single trip to that centre for several purposes. It also provides increased competition and customer choice.
- 4.4.94 The NPPF sets out two tests that must be applied when considering developments of certain main town centre uses that are not in a centre and that are not allocated in this Local Plan. These are the sequential test and the retail impact test. In considering proposed developments of any main town centre use on sites outside of designated centres on sites that are not allocated for such uses, the sequential test must be applied. Retail and leisure proposals over 500 sq m on unallocated land outside of designated centres must be accompanied by an impact assessment. This will help to preserve the liveliness of our centres, and to protect them from significant adverse impacts from new retail and leisure developments in less suitable locations.
- 4.4.95 Paragraph intentionally blank
- 4.4.96 It is recognised that shopping and leisure patterns are constantly changing, and that Local Centres need to be able to respond to these to stay lively and to provide opportunities for small, often independent businesses that serve local communities. A reasonably flexible approach to ground floor main town centre uses will therefore minimise vacancies within Local Centres.
- 4.4.97 Most ground floor uses in Local Centres are within the “A” Use Class, that is, they are shopping area uses. Other uses typically found in shopping / service centres are outside of the “A Use Class”, and include health and fitness centres, arts and culture, nail bars, and hotels.
- 4.4.97a One of the local centres (Ash Vale Parade, Ash) has been identified as having land which falls within 400m of the SPA. Development on this site which falls within the 400m exclusion zone (as defined in Policy P5) will require a project-level HRA.

Key Evidence

- Guildford Borough Council land use surveys

Monitoring Indicators

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

4.5 Design Policies

Policy D1: Place shaping

Introduction

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

POLICY D1: Place shaping

- ~~(1) All new developments must achieve high quality design and enhance the environment in which they are set.~~
- ~~(2) Residential developments of 25 or more dwellings should:~~
- ~~(a) provide a harmonious, integrated mix of uses, where appropriate, that fosters a sense of community and contributes to inclusive communities that provide the facilities and services needed by them~~
 - ~~(b) provide places for communities to meet and interact, such as play and recreation and other public spaces~~
 - ~~(c) be designed to facilitate and promote walking, providing a high quality environment for pedestrians, and where possible allowing short walking distances to amenities~~
 - ~~(d) create places that are easy to get to and through, foster active lifestyles, are easy to~~

- ~~understand and navigate, and feel safe during the day and night, and~~
~~(e) be designed to facilitate the delivery of high quality communications infrastructure to support sustainable modern living, and~~
~~(f) provide convenient and safe routes through the development and to nearby areas for pedestrians and cyclists.~~

(3) All new developments will be required to achieve high quality design that responds to distinctive local character (including landscape character) of the area in which it is set. Essential elements of place making include creating economically and socially successful new places with a clear identity that promote healthy living; they should be easy to navigate, provide natural security through layout and design with attractive, well enclosed, and overlooked streets, roads and spaces with clear thought given to the interrelationship of land use to external space.

(4) All new development is expected to have regard to and perform positively against the recommendations set out in the latest Building for Life guidance and conform to the nationally described space standards as set out by the Ministry of Housing, Communities and Local Government (MHCLG).

(5) New development shall be of a high quality and inclusive design, as per the Design Guide Supplementary Planning Document (SPD), and all new development will be required to address the following:

Distinct local character

(6) All new development will be designed to reflect the distinct local character of the area and will respond and reinforce locally distinct patterns of development, including landscape setting. Proposals will take account of local design guidance contained within conservation area appraisals, DPD's, neighbourhood plans and SPDs.

(7) Given the size, function and proposed density of the strategic allocations it may not always be desirable to reflect locally distinct patterns of development. These sites must create their own identity to ensure cohesive and vibrant neighbourhoods.

Safe, connected and efficient streets

(8) All new development will be designed to ensure it connects appropriately to existing street patterns and creates safe and accessible spaces. Particular regard shall be given to maximise opportunities for pedestrian and cycle movement and the creation of a high quality public realm.

Network of green spaces and public places

(9) All new development will be designed to maximise the opportunity for and linkages between green spaces and public places, and include high quality landscaping that reflects the local distinctive character.

Crime prevention and security measures

(10) All new development will be designed to reduce opportunities for crime and antisocial behaviour.

Access and inclusion

(11) All new development will be designed to meet the needs of all users, this includes the setting of the building in the wider environment, the location of the building on the plot, the gradient of the plot, transport infrastructure and public realm.

Efficient use of natural resources

(12) All new development will be designed with regard to efficient use of natural resources including passive solar gain to maximise the use of the sun's energy for heating and cooling.

Infrastructure to create smart places

(13) All new development will be designed in a manner that:

- (a) supports technological and digital advances, including the provision of sufficient ducting space for future digital connectivity infrastructure;
- (b) seeks to achieve high quality digital connectivity, enabling Fibre To The Premises (FTTP) where practical;
- (c) enables mobile connectivity within the development;
- (d) provides access to services from a range of providers.

(14) Further innovation and provision for 5G, Wifi and other technologies will be encouraged.

Masterplans for strategic sites

(15) Developers will be required to produce Masterplans for Slyfield Area Regeneration Project (A24), Gosden Hill Farm (A25), Blackwell Farm (A26) and the former Wisley airfield (A35) and these will be subject to assessment by a Design Review Panel. The masterplanning process shall engage with the local community.

(16) In order to ensure future cohesive and vibrant neighbourhoods, they must demonstrate how the development responds to the immediate context as well as:

- (a) Creates functional places
- (b) Supports mixed use tenures
- (c) Includes successful public spaces
- (d) Is adaptive and resilient
- (e) Has a distinctive character
- (f) Is attractive
- (g) Encourages ease of movement
- (h) Creates a sustainable environment in relation to access to services and facilities

(17) Planning applications will be consistent with the Masterplans, which must be kept under review.

Use of Design Review Panel

(18) In addition to the strategic sites, the Council will expect other large schemes to be subject to assessment by a Design Review Panel.

Villages

(19) Proposals for new development within villages will have particular regard to:

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

Ash & Tongham

(20) In order to avoid piecemeal development and to protect and enhance the existing character of Ash & Tongham and Ash Green, proposals within the area will have particular regard to:

- (a) The relationship and connectivity with the existing urban area
- (b) The relationship and connectivity between allocated sites in different ownerships
- (c) The existing character of Ash & Tongham and Ash Green
- (d) The future urban edge and its relationship with the surrounding countryside at the allocated site's boundaries

Definitions

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

Reasoned justification

- 4.5.7 It is important that we set out how we will plan positively to achieve very high quality design for all developments. The NPPF requires the inclusion of a robust policy for design quality and states that permission should be refused for development of poor design that fails to take opportunities available for improving the character and quality of an area and the way it functions. This policy forms the strategic element with more detailed policy to follow as we prepare the Development Management Policies DPD.
- 4.5.8 We want to create places that we can be proud of, that are inclusive and promote community and healthy living. We are keen to encourage a mix of uses, particularly on larger sites, but also on smaller sites. This provides the potential to create places where services and facilities are readily accessible to residents, in particular through walking or cycling. We want to create places that allow access to facilities and support the use of sustainable modes of transport.
- 4.5.8a We will expect development to respond to local character and history, reflecting the identity of its context whilst allowing for innovative and forward thinking design. This should include taking account of the existing grain and street patterns and established building lines, local building vernacular and considering the effects upon views, topography, natural features, skylines, landscape setting and character, and the setting of designated and non-designated heritage assets. The relationship of the built environment to the landscape must be taken into account and the transition from urban to rural character will need to be reflected in the design of new development with the green approaches to settlements respected. Balanced with this is a requirement to develop with flair, imagination and style, reflecting our position as a regional centre and County town. These design considerations will be set out in more detail in the Development Management Policies DPD. This approach is not confined to our urban areas but will be applicable throughout the borough.
- 4.5.8b Historically, development has been focused in the urban areas of Guildford and Ash and Tongham. The Plan identifies a number of strategic sites for development and we will expect masterplans for these sites to be produced as part of the planning process.
- 4.5.8c Development in the villages has been limited due to the Green Belt designation which previously washed over all but one of the villages. Fifteen villages are now inset from the Green Belt meaning that development is no longer, by definition, considered inappropriate. In accordance with national policy, the important character of these inset villages should instead be protected using other development management policies.

- 4.5.8d Regard will be had to various Council documents in assessing the design of new development to ensure that it provides positive benefit in terms of landscape and townscape character, and enhances local distinctiveness. This includes the Residential Design Guide SPD and the Landscape Character Assessment (LCA). The LCA explores how change through built development and land management can be guided to protect, conserve and enhance the landscape character of the borough from the rural countryside to the townscapes in the urban centres.
- 4.5.8e Our Corporate Plan (2018-2023) identifies regenerating and improving Guildford town centre and other urban areas as one of three strategic priorities supporting its “Place Making” theme. Development within Guildford Town Centre will need to have regard to a very particular set of circumstances and this policy should be read in conjunction with Policy S3: Delivery of development and urban regeneration within Guildford Town Centre.
- 4.5.8f Innovation is a fundamental theme of the Council’s Corporate Plan and the creation of smart places infrastructure across Guildford is a priority. In this regard, the Plan identifies the need for potential future technological and digital advances to be taken into account in planning, regeneration and development decisions.
- 4.5.8g The greater part of urban Guildford has good broadband and mobile phone signal connectivity. However, digital connectivity has been identified as a challenge by business, particularly in rural areas. Furthermore, because of the reliance on copper wire connections from street cabinets for many subscribers, download and upload speeds vary greatly.
- 4.5.8h The Council considers it essential that new development is planned and designed to enable appropriate digital infrastructure and to be at the forefront of advances in broadband technology. Doing so will help ensure that Guildford borough remains a highly attractive location for businesses and residents alike and development supports delivery of the Government’s Industrial Strategy.
- 4.5.8i A flexible, but ambitious approach is regarded as appropriate in achieving development that supports innovation and is responsive to the rapid rate of change in relation to digital technology. The provision of FTTP is viewed a desired default technology, however it is recognised that this may not be practical in all cases. Similarly, the Council’s aspiration is that connectivity speeds of at least 1Gbps offered by full, symmetric FTTP could be achieved. FTTP and high quality connectivity will thus be encouraged in relation to new development, and particularly at development of major residential and employment sites.
- 4.5.8j The Council will be working closely with external strategic partners like Superfast Surrey, and Network Rail to optimise fibre network interventions, including enabling the use of “dark” (unlit) fibre and to promote further innovations relating to improving digital connectivity.

Key Evidence

- Landscape Character Assessment (Guildford Borough Council, 2007)
- Building for Life 12: The sign of a good place to live (Design Council, Third Edition 2013)
- By Design, Urban Design in the planning system: towards better practice (DETR, 2000)
- Active by Design: Designing places for healthy lives – A short guide (Design Council, 2014)
- Technical housing standards – nationally described space standards (DCLG, 2015)
- Secured by Design, Design Guides (Various years, available online at: <http://www.securedbydesign.com/industry-advice-and-guides/>)
- Rural Economic Strategy 2017-2022 (Guildford Borough Council, 2017)
- The Building Regulations 2010, Physical Infrastructure for high speed electronic communications networks, R1 In-building physical infrastructure (2016 edition)

Monitoring indicators

Indicator	Target	Data source
Number of new developments achieving the “Built for Life” quality mark	Increase number of developments that have achieved the Built for Life quality mark	Planning permissions and appeals
<u>Number of planning decisions, including appeals, granting permission which have been subject to assessment by a Design Review Panel</u>	<u>N/A</u>	<u>Planning permissions and appeals</u>
Percentage of appeals allowed for applications originally refused for design reasons	Reduction in the percentage of appeals allowed that are considered to be poorly designed	Planning appeals

Policy D2: Sustainable design, construction and energy

Introduction

Sustainable development

- 4.5.9 Achieving sustainable development means that plans should secure net gains within economic, social and environmental objectives (NPPF, paragraph 8). Environmental objectives include using natural resources prudently, minimising waste, mitigating and adapting to climate change and moving to a low carbon economy.
- 4.5.10 Paragraph intentionally blank

Climate change and the low carbon economy

- 4.5.11 The South East of England is likely to face significant challenges from a changing climate and changing weather patterns. To avoid the costs associated with retrofitting and replacement, new buildings should be future proofed; suited to, and easily adaptable for, the range of climate conditions and weather patterns we are likely to see over the next century, and adaptable to new technologies. The buildings we build today are likely to be with us into the next century, so the benefits of building adaptable and efficient developments will last a long time.
- 4.5.12 A significant percentage of our carbon emissions come from our homes (32 per cent in our borough²⁸). Our current housing stock will remain in use for a long time so retrofitting existing homes for better energy efficiency is a vital step for reducing carbon emissions. The Council supports the retrofitting of buildings for energy efficiency where planning permission is required. Retrofitting heritage assets in a way that conserves their significance can be difficult. In these cases, the Council will work with applicants to find appropriate solutions, and bodies like Historic England provide useful guidance.

Resources and waste

- 4.5.13 Projections of changing rainfall patterns, an increasing population, planned reductions in abstraction and proposed water transfer schemes mean that our water supply is likely to come under increasing pressure in an area already identified as being under serious water stress. Producing clean water carries a carbon cost, so using water more efficiently can have an impact on carbon emissions as well as helping to conserve water stocks.
- 4.5.14 The issue of waste is directly linked to the way we use resources. Reusing waste products and materials and reclaiming materials through recycling can reduce our consumption of primary resources and support the move to a circular economy. Around a third of the UK's waste comes from the construction and demolition sector.
- 4.5.15 Early engagement between developers and the Council to help achieve the greatest sustainability benefit is encouraged. The Council will support this work by signposting relevant advice and providing guidance through the Sustainable Design and Construction Supplementary Planning Document (SPD).

²⁸ UK local authority and regional carbon dioxide emissions national statistics: 2005-2012 (2013, DECC)

POLICY D2: Sustainable design, construction and energy

Sustainable development

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

(2a) Major development should include a sustainability statement setting out how the matters in this policy have been addressed. Smaller developments should include information proportionate to the size of the development in the planning application.

Climate Change Adaptation

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

Renewable, low carbon and decentralised energy

- (4) The development of low and zero carbon and decentralised energy, including (C)CHP* distribution networks, is strongly supported and encouraged.
- (5) Where (C)CHP distribution networks already exist, new developments are required to connect to them or be connection-ready unless it can be clearly demonstrated that utilizing a different energy supply would be more sustainable or connection is not feasible. All new developments are required to connect to (C)CHP distribution networks where they exist, or incorporate the necessary infrastructure for connection to future networks, unless it can be clearly demonstrated that doing so is not feasible or that utilising a different energy supply would be more sustainable.
- (6) Proposals for development within Heat Priority Areas as shown on the Policies Map and all sufficiently large or intensive developments must ~~demonstrate that heating and cooling technologies have been selected in accordance with the following heating and cooling hierarchy unless it can be clearly demonstrated that an alternative approach would be more sustainable:~~ demonstrate that (C)CHP has been given adequate consideration as the primary source of energy.

- ~~1— Connection to existing (C)CHP distribution networks~~
- ~~2— Site wide renewable distribution networks including renewable (C)CHP~~
- ~~3— Site wide gas-fired (C)CHP distribution networks~~
- ~~4— Renewable communal heating networks~~
- ~~5— Gas-fired communal heating networks~~
- ~~6— Individual dwelling renewable heating~~
- ~~7— Individual dwelling heating, with the exception of electric heating~~

- (7) All (C)CHP systems are required to be scaled and operated in order to maximise the potential for carbon reduction. ~~Developments that do not connect to or implement (C)CHP or communal heating networks should be 'connection ready'.~~
- ~~(8)— Energy statements must be provided to demonstrate and quantify how development will comply with the energy requirements of this policy. Guildford Borough Council will work proactively with applicants on major developments to ensure these requirements can be met.~~

Carbon reduction

- (9) New buildings must achieve a reasonable reduction in carbon emissions of at least 20 per cent below the relevant Target Emission Rate (TER) set out in the Building Regulations 2010 (as amended) (Part L). This should be achieved through the provision of appropriate renewable and low carbon energy technologies in the locality of the development and improvements to the energy performance of the building. Where it can clearly be shown that this is not possible, offsite offsetting measures in line with the energy hierarchy should be delivered. ~~Proposals should set out how this will be achieved in an energy statement.~~
- (10) Retail units falling within Use Classes A1, A2, A3 and A4 in Guildford Town Centre are not subject to the carbon reduction requirement at paragraph (9).
- (11) Planning applications must include adequate information to demonstrate and quantify how proposals comply with the energy requirements at paragraphs 5-10 of this policy. For major development, this should take the form of an energy statement.

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

Definitions

- 4.5.16 Zero carbon development means development where emissions from all regulated energy use are eliminated or offset. This definition may be reviewed in the future.
- 4.5.16a The definition of major development includes residential development of 10 dwellings or more (gross) and non-residential development of 1,000 sqm gross new floorspace or more. Sustainability and energy statements should set out a level of detail proportionate to the scale of development.

4.5.17 The energy and waste hierarchies set out the sequence of steps that should be followed to make development more sustainable. The sequence of steps in the hierarchies will sometimes depend upon the full life cycle approach to impacts. As an example, landfill may be preferable to energy recovery for some materials. Decisions in this regard should be based on information or guidance from a reliable and authoritative source.

4.5.18 Paragraph intentionally blank

4.5.18a Paragraph intentionally blank

4.5.18b Paragraph intentionally blank

4.5.19 The approach to water management should follow the basic principles of the hierarchies, with elimination and efficiency as the first steps, and other measures, including water harvesting and grey water reuse systems, coming later.

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

- 4.5.20 The ~~highest level “national standard” of for~~ water efficiency ~~means refers to any nationally described standard for water consumption in new developments. The “highest national standard” refers to the standard that has the lowest water consumption. At the present time, the highest national standard that developments should achieve~~s the “optional requirement” described by regulation 36 paragraph 2(b) of the Building Regulations 2010 ~~as a minimum. This “optional requirement” which~~ sets a water efficiency standard for new ~~buildings dwellings~~ of 110 litres per occupant per day. If ~~one or more the “optional requirement” building regulation is tightened, or a new national standard~~s ~~is are~~ introduced, the ~~highest level of water efficiency will refer to the~~ standards that ~~has have~~ the lowest water consumption ~~will apply~~. Compliance with the “optional requirement” is assessed through the building regulation process.
- 4.5.21 The suitability of measures that support sustainable lifestyles for building occupants will be considered on a case by case basis. They could include features such as storage for recyclable materials, energy storage devices, composting facilities, laundry drying areas, use of natural light and solar gain, energy saving appliances, parking for bicycles and electric vehicle charging points.
- 4.5.22 The full range of expected climate change impacts are set out in publications from UK Climate Projections 2009 (UKCP09, to be reviewed in 2018) and from other national and international bodies. The Guildford Environmental Sustainability and Climate Change Study presents a summary from several sources.
- 4.5.23 Decentralised energy means energy that is produced near where it is used, as opposed to energy produced at a large plant and supplied to energy users through the national grid. Energy can refer to electricity and heat. The Council supports delivery of decentralised energy schemes with an aspiration that these should have some degree of community benefit and/or community ownership where this is possible.
- 4.5.24 (C)CHP refers to both combined cooling, heating and power (CCHP) and combined heating and power (CHP). ~~The energy hierarchy should be followed when considering which technology to use and consideration should be given to whether the need for cooling can be met through passive cooling and other design features. The solution that results in the lowest carbon emissions should be chosen.~~
- 4.5.26 Where (C)CHP distribution networks already exist, new developments are required to connect to them unless there are clear reasons why this is not feasible. When considering new power and heating systems, the hierarchy should be followed unless it can be clearly demonstrated that other sources of energy would be more sustainable, particularly through lower carbon emissions and taking full account of the benefits of providing both heating and cooling.
- 4.5.27 Sufficiently large or intensive developments are defined as any of the following:
- (a) residential only developments of at least 50 dwellings per hectare and/or at least 300 dwellings
 - (b) residential only developments of 50 dwellings or more that are located near a significant source of heat
 - (c) mixed developments of 50 dwellings or more that include either two or more non-residential uses or a single use that would generate significant amounts of heat, such as a swimming pool.

- 4.5.28 Where developments fall within Heat Priority Areas, as shown on the Policies Map, the provision of new (C)CHP distribution networks should be considered feasible unless it can clearly be demonstrated otherwise. Where single building networks are proposed, these should be capable of expanding to connect with other networks and heat sources in the future. Outside the Heat Priority Areas, the provision of new (C)CHP distribution networks should be considered feasible for sufficiently large or intensive developments unless it can be demonstrated otherwise. Where sites have a variable density and it can be shown that the use of a (C)CHP distribution network across the whole of the site is not feasible, consideration must be given to a partial solution on the higher density elements of the site.
- 4.5.28a (C)CHP systems should be scaled and operated in a way that produces the lowest carbon emissions. A CHP system only generates carbon and financial savings when it is running and the more it runs, the more energy efficient and cost-effective it will be. As a result, CHP will likely only be appropriate where there is a high and constant demand for heat. A recommended rule of thumb is at least 4,500 – 5,000 hours per year, depending on the application. The size of the system should be determined by the heat load and demand profile. If there is a high demand for cooling then CCHP, with the heat converted to cooling, may also be environmentally and economically viable. (C)CHP systems should be designed and operated to be energy efficient, with the selection of optimum operating temperatures and measures to minimise heat losses.
- 4.5.29 ‘Connection-ready’ means developments that are optimally designed to connect to a (C)CHP or communal heat network on construction or at some point after construction. Developments will be ‘connection-ready’ if they use a centralised communal wet heating system rather than individual gas/electric boilers or electric heating, and proposals comply with the minimum requirements outlined in the Chartered Institute of Building Services Engineers (CIBSE) Heat Networks Code of Practice.
- 4.5.30 New developments, except retail developments in Guildford Town Centre, but including non-retail units within mixed use developments, must achieve a reasonable reduction in carbon emissions of at least 20 per cent through the provision of appropriate low and zero carbon energy technologies in the locality of the development and improvements to the energy performance of the building. ~~This should be achieved after energy efficiency has been addressed, in line with the Energy Hierarchy.~~ Technologies will be considered appropriate only where they would be effective. The reduction in emissions is judged against a baseline of the relevant Target Emission Rate (TER) set out in the Building Regulations. For types of development where no TER is set out, reductions should be made against the typical predicted energy use of building services. ~~This The 20% figure~~ represents a minimum standard and where possible this should be improved upon exceeded in order to meet the requirement to deliver the lowest level of carbon emissions (direct and embodied). ~~The Council will review this standard at appropriate intervals.~~
- 4.5.30a The financial viability of the requirements set out in Policy D2 will be considered as part of the planning application process.

Reasoned justification

- 4.5.31 The NPPF requires the planning system to shape places in a way that contributes to “radical reductions” in greenhouse gas emissions and states that plans should take a proactive approach to mitigating and adapting to climate change in line with the objectives of the Climate Change Act 2008, which includes CO₂ emissions reductions targets of 34 per cent by 2020 and 80 per cent by 2050 against a 1990 baseline. The UK has a further target for generating 15 per cent of energy (including heat) from renewable sources by 2020. These national targets are ambitious so our borough’s efforts at carbon reduction and increasing renewable energy must also be ambitious.
- 4.5.32 Paragraph intentionally blank

- 4.5.33 Local Authorities are empowered to require developments to provide a proportion of their energy from renewable and low carbon sources through planning policy. Our borough lags behind much of the UK in small scale renewable energy generation capacity²⁹. In order to play our part in achieving the UK's carbon reduction and renewable energy commitments, new developments are required to meet a percentage of their energy requirements through on-site low and zero carbon energy generation.
- 4.5.34 The NPPF requires the Local Plan to have a positive strategy to promote renewable, low carbon and decentralised energy, and places particular significance on (C)CHP networks. Therefore, the development of decentralised energy, and particularly (C)CHP distribution networks, is strongly supported.
- 4.5.35 (C)CHP distribution networks can work at a range of scales from a single building up to a city and can provide low or zero carbon power, heat and cooling in a cost-effective, efficient and environmentally sound way. (C)CHP removes the need for individual gas boilers and large plant rooms, which provides flexibility in building design and maximises space for living and amenity. The UK Government Heat Strategy outlines the significant role that (C)CHP could play in decarbonizing the UK gas grid, offering a future-proofed, flexible and efficient solution to local energy supply.
- 4.5.36 Where (C)CHP uses a gas fired engine it will produce direct carbon emissions, though these systems are still highly efficient. The engines in (C)CHP systems need replacing after a certain amount of time so there is an opportunity to replace gas engines with engines that use renewable fuels when they come to the end of their lives.
- 4.5.37 It is acknowledged that requiring developers of a single building to consider implementing (C)CHP on a scale wider than their own development would not be fair. Therefore, the Council encourages the delivery of single building communal systems that can be connected to (C)CHP distribution networks and other sources of heat in the future.
- 4.5.37a National planning policy instructs local planning authorities to promote and encourage low carbon development subject to considerations of feasibility and viability. The Council has produced the "Assessment of the Viability of Carbon Emission Targets for New Builds" which sets out the viability of achieving the 20 per cent reduction in carbon emissions and provides examples of how it can be achieved. The assessment identifies a cost impact on retail development and it is acknowledged that there are particular viability issues for retail developments in Guildford town centre. As Guildford town centre is a sustainable location for retail developments, new retail units in the town centre are exempted from the carbon reduction requirement as, on balance, this could have a negative impact on sustainable development by discouraging retail development in this sustainable location.
- 4.5.38 The Guildford Environmental Sustainability and Climate Change Study identifies the particular issue of increasing pressure on water stocks in an area already classed as being under serious water stress. Water consumption in our borough is significantly higher than in other parts of the UK. This indicates both a significant scope for improving the way we use water and the need for a water efficiency standard in new dwellings above the basic national standard. At the present time, the ~~only standard that can be adopted~~ highest national standard is the "optional requirement" set out ~~in the building regulations in regulation 36 paragraph 2(b) of the Building Regulations 2010 (as amended)~~ of 110 litres per occupant per day. However, this standard may be improved in the future and it is considered that local circumstances warrant the implementation of the highest standard available and the highest standard will always be sought. This standard is considered a minimum as in many cases it may be possible to achieve a better standard.

²⁹ Guildford Environmental Sustainability and Climate Change Study 2013

4.5.39 The Surrey Waste Partnership, comprising Surrey County Council and Surrey’s Borough and District Councils, is responsible for setting the waste management strategy. Surrey County Council is responsible for implementing much of the strategy through its Waste Plan. The waste management behaviour of households in our borough is best addressed through policies and action plans created by our recycling and waste services team. However, around a third of the UK’s waste comes from the construction and demolition sector, which is an area where planning policy can have an impact. Construction waste should be reused and recycled where possible in line with the waste hierarchy.

Key Evidence

- Guildford Environmental Sustainability and Climate Change Study (Guildford Borough Council, 2013)
- Guildford Renewable Energy Mapping Study (Guildford Borough Council, 2015)
- Assessment of the Viability of Carbon Emission Targets for New Builds (Guildford Borough Council, 2017)

Monitoring Indicators

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

Policy D3: Historic environment

Introduction

- 4.5.40 Guildford borough's historic environment is intrinsically part of what makes Guildford the place it is. The historic environment includes many important heritage assets, both designated and undesignated, that contribute to the borough's character, sense of place and quality of life. These include significant buildings, monuments, sites, places, areas and landscapes with a degree of heritage interest. The historic environment contributes towards the high quality of environment in the borough and it needs protection from inappropriate development. We have taken into account the need to sustain our heritage assets and put them to viable use wherever possible. The wider social, cultural, economic and environmental benefits that conservation can bring to our community are recognised.

POLICY D3: Historic environment

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

Reasoned justification

- 4.5.41 The historic environment includes all aspects of the environment resulting from an interaction between people and places through time and includes all surviving physical remains of past activity, whether visible, buried or submerged, and landscaped and planted or managed flora. The role of the historic environment in achieving sustainable development is set out in national policy; conservation and sustainable economic growth are complementary objectives and should not generally be in conflict. Conservation can play a key part in promoting economic prosperity by ensuring that an area offers an attractive living and working environment that will encourage inward investment. An imaginative approach will help ensure that heritage assets are kept in use and do not fall into disrepair.

- 4.5.42 Heritage assets are buildings, monuments, sites, places, areas or landscapes having a degree of significance because of their heritage interest within the historic environment. In most cases the setting of a heritage asset will contribute to its significance. Designated heritage assets are formally designated through national legislation as either scheduled ancient monuments, protected wreck sites, battlefields, listed buildings, registered parks and gardens, World Heritage Sites or conservation areas. There are over 1000 listed buildings in Guildford, 39 conservation areas, 10 registered parks and gardens and 35 scheduled ancient monuments. Non-designated heritage assets are identified by the local authority; the borough's Local List includes over 200 buildings and structures and the Register of Historic Parks and Gardens includes 52 sites. Historic landscapes are also undesignated heritage assets and their local distinctiveness can be considered through the Guildford and Surrey Landscape Character Assessments.
- 4.5.42a County sites of archaeological importance are non-designated heritage assets. There may be potential for further discovery of non-designated heritage assets with archaeological interest and the Historic Environment Record is a useful indicator for archaeological potential in the area. The County Archaeologist will be consulted on all planning applications on sites of archaeological importance.
- 4.5.43 New development must conserve heritage assets in a manner appropriate to their significance. The NPPF defines significance as "the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic." The contribution of the setting of heritage assets to the appreciation of these qualities will be carefully considered alongside more direct impacts of development proposals.
- 4.5.44 Paragraph intentionally blank
- 4.5.45 The NPPF requires us to provide a positive strategy for the conservation and enjoyment of the historic environment and this policy provides that framework. We will further develop our strategy towards the conservation of the historic environment in the Local Plan: Development Management Policies document that will set out the detailed policies aiming to protect, conserve and enhance our historic environment and the heritage assets within it. We will also:
- (a) support proposals which conserve and enhance the historic environment
 - (b) carry out a programme of reviewing existing conservation areas and producing conservation area appraisals to identify what it is about the area that contributes to its significance as well as identifying and considering new areas for designation as conservation areas
 - (c) support proposals for heritage-led regeneration, ensuring that heritage assets are conserved, enhanced and secured for the future
 - (d) identify heritage assets that make an important contribution to the local character of the area and update our local list on a regular basis
 - (e) identify buildings that could be included on the national list and preparing reports to support new listings
 - (f) identify buildings that are falling into disrepair and work with owners to find new uses to ensure their continued beneficial use.

Key Evidence

- National Heritage List for England: www.historicengland.org.uk/listing/the-list
- Historic environment record, which includes:
 - scheduled ancient monuments;
 - The Register of Historic Parks and Gardens;
 - conservation area designations;
 - statutory list of listed buildings;
 - the Local List;
 - conservation area character appraisals and management plans; and
 - existing conservation area character appraisals.
- Landscape Character Assessment (Guildford Borough Council, 2007)
- Historic Landscape Character Assessment (Surrey County Council, 2015)

Monitoring Indicators

Indicator	Target	Data source
Percentage of appeals allowed for heritage reasons originally refused as being detrimental to significance of designated or un-designated heritage assets <u>Number of planning decisions, including appeals, granting permission that results in acknowledged partial or total loss of heritage assets or acknowledged harm to their settings</u>	Reduction in the percentage of appeals allowed that are considered to be detrimental to the significance of designated or undesignated heritage assets <u>N/A</u>	Planning <u>permissions and appeals</u>

Policy D4: Character and design of new development

~~POLICY D4: Character and design of new development~~

- ~~(1) High quality design is expected in the borough. All developments will:~~
- ~~(a) integrate well with the natural, built and historic environment~~
 - ~~(b) respect important public views and help create attractive new views and vistas~~
 - ~~(c) create attractive, safe and accessible places that discourage crime and disorder through design~~
 - ~~(d) respond meaningfully and sensitively to the site, its characteristics and constraints, and the street patterns, spaces around buildings, layout, grain, scale, massing, proportions, height and materials of surrounding buildings~~
 - ~~(e) ensure appropriate density to make the most efficient use of the land whilst responding to local character and context~~
 - ~~(f) be laid out to make the best use of the natural features such as topography, trees and hedges, watercourses, ponds and levels, and enhance views into and out of the site~~
 - ~~(g) promote and reinforce local distinctiveness to create a sense of place with innovative architecture encouraged in the appropriate context~~
 - ~~(h) provide visual interest at pedestrian level~~
 - ~~(i) be expected to have regard to and perform positively against the recommendations set out in the latest Building for Life guidance~~
 - ~~(j) be expected to use art, appropriate materials and landscaping of a nature appropriate to their setting~~
 - ~~(k) be designed to minimise the visual impact of traffic and parking~~
 - ~~(l) conserve locally and nationally important heritage assets and conserve or enhance their settings~~
 - ~~(m) have no unacceptable effect on the amenities enjoyed by the occupants of buildings in terms of privacy, noise, vibration, pollution, dust, smell and access to sunlight and daylight~~
 - ~~(n) conform to the nationally described space standards as set out by the Department of Communities and Local Government (DCLG).~~
- ~~(2) In addition to the above, proposals for new development within villages will have particular regard to:~~
- ~~(a) the distinctive settlement pattern of the village and the important relationship between the built development and the surrounding landscape~~
 - ~~(b) important views of the village from the surrounding landscape~~
 - ~~(c) views within the village of local landmarks.~~

Definitions

4.5.48 Paragraph moved to D1

Reasoned justification

4.5.49 Paragraph intentionally blank

4.5.49a Paragraph moved to D1

~~4.5.49b The NPPF also recognises the role that public art has. Opportunities will be sought for innovative and dynamic public art that has residents and artists at its core whilst celebrating and enhancing its rich heritage of architecture, landscape and public art. The Council's emerging Public Art Strategy will include consideration of the role that developers can take in providing art to enhance the environment in and around development sites, and will set out good practice and recommended commissioning processes.~~

4.5.50 Paragraph moved to D1

4.5.51 Paragraph intentionally blank

4.5.52 Paragraph moved to D1

Key Evidence

- List moved to D1

Monitoring Indicators

Indicator	Target	Data source
Moved to D1	Moved to D1	Moved to D1

4.6 Infrastructure Policies

Policy ID1: Infrastructure and delivery

Introduction

- 4.6.1 The timely provision of suitable, adequate infrastructure is crucial to the well-being of the borough's population, and of its economy. The Guildford borough Infrastructure Delivery Plan summarises the capacity and quality of existing infrastructure, including planned improvements. The non-site specific and more general infrastructure requirements are set out in the Planning Contributions Supplementary Planning Document 2017, which will be updated as required. Historically infrastructure provision and upgrading has not always kept pace with the growth of population, employment and transport demands, and in parts of the borough some infrastructure is currently at or near to capacity, or of poor quality.

POLICY ID1: Infrastructure and delivery

- (1) Infrastructure necessary to support new development will be provided and available when first needed to serve the development's occupants and users and/or to mitigate its otherwise adverse material impacts. To achieve this, the delivery of development may need to be phased to reflect the delivery of infrastructure.
- (2) The delivery of necessary infrastructure will be secured by planning condition and/or planning obligation.
- (3) When determining planning applications, and attaching appropriate planning conditions and/or planning obligations, regard will be had to the delivery and timing of delivery of the key infrastructure, or otherwise alternative interventions which provide comparable mitigation.
- (4) If appropriate, the imposition of Grampian conditions should be considered as a means to secure the provision of infrastructure when it is needed. If the timely provision of infrastructure necessary to support new development cannot be secured in line with this policy, planning permission will be refused.
- (5) The key infrastructure on which the delivery of the Plan depends is set out in the Infrastructure Schedule at Appendix C, or any updates in the latest Guildford borough Infrastructure Delivery Plan. The Local Plan also includes land allocated for infrastructure.
- (5a) Where an applicant advises that their development is unviable with the policy and infrastructure requirements, the Council will consider whether these costs were taken into account in the price paid for the site (or any agreement to purchase the site). If these costs were taken into account, as is required by the Council, but there are higher costs associated with the site that were unknown at this time, then the Council will take this factor into account when considering the viability and acceptability of the proposal.
- ~~(6) The non-site specific and more general infrastructure requirements are set out in the Planning Contributions Supplementary Planning Document 2011, which will be updated as required.~~
- ~~(7) Where appropriate, we will collect the Community Infrastructure Levy from developments in the borough. We will use Community Infrastructure Levy receipts~~

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

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

Definitions

4.6.2 Infrastructure is a very broad term. The Planning Act 2008 as amended defines infrastructure as roads and other transport facilities, flood defences, schools and other educational facilities, medical facilities, sporting and recreational facilities, and open spaces. Guidance on the CIL advises that infrastructure also includes cultural and sports facilities, district heating schemes, police infrastructure and other community safety facilities.

Reasoned justification

4.6.3 The Infrastructure Schedule that supports this Plan focuses on the following types of infrastructure:

- Strategic Road Network, Local Road Network, park and ride, Sustainable Movement Corridor, bus transport, active modes, and rail
- schools
- utilities, including electricity and gas distribution and supply, water supply and waste water treatment, flood risk minimising
- GPs and dental surgeries, hospital and community health care, libraries, cemeteries and sports facilities.

4.6.4 Maintenance of adequate infrastructure and expansion to meet growing needs is generally the responsibility of the relevant infrastructure provider. Most infrastructure providers work to statutory requirements and have set, short-term planning cycles and asset management plans. This is particularly the case with utility providers.

4.6.5 The Infrastructure Schedule sets out the key infrastructure needed, and the sources of funding, and is provided at Appendix C. This Schedule is also included in the Guildford borough Infrastructure Delivery Plan which supports the Local Plan. This provides more detail regarding future infrastructure needs, and will be regularly reviewed as further detail becomes available, particularly regarding infrastructure needed to support development later in the plan period. By allocating sites for new transport infrastructure, new primary and secondary schools, allotments, and a burial ground, we are facilitating the delivery of some of the infrastructure to support this Plan.

4.6.5a Through the planning system, the Council is able to ensure that there is adequate infrastructure in place to support new development. For instance, where applicable, developers will be required to demonstrate that there is adequate wastewater capacity and surface water drainage both on and off the site to serve the development, and that it would not lead to problems for existing or new users. Where there is an infrastructure capacity constraint, the Council will require the developer to set out what appropriate improvements are necessary and how they will be delivered and may use the planning system to ensure timely provision (e.g. through the imposition of Grampian-style conditions of appropriate phasing).

4.6.6 The law requires us to ensure that all planning obligations comply with three legal tests. These tests are that the planning obligation is:

- necessary to make the development acceptable in planning terms,
- directly related to the development, and
- fairly and reasonably related in scale and kind to the development.

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

4.6.86a To ensure that the scale of development set out in the Local Plan can be delivered, we have considered the impact of the Plan policies and other requirements on the viability of development included in the Plan. On this basis, we require that these impacts and related costs are accounted for in the price paid for the site (or any agreement to purchase the site). Furthermore, in line with paragraph 57 of the NPPF, applicants will need to justify the need for a viability assessment at the application stage. ~~Where an applicant advises that their development is unviable with the policy and infrastructure requirements, we will consider whether these were taken into account in the price paid for the site (or option on the site). If these had been taken into account, but there are higher costs associated with the site, we will consider negotiating.~~

4.6.6b In allocating developer infrastructure contributions, we will prioritise Thames Basin Heaths Special Protection Area mitigation and avoidance in order to ensure that we meet our legal duties.

4.6.7 We intend to introduce the Community Infrastructure Levy (CIL) to assist in funding infrastructure to support development. CIL must be spent on infrastructure needed to support development in the borough. With the exception of the “neighbourhood portion” of CIL which is passed on to the relevant parish councils, we will decide what infrastructure the CIL money is spent on. We may not use the CIL to remedy existing deficiencies in infrastructure provision unless those deficiencies would be worsened by new development. CIL funds can also be used to increase the capacity of existing infrastructure or to repair failing existing infrastructure, if that is necessary to support development.

4.6.8 Paragraph intentionally blank

4.6.9 Paragraph intentionally blank

4.6.10 We will allocate a “neighbourhood” portion of our CIL funds to parish councils in accordance with national legislation. Parishes and Neighbourhood Forums that have an adopted Neighbourhood Plan will be allocated a larger proportion to spend on their priorities to support development (although CIL receipts cannot be released to the latter).

4.6.11 Guildford Borough Council is required to retain the neighbourhood portion for the areas of the borough with no parish council, which in Guildford borough is the Guildford urban area and Wisley parish. A working group will be established to prioritise the neighbourhood CIL spending for those areas. This will include ward councillors, existing community groups and neighbourhood forums.

Key Evidence

- Draft Guildford borough Infrastructure Delivery Plan 2016 (Guildford Borough Council, 2016)
- Guildford borough Proposed Submission Local Plan “June 2016”: Strategic Highway Assessment (Surrey County Council, 2016)
- Local Plan and CIL Viability Study (Guildford Borough Council, 2016)
- Local Plan Viability Update (Guildford Borough Council, 2017)
- The Community Infrastructure Levy Regulations 2010, as amended
- Water Quality Assessment Stage 1 Technical Statement and Stage 2 Final Report (Guildford Borough Council, 2017)

Monitoring Indicators

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

Policy ID2: Supporting the Department for Transport’s “Road Investment Strategy”

Introduction

4.6.12 Following the enactment of The Infrastructure Act 2015, the Department for Transport published in March 2015 the Road Investment Strategy (RIS) for the 2015/16 – 2019/20 Road Period. From 1 April 2015, the Secretary of State for Transport has granted Highways England a licence as a strategic highways company to be the highway authority, traffic authority and street authority for the Strategic Road Network (SRN).

4.6.13 The RIS includes a long term funding commitment by government to support delivery of the programme. This is an important change of approach, which involves ring-fencing investment for the Strategic Road Network in a way that takes it outside of the normal decisions on departmental budgets. This means that the schemes set out in the RIS have access to committed funding, allowing them to enter construction during Road Period 1 (2015/16 to 2019/20) or be developed into schemes for construction in Road Period 2 (2020/21 to 2024/25). This represents a level of commitment well beyond the level previously associated with investment on the Strategic Road Network.

4.6.14 Within Guildford borough, three schemes have been identified in the RIS;

Schemes with construction anticipated to commence in Road Period 1 (2015/16 to 2019/20):

- M25 Junctions 10-16 – upgrading the M25 between junction 10 (A3) and junction 16 (M40) through a mixture of enhancements, including hard shoulder running between junctions 15 and 16, as well as four-lane through-junction running between junctions 10 and 12.
- M25 Junction 10/A3 Wisley interchange – improvement of the Wisley interchange to allow free-flowing movement in all directions, together with improvements to the neighbouring Painshill interchange on the A3 to improve safety and congestion across the two sites.

Scheme with construction anticipated to commence in Road Period 2 (2020/21 to 2024/25):

- A3 Guildford – improving the A3 in Guildford from the A320 to the Hogs Back junction with the A31, with associated safety improvements.

4.6.15 The Council has worked and will continue to work closely with Highways England to tailor its development management processes, including for allocated strategic sites, with Highways England’s emerging schemes and their proposed timing and phasing. This will ensure that the assumptions used in developer’s transport assessments are robust. The timing and phasing of the delivery of Highways England’s emerging schemes will be key to addressing the existing peak hour congestion that often occurs on the Strategic Road Network.

POLICY ID2: Supporting the Department for Transport’s “Road Investment Strategy”

- (1) Guildford Borough Council is committed to working with Highways England to facilitate major, long-term improvements to the A3 trunk road and M25 motorway in terms of both capacity and safety, as mandated by the Department for Transport’s “Road Investment Strategy”. As such, promoters of sites close to the A3 and M25 and strategic sites will need to take account of any emerging proposals by Highways England or any other licenced strategic highway authority appointed by the Secretary of State under the Infrastructure Act 2015.
- (2) In the event that there is a material delay in the anticipated completion and or a reduction in scope of the A3 Guildford (A320 Stoke interchange junction to A31 Hog’s Back junction) “Road Investment Strategy” scheme from that assumed in plan-making, or cancellation of the scheme, Guildford Borough Council will review its transport evidence base to investigate the consequent cumulative impacts of approved developments and Local Plan growth including site allocations on the safe operation and the performance of the Local Road Networks and the Strategic Road Network. In the case of material delay in the anticipated completion and or a reduction in scope in the A3 Guildford scheme, the review will consider the period up to the revised date of completion of the scheme. This review will be undertaken with input as appropriate from Surrey County Council and Highways England or any other licenced strategic highway authority appointed by the Secretary of State under the Infrastructure Act 2015. The outcome of this review will determine whether development can continue to be completed in accordance with the Local Plan trajectory or will determine whether there needs to be a review of the Local Plan.

Reasoned justification

- 4.6.16 The implementation of the three RIS schemes during the Plan period, alongside other critical infrastructure, is required in order to be able to accommodate future planned growth both outside and within the borough. It is therefore important that the promoters of sites close to the A3 and M25 and strategic sites work closely with Highways England to ensure that their layout and access arrangement(s) are consistent with Highways England’s emerging schemes.
- 4.6.17 Paragraph intentionally blank
- 4.6.18 The A3 Guildford scheme is subject to feasibility study and then progression through Highways England’s Project Control Framework during Road Period 1. This may require consequential alterations or improvements to junctions that either connect with the Strategic Road Network or are affected by changes in traffic flows.

4.6.18a The evidence at the time of the Examination of the Local Plan was that, without the implementation of the A3 Guildford scheme, the cumulative impacts of the quantum and distribution of development in the Local Plan could be considered to become severe during the second half of the plan period. Nevertheless, the evidence also indicates that individually, site allocations may be able to be occupied in whole or substantial part without creating a severe impact on the Strategic Road Network as there are potential alternative transport measures that may reduce or limit the impact of additional traffic on the A3. A review will determine whether the proposed transport measures or additional transport measures can mitigate the cumulative impacts of development traffic on the A3 either during the period that the A3 Guildford scheme is delayed, in response to a reduction in its scope or in the event of its cancellation. If a review determines that transport measures are not able to mitigate a severe impact on the A3 then a review of the Local Plan is likely to be required.

4.6.19 The RIS schemes are included in the Infrastructure Schedule at Appendix C which sets out the key infrastructure requirements on which the delivery of the Plan depends. The Guildford Borough Transport Strategy sets out the programme of transport improvement schemes promoted by Guildford Borough Council, and includes all the key infrastructure requirements including the RIS schemes.

Key Evidence

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

Monitoring

Indicator	Target	Data source
Implementation of the Department for Transport’s “Road Investment Strategy”	The three schemes on the Strategic Road Network within Guildford borough, as identified in the Road Investment Strategy for the 2015/16 – 2019/20 Road Period, are implemented during the Local Plan period to 2034	Future issues of the Road Investment Strategy Government funding statements

Policy ID3: Sustainable transport for new developments

Introduction

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

POLICY ID3: Sustainable transport for new developments

- (1) New development will be required to contribute to the delivery of an integrated, accessible and safe transport system, maximising the use of the sustainable transport modes of walking, cycling and the use of public and community transport.
- (2) New development will be required, in so far as its site's size, characteristics and location allow, to maximise:
 - (a) the provision of high-quality, safe and direct walking and cycling routes within a permeable site layout, with priority over vehicular traffic, that facilitates and encourages short distance trips by walking and cycling
 - (b) the provision of secure, accessible and convenient cycle parking
 - (c) the improvement of existing cycle and walking routes to local facilities, services, bus stops and railway stations, to ensure their effectiveness and amenity
 - (d) the provision and improvement of public and community transport, and
 - (e) opportunities for people with disabilities to access all modes of transport.
- (3) New development providing, contributing and/or close to the routes of the proposed Sustainable Movement Corridor in the Guildford urban area will have regard to the Sustainable Movement Corridor Supplementary Planning Document.
- (4) In terms of vehicular parking for new developments:
 - ~~(a) in Controlled Parking Zones, or component areas thereof, in which the demand for on-street parking by residents of existing dwellings and, where allowed, 'pay and display' visitor parking exceeds the supply of designated on-street parking spaces, planning permission for new residential development resulting in a net increase in dwellings will be subject to a planning obligation to require that future occupants will not be eligible for on-street residents parking permits, with the exception of disabled people who will be eligible, and~~
 - (b) ~~for residential new development in all other areas, and for all non-residential new~~

~~development in the borough, e~~Off-street vehicle parking for new developments should be provided such that the level of any resulting parking on the public highway does not adversely impact road safety or the movement of other road users.

(c) Consideration will be given to setting maximum parking standards for Guildford town centre in the Parking Supplementary Planning Document.

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

- (6) The provision and/or improvement of a car club by a new development will be supported if appropriate.
- (7) New development will be required to provide and/or fund the provision of suitable access and transport infrastructure and services that are necessary to make it acceptable, including the mitigation of its otherwise adverse material impacts, within the context of the cumulative impacts of approved developments and site allocations. This mitigation:
 - (a) will maintain the safe operation and the performance of the Local Road Networks and the Strategic Road Network to the satisfaction of the relevant highway authorities, and
 - (b) will address otherwise adverse material impacts on communities and the environment including impacts on amenity and health, noise pollution and air pollution.
- (8) Planning applications for new development will have regard to the Infrastructure Schedule at Appendix C which sets out the key infrastructure requirements on which the delivery of the Plan depends, or any updates in the latest Guildford borough Infrastructure Delivery Plan.
- (9) Provision of suitable access and transport infrastructure and services will be achieved through direct improvements and/or schemes funded through Section 106 contributions and/or the Community Infrastructure Levy (CIL) which will address impacts in the wider area including across the borough boundary.
- (10) New development that will generate significant amounts of movement will:
 - (a) at the planning application stage, be supported by a Transport Statement or Transport Assessment in accordance with the thresholds set out in the Local Planning Authority's Local Validation List, and
 - (b) require a Travel Plan which will be proportionate to the size of the new development.
- (11) The provision of additional public off-street car parking in Guildford town centre will be supported when it facilitates the interception of trips that would otherwise drive through the Guildford gyratory.

Definitions

- 4.6.21a The NPPF defines 'sustainable transport modes' as any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra-low emission vehicles, car sharing and public transport. For the purposes of this policy, specific requirements with respect to walking, cycling, and public and community transport are specified.
- 4.6.21b Car-free new development is defined as a development in which there are no parking spaces provided within the curtilage of the site. This will not preclude the provision of an area for delivery and service vehicles. Such an area should be suitably managed to ensure its use as such.

Reasoned justification

- 4.6.22 The planning process for new developments provides the opportunity to maximise the use of the sustainable transport modes of walking, cycling, and the use of public and community transport, and opportunities for people with disabilities to access all modes of transport. This is consistent with the NPPF. For the average person cycling has the potential to substitute for short car trips, particularly under five kilometres, and walking for trips under one kilometre.
- 4.6.23 Paragraph intentionally blank
- 4.6.24 The Sustainable Movement Corridor will provide a priority pathway through the urban area of Guildford for buses, pedestrians and cyclists, serving the new communities at Blackwell Farm, SARP and Gosden Hill Farm including the new Park and Ride site, the new Guildford West (Park Barn) and Guildford East (Merrow) rail stations, the Onslow Park and Ride, both of the University of Surrey's campuses, the town centre and Guildford rail station. The aim is for journeys to be rapid and reliable by bus and safe and direct on foot and by bike. The Sustainable Movement Corridor will be implemented in sections during the plan period, largely on existing roads and with the urban extensions at Blackwell Farm, SARP and Gosden Hill Farm, and some sites in the town centre, required to make provision for the corridor. The route sections of the proposed Sustainable Movement Corridor are listed in Appendix C. The Council will bring forward a Sustainable Movement Corridor Supplementary Planning Document.
- 4.6.24a With respect to vehicular parking, the policy takes account of the ~~March 2015 written statement to Parliament from the Minister which stated that "Local Planning Authorities should only impose local parking standards for residential and non-residential development where there is a clear and compelling justification that it is necessary to manage their local road network."~~NPPF at paragraph 106. This allows for maximum parking standards to be set where there is a clear and compelling justification that they are necessary for optimising the density of development in town centres that are well served by public transport. The Council will bring forward a Parking Supplementary Planning Document. The policy does not preclude developers from bringing forward proposals for car-free new development.
- 4.6.24b Guildford town centre and surrounding residential roads have a Controlled Parking Zone, which is presently comprised of ten component areas. All roads in the Controlled Parking Zone are subject to restriction during busy times of the day. There are and will continue to be regular reviews of the Controlled Parking Zone to assess whether the controls are appropriate and whether new roads need to be included or other changes made. New Controlled Parking Zones could also be designated in future.

~~4.6.24ba Guildford Borough Council proposes to engage with Surrey County Council, the Local Highway Authority, to investigate the potential to amend the Traffic Regulation Order that supports the Guildford town centre Controlled Parking Zone. The forthcoming parking review may provide an opportunity to consider permit eligibility issues, particularly for new developments in areas within the Controlled Parking Zone where existing residents' demand exceeds the supply of spaces prioritised for their use. The possible exclusion of new developments, and any other restrictions on permit eligibility, would operate outside of the planning system.~~

~~4.6.24c In the areas of the Controlled Parking Zone in which the demand for on-street resident and 'pay and display' visitor parking exceeds the supply of designated on-street parking spaces, the Local Planning Authority will apply the policy test for vehicular parking as set out. This provides an exception for disabled people who will be eligible.~~

~~4.6.24d At present, the policy test for new residential development in Controlled Parking Zones or component areas thereof will be engaged in areas A, B, C and D of the Controlled Parking Zone.~~

~~4.6.24e The policy does not preclude developers from bringing forward proposals for car-free new development. Any such proposal would be subject to the policy tests set out for vehicular parking.~~

4.6.25 The measures applicable to each development proposal will vary on a case-by-case basis, including according to the type and scale of development proposed, its location, and the level of existing transport infrastructure and services in the immediate area. This could also include a financial contribution for the implementation of schemes beyond the scope of an individual development to deliver.

4.6.26 Paragraph intentionally blank

4.6.27 Development must mitigate its otherwise adverse material impacts, including on traffic, the community and the environment. Measures designed to encourage people to make sustainable travel choices can assist with reducing these impacts. Such measures can include car clubs, car sharing, facilities for electric charging plug-in points and other low and ultra low emission vehicles, encouraging the accelerated uptake of cleaner fuels and technologies resulting in carbon and vehicle emission reductions, the provision of cycle infrastructure, pedestrian wayfinding and cycle parking, including for adult tricycles which can be suitable for those with disabilities and older people concerned about their balance, and the marketing and promotion of sustainable travel choices, for instance the provision of resident travel information packs. Well designed developments may actively help to enhance air quality and reduce overall emissions, therefore reducing possible health impacts.

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

4.6.29 In assessing whether a development proposal will give rise to a significant amount of travel demand, the Local Planning Authority will consider the existing use of the building(s) and/or site, existing transport conditions in the immediate and wider area, and transport generation

from the development proposals. Many development proposals will require the submission of a Transport Assessment and Travel Plan. Together, these documents will set out the potential transport impacts of their proposals, how they will be addressed, and how sustainable travel will be delivered in the long term. For smaller development proposals with lower impacts, a simpler Transport Statement may be required or may not be required if it can be demonstrated to the satisfaction of the Local Planning Authority, in liaison with the highway authority or authorities, that the changes are minor.

4.6.30 Information on producing Travel Plans is available from Surrey County Council.

4.6.30a Roads in Guildford town centre carry high volumes of traffic and are subject to recurrent traffic congestion during peak periods, especially the gyratory and its immediate approaches. Over the weekday hours of 07:00-19:00, around a quarter of car trips passing through the Guildford gyratory either begin or end at a public car park in the town centre. This is, in part, a consequence of a mismatch between the demands for, and supply of, public off-street car parking on the different approach roads. The policy with respect to the provision of additional public off-street car parking is designed to reduce the impact of these trips on traffic volumes and congestion in the town centre. This planning policy will complement future environmental improvements in the town centre, realising the Council’s ‘drive to, not through’ concept.

Key Evidence

- A Sustainable Parking Strategy for Guildford 2016 (Guildford Borough Council, 2016)
- Guildford Borough Proposed Submission Local Plan “June 2016”: Strategic Highway Assessment Report (Surrey County Council, 2016)
- Guildford Borough Transport Strategy 2017 (Guildford Borough Council, 2017)
- Guildford Town and Approaches Movement Study (Arup, 2015)
- Guildford Borough Parking Strategy (Guildford Borough Council, 2016)
- Transportation Development Control Good Practice Guide (Surrey County Council, 2006) – includes updates since 2006 in its Annex D
- Local Validation List (Guildford Borough Council, 2017)

Monitoring Indicators

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

Policy ID4: Green and blue infrastructure

Introduction

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

Landscape and biodiversity

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

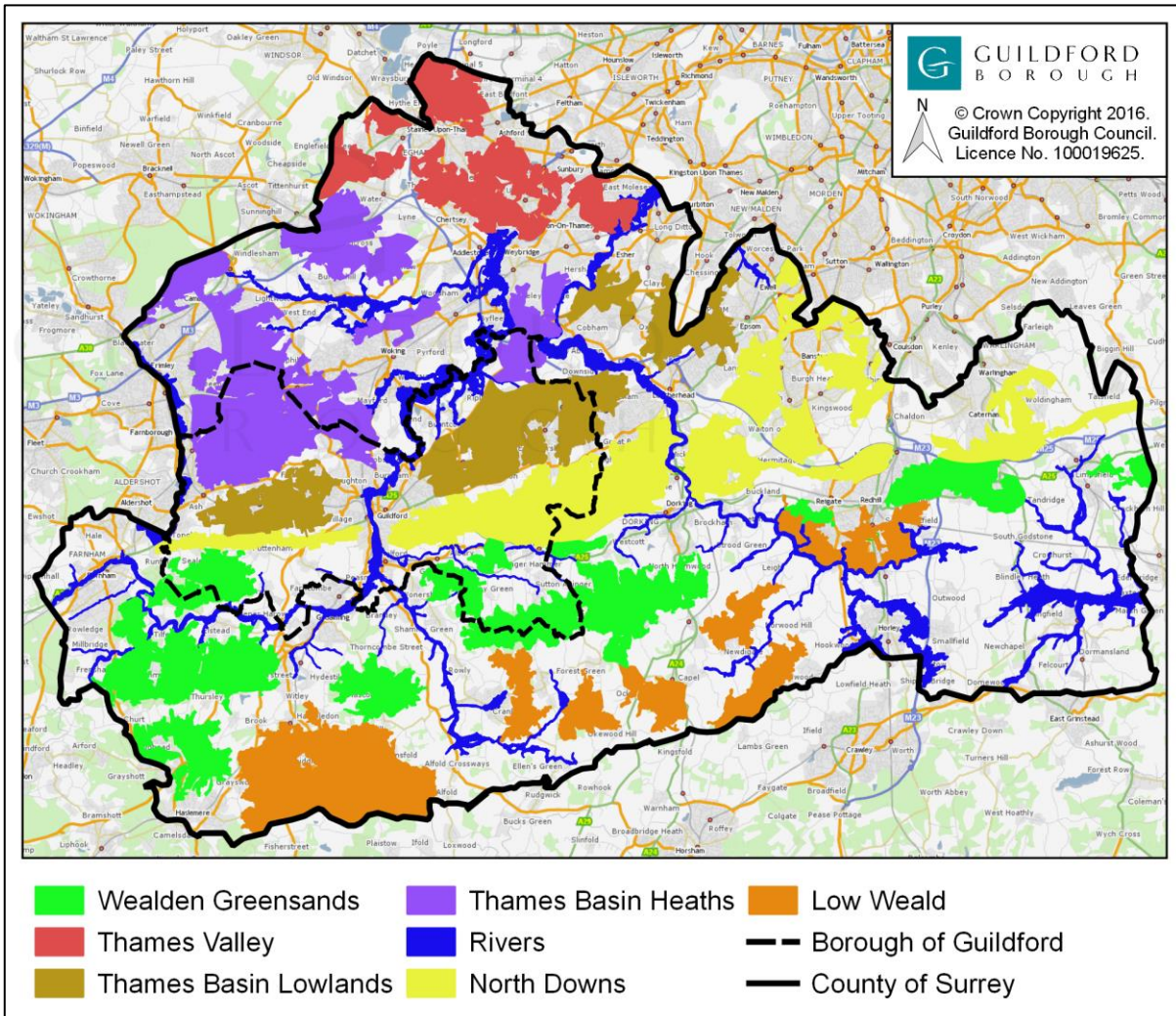


Figure 1: Biodiversity Opportunity Areas within Surrey

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

Open space

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

Blue infrastructure

4.6.39 The River Wey Navigation is a highly valued asset of borough wide significance, both as an important element of our borough's biodiversity and as a very significant public space. The National Trust has compiled a set of guidelines for what it considers are important characteristics of the river, and how it should be managed. These include the importance of the river as a 'visually important open corridor' and 'an important leisure asset' as well as a conservation area.

4.6.40 The Water Framework Directive (WFD) requires all member states to achieve good ecological and good chemical status for all groundwater and surface-water waterbodies by 2027 at the latest. This is assessed against a set of standards including water quality (both its chemistry and biology) and river morphology (for example, preserving or restoration to a naturally

meandering course, preserving floodplains and providing backwater ponds). Much of the River Wey in the borough currently achieves 'moderate' status, with some tributaries achieving only 'poor' or 'bad'. The River Wey directly upstream from the borough is largely 'poor'. The River Blackwater also largely achieves 'moderate' status, but is a tributary of the River Loddon and therefore falls within the neighbouring River Loddon catchment. This is a strategic issue due to the cross boundary nature of the impacts, and the importance of our watercourses for the ecological health of the borough. Significant pressures on the River Wey include pollution from waste water, agriculture and various sources in towns and from transport infrastructure, and the constraints to its natural function imposed by physical modifications to the river.

- 4.6.41 Both the River Wey and the River Blackwater, in combination with their floodplains and tributaries, are identified as BOAs.

POLICY ID4: Green and blue infrastructure

Biodiversity

- (1) The Council will maintain, conserve and enhance biodiversity and will seek opportunities for habitat restoration and creation, particularly within and adjacent to Biodiversity Opportunity Areas (BOAs). The Council will produce a Green and Blue Infrastructure Supplementary Planning Document (SPD) setting out how this approach will be implemented.
- (2) ~~Proposals for development must demonstrate how they will deliver appropriate net~~ New development should aim to deliver gains in biodiversity where appropriate. Where proposals fall within or adjacent to a BOA, biodiversity measures should support that BOA's objectives. The SPD will set out guidance on how this can be achieved.
- (3) The designated sites in the following hierarchy are shown on the Policies Map or as subsequently updated:
 - (a) European sites: Special Protection Areas (SPA) and Special Areas of Conservation (SAC)
 - (b) National sites: Sites of Special Scientific Interest (SSSI)
 - (c) Local sites: Sites of Nature Conservation Importance (SNCI) and Local Nature Reserves.
- (4) Permission will not be granted for development proposals unless it can be demonstrated that doing so would not give rise to adverse effects on the integrity of European sites, whether alone or in combination with other development. Any development with a potential impact on SPA or SAC sites will be subject to a Habitats Regulations Assessment.
- (5) Permission will only be granted for development proposals within or adjacent to national sites where it can be demonstrated that doing so would not be harmful to the nature conservation interests of the site and its function as an ecological unit.
- (6) Permission will not be granted for proposals that are likely to materially harm the nature conservation interests of local sites unless clear justification is provided that the need for development clearly outweighs the impact on biodiversity. Where this test is met, every effort must be made to reduce the harm to the site through avoidance and mitigation measures.

Blue infrastructure

- (7) The ecological, landscape and recreational value of watercourses will be protected and enhanced. Development proposals that are likely to have an adverse impact on the functions (including across their catchments) and setting of watercourses and their corridors will not be permitted. Proposals must demonstrate how they will support the achievement of Water Framework Directive objectives and have followed guidance from the Environment Agency on implementation of the River Basin Management Plan Wey Catchment Management Plan and flood risk management, and followed guidance in any local catchment management plans. In particular, developers should take any steps necessary to avoid any downstream adverse impact on water quality objectives that may arise from their proposed development.

Open space

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

Definitions

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

By providing well designed open spaces that include appropriate biodiversity measures within

BOAs, the linkages between the components of the ecological network can be improved while recreation and leisure opportunities are increased, delivering 'best value' multi-functional green space.

- 4.6.45 Where new open space is proposed, including new Suitable Alternative Natural Greenspaces (SANGs), within or adjacent to a BOA, these should be designed and managed to support the aims of the BOA. The Council expects the delivery of new SANGs to make a very significant contribution to achieving the ~~net~~ gains in biodiversity required by the NPPF, and in realising the strategic approach to biodiversity in Surrey. The primary role of SANGs is to provide an attractive natural or semi-natural space for recreation. SANG providers must ensure that this function is compatible with biodiversity and conservation through appropriate site selection, design and management.
- 4.6.46 Developments that are likely to have an impact on watercourses include (but are not limited to):
- agriculture, where run off from farmland could carry fertilisers and pesticides
 - roads, where run off could carry pollutants (such as cadmium from tyres and oil)
 - commercial developments that include a risk of spillage from stored liquids,
 - incorrect sewerage connections that result in foul water entering water bodies and
 - hard engineering of riverbanks that reduces the habitat value of the bank.
- 4.6.47 Proposals that include new road drainage systems should ensure that the system filters out potential pollutants. Developments that bring risk of spillages of pollutants into river catchment areas must have measures in place that prevent polluting the environment in such an event. When existing sites are re-developed, and when new sites are planned, sewage connections should be checked to make sure they are correct. ~~Opportunities should be taken to return engineered banks to a natural state.~~
- 4.6.48 ~~Non navigable waterways will be protected and enhanced through the use of an eight metre wide (measured from bank top) undeveloped buffer zone within which new development will be permitted only where it benefits the ecology and/or water quality of the waterway. Existing development should not encroach any further into the buffer zone. Development can facilitate the spread of non-native invasive species, which can have devastating ecological and economic impacts. Where identified, these species should be eradicated/controlled under an agreed scheme.~~
- 4.6.48a Development likely to affect a watercourse should seek to conserve and enhance the ecological, landscape and recreational value of the watercourse and its associated corridor. Conservation and enhancement actions include good design in terms of construction and open space, re-naturalising the bank by removing hard engineering to encourage natural buffer zones for the watercourse, removing barriers to fish passage, reducing diffuse pollution and tackling non-native invasive species.
- 4.6.48b Main rivers are watercourses designated as such by the Environment Agency; usually larger streams and rivers, but also including some smaller watercourses of significance. Main rivers should be protected and enhanced by a minimum eight metre wide undeveloped buffer zone (measured from bank top) on both sides. Bank top is defined as the point at which the bank meets the level of the surrounding land. Eight metres is the minimum required for main rivers under the Thames Region land drainage byelaws. However, on greenfield sites where more land is available, it may be appropriate to include a larger buffer zone that varies in size and shape depending on the local circumstances. The provision of a buffer zone should also be supported by a long term ecological management plan.

- 4.6.49 Open Space, for the purpose of Policy ID4, is defined as all types of open land, both public and private, of public sport/recreation and/or amenity value. The Open Space, Sport and Recreation Assessment provides an audit of open space and sport and recreation land across the borough. This assessment (or a successor document) should form the starting point when considering open space requirements in new developments.
- 4.6.49a The NPPF requires great weight to be given to the need to create, expand or alter schools to meet the needs of existing and proposed communities. This will be taken into consideration if development is proposed on open space and the development meets a legitimate educational need that is appropriately met on the site.

Reasoned justification

- 4.6.50 The NPPF requires Local Plans to set out a strategic approach to planning for the creation, protection, enhancement, and management of networks of biodiversity and to plan for biodiversity at a landscape scale across local authority boundaries. The Council supports the emerging strategy for Surrey being led by the SyNP and will set out how the approach will be implemented in the borough through a Green and Blue Infrastructure Supplementary Planning Document once enough detail has emerged.
- 4.6.51 The Council has a significant countryside estate and manages this land in a way that is consistent with the strategy. However, the majority of the land in the borough is outside the Council's control. Policy ID4 requires developments, including new open spaces, to provide biodiversity enhancement and/or creation in a manner consistent with the strategy. In this way, the Council's own efforts and those of private developers will work together to deliver the vision for Surrey.
- 4.6.52 The NPPF values and protects open space, which it defines as "all open space of public value... which offer[s] important opportunities for sport and recreation and can act as visual amenity" (NPPF glossary). The Open Space, Sport and Recreation Assessment identifies land of public value for amenity, sport and recreation across the borough.
- 4.6.53 Open spaces within urban areas provide relief from the intensity of the urban environment for residents of larger settlements who may not have easy access to the countryside. Urban open space also provides breaks in the built environment that maintain the character of those settlements. Policy ID4 therefore identifies all open space within urban areas as Open Space for the purposes of this policy. This means all types of open land, both public and private, that has public recreation and/or amenity value.
- 4.6.54 A survey of open space was undertaken in 1997 and sites of over 0.4 hectares that were considered to make a positive contribution to the character and visual amenity of the area were identified on the Proposals Map in the Local Plan 2003 under Policy R5 Protection of Open Space. These spaces are identified again as Open Space on the current Policies Map as they continue to serve the purpose for which they were originally designated. There are a number of open spaces on sites of less than 0.4 hectares in the urban areas including allotments and highway land which also make a significant contribution in their local context. Accordingly, urban open spaces of less than 0.4 hectares are also protected by this policy.

- 4.6.55 The Council has produced an Amenity Assessment to identify open spaces of public amenity value within villages that are inset from the Green Belt by the plan. This assessment looked at land within proposed village inset boundaries, excluding land where inset boundaries were expanded to take in allocations on the edges of villages. Sites that were assessed as having public value are identified as Open Space on the Policies Map and will be protected in line with the NPPF to ensure that the value for which the space has been identified is retained. Open spaces outside inset village boundaries are protected by the Green Belt designation so have not been considered for further protection. Land of public value in inset villages that is used for sport and recreation is identified through the Open Space Sport and Recreation Assessment and will be protected in line with the NPPF.
- 4.6.56 The NPPF allows for the designation of Local Green Space (LGS), through the Local Plan and neighbourhood plans. The designation can be used to protect open spaces of particular local significance from development in a manner consistent with Green Belt policy. LGS is not included in this strategic policy due to the local nature of these spaces and because doing so would limit the scope for neighbourhood plans to bring forward their own LGS policies (neighbourhood plans must be in general conformity with strategic policies in the Local Plan). The Council has received a number of suggestions for new LGS and qualifying proposals will be allocated through the Development Management Policies DPD.

Key Evidence

- Open Space, Sport and Recreation Assessment (Guildford Borough Council, 2017)
- Biodiversity Opportunity Areas: the basis for realising Surrey's ecological network (Surrey Nature Partnership, 2015)
- Biodiversity Opportunity Areas: Guildford Borough - Policy Statements (Surrey Nature Partnership, 2015)
- Thames River Basin Management Plan (2015)
- Water Framework Directive (2000)
- Water Quality Assessment Stage 1 Technical Statement and Stage 2 Final Report (Guildford Borough Council, 2017)
- Biodiversity Net Gain – A new role for infrastructure and development in improving Britain's wildlife (WSP/Parsons Brinckerhoff, 2016)
- Biodiversity Net Gain: Good practice principles for development (CIEEM, CIRIA, IEMA, 2016)

Monitoring Indicators

Indicator	Target	Data source
Amount of open space	No loss of open space, identified deficits gone by 2034	Planning applications and appeals Open space, sport and recreation assessment
Amount of new SANG provided or funded	All qualifying developments to deliver new SANG or funding for strategic SANG in line with prevailing standards Delivery of strategic SANGs identified in Infrastructure Delivery Plan	Planning applications, appeals and s106/CIL receipts
Net g Gains in biodiversity provided by development on sites of 25 homes or greater	All developments to provide net gains in biodiversity	Planning applications and appeals
Progress towards Water Framework Directive objectives	Achieve 'good ecological status' at earliest opportunity and by 2027 at the latest	Environment Agency data
Condition of European and National sites	Improvement in condition	Natural England surveys
Condition of local sites	Improvement in condition	The Council's SNCI surveys