

Report for Executive Head of Development
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Date: 28/08/2014

Proposed neighbourhood areas in East Horsley and West Horsley

Recommendation

That the Executive Head of Development designates the areas enclosed by the East Horsley parish boundary and West Horsley parish boundary, shown on the map at Appendix 1, as neighbourhood areas.

Reason(s) for Recommendation:

To comply with the Neighbourhood Planning (General) Regulations 2012, and to reflect the Council's evaluation of the proposed neighbourhood areas following public consultation.

1. Purpose of Report

- 1.1 To set out the reasons for the recommendation to designate two neighbourhood areas (NA) following the East Horsley and West Horsley parish boundaries. These are the boundaries proposed by the East Horsley Neighbourhood Area application (Appendix 2) and West Horsley Neighbourhood Area application (Appendix 3). To inform the Executive Head of Development of the current situation following public consultation and consideration by planning officers.

2. Strategic Priorities

- 2.1 The Council's Corporate Plan includes a strategic priority of achieving sustainability (page 9). Designating a neighbourhood enables the local community to bring forward a neighbourhood plan. Neighbourhood plans must be aligned with national policy, and must therefore contribute to the achievement of sustainable development and help the Council meet this strategic priority.

2.2 This strategic priority includes protecting, improving and sustaining both our natural and built environments. Producing a neighbourhood plan will allow the parish councils to access increased payments through the Community Infrastructure Levy (to be introduced). This additional funding can be used to fund improvements to the local built and natural environment. Neighbourhood plans can be used to protect important local assets, meeting the aim of protecting the built and natural environment.

2.3 This strategic priority also includes an outcome of having local communities that are actively working with partners to improve where they live, in ways that matter to them. Neighbourhood planning is a community driven process so it is self-evident that designating a neighbourhood area will support this outcome.

3. Background

3.1 The borough of Guildford currently has two designated neighbourhood areas, covering Burpham ward and Effingham parish.

3.2 Planning officers received formal applications to designate two new neighbourhood areas following the boundaries of West Horsley Parish and East Horsley Parish on 17 June 2014 from WHPC and 18 June 2014 from EHPC.

3.3 The applications met the requirements specified in Regulation 5(1) of the Neighbourhood Planning (General) Regulations 2012 and were accepted. The requirements are that the application must include:

- a map which identifies the area to which the application relates
- a statement explaining why this area is considered appropriate to be designated as a neighbourhood area and
- a statement that the organisation or body making the area application is a relevant body for the purposes of section 61G of the Town and Country Planning Act 1990 (the Act).

3.4 Consultation on the proposals in accordance with Regulation 6 of the Neighbourhood Planning (General) Regulations 2012 ran from 14 July to 26 August 2014. Two separate consultations were conducted

4. Consideration of the designation

4.1 EHPC and WHPC meet the required criteria to be considered a relevant body for the purposes of section 61G(2) of the Act. Consideration is therefore limited to whether or not the proposed NAs are appropriate.

- 4.2 The East Horsley NA consultation received 38 comments. The West Horsley NA consultation received 20 comments. No comments objected to either proposed NA.
- 4.3 One comment (made on both consultations) highlighted that the boundary between the two proposed neighbourhood areas, at Ockham Road North to the south of East Lane, is not consistent between the two applications. Officers agree with this analysis but do not consider this to be a significant issue as the parish boundaries are a matter of public record. For the avoidance of doubt, the recommendation is to designate NAs along the established parish boundary, which runs through the centre of this stretch of road as shown on the map at Appendix 1.
- 4.4 The proposed NAs are considered appropriate in terms of character and land use.
- 4.5 The existence of administrative boundaries means that local people will easily understand the proposed NA boundaries and may have knowledge and experience of the planning issues within them. Additionally, local people are used to working with the established parish administrative structures. Therefore the proposed NAs are appropriate to facilitate the vision of community led planning sought by central government.
- 4.6 The Act requires local planning authorities to have regard to the desirability of designating the whole of the area of a parish or town council as a neighbourhood area. In the absence of proposed alternatives or objections, and for the reasons stated at 4.5, we believe this is desirable.
- 4.7 Section 61 H of the Act requires a local planning authority to consider whether to designate the areas concerned as business areas. A proposed NA should be designated as business areas if the local authority considers that the area is wholly or predominantly business in nature (section 61 H(3)). Officers consider that the proposed NAs are primarily residential and are not suitable for this designation.
- 4.8 Officers believe that the proposed neighbourhood areas are appropriate in planning terms and should be designated without amendment.

5. Financial Implications

- 5.1 Neighbourhood plans and Neighbourhood Development Orders need to pass an independent examination and a referendum. The costs are estimated at £5,000 to £8,000 for an examination and £4,000 to £7,000 for a referendum. These costs are borne by the local authority.

- 5.2 Guildford Borough Council will support the neighbourhood planning process. Support will require planning officers' time and some resources. The cost of this is unknown.
- 5.3 Guildford Borough Council can bid for a neighbourhood planning support grant for each NA. Funds can be claimed at the following stages:
- a. £5,000 after designating a neighbourhood area
 - b. £5,000 after designating neighbourhood forum
 - c. £5,000 after a neighbourhood plan is publicised prior to examination
 - d. £20,000 on successful completion of a neighbourhood plan examination and
 - e. an additional £10,000 after successful examination of a neighbourhood plan in a business area.
- 5.4 In the case of East Horsley and West Horsley, the total amount available is £30,000 for each. Designation of an NA does not guarantee that a neighbourhood plan will be completed or pass examination, so the payments after the initial £5,000 for NA designation are not guaranteed.
- 5.5 The next window for applying for the grant will be from 1 to 30 September 2014. After this, the following window will be in December 2014.

6. Legal Implications

- 6.1 The Localism Act 2011 places a duty on councils to either designate a proposed NA, refuse to designate a proposed NA or designate a NA with amendments. This must be done after the consultation period ends.
- 6.2 Councils may designate either through delegated powers or by committee decision. The Council has put delegated powers in place for this purpose.
- 6.3 Councils are empowered to amend the proposed neighbourhood area boundary under section 61G of the Act if it is considered inappropriate.

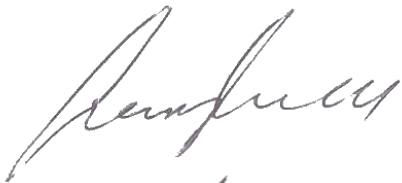
7. Human Resource Implications

- 7.1 EHPC and WHPC have shown an intention to produce a neighbourhood plan. The Council is obliged to support this process, a role that we view positively and will proactively fulfil. The new Local Plan is not yet in place so officers will need to provide information regarding emerging strategy and emerging evidence. Neighbourhood plans must help meet the strategic needs of the wider local area and should complement the emerging local plan, so the level of contact needed could be significant.

8. Conclusion

- 8.1 There are no barriers to designating the East Horsley and West Horsley NAs as proposed. Officers are satisfied that all requirements under the Neighbourhood Planning (General) Regulations 2012 have been met and that the area is appropriate in planning terms.

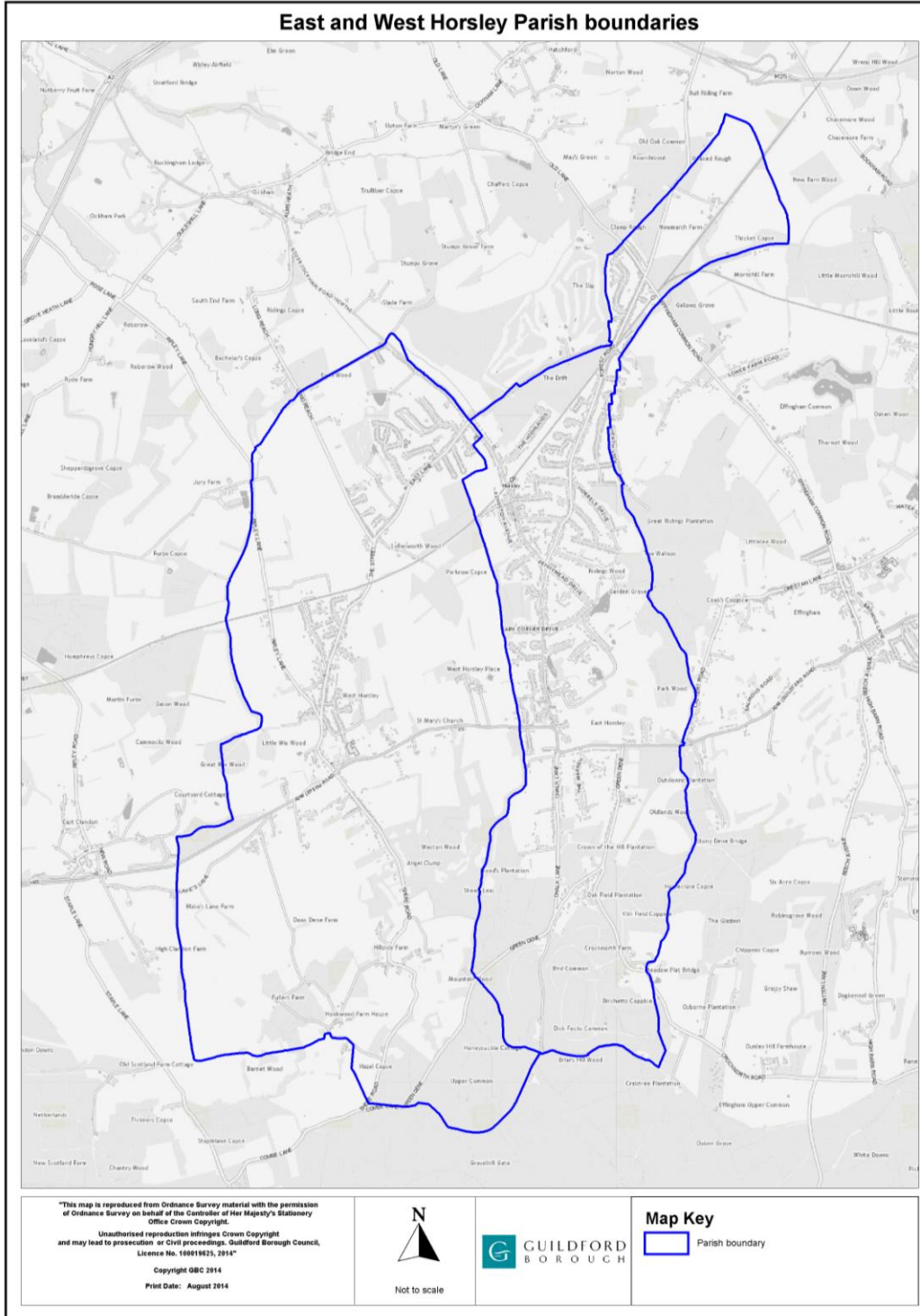
Approved by Chris Mansfield
Executive Head of Development



8 / 9 / 2014

APPENDIX 1

Boundaries of East Horsley and West Horsley parishes and the proposed neighbourhood areas.



APPENDIX 2

East Horsley Neighbourhood Area Application



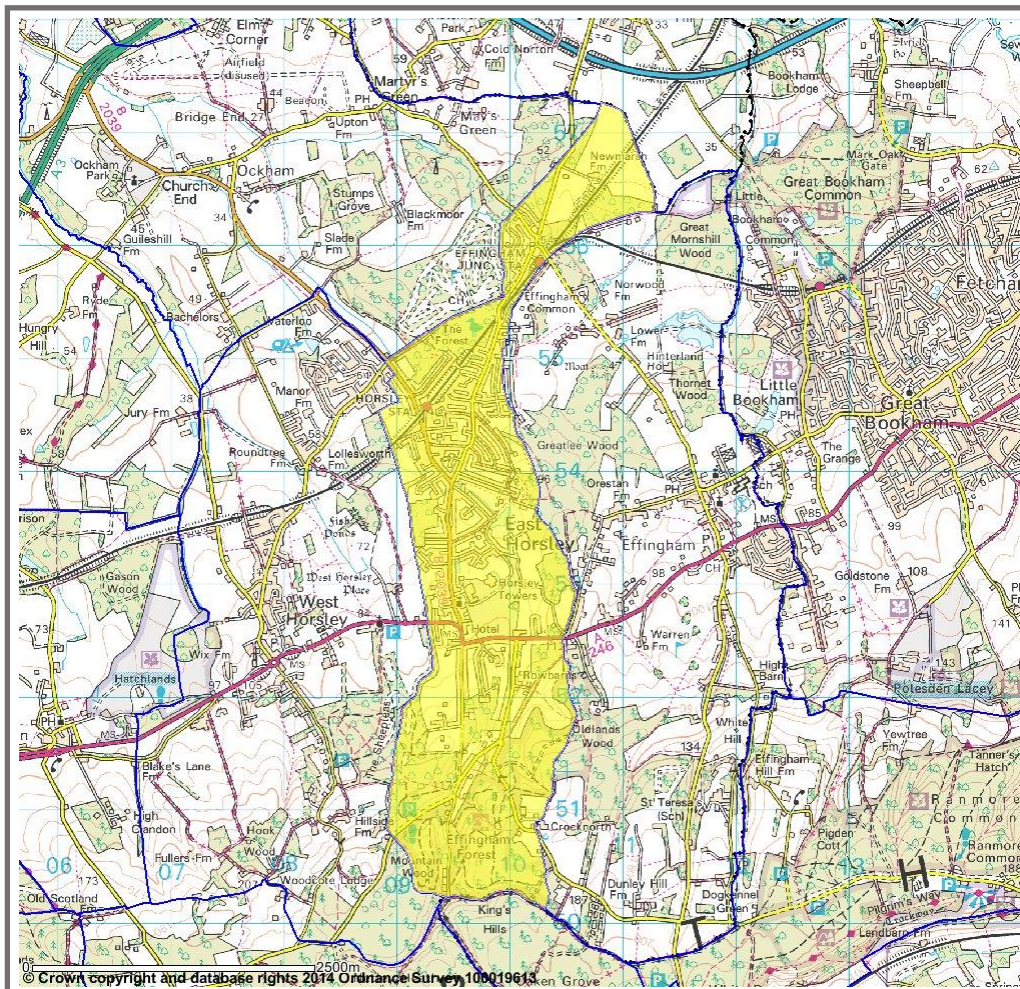
June17th 2014

East Horsley Parish Council

This is an application by East Horsley Parish Council under regulation 5 of the Neighbourhood Planning (General) Regulations 2012 (the "**Regulations**") for the designation of the Civil Parish of East Horsley, Surrey as a neighbourhood area.

The Area

The area in question relates to the Civil Parish of East Horsley, with boundaries as shown on the map below:-



Statement - Why the Parish of East Horsley is appropriate to be designated as a Neighbourhood Area

East Horsley is a civil parish within the administrative area of Guildford Borough Council.

East Horsley covers 740 hectares, lying between the parishes of Effingham, West Horsley, Ockham and Abinger. It abuts the parish of West Horsley on its western boundary but otherwise is surrounded by farmland and open spaces, some of which is Woodlands Trust (Great Ridings Wood) or Surrey Wildlife Trust (Holliers Wood). To the south of the Parish, there is the Surrey Hills Area of Outstanding Natural Beauty, encompassing Effingham Forest on the North Downs.

For planning purposes the village is completely in the Metropolitan Green Belt. The settlement area is semi-rural and is defined by Ockham Road North and South, Forest Road and Epsom Road (A246). To the south of the A246 the Parish is rural. The boundaries are shared with Effingham, West Horsley, Ockham and Shere.

As underlined by the fact that each of the Parish Councils of East and West Horsley are making separate applications under the Regulations for designations of their respective Parishes, each community regards itself as having very much a distinct identity with very different histories, characteristics and dynamics to the other.

East Horsley has been an individual and distinct community since as long ago as records began. Local historian Pam Bowley records in her book "East Horsley - The History of a Surrey Village", that East Horsley became detached from West Horsley as long ago as 1036, when it was given to the Church by a Horsley landowner.

The population of the East Horsley is 4290, whereas the population of West Horsley's 2828 (as recorded in the 2011 Census). The Parish shows a clear village atmosphere but also encompasses a wide range of facilities that are expected in modern life as well as a very extensive variety of groups and activities supporting a strong sense of community for the whole of the inhabitants.

East Horsley even has its own distinctive architectural style: the "Lovelace style" borne of the brick and flint building projects of Lord Lovelace begun in the 1850s and continuing into the 1870s, by which time over 20 buildings had been constructed adopting the style, the vast majority of which were located in East Horsley. Up to 24 bridges were also constructed on the high ground to the south of the Parish. Hence East Horsley becoming known as "The Lovelace Village", as it is called on the village sign which also adopts the Lovelace style at the northern approaches to the village on Ockham Road South.

Facilities within East Horsley include two shopping areas, including post offices, plus additional single shops and a range of eating facilities as well as professional businesses. It has a medical centre, dentist and optician and a veterinary practice, two railway stations, a petrol station, conference centre, an hotel and public house, library, village hall (as well as additional community rooms), church hall, amateur theatre and two churches.

East Horsley boasts good sports facilities for young people and adults, with public tennis courts, cricket and tennis club, and a BMX track by the village hall. There is a private health club within the village. A long running youth club, sports and keep fit classes are held within the village and church hall. A pre-school nursery has recently opened, replacing an earlier one that closed down.

There are a large range of community groups and activities. In particular, there is a strong artistic interest within the village. East Horsley has the Nomad Theatre which is a high quality well equipped amateur theatre in a new building funded with National Lottery grants in 1998. In addition there is an art shop and gallery and several arts clubs that regularly meet at the Village Hall.

Another facility is a natural one as the Parish partly falls within the Surrey Hills AONB, enjoyed by both residents and visitors. East Horsley receives a high number of walkers and cyclists who enjoy the countryside.

East Horsley includes social housing in a range of locations throughout the village and has recently developed a small amount of affordable housing in Bishopsmead.

Current issues relevant to the whole Parish include:-

- The high cost of housing and the lack of affordable housing for single people and young families.
- Whilst there are excellent rail services to Guildford, Leatherhead and London, there is poor public transport for routes other than these, with a high reliance on private cars. Road usage is an ongoing issue.
- The 2011 census shows that the elder population (65 +) make up almost 23% of residents. How much this figure will grow is not definable but with 49.5% of the population in the 25-64 age group it will certainly increase. This will put additional pressure on public transport and health facilities.

East Horsley has been consistently supportive of preserving amenity space for its residents. Over the years this has seen community ownership of three woodland areas, The Forest by The Drift road, Holliers Wood abutting The Forest and Ridings Wood.

The Parish boundary is considered appropriate for the geographical area for the neighbourhood plan. The information provided above shows that there is clearly an established active parish community network that considers itself to be core to the identity of the village. The administrative boundaries are understood and valued by the local population, particularly as they pertain to the amenity space that has been safeguarded by the Parish Council for the future benefit of both the local and wider community.

Compared to West Horsley:-

1. East Horsley has a significantly larger settlement area and hence one and a half times the population of West Horsley. The 2011 Census indicated 4290 for East Horsley and 2828 for West Horsley.

2. West Horsley has a surface area roughly 50% bigger than East Horsley (1083 hectares for West Horsley compared with 740 for East Horsley). Thus, East Horsley has a fraction of the "full" green belt land outside the settlement area enjoyed by West Horsley.
3. The parish of East Horsley, since the 19th century, has attracted a high achieving socio-economic population bringing wealth and influence to the area which today consistently comes in the top ten of surveys of villages to live, in terms of quality of life or wealth.

It is therefore evident that East Horsley is a quite distinct community from West Horsley and that the above differentiating factors will mean that any Neighbourhood Plan will have significantly different priorities in terms of both amenities generally and the built environment.

The East Horsley Parish Council has already established a Steering Group to take forward the Neighbourhood Plan and has had expressions of interest from a large number of members of the community to assist in development work in order to take this forward. Involvement of all areas relevant to the village is being actively sought.

It is for these reasons that we believe strongly that East Horsley is a suitable area for designation under the Regulations.

S61G Statement

1 As set out in the requirements for Neighbourhood Area applications in The Neighbourhood Planning (General) Regulations 2012, East Horsley Parish Council is making this application as a relevant body (as specified under section 61G of the 1990 Town and Country Planning Act).

2 The Neighbourhood area specified within this application is wholly contained within the Parished area.

APPENDIX 3

West Horsley Neighbourhood Area Application



WEST HORSLEY PARISH COUNCIL

Carol Humphrey
Head of Planning Services
Guildford Borough Council
Millmead House
Millmead
GUILDFORD GU2 4BB

12th June 2014

Dear Ms Humphrey,

The Neighbourhood Planning (General) Regulations 2012 Application for the designation of a neighbourhood area.

The Parish Council hereby applies in accordance with the provisions of The Localism Act 2011 and The Neighbourhood Planning (General) Regulations 2012 to Guildford Borough Council as the planning authority to designate the West Horsley Parish as a neighbourhood area, in accordance with regulation 5 of the Neighbourhood Planning (General) Regulations 2012 (the "**Regulations**").

The civil parish of West Horsley is shown on the attached digital map by the dark blue boundary line in support of this application.

As required by the **Regulations** the following two statements are submitted in support of the application:

Statement 1 - why the Parish of West Horsley is suitable for Neighbourhood Area designation

West Horsley is a civil parish within the administrative area of Guildford Borough Council. The parish area is bordered by the parishes of East Horsley, Ockham, Ripley, East Clandon, Shere and Abinger Hammer. Abinger Hammer Parish lies within the Mole Valley District Council area.

The parish boundary is long established and understood by local people and this makes it a logical boundary for neighbourhood planning purposes.

The West Horsley Parish Area covering some 1083 hectares, lies within the Borough of Guildford and is washed over by the Metropolitan Green Belt. The village is very much rural in character with two defined Settlement Areas (ref: saved GBC Local Plan 2003) and in its southern half an extensive Area of Outstanding Natural Beauty, part of The Surrey Hills AONB, together with an Area of Great Landscape Value (AGLV) immediately south of the A246 Guildford to Epsom road. North of the A246 the land is flatter and for the most part slopes gently northwards. Outside of the two Settlement Areas, both located north of the A246, it is mainly agricultural land used for both arable and livestock. There is a defined Conservation Area in the southern Settlement Area. There are some 15 kilometres of public rights of way.

West Horsley is a very old Surrey village with traceable history back to 1036AD. There are over forty old houses and barns built before 1700, including a unique Church House built in

1433 and the only Tithe Barn in Surrey built of chalk and flint. At least seven of its old houses were built before 1500. English Heritage has 43 Listed Buildings in the Parish Area, with possibly the most noteworthy being St Mary's 11th Century Church and West Horsley Place.

Total population of the parish, as recorded in the 2011 Census, is 2,828 and there are 1,111 dwellings within the Parish area, of which 723 are located in the two defined Settlement Areas. The Parish has a state primary school (The Raleigh Academy) and three independent schools catering for pupils up to 8 or 13 years of age.

West Horsley has good access to the major road network via the A3 and M25 and to a frequent train service at Horsley station in East Horsley. There is also a bus service along the A246 with services to Leatherhead, Epsom and Guildford. A further less frequent bus route runs through the village Mondays to Fridays.

West Horsley benefits from being a closely knit community with an extensive range of well supported interest groups and activities, e.g. The WHIPS with amateur dramatic productions staged in the Village Hall, The Women's Institute, West Horsley Old Peoples Welfare Group, Wheel of Care (to help any person residing in the parish of West Horsley needing assistance, companionship and friendship plus get together activities), a Community Bus (operated by volunteers for the benefit of elderly and/or infirm residents), Horsley Gardening Society. Many more activities including nursery group mornings for pre-school children are available at West Horsley Village Hall through the week. The Village hall is owned by the Parish Council. The Village Hall Management Committee meets regularly and is comprised of representatives from most village organisations including the Parish Council. There is a children's playground adjacent to the Village Hall which is owned by the Parish Council but managed by the Village Hall Management Committee. There is a thriving U3A serving both East and West Horsley with over 50 activity groups, meeting regularly throughout the year.

The bi-annual West Horsley Village Fete, drawing as it does on all village groups and societies to prepare and stage it, is very well supported by residents throughout the parish area and raises funds for local charities, which in recent years have included The Horsley Community Fund, Cherry Trees and Transform Housing and Support

Sports facilities, including training for juniors, are provided by Horsley Football Club, Horsley & Send Cricket Club and there is a hard tennis court owned and administered by the Parish Council.

There is no Post Office and shopping facilities are limited to just two small shops located on The Street near to the A246. Squires Garden Centre majors on garden plants and equipment but does offer a limited selection of other retail goods. Other notable facilities enjoyed by the local community are two historic public houses, namely *The Barley Mow* and *The King William IV*. There are two churches in West Horsley, St Mary's [Church of England] and a Methodist Chapel.

The Parish Plan prepared during 2008 exposed the genuine interest and desire of villagers in the health and future of West Horsley as a caring, forward looking parish.

Community garden and Allotments - Grace & Flavour is a community garden adjacent to Dene Place Care Home in Ripley Lane. It is a not-for-profit community urban farm, run as a co-operative by a volunteer membership of residents from West and East Horsley. Immediately adjacent to the community garden are 25 allotments which may be rented by residents of West and East Horsley. The allotments are managed by Grace & Flavour.

Recreation - The Caravan Club owns and maintains the well used Waterloo Farm caravan & camping site in West Horsley. The Surrey Hills Area of West Horsley and the neighbouring parishes draws large numbers of visitors travelling on foot (often arriving at Horsley station), by cycle or by car throughout the year to enjoy the walks, scenery and nature. The 2012 Olympics Road Cycle Races added to the popularity of the area and this continues with the Prudential

London Cycle Rides each August. A number of riding stables operate in the parish and are a further source of recreation to visitors.

Residents current concerns relate to maintaining a balanced community which caters for both young and old people. Recently the Parish Council has carried out a Local Business Housing Assessment survey which revealed that more than 50% of local business employees who live in Guildford Borough, have worked in the parish area for more than 5 years. Approximately 25 local business employees indicated an interest in living in the parish if affordable one, two or three bedroom dwellings were available. The Parish Council has for many years fought hard to retain the small dwellings stock within the parish area, primarily to have a community of all ages. Unfortunately many bungalows and small dwellings have been lost to developers being replaced with one or more larger detached dwellings. Feedback to the Parish Council from villagers strongly indicates that smaller dwellings are really sought after by young and old to enable these people to stay local. A Local Housing Assessment Survey embracing all 1,111 properties is currently under way and the results and views set down will be used to inform the Neighbourhood Plan.

West Horsley Parish Council has given consideration to linking with East Horsley for the preparation of a Neighbourhood Plan but decided unanimously that the character and attributes of the West Horsley parish area were significantly more rural than its eastern neighbour.

Statement 2

West Horsley Parish Council is a relevant body for the purposes of section 61G of The Town and Country Planning Act 1990 Act.

West Horsley Parish Council is establishing a Steering Group to take forward the Neighbourhood Plan and has had expressions of interest from members of the community to engage in the research and drafting work required to bring a Plan to fruition. Involvement of all parts of the village is being actively sought.

It is for all the above reasons that we submit West Horsley is suitable for designation as a Neighbourhood Area under the Regulations.

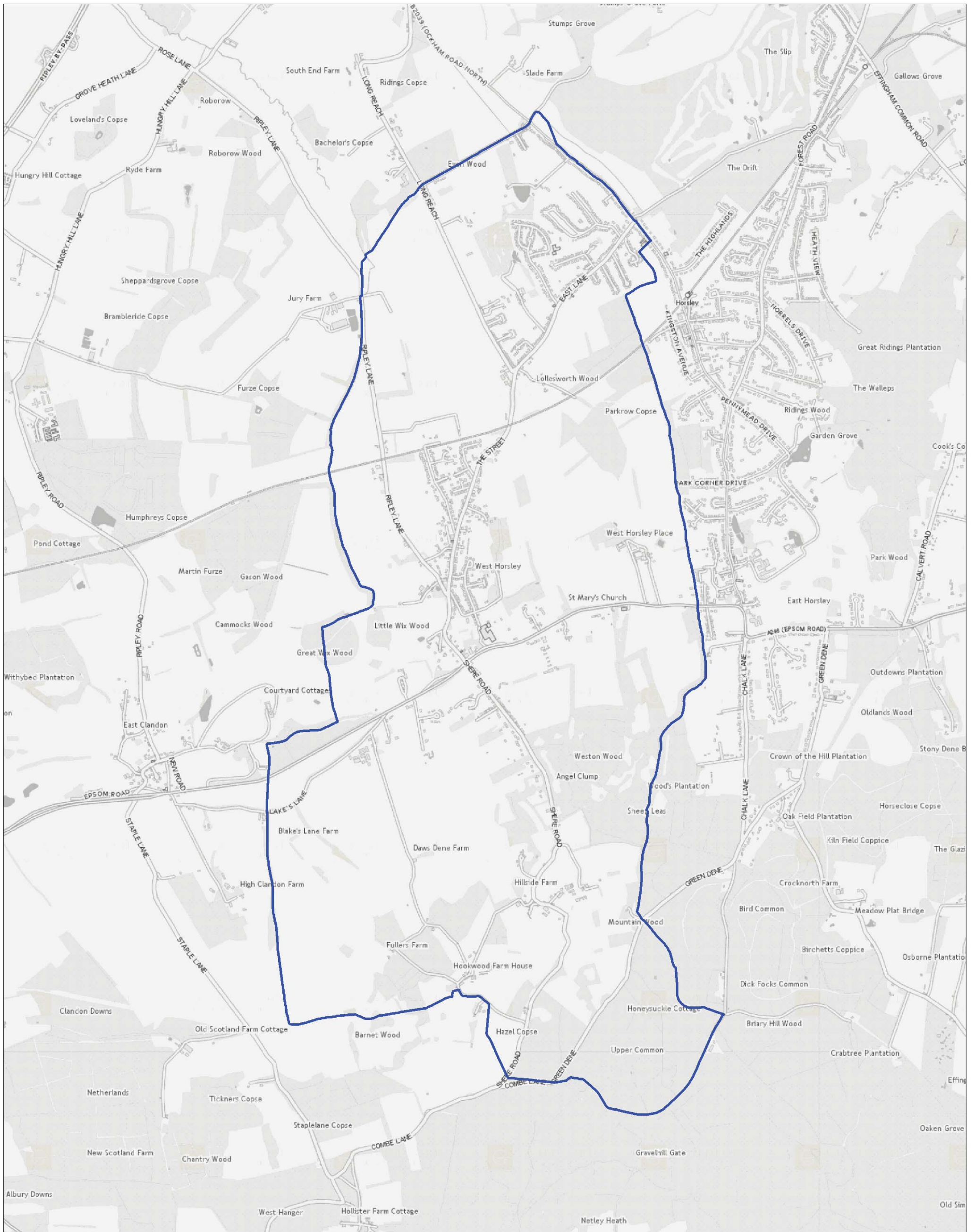
The Parish Council would welcome your decision on this application at the earliest possible date together with an indication of the name of the Planning Officer you wish the West Horsley Neighbourhood Plan Preparation Group to liaise and engage with.

Thank you.

Yours faithfully

Mrs Sam Pinder
Clerk & Responsible Financial Officer

ENCL: map – West Horsley Parish Area



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Not to scale

