

Annual Monitoring Report

Guildford Borough Council

1 April 2018 – 31 March 2019

Published December 2019



GUILDFORD
B O R O U G H

Executive Summary

The Annual Monitoring Report ('AMR') has been prepared in accordance with the requirements of national legislation (the Localism Act 2011, the Town and Country Planning (Local Planning) England Regulations 2012 and the Planning and Compulsory Purchase Act 2004) and the direction of national Planning Practice Guidance ('PPG')¹.

Monitoring is an essential part of the planning process, providing an opportunity to review the performance of planning policies in the context of set objectives and indicators. Annual Monitoring Reports are required to report on a range of specific topics and outline progress against certain targets; including, among other things, providing information on the Council's:

- progress in plan-making activities,
- activity in relation to the duty-to-cooperate,
- implementation of policies in the Local Plan, and
- implementation of neighbourhood plans.

This Annual Monitoring Report (2018 – 2019) covers the Monitoring Period between 1 April 2018 to 31 March 2019.

Notably, the Local Plan: Strategy and Sites (2015 – 2034) was adopted by Full Council on 25th April 2019, which is after the end of the monitoring period. The policies in this plan are now given full weight in the determination of planning applications. However, as the Local Plan: Strategy and Sites (2015 – 2034) was adopted in April 2019, the Council's adopted policies during the monitoring period relate to the saved policies of the Local Plan (2003). Therefore, this AMR discusses those policies and performance indicators that formed part of the adopted development plan during that time. The next AMR will follow the monitoring indicators from the new Local Plan.

Further information

For further information please use the information below:

- Visit the Local Plan Webpage at:
<https://www.guildford.gov.uk/localplan>
- Email us at: planningpolicy@guildford.gov.uk, or
- Phone us on: 01483 444 471

¹ Available online at: <https://www.gov.uk/government/collections/planning-practice-guidance>.

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1. Introduction

What is an Annual Monitoring Report?

- 1.1. The Annual Monitoring Report (2018/19) ('AMR') contributes to the suite of documents that comprise and support the Development Plan for Guildford Borough Council ('the Council'). The purpose of the AMR is to review the progress of development activity and the effectiveness of Local Plan policies in achieving their objectives.
- 1.2. The AMR has been prepared in accordance with the requirements of national legislation (the Localism Act 2011, the Town and Country Planning (Local Planning) England Regulations 2012 and the Planning and Compulsory Purchase Act 2004) and the direction of national Planning Practice Guidance. Annual Monitoring Reports are required to report on a range of specific topics and outline progress against certain targets; including, among other things, providing information on the Council's:
 - progress in plan-making activities,
 - activity in relation to the duty-to-cooperate,
 - implementation of policies in the Local Plan, and
 - implementation of neighbourhood plans.

What is included in an Annual Monitoring Report?

- 1.3. National Planning Practice Guidance requires that:

Local planning authorities must publish information at least annually that shows progress with Local Plan preparation, reports any activity relating to the duty to cooperate and shows how the implementation of policies in the Local Plan is progressing².
- 1.4. In meeting these obligations, this AMR includes discussion of, among other things:
 - the monitoring of policy indicators as set out in the Local Plan;
 - the progress of each document in the Local Development Scheme (LDS), including reasons for lack of progress where appropriate;
 - the adoption of Development Plan Documents and Supplementary Planning Documents;
 - the principal activities undertaken in relation to the duty-to-cooperate;
 - monitoring information in respect of Section 106 Obligations and other financial considerations; and
 - monitoring information in relation to the development of housing, economic and other key land uses, including consideration of the self-build and custom housebuilding register.
- 1.5. This AMR reports on the financial year from 1st April 2018 to 31st March 2019 (the monitoring period).

² PPG Paragraph 027; Reference ID: 12-027-20170728.

- 1.6. Notably, the Council adopted the Local Plan: Strategy and Sites (2015 – 2034) ('LPSS') on 25 April 2019. The LPSS identifies various policy targets and key performance indicators to measure the effectiveness of the newly-adopted policies. However, as this AMR refers to the 2018/19 monitoring period, the report discusses those policies and performance indicators that were adopted during that time.

How will the Annual Monitoring Report be used?

- 1.7. Alongside other evidence-base documents, the AMR comprises one of the suite of documents that supports the Council's development plan.
- 1.8. National Planning Practice Guidance ('PPG') provides a short commentary on the role of the Monitoring Report³. Importantly, the AMR should be designed to enable communities and interested parties to remain aware of the Council's progress in development planning and delivery; including its plan-making activities and implementation of neighbourhood plans that have been brought into force. The AMR may also be used to help the Council determine whether there is a need to undertake a partial or full review of the Local Plan.

³ PPG Paragraph 027; Reference ID: 12-027-20170728.

2. Policy Context

The Development Plan

- 2.1. The Council's development plan comprises a number of documents, including:
- The Local Plan: Strategy and Sites (2015 – 2034),
 - The saved policies of the Guildford Borough Local Plan (2003),
 - Neighbourhood Plans that have passed a referendum of local residents,
 - Surrey Minerals and Waste Plans, and
 - Saved policy NRM6 of the South East Plan 2009.
- 2.2. National legislation (the Town and Country Planning Act 1990 and the Planning and Compulsory Purchase Act 2004) requires that “applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise”⁴.
- 2.3. In the determination of planning applications, national legislation requires that the Council must give great weight to its development plan policies, according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)⁵. Importantly, Councils may also give emerging policies some degree of weight in accordance with criteria outlined in the NPPF at paragraph 48. The Council must also give significant weight to other primary material considerations, such as the NPPF itself and the Council's own Supplementary Planning Documents, among other things.
- 2.4. Local Planning Authorities are required to identify in their Annual Monitoring Reports where the authority is not implementing a policy specified in a local plan and provide justification for this⁶. During the monitoring period being reported, the Council applied all of the saved policies in the Local Plan (2003) where relevant, in so far as they accorded with the NPPF. Policies which did not accord with the NPPF were also considered in the decision-making process and provided weight accordingly.

Local Development Scheme

- 2.5. The Local Development Scheme ('LDS') sets out the Council's timetable for producing new planning documents. The Council's adopted LDS (2018) is available to view at the following link: <https://www.guildford.gov.uk/lds>. The current LDS is considered out-of-date and will be updated after the publication of this AMR in early 2020.

⁴ NPPF Paragraph 2.

⁵ NPPF Paragraph 213.

⁶ See Regulation 34 of the Town and Country Planning Regulations (2012).

- 2.6. Where the Council's Local Development Scheme does not reflect the likely trajectory of the production of planning documents, it is required to set out the reasons for the delay. The principal reason for the delay to the Development Management Policies DPD was due to the resources required to complete the examination process of the LPSS. Additional officer time was required in relation to the legal statutory challenge to the adopted LPSS. In the meantime, significant progress has been undertaken on finalising and adopting the Town Centre Views SPD and progressing the forthcoming Strategic Development Framework SPD and Climate Change SPD, both scheduled for consultation in early 2020. Status and progress of the New Local Plan.
- 2.7. Guildford Borough Council has been developing a new Local Plan since 2012. The new Local Plan is intended to comprise two parts. Part 1 is the 'Strategy and Sites' document, which contains the vision, objectives and strategy for the borough up to 2034. Part 2 is the 'Development Management Policies' document, which provides greater detail in how proposals should be determined and developed.
- 2.8. The Local Plan: Strategy and Sites (2015 – 2034) was adopted by Full Council on 25th April 2019 and constitutes Part 1 of the Local Plan. The policies in this plan are now applied full weight in the determination of planning applications. The 'Development Management Policies' part of the Local Plan is currently being produced by the Council but does not yet carry any material weight in the determination of planning applications.
- 2.9. The 'Development Management Policies' part of the plan is currently anticipated to undergo a six week 'Regulation 18' consultation in spring 2020⁷. The timetable for this stage of the document's preparation, as outlined in the Local Development Scheme, was originally intended to be June to July 2019. The reasons for the preparation of this document falling behind the schedule outlined in the Local Development Scheme are set out in paragraph 2.6 (above).
- 2.10. As the Local Plan: Strategy and Sites (2015 – 2034) was adopted in April 2019, the Council's adopted Development Plan policies during the monitoring period relate to the saved policies of the Local Plan (2003) alongside the other sources outlined in paragraph 2.1 (above). As such, this AMR discusses those policies and performance indicators that formed part of the adopted development plan during that time. The next AMR presents the opportunity to discuss the implementation of the recently-adopted policies in the Local Plan: Strategy and Sites (2015 – 2034).

⁷ See Regulation 18 of the Town and Country Planning Regulations (2012). Available online at: www.legislation.gov.uk/uksi/2012/767/regulation/18/made.

Neighbourhood Development Plans and Orders

- 2.11. Neighbourhood planning was introduced through the Localism Act (2011). New powers were introduced that allowed qualifying bodies⁸ to produce neighbourhood plans and neighbourhood development orders. Neighbourhood plans allow communities to set planning policies for their area.
- 2.12. Once adopted, neighbourhood plans become part of the Council's Development Plan. They must be considered when planning decisions are made, along with the Local Plan and national planning policy.
- 2.13. During the monitoring period, the Council has not designated any additional Neighbourhood Areas. Therefore, nine Neighbourhood Areas remain designated, covering the parishes of Albury, East Horsley, West Horsley, Puttenham, Send and Seale and Sands, and the wards of Burpham and Lovelace (Lovelace encompasses the parishes of Ockham, Ripley and Wisley)⁹.
- 2.14. During the monitoring period, the Council has adopted three Neighbourhood Plans; Effingham Neighbourhood Plan on 10 April 2018, East Horsley Neighbourhood Plan on 26 July 2018 and West Horsley Neighbourhood Plan on 4 December 2018. This brings the total number of adopted Neighbourhood Plans in the borough to four, including the Burpham Neighbourhood Plan that was adopted on 12 April 2016.
- 2.15. Six other Parish Councils are currently working to produce Neighbourhood Plans for their respective Neighbourhood Areas. The parishes of Albury, Puttenham, Seale and Sands, Lovelace, Send and West Clandon are all at the plan-making stage. The Council is supporting this process by providing advice and guidance. The Council is also talking to other prospective qualifying bodies to help them decide whether they would like to apply for a neighbourhood area designation in order to undertake neighbourhood planning.

Supplementary Planning Documents

- 2.16. The Council adopted one Supplementary Planning Document ('SPD') during the monitoring period; the Residential Extensions and Design Guide SPD (2018), which was formally adopted on 25 September 2018. The document is available to view online at: <https://www.guildford.gov.uk/localplan/spd>.
- 2.17. The Guildford Town Centre Views SPD¹⁰ was adopted in October 2019, beyond the end of the monitoring period. An additional two SPDs are currently being produced that address both Climate Change and the development of the strategic development sites allocated in the Local Plan. Other SPDs are set to be produced in line with the adopted Local Plan: Strategy and Sites.

⁸ Parish or Town Councils and designated Neighbourhood Forums. More information is available online at: <https://www.guildford.gov.uk/neighbourhoodplanninginformation>.

⁹ The Neighbourhood Areas can be seen on the interactive map at: <https://www.guildford.gov.uk/neighbourhoodplanninginformation>.

¹⁰ Available online at: <https://www.guildford.gov.uk/localplan/spd>.

3. Monitoring Indicators

Housing

- 3.1. The following section considers those monitoring indicators relating to the development of homes in the borough.

Overall Housing Numbers

Annual Housing Requirement

- 3.2. The Local Plan: Strategy and Sites (2015 - 2034) identified a total housing delivery target of 10,678 units over the plan period. This equates to an annual housing target of 562 units throughout the plan period. However, the monitoring period falls within the plan's 'pre-adoption' period, and did not at the time have an adopted housing delivery target.
- 3.3. During the monitoring period, the Council did not have an up-to-date housing requirement figure in an adopted Development Plan Document. An interim number of 322 homes per year was agreed in 2012, though this figure did not take account of an up-to-date assessment of the borough's Objectively Assessed Need ('OAN') as required by the NPPF (2012)¹¹.
- 3.4. The Town and Country Planning Regulations (2012) require that Annual Monitoring Reports outline progress against targets for the monitoring period (2018 – 2019), and since that target was first published. As part of the examination of the LPSS, the Council's Objectively Assessed Need ('OAN') was assessed as 562 dwellings per annum. Whilst it was not the adopted annual housing target during the monitoring year, performance against this target since the start of the plan period will be assessed for the purposes of the AMR.

Table 1: Previous Housing Completions¹²

Monitoring Period	2015/16	2016/17	2017/18	2018/19	Total
Completions	387	294	299	351	1,331
Delivery against target (562)	-175	-268	-263	-211	-917

- 3.5. Table 1 above demonstrates that there has been an historic undersupply of housing in Guildford. The annual target of 562 has not been met in a single year of the plan period (2015 – 2034), providing an undersupply of 917 homes to date. The Inspector examining the LPSS accepted that this backlog should be met over the plan period (called the Liverpool approach) rather than in the first five years (called the Sedgefield approach). However, annual completions in the borough are demonstrating a general upward trend and are projected to grow significantly following the adoption of the Local Plan: Strategy and Sites in 2019¹³.

¹¹ See NPPF Paragraph 47.

¹² Housing completions data for monitoring periods before 2008/2009 is available in previous monitoring reports, available at: <https://www.guildford.gov.uk/localplan/monitoring>.

¹³ As demonstrated in Appendix 8 of the Guildford borough Land Availability Assessment (2019), available at: <https://www.guildford.gov.uk/localplan/housing>.

Planning Permissions Granted for New Homes

- 3.6. The number of planning permissions granted for new homes this year has been influenced by the approval of a couple of large planning applications. In particular, the approval of Planning Application 17/P/02592: Land South of Ash Lodge Drive comprises almost half of the total approved units. However, the number of permissions granted this year remains lower than during the previous monitoring period, as a number of large permissions were granted in 2017 / 2018 at appeal.

Table 2: New Homes Granted Permission in Guildford Borough Each Year¹⁴

Monitoring Period	Number of new market homes granted permission (net)	Number of affordable homes granted permission (net)
2011 / 2012	152	15
2012 / 2013	148	108
2013 / 2014	272	108
2014 / 2015	593	205
2015 / 2016	272	43
2016 / 2017	577	174
2017 / 2018	1062	233
2018 / 2019	609	285

Outstanding Capacity

- 3.7. 'Outstanding capacity' refers to the number of new homes on sites with planning permission that have not yet been built. At the base-date of this report (31st March 2019), sites within the borough had an 'outstanding capacity' of 3,038¹⁵ homes, as confirmed within the Land Availability Assessment (2019)¹⁶ ('LAA').

Five-Year Housing Land Supply

- 3.8. As at 1 April 2019, the Council has a Five-Year Housing Land Supply position of 6.84 years, as confirmed in the Land Availability Assessment (2019).
- 3.9. Detailed assessment of the Council's Five-Year Housing Land Supply is set out in the Land Availability Assessment (2019) Appendix 8: Five-Year Housing Land Supply document¹⁷.
- 3.10. Briefly, section 4 of the LAA sets out the components of housing supply that are anticipated to be delivered within the first five-year period (namely, sites assessed as being 'deliverable'). This supply comprises a mixture of outstanding planning permissions and potential development sites as identified in the LAA at Appendix 2: Realistic Candidates for Development.

¹⁴ These figures include permissions that have since expired.

¹⁵ Although Planning Permission Ref: 04/P/00576 has technically commenced, our understanding is that this will not be completed. Therefore, the 63 homes have been subtracted from the total number of homes with outstanding permission to reach the figure of 3,038.

¹⁶ Please refer to the 'outstanding capacity' section of the Land Availability Assessment (2019) for more detail. The LAA is available online at: <https://www.guildford.gov.uk/localplan/housing>.

¹⁷ Available online at: <https://www.guildford.gov.uk/localplan/housing>.

- 3.11. Table 3 (below) provides a breakdown of how the five-year housing supply has been calculated. Please refer to the LAA for detailed assessments of the various inputs.

Table 3: Five-Year Housing Land Supply Calculation

A	Housing requirement (2015 - 2034)		10,678
B	Annual requirement	A / 19 =	562
C	Completions required (1 April 2015 - 31 March 2019)	B * 4 =	2,248
D	Completions delivered (1 April 2015 - 31 March 2019)		1,331
E	Accrued deficit (1 April 2015 - 31 March 2019)	C - D =	917
F	Deficit annualised over the remaining plan period (Liverpool approach)	E / 15 =	61
G	Annual housing requirement taking account of deficit	B + F =	623
H	Housing requirement (1 April 2019 - 31 March 2024)	G * 5 =	3,116
I	Plus 20% buffer due to significant under delivery	H * 1.2 =	3,739
J	Housing supply (1 April 2019 - 31 March 2024)		5,113
K	Five-year housing land supply	(J / I) * 5 =	6.84

Housing Delivery Test ('HDT')

- 3.12. The HDT compares the net homes delivered over three years to the homes that should have built over the same period (the housing requirement). Guildford's HDT results for the 2018 measurement (covering 2015/16, 2016/17 and 2017/18) were published for the first time on 19 February 2019. They reflect an HDT measurement for Guildford of 75% of its housing requirement over the previous three years.
- 3.13. The NPPF indicates that in cases where housing delivery has fallen below 95% of the Local Planning Authority's housing requirement during the three-year period in question, it should prepare an action plan to assess the causes of under-delivery and identify actions to increase delivery in future years¹⁸.

Housing Trajectory

- 3.14. Appendix 8 of the Land Availability Assessment (2019) includes the anticipated Housing Trajectory over the remaining Local Plan period (2019 – 2034). The Housing Trajectory represents the anticipated phasing of sites with planning permission and potential development sites identified in the LAA. The trajectory is included below, on page 12 of this document.
- 3.15. The accompanying graph, on page 13 of this document, demonstrates the relationship that the anticipated housing delivery has with the borough's annual housing target. The green 'Monitor' line identifies the extent to which the anticipated housing delivery is above or below the cumulative housing requirement for the same period. This provides the cumulative deficit or surplus as at the beginning of each year, which would need to be taken account of in rolling forward the five-year land supply calculations. If the trend line is positive (above zero), housing delivery is ahead of target, if it is negative (below zero), then housing delivery is behind target.

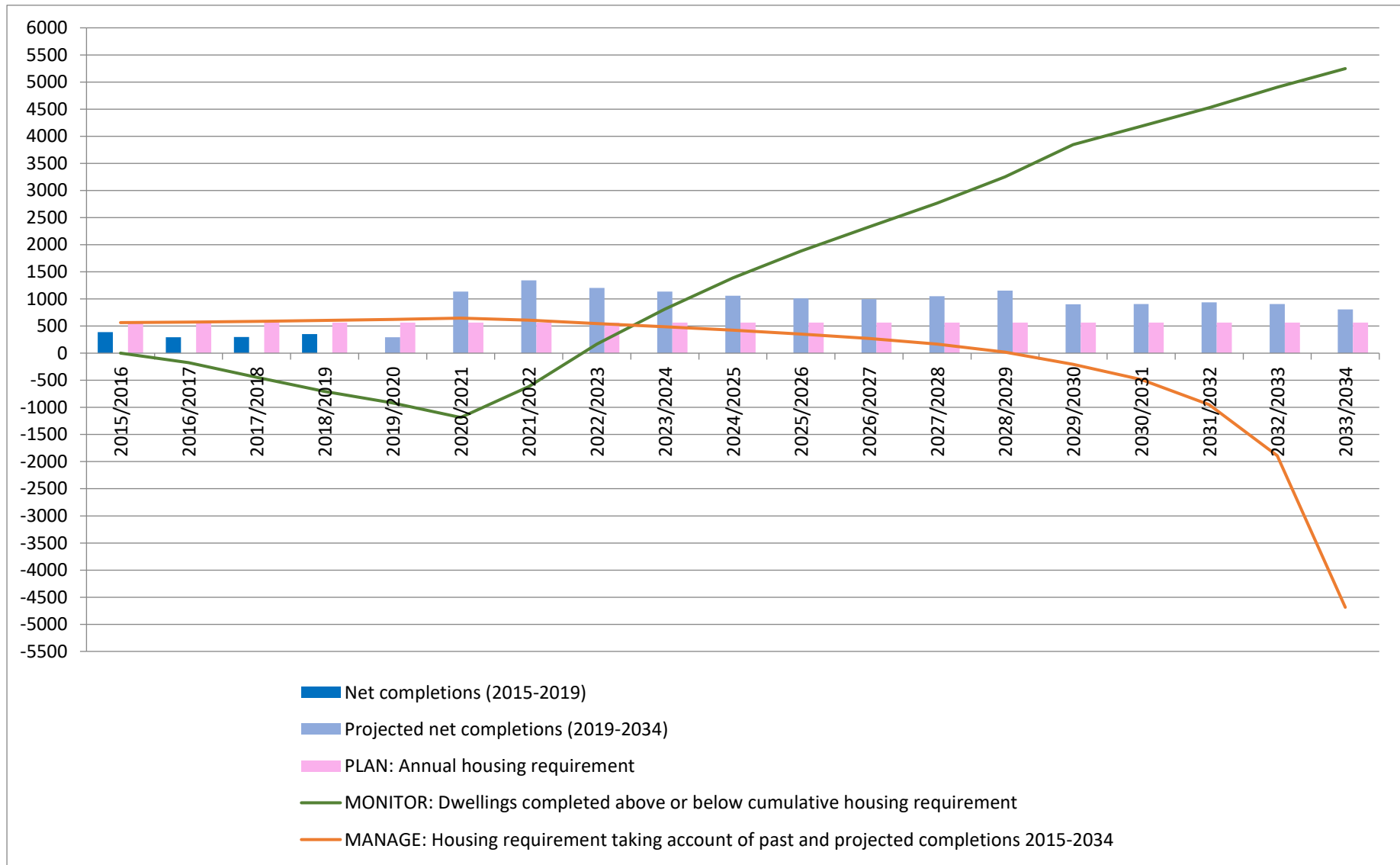
¹⁸ The Council's draft Housing Delivery Action Plan can be viewed online at: <https://www.guildford.gov.uk/localplan/monitoring>.

Housing Trajectory

Category	Pre-adoption				1 - 5 YEARS					6 - 10 YEARS					11 - 15 YEARS					Total
	2015/2016	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029	2029/2030	2030/2031	2031/2032	2032/2033	2033/2034	
Completions	387	294	299	351	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1331
C3 Outstanding capacity (Commenced)	0	0	0	0	289	273	87	87	86	0	0	0	0	0	0	0	0	0	0	822
C3 Outstanding capacity (Approved) - detailed permissions	0	0	0	0	0	252	427	375	275	0	0	0	0	0	17	18	18	18	18	1418
C3 Outstanding capacity (Approved) - outline permissions	0	0	0	0	4	83	95	60	60	146	120	85	85	83	0	0	0	0	0	821
Student Accommodation and Care Homes (C3 equivalent) - detailed permissions	0	0	0	0	0	308	114	76	76	0	0	0	0	0	0	0	0	0	0	574
LAAs sites																				
Student and other communal accommodation (C3 equivalent)	0	0	0	0	0	83	264	0	0	0	0	0	0	56	0	0	36	0	0	439
Windfall	0	0	0	0	0	0	47	94	94	94	94	94	94	94	94	94	94	94	94	1175
Rural exception sites	0	0	0	0	0	0	6	6	6	6	6	6	6	6	6	6	6	6	6	78
Guildford Town Centre	0	0	0	0	0	0	0	0	0	156	156	156	157	157	15	15	15	15	15	857
Guildford urban area (excluding SARP and urban extensions)	0	0	0	0	0	0	7	53	53	17	17	17	17	17	16	16	16	17	17	280
Ash and Tongham urban area (excluding urban extension)	0	0	0	0	0	0	3	3	3	5	5	5	5	5	2	3	3	3	3	48
Villages (excluding new village)	0	0	0	0	0	135	295	375	234	129	29	29	29	30	11	11	11	11	12	1341
Previously developed land in the Green Belt	0	0	0	0	0	0	0	0	0	23	23	23	23	24	0	0	0	0	0	116
Strategic site allocations/location	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Slyfield Area Regeneration Plan (SARP)	0	0	0	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	1000
Guildford urban area extension (Gosden Hill)	0	0	0	0	0	0	0	0	0	50	100	100	150	200	200	200	200	200	200	1600
Guildford urban area extension (Blackwell Farm)	0	0	0	0	0	0	50	100	100	100	100	100	100	100	170	170	170	170	170	1500
Ash and Tongham urban extension	0	0	0	0	0	0	0	0	0	83	83	83	83	83	71	71	71	71	72	771
New village (former Wisley airfield)	0	0	0	0	0	0	25	150	150	150	175	200	200	200	200	200	200	200	100	2000
Total housing provision	387	294	299	351	293	1134	1345	1204	1137	1059	1008	998	1049	1155	902	904	940	905	807	16171
Total within each period	1331				5113					5269					4458					16171

Category	Pre-adoption				First five years					6 - 10 YEARS					11 - 15 YEARS				
	2015/2016	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024	2024/2025	2025/2026	2026/2027	2027/2028	2028/2029	2029/2030	2030/2031	2031/2032	2032/2033	2033/2034
Net completions (2015-2019)	387	294	299	351	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Projected net completions (2019-2034)	0	0	0	0	293	1134	1345	1204	1137	1059	1008	998	1049	1155	902	904	940	905	807
Cumulative completions (past and projected)	387	681	980	1331	1624	2758	4103	5307	6444	7503	8511	9509	10558	11713	12615	13519	14459	15364	16171
Cumulative annual target	562	1124	1686	2248	2810	3372	3934	4496	5058	5620	6182	6744	7306	7868	8430	8992	9554	10116	10678
PLAN: Annual target	562	562	562	562	562	562	562	562	562	562	562	562	562	562	562	562	562	562	562
MONITOR: Dwellings completed above or below cumulative target	0	-175	-443	-706	-917	-1186	-614	169	811	1386	1883	2329	2765	3252	3845	4185	4527	4905	5248
MANAGE: Housing requirement taking account of past and projected completions 2015-2034	562	572	588	606	623	647	609	548	488	423	353	271	167	20	-207	-484	-947	-1891	-4686

Housing Trajectory Graph



Provision of Affordable Homes

- 3.16. Affordable housing includes social rented, affordable rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. The NPPF provides further information on Affordable Housing at Annex 2¹⁹.
- 3.17. The West Surrey SHMA: Guildford Addendum (2017) identifies that there are 517 households per annum who require financial support to meet their housing needs²⁰.

Table 4: Affordable homes completed in Guildford borough

Monitoring Period	Number of new affordable homes (gross)
2010 / 2011	85
2011 / 2012	68
2012 / 2013	22
2013 / 2014	17
2014 / 2015	68
2015 / 2016	125
2016 / 2017	32
2017 / 2018	111
2018 / 2019	89

- 3.18. Table 4 (above) demonstrates that the number of affordable homes delivered during the monitoring period remains significantly below the annual affordable housing need figure as identified in the West Surrey SHMA Guildford Addendum Report (2017).
- 3.19. Policy H11 in the Guildford Local Plan (2003) requires that 35% of units are provided as affordable housing on sites of 15 homes or more in urban areas. During this monitoring year, a significant proportion of planning permissions have been granted on sites that are required to deliver affordable homes, as shown in Table 5 below. An increase over time in the approval of proposals on larger development sites will provide a beneficial contribution to the overall number of affordable homes delivered within the borough.
- 3.20. In order to improve the delivery of affordable homes in the borough, LPSS Policy H2 lowers the threshold above which affordable housing is required on site to 11 or more dwellings (gross), or sites below this threshold where proposed dwellings would have a combined gross internal floorspace of more than 1,000 square metres. In designated rural areas, a contribution threshold of 6 or more dwellings applies, which will be sought as a financial contribution in lieu of on-site provision for developments of between 6 and 10 dwellings (gross). In addition, the LPSS increases the proportion of expected affordable homes to 40% of the total number of dwellings.

¹⁹ The NPPF is available online at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

²⁰ Available online at: https://www.guildford.gov.uk/newlocalplan/media/23816/West-Surrey-SHMA-Guildford-Addendum-Report-2017/pdf/West_Surrey_SHMA_Guildford_Addendum_Report_2017.pdf

Table 5: Proportion of new homes approved by site size

Site size (Net number of homes)	Proportion of new homes approved per year						
	2012 / 2013	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017	2017 / 2018	2018 / 2019
Less than 5	39%	39%	16%	34%	83%	12%	11%
6 – 15	24%	22%	18%	26%	11%	11%	12%
16 – 50	37%	23%	8%	40%	3%	6%	-
51 – 200	-	16%	8%	-	3%	-	23%
200+	-	-	50%	-	-	71%	54%

Key Characteristics of Housing Completions

- 3.21. The Housing Delivery Topic Paper (2017) outlines a spatial hierarchy for new development within the borough, which identifies that Guildford Town Centre and the Urban Areas comprise the most sustainable locations for development and consequently the most suitable areas for higher density development. Table 6 (below) illuminates that higher density development has been permitted within the Town Centre and Urban Areas, whilst lower density development has been permitted within the Villages, Countryside beyond the Green Belt, and the Green Belt. Whilst it is important that consideration is given to the existing character of an area, it is important that land is used efficiently. Where sites are of an appropriate scale it may be preferable to not simply replicate the prevailing character. This is likely to be particularly pertinent on the sites allocated in the new Local Plan.

Table 6: Average density (gross) of permissions for new homes (2018/19)

Location	Average Density of new homes (per ha.)
Guildford Town Centre (GTC)	175
Guildford Urban Area (excl. GTC)	61
Ash and Tongham Urban Area	58
Villages (within settlement areas)	36
Countryside Beyond Green Belt	27
Green Belt (outside settlements)	16
Borough total average	62

Brownfield land development ratio

- 3.22. Historically, a majority of housing completions have been developed on brownfield land in Guildford. This is likely to be due to the highly constrained nature of the borough with regards to its Green Belt and AONB land designations, in combination with a number of protected natural habitats such as the Thames Basin Heaths Special Protection Area ('TBHSPA').

Table 7: Ratio of completions on brownfield or greenfield land

Total Completions	Brownfield Land	Percentage (%) of total	Greenfield Land	Percentage (%) of total
351	225	64%	126	36%

- 3.23. Table 7 above illustrates that the majority of new homes built in the borough continues to be on previously developed land.
- 3.24. The ratio of development taking place on brownfield land is likely to decrease throughout the plan period, particularly as a result of the site allocations as set out in the recently adopted Local Plan: Strategy and Sites (2015 – 2034), which allocates a number of development areas on greenfield land. However, opportunities for maximising brownfield land has been taken and the Local Plan does allocate a number of ‘Previously Developed’ sites, largely within the borough’s urban areas, which will continue to be delivered throughout the plan period. Further Previously Developed Land (‘PDL’), also known commonly as Brownfield Land, will continue to be identified for development through the Land Availability Assessment (‘LAA’) and the Brownfield Land Register.

Brownfield Land Register

- 3.25. Local Authorities are required to prepare, maintain and publish a Brownfield Land Register in accordance with the Town and Country Planning (Brownfield Land Register) Regulations 2017. The Register comprises a list of Previously Developed (Brownfield) sites that have the potential to accommodate residential development. This includes sites from various sources, including sites allocated in the Local Plan, whether they currently have planning permission or otherwise, provided they meet certain specified criteria.
- 3.26. Part 1 of the most recently published Brownfield Land Register was published on Friday 29 November 2019, containing 84 brownfield sites. The Brownfield Land Register is available on the Council’s website at:
<https://www.guildford.gov.uk/planningpolicy/brownfield-land-register>.

Type of new homes (net) granted planning permission (2018 / 2019)

Table 8: Type of homes granted planning permission (2018 / 2019)

Type of Home	Number of new homes (net)	Percentage of new homes (net)
House	612	68%
Flat	282	32%

- 3.27. The West Surrey SHMA (2015) reports the breakdown of need for the various different size homes within the borough to be as follows:

	<u>Affordable Housing</u>	<u>Market Housing</u>
1 Bed Properties	40%	10%
2 Bed Properties	30%	30%
3 Bed Properties	25%	40%
4 Bed Properties (+)	5%	20%

As such, the SHMA (2015) indicates that one-bed properties are of greatest need for affordable housing, whereas three-bed properties are of greatest need for market housing. Table 9 (below) identifies the mix of housing granted permission this monitoring year, which demonstrates that the need identified in the SHMA is broadly being achieved.

Table 9: Mix of housing sizes granted planning permission (2018 / 2019)

Type of homes	Affordable Housing (%) (net)	Market Housing (%) (net)
One Bedroom	24%	10%
Two Bedroom	47%	44%
Three Bedroom	29%	33%
Four Bedroom	0%	13%

Location of new homes granted permission

- 3.28. Table 10 (below) demonstrates the location of new homes granted permission during this monitoring period and shows the historic trend from previous Monitoring Reports.

Table 10: Distribution of new homes granted permission by location (net)

Location	Percentage of new homes granted permission					
	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Guildford Town Centre	7%	2%	25%	27%	45%	3%
Guildford Urban Area	21%	26%	27%	28%	9%	7%
Ash and Tongham Urban Area	1%	<1%	2%	3%	2%	3%
Green Belt (within village settlement)	4%	9%	10%	8%	4%	5%
Green Belt (outside of village a settlement)	4%	8%	12%	4%	39%	21%
Countryside	68%	51%	24%	24%	1%	61%

The Loss of Homes

- 3.29. During the monitoring period, two planning permissions were granted which resulted in the net loss of dwellings. These permissions resulted in the net loss of 2 residential homes (C3). The Council intends to increase housing delivery in the borough, which means that applications involving the net loss of homes are generally refused. The number of homes lost through permissions such as these remains low.
- 3.30. Table 11 (below) details the planning permissions granted during this monitoring year that resulted in the net loss of homes.

Table 11: Permissions resulting in the net loss of homes (2018 – 2019).

Application Reference	Date Approved	Address	Proposal
18/P/00999	14 Sep 2018	2 Bridgehill Close, Guildford, GU2 8BA	Change of use from Residential (C3) to a house in multiple occupation for 8 persons (Sui Generis).
18/P/02470	05 Feb 2019	4 Midleton Industrial Estate Road, Guildford, GU2 8XW	Prior Notification for proposed demolition of a single bungalow (Plot 4) to be part of a larger proposal encompassing 8 small industrial units.

Housing for Different Groups in the Community

Housing for older people and people with disabilities

- 3.31. Housing for older people and people with disabilities may fall within any of the C2, C3 or Sui Generis land use classes. Land use class C2 (residential institutions) includes dwellings with an element of care, with residential care homes and nursing homes falling within this category. The West Surrey SHMA Guildford addendum (2017) excluded the borough's population in residential care from the general household projections for C3 use housing and identified a separate need for 433 care home bed spaces between 2015 - 2034. Although there is no set target for C2 accommodation, the new Local Plan: Strategy and Sites (2019) recognises the importance of and need for this type of accommodation in the borough. Importantly, during the next monitoring period, the delivery of C2 accommodation will count toward the council's housing supply in accordance with the Government's Housing Delivery Test.
- 3.32. The West Surrey SHMA Guildford addendum Report (2017) identifies a need for 1,061 specialist homes for older persons between 2015 - 34. This forms part of our overall housing need for C3 use class housing.

- 3.33. Table 12 (below) shows the planning permissions for these types of accommodation that were granted in this monitoring period.

Table 12: Planning permissions for housing for older people and people with disabilities 1 April 2018 to 31 March 2019

Application Reference	Date Approved	Address	Proposal
18/P/01014	28/11/18	Land North of Keens Lane and, Tangle Lane, Guildford	Hybrid planning application for the demolition of existing buildings and development of a total of 148 residential dwellings: full planning application for the development of 141 residential dwellings (Use Class C3), 70 bed care home (Use Class C2), new vehicle and pedestrian accesses off Keens Lane and Tangle Lane, 355 car parking spaces with associated landscaping and outline planning application for 7 self-build residential dwelling plots on land adjacent to Tangle Lane.

Housing for Students

- 3.34. The West Surrey SHMA Guildford addendum (2017) estimates the borough has a need for a maximum of 3,800 additional student bedspaces over the plan period (2015 – 2034). Within this figure, 2,090 students are assumed to live in student-halls on-campus, which leaves a need of approximately 428 additional off-campus C3 dwellings (or 23 dwellings per year) to accommodate the remaining 1,710 new students over the plan period. This figure rests on the assumption that there are circa four students per C3 household on average. The separately-identified student accommodation need for 428 C3 dwellings is included within the general housing need figures.
- 3.35. The Manor Park Masterplan for the University of Surrey (02/P/02505) shows 145,200 square metres of student and staff residential accommodation, which has capacity for approximately 4,171 bedspaces to be built. There have been no planning permissions for Purpose Built Student Accommodation (PBSA) on-campus over the monitoring period. However, it is worth noting that 477 bedspaces in PBSA at Manor Park were completed by September 2019.
- 3.36. Table 13 (below) shows the planning permissions that have been granted during this monitoring period for purpose-built student accommodation. Further details can be viewed in the Land Availability Assessment (2019)²¹.

²¹ Available to view online at: <https://www.guildford.gov.uk/localplan/housing>.

Table 13: Planning permissions for purpose-built student accommodation 1 April 2018 to 31 March 2019

Application Reference	Date Approved	Address	Proposal
17/P/00509	Allowed at Appeal 09/11/18	Land at Guildford College Campus, Stoke Road, Guildford, GU1 1EZ	Demolition of existing buildings and redevelopment to provide purpose built student accommodation with 527 bedspaces ²² , 149 sq m D1 floorspace, 969 sq m of student amenity space including a gym and student hub and associated works.
18/P/01155	Approved 07/11/2018	Kernel Court, Walnut Tree Close, Guildford, GU1 4UD	Proposed construction of a part-4, part-5, part-7, part-8 storey student accommodation building (Sui Generis) and a basement plus part-3, part-4 storey co-living accommodation ²³ building (Sui Generis) with associated works including, parking, access, landscaping, plant, cycle and refuse enclosure, following demolition of existing structure.

Self-build and Custom House Build

- 3.37. The Self-Build and Custom Housebuilding Act (2015) requires that local authorities keep a register of individuals and associations interested in acquiring a serviced plot(s) of land within their administrative area for the purpose of building houses to occupy as a main residence. The Council meets this obligation and publicises the register via its website (www.guildford.gov.uk/selfbuild). Local authorities must have regard to the register when carrying out their Planning, Housing, Regeneration and Land Disposal functions.
- 3.38. Self-build and Custom Housebuilding Planning Practice Guidance²⁴ requires that relevant authorities grant permission for enough suitable serviced plots of land to meet the demand for self-build and custom housebuilding in their area. The requirement is established with reference to the number of entries to the authority's register during the base period, which runs from 31 October to 30 October annually. At the end of each base period, authorities are provided with three years to grant permission for an equivalent number of plots of land that are suitable for self-build and custom housebuilding²⁵.

²² Accommodation consists of 84 studio flats and 443 cluster flats, which equates to 227 C3 units.

²³ Accommodation consists of 270 studio flats and 117 cluster flats, which equates to 308 C3 units.

²⁴ Available online at: <https://www.gov.uk/guidance/self-build-and-custom-housebuilding>.

²⁵ PPG Paragraph 023; Reference ID 57-023-201760728.

- 3.39. To be placed on the register, applicants must be: aged 18 years or older, a British Citizen, a citizen of a European Economic Area (EEA) country or national of Switzerland; they must be seeking to acquire a serviced plot of land in Guildford borough to build a house to occupy as that individual's sole or main residence. In the case of associations, all individuals within the association must meet all of the criteria specified above.
- 3.40. In addition to the statutory criteria listed above, the Council consulted on a set of proposed changes to the criteria from 1 February 2017 – 1 March 2017. The proposed additional eligibility criteria area listed below:
- Have lived in the Borough for at least five years prior to their application;
 - Worked in full-time employment (greater than 16 hours per week) in the borough for at least three years and continue to do so, and;
 - Have the financial ability to purchase land for their own self-build or custom housebuilding project.

Table 14: Number of eligible applicants on the self-build register

Base Period	Number of eligible applicants
BP1: 1 April 2016 – 30 October 2016	8
BP2: 31 October 2016 – 30 October 2017	4
BP3: 31 October 2017 – 30 October 2018	8
BP4: 31 October 2018 – 30 October 2019	8

- 3.41. Policy H1: Homes for All in the Local Plan: Strategy and Sites (2015 – 2034) requires that residential development proposals of 100 homes or more (gross) should provide 5% of the total homes available for sale as self-build or custom housebuilding plots whilst there remains an identified need.

Table 15: Permissions including self-build or custom housebuilding plots (2018 – 2019).

Application Reference	Date Approved	Address	Proposal
18/P/01014	28/11/18	Land North of Keens Lane and, Tangle Lane, Guildford	Hybrid planning application for the demolition of existing buildings and development of a total of 148 residential dwellings: full planning application for the development of 141 residential dwellings (Use Class C3), 70 bed care home (Use Class C2), new vehicle and pedestrian accesses off Keens Lane and Tangle Lane, 355 car parking spaces with associated landscaping and outline planning application for 7 self-build residential dwelling plots on land adjacent to Tangle Lane.

Traveller Accommodation

- 3.42. The Traveller Accommodation Assessment ('TAA') (2017)²⁶ sets out the expected need for traveller pitches and travelling showpeople plots over the Local Plan period. Whilst there was no adopted pitch delivery target during the monitoring period, Policy S2 of the Local Plan: Strategy and Sites, adopted in April 2019, does reflect the identified need in the TAA (2017). The TAA identified need within the borough for 4 Gypsy and Traveller pitches and 4 Travelling Showpeople plots to meet the accommodation needs for travellers (as defined by Planning Policy for Traveller Sites (PPTS) August 2015) between 2017 and 2034.
- 3.43. Though the Council does not need to set targets to meet the needs of Gypsies, Travellers and Travelling Showpeople who do not meet the planning definition, the Council recognise from the findings of the TAA (2017) that there is an additional need for 41 permanent pitches for Gypsies and Travellers who do not meet the planning definition of traveller. There is also a likely need for 8 permanent pitches to meet potential additional need of households of unknown planning status. These identified needs are reflected in Policy S2.
- 3.44. Tables 16, 17 and 18 (below) show the planning approvals, pending applications, and planning applications involving the loss of traveller pitches respectively.

Table 16: Permissions for traveller pitches and plots (1 April 2018 to 31 March 2019)

App. Reference	Date Approved	Address	Number of Pitches/Plots	Notes
14/P/01058	13/11/18	Ipsley Lodge Stables, Hogs Back, Seale	2 ²⁷	Decision delayed due to awaiting Sect 106 agreement.

²⁶ Available online at: <https://www.guildford.gov.uk/localplan/housing>.

²⁷ As these pitches were occupied in 2017, prior to signing a section 106, they were counted as existing within the TAA 2017, and are not counted as contributing towards meeting the traveller accommodation need identified in TAA.

Table 17: Pending planning applications for traveller pitches and plots during monitoring period (1 April 2018 to 31 March 2019)

App. Reference	Date	Address	Number of Pitches/Plots	Notes
18/P/01484	PENDING	Roundoak, White Hart Lane, Wood Street Village	1	(Approved outside monitoring period on 9/4/19)
17/P/00092	PENDING	The New Yard, Lysons Ave, Ash Vale	1	Awaiting Sect 106 agreement. (Approved outside monitoring period on 3/7/19)

Table 18: Planning applications for loss of traveller pitches and plots (1 April 2018 to 31 March 2019)

App. Reference	Date Approved	Address	Number of Pitches/Plots	Notes
18/P/00095	13/07/19	47 Station Rd East, Ash Vale	-1	Replacement of 1 pitch and bungalow with 10 flats.

- 3.45. The Land Availability Assessment ('LAA') (2019)²⁸ includes an assessment of land available for traveller accommodation. The LAA identifies sufficient potential land to meet the need for traveller accommodation over the plan period (2015 – 2034). Further details on traveller accommodation can be viewed in the LAA 2019.

²⁸ Available online at: <https://www.guildford.gov.uk/localplan/housing>.

Employment and Retail

Employment Floorspace

- 3.46. Table 19 (below) shows the permitted and completed gains and losses of employment (Use Classes B1, B2 and B8) floorspace by use class across the borough during the 2018-2019 monitoring period (1 April 2018 to 31 March 2019), from new developments and changes of use. These figures are the overall sums of net gains and losses for each use class, whilst the 'Net under construction' and 'Net unimplemented' columns show the total amount of floorspace gain or loss from permitted schemes that have not yet been completed; within each total there are gains and losses (proposed or actual) from individual sites.

Table 19: Net* employment (Class B) floorspace granted planning permission, under construction and completed²⁹

Use class	Net completed	Net under construction	Net unimplemented
Offices (B1a)	-1,413	4,778	11,847
Research and development (B1b)	-	7,792	27,084
Light industrial (B1c)	-	217	-2,175
General industrial (B2)	-575	11,855	-2,139
Storage or distribution (B8)	2	-6,593	-1,785
Total	-1,986	18,049	32,832

* Please note these figures are overall net sums for each use class. Within each total, there are gains and losses of floor space from individual sites.

Employment Floorspace Completed

- 3.47. Completed office (class B1a) floorspace amounted to an overall loss of nearly 2,000 sq m. The office floorspace lost (in the 'Net completed' column) was comprised primarily of 1,495 sqm at Canna Enterprise Park, Lysons Avenue, Ash Vale. This entire site was redeveloped following a planning application by Rushmoor Borough Council to relocate its waste management depot there³⁰. The application also resulted in loss of 230 sqm of storage (class B8) floorspace.

²⁹ The data in this chapter now includes information about completed developments and developments under construction as well as those that had received planning permission where the development had yet to be implemented as of the base date of the AMR (1st April 2019). This should provide a more accurate indication of change in the long-term supply of Class A floorspace in the Borough, as permitted schemes that have not yet started may expire or be withdrawn in future.

³⁰ Planning application reference: 16/P/01338.

Employment Floorspace Under Construction

- 3.48. There was an overall net gain of over 18,000 sq m of B1 (a, b and c), B2 and B8 employment floorspace still under construction ('Net under construction' column) at the end of the 2018-2019 monitoring period. Within these subtotals, the office (B1a) floorspace included a new office at Unit 5, Guildford Business Park, and car parking deck on a nearby plot³¹. It also included just over 2,500 sq. m at Pembroke House, Mary Road, Guildford, from redevelopment of an existing warehouse and offices. Two new medical research and development buildings at Surrey Research Park comprising over 7,600 sq. m accounted for the bulk of the class B1b floorspace under construction at the end of the 2018/19 monitoring period. Of the class B2 floorspace under construction, 11,282 sq m was from the redevelopment of Henley Business Park, Pirbright Road, Normandy, whilst the loss of B8 floorspace under construction came mainly from a proposed redevelopment of four large storage sheds at Tithebarns Farm, Tithebarns Lane, Send to 13 homes.

Unimplemented Schemes Involving Loss or Gain of Employment Floorspace

- 3.49. Sites with planning permission that remained unimplemented at the end of the monitoring period were set to result in an overall net gain of 11,847 sq m Class B1a office floorspace across the borough. This increase is primarily from two applications at Guildford Business Park – one for an additional 5,684 sq m on plot no. 5 (Unit 5)³² and the other for an additional 5,537 sq m net floorspace from the proposed redevelopment of Unit 4³³. There were also applications for several smaller schemes that remained unimplemented at the end of the 2018-2019 monitoring period that would result in the gain or loss of office space. Out of these, the B1a losses approved were mainly to residential dwellings, and included applications for prior approval³⁴, as well as planning applications. More than 24,000 sq m of R&D (class B1b) floorspace remained unimplemented as part of the proposed redevelopment of the Pirbright Institute, Ash Road, Pirbright.

³¹ The floorspace that this planning application relates to (application reference: 12/P/01894) was for a new 2,664 sq m office building and car parking deck. Work on the car parking deck had commenced prior to the original planning application's expiry date of May 2016.

³² See application ref. 17/P/00243. This floorspace represents an increase of more than double that of the original scheme for Unit 5 proposed under application 12/P/01894.

³³ See application ref. 17/P/02280.

³⁴ Applications for prior notification for proposed changes of use, where the proposed use was permitted under the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended).

Retail Floorspace

Table 20: Net retail floorspace granted planning permission, under construction and completed (sq m)

Use class	Net completed	Net under construction	Net unimplemented
Shops (A1)	18	465	-432
Financial and professional services (A2)	-135	0	-549
Restaurants and cafes (A3)	0	461	98
Drinking establishments (A4)	0	-172	-1,398
Hot food takeaway (A5)	105	0	383
Total	-12	754	-1,898

Retail floorspace completed

- 3.50. There were only three completed developments during the 2018-19 monitoring period that entailed change of use of Class A retail floorspace. These included change of use of an estate agent (use class A2) at 254 High Street, Guildford, to a retail and beauty treatment parlour (mixed A1 and D1 use) and change of use of part of the Coral betting shop at 53 Woodbridge Hill, Guildford (part of the Woodbridge Hill local shopping centre) to a Dominos Pizza takeaway (use class A5). The third development was the change of use from an office to a residential dwelling in Ripley High Street, for which a planning application, rather than prior approval application was required as the site was within Ripley Conservation Area.

Retail floorspace under construction

- 3.51. Retail floorspace under construction at the end of the 2018-2019 monitoring period included a 200 sq m sales area for a new car showroom at Old Portsmouth Road, Peasmarsh, and conversion of an agricultural building to a farm shop (use class A1) and café (use class A3) at Mellersh Farm, New Pond Road, Compton.

Unimplemented schemes retail floorspace

- 3.52. Sites with planning permission that remained unimplemented at the end of the monitoring period were set to result in an overall net loss of 1,898 sq m³⁵ of retail floorspace. This included the proposed redevelopment of three public houses (two of which were vacant) and conversion of a bar/nightclub to other uses. One of these proposals was for the development of 18 units of affordable housing on the site of the former Apple Tree Public House, Southway³⁶, whilst the Standard of England Public House at 158 Ash Hill Road, Ash (part of the Ash Wharf district shopping centre), was approved to be redeveloped as a convenience store.

³⁵ This compares to an overall proposed gain of 325 sq m of use class A1-A5 floorspace between 1 April 2017 and 31 March 2018 (see the Council's Monitoring Report 2017/2018).

³⁶ Application reference 16/P/00802.

Retail Floorspace Surveys

- 3.53. The Council undertakes regular surveys of the use classes for all units in the Town Centre Primary Shopping Area and the Borough's district and local shopping centres to monitor changes of use. The latest surveys were undertaken in May 2019 and the results of these are presented and commented on below, with comparison drawn to survey data for previous years from 2015.

Town Centre Primary Shopping Area

Table 21: Breakdown and total of use classes in the Town Centre PSA, 2015-2019 (not including Tunsgate Shopping Centre/Tunsgate Quarter or North Street regeneration area³⁷)

Use Class	2015	2016	2017	2019
A1	252	269	263	261
A2	27	28	26	29
A3	38	38	39	39
A4	8	9	8	7
A5	11	11	11	10
B1	6	5	5	9
C1	1	1	1	1
C3	4	4	4	6
D1	7	7	7	8
D2	1	1	0	0
Sui Generis	3	4	4	7
Vacant	40	22	27	27
Not surveyed	12	11	14	4
Total (not including units not surveyed)	398	399	395	404 ³⁸

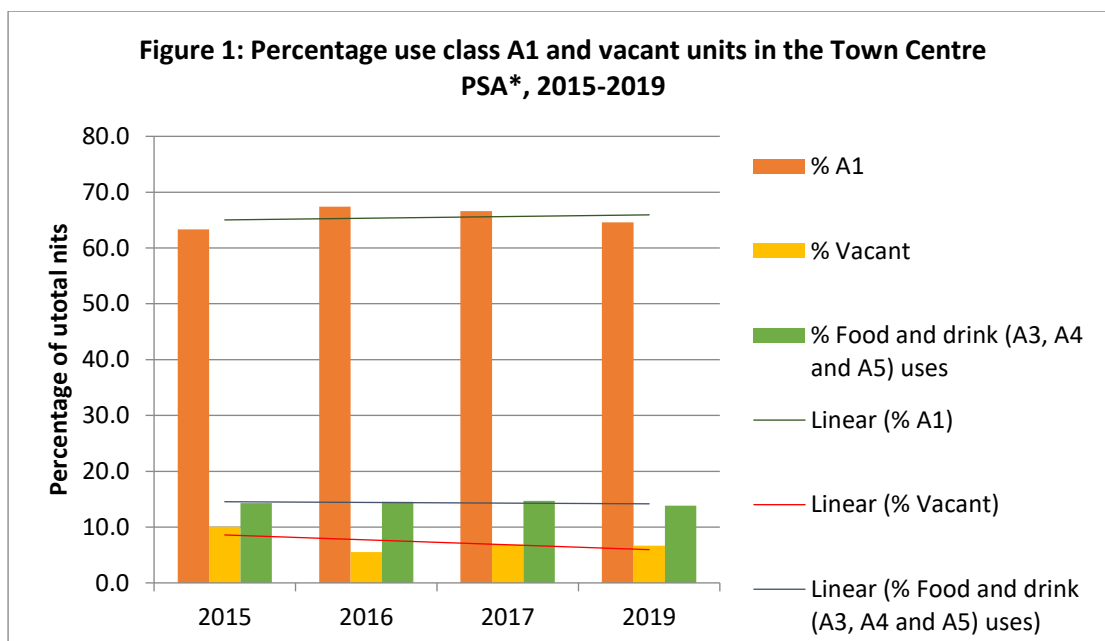
Table 22: Percentage A1 and vacant units in PSA, 2015-2019 (out of all uses in the PSA, not including Tunsgate Quarter or North Street regeneration area)

Use Class	2015	2016	2017	2019
A1 (%)	63.3	67.4	66.6	64.6
Vacant (%)	10.1	5.5	6.8	6.7
Food and drink (A3, A4 and A5) uses (%)	14.3	14.5	14.7	13.9

Note: The national town centre vacancy rate was 10.2% in April 2019. Source: BRC-Springboard data

³⁷ These units were excluded from the calculations as many of the units in these areas were vacant throughout this period due to planned or ongoing redevelopments.

³⁸ Total not including units that were previously part of the PSA but removed by the Local Plan: Strategy and Sites (2019).



- 3.54. Tables 21 and 22 show that the number and percentage change in the number of retail (A1) units and food and drink (A3, A4, and A5) uses in the Town Centre Primary Shopping Area (PSA) have both remained broadly the same since May 2015. The Council did not undertake a retail survey of the PSA in May 2018, although despite lack of data for this year, Tables 19 and 20 and the bar chart at Figure 1 show the recent trend for change between these uses to be neutral overall. This is likely to be a result of the implementation of Local Plan: Strategy and Sites (2015 - 2034) Policy E7 and the policies that it superseded in the Guildford Borough Local Plan 2003 (Policies S4 and S5). These policies have prevented loss of A1 uses in the Primary Shopping Frontage and in Secondary Shopping Frontages subject to criteria related to the number of adjacent non-A1 units, loss of amenity and impact on the centre's shopping function and character.
- 3.55. Between May 2017 and May 2019 two new Class A1 retail units had opened in Friary Street (iStore) and White Lion Walk (Purrfect Pets, in April 2019), and one café (Fresh Choices) closed in North Street (also in April 2019). However Debenhams in Milbrook and Cotswold Outdoors in Friary Street have recently set up company voluntary arrangements (CVAs) and these stores appear set to close in 2020. The New Look store in Friary Street had also closed by the time of the May 2019 survey.
- 3.56. There was no overall change in the total number of vacant units (27) in the PSA between May 2017 and May 2019. A number of units that were vacant at the time of the May 2017 survey had been re-occupied by May 2019, and vice versa. However, there were also signs of impending improvements, as one of the units vacant in May 2019 (Bae Ash Clothing, 161 High Street) was displaying a sign that stated, 'Coming soon', whilst the former Loch Fyne restaurant in Chapel Street was being refitted and has now re-opened as another restaurant.

- 3.57. The number of vacant units in the High Street remained the same between 2017 and 2019 (7 units). However, there were shifts elsewhere during this period, with an increase in vacant units in The Shambles, from 1 to 3, and in North Street, from 3 to 7. There was a reduction from 4 to 1 vacant units in White Lion Walk, whilst Jeffries Passage, which had 3 vacant units in May 2017, was fully occupied in May 2019. The new vacancies in North Street were distributed throughout the length of the street, but the majority were towards its eastern end where footfall appears lower.
- 3.58. In the last four years the percentage of vacant units in the PSA (6.7% in May 2019³⁹) has remained consistently below the national average vacancy rate for town centres, which was 10.2% in April 2019 (BRC-Springboard data).

District and Local Centres

District Centres

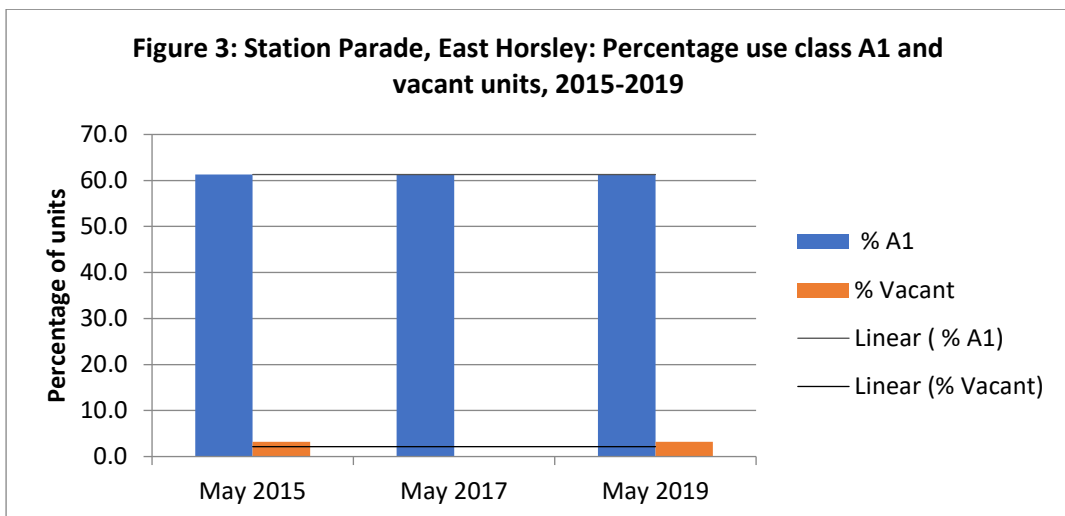
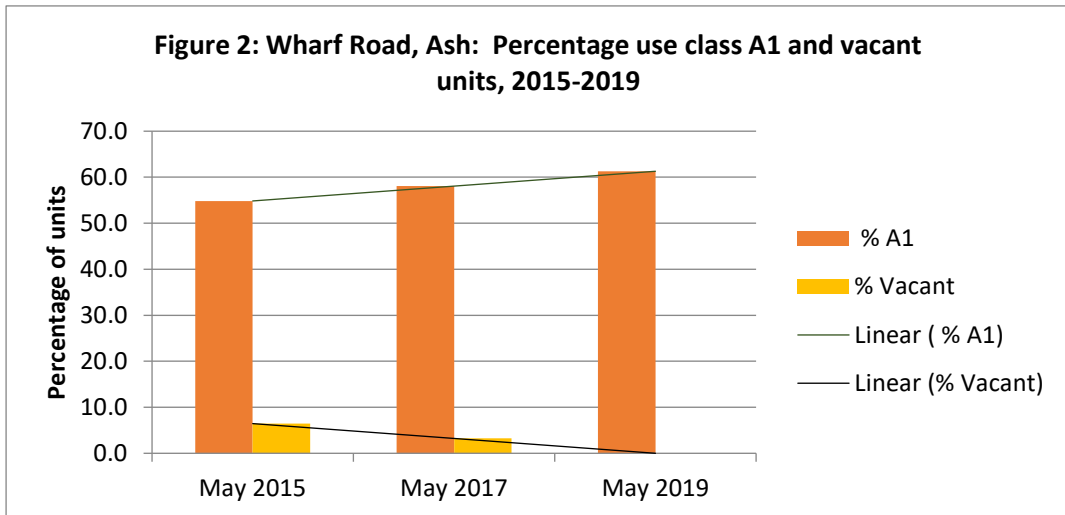
Table 23: Total number of percentage of retail units and vacant units in district centres (May 2019)

Use class	Wharf Road, Ash	%	Station Parade, East Horsley	%	Ripley	%
A1	19	61.3	19	61.3	18	28.6
A2	3	9.7	4	12.9	2	3.2
A3	2	6.5	4	12.9	4	6.3
A4	0	0.0	0	0.0	4	6.3
A5	3	9.7	1	3.2	1	1.6
B1a	0	0.0	0	0.0	3	4.8
C3	3	9.7	1	3.2	23	36.5
D1	0	0.0	1	3.2	1	1.6
Sui generis	1	3.2	0	0.0	5	7.9
Vacant	0	0.0	1	3.2	2	3.2
Total	31	100%	31	100	63	100%

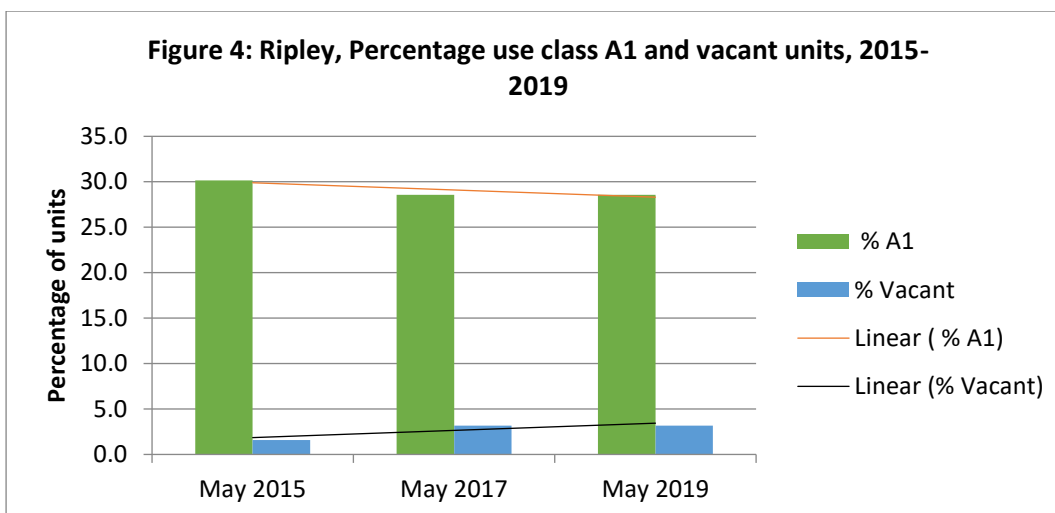
- 3.59. Table 23 shows the number and percentage of all uses in the district centres as of May 2019, whilst Figures 2, 3 and 4 below illustrate the change in the percentage of retail (A1) and vacant units in each centre between 2015 and 2019. There were few changes of use during this four-year period, with an overall gain of 1 A1 retail unit in Wharf Road, Ash in each of the 2017 and 2019 monitoring years, whilst A1 representation remained the same between 2017 and 2019 in Station Road, East Horsley and Ripley district centres.

³⁹ This percentage fell slightly (by 0.1%) between May 2017 and May 2019 as there was a larger total number of units in the PSA (due to a smaller number of non-surveyed units) than in May 2017.

3.60. The vacancy rate in Wharf Road, Ash, fell steadily since 2015 and in May 2019 there were zero vacant units in this centre. The vacancy rate in Ripley (2 units, 3.2%) has remained constant since May 2017, whilst in East Horsley it reverted from zero in 2017 to the same rate as May 2015 (1 unit, 1.6%). The borough's district centres have performed consistently strongly in recent years and the percentage of vacant units in May 2019 was significantly below the national average of 10.2%⁴⁰.



⁴⁰ Source: BRC-Springboard data.



Local Centres

- 3.61. Table 24 (below) shows the number and percentage of A1 units and vacant units in the local centres as of May 2019.

Table 24: Percentage of A1 and vacant units in local centres (May 2019)

Local centre	A1 (%)	Vacant (%)
Aldershot Road Westborough	70	0
Ash Vale	33.3	8.3
Stoughton Road, Bellfields	40	0
Bishopsmead Parade	38	0
Collingwood Crescent	85.7	0
Effingham	83.3	0
Epsom Road, Merrow	50	0
Fairlands	88.9	0
Jacobs Well	60	0
Kingfisher Drive, Merrow	100	0
Kinpost Parade, Burpham	70.6	0
Madrid Road, Guildford Park	40	10
Send	71.4	0
Shalford	28	0
Shere	24	4
Southway, Park Barn	60	20
The Square, Onslow Village	50	0
The Street, Tongham	44.4	0
Woodbridge Hill, Guildford	48.4	0
Woodbridge Road, Guildford	50	0
Worplesdon Road, Stoughton	41.2	0

- 3.62. The local centres have performed consistently well in the last few years and the percentage of vacant units has remained considerably below the national average of 10.2%⁴¹. In most of the centres, there were no vacant units at all. The highest vacancy rate recorded for a centre, 20%, in Southway, Park Barn, was a single unit out of five total units in the centre.
- 3.63. The proportion of A1 units in the local centres has remained mostly high, although where it was at or below around 40%, as in Madrid Road, Guildford Park, Shalford and Shere local centres, this was due to there being a high concentration of residential (C3) units in these centres. These amounted to 8 units out of 20 (40%) in Madrid Road, Guildford Park, 12 out of 25 (48%) in Shalford and 11 out of 25 (44%) in Shere.
- 3.64. Removing the residential units from Shere local centre and recalculating the vacancy rate based on just the commercial units results in 7.1% vacancies (1 out of 14 units) within this centre, which is still below the national average of 10.2% for April 2019⁴². There were 12 residential out of 25 total units in Shalford but no vacancies, so removing the residential units would have had no effect on the vacancy rate for this centre. For Madrid Road, Guildford Park, removing the residential units results in a 16.6% vacancy rate (2 out of 12 units) which is higher than the national average. In 2017, both these units were occupied, whilst a different unit was vacant (i.e. 8.3% vacancy rate).
- 3.65. This apparent churn in the occupation of some units suggests that vacancies in Madrid Road, Guildford Park may not tend to persist in the long term; however, this should be easier to ascertain from monitoring the shopping centres more frequently, as this would increase the number of years from which survey data is available and can be compared. It is the Council's intention to undertake future surveys of commercial uses in the Town Centre PSA, and all the district and local centres on an annual basis.

⁴¹ Source: BRC-Springboard data.

⁴² Source: BRC-Springboard data.

4. Planning Contributions

Community Infrastructure Levy ('CIL')

- 4.1. The Community Infrastructure Levy (CIL) is a charge on new development that would be paid by landowners or developers when new developments are built. It can assist in delivering infrastructure to support development. CIL is not currently in place in Guildford and developer contributions toward infrastructure are primarily secured through s106 agreements.
- 4.2. With an adopted CIL, landowners and developers are required to pay the relevant amount of CIL when they build their new buildings or extensions. CIL is non-negotiable but there are certain exceptions, such as affordable housing and developments by charities and those used for charitable purposes. The amount to be paid is based on the net floor area of a new building or extension, and its use. It applies to most new buildings and extensions over 100 sq. m. (gross), and to new homes regardless of their floor area.
- 4.3. An update in relation to introducing CIL in the borough is set out in the Local Development Scheme (LDS) timetable. The current LDS is under review and is anticipated to be updated in early 2020.
- 4.4. The CIL must be based on Local Plan development and infrastructure, and CIL rates are informed by viability evidence. The Local Plan and CIL Viability Study (2016) and the Local Plan Viability Study Update (2017) were prepared as part of the evidence base for the Local Plan. The former study included recommendations for CIL charging and rates. Further consultation on proposed rates (reflected in a draft charging schedule) would be necessary prior to submission for examination and introduction of CIL in Guildford.
- 4.5. Prior to these viability studies, the Council held a consultation between 19 January and 1 March 2015 on initial proposals for CIL rates in the borough, which were set out in a preliminary draft charging schedule. Whilst out of date, the preliminary draft charging schedule and supporting documents are available at <https://www.guildford.gov.uk/newlocalplan/cil>.

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- 4.6. Planning obligations assist in mitigating the impact of unacceptable development to make it acceptable in planning terms. Planning obligations may only constitute a reason for granting planning permission if they meet the tests that they are necessary to make the development acceptable in planning terms. They must be:
 - necessary to make the development acceptable in planning terms;
 - directly related to the development; and
 - fairly and reasonably related in scale and kind to the development.

- 4.7. During the monitoring period, the Council agreed 101 Section 106 agreements and received £54,516.67 for S106 monitoring. Table 25 (below) outlines the additional obligations negotiated, received and spent in the 2018-2019 monitoring period.

Table 25: S106 Spending⁴³

Beneficiary	Negotiated	Received	Spent
Environmental Improvements	£250,000	-	-
Parks	-	£150	£47,931.03
Suitable Alternative Natural Greenspace (SANG)/TBHSPA	£1,678,818.47	£850,349.03	£64,348.53
Strategic Access Management and Monitoring (SAMM)	£5,71,627.64	£275,687.33	£291,677.66
Surrey County Council (SCC) Education	£2,902,000	£585,059.65	£411,092.17
SCC Highways/Road Safety/Travel Plan/Local Bus	£1,386,950	£49,679.01	£35,124.82
Other	£1,494,000	-	-

Highlights from S106 Spending

- 4.8. Highlights from S106 spending include:
- New trim trail at Stoke Park
 - Improvements to the Pavilion at Woodbridge Sports Ground
 - Fitness and playground equipment in Shere
 - New benches at Ripley Green

Thames Basin Heaths Special Protection Area

- 4.9. Detailed analysis of the S106 contributions relating to the Thames Basin Heaths Special Protection Area (TBH SPA) are provided at Appendix 2: TBH SPA Position Statement. The appendix details developer contributions towards both Suitable Natural Alternative Greenspace (SANG) and Strategic Access Management and Monitoring (SAMM).

⁴³ Note: The 'Received' and 'Spent' figures include obligations negotiated in previous monitoring periods.

5. Duty to Cooperate

- 5.1. The duty to cooperate ('DtC') was introduced by the Localism Act 2011⁴⁴. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of local plan preparation in the context of strategic cross boundary matters.
- 5.2. The Duty to Co-operate Matrix at Appendix 1 demonstrates the various organisations that the Council consults and corresponds with for the purposes of the duty-to-cooperate in plan-making, alongside the relevant strategic issues that they are consulted upon.
- 5.3. During the Monitoring Period, the Council progressed through the examination period on the Local Plan: Strategy and Sites (2015 – 2034) Development Plan Document. The plan was submitted to the Secretary of State in December 2017 for examination by an Independent Inspector. As part of the Examination in Public, the independent inspector assessed the Council's legal compliance with regard to the duty to co-operate and whether this had resulted in the production of a sound plan.
- 5.4. The final Inspector's Report was published on 28 March 2019, in which he concluded that the plan met the legal requirements and that, subject to specific recommended 'Main Modifications', the plan was sound. The Inspector's conclusions with regard to the Council's fulfilment of the legal duty to co-operate can be found in paragraphs 13 to 20. The Inspector's Report is available to view online at: <https://www.guildford.gov.uk/localplan/2015-2034>.

6. Evidence Base

- 6.1. Paragraph 31 of the NPPF states that:

The preparation and review of all policies should be underpinned by relevant and up-to-date evidence. This should be adequate and proportionate, focused tightly on supporting and justifying the policies concerned, and take into account relevant market signals.

- 6.2. Although the Local Plan: Strategy and Sites (2015 – 2034) had not been adopted during this monitoring period, the evidence-base documents that had been developed during the plan-making process also helped to inform the application of the emerging policies and their respective weight in the determination of planning applications.
- 6.3. The full list of supporting evidence-base documents submitted to the Local Plan Examination in Public is available online at: https://www.guildford.gov.uk/newlocalplan/media/26763/Submission-core-and-supporting-documents/pdf/Submission_core_and_supporting_documents.pdf.

⁴⁴ Available online at: <http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>.

Appendix 1 - Duty to cooperate matrix of prescribed bodies and strategic issues

	Housing	Gypsies and Travellers	Employment and retail	Transport	SPA / SANG	Green Belt	AONB	Infrastructure (incl. health & schools)	Flooding and waterways	Waste	Natural environment & open space
Surrey County Council	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Elmbridge Borough Council	✓	✓		✓	✓	✓		✓	✓		✓
Epsom and Ewell Borough Council		✓									
Mole Valley District Council		✓				✓	✓	✓	✓		✓
Reigate and Banstead Borough Council		✓					✓				
Runnymede Borough Council	✓	✓			✓						
Spelthorne Borough Council		✓									
Surrey Heath Borough Council	✓	✓			✓	✓		✓			✓
Tandridge District Council		✓					✓				
Waverley Borough Council	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓
Woking Borough Council	✓	✓	✓	✓	✓	✓		✓	✓		✓
Hampshire County Council				✓	✓			✓	✓	✓	
Hart District Council					✓						
Rushmoor Borough Council	✓	✓	✓	✓	✓			✓	✓		✓

Prescribed Bodies											
Civil Aviation Authority				✓							
Clinical Commissioning Groups (CCG)											
Guildford and Waverley CCG								✓			
North West Surrey CCG											
Surrey Heath CCG											
Environment Agency									✓	✓	✓
Enterprise M3 LEP	✓		✓	✓				✓			
Highways England				✓							
Historic England	✓		✓								
Homes and Communities Agency (HCA)	✓	✓									
Mayor of London	✓	✓	✓			✓					
National Health Service Commissioning Board								✓			
Natural England					✓		✓				✓
Office of Rail and Road				✓							
Surrey Nature Partnership											✓
Transport for London				✓							

Appendix 2 – TBH SPA Position Statement 2019

Introduction

The Thames Basin Heaths Special Protection Area ('TBH SPA') Avoidance Strategy 2017 Supplementary Planning Document ('the SPA strategy') was adopted on 18 July 2017 and took effect on 28 July 2017⁴⁵. The strategy enables residential development to take place that would otherwise be prevented by the provisions of European legislation relating to the protection of the Special Protection Area ('SPA').

Implementation and Monitoring

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

We report on an annual basis to the Joint Strategic Partnership Board ('JSPB') on:

- Suitable Alternative Natural Greenspace ('SANG')⁴⁶ delivery and capacity within the borough,
- Housing provision in the 400 metre exclusion zone and zone of influence⁴⁷,
- Our programme for future provision of SANG,
- Monitoring data relating to Strategic Access Management and Monitoring ('SAMM')⁴⁸ finances quarterly.

The responsibility for monitoring the effectiveness of the SANG and SAMM approach falls to the JSPB. The JSPB has also taken on the role of organising and funding visitor surveys on fully allocated SANGs across the TBH area in order to provide a standardised consistent approach to monitoring. The evidence collected has shown that there has been no significant increase in the levels of visitors on the SPA despite an increase in the number of homes within the vicinity of the SPA⁴⁹. Evidence continues to be collected through the SAMM project and further reports will be released in due course.

⁴⁵ Available online at: <https://www.guildford.gov.uk/tbhspa>.

⁴⁶ See the SPA strategy page 15 for an explanation of SANGs

⁴⁷ See the SPA strategy page 10 for an explanation of the exclusion zone and zone of influence.

⁴⁸ See the SPA strategy page 27 for details of the SAMM project.

⁴⁹ See Natural England Commissioned Report NECR136
<http://publications.naturalengland.org.uk/publication/4514481614880768>.

Financial Situation

The financial position with regard to each of the designated and operational SANG sites at the end of March 2019 is shown in the table below.

SANG Site	Contributions received from September 2006 to end of March 2019	Expenditure incurred from September 2006 to end of March 2019
Chantry wood	£2,664,866	£256,240
Effingham Common	£1,486,089	£84,747
Lakeside Nature Reserve	£765,399	£213,412
Riverside Nature Reserve and Parsonage Watermeadows	£2,412,361	£664,620
Sub Totals	£7,328,715	£1,219,019

The table above does not include financial information for SANGs outside of Council ownership as the Council does not receive money or spend money on works for these SANGs⁵⁰.

Current SANG capacity

We closely monitor the amount of SANG allocated to housing developments as they occur to ensure that sufficient SANG capacity is available. The table below sets out the position at the end of November 2019.

SANG Site	Total amount of SANG (hectares)	SANG already allocated (hectares)	Remaining SANG (hectares)
Riverside Nature Reserve and Parsonage Watermeadows	24	22	2
Effingham Common	34	11.4	22.6
Lakeside Nature Reserve	4	3.8	0.2
Chantry Wood	38	30.7	7.3
Ash Green Meadows*	24	19.8	4.2
Manor Farm*	17.7	5.9	11.8
Remaining overall			48

**These are SANGs outside Council ownership.*

Where developers have obtained planning permission and have been allocated SANG but have not yet paid the fees required to secure the SANG capacity, it is possible that the development will not be built out and the planning permission will expire. In these circumstances the SANG allocation will be withdrawn and the capacity will be made available for other developments.

⁵⁰ It should be noted that the figures for Lakeside Nature Reserve do not correlate with the previous Monitoring Report. This is due to an error in the previous Monitoring Report (2017 – 2018).

The Local Plan: Strategy and Sites 2015 – 2034 includes a housing requirement of 562 homes per year (2015 – 2034). On the basis of this number, the existing unallocated SANG capacity of 48 hectares, which equates to around 2,500 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 4.45 years (2,500 new homes, divided by 562 homes per year = 4.45 years).

Capacity in Emerging SANGs

There are a number of new SANGs expected to come online in the near future.

Tyting Farm, to the southeast of Guildford, will be a Council owned SANG and is expected to come online early in 2020. It will provide around 40 additional hectares of SANG capacity as an extension to the existing SANG at Chantry Wood. The SANG will provide mitigation for developments in and around the Guildford urban area.

A new 24 hectare SANG at Long Reach in West Horsley has been granted planning permission and work is underway to bring the land up to SANG standard. The SANG is privately owned and has capacity for approximately 1,250 homes in the east of the borough.

A new 34 hectare SANG at Russell Place Farm, Worplesdon, has been granted planning permission. The SANG is privately owned and has capacity for approximately 1,770 homes in the west of the borough.

These three SANGs together would provide around 98 hectares of SANG, enough land for just over 5,000 homes, enough SANG for nine years.

Burpham Court Farm is a Council owned site to the northeast of Guildford. The Council is currently considering how much SANG capacity could be provided on the site. A SANG in that location would provide mitigation for developments in Guildford and the villages to the northwest of the town.

The Local Plan: Strategy and Sites contain allocations for large strategic sites at Gosden Hill Farm, Blackwell Farm and the Former Wisley Airfield. These strategic site allocations will provide bespoke SANGs to provide mitigation for their own developments.

The Council continues to work to ensure enough SANG is in place:

- We are looking at options for a parking area for Effingham Common SANG. A parking area, which may need 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.
- The Council is working with the owners of Long Reach SANG to establish a mechanism that enables this SANG to come online for new developments.
- We continue to engage with landowners who are considering offering their land for use as SANG, including developers proposing new SANGs.

Strategic Access Management and Monitoring (SAMM)

Hampshire County Council is the body that holds the funds provided by developers for SAMM. This money is used by JSPB to fund monitoring and access management on the SPA. Since 2011, and up to the end of March 2019 we have passed £1,223,183 to Hampshire County Council (who host the SAMM project) for this purpose.

SPA and the Community Infrastructure Levy (CIL)

We are considering the issues surrounding funding for SANG and SAMM in order to decide whether it is best to fund SANG through CIL or whether an alternative mechanism, such as the current S106 approach, would be more appropriate.