



SCOTT WILSON Planning & Environment
Sustainability Appraisal / Strategic Environmental Assessment
Guildford Borough Council Guildford Development Framework

Core Strategy Preferred Options
Sustainability Appraisal Report

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**SA / SEA Guildford Borough Council
Guildford Development Framework
Core Strategy Preferred Options
Sustainability Appraisal Report
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TABLE OF CONTENTS

1	INTRODUCTION.....	2
2	BACKGROUND.....	5
3	METHODOLOGY.....	8
4	POPULATION.....	13
5	HEALTH.....	18
6	ECONOMY.....	22
7	EMPLOYMENT.....	28
8	TRANSPORT.....	32
9	CRIME AND SAFETY.....	36
10	HOUSING.....	39
11	CULTURAL HERITAGE.....	45
12	CLIMATE.....	49
13	AIR.....	55
14	SOIL.....	59
15	WATER.....	63
16	BIODIVERSITY.....	70
17	LANDSCAPE.....	80
18	CUMULATIVE EFFECTS.....	86
19	SUMMARY OF PROPOSED MITIGATION.....	89
20	SUMMARY OF PROPOSED MONITORING.....	92
	APPENDIX 1 - PREFERRED OPTIONS.....	95
	APPENDIX 2 - INDICATIVE POLICIES.....	99

1 INTRODUCTION

1.1 Background

1.1.1 Scott Wilson was commissioned in 2006 by Guildford Borough Council to undertake the Sustainability Appraisal (SA) / Strategic Environmental Assessment (SEA) of the Guildford Development Framework (GDF) Core Strategy Development Plan Document (DPD) Preferred Options.

1.2 Sustainability Appraisal and Strategic Environmental Assessment

1.2.1 SEA is required by European and by English law. It involves the systematic identification and evaluation of the environmental impacts of a strategic action (e.g. a plan or programme). In 2001, the EU legislated for SEA with the adoption of Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (the 'SEA Directive'). The aim of the SEA Directive is *"to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes, with a view to promoting sustainable development"*.

1.2.2 The Directive was transposed into English legislation by the Environmental Assessment of Plans and Programmes Regulations 2004 (the 'SEA Regulations'), which came into force on 21st July 2004. The SEA Regulations apply (with some specific exceptions) to plans and programmes subject to preparation and / or adoption by a national, regional or local authority or those prepared by an authority for adoption through a legislative procedure by Parliament or Government and are required by legislative, regulatory or administrative provisions.

1.2.3 SA extends the concept of SEA to encompass economic and social concerns and the Planning and Compulsory Purchase Act 2004 (PCPA) requires Local Planning Authorities to undertake SA for each of their Local Development Documents (LDDs), including the Core Strategy. SA is therefore a statutory requirement for Local Development Framework's (LDF) like the GDF, along with SEA.

1.2.4 The Government's approach is to incorporate the requirements of the SEA Directive into a wider SA process that considers economic and social, as well as environmental effects. To this end, in November 2005, the Government published draft guidance¹ on undertaking SA of LDFs that incorporates the requirements of the SEA Directive ('the Guidance'). The combined SA / SEA process is referred to in this document as Sustainability Appraisal (SA).

¹ ODPM (2005). Sustainability Appraisal of Regional Spatial Strategies and Local Development Frameworks

1.2.5 The Guidance advocates a five-stage approach to undertaking SA (see Figure 1.1). According to the Guidance, the Scoping Report should set out the findings of Stage A (which includes gathering an evidence base) together with information on what happens next in the process.

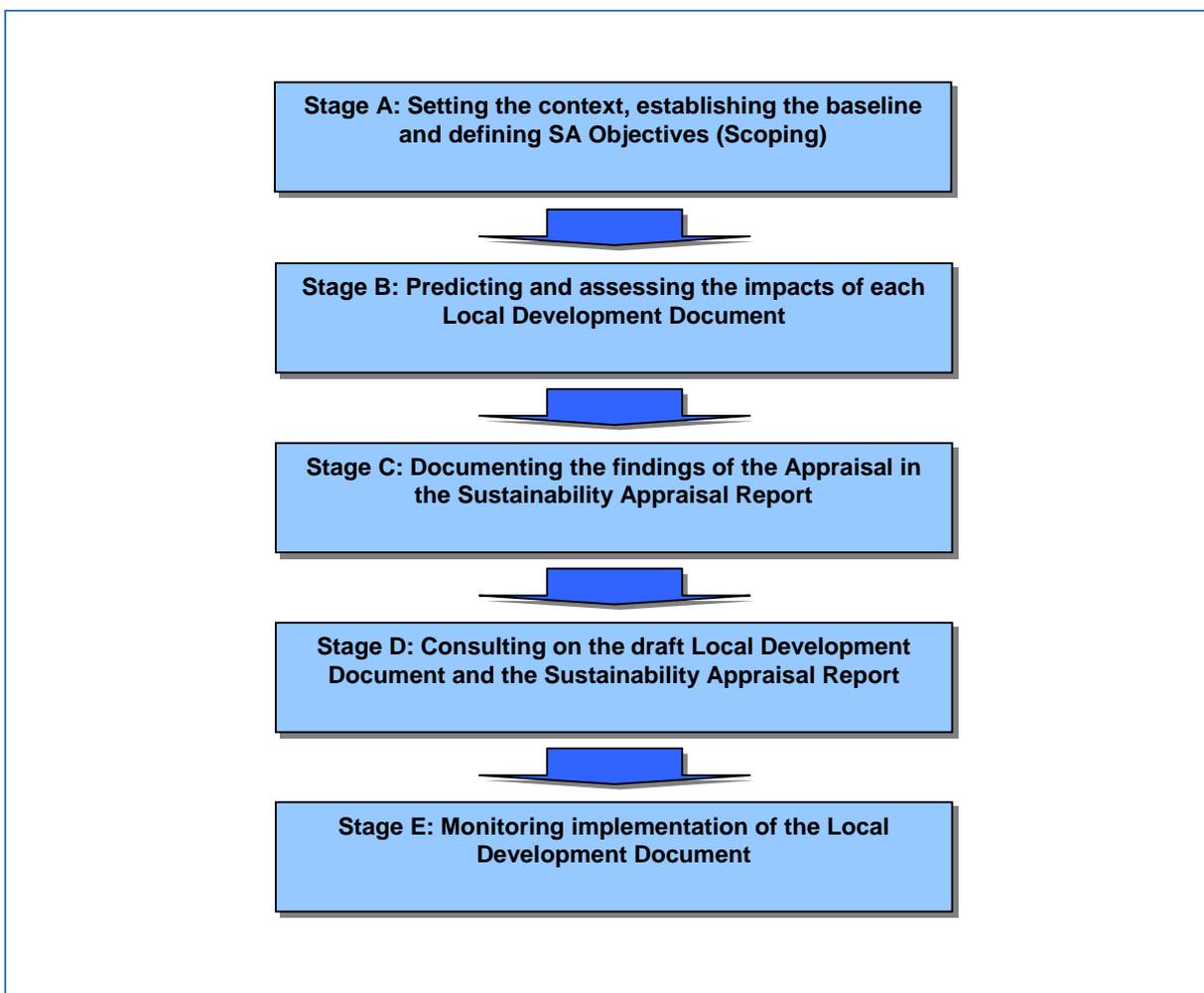


Figure 1.1: Five-stage approach to SA

1.3 Compliance with the SEA Regulations

1.3.1 The SEA Regulations set out a legal assessment process that must be followed. In light of this, Table 1.1 sets out the relevant requirements of the SEA Regulations and explains how these have been satisfied. The SEA Directive calls for an Environmental Report “*identifying, describing and evaluating the likely significant environmental effects of implementing the plan or programme, and reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme*”.

1.3.2 Government guidance is intended to integrate the requirements of the SEA Directive into the SA process. To comply with the Directive, Authorities are obliged to report on the environmental impacts of various alternatives

considered before the plan is adopted, and the guidance calls for the SA Report to incorporate the elements of Environmental Report required by the Directive.

Table 1.1: Compliance with the SEA Regulations

Requirement	Where met
Contents and main objectives of plans and programmes that may affect the plan	Section 2 of this report
Relevant aspects of the current state of the environment and its likely evolution without the implementation of the plan	Within "Baseline" and "Likely future conditions" sub-sections of each topic paper or specialist section of this report
The environmental characteristics of the areas likely to be significantly affected	Within "Baseline" sub-section of each topic paper or specialist section of this report
Any existing environmental problems (issues) in particular those relating to areas designated under the Habitats and Birds Directives	Within the Biodiversity section of this report and where relevant within other sections
The environmental protection objectives which are relevant to the plan or programme, and the way those objectives have been taken into account in its preparation	Within the legislation sub-section of each specialist section
The likely significant effects on the environment (and economic and social impacts)	Within the "Likely significant effects of the Core Strategy Preferred Options" sub-section within each specialist section
The measures envisaged to prevent, reduce and as fully as possible offset any significant effects on the environment	Within the "Proposed Mitigation" sub-section within each specialist section and summarised in Section 19 of this report
An outline of the reasons for selecting the alternatives dealt with ...	Section 3 of this report
... and a description of how the assessment was undertaken, any problems, etc.	Section 3 of this report
A description of the measures envisaged concerning monitoring	Within the "Proposed Monitoring" sub-section within each specialist section and summarised in Section 20 of this report

2 BACKGROUND

2.1 Purpose of the SA Report

- 2.1.1 The SA Report documents the likely significant effects of the Core Strategy Preferred Options, makes recommendations concerning mitigation of negative effects and enhancement of positive effects, and proposes monitoring measures.

2.2 Plan objectives and outline of contents

- 2.2.1 The Guildford Development Framework (GDF) has a spatial vision for the Borough, which is of inclusive and mixed local communities with good non-car access to high-quality local facilities, including good-quality educational, community and employment opportunities, sustained improvement in quality of life, based on the well-being of all citizens, the economic vitality, the wealth of the environment and the prudent use natural resources.

Guildford's Spatial Vision and Key Objectives

"A Borough that protects and enhances its high quality environment, whilst meeting the community's housing, economic, transport, recreational and social needs in the most sustainable way possible".

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

Figure 2.1: The Spatial Vision

- 2.2.2 The sustainability effects of these objectives are documented in below, by cross-indexing them with the SA Objectives (note that for reasons of space the objectives have been abbreviated in some cases).

Table 2.1. Comparison of SA Objectives and objectives from the Core Strategy

	1. Meeting the housing needs of the area;	2. To provide affordable housing;	3. To provide for businesses and employment development needs;	4. To protect and enhance Guildford town centre role as a regional centre;	5. To protect the countryside from inappropriate development and maintain its open rural character;	6. To reduce the need to travel by car, reduce congestion and improve accessibility to public transport	7. To improve environmental quality and protect and enhance the distinctive character of the borough;	8. Make the best use of urban land while protecting the character of the existing environment;	9. To ensure sufficient provision of social, cultural and recreational facilities;
1. To provide sufficient housing to enable people to live in a home suitable to their needs and which they can afford;	✓	✓			?	?		?	
2. To facilitate the improved health and well-being of the population, including enabling people to stay independent and reducing inequalities in health;	✓				?	✓	✓		✓
3. To reduce the risk of flooding and the resulting detriment to public well being, the economy and the environment;				?	?				
4. To create and maintain safer and more secure communities;				?		?			?
5. To reduce poverty and social exclusion for all sectors of the community;		✓	✓			✓			✓
6. To create and sustain vibrant communities;	✓	✓	?	✓		?	✓	?	?
7. To make the best use of previously developed land and existing buildings, encouraging sustainable construction;	?	?						✓	
8. To ensure air quality continues to improve and noise/light pollution is reduced;	?					?	?		
9. To conserve and enhance biodiversity within the plan area;					✓				✓
10. To protect, enhance and make accessible for enjoyment the natural, archaeological and historic environments and cultural assets of Guildford;							✓	✓	
11. To reduce road congestion and pollution levels;						✓			
12. To reduce the area of land affected by contamination and safeguard soil quality and quantity;					✓			✓	
13. To address the causes of climate change through reducing emissions of greenhouse gases and ensure that the Borough is prepared for its impacts;						✓			
14. To reduce the global, social and environmental impact of consumption of resources;					?		?		
15. To reduce waste generation and disposal, and achieve the sustainable management of waste;							?		
16. To maintain and improve the water quality of the region's rivers and groundwater, and to achieve sustainable water resources management;							?		
17. To increase energy efficiency and the proportion of energy generated from renewable sources;							?		

18. To maintain low rates of unemployment and high levels of economic activity, by improving skills, training and education, and access to these for all			✓						
19. To provide for appropriate commercial development opportunities to meet the needs of the economy			✓						✓

2.2.3 This exercise shows that the objectives of the Core Strategy are broadly compatible with the SA Objectives. The implementation of the objectives is crucial: those that are highlighted as potentially incompatible may not be so in practice.

2.2.4 The sustainability effects of these objectives are documented in Table 2.1, above, by cross-indexing them with the SA Objectives². If an objective from the Core Strategy is incompatible with an SA Objective, a cross (X) is used to highlight this. A question mark (?) indicates a potential incompatibility. A tick (✓) denotes that the objective from the Core Strategy is likely to contribute to the achievement of the SA Objective. Where no symbol is used this indicates that there is not likely to be an effect.

² Note due to limited space, the objectives have been abbreviated in some cases

3 METHODOLOGY

3.1 Introduction

3.1.1 This chapter outlines the methods used to undertake the appraisal of the likely significant effects of the Preferred Options.

3.2 Sustainability Appraisal Scoping Report

3.2.1 The SA was carried in three stages. Firstly, the scope of the appraisal was defined in the SA Scoping Report. This set out the context and objectives for the SA, collected baseline data and provided an initial appraisal of the options set out in the key issues and options paper. This can be found on the Council's website at:

www.guildford.gov.uk > Planning & Building Control > Policy Team > Local Development Framework > Sustainability Appraisal

3.2.2 Elements of the Scoping Report (May 2006) are reproduced in this SA Report, in particular the baseline data and context review that were used to define the key sustainability issues.

3.3 Initial Sustainability Appraisal Report

3.3.1 Secondly, an appraisal of options for the Core Strategy was conducted in the spring of 2005. Guildford Borough Council took the results of this Initial Sustainability into account during the preparation of the draft Core Strategy, using the findings of the report to help select Preferred Options.

3.4 Sustainability Appraisal Report

3.4.1 Thirdly, the draft Core Strategy itself was appraised. This report documents the outcome of the third and final stage of the SA to date.

3.5 Method of assessment

3.5.1 The SEA Regulations require the assessment of the likely significant effects of the Core Strategy Preferred Options on issues such as:

- Air
- Biodiversity (including flora and fauna)
- Climate
- Cultural heritage
- Human health
- Landscape
- Material assets
- Population
- Soil
- Water
- And the interrelationships between the above factors.

3.5.2 Table 3.1 shows the initial assessment of potential effects of each indicative policy on the sustainability issues. This assessment does not distinguish between beneficial or adverse effects and takes no account of the significance of the effect. It merely indicates that further investigation is required.

Table 3.1 Initial assessment of the significant effects of indicative policies on the SA Topics

	Population	Human Health	Economy	Employment	Transport	Crime and Safety	Housing	Cultural Heritage	Climate	Air	Soil	Water	Biodiversity	Landscape
CP1 - Location of Development		X			X				X					
CP2 - Housing Provision	X		X				X			X	X	X	X	
CP3 - Housing Urban areas & villages Settlements							X	X			X	?		X
CP4 - Replacement dwellings in countryside	?	X	?											X
CP5 - Extensions to dwellings in countryside	?	X	?											X
CP6 - New Residential Development					?		X	X			X			X
CP7 - Mix of dwellings in Residential Development	X						X							
CP8 - Exception Sites for Affordable Housing for Local Needs in Rural Areas	X	X					X							
CP9 - Affordable housing for Local Needs in Rural Areas	X						?						X	X
CP10 - Supporting Ageing Population.	?	X					X							
CP11 - Gypsy and Traveller Caravan Sites														
CP12 - Sites for Travelling Show People														
CP13 - Economy		X	X	X									X	X
CP14 - Retail development			X	?	?									
CP15 - New Recreation, Leisure, Culture and Community Facility.		X												
CP16 - Loss of Sport, Recreation and Open Space		X												X
CP17 - Recreational Open Space Provision in relation to New Residential developments		X	?				X	?					?	
CP18 - Recreational Open Space Provision in relation New Commercial Development		X	?											
CP19 - Surrey Hills AONB		X						X					?	X
CP20 - Thames Basin Heaths SPA							?						X	X

	Population	Human Health	Economy	Employment	Transport	Crime and Safety	Housing	Cultural Heritage	Climate	Air	Soil	Water	Biodiversity	Landscape
CP21 – Special Area of Conservation (SAC)							?						X	X
CP22 - Land Character Assessment (LCA)								?						X
CP23 - Farm Diversification, Reuse, Adaptation of Rural Buildings			X											
CP24 - Development and flood risk			X				X					X	X	
CP25 - Energy Conservation Efficiency and Design			X				?		X			?		
CP26 - Parking provision									?	?				
CP27 - Planning Benefits			X		?	?	X					?		
CP28 - Site assembly and Acquisition														

3.5.3 The SA process widens the scope of SEA to include social and economic factors. In this SA Report the following additional topics are discussed:

- Economy
- Employment
- Transport
- Crime and Safety
- Housing

3.5.4 This SA Report includes a chapter on each of the above subjects, structured in a series of topic papers, as follows:

- Introduction
- Legislation - the regulatory framework for the topic area (environmental topics only)
- Baseline - the current baseline in Guildford, where data is available, for the topic area
- Context Review - a review of related plans and programmes that have a bearing on the topic area, drawing on the context review undertaken by the Council in the SA Scoping Report
- Likely future conditions - probable conditions without the influence of the Preferred Options (i.e. the 'future baseline')
- Likely significant effects of the Core Strategy Preferred Options - including an assessment of any alternatives mentioned in the text
- Proposed mitigation - recommended measures to ameliorate adverse impacts or enhance beneficial impacts

- Proposed monitoring - recommended ongoing monitoring of significant effects
- 3.5.5 The Core Strategy Preferred Options were examined in relation to each of the social, economic and environmental topics listed above and, where a significant effect was identified, it is discussed.
- 3.5.6 The significant effect of an option is gauged using the criteria below:
- Very beneficial
 - Beneficial
 - None / Neutral / Negligible
 - Uncertain or insufficient information on which to determine
 - Adverse
- 3.5.7 The Scoping Report includes a list of SA Objectives, these are reproduced below:
1. To provide sufficient housing to enable people to live in a home suitable to their needs and which they can afford
 2. To facilitate the improved health and well-being of the population, including enabling people to stay independent and reducing inequalities in health
 3. To reduce the risk of flooding and the resulting detriment to public well-being, the economy and the environment
 4. To create and maintain safer and more secure communities
 5. To reduce poverty and social exclusion by improving and encouraging inclusive access to opportunities for education, employment, recreation, health, community services, cultural activities and decision-making for all sectors of the community
 6. To create and sustain vibrant communities
 7. To make the best use of previously developed land and existing buildings, encouraging sustainable construction
 8. To ensure air quality continues to improve and noise/light pollution is reduced
 9. To conserve and enhance biodiversity within the plan area
 10. To protect, enhance, and where appropriate make accessible for enjoyment the natural, archaeological and historic environments and cultural assets of Guildford, for the benefit of both residents and visitors
 11. To reduce road congestion and pollution levels by encouraging and improving travel choice and reducing the need for travel by car/lorry, including by balancing the needs for employment and housing
 12. To reduce land contamination and safeguard soil quality and quantity (including agricultural land)
 13. To address the causes of climate change through reducing

emissions of greenhouse gases and ensure that the Borough is prepared for its impacts

14. To reduce the global, social and environmental impact of consumption of resources by using sustainably produced and local products
15. To reduce waste generation and disposal, and achieve the sustainable management of waste
16. Maintain and improve the water quality of the region's rivers and groundwater, and to achieve sustainable water resources management
17. To increase energy efficiency and the proportion of energy generated from renewable sources
18. To maintain low rates of unemployment and high levels of economic activity, by improving skills, training and education, and access to these for all
19. To provide for appropriate commercial development opportunities to meet the needs of the economy

3.5.8 These are used to appraise the cumulative effects of the Core Strategy Preferred Options. The cumulative appraisal is presented at the end of this report in Chapter 18.

4 POPULATION

4.1 Introduction

4.1.1 This chapter discusses the population of Guildford Borough, its composition and distribution, at the present and in the future and any likely effects of the Core Strategy Preferred Options on that population.

4.2 Population Baseline in Guildford

4.2.1 The total population and breakdown by age structure in the Borough are shown in Table 4.1 below.

Table 4.1: Age structure - Guildford

Age	Number	Proportion
0-4	7,069	5.5%
5-7	4,374	3.4%
8-9	3,037	2.3%
10-15	8,900	6.9%
16-17	3,162	2.4%
18-24	13,698	10.6%
25-44	38,888	30.0%
45-64	30,909	23.8%
65-74	10,271	7.9%
75-84	6,765	5.2%
85+	2,628	2.0%

Source: Census 2001 – Data from Guildford Borough Council website

Table 4.2: Age structure – regional and national

	Guildford	South East	England & Wales
Total Population	129,701	8,000,645	52,041,916
Age 0-4	5.4%	5.91%	5.95%
Age 5-15	12.6%	14.02%	14.21%
Age 16-19	5.3%	4.81%	4.91%
Age 20-44	37.6%	34.62%	35.15%

Age 45-64	23.8%	24.29%	23.82%
Age 65+	15.2%	16.36%	15.97%
Total population % change 1982-2003	4%	+10.5%	Not available

Source: National Statistics 2001

4.2.2 Table 4.2 presents the 2001 census data and enables a more detailed comparison of the age profile of the population in a regional and national context. Whilst the profile of the Borough is similar to that of the region and national picture, the age class of 20-44 is some 2-3% higher than regional and national averages whilst the percentage in the age class 45-64 is similar to the averages. Since in very broad terms these two age classes constitute the great majority of the working population, this is likely to enhance the relative wealth of the Borough.

4.2.3 In the twenty years between 1982 and 2002 the population of Guildford grew by 4 per cent, compared with an increase of 11 per cent for the South East region as a whole. The population density of Guildford in 2002 averaged 476 people per square kilometre, compared with an average of 421 for the region and 380 people per square kilometre for England as a whole.

4.2.4 Guildford's population density per square kilometre is above the average for the South East and significantly above average in England as a whole, as shown in Table 4.3 below. This is given increased significance, as the Borough is also the second largest district in Surrey covering approximately 269 square kilometres. Approximately half the Borough's population live in Guildford town.

Table 4.3: Population Density per square kilometre

Guildford	South East	England
476	421	380

Source: National Statistics

4.2.5 Population structure by ethnic group is given in the Table 4.4:

Table 4.4: Resident Population Estimates by Ethnic Group (2003)

Ethnic group	Guildford	South East	England & Wales
White	95.9	95.1	91.3
White: British	90.4	91.3	87.5
White: Irish	1.0	1.0	1.2
White: Other	4.5	2.8	2.6

Ethnic group	Guildford	South East	England & Wales
White: Mixed	0.9	1.1	1.3
Mixed: White and Black Caribbean	0.2	0.3	0.5
Mixed: White and Black African	0.1	0.1	0.2
Mixed: White and Asian	0.4	0.4	0.4
Mixed: Other Mixed	0.3	0.3	0.3
Asian or Asian British	1.4	2.3	4.4
Asian or Asian British: Indian	0.7	1.1	2.0
Asian or Asian British: Pakistani	0.2	0.7	1.4
Asian or Asian British: Bangladeshi	0.1	0.2	0.5
Asian or Asian British: Other Asian	0.4	0.3	0.5
Black or Black British	0.6	0.7	2.2
Black or Black British: Caribbean	0.3	0.3	1.1
Black or Black British: African	0.3	0.3	0.9
Black or Black British: Other Black	0.1	0.1	0.2
Chinese or Other Ethnic Group	1.2	0.8	0.9
Chinese or Other Ethnic Group: Chinese	0.6	0.4	0.4
Chinese or Other Ethnic Group: Other Ethnic Group	0.5	0.4	0.4

Source: National Statistics website

4.3 Context Review

4.3.1 Key messages from the context review include:

Key Messages from the Context Review	Evidence Source
Ensure that development supports existing communities and contributes to the creation of safe, sustainable and liveable communities with good access to jobs and key services	Planning Policy Statement 1 (2004)
Public participation: people of all ages should be more active in decision making, with more information and training opportunities	Guildford Local Agenda 21 Strategy (2000)
Ensuring that benefits are accessible to all, regardless of disadvantage or vulnerability.	Guildford Community Plan (2003)

To embrace diversity and equality of opportunity, involvement, rural issues, accessibility and community facilities.	
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4.4 Likely future conditions

- 4.4.1 It is likely that the population of Guildford will continue to grow at a modest rate although given the existing trends and the sustained high average house prices it is unlikely that the population growth will increase at the rates anticipated for much of the South East.
- 4.4.2 The average age of the population of the Borough is expected to increase over time and this will lead to a longer-term requirement for appropriate housing for more elderly residents.

4.5 Likely significant effects of the Core Strategy Preferred Options

Preferred Option - Location and Pace of Development

- 4.5.1 The Preferred Option envisages a greater focus on Guildford Town Centre for new development and is likely to affect the pattern of settlement in the Borough in this direction.

Preferred Option - Housing

- 4.5.2 The Preferred Option for Housing is intended to meet the future housing needs of the Borough and, in this sense, is shaped by population factors rather than the reverse. It will support the expected decrease in average household size as well as the expected modest increase in the population and will thus be beneficial.
- 4.5.3 The housing target for Guildford is to provide 316 new homes per year until March 2016, as set out in Indicative Policy CP2. This is approximately the rate of construction achieved in recent years. The Sites Allocations DPD will identify possible sites for residential or mixed-use development within the existing urban areas of Guildford, Ash, Ash Vale and Tongham and within identified village settlement boundaries.
- 4.5.4 Indicative Policy CP10 is likely to have a direct and positive benefit by supporting the demographic shift in the age profile of the population that is expected in the period up to 2018.

4.6 Proposed mitigation measures

- 4.6.1 None proposed.

4.7 Proposed monitoring

4.7.1 The following indicators are proposed as part of the SA Monitoring Framework:

- Total population
- Population density per square kilometre
- Population structure by age
- Population structure by sex
- Population structure by ethnic background
- Population structure by social grade

5 HEALTH

5.1 Introduction

5.1.1 For the purposes of this chapter health is defined as a state of complete physical, mental and social well-being and not merely the absence of disease.

5.1.2 The Council has responsibility for certain aspects of public health, for instance environmental health or local air quality management. In the main, however, health matters are not directly influenced through land-use planning and the Local Development Framework. Planning can indirectly affect the key determinants of public health, including housing, air quality, employment and education.

5.2 Health Baseline in Guildford

5.2.1 Guildford's population is healthier than national and regional averages on a wide set of health metrics (Guildford Borough Council website, data published Feb 2005 and based on Census 2001). Only 5.7% of all people rate themselves as 'not in good health' as summarised in Table 5.1:

Table 5.1: Self-assessed health in previous twelve months (2001)

Area	Good health	Fairly good health	Not good health
England and Wales	68.5 %	22%	9%
South East	71%	21%	7%
Guildford	75.2%	19.1%	5.7%

Source: National Statistics.

5.2.2 The pattern of long term illness and general health in Guildford Borough is summarised in Table 5.2 below:

Table 5.2: Long term illness and general health in Guildford (2001)

Issue	Quantity	Percentage of population
Population with limiting Long Term illness	16,690	12.9%
Households with at least one person with long term illness	13,388	25.6%
Population with general health over last year "not good"	7,440	5.7%
Population providing unpaid care	11,962	9.2%

Source: 2001 Census.

5.2.3 Life expectancy is among the most fundamental indicators of health. In 2004 life expectancy at birth in the United Kingdom was 77 years for males and almost 81 years for females. In Guildford, life expectancy was significantly higher than both regional and national averages with a life expectancy of 79 years for males and 84 for females.

Table 5.4: Life expectancy in years at birth (2001-2003)

	Males	Females
England and Wales	76.1	80.7
South East	77.4	81.6
Guildford	78.9	83.9

Source: National Statistics

5.2.4 Table 5.5 below shows Hospital Episode Statistics in Guildford. These show the incidence of certain key diseases and admissions for accidents. In general, the older groups tend to have poorer health.

Table 5.5: Hospital Episodes in Guildford (April 2002 - March 2003)

Episode	Males		Females	
	16-59	60+	16-59	60+
Heart Disease	224	509	94	427
Stroke	14	95	18	107
Cancer	341	702	465	649
Accident	306	150	106	373
Coronary Bypass or Angioplasty	41	55	6	16
Total Episodes	3,964	4,461	4,842	5,002

Source: National Statistics

5.3 Context Review

5.3.1 Key messages from the context review include:

Key Messages from the Context Review	Evidence Source
Ensuring a "strong" and "healthy" society is a key feature of sustainable development	One Future – Different Paths: UK framework for sustainable development (2005)
The Vision of the South East Plan is for a 'healthy region', through the Plan and other measures, the South East will show a sustained improvement in its quality of life over the period to 2026, measured (among other things) by the health and well-being of its citizens	The South East Plan Core Document, Draft for Public Consultation (2005)
Regional Objective 3 " To improve the health and well-being of the population and reduce inequalities in health"	Part of the Integrated Regional Framework 2004: A Better Quality of Life in the South East.
"Promoting or improving the economic social and environmental well-being of their areas" and "promote healthier lifestyles".	Local Strategic Partnership (LSP) and Community Plan

5.4 Likely future conditions

5.4.1 Life expectancy in the UK has increased significantly in the last few centuries. There is no apparent reason to think that this trend will change. Since health tends to deteriorate with age, is likely that Guildford will experience a growth in demand for health care services in the future as the population ages.

5.5 Likely significant effects of the Core Strategy Preferred Options

Preferred Option - Location and Pace of Development

5.5.1 The Preferred Option is given expression by Indicative Policy CP1, which replaces Policy G12 of the Guildford Borough Local Plan 2003. Its function is to ensure that 'all new development generating significant number of trips should be located in areas that are, or will be made, highly accessible by public transport, walking and cycling', thus supporting healthy lifestyles.

5.5.2 Indicative Policy CP1 is also indirectly beneficial to health objectives by seeking to reduce the number of journeys by cars and therefore, reducing air pollution emissions.

5.5.3 However the Preferred Option itself makes no mention of walking and cycling, and should, perhaps, be revised to correct this omission.

Preferred Option - Housing

- 5.5.4 The Housing Preferred Option could result in a number of indirect health benefits. For instance it provides for additional housing and, in particular, more affordable housing. It also seeks to address the housing needs of gypsies and travellers. However in these respects the Preferred Option continues existing Local Plan policy, so the benefits are unlikely to be significantly different.
- 5.5.5 Indicative Policy CP10 represents a significant departure from current policy, however, and seeks to address the trend towards an ageing population. It would ensure that 20% of those developments of 25 or more residential homes meet "Lifetime Homes" standards. The significance of the beneficial effect would increase with time, as these standards not only benefit people with an immediate need for flexibility and adaptability (for whatever reason: small children, disability, old age and others) but will serve to build up a stock of appropriate Lifetime Homes for the increasingly elderly population.

5.6 Proposed mitigation measures

- 5.6.1 The following mitigation measures are proposed:
- Revise the Location and Pace of Development Preferred Option to make reference to walking and cycling, as well as public transport
 - Revise the Movement Preferred Option to make reference to walking and cycling, as well as public transport
 - Revise Indicative Policy CP17 to include extent of requirements for children's play space and formal playing field space within the policy.

5.7 Proposed monitoring

- 5.7.1 Indicators to measure health outcomes should form part of the SA Monitoring Framework and these should include:
- Hospital Episode Statistics (from National Statistics), such as annual figures for Heart Disease, Stroke, Cancer, Coronary Bypass / Angioplasty or Accident
 - Life expectancy at birth (also from National Statistics)

6 ECONOMY

6.1 Introduction

- 6.1.1 The performance of the economy has a fundamental bearing on the achievement of sustainable development. It has both beneficial and adverse impacts. On one hand there are negative aspects, such as pollution from industry or traffic, while on the other hand the economy provides employment and generates wealth. A sustainable economy should be seen as a part of the wider social and natural environment and, as far as possible, should not have deleterious effects on the environment.
- 6.1.2 This chapter examines the impacts of the Core Strategy Preferred Options on economic development within the Borough.

6.2 Economic Baseline in Guildford

- 6.2.1 Guildford is an economically prosperous Borough with over 5000 businesses; Table 6.1 below shows the breakdown of businesses by sector (in each case the number is followed by % of total).
- 6.2.2 It should be noted that the data in Table 6.1 is for VAT Registered businesses only and therefore does not include all business in the Borough, notably sole traders or small businesses with a turnover of less than £55,000 per annum. Nevertheless it suggests that the economic profile of Guildford is similar to that of the South East as a whole, with the obvious exceptions of construction and property/business services. The former sector represents substantially less of the economy than the regional and national averages whilst the latter is substantially greater.

Table 6.1: Counts of VAT Based Enterprises by Broad Industry Group (2005)

Sector	Guildford		South East		England	
Agriculture	130	3%	10,315	4%	86,635	6%
Production	300	6%	19,870	8%	120,880	9%
Construction	95	2%	33,145	13%	160,38	12%
Motor trades	180	4%	10,140	4%	56,340	4%
Wholesale	280	6%	15,480	6%	92,980	8%
Retail	375	7.5%	23,645	9%	154,640	11%
Hotels & catering	205	4%	14,965	6%	93,745	8%
Transport	100	2%	8,145	3%	49,520	4%
Telecommunications	35	0.7%	2,295	1%	13,175	1%
Finance	45	0.9%	1,430	0.5%	9,200	0.5%
Property & business services	2,165	43%	88,705	35%	413,645	30%
Education	50	1%	2,200	1%	10,360	1%
Health	45	0.9%	1,485	0.5%	7,765	0.5%
Public Admin & Other Services	480	10%	23,975	9%	116,970	9%
Total	4,980		255,790		1,386,240	

Source: National Statistics

6.2.3 The number of VAT-registered businesses in the Borough declined very slightly between 2003 and 2004 with de-registrations exceeding registrations as demonstrated in Table 6.2. This compares with a very minor decrease in the South-East (unlikely to be statistically significant) and a minor increase in Great Britain:

Table 6.2: VAT Registrations and business stock (2004)

	Guildford		South East		Great Britain	
	2003	2004	2003	2004	2003	2004
VAT Registration Rate	590	525	30,470	28,360	189,115	181,415
VAT De-Registration Rate	535	550	26,875	28,245	167,630	179,370
Business Stock	5,680	5,655	287,055	287,175	1,817,820	1,819,870

Source: Department of Trade and Industry

6.2.4 Guildford is a key retail centre in the region and has 1,120 retail premises (including shops, financial and professional services and food and drink outlets, but excluding public houses and hotels). Other businesses include 1,281 office premises, 416 factories and 342 warehouses. Approximately 15 per cent of total office stock in the Borough is now vacant (Source: Guildford Borough Council.)

6.3 Context Review

6.3.1 Key messages from the context review include:

Key Messages from the Context Review	Evidence Source
Ensure that there is sufficient land available which is capable of development and is well served by infrastructure Ensure that there is a variety of sites available to meet differing needs Encourage the re-use of urban land	PPG4 Industrial, commercial development and small firms ODPM, 1992
Need to ensure steady and sustainable levels of economic growth, capitalising on the region's strengths and the opportunities to increase productivity	South East Plan South East England Development Agency (SEEDA), 2002
Facilitate innovation throughout the economy Raise productivity Encourage the most efficient and effective use of land and property Reduce dependency on the road network; and Promote a culture of corporate responsibility.	Surrey Structure Plan Surrey County Council, 2004
Support the maintenance and renewal of the Local Economy This involves retaining the existing broad supply of employment land in the Borough by resisting the loss of existing employment land to other uses.	Guildford Local Plan Guildford Borough Council, 2003

6.4 Likely future conditions

6.4.1 All local economies are profoundly influenced by national and international economic conditions and Guildford is no exception. The future success of the Borough's economy rests to a great extent on factors beyond the control of the Council or even the UK Government.

6.4.2 In common with other parts of the South East, having good links to London, Heathrow Airport and continental Europe, Guildford enjoys many economic advantages compared to the rest of Great Britain. However the economic success of Guildford is likely to mirror that of the South East and it is likely that dominant business sectors will continue to be business services and retail. Based on recent trends, the business stock is likely to remain relatively stable in terms of mix and overall totals with a low turnover of VAT

registrations / de-registrations.

6.5 Likely significant effects of the Core Strategy Preferred Options

Preferred Option - Housing

- 6.5.1 On the face of it, the Housing Preferred Option does not appear to have any new economic implications. However, closer inspection of the accompanying Indicative Policies suggests that there could be several indirect effects.
- 6.5.2 Indicative Policy CP2 provides for approximately the same number of new dwellings per annum as the current policy in the Local Plan. This would be expected to continue the positive economic multiplier effect, both from the construction of the dwellings themselves and from the consequent increase in population.
- 6.5.3 Set against this beneficial effect are the likely adverse economic effects of the 5% increase in affordable housing proposed in Indicative Policy CP8 and the new provision for Lifetime Homes set out in Indicative Policy CP10. Both Indicative Policies imply an increased cost to developers per unit, which may translate into a slight 'drag' on the Borough's economy.
- 6.5.4 The overall effect of these Indicative Policies is hard to assess with certainty but, whether beneficial or adverse, the net effect would probably be small and, hence, not significant.

Preferred Option - Economy

- 6.5.5 The Preferred Option envisages that the current extent of business land will be sufficient to maintain future economic growth. This suggests that the option will have no significant effect on the economy.
- 6.5.6 The option also suggests that existing surplus office space, which is unoccupied, could be redeveloped for housing. This is based on the findings of background studies undertaken by the Council. It is understood that the offices in the Town Centre are not surplus to requirements due to their accessible location and so the Preferred Option should identify the Town Centre specifically as strategic employment land.

Preferred Option - Shopping

- 6.5.7 Retail development will be concentrated in established retail areas and in accordance with a retail hierarchy (Guildford; District Centres;

"Very Small scale" elsewhere). Since this option serves to maintain the status quo of the existing pattern of retail development and it replaces similar existing policies, its effect on the economy is assessed as neutral.

- 6.5.8 One uncertainty relates to Indicative Policy CP14. Compared with Policies S1 and S2 in the Local Plan, CP14 appears to severely curtail the prospects for new edge-of-centre or out-of-centre retail developments (in line with government policy set out in PPS6, Town Centres). On the one hand, this could result in fewer large, warehouse-style stores in the future; on the other hand, it could encourage smaller businesses, possibly more beneficial to the Borough's economy in the long run.

Preferred Option - Environment

- 6.5.9 The Environment Agency has identified those areas liable to flood in the Borough. Flood Zone 1 is land at little or no risk of flooding, whilst Flood Zone 2 is at medium risk of flooding. Flood Zone 3 is an area with a high probability of flooding. The Preferred Option is to *"avoid development in the flood plain, unless there are no viable alternatives and appropriate flood mitigation is provided"*.
- 6.5.10 This option could constrain development (or redevelopment) within Guildford Town Centre and the smaller towns of East Horsley, Ash and Tongham, parts of which lie within Flood Zones 2 and 3. For this reason it is judged as having a negative effect on the economy.
- 6.5.11 However, Indicative Policy CP24 may, in fact, be less restrictive of development in the flood plain than the corresponding policy in the Local Plan (see the General Policies chapter e.g. Policy G1(6) Flood Protection). This would probably be of benefit to the economy, although the impact of climate change could mean that the benefit might only be short-term.
- 6.5.12 The requirement for 10% of energy to be supplied from on-site renewable sources on commercial units over 1,000m² (Indicative Policy CP25) would impose additional capital costs on new business developments. The payback periods for renewables infrastructure are typically long and despite the modest benefits that accrue from reduced energy bills and enhanced image, the costs are seen as far outweighing any benefits by most of the business community. The option could thus run the risk of dissuading new business start-ups in the Borough or relocation of expanding businesses to adjacent Boroughs. CP25 is thus seen as having a potentially negative effect on the economy.

Preferred Option - Planning Benefits

6.5.13 Planning benefits will provide social, environmental and economic infrastructure for the Borough but at additional capital cost to developers and the business community. Since the costs to individual businesses are re-invested in infrastructure that supports the wider economy and since Indicative Policy CP27 replaces a similar existing policy, the Preferred Option is here judged to have a neutral effect on the economy.

6.6 Proposed mitigation measures

6.6.1 The following mitigation measure is proposed:

- For clarity, the Town Centre should be specifically identified as strategic employment land in the Economy Preferred Option

6.7 Proposed monitoring

6.7.1 The following contextual indicators could be incorporated in the SA Monitoring Framework:

- VAT registrations and de-registrations (from National Statistics)
- Counts of VAT-based enterprises by broad industry group (from National Statistics)

7 EMPLOYMENT

7.1 Introduction

7.1.1 This chapter deals specifically with the significant effects on employment in Guildford. The previous chapter concerned the economy of the Borough and the likely significant effects on business resulting from the Core Strategy Preferred Options. Clearly any expansion or contraction of the economy is likely to have an indirect effect on employment in the Borough and this is the overall context in which this chapter should be read.

7.2 Employment Baseline in Guildford

7.2.1 According to mid-year population estimates (National Statistics, 2004) there are a total of 84,400 people of working age in Guildford (64.6% of the total population). The current unemployment rate in the Borough is 1.7% of which 0.9% (769) people are claiming Job Seekers Allowance, compared to 1.4% in the South East and 2.2% in Great Britain. The un-employment rate is thus slightly lower than the average for the South East as a whole and substantially lower than the national average.

7.2.2 Table 7.1 outlines the employment status of the population for ages 16-74.

Table 7.1: Employment Status (2004)

Employment status of people 16-74	Guildford	South East	England & Wales
Employees Full-time	44.5%	43.2%	40.6%
Employees Part-time	11.1%	12.2%	11.8%
Self-employed	10.3%	9.6%	8.3%
Unemployed	1.7%	2.3%	3.4%

Source: Neighbourhood Statistics

7.2.3 The following table shows the breakdown of employment in Guildford by industry. It clearly indicates that the highest percentages of jobs are in the service industry with the lowest numbers in the construction and transport and communications industries. This confirms the data set in the Economic topic paper.

7.2.4 The public administration, education and health sector provide a higher proportion of the jobs than the South East or national averages. This reflects the presence of the University of Surrey, which employs 2,500 people as well as the Surrey Research Park,

and the Royal Surrey County Hospital, which are also located within the Borough.

Table 7.2: Workforce by employment sector (2004)

Sector	Guildford (jobs)	Guildford	South East	GB
Manufacturing	4,782	7.1%	9.4%	11.9%
Construction	2,188	3.3%	4.1%	4.5%
Distribution, hotels & restaurants	17,497	26.1%	26.3%	24.7%
Transport & communications	2,198	3.3%	5.8%	5.9%
Finance, IT, other business activities	15,710	23.4%	23.2%	20.0%
Public admin, education & health	21,148	31.5%	24.5%	26.4%
Other services	3,148	4.7%	5.0%	5.1%
Tourism-related	5,089	7.6%	8.3%	8.2%
Total	67,069	-	-	-

Source: NOMIS

7.2.5 Table 7.3 demonstrates that the average weekly pay in Guildford is significantly higher than South East and the national average.

Table 7.3: Gross weekly pay of Guildford residents (2005)

Gross weekly pay	Guildford	South East	Great Britain
Full Time Workers	£554.10	£467.90	£433.10
Male Full Time Workers	£613.40	£521.20	£474.90
Female Full Time Workers	£453.90	£392.90	£372.30

Source: Annual survey of hours and earnings - resident analysis

7.2.6 This high level of pay reflects at least in part the high skills level in the Borough. Table 7.4, which is based on Guildford's working age population, indicates that 37.8% (30,200) of the population is qualified to degree level, which is substantially higher than the South East and national averages. The pattern of a highly skilled workforce, in comparison to regional and national averages, is reflected across all skill levels:

Table 7.4: Qualifications (2003-2004)

Skills level	Guildford	Guildford	South East	GB
NVQ 1 and above	66,900	83.6%	81.1%	76.0%
NVQ 2 and above	58,800	73.6%	66.0%	61.5%
NVQ 3 and above	46,600	58.2%	46.9%	43.1%
NVQ 4 and above	30,200	37.8%	28.5%	25.2%
Other Qualifications	7,000	8.8%	8.0%	8.8%
No Qualifications	6,100	7.6%	10.8%	15.1%

Source: National Statistics

7.3 Context Review

7.3.1 Key messages from the context review include:

Key Messages from the Context Review	Evidence Source
Ensure that sufficient employment land is provided through redevelopment and brownfield sites and refurbishment of existing stock to provide new and flexible employment space	Regional Economic Strategy SEEDA (2005)
New employment should be focussed around areas where people live and can easily access jobs without having to travel by car	PPG 4: Industrial, commercial development & small firms ODPM 1992
Maintain the current supply of employment land	Guildford Local Plan Guildford Borough Council, 2003

7.4 Likely future conditions

7.4.1 Forecasts suggest that the number of people working in the Borough is set to rise from 67,069 in 2004 to 85,100 by 2010. (Source: Guildford Community Plan, 2003).

7.4.2 Guildford's unemployment is low with 0.9% of the population claiming Job Seekers Allowance in February 2005 (Source: NOMIS), which compares favourably with the South East and Great Britain averages. Whilst the national economy continues with its recent pattern of modest growth there is no reason to expect substantial changes in the levels of unemployment in Guildford, either in real or relative terms.

7.4.3 The average pay in the Borough has been growing steadily since 1998. On the basis of this trend and given the prevailing economic climate, it is reasonable to conclude that the average pay of

Guildford residents will continue to rise, this being driven in particular by very high levels of average pay amongst male workers. The discrepancy in wages between male and female workers may also continue to grow although in real terms the wages of both sexes are likely to remain higher than corresponding wages elsewhere.

- 7.4.4 Similarly it seems likely that the skills level in the Borough will remain high with the proportion of people educated to degree standard or similar being much higher than regional and national averages.

7.5 Likely significant effects of the Core Strategy Preferred Options

- 7.5.1 Since employment is heavily dependent on the health of the economy, this assessment should be read in conjunction with the previous chapter on the economic effects of the Preferred Options. Planning policies cannot create jobs but can assist in creating the circumstances for investment to stimulate growth.

Preferred Option - Economy

- 7.5.2 This option states that identified strategic employment sites will be protected but that no new large scale-strategic sites will be allocated. One of the central tenets of the option is that there is sufficient existing business land to meet the needs of the local economy and thus employment needs. Given the high levels of existing employment and the apparent stable nature of the local economy, the effects on employment of this option will not be significant.

7.6 Proposed mitigation measures

- 7.6.1 None proposed.

7.7 Proposed monitoring

- 7.7.1 The following indicators are proposed as part of the SA Monitoring Framework:
- Employment by occupation (from NOMIS)
 - Job Seekers Allowance claimants (from NOMIS)
 - Gross weekly pay of Guildford residents (from NOMIS)
 - Gross weekly pay of Guildford workers (from NOMIS)
 - Qualifications of Guildford residents (from National Statistics)

8 TRANSPORT

8.1 Introduction

8.1.1 Sustainable transport is key to the wider sustainable development agenda. An efficient transport network is a pre-requisite of a successful, modern economy. A safe and accessible transport network helps fulfil society's social objectives, while a low-pollution transport network is essential to safeguard the environment and climate. Reconciling these conflicting requirements is at the heart of the planning process.

8.1.2 This chapter explores the likely effects of the Core Strategy Preferred Options on transport.

8.2 Transport Baseline in Guildford

8.2.1 Over half of the Borough's working age population travel to work by driving a car or a van (57.7%). This is slightly lower than the South East average (59.9%) and the South East average (59.2%), but higher than the average for England (54.9%). It also outlines that significantly less people than the national average use a bus get to work. The low total probably reflects both relatively poor coverage and frequencies of existing bus routes and the exceptionally high levels of car ownership (see below). The number of people using the train to get to work is however higher at 8.5% but this is likely due to the volume of the "London commute" rather than intra-Borough commuting.

Table 8.1: Modes of travel to work

Mode of Travel	Guildford	South East	England
Work mainly from home	10.4%	9.93%	9.19%
Metro, Light Rail or Tram	0.2%	0.23%	3.01%
Train	8.5%	5.63%	4.08%
Bus, Mini Bus or Coach	3.2%	4.35%	7.40%
Motorcycle, Scooter or Moped	0.9%	1.12%	1.09%
Driving a Car or Van	57.7%	59.18%	55.23%
Passenger in a Car or Van	4.7%	5.65%	6.25%
Taxi or Minicab	0.2%	0.41%	0.52%
Bicycle	2.5%	3.07%	2.83%

Mode of Travel	Guildford	South East	England
On foot	11.2%	9.91%	10.01%
Other	0.5%	0.50%	0.47%

Source: National Statistics

8.2.2 According to the 2001 census, each household in Guildford Borough owned on average 1.45 cars, an increase from 1.27 since the 1991 census. Table 8.2 below illustrates the car availability in the Borough.

Table 8.2: Car ownership (2001)

Car Availability	Guildford	South East	England
All households	52,350	3,287,489	20,451,427
None	14.8%	19.4%	26.8%
1 car or van	40.8%	42.6%	43.7%
2 cars or vans	33.5%	29.6%	23.6%
3 cars or vans	8%	6.3%	4.5%
4 or more	2.9%	2.1%	1.4%
All cars or vans	75,757	4,271,483	22,607,629
Cars per household	1.45	1.30	1.11

Source: National Statistics

8.2.3 In 2001, 10.9% of households in Guildford Borough owned 3 or more cars, nearly double the average of 5.9% for England. Furthermore, 2.9% of households own 4 or more cars, which is more than double the average for England of 1.4%. The extremely high level of car ownership contributes to congestion in Guildford town centre and combined with the low level of public transport use (see above) this represents a significant sustainability challenge to the Borough.

8.2.4 Between 1994 and 2004, 177 adult pedestrians and 78 adult cyclists were killed or seriously injured (KSI). Furthermore, 73 children were KSI between 1994 and 2004. The Borough is seeking to reduce the adult rate of KSI by 40% and the children by 50% by 2010 (Source: SA Scoping Report).

8.3 Context Review

8.3.1 Key messages from the context review include:

Key Messages from the Context Review	Evidence Source
Minimise the need to travel and support non-car modes of travel & Locate new development in places, which can be served by public transport.	PPG 13: Transport ODPM The Provisional Surrey Local Transport Plan Surrey County Council (2005)
Measures for tackling congestion will be implemented throughout Surrey. There will be a particular emphasis in the regional transport hubs such as Guildford	The Provisional Surrey Local Transport Plan Surrey County Council (2005)
Management and maintenance of the Transport Network will make the most effective and efficient use of the existing infrastructure.	The Provisional Surrey Local Transport Plan Surrey County Council (2005)

8.4 Likely future conditions

8.4.1 It is likely that traffic on the Borough's roads will continue grow for the foreseeable future, in the absence of policies designed to curb the use of the car. Without dramatic change in the trends in car use and the use of public transport, it is also likely that traffic congestion in Guildford will increase.

8.5 Likely significant effects of the Core Strategy Preferred Options

Preferred Option - Location of and Pace of Development

8.5.1 This Preferred Option seeks to direct new development that will generate a considerable number of trips to locations, which are highly accessible by public transport. It differs from the existing policy (G12) in the Local Plan by omitting mention of walking and cycling as factors in deciding the location of development. Indicative Policy CP1 does mention these modes, however. This appears to be an administrative omission; the Preferred Option should do so as well.

Preferred Option - Movement

8.5.2 The Movement Preferred Option largely reflects policies that are already in place through the Local Plan (Policies G1(1), G6 and M1) and will therefore not be likely to have a significant effect on transport in the Borough.

8.5.3 One important change is that parking standards are now defined in

the Council's draft Vehicle Parking Standards SPD rather than in the Local Plan or the emerging Core Strategy. It is noted that the draft SPD significantly relaxes the parking standards for food retail superstore and restaurant / cafe developments. For food retail superstores the maximum number of car parking spaces will be one per 14m² rather than the current one per 18 m², while for restaurants / cafes the maximum will be one space per 6 m² rather than one space per 30m². This change would be likely to encourage the use of the private car for trips to these destinations and runs counter to the Council's strategy to reduce car use in Guildford. The change was made to align GBC approach with that of Surrey CC's Vehicle Parking Standards.

8.6 Proposed mitigation measures

8.6.1 The following mitigation measures are proposed:

- Revise the Location and Pace of Development Preferred Option to make reference to walking and cycling, as well as public transport
- Revise the Movement Preferred Option to make reference to walking and cycling, as well as public transport
- Indicative Policy CP1: this option should define 'significant trip generation' to improve clarity

8.7 Proposed monitoring

8.7.1 The following contextual indicators are proposed as part of the SA Monitoring Framework:

- Number of permissions for developments generating significant numbers of trips in locations not highly accessible by sustainable means
- Annual average traffic flows on the principal routes
- Mode of travel to work
- Patronage on bus quality partnership routes
- Extent and use of cycle and pedestrian networks

9 CRIME AND SAFETY

9.1 Introduction

9.1.1 Safe, healthy and vibrant neighbourhoods are fundamental to the economic, social and environmental well being of the community. This chapter investigates the current and likely future situation in terms of crime and public safety in the Borough and how the Core Strategy Preferred Options might influence crime in future.

9.2 Crime Baseline in Guildford

9.2.1 Surrey has the lowest level of recorded crime in England according to the Safer Guildford Partnership (Guildford's Crime and Disorder Reduction Partnership, CDRP) and Guildford's low crime rate is typical of the County as a whole. Indeed, Guildford Borough is reported to be one of the safest places to live, work and visit in the UK (Source: <http://www.saferguildford.org.uk/>).

9.2.2 The role of the Safer Guildford Partnership is to reduce crime and disorder in the community, as well as tackling fear of crime. A Crime and Disorder Audit is conducted every three years involving wide consultation and analysis of crime figures. This audit ensures that the Partnership tackles the issues of concern to residents. Following the audit, an action plan is created and is titled "the Community Safety Strategy" (Source: <http://www.saferguildford.org.uk/>).

9.2.3 Table 9.1 compares the total and average number of offences in Guildford with the England & Wales averages:

Table 9.1: Total offences and offences per thousand population

Period	Guildford (pop. 131,000)		England & Wales
	Total number of offences	Offences per 1000 population	
Apr-Jun 2004	2761	21.1	27.3
Jul-Sep 2004	2451	18.7	26.3
Oct-Dec 2004	2396	18.3	26.1
Jan-Mar 2005	2849	21.8	25.5

Source: www.crimestatistics.org.uk

9.2.4 Table 9.1 confirms that the total number of offences is substantially lower than the averages for England and Wales but does not allow any trends to be identified. However between January and March 2006 2239 crime instances were recorded (Source: Guildford baseline tables/ Surrey Police) and when compared to the same

quarter in 2005 (2849), this may be indicative of a trend of modest improvement in the level of recorded crime in the Borough.

9.3 Context Review

9.3.1 The following are the key messages from the context review:

Key Messages from the Context Review	Evidence Source
Ensure good design, including designing out crime	Regional Sustainable Development Framework for the South East (2004)
Ensure that development supports existing communities and contributes to the creation of safe, sustainable and liveable communities	PPS 1: Creating Sustainable Communities, (2004)
Six priorities to reduce crime in Guildford, which have common ground with the overall priorities of the County.	2005-2008 Surrey Crime & Disorder Reduction Strategies

9.4 Likely future conditions

9.4.1 Levels of recorded crime in Guildford are likely to remain lower than the average for England and Wales and may improve further if current short terms trends are maintained.

9.4.2 Crime reduction should also be enhanced further by the focus of the CDRP on the following priority areas to 2008 (Source: Safer Guildford Partnership):

- Making your neighbourhood safer by reducing antisocial behaviour and criminal damage
- Making the town centre safer by reducing drunkenness, antisocial behaviour, damage
- Reducing the serious crimes that concern you most, such as burglary and car crime
- Making the roads safer by reducing traffic speeds and casualties
- Reducing drug and alcohol-related crime and disorder by tackling persistent offenders with drug and alcohol dependencies.
- Making people safer in their homes by supporting victims of domestic abuse.

9.5 Likely significant effects of the Core Strategy Preferred Options

9.5.1 No significant effects on crime or safety are thought likely as a result of the Core Strategy Preferred Options.

9.6 Proposed mitigation measures

9.6.1 Although no significant effects of the Core Strategy have been identified, and no specific objective of the Core Strategy relates to Crime directly, several points could be taken into consideration when dealing with new developments:

- Incorporation of measures to “design out crime”
- Safer cycle paths and walkways

9.6.2 Whilst it cannot be regarded as mitigation, the inclusion of an objective in the Core Strategy that aims at Crime reduction and control is recommended.

9.7 Proposed monitoring

9.7.1 Several indicators are used by the Borough at present to monitor and identify issues pertinent to creating and maintaining safer and more secure communities and would be appropriate for SA monitoring:

- Number of recorded offences per 1000 people
- Level of domestic burglaries, violent offences against the person and vehicle crimes
- Percentage of residents expressing fear of crime within the Borough

10 HOUSING

10.1 Introduction

- 10.1.1 Guildford's population is forecast to increase to 138,000 by 2021 whilst households are projected to increase by 61,800 by 2021. The average household size is forecast to reduce from 2.35 people to 2.18 by 2021.
- 10.1.2 The 2005 Guildford Housing Strategy summarised the difficulties for first time buyers in the Borough. The majority (65%) of those in rented accommodation would prefer to owner occupy but despite the high average levels of wages (see Section 7), 88% state that they would be unable to afford a mortgage of more than £500 per month and 80% have insufficient income to access the local market. This is by no means unusual in the South East and means that relatively low-paid key workers, can find it extremely difficult to become homeowners.
- 10.1.3 The Housing Strategy also highlights the need to provide a variety of dwelling types in order to provide a suitable mix including smaller more affordable homes. Of existing house types, 34.8% are detached and 32.6% are semi detached.
- 10.1.4 There is a further need to work towards the Government's 'Decent Homes' standard. A decent home is a home that is warm, weatherproof and has reasonably modern facilities. New housing must conform to this standard. The Guildford Housing Strategy requires all social housing to meet the Decent Homes Standard by 2010.

10.2 Housing Baseline in Guildford

- 10.2.1 In 2004, Guildford had a total of 53,743 dwellings of which 1,008 (1.9 per cent) were vacant and 1,476 (2.7 per cent) were classed as unfit. This compares with 'unfitness' levels of 3.5 per cent in the South East region and 4.8 per cent in England as a whole, suggesting that the housing stock in the Borough is in slightly better condition than the regional and national average.
- 10.2.2 The social rented housing register in Guildford had 1,902 households on it in 2003 and in addition, the Borough had 103 households accepted as homeless (these are included on the Housing Register). Approximately 6.8% of all households had another household living within it. These "concealed households" cannot afford to enter the housing market. 3,545 concealed

households were identified that had a potential housing need up to 2008.

10.2.3 The Guildford Housing Strategy indicated that 16% of households have someone with a disability (8,057 households), 10% of which included a wheelchair user, but only 11% of the total have been adapted to meet their needs.

10.2.4 Table 10.1 demonstrates that the average (mean) price of a house in Guildford declined slightly in 2005 compared to the peak in 2004. Note that this average refers to the average of all houses, regardless of type or number of bedrooms.

Table 10.1: Housing market - mean house prices in Guildford (fourth quarter)

1998	1999	2000	2001	2002	2003	2004	2005
£145,389	£182,533	£208,194	£220,629	£267,459	£282,219	£305,925	£299,285

Source: ODPM (based on Land Registry data)

10.2.5 Table 10.2 demonstrates that the proportion of owner-occupiers who own houses outright is slightly higher than regional and national averages and this is likely to be due in part to the pattern of higher incomes in the Borough.

Table 10.2: Household Tenure

	Guildford	South East	England & Wales
Owner occupied: Owns outright	32.0%	31.3%	29.5%
Owner occupied: Owns with a mortgage or loan	41.0%	41.9%	38.8%
Rented from: Council (local authority)	9.9%	7.4%	13.2%
Rented from: Housing Association / Registered Social Landlord	2.7%	6.6%	6.0%
Rented from: Private landlord or letting agency	9.4%	8.8%	8.7%
Rented from: Other	4.1%	3.3%	3.2%

Source: Neighbourhood Statistics

10.2.6 The Housing Strategy highlights the need to provide a variety of dwelling types in order to provide a suitable mix including smaller more affordable homes. Of existing house types, 34.8% are detached and 32.6% are semi detached. The price of entry-level stock, flats / maisonettes (the main property type for first time buyers) has increased by 36.8% and average terraced house prices have increased by 2.8% in the last 2 years.

10.2.7 The total number of affordable houses needed annually is 1,185 units. The Housing Needs Survey 2005 identified that there was a shortfall of 804 affordable homes in the Borough.

10.3 Context Review

10.3.1 The key messages from the context review are shown in the table below:

Key Messages from the Context Review	Evidence Source
Meet housing requirements, including for affordable housing	PPG 3: Housing; RPG 9: Regional Planning Guidance for the South East; The South East Plan Core Document Draft for Public Consultation (2006)
Promote mixed-use development and urban renaissance	Regional Sustainable Development Framework for the South East
Provide wider housing opportunity and choice and a better mix in the size, type and location of housing than is currently available, and seek to create mixed communities	PPG 3: Housing (2000)
Create more sustainable patterns of development by building in ways which exploit and deliver accessibility by public transport to jobs and services	PPG 3: Housing (2000)
Making a clear commitment to affordable housing by "ring-fencing" capital receipts from disposal of housing assets for affordable housing and regeneration purposes and by this commitment ensure delivery of schemes	Guildford Housing Strategy, 2005

10.4 Likely future conditions

10.4.1 It seems probable that house prices will continue to rise in the long-term, exacerbating the problem of affordability, although there are likely to be peaks and troughs in the market. Houses prices in Guildford are also likely to remain higher than regional and national averages.

10.4.2 Guildford is heavily constrained by the Thames Basins Heath Special Protection Area and English Nature's residential development buffer zones (see Section 16) and it is therefore likely that residential development will focus on those available sites more remote from the SPA. It is also likely that the great majority of new housing will be on brownfield land.

10.4.3 In consultation with English Nature, the Council is currently preparing a strategy to deal with development within the buffer zones. This strategy is discussed further in Chapter 16 (Biodiversity).

10.5 Likely significant effects of the Core Strategy Preferred Options

Preferred Option - Housing

- 10.5.1 The Housing Preferred Option seeks to meet housing need by building new dwellings primarily in urban areas, limiting development in rural areas to small scale, affordable housing developments only. The impact of housing on the Green Belt will be minimised by ensuring that any replacement buildings are no larger than the original buildings. In these respects the Preferred Option conforms to the policies in the Local Plan and therefore is unlikely to have significant effects.
- 10.5.2 However the option calls for an increase in affordable housing provision (from 30% to 35%, according to Indicative Policy CP8) and lowers the threshold at which affordable housing is required. The Preferred Option should therefore have a significantly beneficial effect on the supply of affordable housing, assuming that the overall delivery of housing is not reduced because of the increased cost to developers of this and other financial burdens.
- 10.5.3 The housing target for Guildford, set out in Indicative Policy CP2, is to provide 316 new homes per year until March 2016. This is approximately the same rate of construction required by the Surrey Structure Plan and set out in the Local Plan for the period to 2006.
- 10.5.4 The Preferred Option also calls for adaptable housing to meet the needs of the elderly. Indicative Policy CP10 sets the standard of 20% on developments of twenty-five or more dwellings. This represents a significant beneficial change in policy compared with the Local Plan.

Preferred Option - Environment

- 10.5.5 A number of environmental constraints exist in the Borough that restrict the scope for new house building. Among these are the Green Belt, the Surrey Hills Area of Outstanding Natural Beauty and the various sites of international importance for biodiversity. The Preferred Option recognises the value of these assets and protects them from new development, although this protection is not likely to significantly alter the delivery of housing since the Local Plan already affords similar protection.
- 10.5.6 The Preferred Option is expressed in policy terms through Indicative Policies CP20 to CP22, CP24 and 25 and these may have important effects on housing. In particular Indicative Policy 20 represents a significant departure from the Local Plan because it

requires housing schemes within 5km of the Thames Basin Heaths SPA to either provide substantial open space to avoid potential damage to biodiversity assets and/or improve accessibility to existing areas of countryside. This could well have a significant adverse effect on the delivery of housing.

10.5.7 Indicative Policy CP24, on the other hand, could be moderately beneficial, at least in the short term. This includes a clause permitting development in the flood plain if the benefits of development outweigh the risks of flooding that is absent from the Policy G1(6) in the Local Plan. This is important because a number of proposed housing sites in Guildford Town Centre are in areas at risk of flooding and might not be given planning permission under current policy. -

10.5.8 Any such development sites would of course need to meet the stringent requirements of the Environment Agency in relation to flooding, before planning permission were granted.

10.5.9 A substantial new commitment to energy efficiency in new buildings is introduced in Indicative Policy CP25. This will mean that new dwellings will be required to achieve a standard of "Very Good" on the Ecohomes index and this will not be without monetary cost. This indicative policy could have an adverse effect on the flow of developments sites coming forward.

Preferred Option - Planning Benefits

10.5.10 This option will ensure that social infrastructure is provided to support new residential developments although it will also impose additional costs on developers. In some cases the requirement for benefits may dissuade developers from proceeding with housing provision at sites where the business case is more marginal with the consequent detriment to the overall delivery of housing. Nevertheless since these constraints and the related planning benefits are not new, the effect is likely to be neutral.

10.6 Proposed mitigation measures

10.6.1 The following mitigation measures are proposed:

- Indicative Policy CP6: Suggest changing "*densities above this range will be permitted*" to "*densities above this range will be sought*" in locations with good accessibility
- Indicative Policy CP7: a clause could be added which seeks to make provision for Lifetime Homes

10.7 Proposed monitoring

10.7.1 The following indicators are proposed as part of the SA Monitoring Framework:

- Housing completions
- Completions of affordable housing
- Housing built on Previously Developed Land
- Average price of housing in the Borough (compared with the regional and national averages)
- Energy efficiency of new housing
- Percentage of homes built to Lifetime Homes standards

11 CULTURAL HERITAGE

11.1 Introduction

11.1.1 This chapter aims to assess the effects of Guildford's Core Strategy Preferred Options on its cultural heritage.

11.1.2 The UNESCO World Heritage Convention (1972) defines the scope for what is considered "cultural heritage" as follows:

- **Monuments:** architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science;
- **Groups of buildings:** groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science;
- **Sites:** works of man or the combined works of nature and man, and areas including archaeological sites, which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view.

11.1.3 Preserving the cultural and historic environment benefits communities in more than one way: it provides an essential educational resource for the understanding of the past and its legacy; it contributes to the national and local economy as it promotes tourism and provides jobs; it provides people with a sense of belonging to a unique and special place – a sense of identity.

11.1.4 Guildford Borough Council has a commitment to the stewardship of the historic environment, and through policies seeks to ensure that there is effective protection for all aspects of the historic environment.

11.2 Legislation

11.2.1 The main international conventions, EU Directives and UK legislation relating to climate change are as follows:

- **World Heritage Convention 1972:** adopted by UNESCO in 1972 and ratified by the UK in 1984 – came as a response to the increased loss and degradation of cultural heritage.
- **Ancient Monuments and Archaeological Areas Act 1979:** provides for nationally important archaeological sites to be

statutorily protected as “scheduled ancient monuments” (now Scheduled Monuments)

- **National Heritage Act 1983:** set up English Heritage aimed at protecting England’s historical, architectural and archaeological heritage
- **Planning (Listed Buildings and Conservation Areas) Act 1990:** gives the Council powers to designate Conservation Areas
- **National Heritage Act 2002:** Broadens the powers of English Heritage in several ways including involvement in underwater archaeology.
- **PPG15 (1994) and PPG16 (1990):** Protection of ancient monuments and listed buildings through national planning policy guidance.

11.3 Cultural Heritage Baseline in Guildford

11.3.1 Residents of the South East appear to have a high level of interest in cultural assets and this is perhaps a reflection of the high density of cultural assets with public access. This region has a larger percentage of visitors to English Heritage sites, museum visits, conservation areas and registered historic parks and gardens than any other English region. There are 7,500 people employed at historic properties throughout the region, the highest level of employment in this part of the sector in the country (‘Heritage counts’: The state of South East historic environment” 2005).

11.3.2 The National Trust had a membership of 770,000 in the South East Region, and English Heritage (EH) has 135,461 in that area, nearly a quarter of English Heritage’s overall membership. The South East has 22% of all visitors to EH sites nationwide. This is more than any other English region and equates to more than one million visits. Also, ten million visits are made to museums in the South East each year, the highest level of visitor numbers of the English regions. (‘Heritage Counts’: The state of South East historic environment” 2005).

11.3.3 During 2004/2005 almost 10% of the region’s listed building stock was subject to a listed building consent decision, which English Heritage regards as a “very significant rate”. In contrast the South East region as a whole has had the greatest loss of historic parkland since 1919; and since 1945 more recorded archaeological sites lost than any other English region. (‘Heritage Counts’: The state of South East historic environment” 2005)

11.3.4 Other major challenges for the South East are that it has more entries in the Buildings at Risk Register than any other English

region, of which those requiring £250,000 or more to be restored also present the highest rate in the English regions (2004/5). This is exacerbated by the fact that more than 90 per cent of the regions contractors and sole traders have no employees with specific craft skills ('Heritage Counts': The state of South East historic environment" 2005).

11.3.5 The Guildford Borough Local Plan 2003 lists 38 Conservation Areas in the Borough (a comprehensive list can be found in chapter 11.21 of that document). There are also 178 Areas of High Archaeological Potential (AHAP).

11.3.6 Guildford Borough has a total of 1070 Listed Buildings (of which 9 are listed as "at risk" in the latest Buildings at Risk Register for 2004), 261 Locally Listed buildings and other structures, including 21 Scheduled Monuments (of which 1 is at risk). About 60 properties are open to the public on heritage open days.

11.4 Context Review

11.4.1 The following are the key messages from the context review:

Key Messages from the Context Review	Evidence Source
Need to assess the impact of new development on the historic environment and give it full weight, alongside other considerations	PPG 15 Planning and the Historic Environment (1994)
Archaeological remains identified and scheduled as being of national importance should normally be earmarked for preservation	PPG 16 Archaeology and Planning (1990)
The Agenda seeks to ensure that culture plays its full role in urban and rural renaissance	The Cultural Agenda: SE England Cultural Consortium (2002)
Secure investment in new economic uses for historic buildings	The Cultural Agenda: SE England Cultural Consortium (2002)
"To improve environmental quality and protect and enhance the distinctive character of the borough"	Objective 7 of Guildford Development Framework – Core Strategy Preferred Options.
"To meet the challenge of making the best use of urban land while protecting the character of the existing environment"	Objective 8 of Guildford Development Framework – Core Strategy Preferred Options.

11.5 Likely future conditions

11.5.1 The Council has the power to increase the number of Conservation Areas in the Borough if it chooses to do so. It has in recent years commenced a programme of conservation area character appraisals, some of which have entailed extending the boundary of some conservation areas.

11.5.2 Currently seven Listed Buildings and a single Scheduled Monument are known to be “at risk” (2005 Guildford Borough Council data). Actions are being taken to seek the repair of these.

11.6 Likely significant effects of the Core Strategy Preferred Options

11.6.1 The Core Strategy Preferred Options do not replace the Local Plan policies relating to the historic environment. These policies (HE1 - HE12) remain in force for the time being and therefore the Core Strategy is unlikely to have significant effects on Cultural Heritage in comparison with the existing (Local Plan) high level of environmental protection.

11.7 Proposed mitigation measures

11.7.1 None proposed.

11.8 Proposed monitoring

11.8.1 The following indicators are proposed as part of the SA Monitoring Framework:

- Listed Buildings and Listed Buildings 'at risk'
- Scheduled Monuments and Scheduled Monuments 'at risk'
- Maintenance of Townscape Character of Conservation Areas

12 CLIMATE

12.1 Introduction

- 12.1.1 Throughout the lifetime of the planet the Earth's climate has varied in response to natural cycles and events. However in recent decades evidence has accumulated to demonstrate that an unprecedented rise in global temperatures has occurred over the last century or so. Scientific opinion is now virtually unanimous in attributing much of this change to anthropomorphic emissions of greenhouse gases, primarily carbon dioxide from combustion for energy generation or transport. These emissions exacerbate the natural greenhouse effect.
- 12.1.2 Other greenhouse gases now present in the atmosphere include methane from fossil fuels and landfill waste, nitrous oxide from fertilisers and industrial processes, chlorofluorocarbons and hydrochlorofluorocarbons from coolants and sulphur hexafluoride from dielectric fluid. These gases are found in far smaller quantities in the atmosphere than carbon dioxide but have much greater 'global warming potential', or volume-for-volume cause more warming than carbon dioxide.
- 12.1.3 The global temperature is increasing and will continue to do so unless greenhouse gas emissions are brought under control and reduced. However the global climate reacts slowly and some climate change is now inevitable in response to historic emissions. The impacts of climate change are expected to be warmer, wetter winters, hotter, drier summers. Sea levels are expected to rise and, together with an increase in rainfall, lead to more frequent flooding of rivers and the coastline. Extreme weather events such as storms or heat waves will be more frequent.
- 12.1.4 These impacts will likely have a number of indirect effects. These would include changes in the availability and quality of water resources, damage to native habitats and migration or extinction of native plants and animals. Infrastructure and buildings could be damaged more frequently by storms. The economy would change and agriculture in particular, though not a major element in the Guildford economy, would be forced to adapt to the new climate, with new crops replacing traditional varieties. Similarly, unfamiliar diseases might become commonplace in a warmer climate, and patterns of mortality would change with, for instance, fewer premature deaths in winter from cold but probably more deaths from higher temperatures in the summer.

12.2 Legislation

12.2.1 The main international conventions, EU Directives and UK legislation relating to climate change are as follows:

- **UN Framework Convention on Climate Change (1992)** - sets an overall framework for intergovernmental efforts to tackle the challenge posed by climate change
- **Kyoto Protocol to the United Nations Framework Convention on Climate Change (1997)** - commits the UK to an 8% cut in emissions of greenhouse gases by 2008-12
- **UK Climate Change Programme (2000)** - domestic goal to cut carbon dioxide emissions by 20% below 1990 levels by 2010
- **The Sixth Environmental Action Programme Environment 2010: Our Future Our Choice (2001)** - ratification of Kyoto Protocol as the first step to the achievement of a 70% cut in greenhouse gas emissions
- **Directive 2003/87/EC of the European Parliament and of the Council establishing a scheme for greenhouse gas emission allowance trading within the Community (2003)**
- **Energy White Paper (2003)** - UK should put itself on a path towards a reduction in carbon dioxide emissions of some 60% by 2050
- **Review of the UK Climate Change Programme (2004)** - currently in consultation; examines the future direction of climate change policy
- **PPS22 Renewable Energy (2004)** - sets a target of 10% proportion of energy generated from renewable sources by 2010
- **Securing the Future: UK Government sustainable development strategy (2005)** - climate change is the "greatest threat" facing the UK and a profound change in energy use is required

12.3 Emissions of Greenhouse Gases in Guildford

12.3.1 A recent report commissioned by the Department for Environment, Food and Rural Affairs³ estimates that 1,093,000 tonnes of carbon dioxide were emitted from the Borough in 2003. Although the report makes clear that these figures should be treated with caution because they contain many assumptions, they do nevertheless give an indication of the Borough's contribution to global warming.

³ Local and Regional CO₂ Emissions Estimates for 2003, DTI (2005)

Table 12.1: Indicative Estimates of Carbon Dioxide Emissions in 2003 (tonnes)

Authority	Estimated Emissions	Population (2001)	Emissions Per Capita
Elmbridge	958	126,000	7.6
Epsom & Ewell	345	68,000	5.1
Guildford	1093	131,000	8.3
Mole Valley	837	81,000	10.4
Reigate & Banstead	1083	126,000	8.6
Runnymede	848	78,000	10.8
Spelthorne	650	89,00	7.3
Surrey Heath	777	81,000	9.6
Tandridge	825	79,000	10.4
Waverley	776	116,000	6.7
Woking	649	90,000	7.2

Source: DEFRA

12.3.2 National emissions of greenhouse gases have been estimated and are shown below:

Table 12.2: Estimates of UK Greenhouse Gas Emissions (thousands of tonnes)

1990	1991	1992	1993	1994	1995	1996
786,293	792,500	771,321	753,224	743,717	737,000	764,367
1997	1998	1999	2000	2001	2002	2003
746,435	745,202	713,233	716,689	733,085	711,207	722,328

Source: ONS

12.3.3 The UK trend was downwards during the 1990s, although the most recent figures show a slight reversal of this trend. The decrease is attributed to improvements in domestic and industrial energy efficiency and the substitution of coal for gas in the generation of energy.

12.3.4 Table 12.3 confirms that the main source of energy in the South East is from petroleum products, the vast majority of which are consumed by road transport.

Table 12.3: Regional Energy Consumption (GWh) (2003)

Sector	Coal	Manufactured fuels	Petroleum products	Natural gas	Electricity	Renewable & waste
Industry & Commercial	0.1	0.0	12.0	45.8	28.9	-
Domestic	0.4	0.3	5.2	90.2	24.1	-
Road Transport	-	-	129.8	-	-	-
Rail	-	-	0.3	-	-	-
Total	0.4	0.3	147.4	136	53.1	2.6

Source: DTI

12.4 Context Review

12.4.1 The key messages from the context review are given below:

Key Messages from the Context Review	Evidence Source
Improve the energy efficiency of business	UK Climate Change Programme
Stimulate the provision of more efficient and renewable sources of energy	UK Climate Change Programme; PPS22 Renewable Energy (2004)
Cut emissions of greenhouse gases, especially from the transport sector	UK Climate Change Programme; Securing the Future - UK Government Sustainable Development Strategy (2005)
Promote better domestic energy efficiency	UK Climate Change Programme
Prepare for the expected impacts of unavoidable climate change, developing adaptation responses	UK Climate Change Programme; Securing the Future - UK Government Sustainable Development Strategy (2005)
Continue to encourage the fall in emissions from agriculture and forestry	UK Climate Change Programme
Climate change and energy are an immediate priority for action	Different Paths: UK Framework for Sustainable Development (2005)
Development plan policies should take account of environmental issues such as: The potential impact of the environment on proposed developments by avoiding new development in areas at risk of flooding and sea-level rise, and as far as possible, by accommodating natural hazards and the impacts of climate change	Planning Policy Statement 1: Delivering Sustainable Development (2004)
Effective protection of the environment – by reductions in emissions of greenhouse gases and thereby reducing the potential for the environment to be affected by climate change	Planning Policy Statement 22: Renewable Energy (2004)

12.5 Likely future conditions

12.5.1 Road transport is likely to continue to be a major contributor to

greenhouse gas emissions within the South East, including Guildford Borough.

- 12.5.2 Projections by the Intergovernmental Panel on Climate Change (IPCC) indicate a likely increase in globally averaged surface temperature between 1.4 and 5.8°C over the period 1990 to 2100. This projected rate of warming is very likely to be without precedent during at least the last 10,000 years⁴. The implications of this average rise for the UK or for Guildford Borough cannot be predicted with accuracy. However changes in weather patterns such as wetter winters and an increased incidence of intense rainfall events mean that floods would likely be more frequent and increasingly severe. This would need to be addressed by directing new development away from flood plains in the longer term and by defending existing 'at risk' areas.

12.6 Likely significant effects of the Core Strategy Preferred Options

- 12.6.1 Global warming is a problem requiring global solutions but these solutions will still require individuals to assist in their delivery. While reducing carbon dioxide emissions in the Borough may seem trivial set against the scale of global emissions, cumulatively such reductions, if replicated elsewhere, could be significant.

Preferred Option - Location and Pace of Development

- 12.6.2 The impact of Indicative Policy CP1 will be beneficial since new development will be located in areas which are highly accessible by public transport in order to reduce the dependency on the private car. In the long term this should reduce greenhouse gas emissions. Although beneficial, since the policy is similar to an existing Local Plan policy (G12), it is not likely to have significantly different effects from the current Local Plan approach.

Preferred Option - Environment

- 12.6.3 The effects of the Preferred Option on climate change are unclear until one examines Indicative Policy CP25. This is clearly beneficial, since it requires a 20% carbon saving by ensuring that all new residential development and commercial developments over 1000m² provide comply with Part L of the building regulations, and 10% the buildings energy will be from renewable energy. This is a replacement policy but with much more onerous requirements than its predecessor (G1(9)) and should have a beneficial effect on climate. It is acknowledged that, given the global nature of the problem, the significance of this benefit in isolation is limited,

⁴ IPCC Third Assessment Report – Climate Change (2001)

nonetheless this is a positive step.

12.7 Proposed mitigation measures

12.7.1 None proposed

12.8 Proposed monitoring

12.8.1 The following indicators are proposed as part of the SA Monitoring Framework:

- Estimate of carbon dioxide emissions for the Borough
- Percentage of energy generated from renewable sources in the Borough
- Percentage of new non-residential developments (over 1000m²) generating 10% of their energy from renewable sources
- Percentage of new residential developments generating 10% of their energy from renewable sources

13 AIR

13.1 Introduction

13.1.1 Historically the main cause of poor air quality has been pollution from factories or coal burned for domestic heating. Smoke and sulphur dioxide from these sources resulted in serious public health problems in the major cities, notably in London where episodes of smog were infamous. In general and thanks to regulation and technological changes, this source of pollution is no longer a problem in the UK, however poor air quality remains an issue in some areas.

13.1.2 Today traffic forms the principal source of air pollution. Carbon monoxide (CO), oxides of nitrogen (NO_x), volatile organic compounds (VOC) and small particles (PM₁₀) are among the pollutants emitted from vehicle exhausts. These compounds can cause severe cardio-vascular and respiratory harm to people, especially in the long term, and also have adverse effects on the natural and built environment. Whilst some of these pollutants are mobile and affect the wider ambient air quality of an area, the problem is particularly acute along major route corridors and in urban areas with large volumes of congested traffic.

13.2 Legislation

13.2.1 The following are the main international conventions, EU Directives and UK legislation on air quality of relevance to the SA / SEA:

- **Council Directive 96/62/EC** on ambient air quality assessment and management (the 'Air Quality Framework Directive')
- **Council Directive 1999/30/EC** relating to limit values for sulphur dioxide, nitrogen dioxide and oxides of nitrogen, particulate matter and lead in ambient air (the first 'Daughter Directive')
- **Directive 2000/69/EC** of the European Parliament and of the Council relating to limit values for benzene and carbon monoxide in ambient air (the second 'Daughter Directive')
- **Directive 2002/3/EC** of the European Parliament and of the Council relating to ozone in ambient air (the third 'Daughter Directive')
- **Directive 2004/107/EC** of the European Parliament and of the Council relating to arsenic, cadmium, mercury, nickel and polycyclic aromatic hydrocarbons in ambient air (the fourth 'Daughter Directive')
- **Directive 2001/81/EC** of the European Parliament and the

- Council on national ceilings levels for atmospheric pollutants
- **Working Together for Clean Air: the Air Quality Strategy for England, Scotland, Wales and Northern Ireland** (January 2000) and Addendum (February 2003).

13.3 Air Quality Baseline in Guildford

13.3.1 The Guildford Air Quality Review and Assessment 2000 determined that there was no requirement for Guildford Borough to declare an Air Quality Management Area. This was confirmed in the Updating and Screening Assessment 2003 and verified in the annual Progress Reports 2004 and 2005, and the draft Updating and Screening Assessment 2006.

13.3.2 Monitoring of the two main pollutants of concern identified in Guildford, particulate matter (PM₁₀) and nitrogen dioxide (NO₂) is undertaken at eleven sites. Table 13.1 below lists the monitoring locations. Four of these sites are included in a national survey run by the National Centre for Environmental Technology and reflect specific distances from busy roads.

Table 13.1: Air Quality Monitoring Sites

Site	Location
1 ⁵	Junction of Bridge Street and Walnut Tree Close
2 ²	Junction of Stoke Road and York Road
3 ⁶	Joseph's Road
4 ³	Doverfield Road
5	Wisley
6	Chantries
7	Sands
8	Down Lane
9	A331 slip road, Ash
10	The Garth, off Aldershot Road, Ash
11	Beckingham Road

Source: Guildford Air Quality Progress Report 2005

13.3.3 No exceedences of the short- or long-term objective values were

⁵ National Survey - kerbside

⁶ National Survey - urban background

determined at any site. However, one monitoring site did have an annual concentration of Nitrogen dioxide reading of 40 µg/m³.

Table 13.2: Monitoring at Bridge Street Guildford (2005)

Site	Pollutant	Time	Value	DEFRA Banding	Health Descriptor
Bridge Street	Nitrogen Dioxide	12:00	23 ppb	LOW (1)	Effects are unlikely to be noticed by individuals who know they are sensitive to air pollutants
Bridge Street	Fine Particles	12:00	30 µg/m ³	LOW (2)	

Source: www.guildford.gov.uk

13.4 Context Review

13.4.1 The following are the key messages from the context review:

Key Messages from the Context Review	Evidence Source
EU air quality policy takes the form of an Air Quality Framework Directive and four 'Daughter' Directives which set targets for the concentrations of various pollutants in ambient air	Council Directive 96/62/EC on Ambient Air Quality Assessment and Management
The Core Strategy must consider the impact of potentially polluting development on land use	PPS23 Planning and Pollution Control (2004)
The Core Strategy must comply with statutory environmental quality standards / objectives	PPS23 Planning and Pollution Control (2004)
Targets set for key pollutants: benzene, 1,3-butadiene, carbon monoxide, lead, nitrogen dioxide, sulphur dioxide, small particles (PM ₁₀)	Working Together for Clean Air: the Air Quality Strategy for England, Wales, Scotland and Northern Ireland
To promote a reduction in the use of the car and to encourage alternatives to the car for journeys into the town centre	Guildford Borough Air Quality Progress Report 2005

13.5 Likely future conditions

13.5.1 It is likely that levels of air pollution in Guildford will remain below the national objectives, particularly if existing initiatives to ease traffic congestion by the promotion of public and alternative means of transport are successful. Park and Ride schemes, bus lanes, cycling and walking strategies and integrated transport all form part of the overall approach.

13.6 Likely significant effects of the Core Strategy Preferred Options

Preferred Option - Housing

13.6.1 Development inevitably generates traffic, which will, in turn, lead to an increase in pollution. This could have the effect of causing a

slight deterioration in the general air quality across the Borough, although this may not be measurable. Much of the new housing development will be concentrated in Guildford town and this could lead to localised deterioration in air quality. At present Guildford has no Air Quality Management Areas and it is not likely that the level of development envisaged would cause any to be declared. Therefore the Housing Preferred Option is assessed as neutral in terms of air quality.

Preferred Option - Movement

13.6.2 As discussed in the chapter on Transport, the draft Vehicle Parking Standards SPD appears to allow an increase in the number of parking spaces for certain forms of development. While this means that Indicative Policy CP26 might mean that people would be encouraged to use their cars, the likely effect on air quality would be negligible. This change was made to align GBC approach with that of Surrey CC's Vehicle Parking standards in respect of non-residential development.

13.7 Proposed mitigation measures

13.7.1 None proposed.

13.8 Proposed monitoring

13.8.1 The following indicators are recommended as part of the SA Monitoring Framework:

- National statutory air quality objectives
- Number and extent of Air Quality Management Areas in the Borough

14 SOIL

14.1 Introduction

14.1.1 Healthy soils are essential to sustainable development. Soils form part of most terrestrial habitats, provide a medium in which plants can grow and are therefore essential to biodiversity. Similarly they are essential in agriculture, with the fertility of the soil having a major bearing on the productivity of the land.

14.1.2 Contaminated land results from industrial activity and waste disposal. Guildford however does not have a substantial legacy of contaminated areas as it was never a major industrial centre.

14.1.3 This chapter deals with the likely effects of the Core Strategy Preferred Options on soils, agriculture and land quality.

14.2 Legislation

14.2.1 The Environmental Protection Act (1990) defines contaminated land as:

“Any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land, that (a) Significant harm is being caused or there is a significant possibility of such harm being caused; or (b) Pollution of controlled waters is being, or is likely to be, caused”

14.2.2 Other relevant legislation includes:

- The Environment Act (1995)
- The Landfill Tax (Contaminated Land) Order 1996, SI 1529
- The Contaminated Land (England) Regulations 2000, SI 227
- The Waste Management Licensing (Amendment) (England) Regulations 2003, SI 595

14.3 Soil Baseline in Guildford

14.3.1 The Borough has relatively little of the best and most versatile agricultural land (Grades 1, 2 and 3a in the DEFRA classification). About 1% is Grade 1, 42% is Grade 3 but only some of this would be 3a. (Source: DEFRA)

Table 14.1 Guildford District Land Classification

Grade	Hectares	%
Grade 1	0	0.0
Grade 2	411	1.5
Grade 3	10,971	40.5
Grade 4	5,323	19.6
Grade 5	0	0.0
Non agricultural	7,493	27.7
Urban	2,895	10.7

Source: DEFRA/ Agricultural Land Classifications (ALC) Statistics

14.3.2 Guildford Borough Council had in place a Contaminated Land Inspection Strategy published in October 2001 that covered a five-year programme of inspection from April 2001 until April 2006. It ran in six stages and was based on a category system. Priority was given to land in areas of population and controlled waters and the final category being in undeveloped areas including the Green Belt.

14.3.3 Approximately 300 sites in the Borough were identified as potentially contaminated during the Executive Review in October 2004, and these have been prioritised for action by April 2006. Further sites will be dealt with subject to priority rating and it is envisaged that investigative work will be ongoing beyond that date.

14.3.4 Key sites that have been the subject of remediation have principally been located in areas where housing has replaced industrial/commercial activities, such as Gomshall Tannery and Queen Elizabeth Barracks. Although it is difficult to give an absolute figure, it is estimated that since 2001, the following major sites have been subject to remediation (Source: Guildford website / Contaminated Land Inspection Strategy review 2004):

Former Petrol Station/Garages to housing 14 (Approx. 8 hectares)
 Barracks/Tanneries to housing (600+ units) 2 (Approx. 25 hectares)
 Scrapyard/builders' yards to housing 10 (Approx. 5 hectares)
 Industrial/commercial to housing 15 (Approx. 33 hectares)
 Industrial to commercial/industrial 20 (Approx. 59 hectares)
 Total: 61 (Approx. 130 hectares)

14.4 Context Review

14.4.1 The key messages from the context review are given below:

Key Messages from the Context Review	Evidence Source
Integrate soil and land protection objectives in spatial planning strategies including promoting development on brownfield sites and clean up of contaminated land	EC Communication towards a thematic strategy for soil protection (2004)
Quantify diversity, quality and extent of soils to help develop strategies to eliminate threats to soil and promote sustainable land management	DEFRA Soil Protection Programme (2005)
Draw up a scientific soil catalogue including nature of soil, contaminated areas, high value soils	EC Communication towards a thematic strategy for soil protection (2004)
To provide an improved system for the identification of land that is posing unacceptable risks to health or the environment and for securing remediation where necessary.	Environmental Protection Act (1990)

14.5 Likely future conditions

14.5.1 This is unlikely to change in the foreseeable future. There is unlikely to be any increase in the amount of land under cultivation although there may be minor losses due to any consented greenfield development (see below). However, monitoring of permissions given in the last few years shows that all new housing developments have been on previously developed land.

14.6 Likely significant effects of the Core Strategy

14.6.1 Preferred Option - Location and Pace of Development

14.6.2 There is the strengthened requirement, compared with the Local Plan, for housing to be delivered predominantly on brownfield sites within existing urban areas. As such the Preferred Option should be significantly beneficial since it should enable remediation of the soils of these sites (where this is required) and should also minimise the landtake of greenfield land thus conserving existing agricultural and other resources.

14.7 Proposed mitigation measures

14.7.1 None proposed.

14.8 Proposed monitoring

14.8.1 The following indicators are proposed as part of the SA Monitoring Framework:

- Number of sites known to be at risk of contamination
- Number of sites that undergo remediation as part of redevelopment

15 WATER

15.1 Introduction

- 15.1.1 About 97% of all of the water on the Earth is saltwater. Of the remaining three per cent that is fresh, most is frozen in the polar ice caps. Usable freshwater represents less than one per cent of the total globally, mostly existing as groundwater in aquifers below the surface, or visible as streams, rivers and lakes.
- 15.1.2 Water is essential for all life, human as well as animal or plant, and it is important that, particularly in regions with limited water supplies such as South East England, that water is treated as a scarce resource in order to minimise the impact on the environment. The efficient use of water, which takes into account its long-term availability and quality is an important factor in sustainable development.
- 15.1.3 Many activities have the potential to pollute water. Pollution may enter the water environment from a point source, for example effluent discharged from a pipe, or from a diffuse source, such as nitrates in rainwater runoff from agricultural land. Untreated pollutants can severely damage the natural environment and are a risk to human health.
- 15.1.4 In England and Wales, around five million people live in areas at risk of flooding. Many floods are local, short-lived events that can happen suddenly, sometimes with little or no warning. Urban areas, which have many hard surfaces that restrict drainage, are at increased risk of flooding.
- 15.1.5 In high risk areas defence mechanisms can be put in place to control floods but these are costly and frequently merely transfer the problem to another location. Land use planning is essential for reducing flood risk, mainly by restricting development on unprotected high-risk areas and where possible by maintaining floodplains in their natural state.

15.2 Legislation

- 15.2.1 The main international conventions, EU Directives and UK legislation relating to water quality and flood management (not including coastal and sea water) are as follows:
- **Environmental Protection Act 1990:** introduced Integrated Pollution Control (IPC) legislation, which controls authorisations from industry to air, land and water

- **Water Resources Act 1991:** deals with the control of pollution of “controlled” waters (essentially any ground or surface water body)
- **Protection of Water against Agricultural Nitrate Pollution (England and Wales) Regulations 1996, SI 888:** defines high-risk areas classified as “nitrate vulnerable zones”
- **Groundwater Regulations 1998:** impose the requirement to hold an authorisation to make discharges of certain pollutants to groundwater (this includes certain metals, biocides and cyanides)
- **Water Industry Act 1999 (and Water Industry Act 1991):** cover the control of the supply of water and provision of sewerage services by the water and sewerage undertakers
- **Pollution Prevention and Control Act 1999:** gradually replacing the 1990 IPC legislation with the broader Pollution Prevention and Control (PPC) regime
- **Water Framework Directive (2000):** essential piece of water legislation that requires all inland and coastal waters to reach “good” water quality status by 2015, through demanding environmental objectives, including ecological targets for surface waters
- **Water Act 2003:** amends the Water Resources Act 1991 to, amongst other areas, improve water resources management in the context of abstraction and impounding.

15.3 Water Baseline in Guildford

- 15.3.1 The topography of Guildford is very varied, with the North Downs being the boundary between the Weald to the South of the town and the London basin to the north. The River Wey runs from the south northwards towards the River Thames through a gap in the North Downs. The River Tillingbourne joins the River Wey just south of the town of Guildford and flows towards the east of the Borough. The River Blackwater flows from north to south in the western parts of the Borough. The town is therefore situated in a valley at a point where the River Wey cuts through the North Downs. (Source: Guildford Contaminated Land Inspection Strategy)
- 15.3.2 River water is classified by the Environmental Agency using the General Quality Assessment (GQA) chemical and biological methods. The chemical method measures levels of organic pollution, from industry or sewage, while the biological method assesses the 'health' of rivers depending on the variety of insect larvae that it hosts.
- 15.3.3 The River Wey shows compliant results all along in all sampling results in terms of river quality (stretches from Tilford to Godalming)

STW; and between Godalming STW and Guildford STW).

15.3.4 The current status of the Tillingbourne and the Wey against the requirements of the Water Directive Framework are displayed below:

Table 15.1: Water Directive Framework – Main Rivers in Guildford area

River	Risk category	Water body type	Heavily modified water body	River basin district	Results (At risk or Probably at risk)
Wey	At risk	Low altitude, medium catchment and siliceous geology	Provisional	Thames	<ul style="list-style-type: none"> • Point source pollution • Diffuse source pollution • Water abstraction and flow regulation • Alien species
Tillingbourne	At risk	Low altitude, small catchment and siliceous geology	Provisional	Thames	<ul style="list-style-type: none"> • Point source pollution • Diffuse source pollution • Water abstraction and flow regulation • Alien species

Source: Environment Agency

15.3.5 Groundwater quality in the area covered by the River Loddon and River Wey catchments is monitored using a network of public supply and private abstraction boreholes. There is little evidence of pollution from urban centres, although some of the rural abstractions show elevated nitrate levels attributable to agriculture.

15.3.6 There are two ground waters in this area which have been risk assessed against the objectives of the Water Framework Directive. The Groundwater ID numbers for those are:

- GB40601G600100 (Guildford town and north of the Borough) - "probably at risk" from diffuse source pollution and from abstraction / flow regulation
- GB40601G601900 (south of the Borough) - "at risk" from diffuse source pollution

15.3.7 A large proportion of Guildford Town Centre lies in the floodplain and around 500 properties have a 1% chance of flooding every year. In Autumn 2000 severe flooding was experienced in the county, and in Guildford the River Wey burst its banks flooding Millsmead Car Park and other areas, the water reached heights of about a metre above normal levels (Source: Environment Agency).

15.4 Context Review

15.4.1 The key messages from the context review are given below:

Key Messages from the Context Review	Evidence Source
Need to improve the chemical quality and ecological status of surface waters	Water Framework Directive 2000/60/EC
Need to improve the chemical quality of groundwater	Water Framework Directive 2000/60/EC
Need to protect water as a resource by promoting its adequate supply / use and make it part of a holistic land planning framework achieving water quality and the preservation of water resources (also minimising the impacts of events such as floods and droughts)	Water Framework Directive 2000/60/EC; Groundwater Regulations (1998); Water Resources Act (1991); Environmental Protection Act (1990)
Need to ensure that flood risk is properly taken into account in the planning of developments, to reduce the risk of flooding to people and the environment and to reduce the risk of damage from flooding	PPG 25 Development and Flood Risk, (2001)

15.4.2 In relation to the Climate Change Strategy (Guildford Borough, 2004) there is a specific objective: to encourage energy and water efficiency improvements by all Borough residents and businesses, more specifically with regards to water efficiency, improvements with water providers on leakage levels and investment in water and sewage plants are sought.

15.4.3 Within the Core Strategy Preferred Options, the section “Environment” has a specific objective to “avoid development within the flood plain, unless there are no other viable alternatives and appropriate mitigation is provided”.

15.5 Likely future conditions

15.5.1 Most climate change models predict increases in intense periods of heavy rainfall in Western Europe and consequently the incidence of flooding and subsidence in Surrey is likely to increase. In contrast however, future climate changes, even in the short term, when combined with existing pattern of over abstraction, appear to make it likely that available water resources in the South East and the

Borough will in general become increasingly scarce.

- 15.5.2 Ongoing improvements to sewage treatment effluents as well as enhanced standard provided by the Urban Waste Water Treatment Directive and the Water Framework Directive should ensure that positive trends in water quality improvements of surface waters will continue.

15.6 Likely significant effects of the Core Strategy Preferred Options

Preferred Option - Housing

- 15.6.1 The Preferred Option provides for approximately 316 new dwellings to be built each year. This increase in the level of new housing delivered per annum and the focus on existing urban areas through Indicative Policy CP3, some of which lie within floodplains, will probably continue to concentrate housing in existing built up areas, some of which are at risk of flooding. To some extent this impact may be offset by the requirement for high densities and the preference for brownfield sites since it is possible that the increase in impermeable surfaces will not be greater than under the existing policy and peak run-offs will not be exacerbated. Nevertheless, the effect of the Preferred Option on flood risk is assessed as significantly adverse.
- 15.6.2 It is acknowledged that any such development sites would need to meet the stringent requirements of the Environment Agency in relation to flooding, before planning permission were to be granted.
- 15.6.3 In relation to water supply and the increasing scarcity of water resources in the South East, the increased rates of new housing, associated with a growing population, will exacerbate further existing resource constraints. This will be only partially offset by the tendency towards smaller household sizes.
- 15.6.4 This is a regional issue, recognised through the draft South East Plan. The effect of the Preferred Option on the availability of water is likely to be adverse, possibly significantly adverse when taken together with development expected elsewhere in the region. It is recommended that the Council continues to hold discussions with the local water companies, to ensure that the capacity is available to service any new development being planned for with water.
- 15.6.5 A further risk from the Preferred Option is that water quality could be affected as a result of increased sewage discharges. Such increased discharges are an inevitable consequence of population growth, however they can be effectively managed through proper

treatment of effluent. It will be important that the Council ensures sufficient infrastructure capacity is in place to treat sewage generated from new housing before it is constructed.

Preferred Option - Environment

- 15.6.6 This option directs new development or redevelopment towards areas that are not at risk of flooding unless there are no alternatives and it requires Sustainable Drainage Systems. However Indicative Policy CP24 could make development in the flood plain more likely in future Local Plan Policy G1(6) safeguards areas of floodplain from "*development that would increase the risk to people or property from flooding*".
- 15.6.7 Indicative Policy CP24 would permit such development if 1) the Environment Agency advises that flood risk mitigation is acceptable; 2) no suitable alternative exists; and 3) the benefits of the development outweigh the risks of flooding. This could give more scope for development within floodplain, therefore the Preferred Option is assessed as significantly adverse. It is however acknowledged that planning permission would be subject to consultation with the Environment Agency.
- 15.6.8 Given the likely increase in occurrence and severity of flooding consequent upon climate change, there must be a recognition of the need to be sensitive to the uncertainties of climate change and need to adapt to these in the longer term. A Strategic Flood Risk Assessment is being undertaken, which will help to inform the emerging Core Strategy and other documents of the Guildford Development Framework (GDF).

15.7 Proposed mitigation measures

- 15.7.1 The following mitigation measures are proposed:
- Environment Preferred Option: add "*to the satisfaction of the Environment Agency*" to the bullet point dealing with flood risk mitigation
 - Environment Preferred Option: add a paragraph concerning long-term direction of development away from flood plain
 - Indicative Policy CP1: where open space is provided close to rivers, it should be preserved or even extended where possible both for recreation and to provide floodwater storage capacity in emergencies
 - It is recommended that the Council continues to hold discussions with the local water company to ensure that the capacity is available to service the new dwellings with water

and to treat sewage generated from the new housing developments.

15.8 Proposed monitoring

15.8.1 The following indicators are proposed as part of the SA Monitoring Framework:

- Chemical and biological water quality (available from the Environment Agency website)
- Number of development permitted in areas at risk of flooding
- Number of flooding incidents in the Borough

16 BIODIVERSITY

16.1 Introduction

16.1.1 Biodiversity is:

“The variability among living organisms from all sources including, inter alia, terrestrial, marine and other aquatic ecosystems and the ecological complexes of which they are part; this includes diversity within species, between species and of ecosystems.”

(Convention on Biological Diversity (1992), Article 2)

16.1.2 In other words, it is the variety of life on earth at all levels, from genes to worldwide populations of the same species; from communities of species sharing the same small area of habitat to worldwide ecosystems.

16.1.3 Biodiversity is a key component of the environment:

- Is a vital, integral part of the planet's life support system;
- Is the basis for evolution and adaptation to a rapidly changing environment;
- Is a key component of a functioning environment for future generations;
- Is essential to maintain clean water, fertile soil and clean air, thereby providing the basis for existence and indirect economic benefits;
- Can be managed and used for economic benefit, for instance to produce crops, medicines, building materials, fuel and tools;
- Has economic and social values e.g. in leisure and recreation or tourism;
- Has educational, aesthetic and spiritual value, and so enriches our quality of life;
- It determines the distinctive character or 'feel' to an area, be it a chalk downland, estuary, woodland or moor; and
- People value the existence of biodiversity and want it conserved.

16.1.4 The main threats to both local and global biodiversity are associated with human activities causing habitat loss / damage, loss of protected or rare species and disturbance to and pollution of ecosystems. Many species-populations are being reduced and fragmented below viable sizes. Conserving biodiversity is a global, long-term challenge and requires global, long-term solutions that start at the local level.

- 16.1.5 Biodiversity depends fundamentally on a variety of ecological functions and processes. Many of the processes that reduce biodiversity – e.g. loss or isolation of habitats - operate at the ecosystem and landscape level. The Convention on Biological Diversity advocates an 'ecosystem approach' to assessment of impacts on biodiversity, helping to ensure the ecosystem processes that drive or support biodiversity are understood and that ecosystem health and viability can be maintained. For example maintenance of river water quality in riverine ecosystems. Despite this the landscape-scale biodiversity should also be considered, e.g. migratory habitats, due to the larger environmental changes such as climate change.
- 16.1.6 Habitat amount, quality and spatial organisation affects genetic and species diversity. Habitat diversity describes the number and variety of habitats available within the landscape: landscapes with a large number and range of habitats usually support higher levels of species diversity than landscapes with a more limited range of habitats, but this does not necessarily make them more important; this is dependent on species rarity. Landscapes with low habitat diversity can therefore still have a critical role in conserving biodiversity.
- 16.1.7 Some species require a variety of habitats. The loss, fragmentation or decline in quality of a single habitat can therefore have a serious impact on the populations of a variety of species, even those not obviously associated with it.
- 16.1.8 Species diversity is the variety of species within a community, a habitat or an ecosystem: some habitats (e.g. chalk grassland) are inherently species-rich, whilst others (e.g. acid grassland) are relatively species-poor. As such, the specific species that are present is important, not just how many there are.
- 16.1.9 Genetic diversity is a measure of the variety of genes within a species or a population. Genetic diversity is important because it allows species to adapt to changing environmental circumstances: the poorer its genetic base, the more vulnerable a species is to extinction.
- 16.1.10 Therefore, components of biodiversity, at each level, should be evaluated in terms of:
- Composition: what there is and how abundant it is
 - Structure: how biological units are organised in time and space
 - Function: the role different biological units play in maintaining natural processes and dynamics.

(Source: Countryside Council for Wales⁷)

16.2 Legislation

16.2.1 The main international conventions, EU Directives and UK legislation on biodiversity, flora and fauna relevant to SEA include:

- **Ramsar Convention on Wetlands of International Importance, 1971** – a commitment by the signatories to conserve wetlands of international importance, especially as waterfowl habitats;
- **(Wild) Birds Directive 79/409/EEC, 1979** - protection of all naturally occurring wild bird species and their habitats, with particular protection of rare species;
- **Bonn Convention on the Conservation of Migratory Species of the Wild Animals, 1979** - to protect threatened animals (listed) that migrate across national boundaries and/or the high seas;
- **Bern Convention on the Conservation of European Wildlife and Natural Habitats, 1979** - to protect endangered species and their habitats. Amended (1989, 1996) to set up the ENROLLED network of Areas of Special Conservation Interest. Its provisions underlie the Habitats and Species Directive;
- **Wildlife & Countryside Act (WCA), 1981** - The principal instrument for the protection of Sites of Special Scientific Importance and endangered wildlife within the UK. Amended on several occasions, most notably by the Countryside and Rights of Way (CRoW) Act (2000).
- **UN Conference on Environment and Development (Rio Earth Summit), 1992 – Agenda 21**. On sustainable development. Includes the Convention on Biological Diversity;
- **Habitats and Species Directive 92/43/EEC, 1992** – (a) to protect important natural habitat (listed in Annex I, amended in Directive 97/62/EC) and species (listed in Annex II), using measures to maintain or restore their "favourable conservation status", principally by Special Areas of Conservation, but also (through land-used and development policies) by management of the landscape features of importance to wildlife outside SACs; (b) to safeguard species leading strict protection (Annex IV). This Directive is interpreted into UK law through the Conservation (Natural Habitats &c.) Regulations, 1994.
- **Protection of Badgers Act, 1992**. This Act specifically protects badgers from killing and injury and prohibits

⁷ CCW et al. (May 2004) 'Strategic Environmental Assessment and Climate Change: Guidance for Practitioners' www.sea-info.net

intentional / reckless damage or destruction of a badger sett (or disturbance of a badger in a sett) without an appropriate licence;

- **Hedgerow Regulations, 1997.** These regulations intend to ensure that the most historically/ecologically valuable hedgerows are not removed/developed without due consideration of their value. The regulations also provide a method by which the most valuable hedgerows (Important Hedgerows) can be determined. Hedgerows that are within or mark the boundary of the curtilage of a dwelling are exempt from the regulations.
- **Air Quality (Limit Value) Regulations, 2003.** These regulations identify annual mean concentrations of certain air pollutants above which damage will be caused to vegetation and ecosystems.

Policies and Guidance

- **Sixth Environment Action Programme** in which one of the key objectives is to "protect and restore the functioning of natural systems and halt the loss of biodiversity";
- **UK Biodiversity Action Plan** which makes proposals (a) to conserve key species and habitats by the production of national species action plans and habitat action plans; and (b) to promote the development of local biodiversity action plan as a means of implementing the national plans. There are around 160 of these Local Biodiversity Action Plans (LBAPs) throughout the UK identifying the habitats and species that are important at the local level, including the national priorities.
- **Working with the Grain of Nature: The Biodiversity Strategy for England, 2002.** This document (and its daughter publications) is intended to provide a strategic overview of, and co-ordinate action on, the national and local BAP process. The Strategy provides the Government's vision for the conservation of biodiversity over the forthcoming years and promotes the enhancement of biodiversity and development that makes minimal adverse impact on natural heritage. Various indicators have been developed in order to record progress with these objectives.
- **Planning Policy Statement 9: Biodiversity and Geological Conservation, 2005** (including the explanatory notes provided in ODPM Circular 06/05). This sets out the Government's policy on biodiversity within the planning process and instructs Local Authorities on the issues they should consider when determining planning applications. It replaced Planning Policy Guidance Note 9.
- **SEA and Biodiversity: Guidance for Practitioners, 2004,**

which aims to ensure that biodiversity considerations are appropriately addressed in SEA

- **Biodiversity by Design: A Guide for Sustainable Communities, 2004.** This Town and Country Planning Association document provides guidance on how to maximise opportunities for biodiversity in the planning and design of sustainable communities.

16.3 Biodiversity, Flora and Fauna Baseline in Guildford

16.3.1 There are two 'European' Sites in or adjacent to Guildford, considered to be of international importance for biodiversity. These are:

- Thames Basin Heaths Special Protection Area (SPA)
- Thursley, Ash, Pirbright & Chobham Common Special Area of Conservation (SAC)

16.3.2 The Thames Basin Heaths support important breeding populations of a number of birds of lowland heathland, especially Nightjar *Caprimulgus europaeus* and Woodlark *Lullula arborea*, both of which nest on the ground, often at the woodland / heathland edge, and Dartford Warbler *Sylvia undata*, which often nests in gorse *Ulex sp.* Scattered trees and scrub are used for roosting.

16.3.3 Thursley, Ash, Pirbright & Chobham Common SAC contains three key habitats: Northern Atlantic wet heath with *Erica tetralix*; European dry heath; and depressions on peat substrates of the *Rhynchosporion*.

16.3.4 13 Sites of Special Scientific Interest (SSSI) are entirely or partly within the Borough boundaries and held to be of national biodiversity importance. These are listed in Table 16.1 below along with the 2006 condition assessment undertaken by English Nature:

Table 16.1: SSSI s in Guildford (Hectares)

SSSI	Favourable	Unfavourable Recovering	Unfavourable No Change	Unfavourable Declining	Area Destroyed
Wey Valley Meadows	0	11.92	73.53	14.55	0
Colyers Hangers	29.58	37.54	32.88	0	0
Combe Bottom	0	100	0	0	0
Hackhurst & White Downs	22.06	77.94	0	0	0
Sheepleas	0.31	99.69	0	0	0
Papercourt	0	0	100	0	0

Basingstoke Canal	10.73	2.12	3.82	83.34	0
Charterhouse to Eashing	38.72	12.56	48.72	0	0
Puttenham and Crooksbury Commons	2.65	86.63	10.72	0	0
Whitmoor Common	0	80	20	0	0
Ockham & Wisley Commons	0	80.92	16.68	2.4	0
Colony Bog and Bagshot Heath	0.47	22.61	17.51	59.41	0
Ash to Brookwood Heaths	12.44	53.32	34.23	0	0

Source: www.magic.gov.uk

16.3.5 The last four SSSIs are also constituent parts the Thames Basin Heaths SPA and in addition the last two are constituent parts of Thursley, Ash, Pirbright & Chobham Common Special Area of Conservation (SAC). The condition assessment undertaken by English Nature indicates that none of the SSSIs are in a favourable condition for nature conservation and although most are recovering, two are of unfavourable and declining condition across much of their extent, namely the Basingstoke Canal SSSI and the Colony Bog and Bagshot Heath SSSI.

16.3.6 In additional to the SPA, the SAC and the SSSIs there are numerous Sites of Importance for Nature Conservation (SINC). SINC is a non-statutory designation than SPA, SAC or SSSI and as such less important, but nevertheless all have local biodiversity value and are protected to some extent from inappropriate development through the planning process.

16.4 Context Review

16.4.1 The following are the key messages from the context review:

Key Messages from the Context Review	Evidence Source
Effect of developments close to the SPAs within the borough must be taken into account by the use of Appropriate Assessment	EU Birds Directive 79/409/EEC
The plan should give priority to maintenance of SPAs	EU Birds Directive 79/409/EEC
Consider re-establishment of lowland heath	EU Birds Directive 79/409/EEC

16.5 Likely future conditions

- 16.5.1 The Habitat Regulations and the Wildlife and Countryside Act provide legal protection for European Sites and SSSIs respectively. As in adjacent Boroughs, further informal protection is provided through the ownership of some sites, notably through the Ministry of Defence ownership of extensive parts of the Thames Basin Heaths SPA, on which public access is therefore limited.
- 16.5.2 Despite the protection afforded to the land areas of the SPA, the SAC and the SSSIs, the recent English Nature condition assessments demonstrate that the nature conservation status of extensive areas of these designated areas is unfavourable and that on several it is still declining. These reasons for unfavourable status are often complex and site-specific although factors such as lack of grazing, otherwise inappropriate management, arson and human disturbance are typical. In particular, some elements of the Thames Basin Heaths SPA are under considerable stress from visitors. There is no reason to suggest that the trends identified in Table 16.1 will change and the conservation status of most SSSIs is therefore likely to improve, particularly in respect of habitat quality, even if disturbance increases on some sites.

16.6 Likely significant effects of the Core Strategy Preferred Options

Preferred Option - Housing

- 16.6.1 This option provides for approximately 316 new dwellings to be built each year. This increase will potentially have a negative impact on the nature conservation status of some protected sites by facilitating the predicted increase in the population. The most vulnerable sites are the heathland sites and particularly those within the Thames Basin Heaths SPA. Any increase in the population density in areas close to sites sensitive to disturbance and vulnerable to arson and cat predation will have a negative effect as recognised by the English Nature SPA buffer zones. As there is an increase in the numerical housing target compared to the Local Plan policy, which it replaces (H1), without mitigation there is likely to be a significant negative effect.
- 16.6.2 The Council is preparing an Interim Avoidance Strategy, in consultation with English Nature, which will enable planning permission to be granted for development between 400m and 5km from the SPA.

Preferred Option - Economy

- 16.6.3 As this option focuses on growing the economy by intensifying the use of existing sites, no large new areas are to be identified for economic use. However one element of the policy will enable non-strategic surplus office space to be redeveloped for housing will facilitate the predicted increase in population. Since such housing will count towards the new targets contained within Indicative Policy CP3 and will be on brownfield sites the impacts of the policy option are judged neutral.

Preferred Option - Environment

- 16.6.4 The Thames Basin Heaths SPA covers extensive areas in the North West and North East of the Borough. The policy uses the English Nature buffer zone of 5km around each SPA to delineate an area in which all residential developments will need to meet the requirements of the Thames Basins Heaths Delivery Plan. All such developments within the 5km buffer will require measures to avoid damage to the SPA, notably provision of open space and or improvements to accessibility to existing areas of countryside.
- 16.6.5 The main threat to the integrity of the Thames Basin Heaths is disturbance to the rare, ground-nesting birds by people walking dogs on the heathland. An additional problem is predation by domestic cats. A major concern of English Nature is and other conservation bodies is proposed increases in housing in Hampshire, Berkshire and Surrey will mean that more people will use the heaths for recreation and further degrade the already stressed nature conservation condition.
- 16.6.6 Indicative Policy CP17 provides the mechanism for ensuring adequate open space/accessible countryside is available for new residential developments, thus potentially relieving the pressure of disturbance to protected nature conservation sites and in particular the SPA. Although formal recreational facilities are not equivalent to the large informal areas provided by many protected heathland sites, a modest beneficial impact can be identified, since some users (e.g. dog walkers) may use new more formal facilities if they are appropriately located.
- 16.6.7 In addition to the beneficial effect of relieving disturbance on protected sites, any new areas of open space / accessible countryside provided as mitigation will themselves be a habitat for wildlife and, with appropriate planting and management, this should be beneficial for nature conservation. Since the Indicative Policy replaces similar Local Plan policies (R2 & R3), the sustainability

effects are judged to be neutral and not significant.

16.6.8 Under Indicative Policy CP20, open space would be provided alongside new housing development. The intention is that this open space would be more readily accessible than the Thames Basin Heaths and would therefore be favoured for dog-walking, relieving some of the pressure on the heathland. The effectiveness of the policy will be determined by the extent, quality and accessibility of the new open space / countryside areas provided. An adequate avoidance strategy will mean that the policy will be beneficial for nature conservation. The policy replaces existing Local Plan policy NE1 but with potentially substantially greater nature conservation benefits and as such is judged to have a significant beneficial effect.

16.6.9 Part of the Thursley, Ash, Pirbright and Chobham Special Area of Conservation (SAC) covers an extensive area in the North West of the Borough. It is contiguous with part of the Thames Basin Heaths SPA and as such the SAC interest will benefit from the buffer zoning and open space requirements under CP20. Indicative Policy CP21 will be beneficial to the nature conservation status of the SAC but since it replaces part of a similar Local Plan policy (NE1), its effect is neutral and not significant.

16.6.10 Indicative Policy CP24 will direct new or intensified development towards areas that are not likely to flood ("Flood Zone 1") and as such will directly benefit the nature conservation of all surface watercourses, their margins and floodplains. In addition the requirements for Sustainable Drainage Systems required by the policy will provide direct benefits by reducing surface run-off thus attenuating (unnatural) levels of peak flows in rivers and producing indirect benefits through the provision of storm-water wetlands and balancing ponds. Although similar to an existing policy within the Local Plan (G1(6)), the requirements in respect of zoning following the EA criteria are more robust than previously and the policy is judged to be beneficial and significant.

16.7 Proposed mitigation measures

16.7.1 The following mitigation measures are proposed:

- Indicative Policy CP17: the policy should include the requirement for new areas of open space to provide additional benefits such as nature conservation benefits
- Indicative Policy CP20: the policy should state that the Council would need to be satisfied that for any residential development within the 5km buffer zone: (i) it will not have a significant effect on the SPA and (ii) that there is no alternative location

for that development

16.7.2 There is no biodiversity policy within the Core Strategy except for those pertaining to the SPA and the SAC. A policy to fully protect SSSIs (and to a lesser extent SNCIs) as well as specially protected species would be beneficial (the incorporation of the themes of PPS 9 would be suitable).

16.8 Proposed monitoring

16.8.1 The following indicators are proposed as part of the SA Monitoring Framework:

- Condition of Sites of Special Scientific Interest (available from English Nature website) - this would also capture the condition of the Thames Basin Heaths SPA
- U of Thames Basin Heaths SPA for recreation
- The number of residential units consented within the buffer zones to the Thames Basin Heaths SPA (0-400m, 400m-2km, 2km-5km) and the extent of the new area of new open space/accessibility improvements to countryside associated with them.
- Population of key bird species within the SPA, notably nightjar, woodlark and Dartford warbler.

17 LANDSCAPE

17.1 Introduction

17.1.1 Landscape character is defined as 'a distinct, recognisable and consistent pattern of elements in the landscape that makes one landscape different from another, rather than better or worse' (Source: Landscape Character Network). Landscape is that which gives a locality its sense of place and makes it different from neighbouring localities.

17.1.2 Landscapes can be areas designated for their natural beauty or ambience such as Areas of Outstanding Natural Beauty (AONBs, see below) but can also be 'ordinary' places without statutory protection. Urban landscapes also have an important role to play in affecting the quality of people's lives and therefore enhancing 'townscapes' is also important.

17.2 Legislation

17.2.1 The following are among the principal legislative instruments concerning landscape protection:

- **National Parks and Access to the Countryside Act (1949)** - provided for the creation of Areas of Outstanding Natural Beauty (AONB)
- **Planning (Listed Buildings and Conservation Areas) Act (1990)** - provides specific protection for buildings and areas of special architectural or historic interest
- **Countryside and Rights of Way Act (CROW) (2000)** - created a new framework for public access to the countryside, provided greater protection to Sites of Special Scientific Interest (SSSIs) and new arrangements for the management of AONBs

17.3 Landscape Baseline in Guildford

17.3.1 The Countryside Agency's Countryside Character Initiative divides the landscape in England into 159 broad 'character areas'. Guildford lies within the Thames Basin Heaths character area in the north of the Borough, the Thames Basin Lowlands character area in the centre and the North Downs character area to the south.

17.3.2 According to the Countryside Agency, the key landscape characteristics of the Thames Basin Heaths character area include:

- Diverse landscape unified by the high incidence of heathland and coniferous forestry, the open unenclosed nature of which is unusual within the South East
- Heavily populated and developed area characterised by large towns plus numerous smaller settlements along transport corridors interspersed by open land
- Important occupation area from Mesolithic to modern times based on exploitation of the rivers
- Fragmented but often connected blocks of largely neglected remnant heathland as a result of early agricultural clearances and widespread development, with most heath retained on large commons or as Ministry of Defence training areas
- Large tracts of coniferous plantations or mixed wood with beech and birch are typical of much of the area

17.3.3 Similarly the characteristics of Thames Basin Lowlands character area include:

- Small-scale lowland farmed landscape lying within a generally flat but gently undulating clay vale
- Small mixed holdings with brick-built farms, a mosaic of small fields interspersed by oak/ash woods and shaws, field ponds, meadows, heathland and individual mature tree specimens
- Gentle lowland character reinforced by river tributaries which meander through flat farmed valley landscapes with large areas of estate land
- Some of the essential farmland character has been fragmented by the expansion of settlements and the associated major roads that bisect this area
- Edges of settlements characterised by an unkempt appearance of wire fences, sheds, derelict hedgerows and weed-infested fields associated with pony paddocks

17.3.4 While the characteristics of North Downs character area include:

- Dramatic and distinctive Chalk downland with a continuous and steep scarp giving extensive views across Surrey towards the South Downs
- Chalk soils on the scarp, at the base and in the dry valleys, support areas of high-quality unimproved chalk grassland. Clay-with-flints soils on the upper parts of the dip-slope supports oak/ash woodland and scrub with beech/ash/maple is common on the valley sides
- Land use includes a few pockets of traditional downland grazing but it is largely dominated by arable fields. These fields at the base of the scarp have extended their regular pattern up the sides of the Downs

- Woodland and shaws cover much of the dry valleys and, in places, they are a characteristic of the ridgetop
- Lanes follow the lines of old drove roads in many places

17.3.5 The Surrey Hills Areas of Outstanding Natural Beauty (AONB) covers a large area in the southern part of the Borough and form part of the North Downs character area.

17.3.6 Within the built-up areas of the Borough, the Council has designated 38 Conservation Areas. The Council has also carried out a landscape / townscape character assessment which will shortly be available for consultation and will further assist in refining the Core Strategy Preferred Options.

17.4 Context Review

17.4.1 The following are the key messages from the context review:

Key Messages from the Context Review	Evidence Source
Requirement to raise awareness; promote training and education; identify and assess landscape character; define landscape quality objectives for the character areas identified	European Landscape Convention (2000)
Need to provide green and open space in support of urban renaissance and rural renewal, social inclusion, community cohesion, health and well-being	PPG17, Planning and Open Space (1991)

17.5 Likely future conditions

17.5.1 The Countryside Agency has identified the following issues as part of the Thames Basin Heaths character area assessment, within which much of the north of the Borough falls:

- Poor management of existing woodland and tree belts is diminishing the character of the landscape and making development more intrusive
- Planting of extensive conifer plantations since 1945 has dramatically altered the traditional appearance of the heathlands
- Loss of characteristic features such as hedgerows in small pockets of farmland
- There has been a decline in commons grazing, which seems unlikely to be reversed
- Development pressures from the continuing rapid growth of towns in the area and from pressures relating to transport infrastructure and road improvements are likely to continue.

17.5.2 These issues apply to the Heaths as a whole and extend into adjacent Boroughs.

17.5.3 Only a relatively small part of the Borough is within the Thames Basin Lowlands. The following issues, identified by the Countryside Agency, appear to be of relevance:

- Urban fringe pressures such as land use conflicts between agriculture, housing, industry and recreational interests
- Horse-grazed pasture with associated clutter is typical of landholdings
- Lack of appropriate hedgerow management, especially damage by over-cutting
- Loss of hedgerow and field trees
- Low flows of rivers in summer exacerbated by water abstraction
- Development of the A3 trunk road has had a major influence on landscape character

17.5.4 The issues likely to shape the further development of the North Downs character area include:

- Scrub invasion of unimproved chalk grassland due to a reduction in grazing levels on the scarp face
- Removal and lack of active management of trees and woodlands
- Noise and visual intrusion from development of new roads and railway lines with extensions to existing routes particularly affecting the scarp; planting associated with highway improvements has resulted in loss of characteristic views from roads along the Downs – for example, along the Hogs Back.

17.6 Likely significant effects of the Core Strategy Preferred Options

Preferred Option - Housing

17.6.1 Indicative Policies CP4 and CP5 require replacement dwellings in the Green Belt to be "in scale, character and context with buildings within the locality". They are beneficial but not likely to have significant effects on the rural landscape since they represent the continuation of existing Local Plan policy.

Preferred Option - Economy

17.6.2 This Preferred Option allows for the redevelopment of non-strategic business sites specifically including "within the Area of Outstanding

Natural Beauty (AONB)" although with the broad caveat that "the new use of the site must be appropriate to the location." The option relies on saved policies from the Local Plan to provide further requirements in respect of good design and existing landscape character. There is the possibility that this option could, in isolated circumstances, lead to deleterious impacts on areas of valued landscape quality such as the AONB (see Mitigation). However since the policy replaces similar policies in the Local Plan, the effects are judged neutral and there are unlikely to be significant effects.

Preferred Option - Environment

17.6.3 Indicative Policy CP19 places rigorous design requirements in respect of all developments within or adjacent to the AONB. The overall impact of the policy will thus be beneficial although since it replaces a similar policy (RE5) in the Local Plan, the effects are judged to be neutral and not significant.

17.6.4 Indicative Policies CP20 and CP21, which will restrict development adjacent to these important nature conservation sites, are likely to have indirect beneficial impacts on the landscape character of these areas (the Thames Basin Heaths Character Area) and their surroundings, albeit that residential development may be displaced elsewhere (e.g. southwards towards the AONB). The overall impact on landscape character is difficult to predict but likely to be modest, since Indicative Policy CP1 focuses development on urban areas. The effect of both policies is here judged to be neutral.

Indicative Policy CP22: Landscape Character Assessment

17.6.5 This preferred option is a new policy and requires all developments to provide "positive benefit in terms of landscape and townscape character." Indicative Policy CP22 thus goes much further than requiring developments to "have regard to existing landscapes" and directs architects and developers to the forthcoming Landscape Character Assessment SPD. The beneficial effects of the policy are likely to be modest in respect of individual developments but when aggregated the cumulative positive benefits to the wider landscape should be beneficial and significant.

17.7 Proposed mitigation measures

17.7.1 The following mitigation measures are proposed:

- Housing Preferred Option: could also include the AONB in addition to the Green Belt in final bullet point?

- Indicative Policy CP19: The phrase "adjacent to" could be modified / extended for additional clarity to "visible from" or given a buffer zone for example "within 1km of." Alternatively "adjacent" could be more precisely defined.

17.8 Proposed monitoring

17.8.1 The following indicators are proposed as part of the SA Monitoring Framework:

- Percentage of planning applications within the Area of Outstanding Natural Beauty refused permission on grounds of potential adverse landscape effects.

18 CUMULATIVE EFFECTS

18.1.1 The following three tables illustrate the cumulative effects of the Core Strategy Preferred Options against the SA Framework produced as part of the Scoping Report. The SA Framework consists of a set of aspirational Sustainability Appraisal Objectives (SA Objectives) that help define what is meant by sustainable development in Guildford Borough.

18.1.2 The cumulative effects are those that result from the interaction of all of the Preferred Options and, consequently, the adverse impacts of some options on a particular Sustainability Appraisal Objective will be outweighed by the benefits of others.

18.1.3 The symbols used are as follows:

- Beneficial Impact ✓
- Beneficial Impact (but potential for mitigation) (✓)
- Uncertain impact (probably beneficial) ?
- No Impact ~
- Uncertain impact (probably adverse) ?
- Adverse Impact (but potential for mitigation) (X)
- Adverse Impact X

18.1.4 Beneficial Impact indicates that in combination the Preferred Options will clearly help to achieve the SA Objective. Conversely Adverse Impact suggests that the Preferred Options overall work against the achievement of the SA Objective. Brackets indicate where one or more measures are proposed to mitigate adverse impacts or enhance beneficial impacts.

18.1.5 Some adverse impacts are unavoidable: for instance, population growth is expected in Guildford which will place additional demands on water resources and will lead to more household waste being generated. It should be noted that this *does not* necessarily mean that water will be in short supply or that the Preferred Options do not include policy to encourage resource efficiency. Rather it indicates that, taken in isolation, the Preferred Options have certain adverse effects and measures will be required to deal with the problems identified.

Table 18.1: Likely Significant Effects

Sustainability Appraisal Objective	Assessment			Comments
	Short	Medium	Long	
1. To provide sufficient housing to enable people to live in a home suitable to their needs and which they can afford	?	✓	✓	CP7, CP8 and CP10 likely to be beneficial; CP24 may increase land available for housing
2. To facilitate the improved health and well-being of the population, including enabling people to stay independent and reducing inequalities in health	~	~	(✓)	CP10, CP13 and CP15 likely to have long-term beneficial effects; CP17 could be enhanced in terms of play areas
3. To reduce the risk of flooding and the resulting detriment to public well-being, the economy and the environment	~	X	X	CP24 may increase the number of (albeit mitigated) developments in the flood plain in the long term
4. To create and maintain safer and more secure communities	~	~	~	Core Strategy unlikely to significantly influence this objective
5. To reduce poverty and social exclusion by improving and encouraging inclusive access to opportunities for education, employment, recreation, health, community services, cultural activities and decision-making for all sectors of the community	~	~	~	Core Strategy unlikely to significantly influence this objective
6. To create and sustain vibrant communities	~	~	~	Core Strategy unlikely to significantly influence this objective
7. To make the best use of previously developed land and existing buildings, encouraging sustainable construction	?	✓	✓	The Core Strategy directs development to previously developed land (with the exception of flexibility for rural exception affordable housing sites)
8. To ensure air quality continues to improve and noise/light pollution is reduced	?	?	?	Increase in housing provision through CP2 may lead indirectly to marginal deterioration in air quality
9. To conserve and enhance biodiversity within the plan area	?	✓	✓	CP20 and CP21 likely to be significantly beneficial in medium to long term
10. To protect, enhance, and where appropriate make accessible for enjoyment the natural, archaeological and historic environments and cultural assets of Guildford, for the benefit of both residents and visitors	~	~	~	Core Strategy unlikely to significantly influence this objective

11. To reduce road congestion and pollution levels by encouraging and improving travel choice and reducing the need for travel by car/lorry, including by balancing the needs for employment and housing	~	~	~	Core Strategy unlikely to significantly influence this objective
12. To reduce land contamination and safeguard soil quality and quantity (including agricultural land)	?	?	?	CP1 includes a stronger focus on previously developed land - may indirectly assist in clear up of contaminated land
13. To address the causes of climate change through reducing emissions of greenhouse gases and ensure that the Borough is prepared for its impacts	~	?	?	CP25 likely to be beneficial in medium / long term, but in isolation not to a significant extent
14. To reduce the global, social and environmental impact of consumption of resources by using sustainably produced and local products	~	~	~	Core Strategy unlikely to significantly influence this objective
15. To reduce waste generation and disposal, and achieve the sustainable management of waste	~	~	~	Core Strategy unlikely to significantly influence this objective
16. Maintain and improve the water quality of the region's rivers and groundwater, and to achieve sustainable water resources management	~	X	X	Water quality unlikely to be affected by the Core Strategy, however the scale of development envisaged in CP2 may place strain on existing water resources
17. To increase energy efficiency and the proportion of energy generated from renewable sources	?	✓	✓	CP25 likely to have beneficial effects, especially in the long term
18. To maintain low rates of unemployment and high levels of economic activity, by improving skills, training and education, and access to these for all	~	~	~	CP13 represents a continuation of existing Local Plan policy
19. To provide for appropriate commercial development opportunities to meet the needs of the economy	~	~	~	CP13 represents a continuation of existing Local Plan policy

19 SUMMARY OF PROPOSED MITIGATION

19.1 Proposed mitigation measures

19.1.1 Table 19.1 below lists those mitigation measures proposed in the preceding chapters that have been incorporated by the Council into the final text of the Core Strategy Preferred Options consultation document. The remaining mitigation measures, shown in Table 19.2, will be considered by the Council along with responses to the public consultation on Preferred Options, as the draft document is developed further to produce a 'submission' draft.

Table 19.1: Proposed Mitigation

Preferred Option	Proposed Mitigation	Reason
Location and Pace of Development	Allow development only on previously developed land unless no alternative exists (or the site is a rural exception site)	Possibly stronger than "focussing" on previously developed land
Economy	Mention the Town Centre specifically as strategic employment land	Addresses conflict with the Town Centre AAP
Shopping	None	None
Public Services / Facilities	Replace "suitably located" with "sustainably located" in last bullet point	The sustainability of a location should decide its suitability
Movement	Add walking and cycling to the first bullet point? (Provided this does not weaken the commitment to public transport)	These are also sustainable forms of transport
Environment	Delete "the best of" in bullet point three	The whole natural environment should be protected from inappropriate development, not just the best of it
	Could separate out SUDS from the energy efficiency issues?	Clarity - SUDS is not strictly about energy efficiency
	Add "protected species" to the list of designated sites	Protected species can exist outside designated sites
	Add "to the satisfaction of the Environment Agency" to the bullet point dealing with flood risk mitigation	This will strengthen the commitment to reducing flood risk
	Add paragraph concerning long-term direction of development away from flood plain	Adaptation to climate change
Planning Benefits	None	None
Site Assembly and Site Acquisition	None	None

Policy	Proposed Mitigation	Reason
CP17	The policy could refer to opportunities to enhance biodiversity in open space	This would help meet two objectives - provision of open space and the promotion of biodiversity
CP19	The policy should consider views of the AONB rather than just considering the location of development in relation to the AONB	Development 'adjacent' to the AONB is not necessarily the issue; there could be adverse effects from non-adjacent development that interferes with existing views of the AONB. Equally, adjacent development might have no impact, depending on topography / screening.
CP20	There is no general policy on biodiversity, except the saved policies from the Local Plan	The LDS does not appear to make provision for replacement of saved policies on biodiversity
CP21	There is no general policy on biodiversity, except the saved policies from the Local Plan	The LDS does not appear to make provision for replacement of saved policies on biodiversity

19.1.2 Table 19.2 below lists the mitigation measures that remain under consideration by the Council.

Table 19.2: Proposed Mitigation

Preferred Option	Proposed Mitigation	Reason
Location and Pace of Development	Can we define "significant trips" and "highly accessible"?	Will help ensure a consistent approach
Housing	Could include AONB in addition to Green Belt in final bullet point?	Impacts on AONB more important than Green Belt in sustainability terms
Movement	Clarify what is meant by "reduced standards" - presumably lower level of parking provision?	Clarity

Policy	Proposed Mitigation	Reason
CP1	Is it possible to offer a definition of the phrase "significant numbers of trips"?	This would help focus on reducing the need to travel - would be useful, too, to link this to monitoring
CP6	Suggest changing "densities above this range will be <i>permitted</i> " to "densities above this range will be <i>sought</i> " in locations with good accessibility	This form of words may encourage higher densities
CP7	A target could be adopted for the provision of Lifetime Homes within new development, either in this policy or perhaps in a new policy	This would assist in meeting the needs of an aging population and would also contribute to the efficient use of resources

CP16	New facilities offered in compensation for the loss of existing facilities should be located such that the distances travelled to the new facilities are no greater	This will assist in reducing the need to travel
CP17	The policy could refer to opportunities to enhance biodiversity in open space	This would help meet two objectives - provision of open space and the promotion of biodiversity

20 SUMMARY OF PROPOSED MONITORING

20.1 Proposed monitoring

20.1.1 The following indicators are proposed for the SA Monitoring Framework:

Population

- Total population
- Population density per hectare
- Population structure by age
- Population structure by sex
- Population structure by ethnic background
- Population structure by social grade

Human Health

- Hospital Episode Statistics (from National Statistics), such as annual figures for Heart Disease, Stroke, Cancer, Coronary Bypass / Angioplasty or Accident
- Life expectancy at birth (also from National Statistics)

Economy

- Counts of VAT-based enterprises by broad industry group (from National Statistics)
- VAT registrations and de-registrations (from National Statistics)

Employment

- Employment by occupation (from NOMIS)
- Job Seekers Allowance claimants (from NOMIS)
- Gross weekly pay of Guildford residents (from NOMIS)
- Gross weekly pay of Guildford workers (from NOMIS)
- Qualifications of Guildford residents (from National Statistics)

Transport

- Number of permissions for developments generating significant numbers of trips in locations not highly accessible by sustainable means
- Annual average traffic flows on the principal routes
- Mode of travel to work
- Patronage on bus quality partnership routes
- Extent and use of cycle and pedestrian networks

Crime and Safety

- Total offences and offences per thousand population (from National Statistics)
- Fear of crime
- Road traffic casualties, including child casualties
- Casualties from other accidents

Housing

- Housing completions
- Completions of affordable housing
- Housing built on Previously Developed Land
- Average price of housing in the Borough (compared with the regional and national average)
- Energy efficiency of new housing
- Percentage of homes built to Lifetime Homes standards

Cultural Heritage

- Listed Buildings and Listed Buildings 'at risk'
- Scheduled Monuments and Scheduled Monuments 'at risk'
- Number of Conservation Areas

Climate

- Estimate of carbon dioxide emissions for the Borough
- Percentage of energy generated from renewable sources in the Borough
- Percentage of new non-residential developments (over 1000m²) generating 10% of their energy from renewable sources
- Percentage of new residential developments generating 10% of their energy from renewable sources

Air

- National statutory air quality objectives
- Number and extent of Air Quality Management Areas in the Borough

Soil

- Number of sites known to be at risk of contamination
- Number of sites that undergo remediation as part of redevelopment

Water

- Chemical and biological water quality (available from the Environment Agency website)
- Number of development permitted in areas at risk of flooding
- Number of flooding incidents in the Borough

Biodiversity

- Condition of Sites of Special Scientific Interest (available from English Nature website) - this would also capture the condition of the Thames Basin Heaths
- Use of Thames Basin Heaths for recreation
- Extent of nature conservation sites (SPA / SAC / SSSI / SINC and Local Nature Reserves)

Landscape

- Percentage of planning applications within the Area of Outstanding Natural Beauty refused permission on grounds of potential adverse landscape effects

APPENDIX 1 - PREFERRED OPTIONS

Preferred Option – Location and Pace of Development

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

Preferred Option - Housing

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

Preferred Option - Economy

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

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

Preferred Option - Shopping

Locate new retail development within existing retail centres in accordance with the following hierarchy:

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

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

Preferred Option – Public Services/Facilities

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

Preferred Option - Movement

Locate major forms of traffic generating development in locations well served, or capable of being well served, by public transport

Minimise the increase in car borne trips in the Borough by:

- Improvements to public transport, in particular serving the town centre and major employment areas.
- Providing safe cycle and walking routes.
- Providing maximum parking standards for new development across the Borough with reduced standards applying in the town centre in accordance with the Council's Vehicular Parking Standards Supplementary Planning Document.
- Providing additional Park and Ride sites
- Negotiating for contributions from new development, which generates extra trips, towards provision of future transport improvements.

Preferred Option - Environment

- Leave the Green Belt boundary unchanged from that in the Local Plan.
- Conserve and enhance the Surrey Hills Area of Outstanding Natural Beauty.
- Protect the best of our natural environment from inappropriate development – this includes Sites of Special Scientific Interest, Sites of Nature Conservation Importance, Special Protection Areas and Special Areas of Conservation.
- Protection and enhancement of our historic environment, including listed buildings and gardens, conservation areas, areas of archaeological importance and scheduled ancient monuments.
- Protect existing open space and provide new open space as part of new residential and commercial development.
- Avoid development within the flood plain, unless there are no other viable alternatives and appropriate flood mitigation is provided.
- Deliver the most energy efficient and sustainable buildings achievable in accordance with the Council's Sustainable Development Supplementary Planning Document and include Sustainable Urban Drainage Systems.

The Preferred Option – Planning Benefits

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

The Preferred Option – Site Assembly and Site Acquisition

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

APPENDIX 2 - INDICATIVE POLICIES

Policy CP1

Location of Development

New development generating significant numbers of trips should be located in areas that are, or will be made, highly accessible by public transport, walking and cycling. Other development should be located in areas that are well served, or will be well served, by public transport, walking and cycling.

Policy CP2

Housing Provision

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

Policy CP3

Housing in Urban Areas and Village Settlements

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

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

Policy CP4

Replacement dwellings in the countryside

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

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

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

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

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

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

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

**Policy CP6
New Residential Development**

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

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

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

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

**Policy CP8
Affordable Housing**

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

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

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

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

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

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

Policy CP9

Exception Sites for Affordable Housing for Local Needs in Rural Areas

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

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

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

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

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

**Policy CP10
Supporting an Ageing Population**

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

**Policy CP11
Gypsy and Traveller Caravan Sites**

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

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

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

**Policy CP12
Sites for Travelling for Show People**

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

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

1. Sites will be sought within existing urban areas first, then edge of urban settlements.

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

Policy CP13 Economy

The preferred locations for business generating development will be:

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

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

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

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

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

Policy CP14 Retail Development

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

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

- 3) Elsewhere in the identified local shopping centres only small-scale retail development will be permitted.

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

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

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

Policy CP15 New Recreation, Leisure, Culture and Community Facilities

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

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

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

Policy CP16 Loss of Sport and Recreational Facilities and Open Space

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

1. A suitable alternative equal to or resulting in a net gain in size and quality is provided nearby or integrated as part of the new proposal; or
2. It has been proved that the facility or site is surplus to requirements and the potential for use as an alternative leisure and recreational facility has been fully explored; and

3. Relocation of the facility or site will achieve a better and more accessible network of leisure and recreational facilities; or
4. Sports or recreation facilities or open space can best be retained and enhanced through the redevelopment of a small part of the site: or
5. The proposed development is ancillary and associated with the existing recreational use of the site or facility.

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

Policy CP17

Recreational Open Space Provision in Relation to New Residential Developments

New residential developments will be required to provide the following:

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

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

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

The play area should include a fixed equipment play area and grassed area. The play space should be designed to National Playing Fields Association standards and should integrate a Local Equipped Area of Play. Major developments should include Neighbourhood Equipped Areas of Play.

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

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

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

Policy CP18

Recreational Open Space Provision in Relation to New Commercial Developments

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

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

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

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

Policy CP20
Thames Basin Heaths Special Protection Area (TBHSPA)

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

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

Policy CP21
Special Areas of Conservation (SAC)

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

Policy CP22
Landscape Character Assessment (LCA)

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

Development will be expected to:

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

Policy CP23

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

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

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

In assessing development proposals regard should be had to:

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

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

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

Policy CP24

Development and Flood Risk

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

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

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

Policy CP25
Energy Conservation, Efficiency and Design

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

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

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

Policy CP26
Parking Provision

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

Policy CP27
Planning Benefits

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

Policy CP28
Site Assembly and Land Acquisition

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

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

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

Applications will be refused where they:

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