

Guildford's Development Framework

CORE STRATEGY 2006-2018

Preferred Options 2006

	page
1.0	Introduction 3
2.0	A Spatial Portrait of Guildford 7
3.0	The Spatial Vision and Key Objectives 8
4.0	The Preferred Spatial Approach 9
5.0	Indicative Policies 28
6.0	Relationship with other DPD's and Saved Policies 70
 Appendices	
	Appendix 1 71
	Local Development Framework Evidence Base
	Appendix 2 73
	Core Strategy Policies and Local Plan Policies
	Appendix 3 76
	Questionnaire Details
	Appendix 4 76
	Sustainability Appraisal Details
	Appendix 5 77
	Consultation Responses to the Issues and Options Paper
	Appendix 6 80
	Town Centre Boundary



1.0 INTRODUCTION

1.1 Purpose of this Document

1.1.1 This document has been produced by the Borough Council as a basis for consultation on the second stage of preparing Guildford's Core Strategy. It builds on the earlier Core Strategy Issues and Options consultation (Spring 2005) "Guildford Looking Forward – Planning Our Borough Together".

1.1.2 The Guildford Development Framework (GDF) affects many aspects of our lives – from where we can live, to where we can work, to where and how we can enjoy ourselves. So it is very important we get it right.

1.2 What is the Guildford Development Framework?

1.2.1 The GDF deals with spatial issues, i.e. those issues that involve the use of land and the movement of people and access to opportunities. That means that it deals with issues such as where houses are built, where commuters should park, where roads should go, how attractive public spaces are, or where tourists should be encouraged to visit. It cannot directly deal with non-spatial issues such as the achievement of GCSEs, the length of hospital waiting lists, or the price of petrol.

1.2.2 The GDF will balance environmental, economic and social needs for land and buildings. Sustainable development is about meeting the needs of the present without compromising the ability of future generations to meet theirs. It is therefore important to plan for new development required now, as well as protecting the environment for the future. We need to plan for this change, rather than letting it happen on an ad hoc basis.

1.2.3 When reading through this Paper, please bear in mind that, to a certain extent, the District Council's hands are tied in the decisions it can make because we need to follow guidance set by others.

1.3 Parameters

1.3.1 The Government produces Planning Policy Guidance Notes, which are being replaced by Planning Policy Statements. We have to take what they say into account.

1.3.2 The South East of England Regional Assembly (SEERA) produces the South East Plan (SEP), which sets the spatial framework for the region as a whole, and also sets the amount of land that needs to be earmarked for housing, employment etc. from 2006 to 2026. This Plan is not finished yet, although we still need to have regard to the draft document when preparing the GDF. We also need to follow the rules set by the previous regional guidance, and provided in more detail by Surrey County Council in the Structure Plan 2004.

1.3.3 The Surrey Structure Plan runs up to 2016 and we need to take it into account when we decide whether to permit or refuse planning applications.

1.3.4 The GDF also needs to take into account strategies and plans with spatial implications produced by the District Council itself, such as the Community Plan, Housing Strategy or the Economic Development Strategy, and those produced by outside organisations such as the Primary Care Trust, the Environment Agency or Surrey County Council.

1.3.5 The GDF must also reflect the views of the local community – those who live, work and play in Guildford Borough. So you can still take a huge part in shaping what happens locally. Feedback and issues of importance identified by you in the Community Plan have already contributed towards the contents of the Guildford Development Framework.

1.4 What is the Core Strategy?

1.4.1 The Core Strategy is the part of the GDF that explains how the Borough is likely to change in the next few years, and how this will happen. It sets the strategic criteria against which decisions about the use of land can be planned. It is a Development Plan Document (DPD), which means it forms the starting point for determining any planning application, and it needs to be considered by an independent Inspector before it is adopted.

1.4.2 The Core Strategy policies will, when adopted, replace some Local Plan policies. For the purposes of determining planning applications, reference should be made to retained Local Plan policies. The Core Strategy policies will have greater weight as they go through the various stages leading to adoption. Section 5 of this document sets out draft Core Strategy policies. Appendix 2 lists the proposed new Core Strategy policies and the saved Local Plan 2003 policies.

1.5 Consultation Arrangements

1.5.1 Public participation on the Core Strategy Preferred Options is being carried out in accordance with the Council's Statement of Community Involvement. This requires for the following activities to be carried out:

- Notification letters to individuals and stakeholders
- Questionnaire and Comment Form
- Public Displays
- Press Releases and Advertisements
- Information on the website

1.6 Timetable

1.6.1 The consultation on the Preferred Options Core Strategy lasts for 6 weeks and started on the 19th June 2006 and closes on the 31st July 2006. Following this the Council will consider all the responses and will then produce a final version of the Core Strategy. This will then be submitted to the Secretary of State. Representations can be made on this "Submission Stage". The Secretary of State will appoint an Inspector who will hold a public examination into the Core Strategy to assess whether the plan is sound, and may make changes to it.

1.7 Making Comments

1.7.1 To make your views known, please complete the consultation form available at the end of this Document or on the Borough Council's website www.guildford.gov.uk. Then please:

E-mail your response to: Planningpolicy@guildford.gov.uk

Or send it Freepost to:

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



Or Fax it to:
01483 444511

1.7.2 Please note that comments received on this document cannot be treated as confidential, and will be made available for public inspection before and after the document has been submitted to the Secretary of State.

1.7.3 All comments must be received no later than 5 pm on 31st July 2006.

**Copies of this document can be made available
in different formats including
different languages, Braille, large print and audio**



2.0 A SPATIAL PORTRAIT OF GUILDFORD

- 2.1 Guildford Borough is situated in the south-western part of Surrey some 30 miles from Central London and 45 miles from the South Coast.
- 2.2 The Borough of Guildford is Surrey's most populous district with a population of approximately 129,700. The two principal urban areas are the town of Guildford and in the west of the Borough the urban area of Ash and Tongham. The Borough is the second largest district in Surrey, covering approximately 104 square miles (269 square kilometres).
- 2.3 Approximately half the Borough's population live in Guildford Town, a thriving county town with an attractive historic core and a wide range of commercial, retail and leisure facilities. The University of Surrey is located in the town while Guildford Cathedral is a dominant landmark. The town is situated in a valley at a point where the River Wey cuts through the North Downs. This has been a significant influence in the town's historic development.
- 2.4 Ash and Tongham have a population of approximately 17,500 and are mostly residential in character. Ash has a local shopping centre and some small industrial estates.
- 2.5 Outside of the urban areas most of the Borough is designated as Green Belt. The southern part of the Borough lies within the Surrey Hills Area of Outstanding Natural Beauty.
- 2.6 The Borough has a rich and varied architectural heritage with 1,200 listed buildings and 38 Conservation Areas.
- 2.7 The countryside of the Borough is extensive and contains a number of villages, isolated areas of housing, long established businesses, farms and woodland. The landscape is generally attractive, and exceptionally so in the south of the District of which the North Downs forms a part.
- 2.8 Four major roads pass through the Borough. The M25 enters the Borough briefly at Wisley at its junction with the A3. The A3 runs from north to south through the Borough and provides road links to both London and the South Coast. The A31 runs along the top of the Hogs Back and joins with the A331 Blackwater Valley Road at the western end of the Borough. The A25 also runs in an east west direction between Guildford and Reigate. The Borough is well served by rail with direct lines to London, Portsmouth, Reading and Gatwick.
- 2.9 The Borough is one of the safest parts of Surrey, which is itself one of the safest Counties in England.
- 2.10 Unemployment in the Borough is 1.0%, which is below the national average of 3.2%. There is, however, a skills shortage in some sectors. The main employment sectors are service and retail.
- 2.11 Guildford is in the main an affluent area. This is reflected in the high house prices (the average house price in Guildford is £324,265 compared to the national average of £194,584) and high car ownership (there are 1.45 cars per household in the borough compared to 1.11 nationally). However, there are pockets of deprivation and there is lack of affordable housing for first time buyers and key workers.

3.0 THE SPATIAL VISION AND KEY OBJECTIVES

3.1 The vision and key objectives for the Core Strategy are set out below. These provide a spatial approach, which takes account of the character and needs of Guildford set out in the Spatial Portrait.

3.2 The Spatial Vision is:

“A borough that protects and enhances its high quality environment, whilst meeting the community’s housing, economic, transport, recreational and social needs in the most sustainable way possible.”

3.3 The key objectives to achieve the vision are:

1. Meeting the housing needs of the area identified in the Surrey Structure Plan and when adopted the South East Plan;
2. To provide affordable housing for those unable to afford market housing;
3. To provide for business and employment development needs, particularly for existing local businesses;
4. To protect and enhance Guildford’s town centre role as a regional shopping centre and as a focal point for commercial, arts, cultural and entertainment facilities;
5. To protect the countryside from inappropriate development and maintain its open rural character;
6. To reduce the need to travel by car to reduce congestion and improve public transport accessibility;
7. To improve environmental quality and protect and enhance the distinctive character of the borough;
8. To meet the challenge of making the best use of urban land while protecting the character of the existing environment;
9. To ensure sufficient provision of social, cultural and recreational facilities;

4.0 THE PREFERRED SPATIAL APPROACH

4.1 Summary of Issues and Options Consultation Responses

For each preferred option, the relevant responses received to the Guildford Issues and Options questionnaire (2005) have been considered. Whilst these responses will inform the production of the Core Strategy the Council also needs to be mindful of national, regional and county planning policy plus any relevant background studies. Consequently the proposed Core Policies may not always be based entirely on public opinion. A summary of the consultation responses for each section is attached in Appendix 5

4.2 CORE STRATEGY SPATIAL APPROACH

4.3 Location and Pace of Development

4.3.1 Preferred Option – Location and Pace of Development

Direct development to previously developed land in the urban areas of the Borough. These are the most sustainable locations in the Borough, particularly Guildford Town Centre. Development generating significant numbers of trips will only be allowed in locations highly accessible by public transport. Development should be appropriate to the scale and character of the area.

4.3.2 This approach enables the best use to be made of urban land, maximises the potential for use of non-car modes of transport, meets key principles of sustainable development, will ensure protection of our countryside and environmental designations and is in general conformity with national and regional planning policy. It will also deliver the nine key objectives for the Core Strategy and the objectives of the Community Plan.

4.3.3 The Housing Potential Study shows that Guildford should be able to meet its housing targets through the development of existing brown field sites without requiring the release of Green Belt land. There is a need to ensure we will be able to deliver the necessary infrastructure to accompany the increase in housing and other development within the urban area.

4.3.4 It is not possible to set a clear target for the overall pace of development over the plan period. Most development will take place on existing developed land where the timing will be dependent on the willingness of the owners and occupiers to sell or redevelop. The Strategy does not therefore set out any plans for the phasing of development over the plan period. However, the technical evidence shows that the preferred strategy should provide enough land to accommodate the housing requirement, and future retail and employment needs of the Borough.

4.3.5 The South East Plan, when adopted, may change the number of houses the Borough is expected to deliver. The Council may need to review the above spatial approach in the light of any change.

4.3.6 Please see draft Core Policy 1.



4.4 HOUSING

4.4.1 Key Issues

Where should new housing be built? What type of housing should it be and at what density? How can we provide more affordable housing and where should it go? How and where should accommodation for gypsies and the travelling community be provided?

4.4.2 Preferred Option - Housing

- Meet the housing requirement by providing new housing within the urban areas of Guildford, Ash and Tongham and the identified village settlements.
- Encourage a high standard of design in new development.
- Ensure that new and replacement dwellings are of the appropriate mix, size, type and density whether they are in the urban or rural areas. This includes providing adaptable housing to meet the needs of the elderly.
- Increase the number of affordable dwellings provided by increasing the percentage required and lowering the threshold that triggers affordable housing provision.
- Allow for small-scale exception sites for affordable housing in rural areas.
- Include a policy in the Core Strategy setting out the criteria for how sites for gypsy and traveller accommodation would be found, should they prove necessary. To undertake a Gypsy and Traveller Accommodation Assessment and if this shows a need for additional accommodation for gypsies, travellers and travelling show people to provide and plan for this through the Site Allocations Development Plan Document.
- Minimise the impact of new development in the Green Belt by ensuring replacement dwellings are not materially larger than the dwelling as it originally existed and only permitting extensions that are in proportion to the size of the original dwellings.

4.4.3 This reflects options 1, 5a, 5b and 6 of the ‘New Housing Development’ section, options 1, 2, 5, 5a, 5b and 5c of the ‘Affordable Housing’ section and options 1 and 2 of ‘Other Housing Issues’ section in the Issues and Options consultation. Please see draft Core Policies 2,3,4,5,6,7,8,9,10,11 and 12.

4.4.4 Housing Provision

The Council's Housing Potential Study concludes that there are sufficient sites in the urban areas of the Borough to meet the current housing requirement of 316 dwellings per annum. The Council will follow a combination of approaches to meet their housing targets. These will predominantly be by providing new housing on brown field sites within existing built-up areas and the redevelopment of some of our existing secondary employment sites for housing or mixed-use development, including housing.

4.4.5 There is a strong emphasis on good design in new buildings, which is supported by requiring a design statement with most planning applications and by guidance in associated Council publications such as the Residential Design Guide.

4.4.6 New residential development should be built to maximise the potential of the site and make the best use of land, whilst having regard to the character of the area and protection of amenities. Residential development with a density of between 30 and 50 dwellings per hectare will be encouraged in urban areas and village settlements. Densities above this range will be permitted in locations with good transport accessibility, such as the Town Centre (see Town Centre Boundary map in Appendix 6). The appropriate density for a site should be informed by the character and uses of the area, public transport accessibility and the level of service provision and public spaces.

4.4.7 The Initial Sustainability Appraisal March 2005 states that if Guildford is to meet its housing requirements by urban intensification and use of employment land certain measures will need to be taken to mitigate the effects. These include measures to restrict car use, promote public transport alternatives or walking and cycling, careful design, promote sustainable construction, waste management, water management and drainage, enhance energy efficiency, and seek renewable energy generation.

4.4.8 Whilst many respondents to the Issues and Options paper felt that urban intensification and higher densities could potentially destroy the character of Guildford, they also objected to the release of Green Belt land for housing. The preferred option is considered to achieve a balance between these aims by making the best use of land whilst being mindful of the local character and context of an area and requiring good design. It also reflects guidance on density given in Policy H5 of the Draft South East Plan and Policy SE4 of the Surrey Structure Plan 2004 on the density and design of buildings.

4.4.9 Household Size

The 2001 Census shows that the average household size within Guildford is decreasing. New residential development needs to reflect the requirement for smaller housing and contribute towards meeting the needs of all sections of the community. This includes requiring homes that are suitable for the elderly, which is a sector of the population that is predicted to grow in the near future. This approach is based upon the findings of the Guildford Housing Needs Survey update 2005, the draft South East Plan, the Guildford Homes Partnership Housing Strategy 2005, the Guildford Borough Core Strategy Issues and Options Sustainability Appraisal report and the Community Plan 2003.

4.4.10 Affordable Housing

A Borough wide Housing Needs Survey update was carried out in 2005, which identified an annual shortfall of 804 affordable homes. However, it will not be possible to meet this need as it exceeds our annual figure for total housing provision of 316 dwellings per year. The preferred approach is to seek to meet the need for affordable housing as far as is practicably possible.

4.4.11 The Council will build upon the existing Local Plan approach (set out in Policy H11) and seek a higher proportion of affordable housing on a greater number of qualifying sites, by raising the percentage provision up from at least 30% to at least 35%. The Infrastructure Supplementary Planning Document provides information on how this figure has been reached.

4.4.12 It is also proposed to lower the threshold levels at which sites must provide affordable housing provision to 5 dwellings with a site area threshold of 0.13 ha in urban areas and 0.17 ha in rural settlement areas. These new site area thresholds were calculated using as a guide the minimum development site area which would be needed to achieve 5 dwellings, recognising the greater efficiency of land use anticipated by national planning policy guidance (draft Planning Policy Statement 3). A lower threshold is applied in urban areas, where densities are expected to be higher. Where a need for affordable housing is directly related to a commercial development, the Borough Council will seek a financial or other contribution appropriate to the scale and kind of the development.

4.4.13 There is an identified need for significantly more affordable housing to meet local needs within the rural areas. Where sufficient previously developed land is not available to meet local needs, the preferred approach is to seek to meet this need as an exception to normal policies by the release of small-scale exception sites within, adjoining or in close proximity to existing small rural communities for entirely affordable housing.

4.4.14 Whilst public opinion supports action to address rural housing need, the Community Plan (2003) and Core Strategy Issues and Options (2005) consultations showed little public support exists for the loss of Green Belt/countryside land implicit within rural exception developments. National planning policy guidance in draft Planning Policy Statement 3 (PPS3), however, requires that local planning authorities include such a policy in their Local Development Framework Documents. This reflects the approach in the current Local Plan.

4.4.15 Rural Settlements

The approach towards replacement dwellings and extensions to dwellings in the Countryside is that they must meet a set of criteria. If the dwelling is located within the Green Belt and outside of an identified settlement boundary stricter criteria will apply, namely the replacement dwelling must not be materially larger than the dwellings it replaces or the extensions must not be disproportionate in size taking into account the size of the original dwelling. This reflects Government Guidance given in Planning Policy Guidance Note 2.



4.4.16 Gypsies and Travellers

The Council is proposing to undertake a Gypsy and Traveller Accommodation Assessment in 2006. This will help determine the need for Gypsy and Traveller caravan sites. If the Assessment demonstrates that there is a need for additional sites they would be allocated in the Site Allocation development plan document. A sequential approach to site identification would be adopted, whereby sites will be sought within existing urban areas first, then edge of urban settlements. In areas of nationally recognised designations planning permission will only be granted where the objectives of the designation will not be compromised by the development. All alternative sites will be explored before rural exception Green Belt sites are considered. Alternative modes of transport to the car should be available to allow access to local services.

4.4.17 Why Other Housing Options Were Discounted

Development within the Green Belt was discounted because of the public response and also the Urban Capacity Study, which showed that we could meet our housing targets by focusing residential development within the urban areas and village settlement boundaries.

4.4.18 Introducing a lower threshold below 5 dwellings for affordable housing contribution would require a planning obligation with almost every residential planning decision, which would result in significant delays in the planning process. Requiring an even greater percentage of affordable housing units on sites could make schemes financially unviable.

4.4.19 Revised policy guidance on gypsies and travellers requires a more proactive approach to assessing the need for new sites and allocating the sites if required. The current Local Plan approach of assessing individual planning applications when submitted is therefore no longer appropriate.



4.5 ECONOMY

4.5.1 Key Issue

Are the amount and type of offices, factories and warehousing adequate?

4.5.2 Preferred Option -Economy

Maintain and enhance the economic role of the Borough. This will be achieved by:

- Retaining and making best use of existing suitably located employment land and buildings (defined as strategic sites).
- Allowing the loss of up to 20% of poorly located non-strategic employment land and buildings to other uses,
- Assisting the diversification of Guildford's rural economy in a sustainable way that preserves or enhances the character of the surrounding countryside.

4.5.3 This is a combination of Options 1 and 6 in the Issues and Options consultation. Please see draft Core Policy 13.

4.5.4 Offices, Industrial and Warehousing

The Borough Council is in the process of preparing an Employment Needs Assessment. This will be informed by employment forecasts for the Borough that will be used to predict the number of jobs and the amount of employment floorspace needed for those jobs. The forecasts should be available by June 2006.

4.5.5 The preferred option reflects what has happened in the local economy over recent years and the approach advocated in the Surrey Structure Plan. From the research undertaken so far it is considered that this approach will meet Guildford's future employment needs, however, the results of the employment forecasts will add greater certainty.

4.5.6 Suitably located employment sites (referred to as 'strategic sites') are listed below:

- Slyfield Industrial Estate
- Guildford Town Centre
- Lysons Avenue, Ash Vale
- Riverway, Astolat, Weyvern at Peasmarsh
- Cathedral Hill Industrial Estate
- Guildford Business Park and G3
- Guildford Industrial Estate, Deacon Field
- Woodbridge Meadows
- Surrey Research Park
- Middleton Road Industrial Estate
- Perram Works, Bridge Park at Merrow Industrial Estate
- Broadford Park, Shalford
- The Guildway, Portsmouth Road
- Quadrum Park, Peasmarsh
- The Pines Trading Estate, Broad Street
- Woodbridge Park, Woodbridge Road
- BTR Vokes, Normandy

- 4.5.7 Part of the strategy allows for the loss of non strategic employment land to other uses if it is poorly located or no longer required for business use, or the building is not capable of being converted to meet modern day requirements. This has already been accepted on a number of sites, which have been redeveloped for residential use and reflects Policy LO7 of the Surrey Structure Plan.
- 4.5.8 The Borough Council will monitor the demand for new floorspace and the take up of vacant floorspace to assess whether the strategy is working.
- 4.5.9 Rural Economy
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 should 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. Diversification should not lead to new buildings, and the reuse of existing buildings will be encouraged.
- 4.5.10 Why Other Economy Options Were Discounted
Allocating additional employment land is not necessary based on recent trends and the Surrey Structure Plan. Matching the number of jobs to workers and increasing the number of commercial sites was not an option supported from the public consultation feedback.



4.6 SHOPPING

4.6.1 Key Issue

Should more shopping facilities be provided and should we encourage a variety of uses in the Town Centre?

4.6.2

Preferred Option - Shopping

- Locate new retail development within existing retail centres in accordance with the following hierarchy:
 - a) Guildford Town Centre – for major retail development (2,500 sq m gross additional floor space or more)
 - b) District Centres – Station Parade East Horsley and Wharf Road Ash, for smaller scale retail development appropriate to the size and function of these centres
 - c) Elsewhere in the identified local shopping centres only very small scale retail development will be permitted.
- Guildford Town Centre to be the main focus for major development comprising leisure, services, cultural, retail residential and commercial.

The Town Centre Area Action Plan will identify sites within Guildford town centre for retail and other main town centre use developments in order to meet identified needs in the plan period to 2018. This will include the approved extension to the Friary Shopping Centre.

4.6.3 This reflects option 2 in the Issues and Options consultation. Please see draft Core Policy 14.

4.6.4 All retail and Town Centre uses

The preferred location for new retail development is within existing retail centres (set out in the retail hierarchy identified above) the boundaries of which are shown on the Town Centre Area Action Plan for the Town Centre and the Local Plan Proposals Map for the District and Local Shopping Centres.

4.6.5 Only if it can be demonstrated that no suitable sites are available in these locations will other sites be considered. This will be carried out in accordance with the sequential test set out in Planning Policy Statement (PPS) 6 'Planning for Town Centres'.

4.6.6 Developers will be expected to demonstrate:

- reasonable flexibility in terms of the scale, format, car parking provision and scope for disaggregation within their developments;
- need for the development;
- that the development would be of an appropriate scale;
- that no more central sites available for the development;
- no unacceptable impacts upon existing centres;
- that the location should be accessible, having regard to accessibility by a choice of means of transport and the impact on car use, traffic and congestion.

4.6.7 Guildford Town Centre

The town is a focus for major commercial and regional administrative functions and is a regional shopping and leisure centre.

4.6.8 The preferred approach is to meet any need identified in the Retail Needs Assessment 2006 within Guildford Town Centre up to 2018. The Borough Council has identified a suitable retail site within the Town Centre Area Action Plan DPD to meet this need.

4.6.9 The policy will, if appropriate, provide for the phasing and release of development sites over the plan period, to ensure that those sites in preferred locations within centres are developed ahead of less central locations.

4.6.10 National planning policy guidance in Planning Policy Statement (PPS) 6 'Planning for Town Centres' seeks a 'town centres first' approach, by accommodating growth through more efficient use of land and buildings within existing centres or, where this is not possible, through planned extensions of the town centre.

4.6.11 The draft South East Plan defines Guildford as a primary regional centre and confirms that town centres will be a focal point for development of a mixture of uses including large scale leisure, services, culture, retail, residential and commercial. The Surrey Structure Plan 2004 reiterates that town centres will continue to be the main focus for development. Development will be permitted where it supports the role of Guildford as a centre of strategic importance and a regional hub.

4.6.12 The Town Centre Area Action Plan (TCAAP) will define the boundary of the Town Centre and will set an indicative upper limit for the scale of development, which is likely to be acceptable within the town centre. The TCAAP will additionally identify the primary and secondary shopping frontages and will indicatively show the areas which the Council considers to be 'edge of centre' and 'out-of-centre' for the purposes of interpreting PPS6.

4.6.13 This approach reflects updated government guidance set out in PPS6, which identifies the full range of major development uses appropriate within town centres. By adopting a sequential approach to the location of development, focusing on town centres first, the preferred option follows the majority of Core Strategy Issues and Options consultation responses, which supported the provision of a wide range of uses within central Guildford.

4.6.14 Public support for a greater presence of smaller, individual (non-chain) and specialist stores in the town are acknowledged. This is a recurrent theme, which came through strongly in both the Community Plan and Core Strategy Issues and Options consultations. Upon completion of the Retail Needs Assessment officers will be in a position to determine if there exists sufficient evidence to support a bespoke policy to address this topic in either the Core Strategy or the Town Centre Area Action Plan. National planning policy guidance, however, is unlikely to support local policies, which seek to restrict competition between retailers.

4.6.15 Why Other Shopping Options Were Discounted

The most sustainable option, which encourages a variety of uses including retail in the Town Centre, has been opted for. Discouraging further shopping facilities in the Town Centre would not reflect the public consultation feedback and would also be less sustainable.



4.7 PUBLIC SERVICES/FACILITIES

4.7.1 Key Issues

What additional services and facilities are needed? Should we protect existing public facilities?

4.7.2

Preferred Option – Public Services/Facilities

- Locate leisure and culture uses that attract a large number of visitors within the Town Centre
- Resist the loss of sustainably located leisure, cultural and community facilities.

4.7.3 This reflects options 1a, 1b, 2 and 3 of the ‘Public Services and Facilities’ section of the Issues and Options consultation paper. Please see draft Core Policy 15.

4.7.4 The Council has undertaken an Infrastructure Requirements Study, which has not identified any social and community infrastructure deficits that would stop the level of development set out in this strategy being implemented. However, there is a need to protect existing facilities. Existing policies in the Local Plan 2003 on the retention of community facilities are to be saved. A new policy on supporting an elderly population is to be included in the Core Strategy (see proposed Core Policy 10).

4.7.5 Open space and recreational facilities are addressed in the Environment section.

4.7.6 If there is significant housing growth we may need to identify more facilities.

4.7.7 A new policy on public services and facilities is proposed.

4.7.8 The most sustainable location for new recreation, leisure, cultural and community developments is within Guildford Town Centre. Where there are no suitable sites available within the Town Centre the sequential test set out in Planning Policy Guidance Note 6 will be followed. Specific sites can be identified in the Town Centre Area Action Plan or the Sites Allocations Development Plan Document.

4.7.9 Outdoor sport and recreation use requires large areas of land yet generates very few trips. Also some types of recreation, such as water-based sports, require specific locations. Where such uses comply with planning policies they can be located in suitable sites in the Borough.

4.7.10 Why Other Public Services/Facilities Options Were Discounted

Appropriate sites for new recreation, leisure, cultural and community facilities can be hard to find, therefore to allow the loss of existing facilities and to discourage new facilities would be short-sighted and contrary to public feedback from the consultation on the Issues and Options paper.



4.8 MOVEMENT

4.8.1 Key Issues

How can we improve movement within the Borough to address existing problems as well as mitigating the transport impact of new development? What can be done to encourage people to use alternative modes of transport to the car?

4.8.2 Preferred Option - Movement

- Locate major forms of traffic generating development in locations well served, or capable of being well served, by cycling, walking and public transport
- Minimise the increase in car borne trips in the Borough by:
 - Improvements to public transport, in particular serving the town centre and major employment areas.
 - Providing safe cycle and walking routes.
 - Providing maximum parking standards for new development across the Borough with reduced standards applying in the town centre in accordance with the Council's Vehicle Parking Standards Supplementary Planning Document.
 - Providing additional Park and Ride sites
- Negotiating for contributions from new development, which generates extra trips, towards provision of future transport improvements.

4.8.3 This reflects options 1 and 2 in the Issues and Options consultation. Please see draft Core Policy 26.

4.8.4 Location of Development

Part of the spatial strategy is to locate development in the urban areas of the Borough, with a focus on the town centre, which is the most sustainable location. Integral to the achievement of this strategy is the provision of an efficient transport network.

4.8.5 Guildford town centre suffers congestion at peak periods. This is particularly around the town centre gyratory system and the main routes serving the town centre.

4.8.6 Public Transport

Guildford has good train links to London Waterloo (38 minutes), the South Coast (Portsmouth – 65 minutes), the South West (Reading – 40 minutes) and Gatwick Airport (41 minutes). The Airtrack scheme proposes the development of direct links between Guildford and Heathrow.

4.8.7 The Borough Council has granted planning permission for a new bus station as part of the Friary Shopping Centre expansion. This would be

located within the new development and forms an L shaped structure backing onto the existing Friary centre and facing out to Leapale Road and Dominion House. It will provide 21 bus stands arranged in a drive in, reverse out pattern. Guildford Railway Station is also identified as a redevelopment site, which will include the provision of a new station and transport interchange. Improved linkages between the bus and rail station are being explored through the Town Centre Area Action Plan.

4.8.8 Public Parking

There are also 9,000 public and on street car parking spaces available in and around the town centre. There are currently 2 permanent Park and Ride sites in the Borough at Artington to the south and Spectrum in the north east. There is also a Saturday only facility at Ladymead and a service operates from the University on Saturdays using normal bus services. Work is soon to commence on a new Park and Ride site at Merrow. The Borough Council and Surrey County Council are currently investigating extending the Artington site to provide an additional 250 spaces, providing a site at Manor Farm (at the University of Surrey land) and providing a new site to the north of Guildford urban area. An updated Park and Ride Strategy is also being prepared.

4.8.9 The Council has an adopted the Guildford Parking Strategy (2003). This aims to:

- Restrict on street parking in the town centre shopping core
- Restrict length of stay in most central car parks through charging structure
- Provide for long stay and all day public parking in outer car parks or park and ride sites
- Retain a limited amount of long stay parking for essential users

4.8.10 The Parking Strategy is currently being reviewed. Part of this review will address current parking levels in the Town Centre.

4.8.11 Parking Standards in New Development

A Vehicle Parking Standards Supplementary Planning Document has been drafted and is currently out for consultation. This seeks to reduce parking provision, particularly at locations which are accessible by a choice of means of transport, such as the town centre. Parking standards away from accessible areas will be at or near the full standard recommended in the Surrey Parking Strategy. In these areas high-density development will not be permitted.

4.8.12 Traffic Growth

The Draft Surrey Local Transport Plan (LTP) has set an ambitious target of no increase in peak hour traffic in Guildford in the next five years. Surrey County Council, as the highway authority, has funded a Transport Study (referred to as the Guildford and Woking Integrated Transport Study (GWITS)) to assess how this could be achieved through a transport model. The Study has forecast that the rate of residential and commercial development set out in the Core Strategy will increase peak hour traffic by 13% to 2016. This will increase congestion in certain parts of the Borough in the morning peak (between 8 and 9 a.m.), particularly the town centre gyratory system, Ladymead, Woodbridge Road and Woking Road. Further testing is currently underway to identify whether it

is possible to reduce this percentage using other measures. The Borough Council will assess the impact of this additional testing on the implementation of this Strategy.

4.8.13 The County Council's strategies, objectives and targets for transport use are included in the Local Transport Plan 2. The Draft LTP 2 sets out how Surrey County Council intends to tackle congestion, increase accessibility, improve safety and security, enhancing the environment and improving maintenance without being specific about detailed schemes in the Borough. The County Council has introduced the Pegasus school bus project in Guildford. This provides a Home to School service, which will eventually serve a number of primary schools. Site specific transport improvements arising from the final LTP will be set out in the Site Allocations DPD.

4.8.14 Walking and Cycling

The Borough Council and Surrey County Council have prepared joint Walking and Cycling Strategies. New and improved routes are identified in these Strategies, which will be funded by either the authorities themselves or by developer contributions. Other routes may be identified as part of planning applications.

4.8.15 Contributions to Improvements

The Borough Council will also expect contributions from all developments, which generate additional trips to support transport improvements. The detail is set out in the draft Infrastructure Supplementary Planning Document, which was subject to public consultation in the Spring 2006.

4.8.16 Why Other Options Discounted

The results from public consultation indicated that congestion charging was not supported. It is considered that there are economies of scale for the introduction of congestion charging and Guildford is not of sufficient size to warrant its introduction. Congestion charging may also result in the displacement of traffic on to rural communities and unsuitable roads.



4.9 ENVIRONMENT

4.9.1 Key Issues

Which parts of the environment should we be protecting? Should we encourage greater energy efficiency in new developments to help tackle climate change? How can the Council promote sustainable construction and renewable energy? Should we protect open spaces, sports and recreation facilities? How can we minimise the impact of flooding on our residents?

<p><u>Preferred Option - Environment</u></p> <ul style="list-style-type: none"> • Leave the Green Belt boundary unchanged from that in the Local Plan. • Conserve and enhance the Surrey Hills Area of Outstanding Natural Beauty. • Protect our high quality natural environment from inappropriate development – this includes Sites of Special Scientific Interest, Sites of Nature Conservation Importance, Special Protection Areas and Special Areas of Conservation and safeguarding protected species. • Protection and enhancement of our historic environment, including listed buildings and gardens, conservation areas, areas of archaeological importance and scheduled ancient monuments. • Protect existing open space and provide new open space as part of new residential and commercial development. • Avoid development within the flood plain, unless there are no other viable alternatives and appropriate flood mitigation is provided to the satisfaction of the Environment Agency. • Deliver the most energy efficient and sustainable buildings achievable in accordance with the Council’s Sustainable Development Supplementary Planning Document and include Sustainable Urban Drainage Systems.

4.9.2 This reflects options 1, 2 and 3 of the Issues and Options Consultation Paper. Please see draft Core Strategy policies 17, 18, 19, 20, 21, 22, 23, 24 and 25.

4.9.3 Green Belt

The Strategy does not propose any change to the Green Belt boundary, which does not need to be built upon to deliver the Council’s current housing requirement. However, this would need to be reviewed if the Council is given a higher housing figure through the South East Plan.

4.9.4 Area of Outstanding Natural Beauty (AONB)

The AONB will continue to be conserved and enhanced, with a proposed new policy included in this Document.

4.9.5 Natural Environment

The Borough Council will continue to protect the best of our existing environment. The Borough contains sites of international and national importance including SSSI's, SNCI's, Special Areas of Conservation and Special Protection Areas (SPA).

4.9.6 Most of the urban areas of the Borough are within 5 kilometres of a Special Protection Area. This is the boundary within which English Nature considers that new development should provide mitigation for the additional recreational impact. The details of the mitigation to be required are being developed as part of a Delivery Plan covering the whole SPA, that affects 10 other Borough Council's in addition to Guildford and 3 Counties. This will involve the provision of new mitigating open space and/or improving access to existing open space. Once the Delivery Plan is finalised and agreed by the Council, a Supplementary Planning Document will need to be prepared by the Council. In advance of this the Borough Council is considering the preparation of a 'mini plan' that will set out interim standards of mitigation.

4.9.7 Historic Environment

The Borough Council will continue to protect and enhance our historic environment, which includes approximately 1,200 listed structures, 38 Conservation Areas and Scheduled Ancient Monuments. There are no proposed policies dealing with the historic environment in the Core Strategy as the policies in the existing Local Plan are detailed and up to date and will be retained for the purposes of dealing with relevant proposals.

4.9.8 Open Space & Recreation

A detailed audit of open space, sport and recreation facilities was undertaken in 2005 and this found that there was a deficit in amenity open space, playing field and parks and children's playgrounds compliant with the National Playing Fields Association (NPFA) standards and that existing sites should be protected. The strategy is therefore to protect existing open space and provide new open space as part of new residential and commercial development. This will not prevent the implementation of other aspects of this strategy, in particular housing delivery. The provision of new open space will be in addition to that required to mitigate development close to Special Protection Areas.

4.9.9 Landscaped amenity open space will be required on new large-scale commercial sites to help create an attractive urban environment.

4.9.10 Flood Plain

The strategy is to avoid development within the floodplain unless there is no viable alternative. If sites are proposed within the floodplain the Borough Council would need to be satisfied that appropriate flood mitigation measures are taken so that the development does not add to the flood risk. A Strategic Flood Risk Assessment will be undertaken in the near future, which will inform the preparation of the Core Strategy submission document.

Much of the borough's main centre, Guildford, is concentrated around the River Wey, hence many of the sites identified through this Preferred Options document lie close to or within areas liable to flooding. Any such development sites would need to meet the stringent requirements of the Environment Agency in relation to flooding. The Council is preparing Strategic Flood Risk Assessments, that will assist in this purpose. It is recognised that there is a need to be sensitive to the uncertainties of climate change and it may be necessary to adapt to these in the longer term. Proposals which come forward in the future will need to meet the requirements in force at that time.

4.9.11 Climate Change

The Borough Council has a Climate Change Strategy that sets an overall target of a 20% reduction in carbon equivalent emissions across the Borough. The Core Strategy will make a contribution to this target by directing major new development to the most sustainable locations which can be accessed by non car modes, seeking low parking standards and improving energy efficiency and the use of renewable energy.

4.9.12 Why Other Environmental Options Were Discounted

New development within the Green Belt, AONB and areas of nature conservation importance was not supported by the public consultation responses and would not reflect national and regional planning guidance. The approach to the protection of existing open space sport and recreation facilities reflects the communities views and is supported by the results of our research.

4.10 OTHER ISSUES

4.10.1 There are a two other general policy issues included in this Document, which are set out below:

4.10.2 The Preferred Option – Planning Benefits

Address in the local area the needs arising from each new development. Where a development generates a clear planning need for infrastructure to make a development acceptable in planning terms; this will be sought from the developer. Planning permission will be refused if the developer does not provide the necessary infrastructure. Full regard will be given to the cumulative effects of development in terms of infrastructure requirements.

4.10.3 Full details of contributions that will be expected from developments will be set out in the new Infrastructure Supplementary Planning Document (SPD). This will cover: affordable housing, open space, public realm and heritage, public transport, walking & cycling, biodiversity & landscape, health and community facilities, waste and recycling, air quality, climate change & flood mitigation measures and sustainable development and construction.

4.10.4 Please see draft Core Strategy policy 27.

4.10.5 Planning Benefits

There is a current Local Plan policy on Planning Benefits, however, this needs to be updated to reflect the latest government guidance and the approach the Council now wishes to pursue.

4.10.6 Infrastructure

The Council has undertaken an Infrastructure Requirements Study, which has not identified any social and community infrastructure deficits that would stop the level of development set out in this strategy being implemented. However, if the Borough Council is allocated more housing through the South East Plan, this may place more pressure on infrastructure, which would be likely to require new investment. Further work in relation to the transport implications of new development is underway, this is set out in the Transport Section of this Document.

4.10.7 In addition to the infrastructure requirements generated by new developments, it is recognised that there is also an 'infrastructure deficit' within the South East region, which will be exacerbated by additional housing and other development over the coming years. Additional investment is needed in areas such as transport, affordable housing and water-related infrastructure. Guildford Borough needs to ensure that the social, environmental and economic infrastructure is in place to support growth to 2018 and is actively engaging with regional and central government to ensure this is in place.

4.10.8 Circular 05/05 allows the Council to operate a tariff system to ensure that sufficient contributions are made by new developments to deliver the necessary infrastructure. The contributions will be pooled and used to fund new infrastructure. The Council's Infrastructure SPD sets out current requirements. A draft planning benefits policy is included in Section 6 of this Document. The Infrastructure SPD will need to be updated once the policies in the Core Strategy are adopted

4.10.9 Site Assembly and Land Acquisition

The Preferred Option – Site Assembly and Land Acquisition

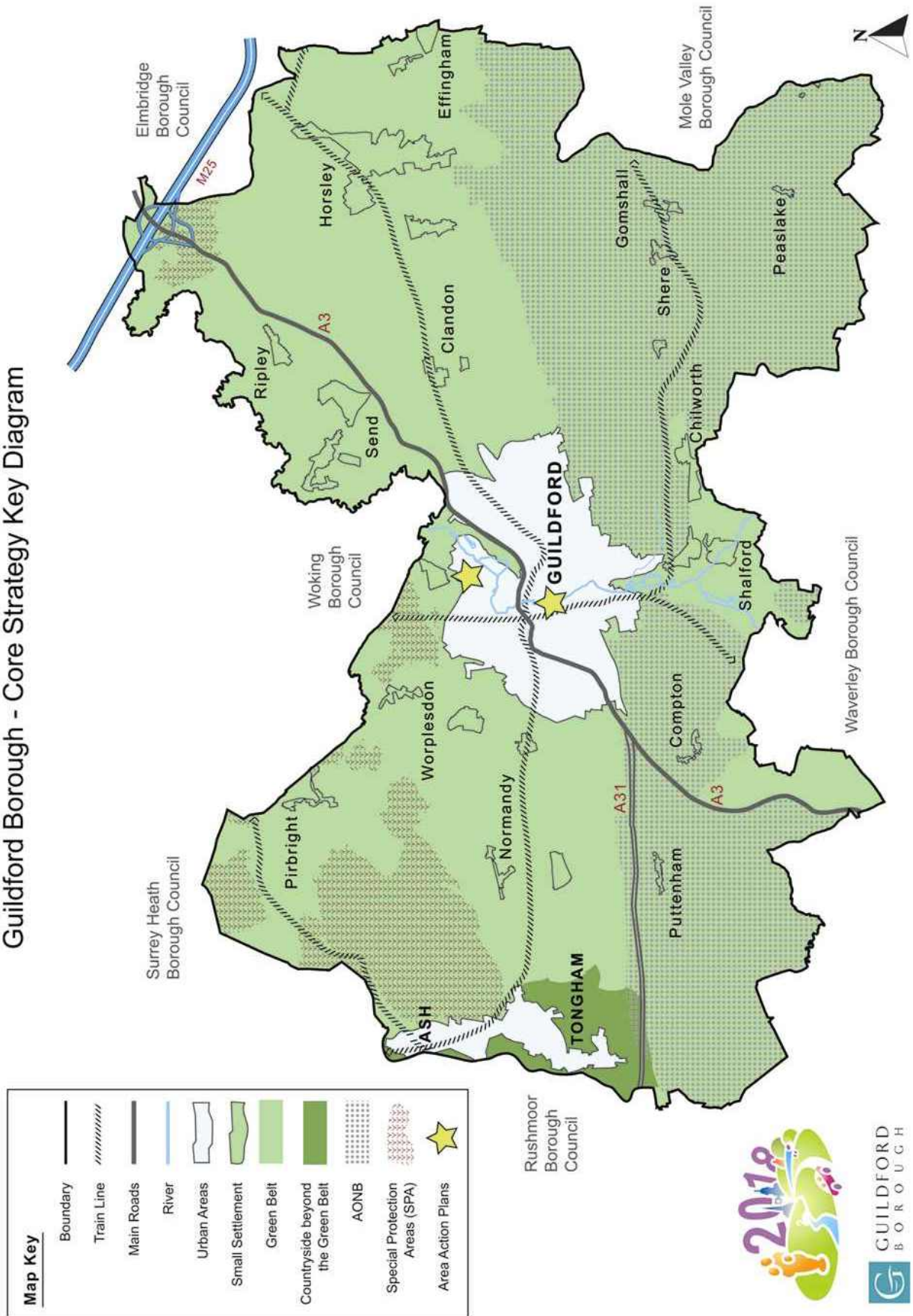
Compulsory purchase powers will be used, where necessary, to ensure the best use is made of key sites, where a wider public benefit would result. Developments which deliberately fall below thresholds for infrastructure and other contributions will not be permitted.

4.10.10 Please see draft Core Strategy policy 28.

4.10.11 The Borough Council is keen to ensure the best use is made of key brownfield sites, whilst ensuring the character of an area is not detrimentally affected. National guidance and regional policies encourage local authorities to use compulsory purchase powers to ensure that suitable sites for redevelopment are brought forward for development. The Borough Council will only use these powers for redevelopment that accord with the Council's policies and proposals and will result in a wider public benefit that would not otherwise occur.

4.10.12 Deliberate evasion of provisions - for example the artificial sub-division or phasing of development sites, undesirable piecemeal development or inefficient use of land out of keeping with the character of the area - will be strongly resisted. Cases of suspected evasion will be critically analysed and challenged. The onus of proof will rest with the applicant. In cases of artificial sub-division, a planning obligation may be used to ensure separate parts of the site would not later be joined together.

Guildford Borough - Core Strategy Key Diagram



Map Key	
	Boundary
	Train Line
	Main Roads
	River
	Urban Areas
	Small Settlement
	Green Belt
	Countryside beyond the Green Belt
	AONB
	Special Protection Areas (SPA)
	Area Action Plans



5.0 INDICATIVE POLICIES

5.1 Preferred Options – Core Policies

5.1.1 The following section contains a set of indicative policies which will be used to implement the Core Strategy. They have evolved from the preferred options outlined in Section 4 and will be further amended in light of the responses received to this consultation document. These draft policies need to be looked at in combination with ‘saved’ policies from the existing Guildford Borough Local Plan 2003.

5.2 CORE STRATEGY SPATIAL APPROACH

5.2.1 LOCATION OF DEVELOPMENT

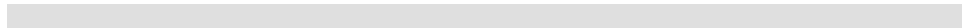
<p>Policy CP1 Location of Development</p> <p>New development generating significant numbers of trips should be located in areas that are, or will be made, highly accessible by public transport, walking and cycling. Other development should be located in areas that are well served, or will be well served, by public transport, walking and cycling.</p> <p><i>This Policy replaces Policy G12 of the Guildford Borough Local Plan 2003.</i></p>
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5.2.2 One of the key objectives of the Core Strategy is to encourage sustainable patterns of development. Land use planning can influence the need to travel by ensuring that new development generating significant numbers of trips is highly accessible by means other than the private car which would encourage use of public transport, cycling and walking.

5.2.3 Guildford Town Centre is the most accessible location by a choice of means of travel and development generating significant numbers of trips should be directed there. Other development should be directed to existing urban areas, which include Guildford urban area, Ash and Tongham and the identified villages where the areas are well served, or capable of being well served, by public transport.

5.2.4 Target
To locate all developments generating significant numbers of trips in highly accessible locations

5.2.5 Indicator
Number of applications for developments generating significant numbers of trips that are approved in locations that are not highly accessible by public transport, walking and cycling.





5.3 HOUSING

Policy CP2 Housing Provision

Provision will be made for approximately 316 new dwellings per annum within Guildford Borough between 1st April 2006 and 31st March 2018.

This policy replaces policy H1 of the Guildford Borough Local Plan 2003.

- 5.3.1 The housing targets for Guildford are currently set out in the Surrey Structure Plan 2004. The requirement is to provide for 316 new homes per year until March 2016. The Local Development Framework (LDF) is required to plan for a 10-year housing period from the date of its adoption. The LDF is due to be adopted in 2008 and so the housing provision figure needs to extend up to 2018; the Council has therefore rolled forward the current annual housing requirement by 2 years.
- 5.3.2 The South East Plan (SEP) is emerging and it will cover the period up to 2026. When adopted it will replace the Surrey Structure Plan. A revised annual housing figure will be prepared to reflect the new housing requirement once the SEP is adopted.
- 5.3.3 The Sites Allocations Development Plan Document will identify possible sites for residential or mixed-use development within the existing urban areas of Guildford, Ash, Ash Vale and Tongham and within identified village settlement boundaries. The Council will follow a combination of approaches to meet their housing targets. These will predominantly be by providing new housing on brownfield sites within existing built-up areas, the redevelopment or conversion of some of our existing non-strategic employment sites for housing (based upon the outcome of the Employment Needs Survey) and by permitting mixed development of employment and housing on some employment land.
- 5.3.4 The Council's Annual Monitoring Report will monitor how the Council is performing in meeting this dwelling requirement.
- 5.3.5 Target
To provide 316 new dwellings per annum.
- 5.3.6 Indicator
Number of net new dwellings granted planning permission per year.

**Policy CP3
Housing in Urban Areas and Village Settlements**

To meet Guildford's housing target residential development will be provided within Guildford's existing urban areas and identified village settlements. The housing should be of a good design and appropriate scale and reflect local context and character. The development must not have an unacceptable effect on the adjoining occupants amenities, in terms of access to sunlight and daylight and privacy.

Within the identified village settlements new developments must be substantially surrounded by existing development and not result in the loss of valuable open spaces.

This policy replaces Policy H4 of the Guildford Borough Local Plan 2003. Please cross-refer to policy RE3 of the Local Plan.

- 5.3.7 Whilst striving to meet the housing target set out in the Structure Plan 2004 in the urban areas, it is equally important that new residential development is of a good design standard and does not compromise the character of the urban area. Applications must consider the specifications of Policy G5 (Design Code) and the Residential Design Guide (2004), which aim to achieve high standards of design throughout the Borough.
- 5.3.8 Guildford's urban areas include Guildford, Ash and Tongham as defined on the Proposals Map. The following are identified village settlements – Albury, Chilworth, Compton, East Horsley, Effingham, Fairlands, Flexford, Gomshall, Holmbury St Mary, Jacobswell, Normandy, Peaslake, Pirbright, Puttenham, Ripley, Send, Send Marsh/Burnt Common, Shalford, Shere, West Clandon, West Horsley (North), West Horsley (South), Wood Street, Worplesdon.
- 5.3.9 Within the identified village settlements new developments must be substantially surrounded by existing development on at least three sides and must not impinge on the openness of the Green Belt.
- 5.3.10 Target
To provide 96% of new dwellings within the urban areas of Guildford, Ash and Tongham and within the identified village settlement per annum.
- 5.3.11 Indicator
Percentage of new dwellings granted planning permission within the urban areas of Guildford, Ash and Tongham and within the identified village settlements.
-

Policy CP4
Replacement dwellings in the countryside

Replacement dwellings in the countryside (outside the urban areas of Guildford, Ash and Tongham) will be permitted provided that:

- 1) The replacement dwelling is in scale, character and context with buildings within the locality
- 2) The impact on the adjoining occupants amenities, in terms of access to sunlight and daylight and privacy, is acceptable.

Outside the identified settlements and within the Green Belt the replacement dwelling must not be materially larger than the dwelling as it existed in 1948 or as it was when first built.

This policy replaces Policy H6 of the Guildford Borough Local Plan 2003.

- 5.3.12 This policy applies to proposals to replace existing dwellings outside of the urban areas of Guildford, Ash and Tongham on a one for one basis. The Borough Council wishes to ensure that any replacement dwelling has due regard to the existing context and special character of the countryside or locality, for instance: site coverage, established building lines, distances between buildings, the size of gardens and the design of neighbouring properties.
- 5.3.13 Replacement dwellings are expected to be sited on or close to the position of the existing dwelling. An alternative siting within the curtilage of the existing dwellings may be acceptable if it would result in an improvement to the appearance of the countryside or be more in character with the pattern of development in the immediate vicinity. A condition will be imposed to secure the demolition of the existing dwelling. The siting of a dwelling beyond the existing curtilage will not normally be acceptable. The Council has not defined what constitutes 'materially larger'. This will be assessed on a case-by-case basis.
- 5.3.14 Within the Green Belt outside village settlement boundaries the principal consideration will be the potential impact of the replacement dwelling on the visual amenities and openness of the Green Belt in terms of its size, scale, design, materials and character. If a dwelling has been previously extended, the size of the dwelling as it existed in 1948 or when it was first built will be taken into account when assessing whether a replacement dwelling is materially larger.
- 5.3.15 Target
To refuse replacement dwellings in the Green Belt that are materially larger than the dwelling as it existed in 1948 or when it was first built.
- 5.3.16 Indicators
Number of planning permissions refused for replacement dwellings within the Green Belt.
- 5.3.17 Dismissed appeals for replacement dwellings within the Green Belt.
- 5.3.18 Number of planning permissions refused for dwellings that are materially larger.

**Policy CP5
Extensions to dwellings in the countryside**

Extensions to dwellings located within the countryside (outside the urban areas of Guildford, Ash and Tongham) will be permitted provided that they meet the following criteria:

- 1) The extension will be in scale and character with the existing dwelling,
- 2) The extension respects the existing context and character of adjacent buildings and the immediate locality
- 3) The impact on the adjoining occupants amenities, in terms of daylight and privacy, is acceptable.

Outside the identified settlements and within the Green Belt there will be a presumption against disproportionate extensions taking into account the original size of the dwelling as it existed in 1948 or as it was when first built.

This policy replaces Policy H9 of the Guildford Borough Local Plan 2003.

- 5.3.19 The Town and Country Planning (General Permitted Development) Order 1995 permits many small extensions or alterations known as 'permitted development'. Larger extensions will require the benefit of planning permission.
- 5.3.20 Within the Green Belt outside village settlement boundaries the principal consideration will be the potential impact of the extension on the visual amenities and openness of the Green Belt in terms of its size, scale, design, materials and character. Small extensions, even where there have been a number of previous extensions to the original dwelling house, will not necessarily be refused. Original dwelling means the dwelling and domestic outbuildings as existing on or after 1 July 1948 excluding any extensions or outbuildings built after the completion of the dwelling.
- 5.3.21 For the purposes of this policy extensions will include conservatories and garages or domestic outbuildings (incidental to the enjoyment of the dwelling), as they are likely to have an impact on the openness of the Green Belt. Loft conversions, which do not have an impact on the openness of the Green Belt or its visual amenities, would not be precluded by the policy.
- 5.3.22 Target
To refuse all planning applications for disproportionate extensions to dwellings within the Green Belt.
- 5.3.23 Indicators
Planning permissions refused for disproportionate extensions to dwellings within the Green Belt.
- 5.3.24 Dismissed appeals for disproportionate extensions to dwellings within the Green Belt.

**Policy CP6
New Residential Development**

New residential development will be required to maximise the potential of the site and make the best use of land, whilst having regard to the character of the area and protection of amenities. Residential development with a density between 30 and 50 dwellings per hectare will be encouraged in urban areas and village settlements. Densities above this range will be permitted in locations with good transport accessibility, such as Guildford Town Centre.

Lower density developments will be permitted where higher density proposals would have an unacceptable detrimental impact on the existing character of an area.

This policy replaces Policy H10 of the Guildford Borough Local Plan 2003.

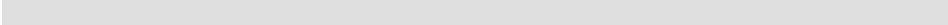
- 5.3.25 The Council's strategy is to provide additional housing within urban areas. Residential density is one of a number of considerations to be taken into account when determining a planning application. The appropriate density for a site should be informed by the character and uses of the area, public transport accessibility and the level of service provision and public spaces. A high quality design that minimises the environmental impact whilst using land efficiently will be expected on all developments.

- 5.3.26 Reference should be made to the Guildford Residential Design (2004) or any document that replaces it. It provides useful examples of how to achieve higher density development that is in context and character with an area.

- 5.3.27 For the purpose of this policy good public transport accessibility is likely to be available within Guildford Town, the District Centres and local centres or around major nodes or public transport corridors. Sites with good transport accessibility within Guildford Town Centre are seen as those within easy walking distance (up to 800 metres) of the Primary Shopping area. However, each proposal will be assessed on its own merits including the design and local context.

- 5.3.28 Target
To deliver an average density of no less than 30 dwellings per hectare net on 85% of new developments (Please note that this target accounts for one for one replacement dwellings within the countryside which have an effect on the average density achieved within the Borough).


- 5.3.29 Indicator
Density of residential development granted planning approval.



**Policy CP7
Mix of Dwellings in Residential Development**

A mix of dwelling sizes will be expected on all new residential developments. New residential developments of 25 or more units, outside of Guildford Town Centre, will be required to provide as a minimum 60% 1 or 2 bedroom units and 20% 3 bedroom units.

This is a new policy.

- 5.3.30 The 2001 Census shows that the average household size within Guildford is decreasing. New residential development needs to reflect the requirement for smaller housing. The Council will seek to ensure that the needs of smaller households are met by requiring more one, two and three bedroom dwellings within new residential development.
- 5.3.31 Within Guildford Town Centre it is likely that higher residential densities will provide smaller units, whereas larger family units are more likely to be provided elsewhere in the Borough. A range of dwelling sizes is important to create inclusive communities and meet the demand for smaller households.
- 5.3.32 When calculating the proportion of units to be provided, figures will be rounded up. A study, nursery or other room that could be used as a bedroom will be classed as a bedroom for the purposes of this policy.
- 5.3.33 Within residential schemes the size of affordable housing units provided will be calculated separately, in consultation with the Housing Development Manager.
- 5.3.34 Reference should be made to policy CP10 Supporting an Ageing Population.
- 5.3.35 Target
To provide at least 60% 1 and 2 bedroom units and 20% of 3 bedroom units for all new residential schemes of 25 or more units.
- 5.3.36 Indicator
The number of planning applications approved for residential schemes above 25 dwellings with up to 3 bedrooms outside of the Town Centre.
- 

Policy CP8
Affordable Housing

An element of affordable housing will be sought from all housing developments on qualifying sites, which will be those of:

- 5 or more dwellings or 0.13ha and above (in urban areas), irrespective of the number of dwellings:
- 5 or more dwellings or 0.17ha and above in settlements in rural areas with a population of 3000 or fewer, irrespective of the number of dwellings.

At least 35% affordable housing provision will be sought on all qualifying sites, allocated sites and any others which may come forward during the plan period. The final number of units to be provided may vary with regard to site suitability, the need for affordable housing, and any other material planning or market considerations.

The Council will require that the affordable housing provided will remain so in perpetuity. Planning permission will be refused for development that would result in the loss of any affordable housing that has been negotiated.

Affordable housing will be provided on site. This will be integrated within the development, wherever appropriate. With the exception of office facilities, off-site provision of affordable housing will only be permitted in exceptional circumstances where strong planning reasons can be demonstrated to show why on-site provision is not practical or desirable.

Where a need for affordable housing is directly related to a commercial office development, the Council will seek a financial or other contribution appropriate to the scale and kind of that development. There is no threshold on the size of commercial development to which Policy CP8 applies; the Borough Council will make an assessment on an application-by-application basis. Where provision is required, a contribution equivalent to providing affordable housing for 5% of the estimated number of employees of the commercial development will be sought.

This policy replaces Policy H11 of the Guildford Borough Local Plan 2003.

5.3.37 There is an identified need for significantly more affordable housing within the borough. House prices in Guildford and Surrey are significantly higher than the South East regional average. A Borough wide Housing Needs Survey was carried out in 2003 that identified a need for 5776 affordable homes in the projected period to 2011, an annual shortfall of 722 homes. The 2005 Housing Needs update to this report suggest that this has risen to 804 per annum.

5.3.38 Full details of the Borough Council's affordable housing requirements can be found in the Infrastructure Supplementary Planning Document.

- 5.3.39 5.3.39 The proportion of affordable houses required from a given development will be rounded up or down as appropriate where the percentage of the total number of dwellings does not give a whole number. Development proposals for sheltered or extra care housing to be sold or let on the open market will not be exempt from the need to provide an element of affordable housing.
- 5.3.40 There is a strong presumption that affordable housing should be provided on site and integrated within the development. This can be achieved either by ‘pepper-potting’ (where practicable) or by creating smaller clusters of units, which are an integral part of the development. The appearance and quality of the affordable units should reflect that of the overall development. This includes parking provision, which should be applied proportionately across tenures.
- 5.3.41 Contributions towards affordable housing will also be sought from large commercial developments, which would encourage workers in housing need to move to the area, generating further demand for affordable housing. There is no threshold on the size of commercial development to which Policy CP8 applies; the Borough Council will make an assessment on an application-by-application basis.
- 5.3.42 In deciding which development proposals should make a contribution, the Council will consider whether the development would generate a need for affordable housing. Examples of commercial development, which might attract a requirement, are:

- New (not replacement) commercial development, including the change of use/conversion of a building to a commercial use from a non-commercial use or from one commercial use to another, where a need for affordable housing would be created. For example, a Class B1 (a) office use comprising 1500 sq m gross floor space or more;

- A mixed-use development that includes residential and commercial use should contribute to the provision of affordable housing where a need is generated, in addition to the contribution made by the residential element under Policy CP8.

Provision will be sought in accordance with the following order of preference:

- The preferred method is that the developer would construct the required number and size of affordable dwellings on site as an integral part of the development, provided that the site and the character of the surrounding area are suitable for residential provision. The affordable homes should be controlled by a registered social landlord (RSL). No additional financial contribution would be sought;

- Where the developer is not a house builder, the developer would be expected to provide the Borough Council with a part of the development land, at no cost, so that an RSL could build the affordable homes required. In this circumstance, a developer would be required to pay the cost of building these homes.

- Where a site and/or its context are unsuitable for the construction of the affordable housing units, the Council will expect the developer to pay the cost of building the required number and size of affordable homes and also to pay for the land on which to build them, at open market value.

5.3.43 Provision will take the form of financial or other contributions, the level of which will be a matter of negotiation. The negotiated sum will however be expected to reflect the cost of providing the numbers, types and sizes of affordable dwellings for which an additional demand is created, together with the costs associated with locating, acquiring and developing an appropriate site. The Borough Council will need to be satisfied that financial contributions will result in the provision of affordable housing. This requirement will not, however, apply to proposals for retail development or to non-profit making public sector projects (for example, education or health care facilities).

5.3.44 The Borough Council will identify suitable sites for partial or wholesale affordable housing in central Guildford as part of the Town Centre Area Action Plan. Affordable housing will form a part of identified housing sites allocated in the Sites Allocation DPD.

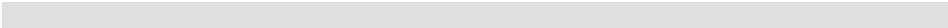
5.3.45 Target

To increase affordable housing provision in the Borough year on year.
To provide 35% of affordable housing units within new residential schemes of 5 or more houses.

Developers to contribute the equivalent of affordable housing for 5% of the estimated number of employees within new commercial office schemes, which directly relate to a need for affordable housing.

5.3.46 Indicator

Annual number of affordable homes built in the Borough.



Policy CP9

Exception Sites for Affordable Housing for Local Needs in Rural Areas

As an exception to the other policies of the Core Strategy and Local Plan, affordable housing for local needs in rural areas will be permitted on sites adjoining or in close proximity to rural settlement boundaries identified on the Proposal Map, if it meets the following criteria:

- 1) There is no previously developed land or allocated site for affordable housing available to meet the identified local need within that settlement;
- 2) The housing would meet a genuine local need that would otherwise not be met; established by a local housing needs survey.
- 3) The site is small-scale (normally interpreted as those sites of less than 1 ha in area);
- 4) The type of housing is all affordable housing for local needs and would remain available as such in perpetuity;
- 5) The development of the site would take full account of environmental considerations.

In determining the appropriateness of a proposed rural housing scheme, the Council will weigh the local housing benefits against the implications for relevant environmental constraints, including the openness of the Green Belt, the conservation of the Area of Outstanding Natural Beauty landscape and the protection of areas acknowledged nature conservation importance.

The Council will require secure arrangements to be made to reserve the housing for local needs, both initially and on subsequent change of occupant.

In very special circumstances, schemes may be permitted for affordable housing for local needs on sites, which do not adjoin settlement boundaries but which otherwise, meet the above criteria. To ensure it is a sustainable location, such sites will only be permitted where they are within safe and easy walking distance of existing settlements and the facilities they provide.

This policy will replace Policy H12 of the Guildford Borough Local Plan 2003.

5.3.47 The Housing Needs Survey (2005) has identified a considerable annual shortfall of 941 affordable homes per annum in the Borough, an increase on 2003 findings.

5.3.48 Affordable housing is considered to be:

“Housing that is provided for people who are unable to resolve their housing requirements in the general housing market because of the relationship between local housing costs and incomes. Models of affordable housing should be tailored to those in housing need and eligible for inclusion on the Council’s Housing Register.”

5.3.49 In applying this policy, consideration will also be given to ‘the need to meet the needs of the rural economy, and in particular the needs of households who are either current residents or have an existing family or employment connection, in order that rural communities remain sustainable, mixed, inclusive and cohesive’ (Draft Planning Policy Statement 3). Environmental considerations will include visual and residential amenity impacts upon the character of the area and its landscape setting, quality of scheme design and layout, highway implications and the adequacy of infrastructure to service the development. Reference will be made to relevant research, including Landscape Character Assessment and Conservation Area Character Appraisals.

5.3.50 New build market housing will not be permitted on such sites under this policy.

5.3.51 Target

To increase affordable homes in rural areas year on year.

5.3.52 Indicator

Annual number of affordable homes built within rural exception sites.



**Policy CP10
Supporting an Ageing Population**

To address the trend towards an ageing population, residential development sites of 25 dwellings or more dwellings will be required to ensure that 20% of units within the scheme meet Lifetime Homes standards.

This is a new policy. It supports the saved Community Facility policies of the Guildford Local Plan 2003.

- 5.3.53 The proportion of older people in the Borough will increase during the plan period up to 2018. It is important that the housing needs of the elderly are catered for, that new housing development is suitable for the elderly and is capable of being adapted in the future to support older people living independent lives in their own homes.
- 5.3.54 The need for flexibility in housing design, to provide for future ease of adaptation, meets with the objectives of the Borough Council's Sustainable Development and Construction Supplementary Planning Document.
- 5.3.55 It is recognised that the elderly are a diverse group, with wide-ranging accommodation and service needs. The Council will need to make a judgement on how best to meet the accommodation needs of this expanding sector of the population in the circumstances of each qualifying application, informed by the Housing Needs Survey (2003, updated 2005). Other measures to support an ageing population will include good access to services (to public transport, extension of communications and information technology), suitable leisure, recreational and community facilities that help older people to maintain healthy lifestyles, together with access to training and development opportunities that support available employment for the workforce beyond retirement age. The draft South East Plan contains a policy on Supporting an Ageing Population.
- 5.3.56 The 16 Lifetime Homes essential design features are designed to ensure quality and choice for occupants, whatever their circumstances. Further information regarding Lifetime Homes standards can be accessed at <http://www.lifetimehomes.org.uk>
- 5.3.57 The requirement for 20% of units (in schemes above 25 dwellings) to meet Lifetime Homes standards will apply in addition to, rather than as part of, other infrastructure requirements. The Borough Council will, where appropriate, make use of its own land to assist in the achievement of this policy's objectives.
- 5.3.58 Target
To provide an element of accommodation suitable for elderly occupants on residential schemes of over 25 dwellings.
- 5.3.59 Indicator
The percentage of homes built to Lifetime Homes Standards.

**Policy CP11
Gypsy and Traveller Caravan Sites**

If the Gypsy and Travellers Accommodation Assessment demonstrates a need for additional sites they will be allocated within the Sites Allocations Development Plan Document.

A sequential approach to site identification will be taken as follows:

1. Sites will be sought within existing urban areas first, then edge of urban settlements.
2. In areas of nationally recognised designations planning permission will only be granted where the objectives of the designation will not be compromised by the development.
3. All alternative sites will be explored before rural exception Green Belt sites are considered.
4. Alternative modes of transport to the car should be available to allow access to local services.
5. Sites should respect the scale of the nearest settled community and not place undue pressure on local infrastructure.

This policy replaces policy H13 of the Guildford Borough Local Plan 2003.

- 5.3.60 In line with the requirements of the Housing Act 2004 and 'Planning for Gypsies and Traveller Caravan Sites' Circular 01/06 Guildford Borough Council will undertake a Gypsy and Traveller Accommodation Assessment in 2006/2007. This will help determine the need for Gypsy and Traveller caravan sites.
- 5.3.61 The South East Plan will set out the districts future accommodation requirements figures, which will be based upon local authorities gypsy and traveller accommodation assessments.
- 5.3.62 Existing authorised public gypsy and traveller sites are located at Cobbetts Close and Ash Bridge and have 30 pitches. There are 20 private pitches within the Borough.
- 5.3.63 For the purpose of this Policy 'urban areas' constitute Guildford, Ash and Tongham and the Identified Settlements. Areas of recognised nature conservation or landscape designation include the Green Belt, Areas of outstanding Natural Beauty, Areas of Great Landscape Value, Special Protection Areas.
- 5.3.64 Where an up to date Gypsy and Traveller Accommodation Assessment demonstrates that there are a lack of affordable or available sites a rural exception site may be considered; this would need to meet the criteria outlined in Policy Affordable Housing for Local Needs in Rural Areas.
- 5.3.65 For the purpose of this policy gypsies and travellers will be defined as persons of a nomadic habit of life, whatever their race or origin, including such persons who on grounds only of their own or their family's or dependant's educational or health needs or old age have ceased to travel temporarily or permanently.

5.3.66 Target

To provide additional gypsy and traveller accommodation, if required.

5.3.67 Indicators

Completion of a Gypsy and Traveller Accommodation Assessment.

Provision of additional gypsy and traveller accommodation if required.

Dismissed appeal decisions and successful enforcement action against unauthorised gypsy and traveller sites.



Policy CP12
Sites for Travelling for Show People

If the Gypsy and Travellers Accommodation Assessment, which includes Travelling Show People, demonstrates a need for additional travelling show peoples sites they will be identified in the Sites Allocations Development Plan Document.

A sequential approach to site identification will be taken as follows:

1. Sites will be sought within existing urban areas first, then edge of urban settlements.
2. In areas of nationally recognised designations planning permission will only be granted where the objectives of the designation will not be compromised by the development.
3. All alternative sites shall be explored before rural exception Green Belt sites are considered.
4. Alternative modes of transport to the car should be available to allow access to local services.
5. Sites should respect the scale of the nearest settled community and not place undue pressure on the local infrastructure.
6. There must not be an unacceptable environmental impact on a community's quality of life due to excessive vehicular movements, the maintenance and testing of equipment and other unneighbourly activities.

This policy replaces policy H14 of the Guildford Borough Local Plan 2003.

5.3.68 Show people are self-employed business people who travel the country, mainly in the summer months, holding fairs. Although the nature of their work involves travelling they do require secure bases for the storage of equipment and for residential purposes, particularly during the winter. Circular 22/91 gives planning guidance on travelling show people.

5.3.69 In line with the requirements of the Housing Act 2004 Guildford Borough Council will include Travelling Showmen within the Gypsy and Traveller Accommodation Assessment in 2006/2007. This will help determine the need for Travelling Showmen sites.

5.3.70 Target

To provide additional travelling showmen accommodation, if required.

5.3.71 Indicators

Completion of a Gypsy and Traveller Accommodation Assessment which includes Travelling Showmen.

Provision of additional travelling showmen accommodation if required.

Dismissed appeal decisions and successful enforcement action against unauthorised travelling showmen sites.



5.4 ECONOMY

Policy CP13 Economy

The preferred locations for business generating development will be:

- Guildford Town Centre (for high density office developments)
- Strategic business sites provided the development is compatible with the capacity of the transport infrastructure to accommodate the additional trips.

Identified strategic employment sites will be protected for business generating uses. Small-scale development for non-business uses on strategic sites may be permitted.

The redevelopment of up to 20% of non-strategic business sites for other uses will be permitted where:

- It can be fully proved by a comprehensive marketing strategy that the land or premises are no longer required for business use, or;
- The land or premises are inappropriately located in terms of adverse environmental effects, including sites within or adjacent to residential areas or in areas of high amenity such as the Green Belt and the Area of Outstanding Natural Beauty. The new use of the site must be appropriate to the location, or;

The age or quality of the building means that it is not capable of meeting the requirements of current office, business and warehousing needs.

This policy replaces policy E1, E2, E3, & E4 of the Guildford Borough Local Plan 2003.

5.4.1 Business in the context of this policy is defined as all uses in Classes B1 – B8 of the Use Classes Order 1987. This includes;

‘Business’

- B1 (a) – offices not within class A2
- B1 (b) – research and development, studios, laboratories, high tech
- B1 (c) - light industry

‘Industrial’

- B2 – general industrial

‘Warehousing’

- B8 – wholesale warehouse and distribution.

5.4.2 The definition does not include any other uses that may be a source of employment, for example leisure uses (under class D2), shops and financial services (class A1 and A2) or institutions (class C2).

5.4.3 Guildford's Strategic Business sites are:

- Slyfield Industrial Estate
- Guildford Town Centre
- Lysons Avenue, Ash Vale
- Riverway, Astolat, Weyvern at Peasmarsh
- Cathedral Hill Industrial Estate
- Guildford Business Park and G3
- Guildford Industrial Estate, Deacon Field
- Woodbridge Meadows
- Surrey Research Park
- Middleton Road Industrial Estate
- Perram Works, Bridge Park at Meroo Industrial Estate
- Broadford Park, Shalford
- The Guildway, Portsmouth Road
- Quadrum Park, Peasmarsh
- The Pines Trading Estate, Broad Street
- Woodbridge park, Woodbridge Road
- BTR Vokes, Normandy

5.4.4 There is sufficient business land through current allocations, planning commitments and through intensification of existing sites to meet the needs of the local economy. No new large-scale strategic business sites will be allocated.

5.4.5 It is recognised that there is a substantial amount of empty office space, which is surplus to requirement, which could be redeveloped for housing rather than land being taken from the Green Belt.

5.4.6 An area of undeveloped land at Slyfield has been identified as being suitable for recycling, storage, transfer, materials recovery and processing facilities excluding thermal treatment. At this stage, the Borough Council is prepared to reserve this area of land at Slyfield for a waste management facility, excluding thermal treatment, provided that the environmental, amenity and other impacts are acceptable to the Council.

5.4.7 New employment development and the retention of existing employment uses should be sufficient to accommodate forecast growth in the economy, together with the take up of a proportion of the vacant floor space in 2005, and the implementation of extant planning permissions including a 20% loss of secondary employment floor space.

5.4.8 Targets

80% of employment development will be provided on land previously used for employment purposes.

Intensification and more comprehensive use of strategic business sites.

5.4.9 Indicators

Planning permission for up to 20% of non-strategic business sites for other uses.

Planning applications for permission for change of use from B class.



5.5 SHOPPING

Policy CP14 Retail Development

New retail development will be focused within existing retail centres, the boundaries of which are shown on the Proposals Map and the Town Centre Area Action Plan, in accordance with the following retail hierarchy:

- 1) Guildford Town Centre – which is suitable for retail developments, including major retail schemes of 2,500 sq m gross additional floor space or more.
- 2) District Centres – Station Parade East Horsley and Wharf Road Ash, which are suitable for smaller scale retail development appropriate to the size and function of these centres.
- 3) Elsewhere in the identified local shopping centres only small-scale retail development will be permitted.

Other sites will only be considered if it can be demonstrated that no suitable sites are available in these locations.

Proposals for major retail development (2,500 sq m gross additional floor space or more) will be expected to satisfy all of the following criteria:

- (1) Reasonable flexibility in terms of the scale, format, car parking provision and scope for disaggregation within their developments
- (2) Need for the development
- (3) That the development would be of an appropriate scale
- (4) That the development site is as centrally located as possible, following the retail sequential test
- (5) That there are no unacceptable impacts upon existing centres, either individually or cumulatively
- (6) That the location should be accessible by a choice of means of transport and the impact on car use, traffic and congestion is acceptable.

This policy replaces policies S1 and S2 of the Guildford Borough Local Plan 2003.

5.5.1 The town is a focus for major commercial and regional administrative functions and is a regional shopping and leisure centre.

5.5.2 The Retail Needs Assessment (2006) has shown a capacity to accommodate 21,830 sq m additional comparison goods floor space up to 2011, 5,986 sq m for bulky goods and 1,274 sq m to 2,250 sq m gross convenience goods floor space within the same period. The Friary Centre Extension will fulfill the first 5 years of the plan period, to 2013, after which shopping policies will need to be actively reviewed in light of the make-up of that development. Major retail development is defined as that exceeding 2,500 sq m.

- 5.5.3 The primary, secondary and tertiary shopping frontages designated through Local Plan Policies S4, S5 and S6 have been reviewed, in light of responses to the Issues and Options consultation and the recommendations of the Retail Needs Assessment. New draft policies TCG2 and TCG3 in the Town Centre Area Action Plan and the accompanying shopping frontages map will replace S4 - S6, to ensure a greater proportion of existing retail units are retained, particularly in those areas lying towards the edge of the town centre.
- 5.5.4 The network and hierarchy of centres within the borough, including district and local shopping centres, continues to be safeguarded by the saved policies of the Local Plan 2003 (Policies S8 and S9).
- 5.5.5 Appropriate mixed-use developments within Guildford town centre, incorporating an element of retail development, will be encouraged.
- 5.5.6 Contributions will be sought from significant retail and mixed-use developments to meet infrastructure requirements related to the development. For more information, refer to the Infrastructure Supplementary Planning Document (SPD), which explains the Council's approach to planning benefits.
- 5.5.7 Target
To locate new retail development in appropriate locations identified by the retail hierarchy.
- 5.5.8 Indicator
Location of retail development in approved planning applications.
-



5.6 PUBLIC SERVICES AND FACILITIES

Policy CP15

New Recreation, Leisure, Culture and Community Facilities

Guildford Town Centre is the preferred location for recreation, leisure and cultural community development attracting a large number of visitors. If no sites are available then the sequential test set out in Planning Policy Guidance Note 6 will be applied.

Facilities for outdoor sport and recreation, that do not require built development, can be located in suitable parts of the Borough.

The loss of suitably located leisure, community or cultural facilities will be resisted.

This is a new policy

5.6.1 The most sustainable location for new recreation, leisure, cultural and community developments that attract a large number of visitors will be Guildford Town Centre. PPS6 defines such uses as;

- “cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, bingo halls, theatres, museums, galleries and concert halls, hotels, and conference facilities.”
- Where a need for these facilities cannot be met in the Town Centre the sequential test set out in PPS6 will be applied. Nightclubs and casinos have a sui generis use class in the Town and Country Planning Use Classes Order 2005.

5.6.2 Leisure and community uses in the context of this Policy include:

- Adult education centre’s, community halls, day centre’s, schools, health centre’s, libraries, nursery schools, places of worship, playgroups, surgeries and other similar facilities. Leisure facilities include a variety of sport, recreation and cultural buildings and facilities in public and private ownership. The majority of these uses fall within Class D of the Use Classes Order.
- Outdoor sport and recreation requires large areas of land, and generates a relatively small number of trips per unit area, particularly in peak hours. Also some types of recreation require specific locations (e.g. water based recreation). Such uses can be located in any suitable part of the Borough, subject to their conforming to other policies.
- Specific sites for new facilities will be identified in the Site Allocations DPD or the Town Centre Area Action Plan.

5.6.3 Indicator

New recreation, leisure and community facilities provided in Guildford Town Centre.

5.6.4 Target

No. of planning applications approved for cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres, bingo halls, theatres, museums, galleries and concert halls, hotels, and conference facilities in Guildford Town Centre.



5.7 ENVIRONMENT

Policy CP16

Loss of Sport and Recreational Facilities and Open Space

Development which results in the loss of any urban and rural open space with recreational, visual, strategic or wildlife value or land and buildings used for sport and recreational purposes, identified in the Proposals Map, will not be permitted unless the applicant demonstrates when submitting a planning application that:

1. A suitable alternative equal to or resulting in a net gain in size and quality is provided nearby or integrated as part of the new proposal; or
2. It has been proved that the facility or site is surplus to requirements and the potential for use as an alternative leisure and recreational facility has been fully explored; and
3. Relocation of the facility or site will achieve a better and more accessible network of leisure and recreational facilities; or
4. Sports or recreation facilities or open space can best be retained and enhanced through the redevelopment of a small part of the site: or
5. The proposed development is ancillary and associated with the existing recreational use of the site or facility.

This policy replaces Policies R1 and R5 of the Guildford Borough Local Plan 2003.

- 5.7.1 Open spaces contribute to the character of the local area and resident's quality of life. Open space also provides an opportunity to improve wildlife interest that can result in a healthy community surrounded by thriving biodiversity. More intensive use of previously developed land places a premium on retaining adequate open space, sport and recreational facilities.
- 5.7.2 Parks, recreation grounds, playing fields and allotments are not considered as previously developed land even if they are located within the urban areas. The existing and potential value of the land for recreation and other purposes should be properly assessed before any development is considered, as it is unlikely that this land once lost could be returned to a recreational or leisure use.
- 5.7.3 Good quality, accessible sport, recreation and leisure facilities are essential components for a good quality of life for a community. Therefore the Borough Council will resist the loss of such facilities. Even if the facility is currently under used it can still be of sufficient value to be retained as it is likely that improvements in its quality will increase its use or accommodate an alternative one.

5.7.4 The PPG17 Audit (2005) identified a number of open space, sports and recreational sites that need protection for their recreational, visual, strategic or wildlife value. These are indicated on the proposals map.

5.7.5 Target

That open space, sport and recreational facilities of adequate recreational, visual, strategic or wildlife value to the community are protected.

5.7.6 Indicator

Number of applications to develop protected sites, and decisions.



**Policy CP17
Recreational Open Space Provision in Relation to New Residential Developments**

New residential developments will be required to provide the following:

1. Amenity Open Space is required to be provided in all developments of 5 units or more at 0.4ha (1acre) of amenity space per 1000 people (based on an occupancy rate of 2.5 persons per dwelling).

The amenity open space is required to be publicly accessible and shall always be provided within the development site.

2. Children’s Play Areas are required in developments over 50 dwellings.

The play area should include a fixed equipment play area and grassed area. The play space should meet the National Playing Fields Association design and size standards and should integrate a Local Equipped Area of Play. Major developments should include Neighbourhood Equipped Areas of Play.

A financial contribution towards recreational provision in the borough will be required per unit for developments not providing a useable children’s play area on site of an appropriate size and scale regardless of existing provision.

3. Playing Fields: Financial contributions will be required per unit in all developments. This money will be ‘pooled’ and used to improve existing facilities and provide new facilities.

Town centre sites will be required to provide a financial contribution per unit but will not be required to provide open space on-site.

This policy replaces Policies R2 and R3 of the Guildford Borough Local Plan 2003.

- 5.7.7 A detailed survey was undertaken in 2005 in line with Planning Policy Guidance Note 17 (PPG17) – Planning for Open Space, Sport and Recreation in order to fully assess likely requirements for open space and sports facilities. The PPG17 Audit found that out of all the types of open space surveyed, there was a significant deficit in playing fields and amenity open space that could be used for formal play and sports. The Guildford Fixed Equipment Playground Strategy identified a shortage in children’s play space.
- 5.7.8 The PPG17 Audit shows that a failure to increase the amount of open space will significantly increase the National Playing Field Association (NPFA) deficit over the plan period.

- 5.7.9 The study concluded that there is a need to both increase the amount of this type of open space and the number of people who could use existing sites. Increasing the number of people who could use a site can be achieved with an increase in quality by providing more facilities, such as changing rooms and a greater range of uses on site.
- 5.7.10 On-site provision of open spaces in small developments may result in areas that are difficult to use and maintain efficiently due to their size, which the Borough Council may be unwilling to adopt. New children's play areas can be provided on sites over 50 units, as they would be of a useable size and economically viable. Major developments should include Neighbourhood Equipped Areas of Play (NEAP) New children's play areas should be equal to or larger than NPFA standard Local Equipped Areas of Play (LEAP). The NPFA defines Local Equipped Areas for Play as above 400 square metres in size and 400 metres walking distance from homes and Neighbourhood Equipped Area for Play as above 1,000 square metres in size and 1,000 metres walking distance from homes. Design Standards for Children's Play Spaces are set out in the Open Space SPG (2002). Local Areas of Play (under 100 sq metres in size) are considered to be too small to be useful and viable and are unlikely to be supported by the Council.
- 5.7.11 Inhabitants of new residential units increase demand for recreational facilities and open space in the borough. To mitigate this impact developers will be required to pay a financial contribution per unit to improve the quantity, quality, capacity and accessibility of sites, regardless of what currently exists within the borough or ward, when children's play areas and playing fields cannot be provided on site. The contributions required are set out in the Infrastructure SPD. Financial contributions will be 'pooled' and used to improve existing facilities and/or provide new children's play areas.
- 5.7.12 The application of these standards will ensure that open space provision will keep pace with the needs of the population arising from new residential development. It is recognised that the provision of open space in new residential developments may also present opportunities to enhance biodiversity.
- 5.7.13 Target
Appropriate mitigation for the increase in demand that new development places on open space, sport and recreational facilities.
- 5.7.14 Indicator
Amount of amenity open space provided as part of developments.
New Children's Play areas provided as part of developments.
New children's play areas and playing fields provided using financial contributions resulting from developments.
- The amount of financial contributions secured via Section 106 Agreements for use in improving or providing new sites or facilities.

Policy CP18

Recreational Open Space Provision in Relation to New Commercial Developments

Commercial sites above 1000 square metres in floor area are required to provide landscaped amenity open space.

This policy replaces Policy R4 of the Guildford Borough Local Plan 2003.

- 5.7.15 Provision of open landscaped areas close to new commercial development is essential in mixed-use development. Attractive open and landscaped spaces will help regenerate underused, visually unattractive and failing commercial sites; this will benefit residents, employees and the local economy.
- 5.7.16 Provision of landscaped areas integrated as part of the development will not only benefit employees but also enable the creation of new wildlife habitats and improve the overall appearance of the development. It will also help mitigate the demands on existing facilities caused by the increase in employees. In certain appropriate instances amenity open space can be provided off-site.
- 5.7.17 Such landscaped areas can integrate Sustainable Drainage Systems.
- 5.7.18 Target
To integrate landscaped areas into new commercial development.
- 5.7.19 Indicator
Amount and type of landscaped areas integrated into new commercial developments.
- 

Policy CP19
Surrey Hills Area of Outstanding Natural Beauty (AONB).

Development proposals within or near to the nationally important Surrey Hills AONB must have regard to the need to:

1. Conserve and where possible, enhance the special landscape character, heritage, distinctiveness and sense of place of the locality;
2. Conserve and enhance important viewpoints and vistas, protect the setting and safeguard views out of and into the AONB;
3. Support suitably located sustainable development necessary to facilitate the environmental, economic and social well being of the AONB and its communities;
4. Promote access to recreation within, and enjoyment of the area;
5. Conform to the highest environmental and design standards;
6. Support and promote positive land management that contributes to the conservation and enhancement of the AONB.

This policy replaces policy RE5 of the Guildford Borough Local Plan 2003.

- 5.7.20 AONB's are areas of the countryside that are of national importance. The Countryside and Rights of Way (CROW) Act places a “duty of regard” on public bodies to take account of the need to conserve and enhance the natural beauty of AONB landscapes.
- 5.7.21 The Surrey Hills AONB covers a large part of the southern half of the Borough and is largely contiguous with the Area of Great Landscape Value. Although an environmental resource for a wider population, the AONB is also home to numerous communities and to others actively engaged in managing the area. The needs of these communities and of others actively engaged in making their living in the AONB are diverse. Small-scale development specifically related to such local needs should be accommodated by careful integration within or adjacent to existing development.
- 5.7.22 Maintaining and enhancing access and making the rural/urban fringe attractive for a variety of recreational pursuits, will help to ensure that Surrey Hills AONB can be enjoyed by all.
- 5.7.23 The objective of conservation and enhancement means that particular attention needs to be given to the design of development and its integration with its surroundings. High standards will be expected, supported by the use of design statements that explain how these considerations have been addressed.

5.7.24 The Borough Council will work with others to seek proactive land management to conserve and enhance landscape quality and character within the area. The sustainable management of land and habitats within the AONB is a key principal, recognising that retention of character and quality provides benefits for biodiversity, tourism and recreation. This in turn leads to benefits for the local economy and improved quality of life locally and to the wider enjoyment of the AONB resource. Avoiding fragmentation of holdings and supporting the continued presence of viable agriculture within the AONB will underpin the sustainable management of the area. Reference will be made to the Surrey Hills AONB Management Plan 2004-2009 and any plan which replaces it.

5.7.25 Target

There will be no loss or damage through development to the AONB

5.7.26 Indicator

Number of planning applications within the AONB refused permission on grounds of potential damage to the landscape.

Number of planning applications granted in compliance with the policy.

Number of planning applications successfully defended on appeal.

Change in the area designated as a result of damage to the AONB.

Type, amount and quality of development in AONB.



**Policy CP20
Thames Basin Heaths Special Protection Area (TBHSPA).**

Development proposals for residential development within 5 km of the Thames Basin Heaths Special Protection Area (TBHSPA) boundary which either individually, or in combination with other schemes, have an adverse effect on the TBHSPA, will not be permitted unless they include appropriate mitigation for their impact. The detail of the standards of mitigation will be contained in a Supplementary Planning Document.

For all other forms of development that are considered to have an adverse effect on the TBHSPA the Borough Council will require mitigation to be provided or contributed, as appropriate.

Policies CP20 & CP21 replace policy NE1 of the Guildford Borough Local Plan 2003.

- 5.7.27 The Thames Basin Heaths Special Protection Area (TBHSPA) is an internationally important site of nature conservation value and is therefore to be given the highest degree of protection. In considering whether or not a development is likely to have an adverse effect, the Borough Council will adopt the precautionary principle and assume harm will occur until it is demonstrated to be otherwise.
- 5.7.28 Residential developments within 5 km of any part of the SPA will have to meet the requirements of the Thames Basin Heaths Delivery Plan (and subsequent Supplementary Planning Document), which will explain how mitigation may be achieved, the standards required and funding arrangements.
- 5.7.29 Where mitigation requires the identification of specific sites as alternative open space this will be addressed in a Site Allocations Development Plan Document. In considering whether mitigation can be achieved, either through improvements to existing open space or provision of new open space, regard will be had to the work undertaken for the Planning Policy Guidance (PPG) 17 Study.
- 5.7.30 The draft Delivery Plan covers a net increase in residential development including flats and conversions (Use Class 3). Developments within Use Class C2 should be considered on case by-case basis and English Nature will advise whether an appropriate assessment would be required. If required, the draft Delivery Plan standards could be applied. The draft Delivery Plan does not cover commercial and industrial development and in cases where it is considered that commercial or industrial proposals could impact on the SPA advise will be sought from English Nature on a case-by-case basis.
- 5.7.31 Target
There will be no loss or damage through development to sites designated as Special Protection Areas (SPA).
- 5.7.32 Indicators
Number of planning applications refused on grounds of damage to SPA.
Number of planning applications granted on basis of compliance with policy.
Number of applications successfully defended on appeal where damage to SPA used as a reason for refusal of planning permission.
Changes in habitat or species populations.
Changes in designation as a result of damage to SPA.

**Policy CP21
Special Areas of Conservation (SAC)**

Where development is proposed which is within or may affect the Special Area of Conservation (SAC), as designated on the Proposals Map, the developer must demonstrate as part of a planning application that any impact from the development will not damage the nature conservation value of the Special Area of Conservation.

Policies CP20 & CP21 replace policy NE1 of the Guildford Borough Local Plan 2003.

- 5.7.33 SAC's are areas that have been given special protection under the European Union's Habitats Directive. The designations provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world's bio-diversity. The designation of SACs, together with SPAs is part of a range of measures aimed at conserving important or threatened habitats and species.
- 5.7.34 These internationally important sites of nature conservation value are therefore to be given the highest degree of protection. The Thursley, Ash, Pirbright and Chobham Common SAC is internationally important for the habitats it supports including depressions on peat substrates, European dry heaths and Northern Atlantic wet heaths.
- 5.7.35 Potential damage to the SAC arising from applications for development within the SAC or located outside the boundary but with the potential to affect features within it, should be assessed on a case-by-case basis, taking account of local circumstances including the nature and size of the application and the likelihood that it will, for example:-
- Cause changes to the coherence of the SAC such as presenting a barrier between isolated fragments;
 - Cause reduction in the area of the protected habitat;
 - Cause change to the physical quality of the environment or habitat e.g. hydrology;
 - Cause ongoing disturbance to qualifying species or habitats;
 - Alter community structure (species composition).
- 5.7.36 Judgements should be based on existing information and where this is unavailable or inadequate some further work may be necessary to confirm whether the impact of the proposed application will have a significant impact. The advice of English Nature, the Environment Agency or other appropriate body may be sought. Reference should also be made to the saved policies NE2, NE3, NE4, NE5 and NE6 in the Guildford Borough Local Plan 2003, which address biodiversity issues.
- 5.7.37 Target
There will be no loss or damage through development to sites designated as Special Areas of Conservation (SAC)
- 5.7.38 Indicator
Number of planning applications refused permission on grounds of damage to SAC.
Number of planning applications granted permission on basis of compliance with policy.
Number of applications successfully defended on appeal where damage to SA used as a reason for refusal of planning permission.
Change in habitat or species populations.
Change in designation as a result of damage to SAC.

**Policy CP22
Landscape Character Assessment (LCA)**

All development proposals should provide positive benefit in terms of landscape and townscape character and local distinctiveness and should have regard to the identified landscape character areas.

Development will be expected to:

- 1. Enhance landscape and townscape character;
- 2. Adopt appropriate building styles and materials; and
- 3. Support land management practices that have no adverse impact on characteristic landscape patterns.

This is a new policy.

- 5.7.39 Landscape character is defined as “a distinct, recognisable and consistent pattern of elements in the landscape that makes one landscape different from another, rather than better or worse.” Essentially, landscape character is that which makes an area unique.
- 5.7.40 It is essential to consider this sense of place when making decisions about how to change, manage or restore landscapes. Only by paying proper regard to the existing character of a place can informed and responsible decisions be made and sustainable future landscapes planned for. Future development should be well situated, sensitive to its location and contribute to environmental, social and economic objectives.
- 5.7.41 Reference should be made to the emerging Landscape Character Assessment SPD, which provides a descriptive and mapped analysis of the different types of landscapes and townscapes in an area. It improves our understanding of landscapes through better appreciation of the composition and distribution of landscape and townscape types, their evolution, the pressures for change they experience, the likely effects of change and how change may be positively managed to sustain or enhance character.
- 5.7.42 Where landscape areas are identified of strong character and good condition the emphasis will be to conserve and enhance existing character and the particular features which contribute to this character.
- 5.7.43 Where landscape is recognised as having a less strong character or is in moderate condition the focus is on conservation combined with restoration, strengthening, or improvement, to restore elements, which have been lost or are declining and improving character.
- 5.7.44 It should be noted that this policy does not imply the need to ‘freeze’ the landscape. Simply to guide the direction of any change or evolution, indicating sensitivities that should be considered in order to minimise negative impact, and provide the most positive opportunities for change.
- 5.7.45 Target
There will be no damage through development to landscape character.
- 5.7.46 Indicators
Refused planning applications on grounds of damage to landscape character.
Quality of development in landscape character areas.
Maintenance of distinctiveness within and between landscape character areas.

Policy CP23

Farm diversification (including farm shops) and reuse and adaptation of rural buildings.

Development proposals for the diversification of economic activities on farms and the re-use and adaptation of structurally sound rural buildings for business development (including farm shops) as well as tourism, community use, sport and recreation will be supported providing they:

1. Have no adverse impact on countryside, landscape and wildlife;
2. Meet specific local economic and social needs and opportunities;
3. Respect existing settlement patterns.

In assessing development proposals regard should be had to:

1. Effect on the openness of the Green Belt
2. Accessibility to service centres and housing;
3. Traffic generation and parking arrangements;
4. Suitability and condition of buildings for proposed use;
5. The need to preserve the character of existing buildings.

The reuse of a rural building for residential use will only be acceptable if:

1. Evidence is provided in support of a planning application that it is impractical or unviable to secure a community, recreation or business use;
2. Residential conversion is a subordinate part of a scheme for business use; or
3. A business, community or recreational use is inappropriate because of the location or design of the building.

This policy replaces policies RE8 and RE9 of the Guildford Borough Local Plan 2003.

- 5.7.47 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 should be managed in a sustainable way that preserves or enhances the character of the surrounding countryside.
- 5.7.48 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.
- 5.7.49 Diversification should not lead to new buildings, and the reuse of existing buildings will be encouraged. This approach can help to reduce the demand for new buildings in the countryside, avoids leaving buildings unused and derelict and provides jobs in rural areas that in turn sustains and diversifies the rural economy. An independent structural assessment will be required to show that a building is structurally sound and capable of conversion.

5.7.50 Re-use of rural buildings will be considered in the following order;

1. For business and employment generating uses
2. For community uses
3. For recreation use
4. For live & work use
5. For tourist accommodation

5.7.51 Only where it has been demonstrated that the above uses have been carefully considered and are impractical or unviable will a residential use be considered.

5.7.52 Reference should be made to the Guildford Borough Council document 'Rural Diversification – A guide to the planning system'.

5.7.53 Target

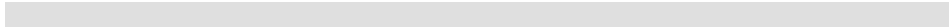
Maintain thriving rural economy and rural communities without damage to the environment.

5.7.54 Indicators

Planning permissions for the reuse of redundant agricultural buildings for economic, recreational or community uses.

Planning applications granted for farm diversification projects.

Refused planning applications for new buildings in the countryside on grounds of failure to comply with criteria 1 to 3 of the policy.



**Policy CP24
Development and Flood Risk**

New development or intensification of existing development will not be permitted in areas at risk of flooding, as shown on the Proposals Maps*, unless;

1. The Environment Agency advises that mitigation is acceptable, practicable and safe for the development itself, and for properties nearby and;
2. There are no suitable alternative sites in areas of lower flood risk; and
3. The benefits of the development outweigh the risks from flooding.

Sustainable Drainage Systems (including water butts, soakaways, porous pavements, storm water wetlands and balancing ponds) will be expected in developments.

* Flood zone data is updated every quarter by the Environment Agency.

This policy replaces G1 (6) Flood Protection of the Guildford Borough Local Plan 2003.

- 5.7.55 New development should not add to flood risk. Areas of high flood risk should be avoided as locations for development. The policy refers to the latest flood zone data available from the Environment Agency, which can be viewed on maps online at www.environment-agency.gov.uk. The proposal maps are available to view on the Guildford Borough Council website www.guildford.gov.uk.
- 5.7.56 A Flood Risk Assessment is required for any application for development in flood zones 2 and 3 and for development in flood zone 1 if the site is of 1 hectare or above. A Flood Risk Assessment should demonstrate how flood risk to the development itself and flood risk to others would be managed as set out in Annex E of draft PPS25.
- 5.7.57 Applications for development should also have regard to the Guildford Borough Strategic Flood Risk Assessment which, when completed, will inform the sequential test. The sequential test aims to steer development towards areas of the lowest probability of flooding (flood zone 1). Departures from the sequential approach will only be justified in exceptional circumstances. As set out in the draft South East Plan policy NRM3, development that is permitted in appropriately defended floodplains must be designed to be resilient to flooding and to allow for the future maintenance, realignment or management of the defences to be undertaken. Such work must be funded and built by the developer.
- 5.7.58 Climate change is likely to increase the risk of flooding in Guildford Borough as patterns of rainfall are changing to more sudden downpours. Sustainable Drainage Systems (SUD's) can help deal with climate change as they act like a sponge, slowing down the rate that water moves through the network whilst at the same time cleansing it of contaminants. More detailed information on SUD's can be found in the Sustainable Development and Construction Supplementary Planning Document.

5.7.59 Targets

No new development in areas at risk of flooding, unless suitable flood compensation can be provided.

All new development should make efficient use of water resources.

5.7.60 Indicators

Number of applications approved in flood zone 2 and 3 without suitable flood mitigation measures.

Number of applications permitted against the advice of the Environment Agency.

Number of applications where SUD's are used.



**Policy CP25
Energy Conservation, Efficiency and Design**

Planning permission will not be granted unless the applicant is able to demonstrate how energy efficiency good practice measures have been incorporated into the proposal in terms of design, layout, orientation, method of construction and materials used.

Commercial units over 1000sq m and all residential developments will be required to be designed so that they deliver 20% carbon savings above the requirements of Part L of the building regulations with at least 10% of the buildings anticipated energy requirement supplied by on site renewables. Carbon saving measures should include the use of materials with low embodied energy.

The Council will require a BREEAM or Ecohomes assessment to be undertaken on all developments meeting the threshold. A 'Very Good' score will be the minimum anticipated and the Council will encourage applicants to seek an 'Excellent' score.

This policy replaces policy G1 (9) of the Guildford Borough Local Plan 2003.

- 5.7.61 Planning Policy Statement 1 (PPS1) identifies that development plans should contribute to global sustainability by addressing the causes and potential impacts of Climate Change. Consequently planning policy can require applicants to meet more than the minimum requirements outlined in the building regulations. There is a need to reduce energy consumption to combat climate change by reducing carbon emissions and increasing the use of renewable energies.
- 5.7.62 Planning Policy Statement 22 – Renewable Energy states in Paragraph 8 that local authorities can require that a percentage of energy should be provided by on-site renewables. Policy EN1 of the draft South East Plan encourages developments to incorporate renewable energy sources and aim for high-energy efficiency ratings. This is reiterated in Surrey Structure Plan Policy SE2, Renewable Energy and Conservation. Therefore, within the Borough, commercial units over 1000 sq m, and residential developments, should be designed so that renewable resources on site provide a minimum of 10% of the buildings anticipated energy requirement. The minimum percentage of anticipated energy requirement supplied by on site renewables will be regularly reviewed and monitored by the Council.
- 5.7.63 This policy requires 20% carbon savings. Carbon emissions are the result of the burning of fossil fuels. It is essential that the level of carbon emissions be reduced. This can be achieved by raising the percentage of on site renewable energy generation, increased energy efficiency, by for example the use of Combined Heat and Power, and the use of materials with low embodied energy. This will ensure the proposal is designed and built to use and consume as little energy as possible over the buildings lifecycle.

- 5.7.64 The requirements in this policy are above those set out in building regulations. Part L of the building regulations measures carbon savings; this can be used as a base line to assess whether 20% carbon savings have been achieved; the applicant is required to provide evidence to this effect.
- 5.7.65 Embodied energy, energy used to harness, construct, transport and replace materials in developments, should also be reduced. The South East Plan advocates the extensive use of sustainable construction techniques to reduce the consumption of energy resources. As well as requiring a 'Very Good' BREEAM or Ecohomes assessment, Guildford Borough Councils (GBC) Sustainability Checklist will also be required with all commercial developments over 1000sq m and all new residential development to enable officers to assess what sustainable construction techniques have been integrated into the proposal.
- 5.7.66 Further advice and guidance is available in the Sustainable Development and Construction Supplementary Planning Document adopted in December 2005.
- 5.7.67 Targets
100% of new residential development and commercial and retail developments over 1000sq m to provide 20% carbon savings above the requirements of Part L of the building regulations, including 10% renewable energy, of the buildings anticipated energy requirements.
- 5.7.68 Indicators
Completion and compliance with a sustainability checklist is required. This will enable Guildford Borough Council to monitor carbon savings and how applicants are achieving this. The Council will also be able to monitor the scores achieved following Ecohomes and BREEAM assessments.
- 5.7.69 Carbon savings in all residential developments and commercial developments over 1000sq m.
- 5.7.70 Number of developments rated as Ecohomes or at BREEAM 'Very Good' standard.
-



5.8 MOVEMENT

Policy CP26 Parking Provision

Parking provision in proposed developments will be acceptable if it is in accordance with the standards set out in the Vehicle Parking Standards SPD adopted by the Council in 2006.

This policy replaces policy G1 (1) and M1 of the Guildford Borough Local Plan 2003.

- 5.8.1 The Borough Council is seeking to control parking provision in new developments as one of a range of measures to encourage more sustainable transport choices based on less use of the private car. Parking standards have been set at a level where it will assist in encouraging transfer to other transportation modes and avoid more parking being provided than is required. A greater degree of restraint on parking is likely to be justified where alternatives to car travel are more readily available.
- 5.8.2 The Borough Council will also encourage the introduction of complimentary measures such as improvements to other modes of transport where necessary, and controlled parking, so that parking does not simply move on-street. The detailed standards are set out in the Vehicle Parking Standards Supplementary Planning Document.
- 5.8.3 Targets
All applications permitted to be in accordance with the vehicle parking standards SPD.
- 5.8.4 Indicators
Number of applications approved or refused in accordance with adopted parking standards.
-

5.9 OTHER ISSUES

Policy CP27 Planning Benefits

Where a development generates a planning need for infrastructure, in order to make it acceptable in planning terms, the Borough Council will seek suitable planning benefits from the developer within the local area of the site through the use of either planning conditions or a planning obligation. Consideration will be given to the cumulative effects of developments in terms of infrastructure requirements.

This policy replaces Policy G6 and supplements saved policies G1 (7) and G2 of the Guildford Borough Local Plan 2003.

- 5.9.1 The Infrastructure Supplementary Planning Document (SPD) sets out the Council's approach to planning benefits and describes the kind of planning benefits, which will be expected from developments of differing scales and type.
- 5.9.2 Provisions may be required for a range of infrastructure needs arising from the development, including affordable housing, open space, public realm and heritage, transport walking & cycling facilities, biodiversity and landscape, health and community facilities, waste and recycling, air quality, climate change and flood mitigation measures. The Sustainable Development and Construction SPD sets out additional requirements, which will later become part of the Infrastructure SPD.
- 5.9.3 A consequence of development is increased pressure on the physical and social infrastructure of an area, both by large-scale schemes and the cumulative impact of smaller developments. For example, each new residential unit increases demand for school places and community facilities and adds to the number of people using open space and recreational facilities. New commercial development will increase the number of people traveling into and around an area such as Guildford, adding to congestion and pressure on public transport, car and bicycle parking, air quality and public safety. Expansion of an existing building(s) or use may similarly generate or contribute to a requirement for additional infrastructure. In determining the need for, and appropriate level of, any planning benefits, consideration will therefore be given to the cumulative impact of developments.
- 5.9.4 In seeking planning benefits, the Borough Council will have regard to relevant planning policy at county/regional and national levels, Circular 05/2005 Planning Obligations, together with local priorities expressed through the Community Plan. Consideration will also be given to the Council's Community Interest List, a database of suggestions for specific items on which future planning obligation monies could be spent in each area. Created following consultation with Councillors, Parish Councils, Resident's Associations and others, the database is continually updated. More information can be obtained by contacting the Council's Section 106 Officer.

5.9.5 Target

That infrastructure requirements are provided for all new developments unless there are mitigating circumstances.

5.9.6 Indicator

Compliance with the Infrastructure Supplementary Planning Document
Number of applications refused on grounds of inadequate infrastructure provision.

Number of appeals dismissed on grounds of inadequate infrastructure provision.

- 5.9.7 It is important that best use is made of allocated and windfall redevelopment sites within the Borough, to contribute towards the achievement of the Borough's land-use objectives, in particular the housing requirement to 2018 and the maintenance of attractive, successful settlements. The Borough Council supports a pro-active approach to redevelopment opportunities, which would be of wider public benefit.



**Policy CP28
Site Assembly and Land Acquisition**

Redevelopment of appropriate sites falling within the ownership of more than one party for residential and/or other purposes will be permitted, provided that:

- 1) Proposals are in keeping with the site's land use context, and
- 2) Where a wider public benefit would be derived, which is supported by the Council's policies and proposals.

Compulsory Purchase Powers may be used, where necessary, to acquire land and/or finalise site assembly, to release sites for redevelopment that accords with the Council's policies and proposals.

Applications will be refused where they:

- 1) Fail to make efficient use of land, taking into account site context,
- 2) Represent piecemeal development which would prevent the efficient redevelopment of a larger site area, or
- 3) Seek to avoid policy requirements through the artificial sub-division or phasing of development works
- 4) Would prejudice the character of an area.

This is a new policy.

5.9.8 The Sites Allocations Development Plan Document (DPD) will identify sites for residential or mixed-use development. Identified town centre redevelopment opportunities will be set out in the Town Centre Area Action Plan. The Borough Council will seek to make efficient use of its own land when redevelopment opportunities arise.

5.9.9 This policy is intended to assist in the efficient provision of land and quality development schemes and is not for private market gain.

5.9.10 Where the Council employs compulsory purchase powers, developers will be required to bear the cost.

5.9.11 Target
 To provide proactive assistance to proposals which would have a wider public benefit.
 To avoid inefficient or piecemeal developments, which would preclude more efficient or wholesale redevelopment.

5.9.12 Indicator
 Number of application refusals on grounds of inefficient or piecemeal development.
 Number of instances in which CPO used for site assembly /land acquisition.



6.0 RELATIONSHIP WITH OTHER DPD'S AND SAVED POLICIES.

- 6.1.1 The Local Development Scheme sets out a project plan for the Local Development Framework and explains what Guildford Development Framework (GDF) related documents will be produced in the next 3 years.
- 6.1.2 For the first few years of the new GDF, it will be necessary to “save” some policies in the Guildford Borough Local Plan adopted in 2003. These policies will continue to operate until they are replaced by GDF policies. The Local Development Scheme sets out which policies are proposed to be saved, and which are to be replaced by the Core Strategy, or a later document.
- 6.1.3 The Local Development Scheme explains that, initially, the GDF will consist of 4 Development Plan Documents: the Core Strategy DPD; Town Centre Area Action Plan; Slyfield Area Action Plan and a Site Allocations DPD and 5 Supplementary Planning Documents covering: Infrastructure; Parking Standards; Sustainable Development and Construction; Woodbridge Meadows and Thames Basin Heath Special Protection Areas.
- 6.1.4 The Site Allocations DPD will identify land to meet the Borough's requirements for housing and other uses identified in the Core Strategy. Sites for different uses will also be identified in the Town Centre Area Action Plan.
- 6.1.5 The Infrastructure Supplementary Planning Document will update the current Infrastructure Supplementary Planning Guidance.
- 6.1.6 Additional documents may be added to the Local Development Scheme in the next few years.
- 6.1.7 The Council will monitor the way that emerging and saved policies are delivering spatial change. This may lead to additional documents being included in the Local Development Scheme, or to existing documents being amended.
- 6.1.8 An Annual Monitoring Report will consider achievement of key targets for the GDF documents and for the policies themselves. This will be published in December each year.

APPENDIX 1

LOCAL DEVELOPMENT FRAMEWORK EVIDENCE BASE

Responses to Consultations

- Summary of Core Strategy consultation responses (www.guildford.gov.uk)
- Summary of Town Centre Area Action Plan consultation responses (www.guildford.gov.uk)

Housing

- Draft Planning Policy Statement 3: Housing (www.odpm.gov.uk)
- Planning Policy Guidance Note 3: Housing (www.odpm.gov.uk)
- Census data on Housing (www.guildford.gov.uk)
- Circular 2/05 Gypsy and Travellers Law Reform Coalition (www.odpm.gov.uk)
- Purchase Grant Scheme for Housing Association Tenants (Housing Department, GBC)
- Strategic Assessment of Travellers Needs in Surrey (WS Planning)
- Proposed Gypsy and Traveller Housing Needs Survey (www.guildford.gov.uk)
- Draft Housing Potential Study (www.guildford.gov.uk)
- Housing Needs Survey (www.guildford.gov.uk)
- GBC Residential Design Guide (www.guildford.gov.uk)
- Annual Monitoring Report 2004/05 (www.guildford.gov.uk)
- Average House Prices (www.surreycc.gov.uk)

Economy

- Planning Policy Guidance Note 4: Industrial, Commercial Development and Small Firms (www.odpm.gov.uk)
- Employment Needs Assessment, GBC (www.guildford.gov.uk)
- Census Data on the Economy (www.guildford.gov.uk)
- Labour Market Trends (www.surreycc.gov.uk)

Shopping

- Planning Policy Statement 6: Planning for Town Centres (www.odpm.gov.uk)
- Retail Needs Assessment (www.guildford.gov.uk)
- Gerald Eve Prime Retail Study 2004 (library)

Public Services/Facilities

- Infrastructure SPG (www.guildford.gov.uk)
- Guildford Infrastructure Requirements Study Research Report (www.guildford.gov.uk)
- Section 106 Protocol (GBC)

Transport

- Planning Policy Guidance Note 13: Transport (www.odpm.gov.uk)
- The Local Transport Plan (www.surreycc.gov.uk)
- Commuter statistics, census data 2001 (www.guildford.gov.uk)
- Census data on Transport (www.guildford.gov.uk)
- GWITS (Guildford and Woking Integrated Transport Study) (www.surreycc.gov.uk)

Environment

- Planning Policy Guidance 2: Green Belts (www.odpm.gov.uk)
- The extent of the Greenbelt in Guildford Borough (www.guildford.gov.uk)
- Planning Policy Guidance Note 17: Planning for Open Space, Sport and Recreation (www.odpm.gov.uk)
- Planning Policy Statement 22: Renewable Energy (www.odpm.gov.uk)
- Draft Planning Policy Statement 25: Development and Flood Risk (www.odpm.gov.uk)
- Planning Policy Guidance 25: Development and Flood Risk (www.odpm.gov.uk)
- Water Resources Act 1991 (www.opsi.gov.uk)
- Sustainable Development and Construction SPD consultation responses (www.guildford.gov.uk)
- PPG17 Audit (www.guildford.gov.uk)
- List of Scheduled Ancient Monuments, county sites of Archaeological Importance and Areas of High Archaeological Potential. (PDF Appendix 3 of Local Plan).
- Sites of Special Scientific Interest (SSSI), Sites of Nature Conservation Importance (SNCI), Regionally Importance Geological/Geomorphological Sites (RIGS) (PDF Appendix 4 of Local Plan).
- Conservation Area Character Appraisals (www.guildford.gov.uk)
- Landscape Character Assessments
- Details of listed buildings (www.guildford.gov.uk)

Sustainability Appraisal

- The Guildford Borough Council Core Strategy Issues and Options Sustainability Appraisal (www.guildford.gov.uk)

General

- Planning Policy Statement 1: Delivering Sustainable Development (www.guildford.gov.uk)
- The draft South East Plan (www.southeast-ra.gov.uk/southeastplan/)
- The Surrey Structure Plan 2004 (www.surreycc.gov.uk)
- The Community Plan (www.guildford.gov.uk)

Background Information

Population and key statistics

- [A Profile of Guildford Borough](http://www.guildford.gov.uk) (www.guildford.gov.uk)
- [A Profile of Guildford Borough; Past and Future Trends](http://www.guildford.gov.uk) (www.guildford.gov.uk)
- [A Profile of Guildford Town Centre](http://www.guildford.gov.uk) (www.guildford.gov.uk)
- [Population Figures for areas in the Borough](http://www.guildford.gov.uk) (www.guildford.gov.uk)
- Census data on Population (www.guildford.gov.uk)
- Further information can be found on the website of the Office of National Statistics at <http://www.statistics.gov.uk/>

APPENDIX 2
Core Strategy Polices and Local Plan Policies

Matrix of Policies in the Core Strategy and Relationship to the Guildford Borough Local Plan 2003

Core Strategy Policy	Policy Title	Local Plan 2003 Policy
CP1	Location and Pace of Development	New policy
CP2	Housing Provision	H1
CP3	Housing in Urban Areas and Village Settlements	H4
CP4	Replacement Dwellings in the Countryside	H6
CP5	Extensions to Dwellings in the Countryside	H9
CP6	New Residential Development	H10
CP7	Mix of Dwellings in Residential Development	New policy
CP8	Affordable Housing	H11
CP9	Exception Sites for Affordable Housing for Local Needs in Rural Areas	H12
CP10	Supporting an Ageing Population	New policy
CP11	Gypsy and Traveller Caravan Sites	H13
CP12	Sites for Travelling Show People	H14
CP13	Economy	E1-E4
CP14	Retail Development	S1 & S2
CP15	New Recreation, Leisure, Culture and Community Facilities	New policy
CP16	Loss of Sport and Recreational Facilities and Open Space	R1 & R5
CP17	Recreational Open Space Provision in relation to New Residential Developments	R2 & R3
CP18	Recreational Open Space Provision in relation to new Commercial Developments	R4
CP19	Surrey Hills Area of Outstanding Natural Beauty	RE5
CP20	Thames Basin Heath Special Protection Area	NE1 partially
CP21	Special Areas of Conservation	NE1 partially
CP22	Landscape Character Assessment	New policy
CP23	Farm Diversification and reuse and adaptation of rural buildings.	RE8 and RE9
CP24	Development and Flood Risk	G1 (6)
CP25	Energy Conservation, Efficiency and Design	G1 (9)
CP26	Parking Provision	G1(1) and M1
CP27	Planning Benefits	New policy
CP28	Site Assembly and Land Acquisition	New policy

All other policies in the Local Plan will be saved, please see table below.

Saved Local Plan Policies

Saved Local Plan 2003 Policies
General Policies
G1 General standards of development
G2 Development of new utility infrastructure
G3 Development concerning hazardous substances
G4 Development in the vicinity of hazardous substances
G5 Design code
G7 Shop front design
G8 Advertisements
G9 Projecting signs in the High Street
G10 Telecommunications
G11 The corridor of the River Wey and the Guildford and Godalming navigations
G13 Green travel plans
Housing
H5 Retention of existing housing stock
H7 Conversions
H8 Extensions to dwellings in the urban areas
H15 Home Farm, Effingham
Economy
E5 Homeworking
Movement
M2 Long stay parking within Guildford town centre
M3 Park and ride sites
M4 Provision for buses
M5 Rail network and interchange facilities
M6 Provision for cyclists and pedestrian
M7 Access from walnut tree close to the railway station
M8 Guildford to Cranleigh movement corridor
Shopping
S3 Provision of small retail units (class A1)
S8 District shopping centres
S9 Local shopping centres
S10 Neighbourhood shops
Guildford Town Redevelopment Sites
Proposal GT5 Woodbridge Park industrial estate
Proposal GT6 Farnham Road hospital
Proposal GT7 Ladymead fire station
Rural Environment
RE1 Extent of the Green Belt
RE2 Development within the Green Belt
RE3 Identified settlements in the Green Belt
RE4 Countryside beyond the Green Belt
RE6 Area of Great Landscape Value (AGLV)
RE7 Protection of the best and most versatile agricultural land
RE10 Re-use of rural buildings for residential use
RE11 New agricultural dwellings
RE12 Temporary housing accommodation in the countryside for an agricultural or forestry worker

RE13 New agricultural buildings
RE14 Extension of residential curtilages into the countryside
RE15 Major developed sites in the Green Belt
Historic Environments
HE1 Proposals which affect listed buildings
HE2 Changes of use of listed buildings
HE3 The demolition of listed buildings
HE4 New development which affects the setting of a listed building
HE5 Advertisements on listed buildings
HE6 Locally listed buildings
HE7 New development in conservation areas
HE8 Advertisements in conservations areas
HE9 Demolition in conservation areas
HE10 Development which affects the setting of a conservation area
HE11 Scheduled ancient monuments and other sites and monuments of national importance
HE12 Historic parks and gardens
Natural Environment
NE2 Sites of Special Scientific Interest
NE3 Local and non-statutory sites
NE4 Species protection
NE5 Development affecting trees, hedges and woodlands
NE6 Undesignated features of nature conservation interest
Recreation
R7 Built facilities for recreational use
R8 Golf courses
R9 Noisy sports, adventure games and similar activities
R10 Water based recreational activities
R11 Blackwater valley
R12 Non-commercial horse related development
R13 Commercial horse related development
Tourism
T1 Arts and entertainment in urban areas and identified settlements
T2 Safeguarding arts and entertainment facilities
T3 New hotels, guest houses and other overnight accommodation in urban areas
T4 Safeguarding hotels, guest houses and other overnight accommodation
T5 Change of use to guest houses and other overnight accommodation
T6 Static recreational caravans and chalets in the countryside
T7 Loss of recreational caravan and camping sites
T8 New sites for touring caravans and tents
Community Facilities
CF1 Provision of new community facilities
CF2 Loss of community facilities
CF3 Pre-school education
CF4 Expansion of schools
CF5 Care in the community
CF6 Hospital related development
University of Surrey
Proposal U1 University of Surrey

APPENDIX 3

Questionnaire Details

A copy of the questionnaire can be completed on-line at www.guildford.gov.uk > Planning and Building Control > Consultations. Alternatively a paper copy can be requested by telephoning 01483 444512

APPENDIX 4

Sustainability Appraisal Details

A summary of the findings of the Sustainability Appraisals are available to view on Guildford Borough Council's website: www.guildford.gov.uk > Planning & Building Control > Consultations or by telephoning Planning Policy on 01483 444512.

Appendix 5

Consultation Responses to the Issues and Options Paper

Location of Development

- There was extensive public objection to the release of Green Belt land to satisfy Guildford Borough's housing requirement and a strong desire for all development to be on sustainable brown field sites. There was general agreement for enhancement and protection of village facilities to keep village communities alive and little preference for additional facilities in urban areas. There was strong support for the protection of existing facilities, especially open space and recreation facilities. Respondents gave significant support to protection of ecological, historical and aesthetically important areas.

Housing

- Respondents favoured the use of employment land for housing (33%) and for a mixture of housing and employment (24%). There is extensive public objection to new village settlements and the release of Green Belt land for housing. Many respondents felt that urban intensification and higher densities could destroy the character of Guildford yet there was a strong desire for all development to be on brownfield sites. Respondents recognised the need for a mix of the proposed options, ensuring development is sensitive to surrounding areas.
- Specific consultation with the elderly found that they consider that there was not enough housing for the elderly in the borough, particularly as the number of elderly people is growing.
- There was overwhelming support for more affordable housing. Employment land was favoured for affordable housing development, and respondents were keen to increase the amount of affordable and key worker housing in the Borough, but not at the expense of the countryside or Green Belt.
- Responses on how to secure more affordable housing included an increase in the percentage of affordable housing on housing development sites (15%), requiring developers of employment sites to contribute towards providing affordable housing (14%), lowering the qualifying threshold (14%), introducing a tariff based system (13%).
- Some respondents recognised the possible need for additional authorised accommodation in the Borough for gypsies and travellers, but respondents were undecided between an extension to existing sites or a new site. Other respondents expressed a desire for gypsy and travellers' needs to be given equal consideration as other members of the public, with full use being made of the original sites and avoidance of any Green Belt release. This conflicts with the preferred option of the majority of respondents who answered this question, which was to provide small Council owned permanent and/or transit sites in green field locations for gypsies and the travelling community.

Economy

- 20% of respondents agreed with releasing employment land for housing. Many thought that vacant employment floorspace should be used for new housing rather than retained as offices.
- Respondents claimed that as a result of future work patterns, more people would work from home, which will mean less employment land will be needed in the future.
- There was little agreement with aiming to match the number of jobs to workers available. It was felt that this should be left to market forces.

Shopping

- There was a clear preference for encouraging a variety of uses, such as leisure, housing or entertainment as well as retail in Guildford town centre. Some considered that a wider range of shops is required in the town centre, particularly grocers and butchers. An improved market and more Farmers' Markets were requested in addition to more public events, entertainment and cultural provision.
- Respondents were keen to encourage smaller retailers and specialist shops within Guildford town centre whilst identifying a need for another town centre supermarket. Suggestions included retail and leisure uses on industrial land or on the edge of the town centre.

Public Services/Facilities

- There is considerable support for the protection of existing facilities, especially open space, recreation and community facilities, particularly in the villages. There is a need for community infrastructure to expand in line with the population increase as new residential development is built. There is support for facilities for young people and underused facilities should maximise their potential by encouraging dual use. Facilities should be in easily accessible locations, particularly in areas of high population.
- Specific consultation with the elderly highlighted the need for additional day centres, community halls, shops and places for young people in addition to more facilities offering social interaction for the elderly. Protection of existing facilities was supported by almost all.

Movement

- The transport issues in Guildford Borough generated the greatest level of response, showing the importance of these issues. Most respondents recognise the level of congestion experienced in Guildford at peak times. A recurring theme throughout the responses was the perceived unreliable and infrequent bus service and train service. Discontentment with the bus lanes in Guildford was apparent as they were considered to cause more congestion due to infrequent use. Respondents suggested smaller (minibus size) but more frequent buses, which were cheaper and would be better used. It was also suggested that the money lost to businesses through congestion could pay for an improved bus service with a flat fare (as in London) once congestion was reduced. Many respondents felt aggrieved by the amount of congestion the

'school-run' causes in Guildford, and suggested the use of American style school buses (currently operating as Surrey County Council's 'Pegasus' project).

- The most popular response to parking issues was to encourage patterns of development that minimise the need for car use. The least popular, with 10% of the results, was to implement congestion charging and have more controls on long-term parking to reduce car travel to Guildford Borough.
- Respondents wish to see an improvement in the train service in Guildford, with new stations at the Surrey Research Park and Merrow.

Environment

- There was extensive public objection to the release of Green Belt land to satisfy the development requirements. There was significant support amongst respondents to protect ecologically, historically and aesthetically important areas.
- There is considerable support for the protection of existing facilities, especially open space, sport and recreation facilities.
- There was little mention of flooding in the Core Strategy responses. The points made included: more consideration was needed before building on flood plains and it should be avoided due to climate change and uncertainty over future weather conditions; Excessive concreting has affected the water table and resulted in a loss of flood plains.
- There was general agreement to encourage greater energy efficiency in new developments and promote sustainable development and construction. Most respondents felt that more could be required from developers to achieve this, and that the issue should become more prominent. One of the most commented upon issues was reducing the demand and use of energy.

Other Issues

Planning Benefits

- Respondents demonstrated support for the broad principles underlying the collection and use of planning benefits, such as the need for affordable housing and the provision of additional services and facilities like open space.
- Many respondents stressed the need for infrastructure and service improvements to cater for housing growth, in particular how Guildford would cope with extra houses, people and cars. Many respondents recognised the need for future housing developments to encourage alternative modes of transport to the car.

Site Assembly and Land Acquisition

- There remains extensive public objection to the release of Green Belt land to satisfy the housing requirement and a strong desire for all development to be on brown field urban sites. The need for adequate infrastructure and service improvements to cater for housing growth was also stressed. This approach will be particularly relevant to the town centre.

Appendix 6

Town Centre Boundary

