

# Monitoring Report 2013/2014

June 2014



GUILDFORD  
BOROUGH

## **Executive summary**

The primary purpose of a monitoring report is to share information with you about the Local Plan and new development in Guildford borough.

We report on the progress of the new Local Plan, and how many new homes are being built and where. We also report how much new business and retail floor space we have granted planning permission.

If the results show that we are not achieving what we need to, we make recommendations about where we can make changes.

This year we have made significant progress towards having a new Local Plan in place. We have carried out an extensive Local Plan Strategy and Sites Issues and Options consultation, and we are consulting on a draft Local Plan Strategy and Sites document from 1 July 2014 for 12 weeks. We acknowledge that we need to build more new homes, particularly affordable homes in our borough to help meet the identified need, and to make sure we can plan properly for future growth and to help our local areas adapt to future change.

This Monitoring Report emphasises the importance of having a new Local Plan, and identifying suitable land for new homes. If we do not achieve this, there are considerable risks and challenges for our communities, economy and environment.

This report monitors the period from 1 April 2013 to 31 March 2014.

## **Further information**

If you would like to be kept up to date with the progress of the new Local Plan, please get in touch with us and we can add your name to our mailing list, and let you know about events and consultations.

Email us at [planningpolicy@guildford.gov.uk](mailto:planningpolicy@guildford.gov.uk), visit our website at [www.guildford.gov.uk](http://www.guildford.gov.uk) or phone us on 01483 444471.

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## Introduction

We prepare our Monitoring Report in accordance with the requirements of legislation (the Localism Act 2011 and the Planning and Compulsory Purchase Act 2004). There are specific topics we must report on. Where we have targets, we must report on our progress against them.

The requirement to monitor and report is set out in legislation. We measure progress against the aims and objectives of our Local Plan (2003) and national planning policy (National Planning Policy Framework – [NPPF](#)).

The NPPF sets out how we should boost the supply of new homes, and plan to meet as much of the need for new homes as possible. We also need to look at the need for other uses such as employment and retail floor space, and other types of homes, and plan for those too. Legislation and national policy requires us to make these plans through the preparation of a Local Plan, in consultation with our communities.

Local Plans must conform with national planning policy, so we must make sure our Local Plan does what is required. If we do not have a Local Plan, we face significant risks and challenges from development pressures and increasing needs.

This monitoring report focuses on the progress of our new Local Plan, and the requirements of our current Local Plan and national planning policy.

## Summary of key findings

### Positives

- We have carried out an extensive issues and options consultation this year as part of the preparation of our new Local Plan: strategy and sites. We received approximately 5,000 consultation responses, and we are consulting on a draft Local Plan from 1 July 2014 for 12 weeks.
- Development has commenced this year on sites providing new affordable homes (see section on new affordable homes page 8).
- We have granted planning permission for 11 permanent Traveller pitches, helping to meet our identified need for Traveller accommodating in the borough
- 27044 sqm of additional employment floor space ( B1 uses) have been granted planning permission
- We have granted planning permission for a mix of housing sizes
- Planning permission has not been granted for proposals resulting in a net loss of housing
- The majority of new homes built this year are on previously developed land
- The number of new homes gaining planning permission has increased significantly this year, and more larger sites have gained planning permission (these will provide new affordable homes as part of the development).

### Areas where change or improvement is needed

- The number of new homes built this year is exceptionally low, particularly in relation to our [SHMA](#) number of 652 homes a year. There has been no large site contributing completions this year.
- There has been a loss of employment floor space (use class B2 and B8), which we need to consider in relation to the identified need (as set out in the [Employment Land](#)

[Assessment](#) ), and allocate suitable sites for employment floorspace in the new Local Plan.

- Whilst significant progress has been made with the preparation of the new Local Plan, we currently do not have an up to date Local Plan. A new Local Plan needs to be adopted in accordance with the timescales set out in our [Local Development Scheme](#) 2014 (LDS).

### Recommendations

A consultation on the draft Local Plan will start on 1 July 2014, for 12 weeks (as agreed by Full Council on 19 June 2014). This is an important stage of the preparation of the new Local Plan.

### **Progress of the new Local Plan**

This section of the Monitoring Report looks at our progress in preparing a new Local Plan. The new Local Plan will positively seek opportunities to meet the development needs of our area.

Our timetable for this work is set out in our Local Development Scheme (LDS, April 2014). In accordance with our timetable, we carried out a Local Plan Strategy and Sites Issues and Options consultation (regulation 18) during October and November 2013. This was an extensive consultation, which resulted in many responses, and a wide range of views being expressed.

Following analysis of the consultation responses, the next stage is for us to run a consultation on a draft Local Plan Strategy and Sites document (regulation 18). Our LDS has been recently updated (Executive committee, 4 June 2014) and we start this next consultation on 1 July 2014, running for 12 weeks until September 2014. We anticipate submitting our Local Plan Strategy and Sites document to the inspector for examination in March 2015, with adoption in July 2016.

We have made significant progress with the preparation of the Local Plan Strategy and Sites document this year. An up to date LDS helps us to monitor progress and provides information about when the next stage of the process is likely to be.

### **Housing**

#### **Current requirement for new homes**

We do not currently have an up to date housing number in an adopted Development Plan Document. Whilst we agreed an interim housing number of 322 homes a year in May 2012, this does not take account of an up to date assessment of our objectively assessed housing need (as required by National Planning Policy Framework, paragraph 47).

Our draft Strategic Housing Market Assessment (SHMA) identifies a demographically led objectively assessed need for 652 homes per year, which is 13,040 homes over the plan period (20 years, starting from a base date of 2011). Our emerging draft Local Plan proposes a housing number for Guildford borough of 652 homes a year, and identifies land that would help to provide this number of new homes.

This housing number is not yet adopted, and will be considered further through consultation, preparation of evidence base, and examination of the Local Plan.

## Completions of new homes

This is the number of new homes (net) that have been built in the borough.

Performance:

Table 1 Completions of new homes in Guildford borough

<u>Year</u>	<u>Net completions</u>
06/07	357
07/08	478
08/09	130
09/10	227
10/11	188
11/12	261
12/13	230
13/14	132

The completions this year are from a number of small development sites. There is not one site that has contributed the majority of completions, as in previous years.

Analysis:

The number of new homes completed this year is very low, and contributes to a growing deficit of new homes from the base date of the new Local Plan (2011). This is only approximately 20 per cent of our annual objectively assessed housing need (132/652).

Recommendations:

This small amount of new homes provided is not sufficient to provide the amount of new homes we need in the borough. A new Local Plan: strategy and sites document will identify land that can provide new homes. Housing provision is currently restricted by the lack of available and deliverable development land in the borough.

## **New homes built on previously developed land**

National planning policy encourages us to re-use land that has been developed before.

Performance:

108 of the new homes completed this year are on previously developed land (82 per cent). 23 of the new homes completed are on greenfield land (18 per cent).

The 23 new homes completed on greenfield land are primarily conversions of rural buildings such as barns to new homes and the development of private residential gardens.

Analysis:

The vast majority of the new homes built this year are on previously developed sites.

Commentary:

We will continue to monitor the use of previously developed land, and continue to identify as many opportunities as possible in our Strategic Housing Land Availability Assessment (SHLAA) for redevelopment of previously developed land.

### **Future new homes**

We are required by national planning policy to demonstrate a five year supply of housing land, on which we think that new homes can be delivered within that timeframe. We can count homes that have planning permission but have not yet been built towards our five-year supply, unless we specifically know that these homes will not be built.

We are also required to illustrate the expected rate of delivery of new homes for the period of the Local Plan, and set out a housing strategy to show how we will maintain a five-year supply of deliverable housing land.

Performance:

#### Planning permissions

Table 2 Number of new homes granted planning permission

Year	Number of new homes granted planning permission (net)
09/10	91
10/11	163
11/12	175
12/13	268
13/14	745

A large number of new homes have been granted planning permission this year, including 398 new homes on land south of Ash Lodge Drive, Ash (ref: 12/P/01973), 60 new homes on land at Ash Green Lane West, Ash (ref: 12/P/00645) and 38 new homes at the Croft, Foreman Road, Ash.

In the month of April 2014 alone (start of the next reporting year – 2014/2015), there have been 86 new homes approved in Guildford borough. This includes 65 homes on land at Walnut Tree Close, Guildford (ref: 13/P/01829).

As shown in our Strategic Housing Land Availability Assessment (June 2014), the number of homes with planning permission that have not yet been built is 1584. This is higher than last year.

As explained in the SHLAA June 2014, we expect 1521 of these new homes to be built (whether under the current planning permission, through renewal of the current permission, or through planning permission for a revised scheme) in the next 15 years. Of these 1521, we anticipate 1394 homes being delivered in the next five years.

1394 homes over the next five years equates to 279 homes per year. This is considerably lower than the draft proposed housing number of 652 homes a year.

### Five-year supply of deliverable housing land

Our [Strategic Housing Land Availability Assessment](#) (SHLAA) (June 2014) (please see Appendix A of the [Draft Local Plan](#)) identifies land in Guildford borough that could provide 5188 new homes in the next five years (this includes land with planning permission). This would help reprove the deficit accumulated since 2011 (base date of the Local Plan) within the first five years of the plan period. Of these 5188 homes, 1624 are in Guildford Town Centre, the urban areas, and the village settlements (source: partial update of the SHLAA, May 2014).

Green Belt boundaries would need to be amended and land used in the countryside (adjoining Ash and Tongham urban area) to accommodate this amount of new homes (5188). These decisions will be taken through the preparation of the new Local Plan.

#### Analysis:

We are not currently able to demonstrate a five year supply of deliverable housing land without amendments to Green Belt boundaries and use of countryside land (against a housing number of 652 homes a year).

Our Local Plan will need to make every effort to meet our objectively assessed housing need (as required by national planning policy), and demonstrate a five year supply of deliverable housing land. If we do not achieve this, our Local Plan is highly likely to be found unsound at examination by the planning inspectorate, and we will be vulnerable to speculative planning applications, on sites where we may not wish to see development.

If we identify and positively plan the locations of growth over the next 15 years in our borough, we can better plan for the associated infrastructure requirements. This is done through the preparation of the Infrastructure Delivery Plan, which is part of the preparation of the Local Plan. If large sites gain planning permission at appeal, we are less able to plan for growth and ensure infrastructure, such as new schools, is planned sufficiently ahead of time to make sure it is in place when it is needed.

#### Commentary

The draft Local Plan includes a proposed housing number, and the proposed site allocations that are key to delivering the development needed over the plan period. The draft Local Plan will be subject to consultation from 1 July for 12 weeks.

### **New affordable homes**

Affordable housing is social rented, Affordable Rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with consideration of local incomes and local house prices. More information is available in the NPPF, in annex 2 (glossary).

Our draft SHMA estimates that the net affordable housing need projected forward is 718 homes per year.

Our draft SHMA reports that as of the end of December 2013, there were 3,391 households on our housing register. Of these some 2,458 were considered to be in Bands A to C which means they have a housing need based on the 1996 Housing Act (as amended by the Homelessness Act 2002) as well as a connection to the borough via family, residence or employment. Discounting those that already live in affordable housing (and are therefore



seeking to transfer to a different and those who are currently living with family/friends, there are 1,314 households on the housing register with a need (paragraph 5.22).

Performance:

There were 17 new affordable homes completed this year (2012/13, gross), of which 16 are for Affordable Rent and one is for social rent.

Table 3 Number of new affordable homes completed by year

Year	Number of new affordable homes (gross)
2008/09	97
2009/10	50
2010/11	85
2011/12	68
2012/13	22
2013/14	17

Table 4 Number of new affordable homes completed since 2005

Time period	Number of new affordable homes (gross)	Average per year over time period
April 2005 to April 2008	442	147
April 2008 to April 2012	300	75
2012-2013	22	22
2013-2014	17	17
Total	781	87

Since 2005, 781 new affordable homes have been completed.

Table 5 Proportions of total number of new homes approved by year and site size

Number of new homes (net) approved on site	Proportion of total number of new homes approved per year (cumulative)							
	2013/14	2012/13	2011/12	2010/11	2009/10	2008/09	2007/08	2006/07
≤ 5	20%	39%	61%	43%	40%	18%	24%	23%
≤ 10	26%	56%	79%	76%	58%	25%	39%	34%
≤ 15	31%	63%	100%	90%	100%	39%	39%	45%
≤ 20	33%	70%	100%	100%	100%	73%	39%	45%
≤ 50	47%	100%	100%	100%	100%	100%	39%	45%
≤ 200	47%	100%	100%	100%	100%	100%	100%	100%
≤400	100%	100%	100%	100%	100%	100%	100%	100%

The table shows that 20 per cent of the new homes approved this year are on sites of five homes or less. This is the lowest the figure has been for five years, and shows that a higher proportion of new homes approved are on larger sites this year (primarily due to planning permission granted on countryside land in Ash and Tongham). One such site gained planning permission for 398 homes (net) and therefore means that over half of the new homes approved this year are on a site over 200 homes in size. This shows a wider variety of site sizes coming forward for development, and less reliance on small sites.

However, this large site does skew the rest of the data. Discounting this planning permission, the majority of sites approved are primarily on sites of 20 or fewer homes.

On smaller sites, affordable housing contributions are currently not required. If a large proportion of new homes gaining planning permission are on smaller sites, this reduces the amount of new affordable homes coming forward. Large development sites that provide 35 per cent or more of affordable homes (as required by our planning documents) can provide a significant amount of new affordable homes and help towards meeting our need.

We are working to build more new affordable homes on land we own. In this reporting year, development has started at:

- White Hart Court in Ripley to provide 36 new affordable homes, via A2Dominion Housing to whom we have now transferred the land (planning reference 12/P/00359)
- New Road, Gomshall to provide 27 affordable homes (11 homes - net) (planning reference 12/P/01268)
- Lakeside Close in Ash to provide 35 affordable homes (five homes - net) (planning reference: 12/P/01005)

- Wyke Avenue, Normandy to provide three affordable homes (planning reference: 12/P/01526).
- Land adjoining Meadowlands, West Clandon to provide 14 affordable homes (planning references: 09/P/00323, 11/P/01738 and 14/P/00034). For clarification, we do not own this site; we own a small part of the access.

These new homes will add to our completion figures in future years.

**Analysis:**

The number of new affordable homes built this reporting year is exceptionally low, and is lower than last year. The amount of new affordable homes is restricted by the lack of private homes being developed, especially on larger sites that are required to build some affordable homes.

The provision of new affordable homes is significantly low in comparison to the need. There is some future supply coming forward on sites where work has started, due to some rural exception sites and the Council directly developing some of its own land.

We recognise the need for new affordable homes, and we are working to provide new affordable homes on land we own where possible. This year has seen development start on many of the Council's own sites. We are also working to redevelop Guildford Park Car Park in Guildford Town Centre to provide a significant proportion of affordable homes alongside new market homes and a multi storey car park, and expect to submit a full planning application in March 2015. In the longer term, however, the amount of suitable land owned by the Council is limited, so securing affordable housing via planning obligations on private development sites will be essential to meeting affordable housing need.

**Recommendations:**

The draft SHMA has shown that there is a high need for affordable homes in our borough, which can also be seen from the numbers of applicants on our housing register. Recent delivery is low, and our new Local Plan needs to address how more affordable homes can come forward. Seeking a proportion of affordable homes from large development sites will help provide many new affordable homes in our borough.

**Density of new homes granted planning permission**

We do not have a target density for new developments.

We need to set our own approach to density in our new Local Plan, reflecting our local circumstances.

**Performance:**

Table 6 Average density of new homes granted planning permission (2013/14)

Location	Average density of new homes (new homes per hectare)
Guildford Town Centre	111
Guildford Urban Area (excluding Guildford Town Centre)	108
Ash and Tongham Urban Area	52
Villages (within settlement areas)	71

Analysis:

Higher densities often occur in town centre locations where, in some cases, buildings can be higher and car parking may not be required. These average densities show that, where possible, developers are being efficient with the use of land.

Recommendation:

We need to consider how appropriate densities can help to make the most efficient use of land but avoid compromising the character of the area. The draft Local Plan will include a policy that refers to density.

**Type of new homes approved**

We need to provide a wide choice of high quality new homes. To do this, we need to plan for a mix of new homes based on current and future demographic trends, market trends and the needs of different groups in the community.

Performance:

Table 7 Type of new homes approved (gross) 2013/2014

Type of homes	Proportion of all new homes approved (C3 land use classification)
Houses	82%
Flats	18%

Figure 1 The type of new homes approved since 2006 (C3 land use classification)

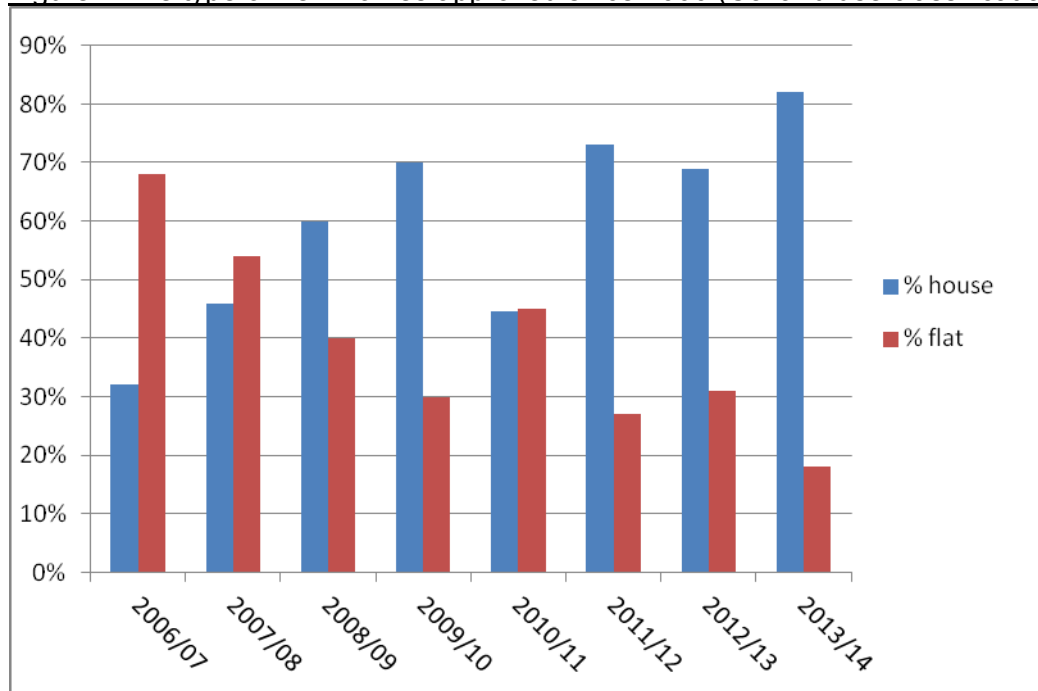


Table 8 The size of new homes approved (number of bedrooms) in 2013/14

Type of homes	Proportion of new homes approved (C3 land use classification)
one bedroom	16%
two bedrooms	17%
three bedrooms	11%
four bedrooms	21%
unspecified*	36%

\*These are primarily outline planning permissions, where it is not necessary to specify this amount of detail about the new homes proposed. A reserved matters planning application follows an outline planning permission, which provides this information.

Within the unspecified number, one site has been discounted since it contains 400 homes (gross) for which the bedrooms are not specific. It would therefore skew the figures (planning reference: 12/P/01973).

#### Care homes

We need to plan for a mix of homes based on current and demographic trends, market trends and the needs of different groups in the community.

Planning applications for care homes have been submitted this year. One proposal has been approved for a two storey extension to the existing care home to create a 23 bed specialist dementia care facility (ref: 13/P/00870).

Four proposals have been refused for reasons specific to those sites (references: 13/P/00019, 13/P/01033, 13/P/01559, and 13/P/02099). A further application in Guildford urban area for assisted living extra care accommodation (use class C2, ref: 13/P/01559) is currently at appeal following permission being refused in December 2013.

#### Student accommodation

A planning application for 141 student rooms (sui generis use) following demolition of a distribution centre, at Unigate Dairy on Walnut Tree Close, Guildford was approved in June 2014 (planning reference 14/P/00253).

The SHLAA (2013) stated that as part of planning permission 02/P/02505, there were 270 homes (use class C3) at the University of Surrey site still to be built. This was incorrect, and following clarification from the University of Surrey, has been corrected in the partial update of the SHLAA (May 2014, page 9) and the SHLAA June 2014. There are 66 homes (C3) remaining to be built as part of this planning permission.

#### Analysis:

The majority of new homes granted planning permission this year are houses (82 per cent). The size of the new homes granted planning permission is mixed (in terms of bedroom size), presenting a range of new homes.

Planning applications are being submitted for care homes, and student accommodation in response to the need (as identified in the draft SHMA), and sometimes to maximise the viability of the site, as non C3 uses do not need to make an affordable housing contribution or often a contribution in accordance with the Thames Basin Heaths SPA Avoidance Strategy.

Recommendations:

There is a policy in the draft Local Plan called homes for all which considers the mix of housing. We need to closely monitor the type of housing gaining planning permission and being built, to ensure it reflects our identified needs (as set out in the draft SHMA).

### Location of new homes approved

Table 9 Location of new homes granted planning permission

	Percentage of new homes approved				
	09/10	10/11	11/12	12/13	13/14
Green Belt (within a village)	8%	25%	17%	41%	4%
Green Belt (outside of a village)	39%	23%	10%	13%	4%
Countryside land (Countryside beyond the Green Belt)	0%	0%	1%	14%	68%
Guildford Urban Area	50%	48%	64%	31%	21%
Ash and Tongham Urban Area	3%	4%	9%	1%	3%

Only 28 new homes gained planning permission in Guildford Town Centre this year (four per cent).

Analysis:

The figures for this reporting year are influenced by a planning permissions granted for new homes on countryside land in the west of the borough near Ash (Countryside beyond the Green Belt).

The number of planning permissions granted relies heavily on the number of development proposals seeking planning permission, which in turn is dependent on the availability and viability of land in that area.

Recommendations:

Our draft Local Plan sets out our preference for the location of new developments (town centre, urban areas, inset villages and identified Green Belt villages). The draft Local Plan does however recognise that these locations will not be able to accommodate all of our development needs, and therefore acknowledges that to achieve this, we would need to use countryside land, and realign some Green Belt boundaries.

## Loss of homes

Context:

We want to keep the homes that we have, and we would prefer not to allow any to be lost to other uses. We need to increase the supply of new homes, so any lost homes add to the overall wider need.

Performance:

Table 10 Losses of homes approved

Approvals in 2013/14	
Net loss of residential units	0
Number of sites	0

Analysis:

No net losses of homes have been approved this year. This is a positive result, as any loss of homes has to be taken into consideration in terms of meeting the housing number.

## Traveller accommodation

There is national planning policy that specifically addresses the need for and provision of new Traveller accommodation. The document is called [Planning Policy for Traveller Sites](#) (PPTS) and was published alongside the [NPPF](#) in March 2012.

[PPTS](#) requires us to identify how much Traveller accommodation we need to provide, and to plan to meet the full need over the plan period. It also requires us to demonstrate a five-year supply of deliverable land for Traveller accommodation. If we are unable to do this, it is a significant material planning consideration when determining planning applications for new Traveller accommodation.

Performance:

During this reporting year, we granted planning permission for 11 permanent Traveller pitches and one temporary Traveller pitch.

In summer 2013, we published our Traveller Accommodation Assessment (TAA) (based dated June 2012). The TAA identified a need for Traveller accommodation in Guildford borough, as set out below:

Table 11 Extract from TAA (Summary of additional pitches and plots required 2012-2027)

Time period	Gypsy and Traveller pitches	Travelling Showpeople plots
2012-2017	43	6
2017-2022	14	1
2022-2027	16	1

Our Traveller Accommodation Assessment (TAA, June 2012) states that we need 43 Traveller pitches and six Travelling showpeople plots between June 2012 and 2017. Since June 2012, we have granted permission for 16 new permanent Traveller pitches. There is a remaining need for 27 pitches and six travelling showpeople plots.

In May 2014, we published a Traveller Strategic Housing Land Availability Assessment (SHLAA) which identifies land that could be used to help meet this identified need. In June 2014, we published an update of the Traveller SHLAA, informed by the findings of volume 6 of the Green Belt and Countryside Study (GBCS) which considered inseting of Traveller sites from the Green Belt.

#### Analysis:

Significant progress has been made this year in terms of meeting the identified need, and locating possible sites for Traveller accommodation. Site allocations will be made for this use in the new Local Plan, and we will update the Traveller SHLAA annually, or if new information becomes available that results in a need to update the evidence base documents.

#### Recommendations:

We are committed to meeting the identified need for Traveller accommodation in our borough. We wish to see Traveller accommodation better integrated in our residential areas, with access to services, education and health care. We believe everyone should have a decent home to live in which suits their needs, and we will strive to achieve this through partnership working with the Traveller community, and through development of our own land where appropriate.

We will continue to monitor provision and future supply, to ensure we are meeting this need, and that evidence base is kept up to date.



## Commercial development

We monitor new commercial floor space (use classes B) and conversion of current buildings. This also includes any losses of commercial floor space to other uses.

Performance:

Table 12 Changes in commercial floor space (new and converted) granted planning permission

Land use	Total amount of floor space (square metres) approved in 2013/14	Total amount of floor space (square metres) approved in 2012/13
Offices (B1a)	18733	-59
Research and Development - laboratories, studios (B1b)	7177	205
Light industry (B1c)	1134	-819
General industry (B2)	-1059	-638
Storage or Distribution Centres (B8)	-585	-1044
Total	25400	-2355

The totals are overall figures. Within each total, there are gains and losses of floor space from individual sites.

Analysis:

The change from last year in terms of B1a floor space is due to the planning permission at 1 and 2 Station View, Guildford proposing 12411 square metres of new floor space (ref: 13/P/00082), arguably skewing the rest of the data. Another large scale planning permission is at Faraday Court, Priestley Road, Surrey Research Park, which proposes 7680 square metres of new B1a floor space (13/P/00628).

Two sites contributing to the additional B1b floor space are:

- Ab Building at the University Of Surrey with planning permission for 3455 square metres of B1b floor space (13/P/01052), and
- Pirbright Laboratory Institute For Animal Health with planning permission for 3722 square metres of B1b floor space (ref: 13/P/01005)

Analysis

It is encouraging that additional employment floor space has been approved this year. There is a continuing trend of loss of B2 and B8 floor space.

Recommendation:

The Employment Land Assessment (ELA) informs the preparation of the new Local Plan. The ELA identifies the need for employment land, and possible sites to help meet the need, and strategic employment sites that we would wish to see retained. Site allocations will be

made in the new Local Plan for employment uses. We must note that if land is lost from B2 and B8 uses to housing development, it will need to be reprovided in suitable locations to meet the identified need over the plan period.

## Retail development

We monitor planning applications granted for new retail floor space, in the same way we monitor commercial floor space. This helps us to identify any trends, and overall gains and losses of floor space. We provide more detailed monitoring of the effectiveness of Local Plan shopping policies in our separate annual [Town Centre Vitality and Viability Report](#).

Performance:

Table 13 Changes in retail floor space (new and converted) granted planning permission

Use	Additional floor space (square metres) approved 2013/14	Additional floor space (square metres) approved 2012/13
Shops (A1)	4006	4155
Financial and professional services (A2)	-27	742
Restaurants and cafes (A3)	237	205
Drinking establishments (A4)	-548	-403
Hot food takeaway (A5)	77	112
Total	3745	4811

The totals are overall figures. Within each total, there are gains and losses of floor space from individual sites.

Analysis:

The significant permissions that have contributed to these overall figures are set out as follows.

1. We granted planning permission for 1380 square metres of A1 (shops) floor space at the site of The Green Man pub at 93 London Road, Burpham in February 2014 (ref:13/P/02028). This permission is for a foodstore and warehouse.
2. We granted planning permission to erect a non-food retail unit at 3-5 Woodbridge Meadows, Guildford, totalling 2829 square metres of A1 floorspace (ref: 13/P/01318).
3. We approved the loss of 548 sqm of A4 floorspace to make way for 8 dwellings at The George, Frimley Road (12/P/02167).

## Recommendation

The approval of further retail floor space on the edge of and outside of our designated town, district and local centres is due to the lack of availability of suitable sites within these centres. Within Guildford town centre, the main site for retail development is the North Street redevelopment site. We are moving the site's redevelopment forward, including seeking a development partner to deliver a retail-led mixed-use scheme.

## Policies that we do not use

We are required to highlight any local planning policies that we do not use.

Our development plan is the Local Plan 2003 (saved policies 2007). The list of policies from the Local Plan that we did not save in 2007 is on our website at [www.guildford.gov.uk/localplan](http://www.guildford.gov.uk/localplan).

We use the Local Plan, along with national planning policy (the [NPPF](#)), to determine planning applications. As the Local Plan was adopted before 2004<sup>1</sup>, we look at how much our Local Plan policies conform with the [NPPF](#) when we use them, and give them weight according to their degree of consistency with the [NPPF](#). The policies in the [NPPF](#) are a material consideration.

We do not have policies in our Local Plan that are not used. We use all of our saved policies (2007) alongside the [NPPF](#) to determine planning applications when relevant.

Our new Local Plan must conform with the [NPPF](#).

## Neighbourhood development orders and neighbourhood development plans

We designated Burpham Neighbourhood Area on 4 February 2013. Since that time, the Burpham Neighbourhood Forum (the neighbourhood planning body for the neighbourhood area) has been working on a neighbourhood plan. We have attended forum meetings and have provided advice and guidance, and by March 2014 (the end date for this Annual Monitoring Report), the forum had progressed the neighbourhood plan to the pre-draft stage. Since March, the forum has progressed the plan to the draft stage and is preparing for the first of its two statutory consultations. We are currently undertaking screening of the plan to see whether it needs a Strategic Environmental Assessment.

We designated a further neighbourhood area (Effingham Neighbourhood Area) on 5 April 2013. The Effingham Village Plan, which is led by Effingham Parish Council, is currently at an early stage. The Council has provided advice and guidance throughout the process and assisted the parish council in undertaking a local housing survey, which will provide evidence that helps to formulate and support neighbourhood plan policies.

We have had meetings, conversations and correspondence with many of the other parish councils in the borough who are thinking about undertaking neighbourhood planning, but to date no further neighbourhood planning areas have been established.

## **Community Infrastructure Levy Regulations 2010**

We intend to introduce the Community Infrastructure Levy (CIL) in Guildford borough, to ensure we have a robust and transparent mechanism in place to secure financial contributions from developers and landowners that we can pool together to provide and improve infrastructure in the borough to support development.

We published the infrastructure baseline in summer 2013. This identifies the capacity and quality of various types of infrastructure, including the road network and schools. The draft new Local Plan includes a schedule of the infrastructure that we are currently aware is needed to support planned development. This schedule is 'living' and will be updated as needed. We are using infrastructure needs, along with evidence on economic viability, to calculate suitable rate(s) for our CIL levy.

The infrastructure schedule identifies the vital infrastructure needed to support the development included in this plan. Our draft Local Plan also includes site allocations for infrastructure (including schools, cemeteries and community infrastructure).

We continue to work with infrastructure providers as we progress the new Local Plan, As the new Local Plan progresses, we will complete an Infrastructure Delivery Plan to accompany the plan for publication before we submit it for independent examination.

We are working to introduce the Levy in Guildford borough in late 2015, with consultations at various stages according to the timeframe set out in our Local Development Scheme. Our Levy must be based on an up to date development strategy, as its purpose is for developers and landowners who benefit from development to contribute to funding infrastructure to support development in the area.

We will pass on 15 per cent of the CIL revenue raised in each area to a parish council where there is one. In areas without a parish council, the government requires us to spend 15 per cent on the priorities of communities in those areas. For areas with an adopted Neighbourhood Plan, we are required to pass on 25 percent or spend 25 per cent on behalf of those communities.

By introducing the levy, we will be able to continue to pool / collect financial contributions from developments, including contributions to special protection area mitigation. From 6 April 2015, pooling of developer contributions will be severely restricted.

### **Duty to co-operate**

Under the Localism Act 2011 and the National Planning Policy Framework (NPPF) we have a duty to co-operate with local authorities and a number of bodies to ensure that our Local Plan is both sound and our policies are effective. The duty applies to strategic planning issues with cross boundary significance and we are required to engage in a constructive, active manner and on an ongoing basis.

This year we have demonstrated our duty in the following ways:-

- Guildford Borough hosted a Duty to Co-operate Conference in November 2013, with participation from across the wider area including authorities from Surrey, Hampshire and Sussex, and a number of the prescribed bodies. This has been followed up by a series of discussions at Planning Working Group and Surrey Planning Officers Association meetings to develop a common understanding of how to implement the duty throughout the Local Plan development cycle, and following publication in March 2014 of the final National Planning Practice Guidance.

- We have developed a draft schedule of Co-operation to record work with our statutory partners, on strategic planning matters such as housing need, sites, infrastructure delivery and the protection of SPA. This schedule, regularly updated, will demonstrate the breadth and complexity of the work involved in developing a Local Plan which meets both the needs of borough residents, and delivers the strategic objectives of the borough of Guildford and the wider market area.
- A Strategic Housing Market Assessment was jointly commissioned with Woking and Waverley which will calculate the objectively assessed housing need across the housing market area, and will help ensure our Local Plan can be found sound.
- As active members of the Joint Strategic Partnership Board (JSP) we have applied the Thames Basin Heaths Special Protection Area Avoidance Strategy to the review and update of our SANG allocation strategy.
- Our ongoing membership of the Board of the Surrey Hills Area of Outstanding Natural Beauty (AONB) has meant we have contributed to the production of a five year management plan and a commissioning of a review of the AONB boundary.
- We are awaiting results of a Surrey Flood Risk Assessment and Thermal Imaging Survey of the borough which will help inform our Climate Change mitigation policies. These surveys were jointly commissioned with our neighbouring boroughs of Elmbridge, Runnymede, Mole Valley, Spelthorne, Epsom and Ewell and the University of Surrey, prior to this monitoring period. We continue to share flood risk information and work closely with authorities and the Environment Agency to mitigate flood risk on an ongoing basis.
- Further to agreeing a methodology with all Surrey boroughs we jointly commissioned, with Woking, consultants to undertake a survey in June 2012 which informed the Traveller Accommodation Assessment. The Assessment was endorsed in September 2013 and has informed the Homes for All policy within the draft local plan. It has also enabled us to evaluate our traveller accommodation need across boroughs in a consistent manner.
- We are actively engaged on an ongoing basis with bodies such as the Environment Agency, The Highways Agency, Surrey Highways to develop plans for improved approaches (including local highways) to developments such as the Clay Lane Link Road, improvements Guildford Town Centre, the Guildford Gyratory, and the Guildford Cycle Plan.
- Our Economic team and Senior Executive represent Guildford on the Enterprise M3 LEP which has links to associated local economic partnerships such as Coast to Coast, to develop a set of strategic priorities for Surrey. These priorities will inform the development of local plans thus ensuring appropriate development for growth towns such as Guildford. We are also members of delivery groups such as Surrey Future and Surrey Leaders with agreement to focus on initiatives such as improvements to A3, the North Downs Line and access to airports which support economic growth.
- In addition to regular site specific meetings, we have scheduled a series of workshops to take place in July 2014 with neighbouring authorities to comment on the draft Local Plan at the start of our consultation period.

## **Supplementary Planning Documents**

We prepare Supplementary Planning Documents (SPD) to expand on current policy and provide more detail. If not related to a specific policy, SPDs must comply with national planning policies.

We have prepared these SPDs so far:

- Bellerby Theatre and North Place Day Centre (January 2011)
- Sustainable Design and Construction SPD (2011)
- Vehicle Parking Standards SPD (2006)
- Planning Contributions SPD (2011)
- Woodbridge Meadows SPD (2008)
- Deepcut SPD (2011).

Our draft Local Plan sets out plans to update the Planning Contributions SPD (2011), and to prepare a new vision SPD for Ash and Tongham strategic location of growth.

### Planning Contributions SPD (2011).

Affordable housing contributions from off-campus student housing developments and elderly people's housing within C3 use class (therefore excluding nursing homes) may be provided off-site, or by payment in lieu where we agree that on site provision and management would be impractical. Any off-site provision or payment must be of broadly equivalent value relative to on-site provision. We will use financial payments made in place of on-site affordable housing provision to help provide more affordable homes.

We are currently working on a formula for calculating affordable housing payments in lieu of on-site provision. These will be provided in the publication Local Plan. We will set out the working details for implementing the policy in an update to the Planning Contributions SPD 2011.

### New Vision SPD for Ash and Tongham strategic location of growth

We will appoint consultants to produce a Vision Document for this area that includes newly designated Green Belt and Area of Separation and that further identifies the Infrastructure that will be required to support development. There will be consultation with the community prior to the adoption of the Vision SPD.

## **Local Plan evidence base (research studies)**

We prepare evidence base (research studies) to inform the decisions we take in the new Local Plan. The evidence base provides factual, technical information on current situations. For example, when we report that there is a shortage of new homes in the borough, we are relying on information from our [Strategic Housing Market Assessment and Housing Needs Survey](#). When we say an area of land is not suitable for certain land uses because of flood risk, we are using the [Strategic Flood Risk Assessment](#) (SFRA) to help make that decision.

Evidence is important as it makes sure we avoid uninformed decisions, but allows us to make decisions based on real facts and situations. In the long term, these should be the most sustainable decisions for the future of the borough and its communities.

The [NPPF](#) and [Planning Policy for Traveller Sites](#) identify the evidence base studies that we need to prepare. It is vital we keep all evidence base projects up to date and we monitor when we need to do this.

This next section seeks to identify evidence base that we need to update this forthcoming year.

We are currently preparing the following evidence base documents:

- Planning for open space and green infrastructure
- Green Belt and Countryside Study – volume 6 (insetting of Gypsy and Traveller Sites and defining Green Belt boundaries within Guildford borough)
- Development Viability Study
- Joint Strategic Housing Market Assessment
- Climate Change and Sustainability study
- Infrastructure delivery plan
- Duty to Co-operate Schedule – draft response to consultation July 2014
- Duty to Co-operate Schedule
- Duty to Co-operate Statement

We are currently updating the following evidence base documents:

- Strategic Housing Land Availability Assessment (SHLAA)
- Traveller SHLAA
- Employment Land Assessment (ELA)
- Transport Assessment
- Town Centre Vitality and Viability report
- Strategic Flood Risk Assessment (SFRA)
- Retail and leisure needs study

The following evidence base is up to date:

- Landscape Character Assessment
- Conservation Area Character Appraisals.
- Traveller Accommodation Assessment (TAA)
- Green Belt and Countryside Study (volume 1-5)
- Infrastructure baseline
- Settlement hierarchy

## **Appendix 1**

### **Thames Basin Heaths Special Protection Area (TBH SPA) position statement and monitoring report - May 2014**

#### **Introduction**

We adopted the Thames Basin Heaths Special Protection Area (TBH SPA) Avoidance Strategy 2009-2014 on 25 February 2010 (effective from 1 April 2010) to enable residential development to take place in parts of the borough where otherwise it would be restricted by the SPA requirements. The strategy allows us to approve planning applications for residential development by ensuring that there will be no adverse impact on the SPA and therefore compliance with the Habitats Directive and European legislation. We are currently updating the strategy.

#### **Implementation and monitoring**

Officers from Planning, Parks and Countryside and Financial services meet every six weeks to assess progress and to identify and address implementation issues as they arise.

We send detailed monthly reports to Natural England (NE) providing information relating to planning applications received, Section 106 agreements made, financial contributions received towards avoidance works, and where and when the money will be spent. We present monitoring reports twice a year to the Joint Strategic Partnership Board (JSPB). Each SPA affected authority provides information to the JSPB relating to:

- the stage reached in the preparation, adoption or revision of its SPA strategy
- the supply, availability and capacity of SANG (Suitable Alternative Natural Greenspaces) in their respective boroughs
- the collection of SAMM (Strategic Access Management and Monitoring) payments, and appeals.

In the past, we carried out regular visitor surveys on SANG sites in the borough. Since 2009, we have reduced the frequency of these from every year to every alternate year. Changes in visitor levels are unlikely to be significant from year to year. It will be a number of years before the surveys will be able to provide meaningful data on the effect of providing avoidance land and the success or otherwise, of SANG sites in attracting people away from the SPA. Natural England is aiming to standardise the visitor surveys and will in future, take on the role of organising and funding them across the TBH area.

#### **Financial situation**

The financial position with regard to each of the designated and operative SANG sites at the end of May 2014 is shown in the table below.



SANG sites	Contributions received from September 2006 to end of May 2014 (includes endowment)	Expenditure incurred from September 2006 to end of May 2014 (includes endowment)
Chantry Wood	£596,151	£318,096
Effingham Common	£256,316	£101,924
Lakeside Nature Reserve	£591,751	£315,572
Riverside Nature Reserve	£789,851	£550,127
Broadstreet and Backside Common (potential SANG)	0	0
Stringers Common(potential SANG)	0	0
Tongham Pools(potential SANG)	0	0
Parsonage Water Meadows	0	£190,203
<b>Sub totals</b>	<b>£2,841,347</b>	<b>£1,475,923</b>

Note: These figures include the 35 per cent endowment.

### SANG situation

We closely monitor the amount of SANG allocated to housing developments as they occur to ensure that for the foreseeable future, sufficient avoidance is available. This monitoring highlights a deficiency of SANG sites in the western part of the borough. The table below sets out the position at May 2014.

		Total amount of SANG (hectares)	SANG already allocated (hectares)	Remaining SANG (hectares)
<b><u>Existing SANG sites</u></b>				
<b>Total hectares allocated - signed and draft</b>	Riverside	15	11.48	3.52
	Effingham	34	1.1	32.99
	Lakeside	4	3.99	0.01
	Chantry Wood	38	6.29	31.71
	Broadstreet and Backside Common		0.00	0
	Stringers Common		0.00	0

Tongham Pools		0.00	0
Parsonage Water Meadows	9	7.4	1.6
Awaiting allocation to a SANG	0	10.49	-10.49
<b>Remaining overall</b>			<b>59.34</b>

In our new Local Plan, we have to be able to demonstrate that we can deliver our housing number across the plan period. The availability of SANG could be a limiting factor and we are making efforts to increase the quantity of SANG, especially in areas where it is anticipated that housing development is most likely to take place.

We are currently preparing our new Local Plan, which will identify our housing number. Until a final number is agreed, we have an interim number of 322 homes a year (Executive 24 May 2012). On the basis of this number, the existing unallocated SANG capacity of 59.34 hectares which equates to 3,091 new homes (assuming an average occupancy of 2.4 people per house which means 0.0192 hectares of SANG per house), is expected to last 9.59 years (3,091 new homes, divided by 322 homes per year = 9.59 years). The draft Local Plan Strategy and Sites is suggesting a new housing number of 652 per year. If this figure is adopted, current available SANG would last 4.74 years (3,091 new homes, divided by 652 homes per year = 4.74 years).

The National Planning Policy Framework (NPPF, 2012) significantly weakens the policy protection which covers a swathe of land between Ash urban area and the outer (western) boundary of the Green Belt. This part of the borough, known as Countryside beyond the Green Belt (CBGB), is now experiencing development pressure, but the lack of available SANG in this area is preventing development commencing. The amount of available SANG at Lakeside Park for developments in the western part of the borough is now limited to approximately five new dwellings.

Our efforts to increase SANG capacity in this area include:

- finding new SANG sites. We put forward land we own at Shawfield Road and Hollybush Park for consideration, but Natural England rejected it because it does not meet SANG criteria. The landowner of Russell Place Farm near Wood Street Village has submitted a planning application to use the farm for use as SANG (ref 13/P/01453). This could support development for much of the Ash and Tongham urban area. We are currently considering this application.
- attempting to reach agreement with Surrey County Council (SCC) about use of land it owns. We still hope that land at Broad Street and Backside Common, Stringers Common and Tongham Pools (approximately 160 hectares in total) will become available as SANG. In December 2012, SCC adopted a policy that in principle allows the use of this land as SANG by developers on payment of a tariff. The SCC SANG tariff has still to be determined, and an additional uplift (enabling tariff), the scale for which has

been set, could prove to be prohibitive to developers, causing development of their sites to be unviable.

- we granted planning permission for residential development and SANG (planning reference 12/P/01973) at land south of Ash Lodge Drive, Ash. This decision is currently under judicial review. More SANG is potentially available than is needed for the development itself and this privately owned SANG may be available for other smaller scale developments to tap into.

In other parts of the borough we are working to make sure enough SANG is available to support the development identified in the draft new Local Plan.

We are working to deliver a small car park on Effingham Common SANG. This development, which needs a Section 38 Agreement for the use of common land and planning permission, will significantly increase the development capacity of this SANG by widening its sphere of influence from 400 metres to 5 kilometres.

- We are progressing work to use Tyting Farm and Burpham Court Farm, areas of agricultural land in our ownership to the south east and north of Guildford respectively, as SANG.
- We are considering the proposals of landowners who have suggested land for use as SANG, at Ben's Wood near East Horsley and Alderton's Farm near Send.

### **Strategic Access Management and Monitoring (SAMM)**

Since 2011, we have passed a total of £278,707 to Hampshire County Council for use by Natural England on monitoring and access management in the SPA.

### **SPA and the Community Infrastructure Levy (CIL)**

We are continuing to work with the other SPA affected authorities to establish how we can best accommodate SPA contributions within the Community Infrastructure Levy (CIL) arrangements.

### **Strategy review**

Once a revised housing number is agreed and the potential new SANG sites are confirmed and in use, we need to do a full review of our TBH SPA strategy. This will ensure that we have enough SPA avoidance measures in place to allow the required amount of new homes to be built in the borough.