

Local Development Framework Core Strategy

Revised Preferred Options and Draft Policies
February 2012



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1 Introduction and Context

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1.1 The Waverley Core Strategy is one of a number of documents that together will be the Local Development Framework (LDF) for Waverley. The LDF will set out the policies relating to the development and use of land in Waverley. The Core Strategy is the most important document in the LDF and sets out the overall strategy to guide and direct new development in the Borough for the period up to 2028.

1.2 The Core Strategy focuses on the local issues and priorities that matter in Waverley. It covers a range of issues, including the Council's overall strategy for where development should go as well as tackling issues that are of particular importance locally, such as the Council's policies for delivering affordable housing in Waverley and the preservation of a healthy and attractive environment. It has an important role as a starting point for considering planning applications. It will also be a delivery strategy to guide where new development, along with supporting infrastructure, should go. The Core Strategy provides the framework for other LDF documents that will provide the application of the overall strategy through more detailed policies and the identification and allocation of land for development needed to support the overall vision and strategy for the area. The Core Strategy will also be important in setting the framework within which local communities can develop neighbourhood plans for their area, under the provisions of the Localism Act 2011.

1.3 Whilst the Core Strategy focuses on local issues, it has to comply with the national planning policy framework. National policy is currently set out mainly in Planning Policy Statements (PPSs), Planning Policy Guidance Notes (PPGs) and Circulars issued by the Government. The Coalition Government is proposing to replace the PPSs, PPGs and other national planning policy with the National Planning Policy Framework (NPPF), a single slimmed-down document. The Government recently consulted on a draft NPPF and it is expected that the final version will be published by the end of March 2012.

1.4 It is also necessary to consider other plans and strategies that are relevant to Waverley. Of particular significance is the Community Strategy that captures the local aspirations of the Community. For Waverley the community aspirations are set out principally in the Surrey Strategic Partnership Plan 2010 - 2020.

How the Core Strategy has been prepared

1.5 A number of factors have influenced the evolution of the Waverley Core Strategy. This is not the first Core Strategy that Waverley has produced. It was, in fact, one of the first Councils to prepare and submit a Core Strategy in 2006. This was relatively soon after the introduction of the new LDF system. However, that was subsequently withdrawn following concerns that it may not meet all the required tests of soundness. This Core Strategy has been developed since then. It has been developed following the gathering of a great deal of evidence to support the identification of the key issues and the assessment of the options to deal with these, as well as supporting the identification of the preferred options.

1.6 The Council has also consulted extensively on the development of this Core Strategy. In addition to consultations carried out in the preparation of the first Core Strategy, there have been the following key consultations:

- Consultation on draft Vision and Objectives and Issues and Options Topic Papers: Feb. - April 2009
- Consultation on Options for the Location of new housing: January - March 2010
- Consultation on the number of new homes: September - October 2010
- Consultation on the Core Strategy Preferred Options and Draft Policies: Jan - Feb 2011

1.7 In addition there have been a number of specific events, including meetings with town and parish councils, on-going discussions with service and infrastructure providers and consultation with the Local Strategic Partnership. The Council thanks all those who have taken time to respond to the consultations. Views expressed in earlier consultations have been taken into account. Prior to the formal publication of the Core Strategy a full consultation report will be prepared setting out who has been invited to comment at the varying stages in the preparation of the Core Strategy, how they were invited to comment, a summary of the main issues raised and how these have been addressed in the preparation of the Core Strategy.

What is the Core Strategy Revised Preferred Options and Draft Policies?

1.8 We have previously consulted on issues and options for the Core Strategy and a first draft of the Preferred Options. This document builds on this earlier work and presents what is effectively a second draft of the proposed Core Strategy. Where we identify that options have previously been considered we have included an explanation to justify the the approach being proposed (i.e. the 'Preferred Approach'). We have also explained the main changes between the first Preferred Options document and this revised version.

The Key Diagram

1.9 A Key Diagram has been produced indicating the broad extent of the key strategic, landscape and other designations relevant to the Core Strategy. It does not provide the definitive identification of the boundaries of designations such as the Green Belt. These remain as shown on the Local Plan Proposals Map. However, given that one of the draft policies relates specifically to the Thames Basin Heaths Special Protection Area and how it affects Waverley, a map has also been produced showing the SPA boundary and the 5km zone of influence.

Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA)

1.10 The sustainability appraisal (SA) should be an appraisal of the economic, social and environmental sustainability of the plan (in this case the proposed Core Strategy). It is also necessary to ensure that plans like the Core Strategy comply with the European Directive on Strategic Environmental Assessment (SEA). National guidance in PPS12

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says that the sustainability appraisal fully incorporates the requirements of the SEA Directive provided it is carried out in accordance with the published guidelines on the SEA and the LDF 'Plan Making Manual'.

1.11 As the Core Strategy has evolved it has been subject to on-going Sustainability Appraisal (SA). The process started with a Sustainability Appraisal Scoping Report produced in 2007. Since then, SA has informed the assessment of the draft vision and objectives; the Issues and Options that were consulted on in 2009; the housing options consulted on early in 2010; the consultation on housing numbers in late 2010 and the Preferred Options and Draft Policies in early 2011. Alongside the consultation on the Core Strategy Revised Preferred Options and Draft Policies, a revised SA Report will be available, which includes an assessment of the draft policies. The SA will remain an integral part of the preparation of the Core Strategy through to the formal Publication and Submission stages and the Examination of the plan.

Policy Context for the Core Strategy

1.12 The current planning policy context for the preparation of the Core Strategy is the national planning policy issued by the Government and the regional policy in the South East Plan 2009. Currently the 'soundness' of a plan like the Core Strategy depends, in part, on whether it conforms with national policy and is also in general conformity with the relevant regional plan.

1.13 In terms of regional policy, the South East Plan was published in 2009 and currently comprises part of the formal 'development plan' for the area. It sets a strategic framework within which local authorities, like Waverley, are expected to produce their local plans. In 2010, the newly elected Coalition Government announced its intention to abolish regional plans and their targets and to pass the responsibility for matters such as housing targets to local authorities. The Localism Act 2011 includes provisions for the abolition of regional plans, including the South East Plan, but it is still not clear exactly when these plans will disappear. However, it is anticipated that the relevant provisions in the Localism Act will have been enacted by the time the Waverley Core Strategy reaches its formal Publication and Submission stages.

1.14 In terms of current national policy, sustainable development is at the heart of the planning framework. Planning Policy Statement (PPS)1: 'Delivering Sustainable Development' says that planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by:-

- Making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life;
- Contributing to sustainable economic development;
- Protecting and enhancing the natural and historic environment, the quality and character of the countryside, and existing communities;

- Ensuring high quality development through the good and inclusive design, and the efficient use of resources; and
- Ensuring that development supports existing communities and contributes to the creation of safe, sustainable, livable and mixed communities with good access to jobs and key services for all members of the community.

1.15 There is a supplement to PPS1 that deals specifically with the issue of climate change and its relevance to planning. The Government identifies the urgent need for action on climate change and considers that planning has an important role to play.

1.16 There are a number of other national planning policy documents that are relevant to different parts of this Core Strategy, such as those dealing with housing, transport, town centres, flood risk and the economy.

1.17 The current suite of PPSs and PPGs are soon to be replaced by the proposed National Planning Policy Framework (NPPF). The NPPF is expected to be published by the end of March 2012. It will introduce some significant changes to national planning policy and the expectation is that local plans (such as the Waverley Core Strategy) will be prepared in accordance with the NPPF.

1.18 Some of the main changes proposed in the draft NPPF include a new presumption in favour of sustainable development; and an expectation that local planning authorities will plan to meet all objectively assessed development needs. There is also specific guidance proposed in relation to the new 'Duty to Cooperate'. This is the expectation that, in developing new local plans, local authorities will work together to address cross-boundary issues concerning development needs, infrastructure delivery etc.

1.19 Until the final version of the NPPF is published, it is not possible to determine whether the proposed Core Strategy will be in compliance with it. The expectation is that there will be some transitional arrangements to allow local authorities to prepare/amend their local plans so that they do comply with the NPPF.

Waverley Borough Local Plan 'Saved' Policies

1.20 The Waverley Borough Local Plan 2002 also remains part of the 'development plan' for the area. In 2007 it was necessary to seek formal approval from the Secretary of State to 'save' local plan policies. As a result, the majority of the Local Plan policies have been saved by virtue of a Direction from the Secretary of State under the provisions of the Planning and Compulsory Purchase Act 2002.

1.21 The intention is that, over time, the Core Strategy and other plans produced by the Council will replace these 'saved' policies. The Council will produce a Schedule of the saved Local Plan policies identifying which ones will be replaced by the Core Strategy and which ones will continue to be saved alongside the Core Strategy.

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The Surrey Minerals and Waste Plans

1.22 Surrey County Council is the planning authority for minerals and waste matters. It is responsible, therefore, for preparing minerals and waste planning policies.

1.23 The Surrey Minerals Plan Core Strategy was adopted by Surrey County Council at its meeting of 19th July 2011, and provides strategic policies and site specific proposals for the period to 2026. This is to be supplemented by two development plan documents, a Primary Aggregates Development Plan Document (DPD) and an Aggregates Recycling DPD, identifying sites where development is expected to take place for these purposes. The plan identifies areas of search in the vicinity of Ewhurst Brickworks, Swallow Tiles, and near Rudgwick (on the county boundary which adjoins an existing working in West Sussex). These have been identified to enable the continuation of brick manufacturing and development opportunities in these locations are likely to be limited.

1.24 The Surrey Waste Plan was adopted by Surrey County Council at its meeting of 6th May 2008, and consists of the following DPD's: Core Strategy, Waste Development; Waste Development Control Policies and the Proposals Map. These documents set out the planning framework for the development of waste management facilities in Surrey. The only site to be allocated in the plan within Waverley is the Civic Amenity site on Petworth Road in Witley, to enable improvements or extensions to be made. Other existing waste sites are identified on the Waste Plan Key Diagram.

Surrey Strategic Partnership Plan 2010 - 2020

1.25 The Government intends that the spatial planning objectives for the local area, as set out in the LDF, should be aligned not only with national planning policy, but also with the shared local priorities set out in a Sustainable Community Strategy. Waverley Borough Council is, together with other Surrey Councils, Surrey Police and voluntary and community bodies, a member of the Surrey Strategic Partnership that is the local strategic partnership. The Surrey Strategic Partnership members work together to try to find solutions to local problems. In Waverley it was resolved to adopt the county-wide Community Strategy rather than developing a specific Waverley Community Strategy and a Surrey Strategic Partnership Plan 2010 – 2020 was published in April 2011.

1.26 The Plan identifies the following key challenges facing Surrey:-

- Climate change – The Plan refers to the challenge of climate change and the urgent action needed to reduce the impact on Surrey's special environment. The aim is to reduce carbon emissions per person to one of the lowest levels in the UK.
- The limits of sustainability in Surrey – this is about how much growth can reasonably be absorbed in Surrey. The Partnership wants to agree with communities in Surrey what the County can sensibly sustain in terms of population, housing, use of resources, transport and other infrastructure.
- Connectivity – the Plan refers to the rapid changes in internet-based technology that are taking place and states that for Surrey to remain as successful, globally

competitive and economically vibrant as it has been, it needs to be at the forefront of making use of the opportunities that new information technologies provide. The plan identifies targets relating to broadband speed and access to the internet in Surrey.

- The crisis in public finances – this is about future pressures arising from reduced funding and the increasing demands for some services. It is about the challenge of reducing costs and getting best value for money for residents. The plan identifies a range of measures to achieve this.

1.27 The Plan includes a Vision for Surrey in 2020:-

- **“Sustain success** - *Quality of life for local people continues to improve. The things that are special about Surrey have been protected and enhanced. Our economy is robust and internationally competitive. Businesses and individuals respect the environment. People will live healthy, happy, safe lives and prosper. Children and young people have an excellent education and good opportunities to fulfil their potential.*
- **Share success** – *All Surrey residents are part of the County’s continuing success. We are better at preventing problems developing. When things do go wrong or inequalities exist, we intervene early and support those who most need it.*
- **Promote independence** – *We have a shared understanding of what individuals, families and communities do for themselves and what is provided as public services. Communities and individuals will be supported in what they want to do. People get support that is better tailored to their individual needs.”*

1.28 In order to deliver the vision, the Plan identifies the following areas:

1. Improve learning, health and employment outcomes for children and young people, particularly the vulnerable and disadvantaged.
2. Improve the safeguarding of Surrey’s most vulnerable children and young people.
3. Promote healthy lifestyles, particularly targeting groups and communities at most risk;
4. Support more vulnerable people to live independently and have greater choice and control over their health and support arrangements.
5. Improve the global competitiveness of Surrey’s economy through sustainable growth, underpinned by appropriate infrastructure
6. Make Surrey’s economy more inclusive
7. Help people in Surrey to achieve more sustainable lifestyles
8. Achieve better standards of development to deliver more social, environmental, and economically sustainable benefits

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9. Improve public confidence in the ability of public services to keep Surrey safe, prepare for emergencies, and reduce crime and anti-social behaviour
10. Strengthen local communities through targeted public and voluntary sector activity, active citizenship and work to tackle inequalities

1.29 For each of these areas, the plan sets out the various actions, projects, targets etc. relating to that topic.

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have historic cores, conservation areas and many outstanding listed buildings, as well as being surrounded by accessible countryside of a high quality. The number of shops and services, including the presence of a post office and health facilities vary according to the size of settlement.

- **Farnham** is the largest settlement, having a population of approximately 36,000. It has an historic core, and Pevsner referred to the quality of both Castle Street and West Street, as "superb Georgian set-pieces" in his book Buildings of England: Surrey. The centre contains many fine listed buildings including Farnham Castle. Farnham It is made up from a number of large residential areas, some of which are more densely developed than others. Within these areas are a number of conservation areas and special character areas protected by planning policy. Open spaces, such as the water meadows and other more formal green spaces, give the town a spacious setting. To the south of the town are several low density residential areas with a distinct semi rural character which have been protected since 1974. Functionally, it has links with other centres outside Waverley, including Guildford, Aldershot and Farnborough.
- **Godalming** has a population of approximately 21,000. The size and range of services is less than Farnham, and it is significantly influenced by Guildford, which is only 10 km (6.2 miles) away via good road and rail links. The town straddles the River Wey, and is virtually surrounded by wooded hillsides. The Lammas Lands, which is a large open meadow area close to the town centre, forms an important backdrop to the historic town centre. The town has a long history and the built environment reflects this. There are five conservation areas in and around Godalming.
- **Haslemere**, which has a population of approximately 15,000, lies in the southwest corner of the Borough, close to the boundaries with West Sussex and Hampshire. It is surrounded by wooded hillsides as well as beautiful countryside, much of which is publicly accessible, including the Devil's Punchbowl around Hindhead and other National Trust land around Haslemere itself. Haslemere has two commercial centres, the historic High Street and Weyhill, as well as Beacon Hill, which has a small commercial centre of its own. The town has extensive Arts and Craft connections and hosts a number of national cultural events. This small country town has a large rural catchment, which extends into Hampshire and West Sussex extending into these adjoining counties. This includes the use of the railway station, which is one of the main stations on the London - Portsmouth line.
- **Cranleigh** has a population of approximately 12,000. It has a good range of services for a settlement of its size and location, and is also influence by Guildford and to a lesser extent, Horsham. Cranleigh does have an extremely good environmental quality, with the large green common area extending into the centre and the shopping area is notable for being attractive and pedestrian friendly, it has a wide range of shops, many of which are independent and contribute to its village character.

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2.4 All four towns have a good range of leisure and cultural facilities and shops, and each has an historic core, and are covered by one or more conservation areas, which draw visitors and residents alike, both during the day and into the evening. The Borough's shopping centres retain a good percentage of resident's expenditure.

Population

Age Structure

2.5 Waverley has an ageing population, with a relatively high proportion of people above retirement age. In 2006, 17.5% of Waverley's population was currently over 65, compared with the national figure of 16%. A significant percentage increase is forecast in the number of people over 65 and over 85 and could mean that potentially in 2026, some 21% of Waverley's population will be over 65, while some 4% will be over 85. ⁽ⁱⁱ⁾ The results of this are striking, but are consistent with forecast national trends. These increases have implications for maintaining residents' independence, longer-term care services and community safety. There is expected to be a decline in the number of people aged 40- 49 of some 8.5% in Waverley over the next 20 years.

Ethnic Groups

2.6 Some 97% of the Borough is white, with just under 2% being black, Indian, Pakistani or mixed origin. The remaining 1% is made up from other ethnic groups. In the year 2006 - 2007 630 Overseas Nationals registered for National Insurances numbers in Waverley, the largest group being from Poland. There is a relatively large and long-standing gypsy and traveller community in Waverley.

Deprivation

2.7 The 2010 Indices of Multiple Deprivation shows that Waverley is the 7th least deprived area in the whole of Britain. Some rural areas however, are 'deprived' in terms of barriers to housing only because of a lack of affordability. The Borough does not score very well either in some parts on access to services such as supermarkets, secondary schools, libraries, doctors and banks, again because of the rural character of the area. The juxtaposition of low-income communities with neighbouring affluent areas - and the associated costs of living in Waverley - means that the problem of relative disadvantage remains challenging.

Health

2.8 Waverley is generally a healthy borough. 75% of the population said that their health was 'good' in the 2001 Census. It has a low mortality rate generally, with a correspondingly high life expectancy, however, inequalities in life expectancy relate to income groups. The Borough is well served geographically for doctor's surgeries, however, some village residents do need to travel by car to access their nearest facility, and there is no accident and emergency facility at any of the hospitals in the Borough.

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Access to Accident and Emergency facilities at Guildford Royal and Frimley Park Hospitals are remote from large parts of the Borough. Many of the health problems experienced are those associated with an ageing population.

Education

2.9 Waverley has a number of primary schools across the Borough, particularly in the more urban areas, and each of the four main settlements has at least one secondary school. There are currently capacity issues at some of these schools. Existing and forecast capacity issues are identified for primary and secondary provision in the Farnham area, resulting in some children having to travel to schools outside Farnham. There are also opportunities for further education in the sixth form colleges in Farnham and Godalming. Farnham is also the location of the University for the Creative Arts, which has some 2,500 students at the Farnham Campus.

2.10 There is also a relatively high number of private schools spread right across the area.

Environmental Profile

2.11 The distinctive natural environment in Waverley is generally of a very high quality. Approximately 92% of the Borough is rural; made up from 61% (21,000 hectares) within the Metropolitan Green Belt and 31% (10,624 hectares) designated as Rural Area Beyond the Green Belt. 80% of the countryside is designated as an Area of Outstanding Natural Beauty (AONB) and/or an Area of Great Landscape Value (AGLV).

2.12 There are also significant ecological assets within and close to the Borough, and numerous areas which have one or more local, national or international policies to protect them. These include Special Areas of Conservation, a Ramsar Site, National and Local Nature reserves, Sites of Nature Conservation Importance. Waverley contains all or part of some 15 Sites of Special Scientific Interest (SSSIs). There are also three Special Protection Areas designated under the European Habitats Directive as being of European importance for its populations of wild birds; Thursley, Hankley and Frensham Commons (also known as Wealden Heaths Phase I), part of Wealden Heaths Phase II and a small part of the Thames Basin Heaths SPA. Only 80 hectares of the Thames Basin Heaths SPA lies within Waverley, to the north of Farnham, but its zone of influence extends 5km from its boundary and therefore affects development in most of Farnham.

2.13 Waverley's landscape has a distinctive wooded character, at 31%, which is the highest proportion in the country.

2.14 Rivers flowing through the Borough include the River Wey (Alton to Farnham reach, Liphook to Tilford reach, Tilford to Godalming reach) and Cranleigh Water. The Wey and Arun Canal is gradually being restored in parts and its recreational value has increased.

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2.15 Waverley has a rich historic heritage, with 44 Conservation Areas, and 1,741 listed structures. In addition, there are 23 Scheduled Ancient Monuments in the Borough, together with 11 County defined Sites of Archaeological Importance. There are also 8 Historic Gardens, and of those, Farnham Park is also a Historic Landscape Area and these total some 765 hectares. West Surrey contains a substantial number of works from England's best known architects. Many such examples are in Waverley, built during the nineteenth century for wealthy middle class families seeking country houses. These were the clients for whom the Gothic Revival and later local Arts and Crafts architects, such as Edwin Lutyens, and Harold Falkner designed. The value of the vernacular architecture of the area became apparent at this time and local materials such as Bargate stone and timber framing contribute much to the character of Waverley today, parts of which can be said to be the very epitome of the West Surrey vernacular.

2.16 Many of the residential parts of Waverley have a distinct semi-rural character. Haslemere and Godalming have wooded hillsides surrounding them, while in Cranleigh there is a much more rapid transition from urban to rural, with common land extending into the heart of the shopping centre. A number of the villages have produced Village Design Statements, carried out by local organisations in partnership with Waverley, and these seek to identify the principles, design features and quality standards that they value.

2.17 The Borough also has, in common with Surrey as a whole, relatively high car ownership, and the impact of vehicles has contributed to the identification of three Air Quality Management Areas in Waverley. These affect parts of the centres in Farnham, Godalming and Hindhead.

Roads and Transport

Roads

2.18 The main road connections in Waverley are north-south, with relatively poor connections east-west. There are no motorways within the Borough and the only national trunk road is the A3 London-Portsmouth road. A major highway scheme on the A3, which includes a tunnel and takes through traffic out of the centre of Hindhead, was completed in 2011. Whilst this has relieved congestion at Hindhead, it has resulted in additional congestion and bottlenecks further north on the A3 at Guildford, which sometimes results in tailbacks onto the A31 Hogs Back. Many of Waverley's residents work outside the Borough and use the A3 to gain access to Guildford and beyond. Much of Waverley's road network is rural and narrow and therefore unsuitable for Heavy Goods Vehicles. The safe accommodation of heavy traffic on the principal through routes (the A31, A281, A283, A286, A287 and A325) and its impact on communities through which these roads pass, is a challenge.

Rail Services

2.19 In terms of rail links, Farnham is on the London – Alton line; with Farncombe, Godalming, Milford, Witley and Haslemere all on the London – Portsmouth line. Cranleigh does not have a rail link and there are no direct east-west rail links in the Borough. Waverley's railway lines are heavily used, and there is growing concern from users about the current and future capacity of the trains. An example of local congestion is that caused by the level crossing in Farnham.

Bus Services

2.20 Bus services are relatively frequent within the main urban areas, and considered stronger in these locations, but services are much more patchy and infrequent within the rural areas. Bus services generally are reduced at evenings and weekends. Buses across Waverley are at capacity at school travel times.

2.21 The limited road connectivity and the limited public transport infrastructure, particularly in rural areas, does affect the accessibility for residents, particularly those without access to a car, to jobs and services/facilities such as shops, education facilities, health services and leisure and recreational facilities.

Housing

2.22 Waverley is an affluent area, as demonstrated by high house prices, high incomes, households with more than two cars and the relatively high proportion of children who attend private schools. However, there are identified small pockets of relative deprivation, typically in medium- sized housing estates on the periphery of the main settlements.

2.23 Waverley is an area of high demand for housing. The average house price is twelve times the average household income, and some 75% higher than the average for England and Wales. There is therefore a need for more affordable housing across the Borough. The quality of the housing stock in Waverley is generally good. 76.5% of properties in Waverley are owner occupied, 13% are owned by the Council or a registered Social Landlord and 10.5% private rented.

Economic Profile

2.24 Waverley has a buoyant economy, with low unemployment. There are a limited number of single large employers, with majority of businesses employing less than ten people. A significant percentage of the resident workforce travels outside Waverley to their place of work. There are also many people who work in Waverley but live outside the Borough, due in part, to the relatively high house prices. The Regional Economic Strategy for the South East 2002-2012 describes the strength of the regional economy, but identifies that currently the three main problems of success are a lack of affordable housing, transport congestion and skills shortage.

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2.25 A high number of people working within Waverley are employed in knowledge-driven occupations such as business and finance and computer/telecommunications, and the Borough's residents have a high knowledge score.

2.26 Employment growth over the past decade has been modest, being constrained by the relatively scarce supply of undeveloped employment land in the District. Despite performing a relatively local employment role, the borough's businesses serve a customer base which extends well beyond the geographical boundary.

2.27 Waverley's towns tend to compete with those outside the Borough rather than with each other, due to the geography of the Borough and the indirect links between the towns. Guildford influences all four towns, but others include Aldershot, Farnborough, Camberley and Basingstoke to the northeast, Petersfield and Chichester to the southwest, and Horsham and Dorking to the south and east. Each town has a number of well-established employment areas that complement the retail and business opportunities in its town centre. There are a number of small industries located within the more rural parts of the borough, and while these may not be considered to be in the best locations, they are historically well established and provide useful and valued local employment opportunities. In addition, Waverley hosts a broad range of small rural businesses, which must adapt to changing demand. Access to broadband is critical to their success, and lack of this is one of the top three most significant issues for rural areas. The needs of rural Surrey are to be promoted by the Surrey Rural Partnership.
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Cross - Border Issues

2.28 Waverley's geographical location means that it has common boundaries with not only two other Surrey districts, but five districts in two other counties, as well as the recently formed South Downs National Park. The impact of these areas, and any significant new development in them on Waverley is an issue to be considered, as is the potential impact of development in Waverley on surrounding areas. Examples of major developments with the potential to affect Waverley include the proposed Eco-town at Whitehill/Bordon, the Aldershot Urban Extension and developments in West Sussex south of Haslemere.

Recreation, Culture and Tourism

2.29 It is important that communities have access to open space close to where they live. These spaces, and particularly those in the built- up areas contribute significantly to the character and amenity of these areas.

2.30 The countryside in Waverley is highly accessible, with large areas of common land across the Borough, and an extensive network of public rights of way. The Devil's Punchbowl and Frensham Common are visited by large numbers of people.

2.31 Recreation

2.32 Recreation facilities include the Council's own sports centres with a swimming pool, in each of the four main settlements, sports pitches and many public and private schools which hire out their leisure facilities to community organisations. There are also a number private health and fitness clubs, and many well-used village and church halls in both towns and villages.

2.33 Waverley has many assets that attract visitors, including historic towns, attractive villages and highly accessible countryside, including extensive tracts of National Trust land.

2.34 Culture

2.35 Arts activity in Waverley is mainly provided by voluntary and private sectors at venues such as the Cranleigh Arts Centre, the Farnham Maltings, University for the Creative Arts, the Borough Hall in Godalming, and the Haslemere Hall. Facilities at these venues include concert halls, dance studios, exhibitionhalls, art galleries and a cinema, as well as other organised events. A multi-screen cinema on the East Street development in Farnham has planning approval.

2.36 In addition there are four small local museums in the Borough (Farnham, Godalming, Haslemere and the Rural Life Centre in Tilford).

2.37 Tourism

2.38 Waverley has many assets that attract visitors, including historic towns, attractive villages and highly accessible countryside. However, most visits to Waverley are by people visiting friends and relatives, day visitors and people on seasonal short breaks. The serviced accommodation is limited and there are no major visitor attractions. It is important however, to recognise that visitors to the towns and villages play a significant part in the economy of the Borough, but any proposal for new leisure or tourism development must achieve a balance between the needs of the visitor, residents, local businesses and the quality of the environment.

Climate Change

2.39 The impact of climate change on the global environment is recognised as a serious threat to communities. The Government expects local authorities to play an important part in reducing emissions that contribute to climate change and reducing the consumption of natural resources to limit climate change. For example, the impact of new development on climate change can be reduced by locating it in places where it is not entirely necessary to rely on having access to a car, by the design of carbon neutral homes and helping to achieve energy and water efficiency through sustainable construction, and increased use of renewable energy.

Issues and Challenges

As demonstrated above, Waverley is an attractive and prosperous area, with a generally high quality of life for its residents. However, there are still a number of important issues and challenges facing the Borough:-

- **Infrastructure and services:** It is important that the infrastructure and services needed to support new development is provided. This includes education provision, transport infrastructure, utilities such as water and energy and improved broadband provision. This is in the context of a Borough where new development often takes place on small sites, so the cumulative impact of development that needs to be considered. It is also about recognising that there is a limit to the extent to which infrastructure can change. For example, there will continue to be poor east-west transport connections in Waverley.
- **Housing:** Waverley is an attractive place to live, which is reflected in very high house prices. There is a pressing need for more affordable housing in Waverley. Achieving housing development that responds to local needs whilst recognising the environmental and other constraints in Waverley is a major challenge. It is also necessary to recognise the specific accommodation and housing needs of different groups in the local community.
- **Environment:** Waverley has a high quality environment, both within the towns and villages and in the countryside. The challenge is to ensure that this is recognised and protected whilst still allowing the necessary development to take place. It means protecting what is most important and ensuring that where new development does take place, it is of a high quality of design that takes account of its local setting. It also about protecting the rich biodiversity in Waverley and responding to the challenge of climate change. This includes promoting sustainable development, both in terms of where it is located and how it is constructed.
- **Cross boundary issues:** Understanding and taking account of the significance and impact of cross boundary issues is key. These include those developments planned outside Waverley but that will impact on the Borough. It also means considering how the developments planned within Waverley might impact on other areas.

- **Population:** Waverley has an ageing population. Meeting the varying needs of older people will be a challenge, whilst ensuring that the Borough remains attractive and accessible to young people.
- **The economy:** Supporting a vibrant local economy and responding to the needs of businesses is another key issue. This means getting the balance right between the delivery of new housing on brownfield sites and ensuring there is enough employment land to meet current and future needs. It also means recognising and responding to particular issues in Waverley, including the rural economy and the high proportion of small firms.
- **Town and village centres:** We want to support the main town centres in Waverley, which are all different, all serve a particular purpose and all have particular needs. Issues include how best to maintain the vitality and viability of these centres and supporting local and village shops.
- **Social inclusion:** Waverley is generally an affluent place but there are areas within the Borough that are relatively more deprived. There are issues about access to services, particularly for those living in the more remote parts of the Borough and those without access to a car.

Evidence :

- Local Knowledge,
- 2001 Census,
- 2010 Indices of Multiple Deprivation,
- The Partnership Plan: Standing Up for Surrey: Surrey Strategic Partnership 2009
- Safer Waverley Partnership Strategic Assessment- Draft v2.
- Waverley Cultural Strategy 2009 -2013.

1

The Spatial Portrait

Vision 3

Waverley Borough Council | LDF Core Strategy: Revised Preferred
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Draft Spatial Vision

3.1 Having set out a portrait of the social, environmental and economic characteristics of Waverley as it is today, the next step in the production of the Core Strategy is to set out the Spatial Vision for Waverley in the future. The Core Strategy must look forward at least 15 years from the date of adoption. The end date is, therefore, 2028.

3.2 The following statement is a summary of what Waverley should be like in 2028. It is, therefore, the principal aim of the Core Strategy.

Waverley in 2028:

1. The high quality environment of Waverley, its distinctive character and its economic prosperity will have been maintained, whilst accommodating the growth in housing, jobs and other forms of development in the most sustainable way possible.
2. New development will be taking place in a way, which takes account of the wide range of social, environmental and economic aspirations of the community and the needs of future generations. New development will mainly be in the main settlements of Farnham, Godalming, Haslemere and Cranleigh, with the best available access to jobs, services, housing, leisure and recreation and community facilities, so as to minimise the need to travel and maximise the opportunities to travel by means other than the car. Measures to improve access to public transport and to improve and support access to facilities on foot or by cycle will be supported.
3. Working in partnership with other service providers, there will be new and improved infrastructure to support the increased population of Waverley. Support will also be given to the retention of existing facilities and the provision of new facilities that provide for the leisure, recreation and cultural needs of the community.
4. Access through and into Waverley will have been improved as a result of the completion of the A3 tunnel at Hindhead. The effect of this on the role and character of Hindhead will have been addressed and development opportunities arising from this will have been planned to meet the needs of residents, businesses and visitors to this part of Waverley.
5. The location, type and size of new housing will have taken account of local needs, demography, transport and the level of services available in the towns and villages. Where necessary, provision will have been made for the new or improved infrastructure and services required to support new development.
6. A range of sizes and types of new housing and accommodation will have been provided. This will include an increase in the proportion and overall stock of subsidised affordable housing, to meet the needs of those who would otherwise not be able to afford their own home. It also means supporting the provision of housing designed for specific users, including the provision of 'lifetime homes'.

3 Vision

7. The local economy in Waverley will have been supported, so that provision has been made for the accommodation requirements of existing and new businesses. Important employment assets will have been retained and, where necessary, new development will have contributed to the diverse stock of employment premises. The emphasis will be on sustainable economic development, of the right type and in the right place to meet employment needs both within the towns and in the rural areas.
8. The vitality and viability of the town centres will have been safeguarded in a way that takes account of the distinctive roles that Farnham, Godalming, Haslemere and Cranleigh play. This will have been achieved through carefully planned development, which meets the needs of these centres, whilst recognising the importance of preserving and enhancing their historic character. In local and village centres shopping facilities that meet local needs will be supported.
9. The rich heritage of historic buildings, features and archaeology in Waverley will have been preserved and where appropriate enhanced. The attractive landscape of Waverley, which contributes to its distinctive character, will also have been preserved and where possible enhanced.
10. New building will have contributed to the creation of sustainable communities, which are safe, attractive and inclusive and where the design of new development makes a positive contribution to the area in which it is located. The unique and diverse character of Waverley's towns, villages and countryside will be cherished and preserved. New development will have taken account of this diverse character and of the different roles and functions of the settlements in Waverley.
11. The rich biodiversity of Waverley will have been preserved and where possible enhanced. Where new development could potentially have an adverse effect on biodiversity, measures will be taken to ensure that the impact is either avoided or mitigated.
12. Waverley will be more sustainable through measures to combat and adapt to the effects of climate change. This will be achieved by locating new buildings in the most sustainable locations possible so as to reduce car dependency; and by ensuring that through their design and construction, new buildings produce lower carbon emissions.
13. Measures will be taken to adapt to the effects of climate change by locating and designing development so as to minimise the risk of flooding and by supporting measures to increase water efficiency in buildings.

Objectives 4

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4 Objectives

The Core Strategy Objectives

4.1 The aim of the LDF and particularly the Core Strategy is to address the identified issues and deliver the Spatial Vision for Waverley in 2028. In order to achieve this a number of key objectives for the Core Strategy have been identified as follows: -

1. To deliver sustainable development that meets the needs of the local community, whilst not compromising the quality of life for future generations.
2. To contribute to the delivery of sustainable communities, by directing most new development to the main settlements of Farnham, Godalming, Haslemere and Cranleigh, where there is the best available access to jobs, services and other facilities.
3. To support the provision of new development in villages where it meets identified local needs or helps to sustain local facilities.
4. To deliver planned development in areas of significant change, including planned development in Hindhead that meets the needs of residents, businesses and visitors, as a result of the changes brought about by the new A3 tunnel scheme.
5. To ensure that cross boundary impacts arising from development or infrastructure provision are considered and addressed.
6. To support the delivery of at least 5,060 additional homes in Waverley in the period 2006 to 2028 (an average of 230 homes a year).
7. To deliver a balance of housing and employment growth that takes account of both the need for additional housing and the need to safeguard and, if necessary, enlarge the supply and mix of premises available to meet the needs of local businesses.
8. To ensure that adequate provision is made for new or improved social, physical and green infrastructure to meet the needs of the increased population.
9. To deliver an increase in the overall stock and proportion of affordable housing and to ensure that as far as possible the type and tenure of affordable housing meets identified local needs.
10. To support the delivery of a range of sizes and types of new homes, including homes and accommodation to meet the needs of specific users including older people and first time buyers.
11. To support the delivery of new and improved commercial premises in order to meet the needs of businesses in Waverley, both within the main settlements and in rural areas.
12. To support the vitality and viability of the centres of Farnham, Godalming, Haslemere and Cranleigh, taking account of the difference between each of the centres and the different roles that they play.
13. To ensure that provision is made to meet the leisure, recreation and cultural needs of the community.
14. To protect the countryside as a recreational asset, including its visitor facilities, and, where appropriate, promote its continued recreational use.
15. To safeguard and where appropriate enhance the rich historic heritage and the diverse and attractive landscapes and townscapes in Waverley, and ensure that new development takes proper account of the character and

distinctiveness of the area in which it is located.

16. To ensure that the design, form and location of new developments contribute to the creation of communities that are attractive, safe and inclusive.
17. To protect and enhance the diversity of the wildlife and habitats that are within and around Waverley, both on designated sites and undesignated sites.
18. To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change
19. To manage and reduce flood risk in Waverley through the design and location of new development.

The Spatial Strategy 5

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Where Should new Development go? (A Spatial Strategy for Waverley)

Relevant Core Strategy Objectives :

- To deliver sustainable development that meets the needs of the local community, whilst not compromising the quality of life for future generations.
- To contribute to the delivery of sustainable communities, by directing most new development to the main settlements of Farnham, Godalming, Haslemere and Cranleigh, where there is the best available access to jobs, services and other facilities.
- To support the provision of new development in villages where it meets identified local needs or helps to sustain local facilities.
- To deliver planned development in areas of significant change, including planned development in Hindhead that meets the needs of residents, businesses and visitors, as a result of the changes brought about by the new A3 tunnel scheme.
- To ensure that cross boundary impacts arising from development or infrastructure provision are considered and addressed.
- To support the delivery of at least 5,060 additional homes in Waverley in the period 2006 to 2028 (an average of 230 a year).
- To deliver a balance of housing and employment growth that takes account of both the need for additional housing and the need to safeguard and, if necessary, enlarge the supply and mix of premises available to meet the needs of local businesses.
- To ensure that adequate provision is made for new or improved social, physical and green infrastructure to meet the needs of the increased population.
- To support the delivery of new and improved commercial premises in order to meet the needs of businesses in Waverley, both within the main settlements and in rural areas.
- To support the vitality and viability of the centres of Farnham, Godalming, Haslemere and Cranleigh, taking account of the difference between each of the centres and the different roles that they play.
- To ensure that provision is made to meet the leisure, recreation and cultural needs of the community.
- To protect the countryside as a recreational asset, including its visitor facilities, and, where appropriate, promote its continued recreational use.
- To safeguard and where appropriate enhance the rich historic heritage and the diverse and attractive landscapes and townscapes in Waverley, and ensure that new development takes proper account of the character and distinctiveness of the area in which it is located.

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- To protect and enhance the diversity of the wildlife and habitats that are within and around Waverley, both on designated sites and undesignated sites.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change
- To manage and reduce flood risk in Waverley through the design and location of new development.

Introduction

5.1 In order to deliver the Borough's vision and objectives it is necessary to have a clear Spatial Strategy. There will continue to be pressures to build in Waverley and we must plan positively for the new homes, the shops and services, the businesses and the infrastructure that are required. This involves striking a balance between responding to the social and economic needs for development, and protecting the environment and other assets that make Waverley the place that it is.

5.2 It is also necessary to consider the aspirations, preferences and priorities of the local community alongside the need to ensure that the Spatial Strategy is in line with national planning policy. The Coalition Government has placed more emphasis on localism, with the aim of giving neighbourhoods far more ability to determine the shape of their area. For example, it intends to abolish the South East Plan along with the associated 'top-down' targets, including the target for new housing. We are expected to develop LDF Core Strategies and other related LDF documents that reflect local people's aspirations and decisions on important issues like climate change, economic development and housing.

5.3 As already identified, some of the key challenges for Waverley include the need to deliver sustainable development, to address the issue of climate change, to support the local economy, to deliver new housing (including increasing the supply of affordable homes) and to protect the environment.

5.4 The Spatial Strategy provides the overall framework for considering more detailed matters like the location of new homes. Fundamentally, it is about where development should be directed, linked to the roles of the towns and villages in Waverley.

5.5 The consequences of growth in and around Waverley is driving the need for new homes. One of the key influences during the preparation of the Core Strategy has been the South East Plan, with its requirement to plan for at least 5,000 new homes in Waverley between 2006 and 2026. Prior to May 2010, consultations on housing and where development should go were undertaken in the context of the South East Plan requirement. The Localism Act 2011 makes provision for the abolition of regional plans, including the South East Plan. Although the Government has not confirmed when these provisions will come into effect, it is expected that the South East Plan will have been abolished by the time the proposed Core Strategy reaches the formal Publication and Submission stages. In the meantime, the key South East Plan policies concerning the location of new development are:-

- Policy SP3: Urban Focus and Urban Renaissance
- Policy SP5: Green Belts
- Policy CC1: Sustainable Development
- Policy CC2: Climate Change
- Policy RE3: Employment Land Provision
- Policy T1: Manage and Invest
- Policy NRM1: Sustainable Water Resources and Groundwater Quality
- Policy NRM4: Sustainable Flood Risk Management
- Policy NRM5: Conservation and Improvement of Biodiversity
- Policy NRM6: Thasmes Basin Heaths Special Protection Area
- Policy BE4: The Role of Small Rural Towns ('Market Towns')
- Policy BE5: Village Management
- Policy TC2: New Development and Redevelopment in Town Centres

5.6 The issues of how many homes are being planned for, and broadly where they should go are dealt with in detail in Chapter 6 of this Plan. The approach to delivering new housing in Waverley is consistent with the proposed Spatial Strategy. The Spatial Strategy is about more than just new housing. Other chapters in this Core Strategy deal with matters such as the delivery of affordable housing; the approach to delivering new employment development and the approach to development in town centres.

5.7 Waverley has a distinctive character. It is a relatively large borough with a dispersed settlement character. North-south connectivity is quite good, whereas east-west connectivity is quite poor. In addition to the four major settlements of Farnham, Godalming, Haslemere and Cranleigh, there are numerous villages of varying size, and a large proportion of the Borough is rural. The four main settlements have different characters and have different functions. In addition, there are a number of external factors affecting Waverley. These include the proximity to London and the influence of other major centres close to Waverley such as Guildford and the settlements in the Blackwater Valley. The Borough also has rich assets in terms of biodiversity, landscape and heritage. A large part of Waverley is also within the Metropolitan Green Belt.

5.8 The current approach to new development is that it is generally focused on the four main settlements along with some limited development within villages. There is a presumption against new building in the countryside unless it is for countryside-related uses. New housing is mainly provided within settlements although, in exceptional cases, affordable housing schemes that meet identified local needs are allowed on the edge of villages. In terms of new business, most new development is again within settlements. Key employment sites are identified and safeguarded against change of use unless there is no need for the sites to remain in employment use. There are also a number of significant rural brownfield sites, some in employment use, that play an important role in the local economy. The town centres are identified, along with the core retail areas, and are the focus for town centre uses like shops and offices.

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5.9 Much of the new housing in Waverley traditionally comes forward on small sites, which is an important consideration when planning for infrastructure. In many cases single developments are not large enough for dedicated infrastructure like a new school. However, the cumulative impact of a number of developments is significant hence the use of the tariff-based approach to secure infrastructure contributions from new developments.

National Policy Context

5.10 There are a number of national policies that currently have a bearing on the broad approach to the location of new development, including:-

- Planning Policy Statement (PPS) 1: 'Delivering Sustainable Development'. The overarching national policy on planning. This states that sustainable development is the core principle underpinning planning. The four aims of sustainable development are: social progress which recognises the needs of everyone; effective protection of the environment; the prudent use of natural resources; and the maintenance of high and stable levels of economic growth.
- 'Planning and Climate Change' (the supplement to PPS1). This sets out how planning should contribute to reducing emissions and stabilising climate change and taking into account the unavoidable consequences.
- Planning Policy Guidance (PPG) 2: 'Green Belts' - Sets out the general presumption against development in the Green Belt. It also says that once the general extent of the Green Belt has been approved it should be altered only in exceptional circumstances.
- PPS3: 'Housing' - Key objectives include providing a sufficient quantity of housing taking into account need and demand; and providing housing in suitable locations which offer a good range of community facilities and with good access to jobs, key services and infrastructure.
- PPS4: 'Planning for Sustainable Economic Growth'. Objectives include delivering more sustainable patterns of development, reducing the need to travel, especially by car, and responding to climate change; promoting the vitality and viability of town and other centres; and raising the quality of life and the environment in rural areas by promoting thriving, inclusive and locally distinctive rural communities whilst continuing to protect the open countryside for the benefit of all.
- PPS7: 'Sustainable Development in Rural Areas'. Relevant objectives include focusing most development in, or next to, existing towns and villages; preventing urban sprawl; and discouraging development of 'greenfield' land and, where such land is used, ensuring it is not used wastefully.
- PPS9: Biodiversity and Geological Conservation. This says that planning policies and planning decisions should aim to maintain, and enhance, restore or add to biodiversity and geological conservation. This includes ensuring that appropriate weight is attached to designated sites of international, national and local importance.

- PPG13: Transport. The objectives are to promote sustainable transport choices; to promote accessibility to jobs, shopping and other facilities by public transport, walking and cycling; and to reduce the need to travel, especially by car.
- PPS25: Development and Flood Risk. The aims of this PPS are to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding; and to direct development away from areas at highest risk.

5.11 The Government is proposing to replace the current suite of PPSs and PPGs with the National Planning Policy Framework (NPPF). The draft NPPF, that was published for consultation in 2011, emphasises the need for sustainable development, bringing together economic, social and environmental considerations. There is an expectation that local authorities will plan positively to meet identified development needs, within the context of a presumption in favour of sustainable development. In terms of the location of development the draft NPPF sets out the Government's commitment to protecting the Green Belt from inappropriate development. It also seeks to protect valued landscapes and to minimise the impact on biodiversity. It also says that Plans should allocate land with the least environmental or amenity value where practical. The draft NPPF also carries forward the commitment to address the causes of climate change, including supporting cuts in greenhouse gas emissions, for example by planning for development in locations and ways which reduce these emissions. The NPPF also contains policy on minimising vulnerability to climate change and managing flood risk.

The Waverley Settlement Hierarchy

5.12 As part of the evidence gathered to support the development of the Core Strategy, we have produced a Settlement Hierarchy. In essence, this means placing the various settlements in Waverley in a hierarchy determined by the range of services available within the settlement and accessibility to public transport. The Settlement Hierarchy provides important evidence in deciding on the most sustainable approach to the location of development. In the Waverley Settlement Hierarchy there are five categories of settlement. The highest order settlements are known as 'Communities with Key Services'. The settlements in this category are Farnham, Godalming, Haslemere and Cranleigh. Below these are 'Communities with Local Services'. This category contains Hindhead and Beacon Hill, Bramley, Milford, Elstead, Witley and Chiddingfold. The remaining villages are split between 'Rural Communities with Limited Services' (including villages like Alfold and Ewhurst), 'Rural Communities with Very Limited Services' (including villages like Hambledon and Wonerish) and 'Other Rural Communities' (including the smallest rural communities like Dockenfield and Blackheath).

Cross Boundary Issues

5.13 In the absence of regional plans, local authorities are still expected to co-operate to address cross boundary issues. This is through the new 'Duty to Co-operate' that is a requirement of the Localism Act and is also addressed in the draft NPPF. There are

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already examples of cross-boundary co-operation, for example through the joint work to address the impact of development in a number of local authority areas on the Thames Basin Heaths Special Protection Area (SPA).

5.14 A particular issue for Waverley is the potential impact of major developments planned outside Waverley. These include the proposed Eco-town at Whitehill/Bordon, the proposed Aldershot Urban Extension and major developments on sites in West Sussex, south of Haslemere. These developments, and others around Waverley, could potentially have positive and negative effects. On the negative side, the concern is mainly about the impact of these major developments on local infrastructure, including roads and schools. On the positive side, the nature of the local housing market and travel to work patterns demonstrate that it is likely that some of the need and demand for new homes in Waverley may be addressed, in part, by the significant increases in housing provision planned in areas around Waverley. These include:-

- Approximately 1,800 more homes planned for in Rushmoor than required by the South East Plan.
- The provision of 4,000+ new homes at Whitehill/Bordon. This was a strategic allocation in the South East Plan, over and above the housing allocation for East Hampshire.

5.15 With regard to infrastructure, this Core Strategy is being prepared taking account of what information is currently available in terms of the impact of these major developments in Waverley. However, in both the case of the Aldershot Urban Extension and Whitehill/Bordon, work is still on-going to assess the impacts of these developments on neighbouring local authority areas and identify any mitigation.

5.16 The Council will continue to liaise with neighbouring authorities on cross-boundary issues, including further consultation on planned levels of growth within Waverley, to ensure that there are no adverse effects or to ensure that arrangements will be in place to provide mitigation if needed.

Options Considered

5.17 Where options have been considered in relation to the distribution of development these have mainly been in relation to new housing. In 2009 the Core Strategy Issues and Options Topic Paper 'Town and Country' considered some options in relation to the overall amount of new housing that should be provided and the broad distribution of housing. Similarly, in 2010 there was a consultation on further options for the location of housing. In that case, the basis of the consultation was that the initial focus for the location of new housing should be within the four main settlements and the options presented were about where to locate housing if there was a shortfall between the overall target and what could reasonably be delivered within settlements. More details on these consultations and the outcome are set out in Chapter 6 of this draft Plan. The outcome from those consultations and the assessment of the options, including the associated Sustainability Appraisal, have also informed the decision on the overall spatial strategy.

5.18 In addition to these specific consultations, there have been a number of other opportunities during the preparation of the Core Strategy for individuals and organisations to comment on issues relevant to the overall spatial strategy and decisions about where new development should go. These have included one-to-one discussions with key service providers, consultation on the development of the Settlement Hierarchy and meetings with representatives from town and parish councils.

5.19 The Council consulted on the first Core Strategy Preferred Options and Draft Policies in early 2011. The Spatial Strategy set out in that document sought to direct most new development to the four main settlements, together with more limited development, including infilling, taking place in the villages.

Feedback from Consultations :

The feedback from the previous consultations on where new homes should go has indicated more support overall for options that are based around development being focused on existing settlements, as opposed to the options of targeting one location for either as completely new settlement or a significant urban extension to one of the main settlements. More details on the outcome from these consultations is set out in the next Section.

Comments on the first Preferred Options and Draft Policies

There was a mixed response to the proposed Spatial Strategy set out in the first Core Strategy Preferred Options and Draft Policies. The Environment Agency recommended that the Plan along with the Sustainability Appraisal and the Strategic Housing Land Availability Assessment (SHLAA) be more explicit in demonstrating that the approach to the location of development, particularly housing, follows the sequential test set out in PPS25.

Some infrastructure providers indicated that it is easier to plan for infrastructure where there is a small number of large defined sites as opposed to a number of small sites.

Some respondents highlighted the importance of infrastructure in making decisions on the amount and location of development. Some welcomed the approach of protecting the Green Belt and avoiding the use of greenfield sites for development. There was also the comment that the approach of building within settlements should be conditional upon ensuring that development within settlements.

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Some respondents felt that the Spatial Strategy should be more specific in resisting development in the countryside. Some respondents felt that the Council should look again at Dunsfold Park as a location for development, whilst others were opposed to the use of Dunsfold Park.

Some developers opposed the Spatial Strategy on the grounds that the number of new homes being planned for is insufficient to meet local needs and that this is a result of a strategy that focuses on urban capacity rather than meeting needs. Various sites/locations were identified as being suitable to accommodate additional housing.

There was also a mixed response in relation to the role that villages should play in meeting development needs. Some also opposed the approach of treating all villages the same, arguing that some of the larger villages have more facilities and are better placed to accommodate development.

The Preferred Approach

5.20 National policy on the location of development is driven by the principles of sustainable development, emphasising the need to locate development in accessible locations with good access to housing, jobs services etc. In an area like Waverley it is simply not possible to achieve the levels of sustainable living that can be achieved in much more urban locations, where facilities are located much more closely together and where the public transport network is much more comprehensive. The objective, therefore, is to locate development in the most sustainable locations possible. In some cases, for example, where there is a clear need for affordable housing in a village, the broad aspiration of sustainable development needs to be balanced against the benefit of meeting a locally generated housing need.

5.21 In order to achieve the aim of delivering the most sustainable development possible, it is considered that the main focus for new housing and other development should be on the four main settlements of Farnham, Godalming, Haslemere and Cranleigh. The justification for this approach is that it best meets the objectives of securing sustainable development and meeting national planning objectives. These settlements have the best range of jobs, services and other facilities. It is also considered that if there is a need to look outside settlements in order to deliver the planned level of new housing, then the first choice is to deliver this through selected releases of land on the edge of the main settlements. This approach is consistent with the view of the Panel of Inspectors who conducted the Examination in Public for the South East Plan. In its report dealing with housing numbers and distribution in Waverley, the Panel said that if it was not possible to find capacity for housing within settlements then there appeared to be some limited potential for small adjustments to urban boundaries that would not conflict with the Green Belt, AONB or other environmental designations.

5.22 It is considered that any releases of greenfield land outside settlements should preferably be on land with the least important environmental or other policy constraints. This means avoiding land within the Green Belt and also avoiding land within the AONB and AGLV.

5.23 In terms of the villages, the approach proposed in the first Preferred Options Core Strategy was that limited development in the form of infilling should be allowed in the villages that already have a defined settlement boundary. In addition, there was also to be a policy allowing for schemes delivering 100% affordable housing on sites adjacent to villages, where a need has been identified.

5.24 The approach now proposed for the villages largely follows what was previously proposed, in that small scale development, including infilling, will continue to be allowed in the villages with a defined settlement boundary. It is also proposed that a policy be retained allowing for the development of small scale affordable housing schemes within and adjoining villages, where a need has been identified. The main difference, however, concerns the potential inclusion of a small element of market housing in these rural exception schemes, where this is needed in order for the site to be delivered and where a significant proportion of affordable housing is being delivered, again to meet an identified need. This change is partly in response to the proposal in the draft NPPF that local authorities should consider allowing some market housing where this would facilitate the provision of significant additional affordable housing. This new approach is covered in the revised policy on rural exception schemes (see Chapter 9 Policy CS6).

5.25 The main focus of policy CS6 is to deliver affordable housing in response to local needs. It is considered that a modest increase in new housing in villages will also help to contribute to supporting the vitality of villages in Waverley. The revised approach would mean that there will still be a few of the smallest or most loose-knit settlements that do not have a defined settlement boundary and where the options for new development are very limited, although the proposed policy on rural exception sites does allow for such schemes in villages without defined settlement boundaries, subject to various criteria being met.

5.26 Consideration has been given as to whether there should be a policy distinction between the form of development that can take place in the higher order villages compared to those with a defined settlement boundary but fewer local facilities. For example, comparing somewhere like Milford with Dockenfield. However, the reality is that the way the settlement boundaries have been drawn around these villages means that the scope for development is greater in the larger villages than the small ones. In practice, therefore, more development has been allowed to take place within the larger villages because there are more opportunities.

5.27 Although not subject to a specific consultation question, one important issue where there are potential choices is the Council's approach to the Green Belt. The choice is whether the current Green Belt should be safeguarded as it is or whether there should be any review of the Green Belt to accommodate development. Although there is a potential choice to be made, the policy approach to the Green Belt is such

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that the Council should only consider a review in exceptional circumstances. Based on current evidence, the development needs in Waverley can be met without requiring a review of the Green Belt boundary. The only exception is the continuation of the rural exception sites policy, which applies to both Green Belt and non-Green Belt villages.

5.28 There are a number of other factors that will influence the location of development. Local and national landscape designations, such as the AONB and the AGLV are addressed in Chapter 13: 'Rural Environment'. Similarly the impact of ecological designations, such as the Special Protection Areas (SPAs) are addressed in Chapter 15: Biodiversity and Geological Conservation. One particular designation that impacts on the location of housing is the Thames Basin Heaths SPA. The zone of influence of this SPA affects most of Farnham such that a specific avoidance strategy is required to enable the delivery of avoidance and mitigation measures to enable new housing to be permitted. This issue is addressed within the Housing Chapter (Chapter 6).

5.29 Whilst much of the Waverley countryside is within the Green Belt, there are still quite extensive areas that are not. This countryside plays an important role in defining the character of Waverley as well as, in some cases, providing a rural buffer between settlements. The Council's current Local Plan policy C2 seeks to protect these countryside areas that are not within the Green Belt. The intention is that the Council will continue to protect this countryside, whilst recognising that in order to meet identified development needs, it may be necessary to identify and release selected sites.

5.30 There are a number of significant brownfield sites located in the countryside and Green Belt. Some of these are currently allocated for employment use and these allocations will be reviewed in the Development Management and Site Allocations DPD. Others do not currently have any designation. The most significant of these is Dunsfold Park. The current and future role of this major site is considered in the chapter dealing with Employment and the Economy (Chapter 10).

5.31 In the Waverley Borough Local Plan there are two sites identified as a Major Developed Sites in the Green Belt. One has since been redeveloped, the other is Milford Hospital. That designation remains and will be reviewed, if necessary through the Development Management and Site Allocations DPD. There have already been some representations proposing the designation of additional Major Developed Sites in the Green Belt. The detailed assessment and potential allocation of proposed sites will be undertaken as part of the Development Management and Site Allocations DPD, in accordance with relevant national policy in PPG2.

5.32 There are other rural brownfield sites within and beyond the Green Belt that may be suitable for development. Some of these are or have been in employment use and are designated as such. These sites may potentially continue to meet development needs for employment, housing or both. Detailed consideration of these sites, including a review of existing designations, will be undertaken as part of the Development Management and Site Allocations DPD.

5.33 It is acknowledged that, as a result of the opening of the new A3 tunnel at Hindhead, there will be changes within Hindhead itself and it is likely that sites within the current developed area of Hindhead will come forward for development. In fact, the Council has already started to receive planning applications for redevelopment in central Hindhead. In principle, the Council will support the redevelopment of land for uses more appropriate to the changed situation in Hindhead, in accordance with the Hindhead Concept Statement, the Hindhead Avoidance Strategy and any other subsequent policy/guidance produced by the Council.

Policy CS1: Location of Development

New development will be directed towards suitable land within the built up areas of Farnham, Godalming, Haslemere and Cranleigh. These are the settlements in Waverley that are the most sustainable locations within Waverley in terms of accessibility to services and facilities as well as public transport.

Limited development including infilling will be allowed within the defined settlement boundaries of the following villages:-

- Alfold
- Alfold Crossways
- Bramley
- Chiddingfold
- Churt
- Dockenfield
- Dunsfold
- Elstead
- Ewhurst
- Frensham (including Millbridge and Shortfield Common)
- Grayswood
- Hascombe
- Milford
- Rowly
- Shamley Green
- Thursley
- Tilford
- Witley
- Wonersh

Proposals for affordable housing to meet identified needs in villages will be considered in accordance with Core Strategy Policy CS6.

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The Green Belt will be maintained and new development in the Green Belt will be controlled in accordance with national policy in PPG2 and the emerging National Planning Policy Framework, which is due to replace PPG2.

Outside settlements, in the countryside beyond the Green Belt, the countryside will be protected for its own sake, in accordance with relevant policies in the Core Strategy, relevant saved local plan policies and new policies in the subsequent development plan documents, as well as relevant national planning policies.

Delivery and Monitoring :

Delivery:

This policy will be delivered through:

- The decisions made on planning applications and any subsequent policies and guidance that amplify the broad strategy.

Monitoring:

The policy will be monitored through:

- The routine monitoring of new development for housing and other uses.

Evidence :

- Draft Settlement Hierarchy
- Strategic Housing Land Availability Assessment (SHLAA) 2010 and updates 2011 and 2012
- Employment Land Review 2009 and update 2011
- Strategic Housing Market Assessment 2009

5.

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Relevant Core Strategy Objectives :

- To deliver sustainable development that meets the needs of the local community, whilst not compromising the quality of life for future generations.
- To contribute to the delivery of sustainable communities, by directing most new development to the main settlements of Farnham, Godalming, Haslemere and Cranleigh, where there is the best available access to jobs, services and other facilities.
- To support the provision of new development in villages where it meets identified local needs or helps to sustain local facilities.
- To deliver planned development in areas of significant change, including planned development in Hindhead that meets the needs of residents, businesses and visitors, as a result of the changes brought about by the new A3 tunnel scheme.
- To ensure that cross boundary impacts arising from development or infrastructure provision are considered and addressed.
- To support the delivery of at least 5,060 additional homes in Waverley in the period 2006 to 2028 (an average of 230 a year).
- To deliver a balance of housing and employment growth that takes account of both the need for additional housing and the need to safeguard and, if necessary, enlarge the supply and mix of premises available to meet the needs of local businesses.
- To ensure that adequate provision is made for new or improved social, physical and green infrastructure to meet the needs of the increased population.
- To deliver an increase in the overall stock and proportion of subsidised affordable housing and to ensure that as far as possible the type and tenure of affordable housing meets identified local needs.
- To support the delivery of a range of sizes and types of new homes, including homes and accommodation to meet the needs of specific users including older people and first time buyers.
- To support the delivery of new and improved commercial premises in order to meet the needs of businesses in Waverley, both within the main settlements and in rural areas.
- To safeguard and where appropriate enhance the rich historic heritage and the diverse and attractive landscapes and townscapes in Waverley, and ensure that new development takes proper account of the character and distinctiveness of the area in which it is located.

- To ensure that the design, form and location of new developments contribute to the creation of communities that are attractive, safe and inclusive.
- To protect and enhance the diversity of the wildlife and habitats that are within and around Waverley.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change
- To manage and reduce flood risk in Waverley through the design and location of new development.

Introduction

6.1 One of the key requirements of the Core Strategy is to set out the amount of new housing that should be provided over the period of the Plan and to provide the planning policy framework to ensure that new housing is provided in the right place. The overall Spatial Strategy for where development should go places an emphasis on delivering new development in the main settlements of Farnham, Godalming, Haslemere and Cranleigh, with more limited development directed towards the villages, principally to meet local needs. The proposed approach both to the amount of new housing that should be provided and where this housing should go is consistent with the overall Spatial Strategy.

6.2 The Core Strategy is expected to look forward at least 15 years from adoption. As it currently stands, the draft Plan looks forward to 2028 and therefore, the housing target set out in this draft also looks forward to 2028.

6.3 This document was originally prepared in the context of the South East Plan and its associated target for the number of new homes to be built in Waverley. However, through the Localism Act, the Coalition Government is proposing to abolish regional plans and their associated targets. In future it will be for local authorities to decide how many new homes to plan for. Therefore, although the South East Plan still exists, it is expected that before the Core Strategy is formally examined, the relevant clause in the Localism Act will have been enacted and regional plans abolished.

6.4 As it currently stands, the South East Plan policies of particular relevance to the amount and location of housing are Policies H1 and H2. Policy H1 sets out the district-level housing allocations, including the requirement for Waverley to deliver 5,000 new homes between 2006 and 2026. Other current South East Plan policies of relevance include:-

- SP3: Urban Focus and Urban Renaissance
- SP5: Green Belts
- H6: Making Better Use of Existing Housing Stock
- NRM4: Sustainable Flood Risk Management
- NRM5: Conservation and Improvement of Biodiversity
- NRM6: Thames Basin Heaths Special Protection Area

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- BE4: The Role of Small Rural Towns (Market Towns)
- BE5: Village Management

National Policy Context

6.5 PPS3 contains the main national planning policy on housing supply. The strategic housing policy objectives in PPS3 are:-

- To achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community;
- To widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need;
- To improve affordability across the housing market, including increasing the supply of housing;
- To create sustainable, inclusive, mixed communities in all areas, both urban and rural.

6.6 In relation to the amount of housing that should be provided, PPS3 sets out a range of factors to consider, including:-

- Evidence of current and future levels of need and demand for housing and affordability levels;
- Evidence of the availability of suitable land and housing;
- The Government's overall ambitions for affordability across the housing market, including the need to improve affordability and increase housing supply;
- A Sustainability Appraisal of the environmental, social and economic implications;
- An assessment of the impact of development upon existing or planned infrastructure and any new infrastructure required.

6.7 Although the Coalition Government is keen to remove 'Top-Down' targets and to give local authorities the responsibility for deciding how many new homes to plan for, it has indicated that it is committed to supporting economic development and the delivery of more new homes. This is clear in the draft National Planning Policy Framework (NPPF) and its proposed presumption in favour of sustainable development; the aim to meet objectively assessed development needs; and the removal of the target for developing on previously developed land (PDL). In relation to housing, the draft NPPF carries forward a number of the policy requirements in PPS3, including the need to plan over a 15 year period, and the strict control on allowances for 'windfall' sites in the first 10 years of the Plan. The draft NPPF also says that local authorities should use an evidence base to ensure that their Local Plans meet the full requirements for market and affordable housing in the housing market area. Currently only limited weight can be given to the NPPF in its draft form. However, it is expected that the final version will be published by March 2012.

The Approach to Setting a Local Housing Target

6.8 It is clear from the above that in setting a target some choices need to be made. In particular, whilst it is necessary to consider the overall level of need and demand, it is also necessary to consider what land is available. In addition, 'availability' involves making an assessment of the suitability of land as well as the likelihood of it becoming available for development during the period of the Plan. It is also necessary to consider the implications in relation to existing and future infrastructure.

6.9 Waverley is a large Borough with a lot of land that could be or already has been put forward as being 'available' for housing development. However, the fact that land has been promoted for development by landowners etc. does not necessarily mean that the land is suitable to be built on. Therefore, in deciding on the overall amount of housing to plan for, and where it should be located, local judgements have to be made on whether land is suitable, alongside considering issues such as the need and demand for new homes and the availability of infrastructure.

6.10 In terms of land availability, the principal source of evidence is the Strategic Housing Land Availability Assessment (SHLAA), together with associated information on housing completions and outstanding planning permissions. The first SHLAA was published in January 2010, to coincide with the consultation on options for the location of housing. The first SHLAA was carried out in two phases. Firstly to assess potential for housing within existing settlements and secondly to identify locations around the four main settlements and the five largest villages where there may be land available for development.

6.11 The SHLAA was subsequently updated to roll the base date forward to April 2010. At that stage, the update focused on identifying additional opportunities within settlements. A further update to the SHLAA has been produced with a new base date of April 2011. The updated SHLAA includes a list of sites within settlements considered to have potential to deliver housing within the Plan period. The list of sites with planning permission for housing has also been updated to the new base date of April 2011.

Options Considered

6.12 In relation to the overall amount of housing, the Council presented options both during the consultation on the Issues and Options Topic Papers in 2009 and again in the consultation that took place in September/October 2010, specifically on housing numbers, following the Government's action to revoke regional plans.

6.13 In the Topic Paper consultation, one of the questions was whether the Council should plan to deliver the 5,000 new homes required by the South East Plan, or whether it should actively plan to deliver more than 5,000 new homes. The justification for asking the question was the fact that the South East Plan left it open for local planning authorities to decide whether to plan to deliver more homes than the specific allocation in the Plan.

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6.14 Following the announcement of the Coalition Government's intention to abolish regional plans, and the subsequent revocation of regional plans by the Secretary of State in July 2010, it was decided that there should be a consultation with the local community and other key stakeholders to help the Council decide what its local housing target should be. The Council did not specify a precise target but rather sought views on the broad approach to setting a target. Three options were presented:-

1. A target based on the South East Plan
2. A target based on an estimate of the capacity for new homes to be built on land within settlements, or on other suitable and sustainably located brownfield land, minimising the need to build on greenfield land; and
3. A target driven by the need/demand for new homes in Waverley

6.15 In relation to **Option 1**, it was explained that this target would be within the range of **230 to 250** dwellings a year from 2006 to 2026. The 250 a year was the figure contained in the approved South East Plan and the 230 was the 'Option 1' figure that was in the South East Plan when it was submitted for Examination.

6.16 In relation to **Option 2**, it was explained that, based on an assessment of capacity within settlements (drawn from the SHLAA and updated information on completions and new planning permissions) together with some allowance for 'windfall' sites, the target was likely to be in the range of **150 to 200** dwellings a year over the period 2006 to 2026.

6.17 In relation to **Option 3**, no upper limit was specified but it was explained that such a target was likely to be **300 dwellings a year or more** over the same 20 year period.

6.18 It should be explained that in order to present options that were consistent with the original South East Plan target, each option was based on a target for housing provision over the South East Plan period of 2006 to 2026. The supporting information explained the number of houses already built in the first 4 years of that period.

6.19 In relation to the broad location of new housing, there have been two major consultations when the options presented have included questions about where new homes should go. Both of these consultations took place in the context of the imposed South East Plan housing target and pre-date the more recent consultation on setting a local target for the number of new homes.

6.20 In 2009 the Core Strategy Issues and Options Topic Paper 'Town and Country' considered some options in relation to the broad distribution of housing. At that time it was felt that there could be scope to accommodate the required amount of new housing within settlements. The options were:

1. To limit housing development to land within towns and villages;
2. Development within towns and villages as well as some development on the edge of the towns and larger villages;

3. Development within towns and villages with some development provided on the edge of towns and villages generally, irrespective of size; and
4. Development within towns and villages with some development provided either in a new settlement or a major urban extension.

6.21 Subsequently further housing options were identified and these were consulted on in early 2010. The Council published its first SHLAA at the same time. This indicated that it was not possible, at that point in time, to identify sufficient specific sites within settlements to meet the full South East Plan allocation of 5,000, even making some allowance for windfall sites. It was explained that the expectation was that most development would continue to take place within the four main settlements, and the options were about where to put development if there was a shortfall between what could reasonably be accommodated within these settlements and the overall target of 5,000. The options were:

1. Meet any shortfall by selected releases of greenfield land around the four main settlements;
2. Meet any shortfall by selected releases of greenfield land around the four main settlements as well as land within and potentially around the five largest villages (Bramley, Chiddingfold, Elstead, Milford and Witley) as well as Beacon Hill and Hindhead;
3. Meet any shortfall by selected releases of greenfield land around the four main settlements as well as land within and potentially around villages generally;
4. Meet any shortfall through a single urban extension to one of the four main settlements; and
5. Meet any shortfall through the development of a freestanding settlement.

The Core Strategy Preferred Options and Draft Policies - January 2011

6.22 In December 2010, following the consultation on housing numbers, the Council agreed the Core Strategy Preferred Options and Draft Policies (effectively the first full draft of the Core Strategy) for consultation. Having regard to the outcome from earlier consultations, the draft plan included a locally determined housing target for the delivery of 2,591 new homes between 2010 and 2027. This was a capacity-based target, derived from an assessment of potential capacity on land within settlements and on other suitable brownfield land, without the need for the release of greenfield sites. In terms of location, the draft plan identified that the main focus for new housing would continue to be within the four main settlements of Farnham, Godalming, Haslemere and Cranleigh, with more limited development within villages. Consultation on the Preferred Options and Draft Policies took place in January - March 2011.

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Feedback from Consultations :

In relation to the amount of new housing, there were 83 respondents to the 2009 Topic Paper question on whether to plan for the 5,000 new homes or to plan for a higher number. Of these, 69% of respondents chose the option of delivering the 5,000 homes and 31% took the view that the Council should plan for a higher figure. Those supporting the 5,000 option cited the constraints in Waverley and the potential impact of actively trying to deliver more than 5,000. Those suggesting a higher figure drew attention to the fact that the 5,000 figure was a minimum and that the Council should do more to meet the identified need for affordable housing and take account of the projected increase in population.

There were 333 responses to the recent consultation on setting a local housing target. 63% of respondents favoured Option 2 (the capacity-based approach); 20% favoured Option 3 (the option based on the need/demand for new homes); and 9% favoured Option 1 (the option based on the South East Plan figures). 8% of respondents did not favour any of the suggested options. There was also a separate consultation with the Citizens' Panel, which attracted a further 324 responses. Of those responding, 61% favoured Option 2; 20% favoured Option 3; and 19% favoured Option 1.

There was a wide range of respondents to the consultation on the housing target, expressing a wide range of views. Of the residents who responded, most favoured Option 2. Those supporting this option raised a number of issues including the need to protect the countryside and the character of towns and villages. Infrastructure was another concern, including concerns about the capacity of existing infrastructure to cope with additional housing. Those favouring a higher target pointed to the evidence of need and demand for housing in Waverley, including the need for more affordable housing. There was also the link between housing and the economy and the need for more new homes to support economic growth. The majority of landowners/developers responding to the consultation favoured the option linked to the need/demand for new homes (Option 3).

Responses to the first Preferred Options Consultation on the number of new homes

This Chapter attracted the highest number of comments and representations. There was a mixed response both in relation to the number of new homes that should be planned for and the approach to where they should go.

In relation to the number of homes, comments ranged from those who thought the target was too high; to those who supported the proposed approach; to those arguing that the Council should revert to the South East Plan target; to those arguing for a higher figure to reflect projected need/demand.

Those arguing for a lower figure referred to issues such as infrastructure capacity and the various environmental and other constraints. Some raised concerns about impact on character of both the settlements and the countryside.

Some of those arguing for a higher figure felt that the Council's approach would be contrary to national and regional policy and would be unsound. Some argued that the capacity-based approach took insufficient account of the local need/demand for new homes. Some argued that the Council had not taken sufficient account of the impact of the level of housing growth on the local economy. Some argued that the capacity-based housing target would mean that the Council would not deliver on one of its main priorities, affordable housing.

There were also some more detailed comments on issues like whether or not a windfall allowance can be justified and whether the supporting evidence such as the SHLAA and the Sustainability Appraisal were sufficiently robust.

Regarding the location of new homes, the Topic Paper consultation in 2009 was relatively inconclusive. There were 81 respondents to the question about where new homes should go. Of these, 22% favoured the option of only building within settlements; 33% favoured development within settlements and on the edge of the main settlements and largest villages. 13% favoured development within settlements and on the edge of settlements of all sizes; and 32% favoured development within settlements as well as either a new settlement or a major urban extension.

The further consultation on options for the location of housing, which took place between January and March 2010 attracted a much higher number of respondents. This was partly a result of the fact that the Strategic Housing Land Availability Assessment (SHLAA) was published at the same time and this attracted a lot of attention, including media attention, particularly as it identified some greenfield land around settlements that had been promoted as being potentially available for development.

A total of 629 responses were received. Of these only 356 (57%) actually voted for one of the identified options. In terms of those selecting an identified option, the response was that most favoured was Option 1 (meeting any shortfall through land releases around the four main settlements). That option was selected by 22% of respondents. 11% of respondents chose Option 3, which was to meet any shortfall through releases of land around the main settlements and use of land within and potentially around villages generally. 10% favoured Option 2 of meeting the shortfall by releasing land around the main settlements and the largest villages. 10% also favoured the option of meeting any shortfall through development of a new freestanding settlement. Finally 4% chose the option of meeting the shortfall through development of a single urban extension.

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273 (43%) of respondents did not specifically select one of the identified options. Many made comments that were of a general nature or that related to specific sites identified in the SHLAA. A number of those not selecting an identified option did, nonetheless, identify where they thought new homes should go. Some of these alternatives closely matched the identified options, whilst others put forward what would effectively be a combination of options. Others promoted variations on options to exclude development in certain locations. For example, not building in the Green Belt; not building in the area affected by the Thames Basin Heaths SPA or not building in places like Cranleigh that do not have a rail link. Overall, the majority favoured an approach based around development within and around settlements. There was a measure of support for a new settlement option either in isolation or alongside other options. There was less support for the concept of a single urban extension.

What is clear from the consultation responses is that there is a wide range of views on both how much housing should be built and where it should go. In many cases the responses are linked to a particular interest. From the developer perspective a number of responses favoured the option most likely to result in a particular site(s) being allocated for development. In terms of responses from local residents and local groups, some of the responses were also very site specific, resulting from concerns about individual SHLAA sites, particularly those outside settlements.

A number of respondents raised concerns about inadequate infrastructure either in specific settlements or generally. Common concerns related to traffic, parking problems, lack of school places and inadequate services like drainage and electricity.

Responses to the first Preferred Options Consultation on the location of new homes

Some key consultees like Natural England and the Environment Agency raised issues about the approach to identifying suitable land, taking account of constraints such as biodiversity interests and flooding.

Some infrastructure providers expressed a preference for a strategy based on a small number of large sites rather than a large number of small sites, as this makes infrastructure planning easier.

There were a number of local issues raised regarding the potential or lack of potential to accommodate new homes in different parts of Waverley and on different identified sites. Those opposing housing growth referred to local issues, again including infrastructure and environmental or other constraints that only affect certain parts of Waverley. Some also said that they considered the broad distribution of new homes to be unfair, with some parts of the Borough receiving what they regarded as a disproportionately high level of planned housing growth. Some also drew attention to major developments planned outside Waverley that they considered would have an impact on Waverley.

Those supporting growth gave reasons why they considered that certain specific sites or different locations in Waverley should be used to accommodate housing.

The Preferred Approach in Relation to the Number of New Homes to be Built

6.23 As explained above, the Council originally decided to put forward a housing target based on an estimate of the likely future capacity for housing within settlements and on other suitable brownfield land, without the need to release greenfield land. There was a mixed response to that approach. Some supported the approach; some considered that even that approach would result in too many new homes; and some argued that the target was too low and did not take proper account of the need for new homes in Waverley. Considered over the whole South East Plan period, it is estimated that the approach put forward in the last Preferred Options plan would be equivalent to delivering an average of 180 dwellings a year over the South East Plan period (i.e. 70 a year less than the South East Plan figure of 250 a year.)

6.24 For various reasons, the Council has decided that the housing target should be reviewed. It has decided to proceed with a target equivalent to the target included in the version of the South East Plan that was submitted for examination. That was a target figure of 230 dwellings a year, otherwise known as the 'Option 1' figure. The Council has concluded that this approach strikes a better balance between delivering new homes needed in the area, whilst recognising the rural character of Waverley and the various constraints that limit the potential to accommodate new homes in a sustainable way.

6.25 Although the Government's intention is that local authorities should be responsible for identifying how many new homes should be provided, this still has to be an evidence based process, and has to be supported through the Examination process, where the Inspector will consider the soundness of the approach. The Council has been particularly mindful both of the emerging national picture in the draft NPPF as well as evidence from other local authorities whose Core Strategies have recently been through the Examination process. Therefore, whilst the housing target set out in the first Preferred Options Core Strategy was in response to the feedback from the consultation, the Council recognises that it would be difficult to justify the approach through Examination, particularly in view of the emerging nation policy.

6.26 Until the relevant part of the Localism Act is enacted, the South East Plan remains in force, including its housing target for Waverley of 250 dwellings a year. A number of local authorities have, therefore, proceeded with their Core Strategies on the basis that they will retain the South East Plan housing target. It is anticipated that the South East Plan will have been abolished before the Waverley Borough Core Strategy is formally submitted and examined. It will be necessary, therefore, for Waverley to set the local housing target for the Core Strategy. However, a good starting point will be the South East Plan target, not least because of the extensive evidence base supporting both the overall target for the South East region, and the distribution of housing across the region.

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6.27 It was open to Waverley, therefore to revert to the final South East Plan target of 250 new homes a year. However, the Council believes that there are sound reasons for adopting the Option 1 figure for Waverley of 230 a year, as follows:-

- Waverley is not within one of the growth areas or other sub-regional areas in the South East Plan. It is within the 'Rest of Surrey' area. Prior to the detailed work on district allocations, the indicative housing figure for the 'Rest of Surrey' was 220 a year.
- The work carried out in 2005 to determine the district level allocations in Surrey was largely based on the findings of an updated 'Surrey Housing Potential Study'. That was an assessment of the potential to accommodate growth within settlements and on other suitable rural brownfield land. The findings of the Study were very heavily reliant on estimates of future supply of unidentified sites based on past trends. Since then, national policy has changed significantly in relation to windfall sites and the extent to which they can be included in assessment of future supply.
- At the time when this work was being carried out, there was evidence that Waverley was delivering housing above its allocation. However, that also coincided with Planning Policy Guidance Note (PPG) 3, with its prescriptive approach regarding density, including its encouragement of densities of 30 to 50 dwellings per hectare. That policy clearly influenced the schemes being submitted at the time and the ability of the Council to give weight to other factors. In fact the changes made to PPS3 to remove the minimum indicative density figure and to remove gardens from the definition of previously developed land, were due to concerns about the harmful effects that some housing schemes were having on the character of existing residential areas. Many of those 'harmful' schemes would have originated from a time when PPG3 was the national policy. Changes in national policy through PPS3 and the update, mean that future supply on urban sites through intensification, infilling etc. Is not likely to match the levels of supply being delivered at that time.
- When the South East Plan Examination in Public (EiP) Panel was considering housing numbers, it acknowledged that there was very little potential for Waverley to contribute more than its allocation of 230 a year in a sustainable manner. It said that a small increment above the draft plan figure of 230 could help to meet wider regional housing needs, without adding unacceptably to car-based commuting. However, it was clearly strongly influenced by the evidence that Waverley was outstripping its housing target at the time. As explained above, national policy at the time (i.e. PPG3) encouraged higher density development. That policy no longer exists.
- There are major developments planned in neighbouring authorities that will meet some of the housing needs arising in Waverley. Firstly, in Rushmoor, the recently agreed Core Strategy plans to deliver about 1,800 homes more than required by the South East Plan, including the 4,000 homes planned for the Aldershot Urban Extension. Secondly, there is the Eco town proposal for Whitehill/Bordon. This was included as a strategic allocation in the South East Plan, over and above the specific housing allocation for East Hampshire. Evidence shows the close links between Waverley and East Hampshire in terms of the housing market and commuting patterns such that the impacts of these major housing schemes will

extend beyond the respective borough/district boundaries (see the separate section of the plan dealing with cross-boundary issues generally).

6.28 The plan period for the Core Strategy runs to 2028 (i.e. 15 years post adoption). The housing target now proposed is for the delivery of 3,734 new homes between 2011 and 2028. Together with the 1,326 new homes completed between 2006 and 2011, this would result in the delivery of 5,060 dwellings between 2006 (start date for the South East Plan) and 2028 (the projected end date of this plan) at an annual average of 230 a year (i.e. The South East Plan 'Option 1' figure).

6.29 The main components of the projected supply are:-

- Sites with planning permission;
- Sites identified as having potential in the latest update to the SHLAA;
- An allowance for the continued supply of small sites based on past trends; and
- Selected greenfield releases around main settlements

6.30 One of the components of the assessment of future supply is the continued contribution of small 'windfall sites'. These are sites that have not previously been identified or allocated for housing by the Council. In recent years, the vast majority of new homes built in Waverley have been on windfall sites. A windfall component has been included in the projections of future supply, based on past trends for the supply of sites delivering a net increase of 1 to 4 units. This is below the minimum threshold for site identification in the SHLAA. More details on how the windfall estimate was calculated and the justification for its inclusion can be found in the latest version of the SHLAA.

6.31 In selecting the windfall allowance, the Council has recognised that recent changes to PPS3, with the change in the classification of garden land and the removal of the indicative minimum density, could have the effect of reducing the amount of housing coming forward within settlements. Therefore, the windfall component has been discounted by 25% to account for this.

Why other options were rejected

6.32 An explanation has already been given as to why the target contained in the first Preferred Options is not appropriate and why the South East Plan 'Option 1' figure of 230 a year is considered to be more appropriate than the final South East Plan figure of 250 a year. The Council has always had the option of delivering more housing than required by the South East Plan. It has consulted on options for delivering a higher housing number on two occasions in the past. In particular, this was Option 3 in the consultation on housing numbers that took place in September/October 2010. It is recognised that there is a high need and demand for housing. Waverley is an attractive and desirable place to live. However, part of what makes it attractive is the environment both in the towns and villages and in the countryside. Waverley is not alone in having a high level of need. However, a balance has to be struck between protecting what is valued in the area and responding to local housing needs. Based on current evidence

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of land availability, even the housing target now proposed in the Plan cannot be met without releasing some greenfield land to meet the likely shortfall. Setting a target higher than the South East Plan would be difficult to achieve without either significant greenfield releases or releasing unsuitable rural brownfield land. This was clearly in the minds of the South East Plan EIP Panel when it said that there was very little potential for Waverley to contribute more than 230 a year in a sustainable manner.

The Location of Housing

6.33 Having identified the Council's proposed overall housing target, this section explains the approach to delivering the new housing and broadly where it should be located. The overall Spatial Strategy says that the four main settlements should continue to be the focus of new development, with the villages playing a lesser role, mainly accommodating development to meet local needs. The Spatial Strategy also sets out the Council's position on the Metropolitan Green Belt. The intention is that the Green Belt be protected as it is. It is not considered that the delivery of the number of new homes being planned for requires any review of Green Belt boundaries.

6.34 A number of other factors influence the choices about where new homes should go. These include:-

- The availability of suitable land within different parts of the Borough in terms of both current planning permissions and sites identified in the SHLAA;
- The impact of European designations and the requirements of the Habitats Regulations
- The impact of other environmental/landscape designations such as the Area of Outstanding Natural Beauty (AONB) and the Area of Great Landscape Value (AGLV);
- Sustainability considerations including the level of services and access to public transport
- Infrastructure considerations.

6.35 In terms of flood risk it is accepted that parts of Waverley are at risk of flooding. Future decisions on the location of development should therefore have regard to national policy and the proposed Core Strategy policy CS21: 'Flood Risk Management'.

The Preferred Approach

6.36 The Council's preferred approach in terms of the location of housing is that the main settlements should continue to be the focus for development. The difference between the latest draft Core Strategy and the earlier version is that, with the higher housing number, there is a projected shortfall between what what can be delivered within settlements or on other suitable brownfield land and the overall target. Current evidence suggests that this shortfall is 1,007 dwellings. The other difference is that the Council has increased its estimate of what can be delivered on currently unidentified sites within/around villages. This is in response to the proposal in the draft NPPF that Councils should consider allowing a proportion of market housing on schemes if this

helps to deliver significant affordable housing. The Council already has a policy on delivering rural exception sites for 100% affordable housing where a need has been identified. It is anticipated that this change in national policy will result in more schemes for rural affordable housing coming forward and, as a result, increasing the supply of housing from this source. The windfall allowance for small rural schemes based on past trends would be about 180. Therefore, the change proposed assumes an additional 70 dwellings being delivered on currently unidentified sites in/around villages (an average of 4 dwellings a year over the whole plan period). It is considered that in addition to delivering affordable housing, the proposed approach will help to support the vitality of Waverley's villages.

6.37 The consultation on the five options for where new homes should go, which took place early in 2010, was based on the approach that the preferred location for new homes generally should be within the main settlements, but that other locations needed to be considered in order to meet any shortfall between what could reasonably be accommodated within the main settlements and the overall housing target. The options themselves are set out in paragraph 6.21 above. The approach now being proposed is really an amalgamation of Options 1 and 3, whereby land is released on the edge of the main settlements in order to meet any shortfall, along with an allowance for some additional housing in villages as outlined above.

6.38 The projected components of supply, as at April 2011, are set out in the following table:

Table 6.1

A) Housing required 2006 to 2028 to meet the South East Plan 'Option 1' figure	5,060 (i.e. 230 a year)	
B) Additional homes completed 2006 to 2011	1,326	
C) Residual Housing Target 2011 to 2028 (i.e. A - B)	3,734	
Sources of supply	Estimated Capacity	Comments
D) Estimated supply from existing planning permissions and sites identified in the SHLAA	1,847	The estimate of overall capacity has been reduced by 10% to allow for non-implementation.
E) Windfall estimate for sites of 1 – 4 dwellings (main settlements)	630	Equivalent to 45 dwellings a year from 2014 to 2028.

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F) Contribution from unidentified sites within/around the villages (estimate)	250	This comprises a windfall estimate for the villages of 13 dwellings a year from 2014 to 2028 + an allowance for extra housing arising from changes to the policy on delivering affordable housing in villages.
G) Total (D)+(E)+(F)	2,727	
Potential shortfall (i.e. D - G)	1,007	

6.39 Based on current evidence, the table above identifies a potential shortfall of 1,007 dwellings. The Council's preferred approach to meeting this shortfall, if it remains, is through selected releases of greenfield land around the main settlements. The justification for this is that these are more sustainable locations to accommodate any significant releases of land for housing. Evidence from the first SHLAA and other sites that have been promoted separately for housing indicates that more land is being proposed for housing than would be required to meet the shortfall. It is not the place of this Core Strategy to formally allocate individual sites for housing. This detailed work will be left for the Development Management and Site Allocations DPD and/or local neighbourhood plans. However, it is the place of the Core Strategy to indicate broadly where land may be allocated if it is needed to meet a shortfall.

6.40 Waverley is subject to a number of policy, landscape and other constraints. The Council considers that if greenfield sites are to be released then there should be a sequential approach, aimed at releasing land with the least sensitive landscape or other designations as possible. Therefore, as a first stage, areas that are within the Green Belt, the AONB and AGLV are excluded from consideration, because there is sufficient land not covered by these designations and that is potentially available for housing, should it be needed. In addition, whilst villages may have a limited role in delivering additional housing, as outline above, it is not considered that major land releases would be appropriate in the villages, if there is land that is potentially available around the main settlements, where the range of services is greater. Moreover, the largest villages, such as Milford or Witley, are all within the Green Belt so would not be first choice locations for major land releases.

6.41 Having regard to the landscape and other constraints, together with evidence of potential land availability, Farnham and Cranleigh are considered to be the main settlements most suited to greenfield releases. This is because Godalming is surrounded by the Green Belt and Haslemere is largely constrained by Green Belt, AONB and AGLV. There is, however, the Furze Lane reserve housing site in Godalming. This 2.47ha site is currently excluded from the Green Belt and held in reserve to meet longer term housing requirements (see Local Plan Policy H3). Other than this site, it is

considered that any shortfall should be distributed between Farnham and Cranleigh, on land that is not within the Green Belt, AONB or AGLV. Based on the current evidence this could mean releasing land for 907 new homes split between these two settlements.

6.42 One factor that potentially could affect the spatial distribution of housing is biodiversity and the impact on development opportunities arising from the various European, National and local biodiversity designations. Of particular significance in Waverley is the Thames Basin Heaths Special Protection Area (SPA). Although only a small part of this SPA is within Waverley, its influence in terms of new residential development extends over most of Farnham. This SPA was designated under European Directive 79/409/EEC because of its populations of three heathland species of birds. Natural England has identified that net additional housing up to 5km from the SPA is likely to have a significant effect (either alone or in combination with other developments) on the integrity of the SPA. Natural England has also identified an exclusion zone of 400m from the SPA. As a result in order to approve new housing within this 5km zone, affected local authorities have worked with Natural England to develop avoidance and mitigation measures in order that residential developments do not have a significant effect on the SPA.

6.43 A key element of the Thames Basin Heaths Avoidance Strategy is the provision of Suitable Alternative Natural Greenspace (SANG). Currently developers of new housing within the area affected by the Thames Basin Heaths SPA are required to contribute towards measures to upgrade and safeguard Farnham Park as SANG. It will be necessary to provide additional SANG capacity in order to deliver the new housing planned in the Farnham area. This issue is dealt with in more detail in Chapter 15, which deals specifically with biodiversity issues. In essence, however, there are options for delivering additional SANG capacity to deliver the housing on SHLAA sites and the windfall estimate for Farnham. However, as it stands, it would be necessary for developers to provide additional SANG to support delivery of housing on any greenfield sites affected by the SPA. Clearly this is an important issue in that planning permission cannot be granted in Farnham, unless appropriate mitigation and avoidance measures, including SANG provision, are applied. However, given the lifespan of the Plan, the Council is confident that additional SANG capacity will come forward in future to support the required housing.

6.44 Clearly if new residential development could be directed to areas outside the 5km buffer of the Thames Basin Heaths SPA then it minimises the risk of development having a significant impact on the SPA. If there were no other considerations, it would be preferable to build outside the 5km rather than within it. Therefore, it is necessary to consider the implications of not allowing further residential development to take place within this 5km. Such an approach would either mean directing development to other parts of the Borough or reducing the housing target accordingly.

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6.45 The Council has considered these options. It is not that it is unacceptable to build homes within 5km of the SPA, rather, in terms of the Habitats Regulations, it would be preferable to build outside this area. Where new housing is proposed within the 5km zone of the SPA, there are measures in place to secure appropriate mitigation/avoidance such that the development does not have a significant effect.

6.46 If the Council were to seek to avoid any potential impact on the Thames Basin Heaths SPA, an option would be to set a target for new housing that excluded any contribution from new sites within the Farnham area. This would reduce the overall target by 935, which is the contribution currently expected from SHLAA sites in Farnham, the windfall allowance for Farnham and the potential greenfield releases. As a result, the overall target for new housing would be reduced to 2,799, which would be less responsive to the overall need for new homes in Waverley.

6.47 Another option would be to retain the same housing target but allocate this to areas outside Farnham. The implication would be that land would have to be identified for these 935 additional homes elsewhere in the Borough. This would be likely to increase the pressure on the countryside and possibly the Green Belt and/or result in development pressure in less suitable locations in terms of access to services etc. It would also mean that it would be difficult to meet the locally generated need for new housing in Farnham itself

6.48 Therefore, whilst it may be technically possible to plan for future development without building within 5km of the Thames Basin Heaths SPA, it is not considered that this would be the most appropriate approach given the other factors outlined above. Clearly, however, it is necessary to ensure that a mechanism remains in place to ensure that where new homes are proposed in the area affected by the Thames Basin Heaths SPA, there are the necessary mitigation/avoidance measures in place.

Other options considered

6.49 The consultation on options for the location of housing that took place early in 2010, included the option of meeting any shortfall through a single large urban extension to one of the main settlements (Option 4) or through a new settlement somewhere in Waverley (Option 5). Although Option 5 did not specifically say that a new settlement would be at Dunsfold Park, many interpreted the option as being Dunsfold Park. That consultation took place not long after the planning appeal for a new settlement at Dunsfold Park, (including about 2,600 new homes), was rejected by the Secretary of State. The Council does not consider that a single major urban extension or a new settlement would be the right approach to delivering the new homes that are being planned for in Waverley.

6.50 Firstly, evidence suggests that the current shortfall in housing numbers is less than would be needed for a complete new settlement. There are both supporters and objectors to the concept of building a new settlement at Dunsfold Park, but the Council does not consider that there is a case for a new settlement as previously proposed by the owners. It should be pointed out that the South East Plan EiP Panel considered

the case for a strategic-scale development at Dunsfold Park and dismissed the idea as it considered that a development of about 2,500 dwellings and 2,000 jobs at Dunsfold Park would seriously unbalance the regional strategy and would be likely to remain unsustainable. It is considered that the amount of new housing now being planned for can be delivered without the need for a major strategic land release either in the form of a new settlement or as an urban extension.

6.51 Secondly, any new freestanding settlement would have to be of a certain size in order to support a range of services. In the Dunsfold Park case, the new settlement was about 2,600 new homes. Even that was not large enough to sustain a complete range of services. That site is inherently unsustainable in terms of its location and as a result, notwithstanding the many innovative measures to discourage or lessen the need for car use, the appeal inspector dealing with the proposed new settlement at Dunsfold Park was still concerned that there would be a high level of car movements with the resulting impact on local roads. It is acknowledged that the Secretary of State also considered that allowing the new settlement planning application would be premature and that the benefits or otherwise of the new settlement should be considered alongside other options for meeting the Council's housing requirements through the LDF process. As explained, the anticipated shortfall in housing numbers would not, in itself, justify a development of the size previously proposed by the owners of Dunsfold Park.

6.52 It has been advocated that some or all of the identified shortfall of about 1,007 homes could be provided at Dunsfold Park instead of through selected greenfield releases. In landscape terms such an approach would have potential advantages over greenfield sites on the edge of settlements. However, the Council's view is that it would be preferable to meet any shortfall in locations more closely related to the main settlements than Dunsfold Park. That was also the assessment of the South East Plan EiP Panel when it recommended the increase in Waverley's allocation from 230 to 250 a year. The Panel said that additional capacity should first be sought within the urban areas but that if that was not possible then there seemed to the Panel to be limited potential for small adjustments to urban boundaries that would not conflict with the Green Belt, AONB or other environmental designations.

6.53 Regarding the urban extension option, as it would be attached to one of the main settlements, it would not raise the same issues as an isolated new settlement in terms of access to services etc. However, it is considered that this would only be a preferable option if one of the existing main settlements specifically required expansion or if only one settlement was suitable for growth. Neither of these circumstances apply in Waverley.

6.54 A further consideration is the availability of infrastructure to meet future housing needs. The Council has an on-going dialogue with the key service and infrastructure providers to assess existing capacity and future requirements. This is as part of the preparation of the Infrastructure Delivery Plan. The aim is to ensure that the planned housing growth is provided with adequate infrastructure. Infrastructure is one of the main concerns emerging from earlier consultations. The final Infrastructure Delivery

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Plan will be completed before the Core Strategy itself is finalised for publication. However, the preliminary assessment, based on evidence and discussions with service providers, based on the South East Plan housing target of delivering 5,000 new homes over 20 years, is that there are no significant infrastructure issues that cannot be resolved.

Policy CS2: The Amount and Location of Housing

The Council will make provision for at least 5,060 net additional homes in the period from 2006 to 2028 (equivalent to 230 dwellings a year).

1,326 additional homes were completed between 2006 and 2011, leaving a residual target for the period 2011 to 2028 of 3,734 dwellings. These will be delivered by:

1. Promoting the use of suitable land within settlements together with suitable and sustainable rural brownfield land
2. Small scale affordable housing schemes in accordance with Policy CS6
3. Selected releases of greenfield land that is not with the the Green Belt, AONB or AGLV, on the edge of Godalming, Farnham and Cranleigh

It is anticipated that these dwellings will be distributed broadly as follows:-

Farnham: 1,324

Godalming: 738

Haslemere (including Hindhead and Beacon Hill): 387

Cranleigh: 801

Villages: 484

The identification of specific greenfield sites will be carried out through the proposed Development Management and Site Allocations DPD and/or local Neighbourhood Plans, as appropriate.

6.55 As explained above, the residual target figure of 3,734 includes an estimated requirement to deliver 1,007 new homes through selected releases of greenfield land on the edge of settlements. It is proposed that these be distributed broadly as follows:-

- Farnham - 454
- Cranleigh - 453
- Godalming - 100

Delivery and Monitoring :

Delivery:

This policy will be delivered through decisions on planning applications as well as the detailed application of the Core Strategy policies through the proposed Development Management and Site Allocations DPD.

Monitoring:

The policy will be monitored through the regular monitoring of planning permissions for housing together with the monitoring of starts and completions. It will also be monitored through the assessment of the five-year housing supply.

Evidence :

- The Strategic Housing Land Availability Assessment 2010 and updates 2011 and 2012
- The Employment Land Review 2009 and update 2011
- The draft Settlement Hierarchy
- The Strategic Housing Market Assessment 2009

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Relevant Core Strategy Objectives :

- To deliver sustainable development that meets the needs of the local community, whilst not compromising the quality of life for future generations.
- To contribute to the delivery of sustainable communities, by directing most new development to the main settlements of Farnham, Godalming, Haslemere and Cranleigh, where there is the best available access to jobs, services and other facilities.
- To support the provision of new development in villages where it meets identified local needs or helps to sustain local facilities.
- To ensure that cross boundary impacts arising from development or infrastructure provision are considered and addressed.
- To ensure that adequate provision is made for new or improved social, physical and green infrastructure to meet the needs of the increased population.
- To ensure that the design, form and location of new developments contribute to the creation of communities that are attractive, safe and inclusive.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change

Introduction

7.1 The purpose of this policy is to promote sustainable modes of transport in the Borough and minimise the negative environmental and economic impacts of congestion. Surrey County Council is the Highway Authority within Waverley. Waverley can contribute towards re-balancing the transport system by influencing the location of development, supporting rural transport initiatives, requiring travel plans and encouraging the use of public transport, walking and cycling.

7.2 The Strategic Road Network in the Borough consists of the A3, which cuts through the centre of the Borough linking Guildford, the M25 and London to the North and Portsmouth to the South. The principal train lines operating in the Borough are the London Waterloo-Portsmouth line serving Farncombe, Godalming, Milford, Witley and Haslemere, and the London Waterloo-Alton line serving Farnham.

7.3 Bus services across Surrey are currently under review by Surrey County Council. Services in Waverley are due to be reviewed in 2012/13. It is likely that the structure of the local bus network in Waverley will be altered to make services more commercially viable and sustainable which may result in reductions to rural services.

7.4 The Core Strategy's Spatial Strategy indicates that new development will be directed to the Borough's main settlements where there is the greatest access to services, facilities and jobs. This approach will contribute to reducing the need to travel

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and journey lengths. It will also help achieve a more sustainable form of development and support the viability of public transport. Measures to manage traffic growth, tackle local congestion hotspots and improve travel options and accessibility will be addressed through the Local Transport Plan (LTP) and where appropriate through the Development Management and Site Allocations DPD.

7.5 In Waverley, 31% ^(iv) of the population live outside the main built-up areas in rural villages and the countryside. With some exceptions, households in these rural areas have above average levels of car ownership. Indeed, the car will continue to provide the primary mode of travel in these areas. The Council will encourage travel choice in the rural areas through initiatives such as demand responsive bus services, although it is accepted that there is unlikely to be a single model for delivering the flexible and responsive transport services required to meet the diverse needs of the rural areas. The Council will support the provision of high-speed broadband as a driver in reducing the need to travel.

7.6 The Council carried out a Transport Evaluation in early 2010 in support of the Core Strategy with regard to traffic flows. The Transport Evaluation is being revised to take into account the new revised local housing target. The 2010 Transport Evaluation was carried out based on the former South East Plan housing targets, on the assumption that development would be focussed on the four main settlements: Cranleigh, Farnham, Godalming and Haslemere. The key findings of that Transport Evaluation were that while the growth in residential development up to 2026 is not thought to have a significant impact on the road network in the Borough as a whole, the four main settlements would be affected most by the additional trips. The highest increase would be in close proximity to the A31 corridor, between the Runfold Junction and Hickleys Corner in Farnham. However, it was not considered that the transport impact from the planned level of housing was unacceptable.

7.7 The Hindhead Tunnel, which opened in July 2011, is expected to result in an improvement in traffic flows and air quality in the Hindhead area, which has been classified as an Air Quality Management Area (AQMA), where pollutant levels exceed Government objective levels, since 2005. The 2010 Transport Evaluation concluded that future development was not likely to cause any major detrimental effects on any of the borough's AQMAs.

7.8 Travel planning can play an important role in promoting sustainable transport alternatives. Surrey County Council has published good practice guidance on the thresholds for and preparation of Travel Plans.

7.9 Car parks at the main railway stations in Waverley are well used and increasing their capacity will be encouraged. The Development Management and Site Allocations Development Plan Document will consider the scope for increasing their capacity in

iv Surrey Rural Strategy 2010-2015 and The Rural South East: An Evidence Base compiled from ONS 2006 and DEFRA 2005

conjunction with improvements to other modes of access. Any such increase in parking should also be accompanied by measures to improve access to the railway stations by bus, cycle and walking.

7.10 Planning Infrastructure Contributions will continue to be sought from new development to produce improvements to the transport network and managed the increasing demand for car use in line with the Council's adopted Planning Infrastructure Contributions SPD. Developer contributions are anticipated to become more important in terms of funding for bus infrastructure improvements.

7.11 This policy supports the Surrey Sustainable Community Strategy priority of helping people to achieve more sustainable lifestyles by investing in transport infrastructure and encouraging more sustainable modes of travel and the reduction of unnecessary travel.

Policy Context

7.12 PPG13: Transport seeks to integrate planning and transport to promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling in order to reduce the need to travel, especially by car. It also advises local authorities to use parking policies, alongside other planning and transport measures, to promote sustainable transport choices and reduce reliance on the car.

7.13 PPS3 recommends that developments should take a design-led approach to the provision of car parking, that is well integrated with a high quality public realm and streets that are pedestrian, cycle and vehicle friendly.

7.14 In line with PPS12, the Council is preparing an Infrastructure Delivery Plan, which amongst other forms of infrastructure, will set out what transport infrastructure is required to enable the amount of development proposed for the area. This process will seek to identify associated costs, sources of funding, timescales for delivery and gaps in funding.

7.15 The draft NPPF also promotes a pattern of development where the need to travel will be minimised and which facilitates the use of sustainable modes of transport.

7.16 Pending its abolition, relevant policies in the South East Plan are Policies T1, T2, T4, T5 and T7.

7.17 The Local Transport Plan covering Waverley is the Surrey Transport Plan (20011-2026). This seeks to increase accessibility to key services and facilities and improve the management and maintenance of the transport network. The Council will work with the County Council to ensure that the Borough's needs are reflected in future Local Transport Plans. As part of this work, the Council will where appropriate require the use of Travel Plans by new development and promote their use within other areas.

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7.18 The emerging Local Transport Plan 3 proposes minimum parking standards for residential development with the intention that they are applied flexibly according to local demand and characteristics. Through the Development Management and Site Allocations Development Plan Document the Council will provide for a level of accessibility that is consistent with the overall balance of the local transport system, including the availability of public transport.

7.19 The improvement in the extent and quality of pedestrian and cycle routes can contribute to providing sustainable access to services, facilities and jobs. A number of preferred cycle routes have already been identified under the Waverley Cycle Plan SPD. Reference should also be made to the Surrey County Council Rights of Way Improvement Plan. The Council will in conjunction with the Surrey County Council seek to improve the existing network of pedestrian and cycle routes through the Development Management and Site Allocations Development Plan Document and where opportunities arise through development proposals.

Options Considered

7.20 No specific options were put forward for consideration under the Issues and Options consultation. However, the emerging Local Transport Plan 3 recommends minimum rather than maximum residential parking guidance outside town centres, whilst retaining maximum guidance for non residential land uses. This approach focuses on minimising the use of car travel, rather than seeking to reduce car ownership.

Feedback from Consultations :

The Issues and Options consultation asked how planning could ensure that people have the best access to services possible. No specific options were put forward for consultation. Several respondents commented that the priority for transport spending should be for public transport measures and cycle lanes. The lack of access to public transport in the rural areas and the subsequent out-migration for jobs and housing was a common concern. It was suggested that the potential for home-working and broadband improvement could help sustain rural communities and reduce the need to travel.

Comments from the consultation on the first Core Strategy Preferred Options and Draft Policies raised concerns over a lack of evidence regarding the impact of future development on the highway network. Concerns were also raised over the lack of parking at key railway stations and pressure on rural bus services.

The Preferred Approach

7.21 The preferred approach is for new development that will generate a high number of trips to be directed toward previously developed land in sustainable locations or will be required to demonstrate that it can be made sustainable to reduce the need to travel and promote travel by sustainable modes of transport. All new development should be appropriately located in relation to public transport and the highway network.

7.22 The Council will develop local parking standards taking account of national policy and guidance from Surrey County Council, the local highways authority.

7.23 The Council will support and promote measures to reduce reliance on travel by car both in providing for new development and in supporting measures promoted through the Surrey Transport Strategy.

7.24 A list of adopted and proposed schemes to support the Core Strategy will be identified through the Infrastructure Delivery Plan. Planning contributions will be sought from new development, in accordance with Circular 05/05 and CIL Regulation 122, and used in partnership with Surrey County Council to produce improvements to the transport network.

Policy - CS3: Sustainable Transport

The Council will work in partnership with Surrey County Council, key stakeholders and transport providers to ensure that development schemes:

1. Are located where it is accessible by forms of travel other than the private car.
2. Contribute to the improvement of existing and provision of new transport schemes that lead to improvements in accessibility and give priority to the needs of pedestrians, cyclists and users of public transport.
3. Include measures to encourage non-car use such as on-site cycle parking.
4. Ensure development proposals are consistent with, and contribute to the implementation of the Surrey Local Transport Plan.
5. Require the submission of Transport Assessments and Travel Plans and other appropriate measures in new developments that generate significant traffic volumes or have significant impact on the Strategic Road Network.
6. Contribute to Planning Infrastructure Contributions, where appropriate
7. Are consistent with the objectives and actions within the Air Quality Management Plan.
8. Encourage the provision of new and improved footpaths, bridleways and cycleways.
9. Make appropriate provision for car parking, having regard to the type of development and its location, in accordance with local standards to be developed by the Council.

The Council will give significant weight to the availability of travel options and access in allocating land for development and in considering development proposals.

Delivery and Monitoring :

Delivery:

The policy will be delivered through:

- The Local Transport Plan which will identify the transport initiatives to be implemented to achieve the Local Transport Plan and Core Strategy visions.
- Working with partners to deliver the targets relating to transport and congestion within the Surrey Sustainable Community Strategy as part of the Council's overall objective of reducing congestion.
- Planning applications.

Monitoring:

The following indicators will be used to monitor the effectiveness of the policy:

- Travel Plans will be monitored in accordance with Surrey County Council Good Practice Guide for Development Related Travel Plans.
- The Infrastructure Delivery Plan will kept up to date in order to record changes in provision and monitor requirements.

Evidence :

- Surrey Local Transport Plan 2 (2006/07 - 2010/11)
- Emerging Surrey Local Transport Plan 3 (2011-2016)
- Waverley Cycle Plan SPD
- Waverley Transport Evaluation 2010
- Planning Infrastructure Contributions SPD (April 2008)
- Surrey Infrastructure Capacity Project

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Sustainable Transport

Infrastructure, Services and Community Facilities 8

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Relevant Core Strategy Objectives :

- To contribute to the delivery of sustainable communities, by directing most new development to the main settlements of Farnham, Godalming, Haslemere and Cranleigh, where there is the best available access to jobs, services and other facilities.
- To support the provision of new development in villages where it meets identified local needs or helps to sustain local facilities.
- To deliver planned development in areas of significant change, including planned development in Hindhead that meets the needs of residents, businesses and visitors, as a result of the changes brought about by the new A3 tunnel scheme.
- To ensure that cross boundary impacts arising from development or infrastructure provision are considered and addressed.
- To ensure that adequate provision is made for new or improved social, physical and green infrastructure to meet the needs of the increased population.

Introduction

8.1 The Council's housing target will have an impact on the Borough's infrastructure. New development will put greater pressure on existing infrastructure and services. It is essential that where development occurs, physical, social and green infrastructure is provided to meet the additional demand. Physical infrastructure includes the provision of public transport. Social Infrastructure includes education, health facilities, water, sewerage, power supplies, waste treatment, recycling facilities, social services and emergency services. Green infrastructure refers to a wide variety of green spaces, such as natural and semi-natural urban greenspaces, outdoor sports and recreation space, allotments, cemeteries and river corridors.

8.2 Community facilities covers services such as day centres, youth centres, museums and public halls. These will need to adapt to serve the additional needs of a growing and ageing population.

8.3 For the purposes of this document, infrastructure comprises:

- Transport: road network, cycling and walking infrastructure, rail, parking
- Education: primary and secondary education, further and higher education, nursery schools and other early years provision
- Health: acute care and general hospitals, mental hospitals, health centres/primary care trusts, ambulance services

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- Social and community infrastructure: supported accommodation, social and community facilities, sports centres, open spaces, parks and play space
- Public services: waste management and disposal, libraries, cemeteries, emergency services (police, fire, ambulance), places of worship, prisons, drug treatment centres
- Utility services: gas supply, electricity supply, heat supply, water supply, waste water treatment, telecommunications infrastructure
- Flood defences
- Green infrastructure: parks and gardens, natural and semi-natural urban greenspaces, green corridors, outdoor sports facilities, amenity greenspace, provision for children and young people, allotments, cemeteries and churchyards, accessible countryside in urban fringe areas, river and canal corridors, green roofs and walls.

8.4 It is important for the Council to work in partnership with infrastructure and service providers to deliver new development that is supported by the necessary infrastructure. Historically, small scale development has had a cumulative effect on infrastructure which in some cases has not been matched by improvements in infrastructure provision. The Council adopted a Planning Infrastructure Contributions (PIC) SPD in 2008 to seek to address this. The Council's current approach is to seek pooled contributions from new residential development resulting in a net increase in the number of dwellings or new non-residential development in line with the PIC. The Council also negotiates on the infrastructure needs of individual sites.

8.5 In order to understand levels of existing infrastructure, the Surrey Infrastructure Capacity Project has identified existing provision and known deficiencies and investment on a strategic level across the County. It is also important to assess infrastructure provision cross boundary as many infrastructure providers do not operate using local authority boundaries. Also the impact of potential large developments in neighbouring boroughs, such as the Bordon Whitehill Ecotown and the Aldershot Urban Extension, may have impacts on infrastructure capacity within Waverley.

8.6 Based on the previous assessment of housing growth contained in the South East, earlier meetings with service and infrastructure providers indicated that the infrastructure requirements generated by an additional 5,000 homes could be met. However, a number of schools in the borough are close to capacity and therefore there will be more pressure for commuting to schools outside the borough if improvements are not made.

Policy Context

8.7 The Draft National Planning Policy Framework states that local authorities should ensure that housing is developed in suitable locations which offer a range of community facilities and good access to key services and infrastructure (para. 126).

8.8 Pending its abolition, relevant South East Plan policies relating to infrastructure are Policies CC7 (Infrastructure and Implementation) and CC8 (Green Infrastructure).

8.9 In line with Planning Policy Statement 12, the Core Strategy is supported by an Infrastructure Delivery Plan (IDP) which identifies what physical, social and green infrastructure is needed to enable the amount of development proposed for the area. This will provide an assessment of existing infrastructure and service provision, identifying gaps, cross boundary issues, existing commitments and the need for new provision. It will identify who will provide the key infrastructure projects, when and how they will be funded. The IDP is a living document which will be continually monitored, developed and delivered to take account of changes in project phasing and funding throughout the plan period. Where the delivery of development is dependent upon key infrastructure projects, that development should be phased to coincide with the increase in infrastructure capacity.

8.10 Green Infrastructure is a network of multi functional open spaces which should be managed and designed to support biodiversity and wider quality of life. Green Infrastructure can also play a role in climate change adaptation by helping to reduce the likelihood and severity of flooding (which is supported by PPS25 Flood Risk), reduce the risks of overheating in urban areas through reducing the heat island effect. Green infrastructure can play a key part in place-shaping by formulation of design principles which respond to landscape character. The provision of improved recreational assets can also support the drive to encourage healthier lifestyles and benefit the quality of life for many people. The Council is working with the other Blackwater Valley Authorities and Natural England to progress a Green Infrastructure Strategy. The first stage of this will be the preparation of baseline data. In addition to the protection of existing green infrastructure assets, new provision should be created within and through new developments.

8.11 Governance arrangements are in place to facilitate updates of the IDP through the Infrastructure Providers Group. This brings together infrastructure and service providers that can assist in the timing and delivery of infrastructure projects.

8.12 There are no strategic sites with specific infrastructure requirements identified within the Core Strategy.

8.13 Local Authorities were empowered under Regulations adopted in April 2010 to charge a Community Infrastructure Levy (CIL) on new developments to help finance the infrastructure needed to support growth. However, for Councils, such as Waverley, who have already adopted a local tariff, there is a requirement to adopt the Community Infrastructure Levy locally by April 2014. Otherwise, the local tariff will only be able to be used on a limited basis.

8.14 This policy supports the Surrey Sustainable Community Strategy (Surrey Strategic Partnership Plan 2010-2020) which seeks to encourage sustainable economic growth and create better, more sustainable developments that deliver more social, environmental and economic benefit. "Connectivity", access to the Internet and broadband speeds

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have been identified as one of the key challenges in the Sustainable Community Strategy and the Council are carrying out a study to assess the level of existing and planned broadband provision in the borough with an emphasis on rural areas. The study will also identify opportunities for improved provision in the borough through partnership working.

Options Considered

8.15 The Issues and Options consultation asked how the Local Development Framework could support the delivery of infrastructure and services and how planning could ensure that people have the best access to services possible but did not put forward specific options for comment.

Feedback from Consultations :

The feedback from previous consultations has consistently raised pressures on existing infrastructure from additional development as a concern. Several respondents identified the need to provide adequate infrastructure to support the cumulative effect of development and that new infrastructure should be in place before development is occupied. The changing demand for services as a result of the ageing population was raised along with the limited road connectivity and public transport infrastructure, particularly in the rural areas which affect the accessibility for residents to services and facilities. Concerns were also raised that parts of the highways network are considered to be close to capacity.

Discussions with infrastructure and service providers have taken place to identify any planned investment and the ability to meet the needs of future development. Energy suppliers have indicated that there are no significant problems with accommodating additional growth in the borough although some rural areas do not have access to mains gas and experience power cuts. Likewise, water and wastewater authorities have confirmed that they have no constraints, although some areas experience low water pressure.

The feedback from the Preferred Options and Draft Policies stage highlighted the need to assess cross boundary infrastructure implications and co-operate with adjoining Councils. Concerns were raised over water capacity and Thames Water requested that water and sewerage infrastructure are specifically referred to in the Policy in line with Policy NRM1 and NRM2 of the South East Plan. It was considered that there was a lack of evidence regarding existing capacity and identifying future infrastructure needs, with reference to schools and the highways network. Concerns were also raised that developer contributions would not cover the infrastructure improvements required and alternative additional funding should also be sought with an aim to deliver infrastructure before development is occupied.

The Preferred Approach

8.16 The provision of adequate infrastructure is essential to investment and sustained economic growth in the borough. Where there is a need for specific infrastructure to make a development acceptable, this will be secured through a dedicated S106. In other cases, the Council will continue to secure contributions towards infrastructure through the continued application of the Planning Infrastructure Contributions SPD. The Infrastructure Delivery Plan will form part of the evidence base for the Community Infrastructure Levy.

Policy CS4: Infrastructure and Community Facilities

New development will be required to provide, or meet the reasonable cost of providing, the necessary community facilities, open space, transport infrastructure and other infrastructure requirements to meet the community needs arising from the proposal. Where appropriate, the Council will seek contributions towards the provision of new infrastructure in line with the Planning Infrastructure Contributions SPD or any subsequent replacement.

The Council will resist the loss of key services and facilities (including community facilities), unless an appropriate alternative is provided or, evidence is presented that the facility is no longer required and suitable alternative uses have been considered. This will require the developer to provide evidence that they have consulted with an appropriate range of service providers and the community where relevant.

The Council will support the development of new services and facilities (including community facilities) where required and may safeguard land for infrastructure if identified by the Council and other service providers through the Infrastructure Delivery Plan. Proposals for new infrastructure will be expected to maximise the dual use of facilities, e.g. the extended use of school sites for the benefit of the community.

The Council will work with partners to ensure that facilities and infrastructure as set out in the Waverley Infrastructure Delivery Plan is provided in a timely and sustainable manner to support the development identified in this Core Strategy and subsequent DPDs.

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Delivery and Monitoring :

Delivery:

The policy will be delivered through:

- The Planning Infrastructure Contributions SPD.
- The Infrastructure Delivery Schedule and Plan will be reviewed and updated as necessary to provide an up to date picture of the Borough.
- Working with partners to identify issues and co-ordinate the delivery of infrastructure through the county-wide work on the Surrey Infrastructure Capacity Project, to ensure that there is sufficient infrastructure, to support the anticipated level of development.
- Identifying any site-specific infrastructure requirements as part of the allocation of land for the Development Management and Site Allocations DPD.
- Securing the necessary provision of infrastructure from contributions as necessary to mitigate the impact of new development.
- Adoption of a Community Infrastructure Levy

Monitoring:

The policy will be delivered through:

- The Infrastructure Delivery Schedule will be kept up to date in order to record changes in provision and monitor requirements.

Evidence :

- Planning Infrastructure Contributions SPD (April 2008)
- Surrey Infrastructure Capacity Project
- Waverley Transport Evaluation (2010)
- Interim Statement on Infrastructure (2011)

8

Infrastructure, Services and Community Facilities

Affordable Housing and Other Housing Needs 9

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The Provision of Affordable Housing

Relevant Core Strategy Objectives :

- To contribute to the delivery of sustainable communities, by directing most new development to the main settlements of Farnham, Godalming, Haslemere and Cranleigh, where there is the best available access to jobs, services and other facilities.
- To support the provision of new development in villages where it meets identified local needs or helps to sustain local facilities.
- To deliver an increase in the overall stock and proportion of affordable housing and to ensure that as far as possible the type and tenure of affordable housing meets identified local needs.
- To support the delivery of a range of sizes and types of new homes, including homes and accommodation to meet the needs of specific users including older people and first time buyers.

Introduction

9.1 Waverley is an expensive and sought after place to live. The average price of a house is £406,687, which is significantly higher than the national average of £231,803^(v). Waverley has a significant need for more affordable housing. There are currently almost 3,500 households on the Council's Housing Needs Register in housing need^(vi). The Strategic Housing Market Assessment (SHMA), which was published in 2009, also highlights the need for more affordable housing. It identifies an annual shortfall of 515 affordable homes (not taking into account new affordable homes expected to complete each year). By comparison, over the last 5 years, an average of 48 new affordable homes have been provided each year^(vii).

Policy Context

9.2 Providing more affordable homes is one of the Council's corporate priorities and it is a priority for this Core Strategy. For the purposes of the Core Strategy, 'Affordable Housing' is as defined in Planning Policy Statement (PPS)3: 'Housing'. In June 2011, the definition of 'Affordable Housing' in Annex B of PPS3 was amended to include a new type of affordable housing: 'affordable rent', this is in addition to the two existing types; social rented and intermediate affordable housing. Government policy as set out in PPS3, together with the associated guidance in the document 'Delivering Affordable Housing', identifies the importance of delivering affordable housing. The need for more affordable housing is also a priority in the Surrey Strategic Partnership Plan 2010 -

v Average House Prices for 2011 (Quarter 2), DCLG - Table 585: Mean house prices based on Land Registry data, by district, from 1996.

vi Waverley Housing Needs Register (as at 9th January 2012)

vii Waverley Borough Council Affordable Housing Completions 2006-2011

2020. This identifies the economic as well as the social issues relating to affordable housing. A high demand for affordable housing is identified as a key challenge county-wide in the Surrey Interim Local Investment Plan (2010). A lack of affordable housing in rural areas is highlighted as a weakness in the Surrey Rural Strategy (2010-2015).

9.3 As it currently stands, the South East Plan policies of particular relevance to affordable housing are Policies H3 (Affordable Housing), H4 (Type and Size of New Housing) and H6 (Making Better Use of Existing Stock). Other current South East Plan policies of relevance include:-

- H1: Regional Housing Provision.
- H2: Managing the Delivery of the Regional Housing Provision.
- H5: Housing Design and Density.
- BE4: The Role of Small Rural Towns (Market Towns).
- BE5: Village Management.

9.4 Proposed changes to national planning policy through the draft National Planning Policy Framework (NPPF) provides continued support for provision of affordable housing. Through its proposed presumption in favour of sustainable development, key objectives include boosting the supply of market and affordable housing along with the identification and reuse of empty housing. In line with current national policy it encourages the provision for meeting the need for affordable housing on site. Currently only limited weight can be given to the NPPF in its draft form. However, it is expected that the final version will be published sometime early in 2012.

9.5 In Waverley, the planning system has traditionally supported the delivery of affordable housing in two ways. Firstly through requiring a proportion of new homes in new housing developments to be affordable homes; and secondly through allowing for small scale developments of 100% affordable housing in or adjoining some of the villages where a clear local need has been identified. Alternatively, major exceptions to planning policy have been made on the basis of 100% affordable housing in a context of high local need (e.g. 79 affordable homes built at Wyphurst Road, Cranleigh between 2005 and 2007.). Saved Local Plan (2002) policies H5 and H6 provide the current framework for delivering affordable housing through the planning system.

9.6 It is recognised that despite these policies, the amount of affordable housing being delivered falls well below the need. This is why one of the objectives of the Core Strategy is the delivery of more affordable housing.

9.7 The Council recognises that providing new affordable housing in the current economic climate is challenging. However it remains committed to increasing opportunities for all Waverley residents to have access to housing. In addition to updating planning policies, a new Local Housing Company, Waverley Initiatives Ltd has been set up. The redevelopment of low-demand Council stock or schemes that are no longer fit-for-purpose is being explored. The Council is also working with public sector partners to release public land for affordable housing. Encouragement is being

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given to the reuse of empty homes. The Council is working with neighbouring authorities, to enable cross borough nomination on large schemes, with Waverley applicants eligible for new affordable homes on large developments planned for Hart, Rushmoor and Surrey Heath. The Council will continue to work with rural communities to deliver affordable housing for local people on rural exceptions sites.

Affordable Housing on Development Sites

9.8 In most cases the current Local Plan (2002) policy only requires a proportion of affordable housing when at least 15 new homes are proposed or when the site is at least 0.5 ha in size. In smaller settlements with a population of less than 3,000 these thresholds fall to 5 dwellings and 0.2 ha respectively. Where a development is above the threshold then currently the minimum requirement is for 30% of net new homes to be affordable. This falls to 25% when the density of development exceeds 40dph.

9.9 It is clear that increasing the supply of affordable housing requires the thresholds to be lowered, so that more developments are required to make a contribution; and/or the proportion of affordable required on a site should be increased. Given that the majority of housing sites in Waverley are small, there are a significant number of housing developments each year that currently make no contribution towards the provision of affordable housing. In considering this issue, the Council has been very mindful of the guidance in PPS3, which says that it is necessary to consider the possible impact on development viability from any changes to the policy on affordable housing. Therefore, the Council commissioned the consultants Adams Integra to carry out an assessment of the implications for development viability from a range of options for changing the Council's policy on affordable housing^(viii).

Options Considered

9.10 The Council considered various options relating to its policy on affordable housing and these were set out in the Issues and Options Topic Paper: 'Living and Working', published in 2009. In relation to the thresholds for affordable housing, three options were considered:

- Keep the existing thresholds;
- Lower the thresholds; or
- Remove the thresholds so that a contribution towards affordable housing would be required from each new housing development.

9.11 In relation to the percentage of affordable housing required on qualifying sites, the options were either to retain the existing percentage from Local Plan (2002) Policy H5 or increase the percentage.

9.12 The existing Local Plan (2002) policy does not provide any guidance on the different types of affordable housing required, in terms of whether it should be social rented, affordable rented or intermediate housing. In practice, therefore, the tenure of

viii Affordable Housing Viability Assessment (2009)

affordable housing has tended to be negotiated on a site-by-site basis, depending on local need and affordability, proposed mix of units, wider market conditions and grant availability. However, the Strategic Housing Market Assessment (SHMA) (2009) provides specific evidence of the need for different types of affordable housing. Therefore, the Issues and Options Topic Paper also set out the option of either continuing to negotiate the tenure on a site-by-site basis or specifying in the policy the expected mix.

Feedback from Consultations :

The main feedback on these issues came in the response to the consultation on the Topic Papers which took place in 2009. On the question of thresholds, only 24% of respondents favoured keeping existing thresholds. 45% favoured lower thresholds and 31% favoured removing thresholds completely. The need to consider the viability implications of any policy was the main comment received. On the issue of the percentage of affordable housing, the majority (58%) favoured increasing the percentage. Again the main comment was in relation to viability. On the question of the tenure, the majority of respondents felt that this should continue to be dealt with on a site-by-site basis. A number of responses stressed the need for flexibility, to take account of site considerations and changing needs over the plan period.

The feedback received to the draft Policy CS5 and supporting text during the Preferred Options consultation held in January 2011 related to a number of aspects of the policy. The majority of responses received referred to issues of viability on development sites, the use of off-site financial contributions and overall affordable housing supply as a consequence of the a 'capacity based approach' to the Core Strategy housing target. In addition specific comments were received regarding the approach to a sliding scale of requirements for affordable housing on development sites and clarity on the wording of the policy.

The Preferred Approach

9.13 Having regard to the evidence, including the recommendations from the Affordable Housing Viability Assessment (2009) and Addendum (2010), it is considered that there is a case for both reducing the thresholds for affordable housing and increasing the percentage required on qualifying sites. In relation to the thresholds, leaving them as they are would mean that many housing developments would continue to make no provision for affordable housing. Not only would this miss opportunities to generate new affordable homes, it could also be perceived as being unfair. It is considered therefore, that the threshold should be lower. In terms of development viability, one consideration has been whether the requirement to provide affordable housing on smaller schemes could be regarded as having a disproportionate effect. There is also the practical issue of whether it is possible to provide on-site provision of affordable housing on very small schemes. These issues were considered by the consultants

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advising on viability issues and the solution would be to allow financial contributions towards off-site provision of affordable housing on small schemes and to have a sliding-scale of percentage requirements for the smaller schemes.

9.14 In relation to percentage, the overall conclusion of the consultants within the Affordable Housing Viability Assessment (2009) and Addendum (2010), is that an increase from a minimum of 30% to 40% should not have an unacceptable impact in terms of development viability. However, given that most schemes below 15 units are currently not required to make provision for affordable housing, it is considered that a sliding scale of percentages should be introduced for an interim period. This would lessen the impact of the change in policy, but could also be subject to future review, with a longer term aim to secure at least 40% affordable housing generally.

9.15 In terms of the tenure of affordable housing, it is important to secure the right type and tenure on a site to meet local needs. However, circumstances can change regularly, such that there is a risk that a prescriptive policy on tenure/type could not be flexible enough. The preferred approach at this stage is not to specify the tenure/mix in the policy. Instead the mix would continue to be negotiated. It is also proposed that supplementary guidance should be produced setting out further information on the tenure and mix of affordable housing along with guidance on the approach to dealing with financial contributions towards off-site provision of affordable housing.

Policy CS5: Affordable housing on Development Sites

On sites where new housing is acceptable in principle, the Council will require a minimum provision of affordable housing, as follows:-

- 20% on developments providing a net increase of 1-9 dwellings.
- 30% on developments providing a net increase of 10-14 dwellings.
- 40% on developments providing a net increase of 15 or more dwellings.

In the case of schemes where the net number of dwellings is 1 – 4 the contribution may be in the form of a financial contribution equivalent to the cost of providing 20% on site provision. In all other cases on-site provision of affordable housing will be required and only in exceptional circumstances will an alternative to on-site provision be appropriate.

In all cases where on-site provision is being made, the mix of dwelling types and sizes should reflect the type of housing identified as being required in the most up-to-date Housing Needs Survey and Strategic Housing Market Assessment, having regard also to the form and type of development appropriate for the site. The exact tenure split of the affordable housing will be agreed for each site, taking account of identified needs.

9.16 This policy will apply to all developments where there is a net increase in the number of residential units on the site, including mixed-use schemes. It will also apply to developments providing sheltered, extra care and other housing for older people. The Government Office of the South East clarified the situation in respect of sheltered housing and extra care housing and whether such schemes should make a contribution towards affordable housing needs. A letter from GOSE, received on 14th November 2006, stated that “the Government sees no distinction between proposals for open market sheltered accommodation and any other open market housing in terms of assessing such schemes against affordable housing policies in development plans. In areas where there is an acknowledged need for affordable housing, as a matter of principle, the Government therefore does not regard that development proposals for sheltered or extra care housing to be sold or let on the open market should be exempt from the need to provide an element of affordable housing.”.

9.17 On sites providing 5 or more net new dwellings, the presumption is that the affordable housing will be provided on site in line with PPS3. Only in exceptional circumstances will an alternative to on site provision be considered. The onus will be on the developer to demonstrate what on-site management or other issues would mean that on-site provision would compromise development viability. For those schemes where a financial contribution is agreed, it will be assessed using the methodology contained in the Affordable Housing Viability Study 2009. Only in cases where it can be robustly justified, off-site provision or a payment in lieu (of broadly equivalent value of providing the affordable housing on site) may be accepted, as long as it will contribute to the creation of meeting local housing need. This acknowledges affordable housing need to be an authority wide issue, although in the first instance the Council will review priorities for investment in terms of local needs and pipeline schemes at the time.

9.18 The affordable housing should be provided through a private subsidy and, where economically justified, a public subsidy. The private subsidy will be in the form of nil cost (free serviced) land. Public subsidy may be applied where it delivers additional benefits or represents an appropriate response to site economics. Negotiations with landowners should start on the assumption that grant funding from the Homes and Communities Agency (HCA) for affordable homes will not be available. Resources from the Homes and Communities Agency will be directed at ‘providing grant where this is purchasing additional affordable housing outcomes, and where the level of developer contribution represents an appropriate response to the site economics....[The HCA will] not fund the simple purchase by a housing association of affordable housing delivered with developer contributions through a planning obligation.’

9.19 The Council recognises that there may be exceptional situations where the specific circumstances of the site, or other matters, could mean that achieving the required level of affordable housing would compromise development viability. Where a prospective developer considers this to be the case, the onus will be on the developer to provide appropriate financial evidence with any planning application. If the Council is satisfied that the financial appraisal confirms that affordable housing cannot be provided in accordance with the policy, then negotiations will take place to secure an appropriate level of provision. If the Council needs to seek independent scrutiny of the

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viability of the scheme, payment for such advice will usually be funded by the developer. Ultimately, the final decision as to whether to accept a commuted sum will be the Council's.

9.20 More details on the application of this policy will be developed through supplementary planning guidance which will include more detail on:-

- the approach to calculating financial contributions;
- up-to-date information on the type and size of affordable housing required
- the cascade mechanism to be applied to cases where viability is an issue
- other matters of detailed interpretation/application of the policy

Delivery and Monitoring :

Delivery:

The Policy will be delivered by the Council working with developers and landowners, planning applicants and Affordable Development Providers/Registered Social Landowners.

Monitoring:

Council will monitor the effectiveness of this policy through its regular monitoring of planning permissions, starts and completions of new housing generally and the more specific monitoring of the type/tenure of new affordable housing units that are built.

Rural Exception Sites

Policy Context

9.21 Planning Policy Statement (PPS)3 acknowledges that the opportunity for delivering affordable housing in rural communities tend to be more limited. It is recognised that needs will arise for affordable housing in rural locations, that may be difficult to meet solely through development within the village boundary. The Council currently applies saved Local Plan policy H6, which allows for small scale developments of affordable housing within or adjoining rural settlements where there is a clear need. This policy has helped to facilitate the development of a number of such schemes in Waverley. PPS3 encourages the use of a rural exception sites policy where circumstances justify it. In Waverley's case, much of the Borough is rural, with a considerable number of villages. Evidence suggests an on-going need to provide for affordable housing to meet identified local needs. Therefore, an appropriate policy is proposed for the Core Strategy.

9.22 The National Planning Policy Framework (NPPF) states that in rural areas, local planning authorities are expected to be responsive to local circumstances and plan housing development to reflect local requirements, particularly for affordable housing. Local Planning Authorities are also expected to consider whether allowing some market housing would facilitate the provision of significant additional affordable housing. It is expected that the final version will be published sometime early in 2012.

Options Considered

9.23 The Council does not currently allocate rural exception sites in advance. Instead, Local Plan Policy H6 is used to react to proposals that are put to the Council. One option considered was whether the Council should seek to identify and allocate rural exception sites as well as continuing with a criteria-based policy similar to the existing one. The alternative option is simply to roll forward/update the current policy.

9.24 The current policy only applies to certain villages in Waverley. These are the ones that have a defined settlement boundary. It therefore does not apply to the smaller or loose-knit villages. Examples of villages not currently covered by the policy include Hambledon, Wormley and Rushmoor. Another option considered is whether the Council should extend the rural exception sites policy to apply to all villages in Waverley. The alternative would be to continue to apply the policy only to the villages that already have a defined settlement boundary.

9.25 These options were set out in the Core Strategy Issues and Options Topic Paper: 'Living and Working'.

Feedback from Consultations :

The main response to this issue was when the Council consulted on the Issues and Options Topic Papers in 2009. In addition, the issue has been discussed at the Housing Associations' Forum that the Council hosts. This forum includes specialist rural providers of affordable housing. 74% of respondents to the Topic Papers felt that the Council should maintain its current approach of not allocating rural exception sites. Comments included the difficulty in identifying sites. In relation to the question of extending the exception sites policy to apply to all villages, 71% of those responding thought that this would be a good idea. Some felt that this would help to address local needs, although there was a concern from the CPRE that the villages concerned may be too small, too dispersed and lacking in facilities.

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The majority of feedback received to the draft Policy CS6 and supporting text during the Preferred Options consultation held in January 2011 related to how the policy is applied to settlements. Some argued for a specific list of villages and concern was expressed regarding the application of the policy to settlements without defined boundaries under current Local Plan (2002) policy. The suggestion of applying the policy to larger settlements in the Borough, as more sustainable locations, was put forward and relates to a number of comments received expressing concern over lack of existing infrastructure available to cope with new development and the potential impact on the character of the villages.

The Preferred Approach

9.26 The preferred approach is to maintain a criteria-based policy and not to seek to allocate exception sites in advance. This is because the identification and development of these sites is usually driven by the identification of a local need and potential sites, following the carrying out of a local housing needs survey. Recommendations from the survey will propose the number, type, tenure and mix of affordable homes in line with local need. Unless the Council is already aware of an identified but unmet local need and that sites within the settlement boundary have already been exhausted, it would be difficult to justify allocating a site. There is a further concern that allocating a site could be counter-productive, should the landowner decide not to make the land available but to keep it in the hope that it may, in time, be released for market housing, therefore generating a much higher land receipt as opposed to a multiplier of agricultural land for a rural exception site. At this stage, therefore, it is proposed that the Council retain a criteria-based approach, similar to the existing. It will, however, keep the issue of allocation in mind once it develops the proposed Development Management and Site Allocations DPD.

9.27 The issue of extending the policy to all villages is more difficult. There may be some villages where there could be an unmet need for affordable housing. On the other hand, the size and character of the villages concerned is such that it may be difficult to identify a suitable site that would not have a detrimental impact on character. Whilst the Council acknowledges the concerns about the possible environmental impact, it considers that if there is a genuine local need for affordable housing then the effort should be made to meet it if possible. Therefore, the preferred approach is to extend the scope of the policy.

9.28 Following the publication of the draft NPPF in 2011 and the changes in the arrangements for funding affordable housing, the Council acknowledges that there may be circumstances where a small element of market housing could be required in order for an affordable housing scheme to be deliverable. This is reflected in the revised policy.

Policy - CS6: Rural Exception Sites

Exceptionally, where the Council is satisfied that there is a genuine local need for affordable housing which cannot be met in some other way, small scale developments of affordable housing may be permitted on land that is within, adjoins or closely related to the existing rural settlement, provided that:-

- (i) The development is small in scale, taking account of the size of the village and respects the setting, form and character of the village and surrounding landscape; and
- (ii) Management arrangements exist to ensure that that all of the affordable dwellings remain available on this basis to local people in perpetuity.

Where it can be clearly demonstrated that it is required to ensure the viability of the scheme, the Council will consider a limited element of open market housing, provided that:

- The requirements set out under (i) and (ii) of this policy can be satisfactorily met;
- The new development integrates the open market and affordable housing and makes best use of the land; and
- The number of open market dwellings included in the scheme is the minimum required to provide the necessary number of affordable dwellings.

9.29 The Council expects that any proposals for rural exception sites will be accompanied by evidence that clearly identifies and quantifies the need for affordable housing in that settlement. Any development proposals must be small in scale, having regard to the size of the settlement itself. Depending on the circumstances and the proposed site, it may also be necessary to demonstrate why the site has been selected and what other sites have been discarded. Any planning permission that is granted must be subject to an appropriate legal agreement to ensure that that new dwellings remain affordable housing in perpetuity. The perpetuity of affordable homes on rural exception sites and on land within Designated Protected Areas are protected for rented affordable homes where there is an exemption from 'Right to Acquire'. Staircasing on shared ownership homes on rural exception sites is restricted to 80%.

9.30 It is expected that the land provided for affordable housing will be provided at low or nil cost. However, if it can be demonstrated that it is necessary to create additional funds over and above those available from free and low-cost land, to overcome specific constraints, or that the provision of low cost dwellings for local needs is not realistic or practicable without extra subsidy, a limited element of open market housing may be permitted within an overall scheme. This will be in the form of carefully prescribed cross-subsidy schemes, in order to meet the objective of developing rural affordable housing to meet local needs. The Council will need to be satisfied that:

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- The minimum number of open market dwellings necessary to support the scheme has been established.
- There is local support for the scheme, including adequate consultation with the appropriate Parish Council.
- The scheme meets a demonstrated housing need.

Delivery and Monitoring :

Delivery:

The Policy will be delivered by the Council working with developers and landowners, planning applicants and Registered Providers.

Monitoring:

Council will monitor the effectiveness of this policy through its regular monitoring of planning permissions, starts and completions of new housing generally and the more specific monitoring of the type/tenure of new affordable housing units that are built.

Evidence :

- Affordable Housing Viability Study 2009(and Addendum 2010)
- Strategic Housing Market Assessment 2009
- Waverley Borough Council Housing Needs Register

Housing Type and Size

Relevant Core Strategy Objectives :

- To support the delivery of a range of sizes and types of new homes, including homes and accommodation to meet the needs of specific users including older people and first time buyers.

Introduction

9.31 One of the main objectives of the national planning policy on housing, set out in Planning Policy statement (PPS)3 is to achieve a wide choice of high quality homes, both affordable and market housing, to meet the requirements of the community. PPS3

also states that key characteristics of a mixed community are a variety of housing, particularly in terms of tenure and price and a mix of different households such as families with children, single person households and older people.

9.32 The Strategic Housing Market Assessment (SHMA) 2009 provides evidence of need and demand for housing and includes a section on groups that may have particular housing needs. One of the requirements of PPS3 is for the Local Development Framework to identify the likely profile of households requiring market housing. Based on a household survey, The SHMA indicates that the profile in Waverley is that 20% of households are single person; 30% are families with children (including lone parent households); and 50% are households with two or more adults but no children. The SHMA also provides an estimate of demand for different types of market housing. It suggests that the greatest demand is for two-bedroom homes, followed by four-bedroom homes.

9.33 Based on projected demographic changes and the evidence in the SHMA, there are three groups in Waverley considered to have particular housing needs:-

- Older people;
- Students
- Those seeking to get into the housing market

9.34 In line with national trends, Waverley has an ageing population. Currently 17.6% of the Waverley population is above retirement age. This trend is set to continue. It is projected that between 2002 and 2015 the number of people in Waverley over 65 will increase by 16.5%. It is also projected that the number of people in Waverley over 85 will increase by 29.4%. The projected increase in the number of Waverley residents over 65 has implications in relation to the type of housing available and other considerations such as health and access to services.

9.35 With regard to students, the University for the Creative Arts (UCA) has a campus in Farnham which has 2147 students enrolled^(ix), however the university accommodation only has the capacity for 375 students, after which students are encouraged to seek private accommodation in the area. If the opportunity arises, UCA's preferred strategy would be to increase student numbers, whilst reducing the number of campuses from five to four. It is therefore expected that there will be a greater number of students studying at the Farnham Campus, with an associated increase in the demand for student accommodation.

Policy Context

9.36 PPS3 states that Local Planning Authorities should plan for the full range of market housing. In particular, they are expected to take account of the need to deliver low-cost market housing as part of the housing mix. Waverley is an expensive area in which to live, with average house prices being well in excess of the national average.

ix Student enrolments by campus (as at 31st July 2010), UCA Annual Review 2009-10

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The draft National Planning Policy Framework (NPPF) states that Local Planning Authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. Currently only limited weight can be given to the NPPF in its draft form. However, it is expected that the final version will be published sometime early in 2012.

9.37 Currently the Council influences the mix of market housing through Local Plan policy H4, which requires a proportion of new units to be small (1 to 3 beds). In addition there is a policy (Policy H7) that encourages the provision of supported housing for those with special needs.

Options Considered

9.38 The consultation on Issues and Options Topic Paper "Living and Working" included options regarding the mix of market housing in new developments. One option was to have a policy (like the existing Local Plan Policy H4) that specified the mix of different types of market housing that should be incorporated in new housing developments. The other option was not to specify a mix in the policy but to negotiate the size and type of housing on a site-by-site basis. The same Topic Paper set out possible options for the Council's approach to meeting the housing needs of particular groups. One option was to seek to specify targets and allocate sites specifically for housing for groups who have special housing needs. The other option was to continue with the current approach of encouraging the provision of special housing in suitable locations, but not setting specific targets for the amount provided. The Topic Paper identified groups that may have special housing requirements as:-

- Ethnic minorities;
- Those with limiting long-term illnesses;
- Key workers;
- Older persons;
- Families, students and rural households.

9.39 A supplementary question in the Topic Paper invited respondents to identify any additional groups regarded as having special housing needs.

Feedback from Consultations :

On the issue of the mix of market housing, 72% of those responding to the Topic Paper consultation felt that the mix should be negotiated on a site-by-site basis rather than being specified in the policy. On the question of housing for groups with special needs, 81% of those responding felt that the Council should continue with the current approach of encouraging this type of development in suitable locations, rather than having specific targets and allocating specific sites for special needs housing.

In response to the question about groups having special needs, the respondents identified some additional groups, namely:-

- Seasonal workers;
- First time buyers;
- Those losing accommodation due to termination of employment;
- Those with mental illness or other disabilities (including accommodating care provided by extended family);
- Travelling Showpeople

On the specific question regarding 'Lifetime Homes', 60% of the respondents favoured requiring a proportion of market dwellings to meet this standard.

There was the comment that provision for older persons should include ensuring that sheltered housing and extra care housing are in locations where prospective residents have a local connection. There was also a comment about a shortage of 'move on' accommodation for families wishing to move to larger accommodation in Waverley.

The question was raised about whether the Council needed to be so specific and whether market forces can deliver the required type of housing.

The feedback received to the draft Policy CS7 and supporting text during the Preferred Options consultation held in January 2011 included comments which expressed concern that the policy does not deal adequately with the potential expansion and increased student numbers at UCA in Farnham. Comments also expressed a lack of detail and measurable targets within the policy.

Preferred Approach

9.40 It is recognised that there needs to be a balance between meeting specific needs/demands for different types of housing with the practical considerations of what is appropriate for a specific site. It is also recognised that as a whole there needs to be a mix of housing provided to meet the needs of the community whilst avoiding an over concentration of a particular type of housing. It is not just an issue of the size of

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accommodation based on the number of bedrooms. For example, very different housing needs are met by a two-bedroom house or flat designed for those getting on to the housing ladder, compared to a two bedroom apartment provided in a higher cost development. In seeking to strike the right balance, the view is that the Council's policy on the mix of market housing should not be as prescriptive as the current Local Plan policy. Instead, the view is that the policy should say that new developments will be expected to provide a mix of housing having regard to the evidence of need/demand set out in the SHMA (2009) and taking account of other factors such as the site and its surroundings.

9.41 On the question of housing for special needs, it is important that the Council support the provision of such housing where there is a need. However, it is not considered that there is sufficient evidence to justify specifying a set target within the policy. In terms of particular groups, the policy can indicate support, in principle, for the provision of housing and related accommodation for older people in suitable locations. Similarly it can provide encouragement to the provision of lower cost market housing, aimed at those entering the housing market in locations where that form of housing is appropriate. On the specific issue of accommodation for students, the potential future need has not been quantified so again the Council can only encourage the provision of accommodation to meet student needs in locations where this would be appropriate. It may be that if the University's plans are firmed up then specific site allocations could be considered through the proposed Development Management and Site Allocations DPD.

Policy CS7: Housing Type and Size

The Council will require proposals for new housing to make provision for an appropriate range of types and sizes of housing to meet the needs of the community, reflecting the most up to date evidence in the Strategic Housing Market Assessment.

The Council will support the provision, in suitable locations, of new housing and related accommodation to meet the specific needs of older people. The Council will also encourage the provision of new developments incorporating 'Lifetime Homes' principles within the design so that they can be readily adapted to meet the needs of older people and those with disabilities.

In suitable locations the Council will also encourage the provision of lower cost market housing designed to meet the housing needs of those entering the housing market.

The Council will also support, in suitable locations, the provision of accommodation designed to meet the identified needs of students.

Delivery and Monitoring :

Delivery:

This policy will be delivered through:

- The implementation of planning permissions
- Housing Needs survey results

Monitoring:

This policy will be monitored through:

- Housing completion statistics.

Evidence :

- Strategic Housing Market Assessment 2009
- CLG: Lifetime Homes, Lifetime Neighbourhoods – A National Strategy for Housing in an Ageing Society

Gypsies, Travellers and Travelling Showpeople

Introduction

9.42 Gypsies and Travellers and Travelling Showpeople are two other important groups with specific accommodation needs. For the purpose of this policy the term 'Gypsies and Travellers' is defined as in Circular 01/2006 'Planning for Gypsy and Traveller Caravan Sites' (February 2006). For the purpose of this policy 'Travelling Showpeople' are defined as in Circular 04/2007 'Planning for Travelling Showpeople' (August 2007).

Policy Context

9.43 Circulars 1/2006 and 4/2007 require local authorities to allocate sufficient legal stopping places for Gypsies, Travellers and Travelling Showpeople. The Coalition Government intends to revoke Planning Circular 01/06 and Circular 04/07, subject to necessary impact assessments, to be replaced with a light-touch guidance outlining councils' statutory obligations.

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9.44 Within Waverley, there are currently 13 authorised and 4 unauthorised sites for Gypsies and Travellers. One of the authorised sites, Rosewood in Brook, has a temporary permission until 2012. There are also 2 authorised and 1 unauthorised sites for Travelling Showpeople. All except The Willows site in Runfold are privately owned and managed. All the sites tend to be in countryside locations.

9.45 Circular 1/2006 required Councils to undertake a Gypsy and Traveller Accommodation Assessment (GTAA) to assess need and identify pitch requirements for each authority. A GTAA was carried out in 2006 by David Couttie Associates on behalf of Waverley, Guildford and Surrey Heath Borough Councils, known as the West Surrey GTAA. The GTAA concluded that Waverley had 85 households living on authorised sites and identified a need for 37 additional pitches for Gypsies and Travellers and from 2006-2011 with a compound growth rate of 3% post 2011.

9.46 The current policy position is saved Local Plan Policy H11. It safeguards existing identified Gypsy sites and sets criteria for the consideration of new sites and expansion of existing sites. However, there are no specific policies relating to Travelling Showpeople. It also indicates that the development should provide safe access to a highway and not conflict with policies for the Green Belt, Countryside beyond the Green Belt, the Farnham/Aldershot Strategic Gap and other policies to protect the environment or character of the area.

9.47 The Draft Planning Policy Statement (PPS) on Planning for Travellers will replace Circulars 01/2006: Planning for Gypsy & Traveller Caravan Sites and Circular 04/2007: Planning for Travelling Showpeople. Under the Draft PPS, Councils will be required to assess need and set their own targets for pitches for Gypsies and Travellers and plots for Travelling Showpeople in the light of "historical demand". Councils will be expected to identify a five year supply of deliverable sites. It is understood that the Draft PPS will be incorporated into the National Planning Policy Framework.

Options Considered

9.48 Suggested factors to consider when assessing where new sites for Gypsies, Travellers and Travelling Showpeople should be located were set out in the Core Strategy Issues and Options Topic Paper: "Living and Working". These included:

- Within an existing built up area
- Adjacent to an existing built up area
- On Previously Developed Land
- In a location that is accessible to local services and facilities using an alternative to the car
- Within or adjacent to an existing Gypsy, Traveller and Travelling Showpeople site
- Within the Green Belt
- Impact on an area which has a nationally recognised designation (ie. AONB, SSSI, NNRs, Scheduled Monuments, Registered Parks and Gardens)
- Detrimental visual impact on the appearance of the area

9.49 Options for the level of provision were not considered under previous consultations because it was understood that targets would be set under the South East Plan. Therefore, one option could be to provide the level of pitches identified in the GTAA. This would equate to an additional 37 pitches for Gypsies and Travellers in the period from 2006-2011. Any additional requirements arising from further reviews of the evidence of need would be planned for in the period up to 2026. When the Secretary of State moved to revoke regional plans in July, work on the revision of the South East Plan relating to Gypsies, Travellers and Travelling Showpeople had not been completed. Although, following the recent court case, the South East Plan has been reinstated, the Government has indicated that it does not intend to complete the work to identify district-level allocations of new pitches. In any event, the Government intends to abolish regional plans and their targets through the Localism Bill.

9.50 Prior to the revocation of the South East Plan, a lot of work took place at the regional level to identify some options for the distribution of pitches. One of these was to meet the need arising directly from the GTAA. Other options involved redistributing either 25% or 50% of the local need, so that the responsibility to provide new pitches was shared more equally amongst local authorities across the region. Of the options presented, Waverley supported the 50% redistribution option. That would have resulted in a requirement for 23 pitches for Gypsies and Travellers and 2 pitches for Travelling Showpeople in the period 2006 to 2016. The Council favoured the redistribution option because it felt that the criteria for assessing need reinforced existing distributions and did not place a requirement to accommodate Gypsies, Travellers and Travelling Showpeople on other local authorities that made little or no provision. Another option would be not to set a target at this stage, pending further clarification of the Coalition Government's intentions and, if necessary, a review of the local evidence of need.

9.51 As part of the regional evidence base, a Transit Study by Pat Niner of the Centre for Urban and Regional Studies at the University of Birmingham was commissioned. The report recommended that 1 additional Transit site was needed for Surrey comprising of 4 pitches.

9.52 In respect of Travelling Showpeople, the GTAA indicated a need for 2 plots. Another option would be to follow the draft allocation from the South East Plan which would equate to providing an additional 3 plots in the period up to 2016.

9.53 The Council's approach is to respond pro-actively to the need for new sites, while taking action against unauthorised development.

9.54 It is likely that planning applications for additional pitches for Gypsies and Travellers will be submitted for three existing sites: New Acres, Lydia Park and Rodborough Hill which, if approved, will meet the need identified in the 2006 GTAA up to 2011. There have also been 4 caravans for Travelling Showpeople allowed since the GTAA which meet the identified need.

9.55 The Council will continue to explore opportunities to provide publicly run Gypsy and Traveller sites.

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Feedback from Consultations :

The response to the Topic Paper consultation was that the key criteria set out in the consultation were the right ones to consider. The most important criteria were considered to be locating new sites within or adjacent to existing sites and ensure that the sites do not have a detrimental visual impact on the appearance of the area or national designations such as AONB.

Responses from representatives of the Gypsy and Travelling Showpeople community in relation to the amount and location of new housing highlighted the needs of individual groups of families within the Borough and the need to protect the status of existing sites. One respondent highlighted the needs of a group of Travelling Showpeople who own a site near Cranleigh.

Responses to the Preferred Options and Draft Policies consultation raised concerns that the abortion of the South East Plan process to set targets for pitches and plots would exacerbate the shortage of provision in Waverley. The need for local targets in the Policy was proposed. Reference was made to the draft Panel report on the South East Plan Examination in Public relating to Gypsies, Travellers and Travelling Showpeople provision. This indicated that the needs of the Fairhaven Group, who own a site near Cranleigh, should be met within Waverley. The Panel report was not published and therefore cannot be given any weight.

The Preferred Approach

9.56 The Council will review the Gypsy and Traveller Accommodation Assessment in 2012 and make further provision accordingly.

9.57 The Core Strategy sets the policy framework/criteria and sequential approach to identifying sites. However, site identification itself will be through the Development Management and Site Allocations DPD. The Circulars note that criteria based policies in the Development Plan Document for the location of Gypsies, Travellers and Travelling Showpeople should not depart from PPG2.

9.58 The preferred approach to identifying suitable land for new pitches or plots is through a sequential approach, as follows:

1. Intensification of existing sites
2. Suitable extensions to existing sites
3. Use of suitably located previously developed land

9.59 The other criteria relating to access, amenity, access to services etc. should apply to all sites being considered.

9.60 In allocating sites and for the purpose of considering planning applications relating to sites not identified in the Development Management and Site Allocations DPD, the following criteria will need to be satisfied:

- safe and convenient vehicular and pedestrian access to the site can be provided;
- there is easy and safe access to the strategic road network and the site does not generate traffic of an amount or type inappropriate for the roads in the area;
- the site is able to accommodate on site facilities for the parking and manoeuvring of vehicles and storage, play and residential amenity space;
- the site is located within a reasonable distance of local facilities and services including schools and health facilities; and
- does not have an unacceptable impact on the physical and visual character of the area or on the amenities of neighbouring land uses.

9.61 In order to deliver the vision and objectives featured in the Sustainable Community Strategy, this policy is aimed at promoting social inclusion and at ensuring that the sites are allocated in sustainable locations close to essential facilities. The aim is to improve the environment without isolating communities and clearly meets the overall Core Strategy's social and environmental objectives.

9.62 Although it is recognised that Travelling Showpeople sites require greater storage and maintenance space for associated equipment, the same criteria will need to be met by both groups regarding accommodation provision.

Policy CS8: Gypsies, Travellers and Travelling Showpeople

Provision shall be made for Gypsies, Travellers and Travelling Showpeople in accordance with a review of the Gypsy and Traveller Accommodation Assessment.

To meet any identified need for Gypsy, Traveller and Travelling Showpeople pitches within the Borough, sufficient sites will be allocated within the Development Management and Site Allocations Development Plan Document (DPD).

A sequential approach will be taken to identifying sites for Gypsies, Travellers and Travelling Showpeople within the Site Allocations Development Plan Document (DPD) in the following order:

- Providing additional pitches within existing authorised sites
- Suitable extensions to existing sites
- Use of land within settlements or other suitable brownfield land

The Council will consider the development of sites for Gypsies, Travellers and Travelling Showpeople in the Green Belt in accordance with PPG2 and circulars 01/2006 and 04/2007 or subsequent government guidance.

Existing authorised Gypsy, Traveller and Travelling Showpeople sites will be safeguarded unless no longer required to meet identified need.

Delivery and Monitoring :

Delivery:

This policy will be implemented by working in partnership with the travelling community and the Council's Housing & Environmental Health and Development Control Teams:

- to allocate sites in the Development Management and Site Allocations Development Plan Document (DPD);
- to progress applications through the development control process; and
- explore available Government grants to assist the delivery of public sites.

Monitoring:

The following indicators will be used to monitor the effectiveness of the policy:

- the total number of new permanent pitches available within the Borough per annum;
- the number of unauthorised and illegal encampments or developments, and enforcement actions carried out by the Council, County Council and Police within the Borough per annum;
- the level of need for pitches identified within the latest Gypsy and Traveller Accommodation Assessment or Housing Need Study; and
- the number of planning applications submitted for new sites or extensions and/or alterations to existing sites and their outcome.

Evidence :

- The West Surrey Gypsy and Traveller Accommodation Assessment (GTAA) (July 2007)
- The South East Plan Partial Review of Gypsy and Traveller Sites 2009

Employment and the Economy

10

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Relevant Core Strategy Objectives :

- To deliver sustainable development that meets the needs of the local community, whilst not compromising the quality of life for future generations.
- To contribute to the delivery of sustainable communities, by directing most new development to the main settlements of Farnham, Godalming, Haslemere and Cranleigh, where there is the best available access to jobs, services and other facilities.
- To support the provision of new development in villages where it meets identified local needs or helps to sustain local facilities.
- To deliver a balance of housing and employment growth that takes account of both the need for additional housing and the need to safeguard and, if necessary, enlarge the supply and mix of premises available to meet the needs of local businesses.
- To support the delivery of new and improved commercial premises in order to meet the needs of businesses in Waverley, both within the main settlements and in rural areas.
- To support the vitality and viability of the centres of Farnham, Godalming, Haslemere and Cranleigh, taking account of the differences between each of the centres and the different roles that they play.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change.

Introduction

10.1 A successful economy is essential to achieving a balanced, prosperous and healthy community. It is important that the Core Strategy promotes economic growth and helps to deliver jobs, goods and services that meets local needs and contributes to the economy of the sub region, the region and the nation. However, this growth needs to be balanced against a need to protect the unique character and environment of Waverley, reduce the need to travel and respond to climate change.

10.2 This chapter concentrates on the the industrial and commercial elements of the economy defined under the B Classes of the Use Classes Order 1987, but also includes references to the importance of tourism and visitors to the economy of the Borough. Other economic sectors such as agriculture, shopping and leisure also make a vital contribution to the Borough's economy. However, where appropriate, these are dealt with in other sections of the Core Strategy.

Policy Context

10.3 Planning Policy Statement (PPS) 4: Planning for Sustainable Economic Growth sets out the Government's objective of achieving sustainable economic growth. At the local level, where necessary, it is important that the development plan protects employment land from other uses and facilitate a broad range of economic development. However, existing site allocations should not be carried forward without evidence of their need for that purpose, and should be released for wider economic uses or alternative uses. It advises that the development plan should encourage new uses for vacant or derelict buildings, deliver a range of business sites and facilitate new working practises such as live work.

10.4 Included in the Government's objectives in PPS4 is the need to promote the vitality and viability of town centres through the provision of a number of services which include tourism.

10.5 In rural areas, PPS4 and Planning Policy Statement 7: Sustainable Development in Rural Areas states that the intrinsic character and beauty of the countryside and the diversity of the landscape, heritage and wildlife should be protected. This should be achieved by strictly controlling economic development in the open countryside or outside development allocations. It does recommend support for appropriate, sustainable rural tourism developments which benefit rural businesses, communities and visitors, provided that they do not harm the character of an area. It prefers that the conversion, re-use or replacement of buildings is for economic development although it does state that residential conversions may be more appropriate in some locations and some types of building.

10.6 The Draft National Planning Policy Framework (NPPF) considers that the purpose of the planning system is to contribute to the achievement of sustainable development. Therefore, one of the roles of the planning system is to help build a strong, responsive and competitive economy by ensuring that there is enough land available to allow economic growth. As sustainable development is the core principle underpinning planning, there is a presumption in favour of it.

10.7 According to the NPPF, Local Plans are expected to have a clear understanding of business needs within the economic markets that operate in and across their area and assess the requirements for land or floor space for all foreseeable types of economic activity. It also needs to assess the existing and future supply of land available for economic development and its sufficiency and suitability to meet the identified requirements, including a reappraisal of the suitability of previously allocated land.

10.8 The NPPF also says that planning policies should recognise and seek to address potential barriers to investment including poor environment or any lack of infrastructure, services or housing. Furthermore Local Plans should also ensure that they positively encourage economic growth; set out criteria or identify strategic sites; support existing

business sectors and plan for new or emerging sectors; positively plan for clusters or networks of knowledge driven, creative or high technology industries; and, identify priority areas and facilitate new practices.

10.9 The NPPF also says that planning policies should avoid the long term protection of employment land, and applications for alternative uses of designated land or buildings should be treated on their merits having regard to market signals and the relative need or different land uses.

10.10 Pending its abolition through the Localism Act, the South East Plan policies of particular relevance are:-

- SP3: Urban Focus and urban Renaissance
- CC7: Infrastructure and implementation
- RE1: Contributing to the UK's Long Term Competitiveness
- RE2: Supporting Nationally and Regionally Important Sectors and Clusters
- RE3: Employment and Land Provision
- RE5: Smart Growth
- TSR2: Rural Tourism
- TSR5: Tourism Accommodation

10.11 The Surrey Strategic Partnership Plan wants to enhance the County's reputation as a premier location for business investment, by supporting entrepreneurial activity across the county, facilitating the development of a skilled workforce to meet business needs and promoting environmentally sustainable business practises and innovation. It sets out two specific priorities for economic development. Firstly, improving the global competitiveness of Surrey's economy through sustainable growth, underpinned by appropriate infrastructure by providing enough high quality employment land and a range of suitable employment sites. Secondly, making Surrey's economy more inclusive through improving access to employment by enhancing skills and education, removing physical barriers and developing ICT.

10.12 Waverley has a successful economy. The Regional Economic Strategy 2006 to 2026 highlights that the South East is one of Europe's prosperous regions and Waverley contributes to the South East and national economy through its strong economic links with the Western Corridor/London Fringe and Blackwater Valley sub regions and with London. Only about 29% of Waverley businesses rely on a local customer base which reflects the Borough's important export role.

10.13 Jobs in Waverley grew from 43,300 jobs in 1996 to 48 000 jobs in 2005, approximately 53% of them in the B Use Classes (Business and Industry). In broad sectoral terms, employment in the Borough is dominated by the banking, insurance and finance sector, the distribution, hotels and restaurants sector and the public sector.

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10.14 Waverley is dominated by micro businesses (1-10 employees) compared with rest of the county and nationally, making up 89.2% of the total Borough's businesses in 2005. Small businesses (11-49 employees) accounted for 8.5% of all businesses. This reflects the underlying entrepreneurial strengths of the Borough that is related to the highly qualified and skilled resident population.

10.15 77% of the total working age population of Waverley (56 400 people) in 2001 were economically active. Between 1991 and 2001 Unemployment rates fell significantly to 1.8% of the population at working age.

10.16 However, Waverley does have high levels of commuting, both into, out of and through the Borough. Waverley is an attractive place to live and residents are highly qualified with nearly 40% working in managerial and professional jobs. However, the types of jobs available in the Borough do not match their qualifications, skills and salary expectations. This has led to about 50% of residents commuting to work outside the Borough. Because of high house prices, lower paid jobs within the Borough often have to be undertaken by workers who live in more affordable housing areas outside the Borough. Overall, 8,800 more people travel out of the Borough to work than the number of people who travel into the Borough to work.

10.17 The growth in B Use class employment has been largely unchanged from 1996 to 2005. This may be because the supply of employment premises may be limited. The Council undertook a business survey as part of its Employment Land Review and found that over half of local businesses intend to expand within the next five years and of these, nearly two thirds need more floor space but can not find available sites and premises. Most businesses are well established and where they have considered relocation most want new premises in the Borough, particularly good quality premises for office and light industrial activities.

10.18 Existing policies in the Waverley Borough Local Plan 2002 support proposals for industrial and commercial development. Policy IC2 seeks to protect existing suitably located employment sites which meet specific criteria. Policy IC3 resists the loss of identified well established industrial and commercial land and Policy IC4 supports the development/redevelopment of existing industrial and commercial premises. In addition to this there are policies to maintain and enhance the role of town centres and the adopted Local Plan identifies key town centre sites suitable for employment uses

10.19 In rural areas Policy RD7 of the adopted Local Plan permits the reuse and adaptation of buildings and Policy RD8 supports farm diversification. In the countryside beyond the Green Belt some small scale expansion of existing industrial and commercial development may be acceptable.

10.20 The Council undertook an Employment Land Review (ELR) in 2009 as part of the evidence for preparing the Core Strategy and policies in the development plan. This looked at Waverley's future employment land needs and assessed existing supply.

10.21 Most of the Borough's employment development is concentrated within Waverley's four main settlements with the highest being in Farnham followed by Godalming and Cranleigh (depending on how employment is assessed either by the number of premises/sites or total amount of land) and then Haslemere. This distribution reflects The Draft Waverley Settlement Hierarchy which has identified these four settlements as communities with key services.

10.22 However, this must be considered in context that there is still a significant number of premises or land in employment in the smaller settlements and rural areas. When compared to the main settlements the total amount of employment land in the rural settlements and areas is only second to Farnham. This figure also excludes the amount of employment land at Dunsfold Park. The former aerodrome has approximately 17.5 ha of commercial land (excluding the isolated parts of the site that are largely in B use/sui generis occupation) and 130 business premises.

10.23 Using a forecast of economic growth for the Borough, the ELR 2009 estimated that there will be the need for 46,000 sq m of net additional employment floor space in Waverley in the period from 2006 to 2026. The ELR also estimated that there is 21,000 sq m of suitable and developable derelict land that could meet some of the needs (excluding vacant premises).

10.24 The ELR 2009 recommends that the Council is flexible and allows for modest growth within existing sites through improvement, intensification and redevelopment to help meet predicted needs. However, it also recommends that the Council should improve the quality of supply by:

- Introducing some complementary ancillary employment uses that fall outside the B use classes;
- Redeveloping some existing sites for employment led mixed use development;
- Redeveloping windfall and/or other key sites for mixed use development with a significant employment component

10.25 The ELR 2009 also assessed 142 employment sites and found that the large majority of them are suitable for employment use. Their condition varied but overall most were either in good or average condition. 53% of the sites were in good condition, 37% were in average condition and 10% were in poor condition. It therefore recommended that all 142 employment sites should be allocated as locally significant employment sites and supported by policies that safeguard them from development for alternative uses.

10.26 Although in the short term the intensification and improvement of existing employment land should be promoted, including considering Dunsfold Park, in the long term the ELR 2009 said that it may be necessary for the Council to consider allocating new sites.

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10.27 The ELR 2009 does not consider that there is enough evidence to support the development of distinctive employment land policies for each settlement and therefore does not recommend where these areas of search should be. However, it does recommend that the existing spatial distribution of employment development should be protected to ensure that there is a balanced mix of opportunities for the expansion of local businesses and the establishment of new businesses. Farnham is an exception as it already has a significant employment role and is attractive to developers because of its location and accessibility. It therefore represents the most sustainable location for investment in longer term employment-generating development. The ELR 2009 advises that the Local Development Framework should include a thorough review of opportunities within and in the vicinity of Farnham.

10.28 The ELR 2009 also makes a number of recommendations for the rural areas including the reuse of existing buildings in the countryside and proposals for new development, identifying priority areas for meeting employment needs, an assessment of why businesses need to be located in the countryside with a demonstration of its benefits and protection of the employment use from other uses.

10.29 The Council updated the ELR in 2011 and this includes a revised estimate of the potential future need for employment floorspace. It has identified that there is a need for approximately 16,700 sq m of additional employment floor space up to 2027.

10.30 As the need has been forecast as being for B1 (Business) use, this would be equivalent to a need for an additional 0.8 ha of land. This requirement however, assumes that all the B2 (General Industrial) and B8 (Storage and Distribution) land that is forecast to be surplus in the same period is suitable to be reused for B1 (Business) purposes.

10.31 However, in reality this is unlikely, as some B2 (General Industrial) and B8 (Storage and Distribution) land will not be suitable for B1 (Business) use. If this is the case, then the ELR 2011 says that a maximum of 33,864 sq m of B1 employment land will be needed. This would be approximately equivalent to a need for an additional 4.5 ha of employment land.

10.32 The ELR 2011 has also identified 5.27 ha of available, derelict or vacant land or buildings already on existing employment sites in the Borough. This “opportunity” land could potentially be suitable for redevelopment in the short term to meet the forecasted need for additional B1 (Business) land. However, if this land is not suitable for reuse or redevelopment for employment land then this land could be released for an alternative use.

10.33 There is also other existing employment land or premises that are presently occupied but could provide an opportunity for redevelopment for additional employment land in the medium to long term. This medium/long term “opportunity” land amounts to 11.97 ha. This would also need to be assessed for its suitability to be redeveloped for employment use.

10.34 The ELR 2011 therefore recommends that the Council:-

- Safeguards its existing supply of employment land, protecting sites that are fit for purpose and redeveloping sites for continued use where improvements are necessary or redevelopment at higher density is possible;
- Encourages intensification of uses within existing employment locations where possible; and
- Provides additional sites from the list of “opportunity” sites particularly to meet the growing need for B1 (Business) land and premises.

10.35 Tourism in Waverley supports over 2,600 jobs. Although the Borough has no major tourist attraction, its main assets are the quality of its environment, its historic towns and villages and the surrounding countryside.

Options considered

10.36 In addition to asking a general question about emerging employment issues, the Council considered some options for delivering an appropriate supply of employment land in its "Living and Working" Issues and Options Topic Paper.

10.37 Firstly the Council considered what should the criteria be for deciding what is an employment site that is suitable for protection? The criteria Waverley suggested included the impact on neighbours and the local environment; proximity to labour supply and market and transport issues.

10.38 Secondly, the Council identified a range of factors that could help to determine where new employment land should be located. Finally, the Council considered whether the priority for the reuse of buildings in the countryside should be for economic purposes or should there be a more flexible approach. Furthermore it considered what the criteria should be for determining the most appropriate location and scale for new employment development.

Feedback from Consultations :

The Consultations revealed a number of emerging issues for the Council to consider. Discussions with Town and Parish Councils identified that there was a need to retain employment sites, particularly in rural settlements and for small businesses, so that the vitality of their communities is retained. There was a need to balance new housing with increased employment opportunities to meet needs and minimise travel. However, it was also accepted that unsuitably located premises could be used for alternative uses. These issues were repeated in the comments on the Issues and Options consultation. This also called for a flexible approach to employment so that businesses could adapt to changing economic circumstances and deliver jobs.

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The feedback from the specific questions in the Issues and Options Topic Paper was support for all the criteria relating to what is a suitable employment site, particularly relating to access and its proximity to existing housing. There was support for retaining premises as they contributed to the economy and to the vitality and viability of communities through the provision of jobs. The main issue was that the policies should be flexible to allow other uses, particularly if premises are unsuitably located in terms of access or have a detrimental impact on neighbouring uses. However, for SEEDA, it is also important that employment premises are the right quality, type and size to meet needs and support competitiveness.

The responses to Preferred Options and draft Policies consultation in January 2011 were also mixed. There were concerns that the draft policy was not strong enough to protect employment sites from a change to alternative uses and some respondents said that the policy needed to set out clearly the amount of employment land needed. There were calls for the protection to be location specific, for instance in Haslemere, where there was a recognised employment need. However, others said that there was the draft policy needed to be more flexible to respond to the market. Some suggested that the approach just to B uses was too limited and that it needed to deal with other employment generating uses such as agriculture, retail and leisure.

There were some representations relating to specific sites, especially relating to Dunsfold, where there was both support and concern about the facts used to describe the site. There was also concern that Farnham was being singled out as a settlement to consider opportunities for additional growth when there was not the infrastructure to support it. There were objections that the amount of housing proposed in the draft Core Strategy would not be able to deliver the workforce to support the economic growth forecast without either an increase in in-commuting or a loss of jobs

The Preferred Approach

10.39 The evidence and feedback that we have received from our consultations are that the preferred approach needs to ensure that there is sufficient suitable employment land to meet short and longer term needs, having regard to evidence in the latest ELR.

10.40 The Council also needs to be mindful of the need to deliver new housing and the fact that employment land that is no longer required or suitable for continued employment use is a potential source of housing land.

10.41 Policies should also meet the diverse accommodation needs of businesses and support economic growth, particularly those in growing economic sectors such as banking, finance and insurance and distribution, hotels and restaurants. Given their dominance, the accommodation needs of micro businesses is an important issue, and the approach must allow for their expansion and improvement. Furthermore many of the businesses need high quality office space and it is therefore important that the

approach set out in the Core Strategy is flexible enough to ensure that the quality of premises meets their needs. However, it is also important that the development of businesses that do not fit in with high growth/knowledge based sectors are not limited by this approach.

10.42 On a spatial level, employment development should be focused on the main settlements. This will ensure that their vitality and viability as communities with key services is maintained. Provision of employment land in these settlements will ensure premises are close to a source of labour and are accessible which will help reduce commuting by avoiding the need to travel to higher order centres for work.

10.43 Given the important contribution of rural areas to Waverley's economy and the need to protect and enhance the vitality and viability of rural settlements the Core Strategy should support businesses in the countryside and allow the conversion of rural buildings for economic development. However, this should be carried out without having a detrimental impact on Waverley's character and sensitive environment.

10.44 The Visit Surrey Partnership has become established as the focus for promoting tourism in Surrey ^(x) and has plans to promote and develop Hindhead as a tourism and recreation hub following completion of the A3 tunnel.

10.45 The employment policy also needs to be flexible to ensure that the supply of employment premises meets the different requirements of businesses and allow businesses to expand and develop in response to changes in the economy. As such there may be circumstances where uses outside the B-uses may be appropriate for the reuse of existing employment premises or for the reuse of rural buildings.

10.46 This approach will be further enhanced by encouraging mixed use development as well as enabling SMART economic growth. This includes seeking to use land more efficiently through intensifying use of existing employment premises, changing working practises to encourage and support live/home working. ICT developments such as improving accessibility to high speed and next generation broadband to all areas will be needed to support this as well as ensuring that all businesses can compete in the economy from the same level.

10.47 There is no specific additional employment floor space target in the draft Core Strategy policy. This is because the Employment Land Review demonstrates that it is difficult to establish the specific amount to meet needs. This is because it is not known, at this stage, how much of the surplus B2/B8 land or premises would be able to meet the additional need for B1 use without a detailed assessment of all employment sites.

x Surrey Rural Strategy 2010 - 2015

Policy CS9: Sustainable Employment Development

Economic growth will be supported through the provision of a flexible supply of employment land to meet the different needs of the economy by:

1) Protecting against alternative uses:

- a) industrial and commercial sites specifically identified under saved local plan policies and in the subsequent Development Management and Site Allocations Development Plan Document (DPD); and
- b) other industrial and commercial sites;

to meet a range of different business needs and the needs of the local population unless it can be demonstrated that:

- It is unsuitable for continued employment use; or
- It is no longer required for employment use; or
- Its proposed new use contributes to the economy or meets other specific economic needs;

using criteria saved under local plan policies or superseded by criteria that will be set out in the subsequent Development Management and Site Allocations DPD.

2) Meeting the short and long term need for employment land to 2028, as set out in the Employment Land Review, and delivering a range of different quality, types and sizes of business premises through:

- Permitting new industrial and commercial development that meets criteria set out in saved local plan policies and in the subsequent Development Management and Site Allocations DPD;
- The redevelopment, intensification and/or expansion of suitably located premises and sites presently used for industrial and commercial uses. Important industrial and commercial sites will be allocated and the opportunities for meeting employment needs on them will be set out in the Development Management and Sites Allocations DPD;
- The possible allocation of additional industrial and commercial sites in the Development Management and Site Allocations DPD; and
- Planned growth at Dunsfold Park in accordance with Policy CS10.

The main focus for employment development will continue to be in the four main settlements of Cranleigh, Farnham, Godalming and Haslemere, where access to public transport, labour, services and facilities, and links to other businesses, are strongest.

3) Encouraging, where appropriate, industrial and commercial development as part of mixed use schemes including residential developments.

4) Permitting the re-use and conversion of existing rural buildings outside settlements for industrial and commercial use and for other specific uses that appropriately contribute to economic development. These uses will be set out in the Development Management and Site Allocations DPD.

6) Supporting small scale expansion of suitably located rural businesses subject to criteria set out in the Development Management and Site Allocations DPD.

5) Working with our Partners to promote SMART economic growth through:

- New working practises including working from home and ICT developments. This will require improving accessibility to high generation and next generation broadband;
- Ensure that the necessary infrastructure is provided to support business development;
- Help match the types of jobs in Waverley with the qualifications and skills of residents of the Borough

6) Making provision for accommodation for visitors to the Borough, both in terms of business trips and tourism related visits.

Dunsfold Park

10.48 Dunsfold Park is located in a rural setting between Dunsfold and Alfold villages in the south west of the borough. Cranleigh is 6.9km to the north-east and Godalming is 15.1km to the north-west. It covers some 214 ha and is one of the largest sites in single ownership in the Borough. 86% of the site is Previously Developed Land due to operational land associated with the airfield.

10.49 The site is close to the A281 although access to the site is either from the main entrance at the northern end of the site off Stovolds Hill or from Compasses Bridge at the southern end. The Wey and Arun Canal runs north east to south west on the eastern boundary of the site.

10.50 Dunsfold Park was initially built as an airfield during the Second World War, and was subsequently used by Hawker Siddeley (subsequently British Aerospace) for the development and manufacturer of military aircraft, employing approximately 890

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people making it Waverley's largest employer. Following the withdrawal of BAe Systems (the successors to British Aerospace) in 2000, the aerodrome was purchased by the Rutland Group, who formed the airfield operating company, Dunsfold Park Ltd.

10.51 Dunsfold Park is still the largest employment site in the borough. There are now more than 80 companies on the site with over 600 employees and 44,498 sqm of commercial floorspace in 2009. Many of the buildings and parts of the open space have been leased for a wide range of industrial, commercial, distribution and storage activities. Other activities include police driver training and filming. The airfield is still operational being used by the Surrey Air Ambulance and for an annual air show as well as some limited use for flying activities associated with the aerodrome tenants.

10.52 The site represents an opportunity for employment development, intensification and expansion of activity to support the economic needs of the Borough. Dunsfold Park is not the Council's preferred location for accommodating housing growth.

Policy CS10: Employment Development at Dunsfold Park

The Council supports the continuation and expansion of employment activity at Dunsfold Park, subject to the following matters being addressed in a detailed masterplan:

- appropriate uses including the development of renewable technologies;
- environmentally acceptable levels of aircraft movement;
- mitigating environmental impacts of development including noise and disturbance to adjoining communities;
- the need for access and transport accessibility to the site to be improved in view of its rural location;
- the location of development with particular focus on areas of previously developed land.

Delivery and Monitoring :

Delivery:

The Policies will be delivered through:

- The implementation of planning permissions;
- Involvement in Local Economic Partnerships.
- Detailed policies in the Development Management and Site Allocations DPD and a Dunsfold Park Master Plan.

Monitoring:

The Policies will be monitored through:

- Employment development completions and refusals statistics
- Assessment of Employment Land supply against demand
- Assessment of the skills and qualifications of the resident population
- Analysis of planning approvals for tourism or visitor related developments.

Evidence :

- The Employment Land Review 2009 and 2011
- Surrey Rural Strategy 2010-2015
- Draft Settlement Hierarchy

10

Employment and the Economy

Town Centres and Shopping

11

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Relevant Core Strategy Objectives :

- To deliver sustainable development that meets the needs of the local community, whilst not compromising the quality of life for future generations.
- To contribute to the delivery of sustainable communities, by directing most new development to the main settlements of Farnham, Godalming, Haslemere and Cranleigh, where there is the best available access to jobs, services and other facilities.
- To support the provision of new development in villages where it meets identified local needs or helps to sustain local facilities.
- To support the delivery of new and improved commercial premises in order to meet the needs of businesses in Waverley, both within the main settlements and in rural areas.
- To support the vitality and viability of the centres of Farnham, Godalming, Haslemere and Cranleigh, taking account of the difference between each of the centres and the different roles that they play.
- To ensure that provision is made to meet the leisure, recreation and cultural needs of the community.

Town Centre Uses

Introduction

11.1 National planning policy is set out in Planning Policy Statement (PPS) 4 on "Planning for Sustainable Economic Growth", and the accompanying "Practice Guidance on Need, Impact and the Sequential Approach". These set out the Government's policies for town centres and the main 'town centre uses' which include retail, leisure and entertainment facilities, offices, arts, culture and tourism, (including theatres, museums, galleries and concert halls, hotels and conference facilities) and the more intensive sport and recreation uses (including cinemas, restaurants, bars and pubs, health and fitness centres etc.) The recommended approach for considering new development in town centres is for Local Planning Authorities, in partnership with key stakeholders to actively promote new development, of the right scale, in the right place and at the right time as part of an overall strategy and vision for their town centres.

11.2 The Government's objective is sustainable economic growth, and to help achieve that, seeks to promote the vitality and viability of town and other centres as important places for communities. New economic growth is to be focused in existing centres, aiming to offer a wide range of high quality and accessible services, which includes genuine choice for consumers in an attractive and safe environment.

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11.3 Town centres should also contain a diverse range of complementary evening and night-time uses which should appeal to a wide range of ages and social groups, but also need to take account of the potential impact on the character of the centres.

11.4 The draft NPPF states that a range of suitable sites should be allocated to meet the scale and type of retail, leisure, commercial, community services and residential development needed in town centres. It also states that it is important that retail and leisure needs are met in full and not compromised by site availability, and to that end recommends an assessment of need to expand town centres to ensure a sufficient supply of suitable sites. It also states that suitable, appropriate, edge of centres sites should be allocated in the event that town centre sites are not available, as well as policies for meeting identified requirements in other accessible locations.

11.5 The NPPF says that the sequential approach should continue to be applied in the consideration of applications for retail and leisure uses, with town centre locations being preferred where practical, then edge of centre sites, and only if suitable sites are not available then out of centre sites should be considered. Potential sites should be assessed for their availability, suitability and viability and for their ability to meet the full extent of assessed quantitative and qualitative needs.

11.6 For out of centre developments, the NPPF says that an impact assessment would be required if the development is over a proportionate, locally set floorspace threshold, the default for which would otherwise be 2,500 sq m.

11.7 The NPPF also says that the impact of retail and leisure developments on existing, committed and planned investment in town centres in the catchment area of the proposal, as well as impact on the town centre vitality and viability and the wider area from up to ten years from the time the application is made should also be assessed.

11.8 These detailed issues would need to be addressed in the Development Management and Site Allocations DPD.

11.9 As it currently stands, the South East Plan policies of relevance are:

- Policy BE4: The Role of Small Rural Towns ('Market Towns'),
- Policy BE5: Village Management,
- Policy TC2: New Development and Redevelopment in Town Centres,
- Policy TSR5: Tourist Accommodation and
- Policy S5: Cultural and Sporting Activity.

11.10 Leisure, recreation and culture, both in and out of town centres are examined in more detail in Chapter 12 Leisure, Recreation and Culture, while tourism and business uses are included within Chapter 10, the Employment and Economy.

11.11 PPS4 also suggests the need to ensure that policies are flexible enough to respond to changing economic circumstances, and recommends the definition of a hierarchy of centres to meet the needs of their catchments. The hierarchy of centres for Waverley is as follows:

- **Town Centres**
- **Local Centres**
- **Neighbourhood and Village shops**

Options Considered

11.12 The Topic Paper 'Living and Working' which was consulted on in February 2009, offered four options aimed at enhancing the vitality and viability of the town centres. They were:

1. Maintain the current approach to enhance and maintain vitality and viability as and when opportunities arise, without making specific provision to accommodate or encourage further growth.
2. Actively promote the identification of sites in the main towns, based on the principles of the sequential approach (e.g. Town centre sites, followed by edge of centre, then out of centre)
3. Review the current town centre and / or Central Retail area boundaries in the Local Plan with a view to identifying more areas where there may be opportunities to meet future needs for retail floorspace.
4. Continue to protect existing shops in the core shopping areas from changing to non-retail uses.

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Feedback from Consultations :

- Most favoured a combination of the first and fourth options, which continue to follow the approach in the Waverley Local Plan 2002, of taking opportunities to enhance and improve vitality and viability when they arise, and protecting the existing shops in retail centres.
- Some expressed concern about the need to retain the character of the shopping area and to avoid the standardisation of the various High Streets with an influx of chain stores taking over vacant units.
- Residents value their local facilities, recognise that they are under threat and want the Council to encourage their retention through allowing diversification, support for initiatives to provide community led and run village shops and post offices, and take an active role in consultation with local communities on how the role of the village shop might be combined with other local activities / organisations. Employment uses should be retained rather than allowing a residential use of genuinely redundant shops and other facilities.
- Comments received on the Preferred Options and Draft Policies consultation included the need to redress the balance of the chapter as it focused on retail issues rather than town centres as a whole. It was also suggested that more emphasis be given to the impact of Internet shopping on town centres and concerns about the effect of the development of East Street on the rest of the town.
- The need to include the evening economy should be addressed in this chapter.

The Waverley Retail Hierarchy

Town Centres

11.13 Waverley has four market towns of varying sizes, Farnham, Godalming, Haslemere and Weyhill and Cranleigh. For the purposes of the retail hierarchy they are placed at the highest level, and defined within PPS4 as 'Town Centres'. Cranleigh has always been known locally and historically as the largest village in England, and is always referred to by local people as such. However, it fits in with the PPS4 definition of a town centre, having 'a role as an important service centre and providing a range of facilities and services for extensive rural catchment area'. It is included as a town centre for the purposes of the Waverley retail hierarchy and planning policy, but referred to as Cranleigh Village Centre.

11.14 All four of the main centres contain a range of shops, businesses and leisure facilities, as well as a range of social and entertainment facilities for both day and evening to serve the people living in the towns, villages and countryside around them. Each of the centres has a unique, attractive character and a conservation area around its historic core and these characteristics encourage residents and visitors alike to use the variety of services on offer.

11.15 The Waverley Borough Town Centre Retail Study August 2008, ^(xi) states in general terms, that while all four of Waverley's main shopping centres (Farnham, Godalming, Haslemere/ Weyhill and Cranleigh) are currently strong and successful, they all lie in the shadow of Guildford to varying degrees. Competition also comes from other larger centres such as Aldershot, Farnborough and Horsham, as well as from changing retail patterns, including the use of multi - use channel sources (internet, television, mail order etc).

11.16 Internet sales currently account for less than 10% of all retail sales, but some estimates suggest that e-commerce accounted for nearly half of all retail sales growth in the UK between 2003 and 2010, as internet access has become more widespread. ^(xii) However, there is also evidence to show that although the majority of households now regularly or periodically purchase certain goods via multi-channel sources, this type of shopping remains ancillary to bricks-and-mortar shopping for general comparison shopping purposes. This is particularly the case when a good quality town centre is available. It suggests that multi-channel retailing in the future is more likely to affect shopping frequency/ spending than shopping patterns per se, and that fuel cost inflation is much more likely to affect shopping patterns than the internet. ^(xiii)

11.17 The Town Centre Retail Study also showed that most major centres outside Waverley are all in the process of adding to and improving what they offer to customers. Therefore, consideration needs to be given to the amount and type of floor space that needs to be provided to ensure the continued vitality of Farnham, Godalming, Haslemere/Weyhill and Cranleigh, and it would appear from the most recent Health Checks ^(xiv) that each of the towns is aware of the need to enhance the vitality and viability of its centre. The study identifies the deficiencies in convenience and comparison floorspace for each town and proposes policy options to ensure the continued vitality of the centres, but does note that growth is limited to the reuse of existing sites and/ or already identified Key Sites due to restrictive policies around the current town centre areas. The Council will need to give consideration to identifying other sites as part of the Development Management and Site Allocations DPD.

11.18 Farnham is the largest retailing centre in Waverley. The Retail Study shows that shoppers looking for convenience or comparison goods ^(xv) come to Farnham from the Farnborough and Aldershot areas and this may be due in no small part to the relative quality of its shopping environment.

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- xi Chase and Partners: Waverley Borough Town Centre Retail Study August 2008
http://www.waverley.gov.uk/site/scripts/download_info.php?downloadID=492&fileID=915
 - xii Department for Business, Innovation and Skills/Genecon and Partners (2011) Understanding High Street Performance
 - xiii An NLSP Comparison Goods report: Shopping Locations of Great Britain: The Winners and Losers. An Analysis of Comparison Goods Market Share Change in Great Britain October 2011.
 - xiv Steps Towards a Vision for Farnham - March 2007, Godalming Healthcheck Report 2009, Cranleigh Healthcheck 2002/3 and Incomplete Draft Review 2008 and Your Haslemere 2008
 - xv Convenience retailing: the provision of everyday essential items, including food, drinks, newspapers and confectionery. Comparison retailing: the provision of items not obtained on a frequent basis, such as clothing, furniture, household and recreational goods.

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11.19 Godalming, Cranleigh and Haslemere / Weyhill are well supplied with convenience stores. Surveys carried out as part of the Retail Study show that residents use these centres for this kind of shopping to a high degree, and this is termed as 'retention of local expenditure'. In this they are successful centres. However, their retention of expenditure in most comparison goods categories is low, especially for clothing and footwear, and this may be due in part to the close proximity to Guildford.

11.20 Each Town Centre has an existing policy boundary area and a designated Central Shopping Area within it. For the most part, these boundaries are still appropriate. The Town Centre Retail Study recommended extending the Central Shopping Area of Farnham to include the East Street Area of Opportunity, to reflect what the study terms it's "critical importance to the future of the town". Likewise, the study suggests that the Central Shopping Area of Haslemere be extended to include the central car park at the rear of West Street.

Farnham Town Centre

11.21 Farnham has an attractive, historic town centre with a good range of shops, including a high proportion of independent and specialist traders and a good range of cafés, restaurants and leisure facilities, which help the evening economy of the town.

11.22 The town has a classic 'dumbbell' retail layout with major anchors at either end (Waitrose and Sainsbury's) and the footfall between these two areas supports the smaller units in between along West Street and the Borough.

11.23 Farnham has areas of extremely good environmental quality, particularly the Lion and Lamb Yard. However, the pedestrian's enjoyment of the town centre is diminished somewhat by the constant flow of traffic through the town. Areas of The Borough, South Street, East Street, West Street and the Woolmead have been designated as the Farnham Air Quality Management Areas. Although it is acknowledged that this does not make for an ideal shopping environment, the Town Centre Retail Study does not consider that this detracts from the town's vitality and viability, in fact it suggests that the quality of Farnham's shopping environment draws custom from larger centres such as Aldershot and Farnborough.

11.24 The 2008 Town Centre Retail Study concluded that Farnham was performing 'extremely well', with excellent convenience store provision and although limited, the most extensive comparison goods offer in Waverley. This would be further enhanced by the mixed scheme permitted at East Street. On almost every other indicator of health Farnham scores well, with lower than average vacancy rates, and a good multiple retailer representation and demand. Prime zone A rents are not as high as might be expected of a centre of this quality, but are higher than some neighbouring and competing centres. The East Street end of the town is weaker and in need of strengthening, despite the successful existing Sainsbury's store in South Street. Further mixed use development permitted at East Street has the potential to lift the vitality of the eastern end of the town.

11.25 The study did conclude that the town is currently overtrading and an expansion in its retail offer is needed, particularly for comparison goods space. The permitted development at East Street would go some way to satisfying this need, but if appropriate, opportunities should be taken to provide further floorspace of this type. It recommends the extension of the shopping area shown in the 2002 Local Plan to include the East Street site which was previously shown as the 'East Street Area of Opportunity'.

Godalming Town Centre

11.26 Godalming is an attractive, historic market town, surrounded by wooded hillsides. The Town Centre Retail study finds it to be a successful town centre which benefits from a high quality environment and quality retailers. The core retailing area along the High Street has a variety of multiples and independent traders as well as a full complement of banks and building societies. Evidence shows that requirements for space in the town centre comes from service providers such as restaurants, and this, combined with analysis of rental patterns is a sign of limited demand for space in the town. Vacancy rates tend to be low and tend not to be long term. ^(xvi)

11.27 Godalming's convenience and service goods offer is excellent and comprehensively fulfils its role of meeting local needs. Its comparison goods offer is more limited and other nearby centres and retail parks take some of this expenditure. While the town would benefit from an expanded comparison goods offer, the study concludes that the town is still vital and viable without this. The environmental quality of the town is assessed to be 'outstanding' in places, particularly around the Pepperpot and Church Street, and as such shoppers are encouraged to visit Godalming for more than the retail and service offer alone. There are many restaurants and several public houses and bars in the town, which boost the evening economy.

11.28 The Town Centre Retail Study points out that Godalming lacks sufficient town centre sites which could accommodate further retail development, due in part to the restrictive nature of designations around the centre, which include the green belt, conservation area and AONB and partly due to the compact nature of the centre. There are some sites in addition to the existing Key Site which could be considered, but the viability of them is questionable.

11.29 The Godalming Healthcheck was adopted in 2009, and found that the community would like to see more events in the town centre and improved parking. There was concern that the number of charity shops in the town has apparently displaced other retailers from the town centre. In terms of other town centre uses, local retailers have shown enthusiasm for providing more tourist and visitor information in order to increase the footfall in the shopping streets.

xvi Godalming Town Centre Healthcheck 2009 paragraph 4.19

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Haslemere and Weyhill

11.30 Haslemere differs from the other town centres in that it has two closely related shopping areas. The main centre of Haslemere is located around the High Street and West Street, extending along Petworth Road and then further along Lower Street. Between the High Street and Weyhill are employment sites, residential development and Haslemere station. The High Street is characterised by its centrally located town hall, with historic buildings and conservation area, with a backdrop of wooded hillsides.

11.31 Haslemere and Weyhill provide for their surrounding area's convenience and service needs and this offer is enough to make the town both vital and viable. Comparison expenditure is attracted to larger neighbouring towns, but the town has a good number of small independent shops providing comparison goods, and it benefits from some important services and retailers which are critical to the town fulfilling its role in the retail hierarchy. It has no significant edge or out of centre floorspace to compete with the town centre.

11.32 At the time of the Retail Study, it was stated that Weyhill had the stronger part of the convenience goods provision, with Tesco and the Co-op being located there. It suggested that the Somerfield store in Haslemere might be expanded as part of a redevelopment scheme involving the Key Site which was established in the 2002 Local Plan. Since that time, Waitrose has taken over the Somerfield store (May 2009), and this may have gone some way towards redressing the balance between the two centres; since the Healthchecks carried out both expressed a preference for a 'quality' supermarket in the town. Car parking revenue for April 2009 - March 2010 does show an increase on previous financial years in the adjoining car park.

11.33 Haslemere is also stronger for services than Weyhill. A double centre such as this is unusual and will require careful monitoring of the relative strengths of each part of the town in order to ensure that one part does not impact on the vitality and viability of the other part - both have equal status in policy.

11.34 The Haslemere Initiative undertook a Healthcheck in 2003 that was reviewed in 'Your Haslemere 2008'. This showed satisfaction with shops and services in the High Street, but some concern about the performance of Weyhill. Facilities such as the train service, museum, Haslemere Hall and library all have an impact on the overall economic success of the town. Haslemere is also unique in the fact that it has introduced the 'Haslemere & Villages Rewards,' scheme that uses innovative smart card 'chip' technology and encourages shoppers to support their local businesses.

Cranleigh Village Centre

11.35 The Retail Study states that Cranleigh has 'exceptional' convenience and service provision for a centre of its size. The three supermarkets (Sainsbury's, Co-op and M & S Simply Food) are among the major attractors to the village and are vital to its vitality and viability, but visitors are also attracted to its good range of small independent shops and unique department store providing comparison goods. As with

Godalming and Haslemere, it is important to note that the centre's role is to provide for its catchments convenience and service needs. It does not have significant edge or out of centre retailing. Demand from major retailers is limited, reflecting the small size of the centre, but the nature of the type of store looking to locate there indicates that Cranleigh is viewed as a viable, if limited retailing destination.

11.36 The village's environmental quality is extremely good, and the centre is covered by a conservation area with attractive buildings and landscaping. It extends along both sides of the High Street, and the geography of the centre, bordered by residential areas, Areas of Strategic Visual Importance and other established uses, is such that there are few potential sites for new development. Expansion in the retail offer is therefore likely to come from redevelopment or extensions to existing sites.

11.37 The first Cranleigh Healthcheck took place in 2002/03, ^(xvii) and while it acknowledged the importance of the shops in the centre, also expressed concern about the draw of customers to larger centres such as Guildford, Horsham and Godalming. It noted that the local business community through the Chamber of Trade was active in working to promote the vitality of the village, but that the nature of independent businesses meant that they often found it difficult to contribute. Suggested projects included the need to review and implement an economically viable promotional strategy for Cranleigh, ensuring that it retains a range of independent shops, and encouraging development of more retail units appropriate to the needs of independent shopkeepers.

A Vision for Waverley's Town Centres

Each should be a vibrant, economically healthy and attractive centre, which provides a range of facilities and services for living, working and recreation appropriate to its scale, to meet the needs of its residents, surrounding communities and visitors.

The Council's strategy for delivering this vision includes:

- Continuing to maintain and enhance the towns as vital and viable centres.
- Supporting a diverse range of uses which appeal to a wide range of age and social groups throughout the centre.

xvii Action for Cranleigh: Report of the Cranleigh Healthcheck 2002/2003

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- Supporting proposals for the provision of retail floorspace for comparison and/or convenience goods which is in keeping with the scale, character and appearance of the centre.
- Ensuring that the amount of retail floorspace is maintained at a level which sustains status of the centre's core shopping area.
- Strengthen retail and leisure offer to contribute to the centres' quality of life offer and also to provide an important source of local jobs.
- Retention of a mix of units in terms of size and use to ensure that the unique quality and vibrance of the character of the centre is retained and enhanced.
- Giving support to local initiatives contained in the various Healthchecks designed to promote the centres and to improve the footfall in the shopping areas, such as enhanced signage and the improvement of tourist and visitor information.

Town specific aspects:

Farnham

- Continue to support Farnham's role as a centre providing an extensive range of convenience and comparison shopping.
- Recognise the important role that Farnham has, not only to serve local needs but also the link between its retail offer and those of neighbouring centres in the Blackwater Valley and beyond.
- Support measures to improve air quality and the environment for pedestrians.

Godalming

- Continue to support Godalming's role as a convenience and service centre which meets local needs.
- Provide for future floorspace needs through appropriate redevelopment/ extension of existing stores

Haslemere

- Continue to support Haslemere's role as a convenience and service centre which meets local needs.
- Continue to ensure that a balance is maintained between Weyhill and the High Street, to ensure that one part does not impact on the vitality and viability of the other.

Cranleigh

- Continue to support Cranleigh's role as a convenience and service centre which meets local needs.
- Provide for future floorspace needs through appropriate redevelopment/ extension of existing stores.

The Preferred Approach

11.38 The principal focus of new development will be directed towards the town centres, and assessed in accordance with PPS4 and its Practice Guidance Planning for Town Centres, and the Development Management and Site Allocations DPD, which will concentrate on managing change so as to maintain an appropriate range and mix of uses, while promoting design which enhances the character of Waverley's town centres. The Council will seek to ensure that the nature and amount of new development in each centre is appropriate to its scale and character and role in the hierarchy.

Policy - CS11: Town Centres

Waverley will continue to foster a healthy retail and service economy providing a good range of goods and services for the people who live, work and study in the borough. This will both support the Borough's economic development and enable people to shop locally.

New development should be located in accordance with the sequential assessment currently set out in PPS4, with town centre locations being preferred where practical, then edge of centre sites, and only if suitable sites are not available then out of centre sites considered. Potential sites should be assessed for their availability, suitability and viability and for their ability to meet the full extent of assessed quantitative and qualitative needs.

Measures to improve the town centres within the Borough, including appropriate development, will be encouraged provided that they help them to adapt and reinforce their role in meeting needs, acting as the focus for a range of activities, including retailing, leisure, cultural, business and residential uses, and do not cause unacceptable levels of disturbance to the local community or damage the townscape character.

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Delivery and Monitoring :

Delivery

The policy will be delivered through:

- Decisions made on relevant planning applications
- Policies in the proposed Development Management and Site Allocations DPD
- By working with partners who have responsibilities for the delivery of infrastructure in the town centres.

Monitoring

The following indicators will be used to monitor the effectiveness of these policies:

- Amount of retail, leisure or business space gained or lost (by type) in the town centres and the percentage within defined primary or secondary shopping centres
- Amount and percentage of all completed residential business and recreational/leisure development in the defined town centres.
- The percentage of vacant retail premises.
- This information will be reported in the LDF Annual Monitoring Report

Local Centres

Introduction

11.39 PPS4 defines local centres as those which include a range of small shops of a local nature serving a small catchment. Typically they might include, amongst other shops, a small supermarket, newsagent, sub-post office and pharmacy. In rural areas such as Waverley, some of the larger villages perform the role of a local centre. Local centres provide an essential service to local communities, particularly for those who prefer to shop locally or who are dependent on the the services or facilities they offer perhaps because they do not have a car or experience mobility problems. These centres also provide a limited range of community and leisure facilities including public houses and services, as well as employment opportunities and can help reduce the need to travel. They can offer a sustainable alternative to supermarket shopping in the main towns in the Borough as well as a facility for topping up weekly shopping trips that are undertaken in larger stores elsewhere. They also provide a chance to purchase locally produced goods.

11.40 Within the Borough's retail hierarchy, Farncombe, Bramley and Milford are considered to be within this definition. At the time of survey, ^(xviii) they all had more than one convenience shop, a range of other comparison shops and a sub post office.

Vision for the Local Centres

These are the local centres that cater for the day-to-day needs of the local community.

The Council's strategy for delivering this vision includes:

- Maintaining the vitality and viability of the centre
- Supporting shops, services and other small economic uses (including post offices, petrol stations, village halls and public houses)
- Safeguarding the existing provision of shopping floorspace
- Make provision for an increase in convenience shopping floorspace that is appropriate to the scale, nature and function of the centre and complements it's existing provision.

Policy - CS12: Local Centres

The retail role and function of the local centres of Farncombe, Bramley and Milford will be safeguarded and consolidated. Proposals which would harm or undermine the retail function of the centre or detract from its vitality and viability will not be permitted.

Proposals for the provision of small scale facilities that would support the vitality and viability of these centres will be supported.

Neighbourhood and Village Shops

Introduction

11.41 Neighbourhood and village shops are vitally important in an area such as Waverley. Farnham, Godalming and Haslemere each have one or more local parades of shops within their parish area, some of which include a post office and convenience store, and are important in serving the needs of local people who want to avoid going into the towns or using a car. These small parades of purely neighbourhood significance are not recognised as centres in national policy guidance, but their value is recognised in Policy CS13 of the Core Strategy. ^(xix)

xviii Waverley Settlement Hierarchy 2009

xix Para 7.16 Chase and Partners: Waverley Borough Town Centre Retail Study August 2008

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11.42 Waverley also has many rural villages, some of which have only one village shop and/or post office. These shops are often a focus for community life for residents who need or want to shop locally, preferably without using a car. Village, local shops, public houses and particularly post offices are increasingly coming under pressure to change from retail uses, and while the Council cannot prevent the closure of uneconomic premises, it is necessary to make sure that all reasonable efforts are made to retain a retail use in the villages.

11.43 Some villages in Waverley have very limited retail or service provision. Although some of the largest villages in Waverley; Witley, Elstead and Chiddingfold have only a small number of shops and are not in all instances are these located geographically together. Alfold, Churt, Ewhurst, Frensham, Shamley Green, Wormley, Dunsfold, Tilford, Hambledon, Wonerish and Rushmoor all have one convenience store, which may include a sub-post office. Others, such as Grayswood, Busbridge, Brook, Ellens Green, Thursley, Hascombe, Dockenfield, Peperharow, Blackheath, Sandhills, Grafham, Hydestile, Palmers Cross, Thorncombe Street, Rushett Common and Bowlhead Green have no convenience shops and residents need to travel to neighbouring villages or towns for day to day shopping. Most of Waverley's villages have at least one public house, sometimes located outside the village centre, as well as other community and leisure facilities including schools, village halls, churches and recreation grounds. Several have small office complexes which have been converted from farm or other redundant buildings. Policy CS4 seeks to resist the loss of key services and community facilities, while the policies in this chapter refer more specifically to the retention, protection and provision of local, neighbourhood and village shops.

11.44 Village shops are very important in a rural area such as Waverley, in helping to maintain villages as sustainable communities. In the borough, several village shops and one public house have been threatened with closure, and have been bought and run by, and for the community. Several of the villages have farm shops, which meet the demand for fresh local produce in a sustainable way, while also contributing to the local economy.

11.45 The decline in village shops is however, part of a national trend and one that may well continue as economic and lifestyle patterns change. The Council cannot prevent the closure of rural facilities, but it can discourage alternative uses and resist the loss of key services and facilities.

Vision for Neighbourhood and Village Shops

These provide facilities and services to meet the day-to-day needs of neighbourhood and village communities

The Council's strategy for delivering this vision includes:

- Supporting the provision of small - scale local facilities to meet local community needs.
- Taking into account the importance of shops and services to the local community in assessing proposals that would result in their loss or change of use.
- Supporting proposals that would improve the viability, accessibility or community value of exiting services and facilities that play an important role in sustaining village communities.

Policy - CS13: Neighbourhood and Village Shops

The Council will resist the loss of shops and services which are deemed to be important to the community. The Council will respond positively to proposals for the conversion and extension of shops which are designed to improve their viability but do not result in their loss or change of use.

Delivery and Monitoring :

Delivery:

Local Centres, Neighbourhood and Village shops

The policies will be delivered through:

- The development control process. Applications will be assessed against criteria based policies in the Development Plan documents which will focus on maintaining the appropriate mix and range of uses.

Monitoring:

- The amount of retail floorspace gained and lost.
- Vacancy rates
- This information will be reported in the LDF Annual Monitoring Report

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Evidence :

- Waverley Borough Council Town Centres Retail Study- Chase and Partners August 2008
- Farnham Healthcheck 2005
- Steps Towards a Vision for Farnham/ Local Futures Group 2007
- Haslemere Healthcheck 2003
- Your Haslemere - Haslemere Healthcheck Review 2008
- Godalming Healthcheck Report 2009
- Action for Cranleigh: Report of the Cranleigh Healthcheck 2002/2003. Reviewed 2008/9 but not published.
- Waverley Settlement Hierarchy

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Town Centres and Shopping

Leisure, Recreation and Culture 12

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Relevant Core Strategy Objectives :

- To deliver sustainable development that meets the needs of the local community, whilst not compromising the quality of life for future generations.
- To ensure that adequate provision is made for new or improved social, physical and green infrastructure to meet the needs of the increased population.
- To support the vitality and viability of the centres of Farnham, Godalming, Haslemere and Cranleigh, taking account of the difference between each of the centres and the different roles that they play.
- To ensure that provision is made to meet the leisure, recreation and cultural needs of the community.
- To protect the countryside as a recreational asset, including its visitor facilities, and, where appropriate, promote its continued recreational use.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change.

Introduction

12.1 Open spaces, sport, recreation and cultural facilities all underpin people's quality of life, and the importance of providing them is recognised at all levels of Government. Waverley has a Cultural Strategy, which contains a High Level Action Plan to run between 2009 and 2014. ^(xx)

12.2 In the strategy the term 'Culture' describes common interests shared by a community or group of people. It is used in its broadest sense to define activities which people undertake in their leisure time, including

- Sport and recreation
- Countryside and Environment
- Parks and open spaces
- Arts and entertainment
- Heritage and Museums

12.3 Through the Local Development Framework, the Council has role in supporting the delivery of new and improved facilities that may be required, and helping to safeguard important existing facilities. This support may take a number of forms including:

- Supporting or promoting the provision of new or improved facilities where there is an identified deficit in provision. For example, where such a need has been identified through the Council's Cultural Strategy and/ or the Open Space, Leisure and Recreation (PPG17) Study 2012. An Open Space Strategy (2012) which focuses on the management of land in the Council's ownership contains a number

xx Cultural Strategy High Level Action Plan 2009 -2014: Adopted April 21st 2009

of actions derived and developed from the findings of the PPG17 Study has also been produced.

- Having policies that seek to safeguard existing facilities;
- Securing the provision of new/improved facilities, or financial contributions towards the provision of facilities, where needed to offset the additional demands arising from new housing development.

12.4 The provision of new or improved recreation facilities can have wider benefits, such as supporting the drive to encourage healthier lifestyles and to reduce obesity. These facilities may be formal (sports pitches or indoor sports facilities) or informal, including measures aimed at promoting more walking or cycling. Policy CS3 seeks to encourage the provision of new and improved footpaths, bridleways and cycleways, and the Councils forthcoming Infrastructure Delivery Plan (IDP) will identify potential opportunities for linking routes to others outside the borough boundaries.

Policy Context

12.5 Planning Policy Guidance 17 (PPG17) and accompanying companion guide set out the policies needed to be taken into account by local authorities in the preparation of Core Strategies. It suggests taking an audit of all kinds of recreational space in the borough and using the information to determine general quantity, quality and distance standards, which are then applied to the provision of facilities in the area. Local standards can then be derived to ensure future provision when considering planning applications. The Council has carried out such an audit of open spaces and recreation land and this is included as part of the evidence base of documents used to produce the Core Strategy.

12.6 The draft National Planning Policy Framework contains a proposal for a new Local Green Space designation to protect locally significant green areas that are special to local communities. It proposes that these can be used in local and neighbourhood plans, in a way that complements investment in homes, jobs and other essential services. It also states that planning policies should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. The information gained from this assessment of needs and opportunities should be used to set locally derived standards for the provision of open space, sports and recreational facilities. Planning policies should protect and enhance rights of way and access.

12.7 As it currently stands, the South East Plan policies of relevance are:

- Policy CS3: Areas of Outstanding Natural Beauty,
- Policy CS6: Countryside Access and Rights of Way
- Policy BE4: The Role of Small Rural Towns ('Market Towns')
- Policy TC2: New Development and Redevelopment in Town Centres
- Policy TSR2: Rural Tourism
- Policy TSR: Visitor Management
- Policy S1: Supporting Healthy Economies

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- Policy S5: Cultural and Sporting Activity
- Policy S6: Community Infrastructure

Provision in Waverley

Sports and Recreation

12.8 The Farnham, Haslemere (The Herons and the Edge) Godalming and Cranleigh Leisure centres are managed by a DC Leisure, a private sector contractor on behalf of the Council. Farnham and Cranleigh centres underwent refurbishment in 2009/10, and a new leisure centre to replace the existing centre in Godalming, is due for completion in Autumn 2012. The Council is the main provider of outdoor sports pitches in the Borough and these are mainly located on sports and recreation grounds. Other facilities are provided and maintained by the Town and Parish Councils, the private sector, charitable organisations and voluntary groups. Many schools in the Borough have sports and leisure facilities that they share with the community, such as all-weather pitches, halls and leisure centres, and the Council wants to encourage more schools to make their facilities available. It also intends to revise its 2003 Playing Pitch Strategy by 2013, ^(xxi) and to undertake a study of the quality of the pitches managed by itself and the Town and Parish Councils. The results of both studies will be used to update the current PPG17 Study.

Countryside, Parks and Open Spaces

12.9 Over 60% of Waverley is Metropolitan Green Belt, and over 75% of the Borough is designated as an Area of Outstanding Natural Beauty and Area of Great Landscape Value. 1,000 hectares of countryside is managed by the Borough Council, and these sites range from small areas of woodland and village greens to extensive areas such as Farnham Park and Frensham Common and extensive tracts of National Trust land which include the Devil's Punchbowl at Hindhead. Waverley has the highest proportion of woodland in the country at 31%, much of which is publicly accessible. The amount of natural and semi-natural greenspace is a key feature of the borough, and Waverley residents rated it as the most important type of open space in Waverley in the 2012 PPG17 study audit. There are hundreds of public open space sites across the borough including ornamental parks and gardens, recreation grounds and children's playgrounds. In addition, Waverley has an extensive network of public footpaths and bridleways which cover the whole Borough. The North Downs Way, a national long distance footpath commences at Farnham, while of regional importance is The Downs Link, a bridleway route based on the former Guildford to Horsham railway, and the Greensand Way commencing at Haslemere Museum. Part of the route of Wey and Arun Canal runs through the eastern part of the borough, and while much of the canal is no longer navigable - the Wey & Arun Canal Trust aims to restore as much as is possible back to navigation. Although certain stretches are private, some sections of the towpath are

xxi Waverley Borough Open Space Strategy 2012

accessible for walks. The Trust has plans to focus much of its activities in the Surrey section over the coming years, which could provide additional recreation opportunities along stretches of the canal corridor.

12.10 There are currently eighty play areas in Waverley. 85% of the NPFA classified play areas are provided by Waverley, with the Parish/Town Councils providing nine play areas. The majority have fixed play equipment on site but there are also five skate parks and a small number of hard surface ball courts. The PPG17 audit identified a deficiency in provision for children and young people in Waverley. One of the Council's corporate priorities is the provision of high quality, well-maintained, accessible and inclusive play facilities to help to improve the quality of life for many people, including those with disabilities, and continues to aim to bring about considerable improvements to the range and quality of play opportunities across the borough.

12.11 Standards for play and other types of open space have been formulated in the Open Space, Leisure and Recreation (PPG17) Study 2012 and will be incorporated into the future Development Management DPD.

12.12 Open space, sports and recreation facilities are key components of the Borough's green infrastructure. In support of enhancements to biodiversity, new developments should contain landscaping to add to the greening of the environment and should, where possible, seek to enhance networks of green infrastructure. It is also recognised that high quality public open space, sports and recreation facilities near to where people live and work can help reduce the impact of visitors on the most environmentally sensitive areas such as the Thames Basin Heaths Special Protection Area.

The Arts, Galleries and Entertainment

12.13 Waverley has a rich and diverse cultural offer which includes a university dedicated to the creative arts and a thriving arts centre that is actively engaged in the development of theatre across the south east. The many artists and arts organisations in Waverley play an important role in enriching the lives of local communities, particularly the lives of those who are vulnerable or disadvantaged. Fostering arts activities in the towns and villages is also good for the local economy. Waverley benefits from two multi-arts facilities in the Borough. The Farnham Maltings, which is a nationally significant organisation; the Cranleigh Arts Centre, Godalming Borough Hall and Haslemere Hall offer a range of events and activities including theatre and cinema, music and dance. Other venues such as galleries and community halls with their associated and seasonal events play an important role in the cultural life of the borough and attract many visitors from outside the area. In addition, many schools in the area have excellent facilities that can be hired or used by local communities, such as the Performing Arts Centre at Frensham Heights School, and theatres at Charterhouse, Cranleigh School and Godalming College. However, these facilities are not always readily available as they are so well-used by the schools themselves.

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Museums and Heritage

12.14 There are four museums in Waverley, Farnham, Godalming, Haslemere Educational Museum and the Tilford Rural Life Centre. In addition there are several amenity societies which support and promote the rich heritage of the area. The conservation areas, listed buildings and archaeological sites in Waverley all contribute to its unique sense of place.

12.15 The Cultural Strategy High Level Action Plan 2009 -2014 has seven themes:

1. Increase Opportunities for Young People
2. Sport and Leisure
3. Museums
4. Theatre/ Arts Performance
5. Safer and Stronger Communities
6. Promoting Health and
7. Quality of Life - Countryside and Open Spaces

12.16 Each has a series of aims and key partners. Those aims that involve the support of the Planning service through the Core Strategy and other LDF documents are as follows:

- Develop and implement proposals for a new leisure centre for Godalming.
- Identify and manage leisure and recreational benefits from all new developments
- Produce a parks/open spaces strategy in line with PPG17 assessment
- Produce a public art strategy for Waverley
- Ensure that adequate play provision is made within new developments
- Protect historic landscape and features
- Deliver partnership projects that will sustain rural services and the rural economy.

12.17 A borough- wide audit of cultural assets has taken place, and work has begun on the creation of an Waverley Arts Strategy. This is expected to be adopted in 2013.

Options Considered

12.18 It was recognised that the issues of leisure, recreation, and tourism would need to be considered through the Local Development Framework, to provide the planning policies and strategy to support the aims of the Surrey Strategic Partnership Plan 2010 - 2020, the Council's Cultural Strategy High Level Action Plan 2009 -2014, and to provide the local application of relevant national planning policies. However, the Council did not identify any specific choices or options for consideration as part of the Topic Paper consultation. Instead, it asked a general question: ' Are there any other matters relating to leisure, recreation and tourism that we should consider in the Core Strategy?'

Feedback from Consultations :

The most frequently made response, was to include 'culture' in this chapter as well and leisure, recreation and tourism.

Tourism is recognised as being an economic benefit that must be managed, but not promoted to the detriment of the environment. The issues relating to tourism have since been included in Chapter 10 Employment and the Economy.

Responses to the Preferred Options and Draft Policies consultation included the need to promote appropriate recreation in the countryside, and to ensure that any new open spaces and rights of way are afforded the appropriate designation to protect them in perpetuity. Encouraging the quiet enjoyment of the countryside is also suggested for inclusion.

There were also concerns about the Council's Cultural Strategy and it's approach towards the provision of arts and cultural activities in the borough, and in particular the lack of a dedicated theatre venue.

The Preferred Approach

12.19 The approach in the 2002 Local Plan was to protect Waverley's leisure and visitor related facilities. It also sought to encourage the provision of appropriate additional services which meet the needs of Waverley residents, to maximise the benefits provided from existing facilities, to enable appropriate visitor related development which will help the local economy, and to secure the retention of existing services which continue to serve a useful purpose or their replacement on a broadly like for like basis. This included the preservation and protection of playing fields and playspaces where appropriate. This approach is to be continued. PPS4 suggests that local authorities should encourage leisure or other facilities primarily within town centres. It sets out guidance for allowing such developments in rural areas.

12.20 There is also a continuing need to ensure that the Boroughs' wider natural environment remains of a high quality and that the existing level of access to natural and semi-natural greenspace, footpaths and cycleways for residents and visitors is maintained, enhanced and where practical, further provision made as part of the green infrastructure of the Borough.

Policy - CS14: Leisure, Recreation and Cultural Facilities

1. Leisure, recreation and cultural facilities will be safeguarded from development. If development of a site is proposed for leisure and recreation, the scheme will be assessed against relevant national policy, relevant saved policies from the Waverley Borough Local Plan and relevant policies in the Development Management and Site Allocations DPD. If the use is to be changed, in all cases, evidence will have to be presented that either the existing use is no longer required or viable, and that no other leisure, recreation or cultural provision is required or appropriate in that area, or that suitable alternative provision can be made. Account will be taken of the importance of the facility to the local community or the economy of the area if the proposal would result in its loss or change of use.

2. To address needs as a result of development:

A. developer contributions (in accordance with Supplementary Planning Document: 'Planning Infrastructure Contributions') will be used to fund improvements to existing sites and facilities in order to allow more intensive use;

B. the provision of appropriate facilities will be required on site as part of any development scheme in accordance with the Benchmark Standard Recommendations for Outdoor Sport and Outdoor Play as stated in the Fields in Trust document 'Planning and Design for Outdoor Play, ^(xxii) unless otherwise defined by the Waverley PPG17 study 2010.

3. Support will be given to the aims identified in the Cultural Strategy High Level Action Plan 2009 -2014 and subsequent updates.

4. Where existing deficits in open space, sports and recreation facilities are identified, the Council will explore allocating land for these purposes through the Site Allocations or other appropriate DPD.

5. The Council will encourage the provision of new open space, sports, leisure and recreation facilities and the promotion of outdoor recreation and access to the countryside, taking account of the evidence in the Open Space, Leisure and Recreation Study 2012, and provided they accord with relevant national policies, relevant saved policies from the Waverley Borough Local Plan and relevant policies in the Development Management and Site Allocations DPD.

6. New development will be expected to contribute to the continued greening of the Borough's towns and villages and the provision of, or connections to, the network of green infrastructure in accordance with policy CS17. Such spaces or rights of way will be afforded the appropriate designation to protect them in perpetuity.

Delivery and Monitoring :

Delivery:

The policy will be delivered through:

- Working in partnership with Waverley's Sport and Recreation service, other sport and leisure providers and the Community Development Officer for Arts,
- The greening of the environment, improvement in biodiversity and enhancements of the existing green infrastructure to be undertaken in partnership with various organisations such as the Waverley Countryside Service, Action for Wildlife, Blackwater Valley Countryside Partnership, the Surrey Heathland Project and the Surrey Biodiversity Partnership.
- The granting of planning permissions for leisure, recreational and cultural facilities.

Monitoring:

The following indicators will be used to monitor the effectiveness of the policy:

- Change in provision of open space, sports, recreation and cultural facilities
- Monitoring of S106 and Planning Infrastructure Tariff

Evidence :

- Open Space, Leisure and Recreation (PPG17) Study 2012
- Open Space Strategy 2012
- Waverley Cultural Strategy 2009 -2014 - High Level Action Plan

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Leisure Recreation and Culture

Rural Environment 13

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Relevant Core Strategy Objectives :

- To deliver sustainable development that meets the needs of the local community, whilst not compromising the quality of life for future generations.
- To protect the countryside as a recreational asset, including its visitor facilities, and, where appropriate, promote its continued recreational use.
- To safeguard and where appropriate enhance the rich historic heritage and the diverse and attractive landscapes and townscapes in Waverley, and ensure that new development takes proper account of the character and distinctiveness of the area in which it is located.

Introduction

13.1 Waverley has some of the most attractive and unspoilt countryside in Surrey. The high quality environment is one of the Borough's greatest assets and makes a significant contribution giving Waverley its distinctive character.

13.2 One of the main objectives of the Core Strategy is to safeguard the attractive and diverse landscape of Waverley. Approximately 92% of the area is rural, which is made up of land within the Metropolitan Green Belt (MGB) (61%) and land that is currently designated as Countryside Beyond the Green Belt (31%). Waverley is also distinctive because of the significant amount of the countryside that is wooded. Approximately 30% of the area is wooded, which is almost the highest coverage of any district in the country.

13.3 The rural landscape in Waverley is diverse, including the following landscape character areas: Greensand Hills, Greensand Plateau, Greensand valley and Wooded Weald. Within these character areas are large areas of lowland heaths, river corridors and canals, all of which make an important contribution to the rural landscape. The Wey & Arun Canal alone presents a number of opportunities for preserving and enhancing the local landscape heritage.

13.4 The historic landscape in Waverley also contributes to the distinctive character of the Borough. These extensive areas encompass whole landscape types and play an important part in maintaining the overall historic character of the Borough.

Policy Context

13.5 Pending abolition through the Localism Act, the South East Plan policies of particular relevance are:-

- NRM7: Woodlands
- C3: Area of Outstanding Natural Beauty

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- C4: Landscape and Countryside Management
- C5: Managing the Rural - Urban Fringe
- C6: Countryside Access and Rights of Way Management

13.6 Agriculture and forestry play a vital role in shaping the rural environment, both visually and socially, and as such, reference should be made to the saved policies of the Waverley Borough Local Plan (2002) aimed at supporting appropriate development in these areas. The Council is supportive of the continued use of, for agricultural purposes, land that is being farmed.

13.7 Waverley is rich in ancient woodland, an irreplaceable, wildlife-rich habitat, which supports an important archaeological resource and accounts for 12% of land coverage in Waverley. Areas of ancient woodland, particularly under 2 hectares and not afforded statutory protection by designations such as SSSI's, have been identified as part of a wider survey to inform the revision of the Ancient Woodland Inventory (AWI) for Surrey (June 2011). The AWI has a number of objectives, all of which are aimed at promoting the conservation of these woodlands.

13.8 A substantial part of the rural area is also within the Surrey Hills Area of Outstanding Natural Beauty (AONB) and/or the area designated as Area of Great Landscape Value (AGLV). The Surrey Hills AONB was designated in 1958. It is a national designation, which recognises its high quality landscape. The Surrey Hills Board has produced a Management Plan for the AONB, covering the period from 2009 to 2014. It sets out the vision, policies and plans for the future management of the AONB.

13.9 The national planning policy for the AONB is set out in Planning Policy Statement (PPS)7: "Sustainable Development in Rural Areas". It states that the conservation of the natural beauty of the landscape and countryside should be given great weight in planning policies and decisions on planning applications. The District Councils in Surrey that contain the Surrey Hills AONB have agreed a joint policy for the AONB.

13.10 In 1958 and 1971 the County Council designated part of Surrey as an Area of Great Landscape Value (AGLV) for its own intrinsic value. Additional areas in Waverley were designated in 1984. The AGLV is a local landscape designation that complements the AONB. It affects six of the Surrey districts. For much of the area in Waverley the AONB and AGLV designations are contiguous. However, there are significant areas around Farnham and Godalming, and in the south eastern part of the Borough where the AGLV designation extends beyond the AONB.

13.11 PPS7 indicates that local landscape designations such as the AGLV should only be maintained where it can be shown that criteria-based planning policies cannot provide the necessary protection. It adds that planning authorities should rigorously consider the justification for retaining existing local landscape designations and should ensure that such designations are based on a formal and robust assessment of the

qualities of the landscape concerned. In response to this, a countywide review of the AGLV was undertaken, to consider the qualities of the landscape within the AGLV. As a result, the areas within the AGLV were placed within three categories:-

- Parts of the AGLV that shared identical characteristics with the AONB;
- Parts of the AGLV sharing some characteristics with the AONB; and
- Parts of the AGLV sharing few or no characteristics of with the AONB.

13.12 The assessment recommends an urgent review of the AONB boundary and that no areas should be removed from AGLV designation until the case for an amended AONB boundary has been considered.

13.13 In addition to the AGLV, there are currently two other local landscape designations in Waverley. Firstly there is the Farnham/Aldershot Strategic Gap. This local policy designation identifies an area between Farnham, Badshot Lea and Aldershot which is vulnerable to pressure for development but which has played an important role in preventing the coalescence of Farnham and Aldershot. The current saved Local Plan policy C4 does not add a further layer of control. Instead it seeks to protect the Strategic Gap from inappropriate development through the application of the normal countryside policy (Local Plan Policy C2) as well as promoting enhancement of the landscape and conservation of wildlife sites; and promoting improved public footpaths and bridleways.

13.14 The other local landscape designation is the Area of Strategic Visual Importance (ASVI). This designation affects certain areas of land around Farnham, Godalming, Haslemere and Cranleigh. The areas affected are designated because they are considered to play an important role in preventing the coalescence of settlements or because they are areas of open land that penetrate into the urban area like a green lung. They are considered to be 'strategic' because of the role they play in maintaining the character of Farnham, Godalming, Haslemere and Cranleigh.

13.15 The draft NPPF includes a section on the natural environment. It says that in preparing plans to meet development requirements, the aim should be to minimise adverse effects on the local and natural environment. It says that plans should allocate land with the least environmental or amenity value, where practical. It goes on to state that local authorities should set criteria-based policies against which proposals for any development on or affecting protected wildlife sites or landscape areas will be judged.

13.16 The draft NPPF also sets out a number of criteria for local authorities to consider in relation to the protection of valued landscapes. These include giving great weight to protecting landscape and scenic beauty in National Parks and Areas of Outstanding Natural Beauty. It adds that other than in exceptional cases, planning permission should be refused for major developments in designated areas.

Options Considered

13.17 The Issues and Options Topic Paper: "Environment, Biodiversity and Climate Change" identified some options in terms of the Council's approach to the landscape. In relation to the AGLV, the identified options were either to retain the AGLV designation pending a review of the AONB or to remove the AGLV designation and replace it with policies based on a character assessment.

13.18 Similar options were identified for the Farnham/Aldershot Strategic Gap and the ASVI areas. The options were to retain these designations or to replace them with criteria-based policies.

13.19 In terms of the AONB, no options were presented. This is because it is a national designation with a clear statement of national policy so there is no scope for the Council to amend the boundary or to adopt a specific local policy approach.

Feedback from Consultations :

In relation to the issue of the AGLV, 78% of those responding favoured the option of retaining the AGLV until the boundary of the AONB has been reviewed. The comment was made that removing the AGLV designation before any AONB review, could reduce the ability of Natural England to include the area later within a reviewed AONB designation. On the other hand, the question was also raised as to whether local landscape designations like AGLV accord with national policy in PPS7. It was suggested that the local designation appears to apply to land of limited quality and that there is a need, therefore, for a landscape assessment to be carried out. There was also the suggestion that the AGLV and traditional villages bordering the AONB should be included as part of the overall AONB Design Statement for new and altered buildings.

In relation to the Strategic Gap and the ASVI designations, 74% of those who responded supported the retention of these local designations. It was stated that retention of the Strategic Gap would be consistent with the approach of other Blackwater Valley local authorities. A specific concern was raised about the reduction of the rural area between Godalming and Guildford. On the other hand, there was also a question raised about the quality or importance of the areas affected by these local designations and the suggestion that these should be the subject of a landscape assessment.

Responses to the consultation on the first Preferred Options and Draft Policies

There were a number of comments made regarding the localism agenda and local landscape designations. A common representation was that the Core Strategy fails to address the need for a formal and robust assessment of landscape character required by PPS7. In contrast to this there were also a number of comments supporting the retention of local landscape designations, particularly the AGLV.

Preferred Approach

13.20 In relation to the AGLV designation, the preferred approach is to retain this until such time as the AONB boundary is reviewed. It is important that there is a consistent approach across the local authorities affected by the existing AGLV designation. Two of these (Tandridge and Mole Valley) have already adopted Core Strategies, both of which have policies to retain the AGLV, pending a review of the AONB boundary. This approach will recognise the landscape quality of the AGLV and particularly the role it plays as a buffer to the AONB.

13.21 In relation to the Farnham/Aldershot Strategic Gap and the ASVI local landscape designations, it is acknowledged that national policy in PPS7 states that local planning authorities should rigorously consider the justification for retaining these designations and that such designations should be based on a formal and robust assessment of the qualities of the landscape concerned. It is considered that there are sound reasons, in principle, for retaining these local designations. In relation to the Strategic Gap, the existing saved Local Plan policy does not seek to add an additional layer of control over the existing policy applying to the countryside generally. However, the policy does identify the strategic role of the Gap. The ASVI designation recognises the importance that this land plays in defining the character of the main settlements. For example the 'corridor' of open land that runs through Farnham separating the town centre and north Farnham from South Farnham.

13.22 Notwithstanding this, and having regard to PPS7, it is considered that these local designations should be subject to a review as part of the Development Management and Site Allocations DPD, but that the designations should continue until such time as that review takes place.

Policy CS15: Landscape Character

New development must respect and where appropriate enhance the distinctive character of the landscape in which it is located.

Surrey Hills Area of Outstanding Natural Beauty

The conservation and enhancement of the natural beauty of the landscape is of primary importance within the Surrey Hills Area of Outstanding Natural Beauty (AONB), reflecting its national status. The character and qualities of the AONB will be protected through the application of national planning policies and the Surrey Hills AONB Management Plan.

The Area of Great Landscape Value

The same principles will apply in the Area of Great Landscape Value (AGLV), which will be retained for its own sake, until such time as there has been a review of the Surrey Hills AONB boundary. Particular attention will be given to the role that the AGLV plays as a buffer to the AONB and to the protection of views from and into the AONB.

The Farnham/Aldershot Strategic Gap

The Farnham/Aldershot Strategic Gap will be protected by resisting inappropriate development in accordance with Policy CS1.

Within the Strategic Gap the Council will promote:-

1. Measures to enhance the landscape and the conservation of wildlife sites.
2. Improved public footpaths and bridleways for informal recreation.

In the longer term, through a subsequent DPD, the Council will review this local landscape designation and, if necessary, the boundary, taking account of national policy set out in Planning Policy Statement (PPS)7.

The Area of Strategic Visual Importance

The appearance of the Areas of Strategic Visual Importance will be maintained and enhanced. Proposals for new development within the ASVI will be required to demonstrate that the development would not be inconsistent with this objective.

In the longer term, through a subsequent DPD, the Council will review this local landscape designation and, if necessary, the boundary, taking account of national policy set out in Planning Policy Statement (PPS)7.

Historic Landscape

The Council will seek to preserve the distinctive historic landscape character and archaeological features of the Areas of Special Historic Landscape Value, through continued application of Policy HE12 of the Waverley Borough Local Plan (2002).

Delivery and Monitoring :

Delivery:

This policy will be delivered by the Council working with the Surrey Hills AONB Board, partner local authorities, landowners and developers.

Monitoring:

The Policy will be monitored through:-

1. The monitoring of planning decisions, including appeals, relating to these designations.
2. The monitoring of the implementation of landscape improvements and other measures secured through Section 106 funding or other measures
3. Working with the AONB Board to monitor the effectiveness of the Surrey Hills AONB Management Plan

Evidence :

- The Surrey Hills AONB Management Plan 2009 - 2014
- The Surrey Hills AGLV Review 2007 (Chris Burnett Associates)
- Revision of the Ancient Woodland Inventory for Surrey (June 2011)

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Rural Environment

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Relevant Core Strategy Objectives :

- To safeguard and where appropriate enhance the rich historic heritage and the diverse and attractive landscapes and townscapes in Waverley, and ensure that new development takes proper account of the character and distinctiveness of the area in which it is located.
- To ensure that the design, form and location of new developments contribute to the creation of communities that are attractive, safe and inclusive.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change
- To manage and reduce flood risk in Waverley through the design and location of new development.

Introduction

14.1 Most of the new development that takes place in Waverley is within our towns and villages. The issue is how best to ensure that what development does take place does not adversely affect the townscape. This is about ensuring that the design of development is of a quality that contributes to rather than detracts from the character.

14.2 The environment of the built up areas and villages in Waverley is attractive and varied and is valued by the community. The character of the environment ranges from the historic centres of the main settlements to the distinctive but varied character of the villages. The landscape has had a clear impact in shaping the character of all settlement in the borough and there exists a strong link between the historic landscape and settlement. Within the main built up areas there is wide variety. Some of the residential areas are of quite a high density, whilst the towns also have extensive areas of low density residential development. The topography and tree cover also play an important role in contributing to the distinctive character of different parts of the Borough, both within settlements and in the wider countryside.

14.3 There are already parts of the built up areas that have been designated in the Waverley Borough Local Plan as having a distinctive character that merits particular protection. As a result, there are specific built environment policies giving added protection to the hillsides in Godalming and Haslemere that contribute to urban character. There are also large parts of south Farnham that are within the developed area, but that have a distinctive semi-rural character and a policy is in place to protect that character. There is also a policy that seeks to protect some particular areas where the established low density layout gives the area a distinctive character.

14.4 In addition, a number of the towns and villages have their own village or town design statements, which the Council has adopted as material considerations when considering planning applications in these areas. As at January 2012, the following town and village design statements had been produced:-

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- Elstead Village Design Statement (1995)
- Dunsfold Village Design Statement (2001)
- Blackheath, Shamley Green and Womersley Village Design Statement (2007)
- Frensham Village Design Statement (2008)
- Cranleigh Design Statement (2008)
- Thursley Village Design Statement (2009)
- Farnham Design Statement (2010)
- Churt Village Design Statement (2010)
- Haslemere Design Statement (in preparation)

14.5 It is envisaged that local issues will continue to be addressed both through further village/town design statements and neighbourhood plans.

14.6 In addition, Waverley has a rich historic environment with some 1741 listed structures, 44 conservation areas, a locally produced list detailing buildings of Local Merit (previously known as locally listed buildings) and a number of historic parks and gardens. There are also hundreds of smaller items, such as milestones and old signposts, which have been identified as 'Heritage Features'. Waverley's historic landscapes are dealt with in Chapter 13 "Rural Environment". All Waverley's heritage assets help to define and promote the borough's character and their continued protection through informed management is important.

14.7 Conservation Area Appraisals have been undertaken for Farnham, Wrecclesham, Bramley and Chiddingfold and the Council will continue with its programme of further appraisals. The Council will also continue with its programme of reviewing and updating its local list of buildings of Local Merit. This programme will include using the appraisal to identify opportunities and threats in order to create a management plan to manage change and ensure the character of the area is preserved and enhanced.

Policy Context

14.8 In terms of national policy, Planning Policy Statement (PPS) 1: 'Delivering Sustainable Development' includes a section on design. It says that good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. It adds that design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted. Similar design guidance specifically relating to new housing is contained in PPS3: 'Housing'.

14.9 There have been some recent changes to PPS3 specifically in response to concerns about the effect that some new housing developments have had on local character. Firstly, the definition of 'Previously Developed Land' has been changed to delete residential garden land. This does not mean that garden land cannot be used for development, but gives local authorities the scope, if it wishes, to prioritise the development of previously developed land over garden land. The second change was

the removal of the indicative minimum density of 30 dwellings per hectare. This gives even greater scope for local authorities to ensure that development fits into its surroundings, without the constraint of an expected density of development.

14.10 In terms of heritage, national planning policy is set out in Planning Policy Statement (PPS)5: 'Planning for the Historic Environment'. The overarching aim in the PPS is that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations. The PPS provides specific guidance for the development of local policies and for the decision making on planning and listed building applications.

14.11 The draft National Planning Policy Framework (NPPF) also provides policy on both design and the historic environment. In relation to design, the NPPF says that the Government attaches great importance to the design of the built environment. It says that good design is indivisible from good planning and should contribute positively to making places better for people. It also says that local plans, including neighbourhood plans, should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. It adds that such policies should be based on stated objectives for the of the area and an understanding and evaluation of its present defining characteristics.

14.12 In relation to the historic environment, the draft NPPF says that the Government's objectives for planning for the historic environment are to:-

- Conserve heritage assets in a manner appropriate to their significance; and
- Contribute to our knowledge and understanding of our past by capturing evidence from the historic environment and making this publicly available, particularly where a heritage asset is to be lost.

14.13 The NPPF goes on to say that local planning authorities should set out a strategy for the conservation and enjoyment of the historic environment.

14.14 Pending abolition through the Localism Act, the relevant policies in the South East Plan 2009 are:-

- H5: Housing Design and Density
- NRM11: Development Design for Energy Efficiency and Renewable Energy
- BE1: Management for an Urban Renaissance
- BE2: Suburban Intensification
- BE4: The Role of Small Rural Towns (Market Towns)
- BE5: Village Management
- BE6: Management for the Historic Environment

Options Considered

14.15 In 2009, the Core Strategy Issues and Options Topic Paper: 'Environment, Biodiversity and Climate Change', considered the issue of local character and how best to protect it. Whilst good design is important whatever the development, the focus in the Topic Paper was on residential development. Much of the current housing development takes place through intensification within existing residential areas and some of these generate concerns about the impact on local character. Therefore, the Topic Paper included two questions regarding the approach the Council should take to protecting the character of towns and villages.

14.16 Firstly two alternative approaches were presented on the issue of the density of housing development, as follows:-

1. not to set any specific density requirements, but instead to rely on the indicative density requirement of 30dph along with other guidance in PPG3.
2. To seek to set density ranges for different types of location across Waverley.

14.17 The second question concerned alternative approaches that the Council could take in relation to safeguarding local character. The alternatives were:-

1. Continue with current policies, including retaining existing 'character areas' and having general policies on design, density and layout that would apply in all areas;
2. Review the existing character areas and identify new character areas again with general design policies also applying to all areas;
3. Prepare new policies on design, density and layout, to manage change in all areas, based on a wider analysis of local character.

Feedback from Consultations :

On the issue of density, of the 66 respondents, 60% favoured setting density ranges for different locations, whilst 40% favoured the approach of not setting different density ranges but relying, instead, on guidance in PPS3.

One of the comments opposed a one fits all approach, promoting flexibility so that density can be set where local character warrants it.

On the issue of safeguarding local character, there were 65 responses and the views were mixed. 37% favoured the approach of reviewing existing character areas and identifying new character areas as well as having general design policies. 35% favoured the Option one approach of continuing with the current approach by retaining existing character areas and maintaining general design policies as well. 28% favoured the third option of preparing new policies on design etc. to manage change in all areas, based on a wider analysis of local character.

Some of the supporting comments made included a request to extend existing protection to preserve character and amenity and to include a restriction of development on garden land. There were also comments to the effect that a flexible approach was needed so that proposed development was considered on a site-by-site basis. There was also a request that landscape policies be based on landscape character assessments.

Concerns about the impact of development on local character have also been raised through other consultations. For example through the feedback from town and parish councils to the survey when the Settlement Hierarchy document was being produced and also in the responses to the various consultations on where and how to accommodate new housing. For example, in the 2009 Topic Paper 'Town and Country', there were some questions regarding windfall developments. In particular respondents were asked what type of windfall developments the Council should control in the event that it were to seek to impose greater control over windfall housing schemes. Amongst the list produced by respondents were the development of garden land and developments that affect local character.

A number of quite detailed comments were made in response to the consultation on the first Preferred Options and Draft Policies in 2011. A number of points of clarification and addition were raised by English Heritage.

One respondent said that there should be a closer link between the policy of protecting the historic environment and the wider need to address climate change issues through sustainable design, energy efficiency and the use of renewable energy.

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Various respondents argued that specific locations should be designated as 'low density areas'. Others referred to the need to identify the contribution that will be made by neighbourhood plans and localism generally.

Another issue raised was in relation to more emphasis generally on heritage assets.

The Preferred Approach

14.18 In relation to density and character, there is a limit to what can reasonably be included in a high level policy in a Core Strategy. However, the Core Policy on townscape and design should set the Council's overall approach and indicate, where necessary, what future work is needed through more detailed documents such as the Development Management and Site Allocations DPD and/or Supplementary Planning Documents, as well as locally produced neighbourhood plans and town or village design statements.

14.19 Overall the preferred approach is to ensure that the Council's policy on design and density is not unduly prescriptive, but ensures that proper regard is given to local character and distinctiveness. In terms of density, PPS3 has been changed since the earlier Topic Paper consultation. Although the majority of respondents at that time indicated that they favoured an approach that involved setting different density ranges in different locations, it is considered that this would still run the risk of being too prescriptive without necessarily providing the protection of local character and distinctiveness. This is particularly because density alone does not determine whether a development will respect local character and distinctiveness.

14.20 The preferred approach is to have an overarching policy on design that leaves scope to produce more specific local design guidelines based on assessments of local character, if necessary. This is the approach that is already being taken in areas where there is a locally produced assessment of character through the village and town design statements that the Council has adopted as material considerations. It is likely that these matters will be further addressed through neighbourhood plans and additional town or village design statements.

14.21 It is also considered that the existing 'character areas' and their associated policies in the local plan should be retained, at least until such time as they are reviewed through subsequent LDF documents. It is envisaged that the review of existing designated areas and the possible identification of new areas will be considered as part of the proposed Development Management and Site Allocations DPD.

Policy CS16: Townscape and Urban Design and the Heritage

The Council will ensure that the character and amenity of its towns and villages will be protected by:

1. Requiring new development to be of the highest standard of design that responds to the distinctive local character of the area in which it is located. Account should be taken of design guidance adopted by the Council including design and development briefs, Conservation Appraisals and Management Plans, town and village design statements and other design policies and guidance produced within subsequent Development Plan Documents and Supplementary Planning Documents, as well as locally produced neighbourhood plans.
2. New development should be designed so that they create safe, inclusive and attractive environments that meet the needs of users and incorporate the principles of sustainable development.
3. Conserving and managing Waverley's rich and diverse heritage. This includes all heritage assets, designated and non-designated, and their setting in accordance with legislation and national policy.
4. The preparation of neighbourhood plans and local village and town design statements will be encouraged and supported.
5. Promoting a high quality public realm including landscaping, works to streets and public spaces.
6. Undertaking further conservation area appraisals and producing and implementing related management plans.
7. Facilitating and supporting the identification and review of buildings of local merit in accordance with the Council's agreed procedures.

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Delivery and Monitoring :

Delivery:

The Policy will be delivered:-

- Through determination of planning applications, ensuring that new development is good enough to approve.
- Requiring sufficient detail to be included within Design and Access Statements.
- Supporting locally produced village and town design statements, and where appropriate adopt them as a material planning consideration.
- Adoption of a Public Realm SPD.
- Continue a programme of review of the Conservation Areas and undertake Conservation Area Appraisals.
- Review the Buildings of Local Merit list (former Local List).
- Through neighbourhood plans.

Monitoring:

The Policy will be monitored mainly through monitoring of decisions on planning applications and appeals. In respect of all heritage assets English Heritage's Heritage Assets at Risk register will be used to monitor any impact on the historic environment.

Evidence :

- By Design, Better Places to Live – A companion guide to PPG3
- Surrey Design
- Urban Design Compendium 1 & 2
- By Design – Urban Design in the Planning System – towards better practice
- English Heritage's *Knowing Your Place* : Heritage and Community-Led Planning in the Countryside
- English Heritage's *Constructive Conservation in Practice*

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Biodiversity and Geological Conservation **15**

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Relevant Core Strategy Objectives :

- To deliver sustainable development that meets the needs of the local community, whilst not compromising the quality of life for future generations.
- To protect and enhance the diversity of the wildlife and habitats that are within and around Waverley, both on designated sites and undesignated sites.

Introduction

15.1 Biodiversity is the term used to describe the whole variety of life on Earth. It includes not only all species of plants and animals, but also the complex ecosystems they live within. It ranges from species and habitats which are considered commonplace to those considered critically endangered. Waverley contains a wealth of nationally and internationally protected habitats which contribute to the overall local biodiversity of the Borough. Many of these habitats are protected under designations, which include:

International Designations

15.2 Special Protection Areas (SPA) are sites which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the 'Birds Directive 1979' which provides enhanced protection given by the Site of Special Scientific Interest (SSSI) status all SPAs also hold.

15.3 European and national legislation requires that "any plan or project" should not give rise to any likely significant effect upon these areas. In order to avoid any likely significant effect proposals for development are required to demonstrate that they can avoid or mitigate any such effect.

15.4 The Hindhead Tunnel, which opened in Summer 2011, is likely to bring forward new proposals for development in central Hindhead, in close proximity to the Wealden Heaths Phase 2 Special Protection Area. A Habitats Regulation Assessment of the Hindhead Concept Statement identified a need for avoidance measures due to the amount of new development envisaged in close proximity to the SPA. The Council has adopted an Avoidance Strategy for the Hindhead Concept Statement area, in partnership with the National Trust to identify specific avoidance measures.

15.5 Special Area of Conservation (SAC) are areas which have been given special protection under the European Union's Habitats Directive. They provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity. These sites are part of a network of protected wildlife areas, known as Natura 2000, across the European Union. This network consists

of Special Areas of Conservation (SACs) and Special Protection Areas (SPAs), established to protect wild birds under the Birds Directive (Council Directive 79/409/EEC of 2 April 1979).

15.6 Ramsar sites are wetlands of international importance as designated under the Convention on Wetlands of International Importance Especially as Waterfowl Habitat (the Ramsar Convention), an international agreement which provides for the conservation and good use of wetlands.

National Designations

15.7 Sites of Special Scientific Interest (SSSI) are the country's very best wildlife and geographical sites and include some of the most spectacular and beautiful habitats. They are designated under the Wildlife and Countryside Act 1981 (as amended) by Natural England. A large proportion of the total area of these sites in England are also internationally important for their wildlife, and designated as Special Areas of Conservation (SACs), Special Protection Areas (SPAs) or Ramsar sites.

15.8 National Nature Reserve (NNR) constitute many of the finest sites for wildlife and geology and are a selection of the very best parts of Sites of Special Scientific Interest (SSSI). Many of these sites are also designated under European designations, such as the Thursley NNR which forms part of the Wealden Heaths Phase I SPA.

Local Designations

15.9 Local Nature Reserves (LNR) are locally designated sites considered to be of importance for wildlife, geology, education or public enjoyment. This is a statutory designation made principally by local authorities in consultation with Natural England.

15.10 Sites of Nature Conservation Importance (SNCI) are locally important sites of nature conservation. These are adopted in local development plan documents.

15.11 Local Geological Site (previously known as Regionally Important Geological or Geomorphological Sites (RIGS)) are selected by voluntary geoconservation groups, such as RIGS Groups and Geology Trusts, which are generally formed by county or unitary authority areas in England.

15.12 Ancient Woodland are areas which have been continuously wooded since before 1600 AD in England. This includes areas of ancient semi-natural woodland (ASNW), which retains a native tree and shrub cover that has not been planted, although it may have been managed by coppicing or felling and allowed to regenerate naturally, or plantation on ancient woodland sites (PAWS) where the original tree cover has been felled and replaced by planting, often with conifers, and usually over the last century. Areas of ancient woodland, particularly under 2 hectares and not afforded statutory protection by designations such as SSSI's, have been identified as part of a wider survey to inform a revision of the Ancient Woodland Inventory (AWI) for Surrey, published in June 2011. This identified that Waverley contains nearly 4,000 hectares of ancient woodland, 12% of the Borough. Ancient woods are of prime ecological importance, with

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more rare and threatened species are associated with ancient woodland than any other habitat. They are important for their biodiversity, as wildlife habitats and in connection of “Green corridors”.

Table 15.1 Designated Sites within Waverley

Designations	Sites within Waverley
Special Protection Area (SPA)	Thames Basin Heaths (covers wider area than Waverley) Wealden Heaths Phase I (Thursley, Hankley and Frensham) Wealden Heaths Phase II (Devil's Punch Bowl) (covers wider area than Waverley)
Special Area of Conservation (SAC)	Thursley, Ash, Pirbright and Chobham (covers wider area than Waverley)
Ramsar sites	Thursley and Ockley Bogs
Sites of Special Scientific Interest (SSSI)	A total of 15 SSSIs are designated within the District. This amounts to 2824 hectares of land.
National Nature Reserves (NNR)	Thursley
Local Nature Reserves (LNR)	Chinthurst Hill, The Flashes, Rowhill Copse, Rodborough Common, Sayers Croft, Farnham Park and Weybourne.
Sites of Nature Conservation Importance (SNCI)	A total of 170 sites are designated as SNCI.
Ancient Woodland	A total of 835 ancient woodland parcels. This amounts to 3,952.8 hectares.
Local Geological Site (previously known as RIGS)	Allden's Hill, Thorncombe Street Dippenhall Quarry Holloway Hill, Godalming Rutton Hill Tuesley Corner

15.13 In addition to sites designated for nature conservation, it is important to recognise the potential impact of promoting development on previously developed land and sites within urban areas. These sites are not devoid of biodiversity and valuable features should be retained and enhanced. Features may include hedgerows, watercourses and trees. Planning Policy Statement 9 (PPS9) identifies that where sites have significant biodiversity or geological interest of recognised local importance there should be the aim to retain this interest or incorporate it into the development. Development in urban areas can provide opportunities to contribute to a range of habitats across the Borough, for example through the enhancing connections to existing green infrastructure.

15.14 Green infrastructure is a network of multi functional open space which should be managed and designed to enhance biodiversity and wider quality of life. The Council will encourage contribution toward, or provide, opportunities to enhance the existing provision of green infrastructure, including designated sites, and improve the connection of existing open spaces. Green Infrastructure is included under the definition of infrastructure under Policy CS4.

15.15 Canals and river corridors are an example of providing a valuable 'wildlife corridor' or connection between a network of habitats across the Borough. Planning Policy Statement 9 recognises their value as access route to open space and sites of biodiversity importance. In Waverley, the River Wey and its tributaries, the Wey and Arun Canal, the River Wey and Godalming Navigations, and the River Blackwater provide a valuable asset for the landscape as well as a multifunctional role for recreation, leisure and nature conservation. These river corridors and canals contribute to the quality of the environment and quality of life for residents in both urban and rural areas. The River Wey flows through Farnham and Godalming and makes an important contribution to character of these areas. In addition the wider network of watercourses need to be acknowledged as providing valuable environments and connections between sites of biodiversity importance. The Wey and Arun Canal stretches from Bramley in the north to Dunsfold in the south. Currently only a small amount of the canal within Waverley is navigable although the Wey and Arun Canal Trust have the aim of restoring the direct water link between the South Coast and London.

15.16 Waverley's landscape has a distinctive wooded character, with over 10,000 hectares of woodland, 32% of the Borough. Hedgerows and woodlands provide valuable environments and connections for wildlife between sites of biodiversity importance.

Policy Context

15.17 Currently, the national planning policy is contained within Planning Policy Statement 9: Biodiversity and Geological Conservation (2005). It outlines the government's vision for conserving and enhancing biological biodiversity in England and includes the broad aim that planning, construction, development and regeneration should have minimal impacts on biodiversity and enhance it wherever possible. Since

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October 2006 all public authorities (under section 40: Natural Environment and Rural Communities Act 2006) have a 'duty to have regard to the conservation and biodiversity in exercising their functions'.

15.18 The proposed changes to national planning policy in the draft National Planning Policy Framework (NPPF) continues to expect planning authorities minimise the impacts of development on biodiversity and provide net gains in biodiversity, where possible. It refers to the need to plan for biodiversity at a landscape-scale across local authority boundaries, identifying the local ecological network and promoting the preservation, restoration and re-creation of priority habitats, ecological networks and the recovery of priority species population, linked to national and local targets. Currently only limited weight can be given to the NPPF in its draft form. However, it is expected that the final version will be published by March 2012.

15.19 Those sites of international and national importance, such as Special Protection Areas (SPA) and Special Areas of Conservation (SAC), are given statutory protection through international conventions and European Directives. These designations, along with local designations are listed above in Table 15.1. Locally designated sites provide an important contribution to the wider biodiversity of the Borough. Protecting and enhancing local sites, for example, Local Nature Reserves (LNR) reduces the pressures on nationally and internationally designated sites. They provide an opportunity to develop a network of sites, providing corridors for the movement of species. This is identified as being of increasing importance due to the effect of climate change on habitats, ensuring there are routes available to alternative suitable habitats. There is also a recognition that biodiversity needs to be protected and managed at a landscape scale rather than just protected areas.

15.20 Locally designated sites are identified in the Waverley Borough Local Plan 2002 Proposals Map and in due course they will be incorporated in the Development Management and Site Allocations DPD.

15.21 As it currently stands, the South East Plan policies of particular relevance are Policy NRM5: Conservation and Improvement to Biodiversity, Policy NRM6: Thames Basin Heaths Special Protection Area and Policy NRM7: Woodlands. Other South East Plan policies of relevance include:-

- CC8: Green Infrastructure
- NRM1: Sustainable Water Resources and Groundwater Quality
- NRM2: Water Quality
- NRM4: Sustainable Flood Risk Management

15.22 The South East Biodiversity Forum has identified, in the South East England Biodiversity Opportunity Areas 2009 Statements Folio, areas considered to have the greatest biodiversity opportunity throughout the region. These Biodiversity Opportunity Areas (BOAs) are the regional priority areas of opportunity for restoration and creation of Biodiversity Action Plan (BAP) habitats. Each County has identified the concentrations of existing biodiversity resource (UKBAP habitat, local and nationally designated sites)

and used other digital information and local knowledge to identify where there was the potential to enhance, buffer and link these areas. The following BOAs have been identified within Waverley:

- Chiddingfold and West Weald Woodlands
- Cranleigh Woodlands
- Wallis Wood
- River Wey (plus tributaries)
- Puttenham and Crooksbury
- Farnham Heaths
- Thursley, Hankley and Frensham Commons (SPA)
- Wealden Heaths Phase 2 - Devil's Punch Bowl and Hindhead Common (SPA)
- Hascombe, Winkworth and Hydon's Heath and Woodland
- Blackheath, Chilworth and Farley Heaths

15.23 In the South East region the Biodiversity Opportunity Areas will be the focus for delivery of UK Biodiversity Action Plan habitats targets. The Surrey Biodiversity Action Plan (BAP) published in 1999 by the Surrey Biodiversity Partnership translates the targets identified in the United Kingdom Biodiversity Action Plan (UK BAP) into targets for species and habitats appropriate to the local area. The aims of the Surrey BAP are to develop local partnerships to ensure programmes for biodiversity conservation are maintained, raise awareness in the local context and provided a basis for monitoring progress in biodiversity conservation from the local to national level. It identifies ten priority Habitat Action Plans (HAPS), the following habitats and associated HAPS are relevant to Waverley:

- Farmland
- Floodplain Grazing Marsh
- Heathland
- Meadows
- Open Water and Reedbeds
- Wetland
- Woodland
- Wood Pasture and Parkland
- Road Verge

15.24 The Council manages and owns a number of open spaces across the Borough. The Waverley Borough Cultural Strategy 2009-2013 provides an action plan for Countryside and Open Spaces, including the aims:

- To protect and enhance Biodiversity and link wildlife sites and habitats of local, national and international significance.
- To work in partnership with local groups that protect and enhance the environment.

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15.25 The Council also supports other conservation projects such as the Surrey Heathland Project and Blackwater Valley Countryside Partnership which are funded by Local Authority partners and aim to conserve and enhance valuable habitats in Waverley.

Options Considered

15.26 The Issues and Options Topic Paper: "Environment, Biodiversity and Climate Change" discussed the issues associated with biodiversity. No options on the Council's approach to biodiversity were made available for consideration on this issue because of the strong protection established by national regional and local policies on biodiversity.

Feedback from Consultations :

A number of comments stated that the Core Strategy should include comprehensive policies on biodiversity, including details on how national and regional policies will be implemented locally, targets on biodiversity and areas identified for biodiversity enhancement. It was also suggested that the topic should be expanded to consider the Biodiversity Actions Plans (BAPS) in place at the County level. The potential of development proposals incorporating funding enhancements to biodiversity was also put forward.

The importance of river corridors and natural networks was identified, along with the value of amenity such as parks and gardens and the canal network. Green infrastructure was highlighted as an opportunity to promote biodiversity whilst also meeting sustainability, climate change and access objectives, especially if coordinated with surrounding local authorities.

Both Natural England and the Environment Agency noted the value and the connection between the protection and enhancement of biodiversity and other aspects of the wider strategy. The connection between biodiversity and climate change was identified and the link between biodiversity led green infrastructure and a more strategic approach to nature conservation and the improved resilience of communities to climate change along side the improved resilience of biodiversity and the wider countryside.

Feedback on the first Preferred Options consultation ranged from comments on the detailed wording of the policy, with a division in the responses between the need to strengthen the policy, provide more clarity or introduce greater flexibility. The need to further emphasis the role of trees and woodlands as an important habitat and a key element of green infrastructure. It also identified a need to provide a policy relating to the Wealden Heaths SPA.

Preferred Approach

15.27 The Council's strategy is to protect and enhance biodiversity and areas of geological importance, much of this can be achieved through the application of international designations and national policy and guidance. The preferred approach is to focus policy on local application with regard to the impact of development on sites on or near designations and the consideration of the overall network of sites of biodiversity importance.

Policy CS17: Biodiversity and Geological Conservation

The Council will seek to conserve and enhance biodiversity within Waverley. Working with partners, new opportunities for habitat creation and protection will be explored in particular on biodiversity opportunity areas. Development that results in harm to or loss of features of interest for biodiversity will not be permitted.

Particular regard will be had to the following hierarchy of important sites and habitats within the Borough: -

(i) Special Protection Areas (SPA), Special Areas of Conservation (SAC) and Ramsar Sites (International)

(ii) Sites of Special Scientific Interest (SSSI) and National Nature Reserves (National)

(iii) Sites of Nature Conservation Importance (SNCI), Local Nature Reserves (LNR), Local Geological Sites and other Ancient Woodland not identified within (ii) above (Local)

Outside of these areas, new development will where appropriate be required to contribute to the protection, management and enhancement of biodiversity. On locally designated sites this will include those habitats and species listed in the Surrey Biodiversity Action Plan (BAP).

Within locally designated sites development will not be permitted unless it is necessary for appropriate on site management measures and can demonstrate no adverse impact to the integrity of the nature conservation interest. Development adjacent to locally designated sites will not be permitted where it has an adverse impact on the integrity of the nature conservation interest.

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New development will be encouraged to make a positive contribution to biodiversity in the Borough, through the creation of green spaces, where appropriate, and the creation of linkages between sites to create a local and regional biodiversity network of wildlife corridors and green infrastructure. The Council will seek to retain and encourage the enhancement of significant features of nature conservation value on development sites.

The Council will seek to protect and enhance benefits to the existing river corridor and canal network, including landscaping, water quality or habitat creation. Development will not be permitted which will have a detrimental impact on visual quality, water quality or ecological value of existing river corridors and canals.

The Council will seek to maintain existing trees, woodland and hedgerows within the Borough.

The Council will work in partnership to restore and enhance Biodiversity Opportunity Areas in particular those also designated as SPA or SAC sites which are of strategic importance. The protection and enhancement of the biodiversity of sites owned and managed by the Council will be in accordance with the Waverley Borough Cultural Strategy 2009-2013.

Development within the Hindhead Concept Statement Area will be required to make appropriate contributions in accordance with the Hindhead Avoidance Strategy (2011) unless it can be demonstrated that the proposal will not have a likely significant adverse effect on the ecological integrity of the Wealden Heaths Phase 2 SPA.

Where new development is proposed that would result in a net increase in residential accommodation within 400m of the boundary of Thursley, Hankley and Frensham Commons (Wealden Heaths Phase 1) SPA and Wealden Heaths Phase 2 SPA, the Council will need to be satisfied that there will be no significant adverse effects on the ecological integrity of the SPA.

Delivery and Monitoring :**Delivery:**

- Decisions on planning applications.
- The greening of the environment, improvement in biodiversity and enhancements of the existing green infrastructure will be undertaken in partnership with various organisations such as the Waverley Countryside Service, Action for Wildlife, Blackwater Valley Countryside Partnership, the Surrey Heathland Project and the Surrey Biodiversity Partnership.
- Hindhead Avoidance Strategy.

Monitoring:

- Through the changes in areas of biodiversity importance (including the assessment of the quality of SSSIs and SNCIs).
- Against the targets in the Surrey Biodiversity Action Plan.

Thames Basin Heaths Special Protection Area**Introduction**

15.28 There is a particular need to protect the habitat of the Thames Basin Heaths SPA following the Examination in Public for the South East Plan. The Assessor supported the views of Natural England concerning the need to provide avoidance measures to ensure no likely significant effect arose from new development upon the Thames Basin Heaths SPA. These measures include the identification of a 400 metre buffer around the Thames Basin Heaths SPA within which residential development will not be permitted and the need to provide Suitable Alternative Natural Greenspace (SANG) for development between 400m to 5km (linear).

15.29 The Thames Basin Heaths SPA covers areas of heathland across 11 local authority areas in Surrey, Hampshire and Berkshire and has been identified as an internationally important habitat for three rare species of ground nesting birds - the Dartford Warbler, Nightjar and Woodlark. Only a small part of the SPA, about 80ha is within Waverley located to the north of Sandy Hill in Farnham. The majority of the SPA lies outside Waverley to the north.

15.30 The Council currently has SANG capacity within Farnham Park which is owned by the Council. Natural England has previously advised that the SANG capacity at Farnham Park is 21.25 ha. To date, 14.35 ha have been allocated as SANG by the Council, of which there remains an unallocated capacity of 2.6 ha (as at 10 Jan 2012).

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15.31 In order to achieve the preferred spatial distribution, sufficient SANG will need to be provided in the Farnham area. The SHLAA sites and windfalls target of 481 dwellings in Farnham would require 9.2 ha of SANG in the plan period. This could be accommodated through the remaining allocated SANG (2.6 ha) and by releasing the remaining 6.9 ha of potential SANG at Farnham Park. In the absence of any further SANG being identified by the Council, any greenfield releases in Farnham would be required to provide their own SANG or contribute to any future SANG allocated by the Council.

15.32 The Council is continuing to undertake work to identify new SANG. The Council will also work with adjoining boroughs to address cross boundary issues. Larger sites may be able to provide their own SANG.

15.33 The Council will complete a Habitats Regulations Assessment (HRA) of the Waverley Core Strategy prior to submission of the Core Strategy.

Policy Context

15.34 The Thames Basin Heaths Delivery Framework was published in 2009 by the Thames Basin Heaths Joint Strategic Partnership Board (JSPB) on behalf of the member Local Authorities and other stakeholders. One of the purposes of the Delivery Framework was to give guidance on the production of local avoidance strategies and the methodology and standards for SANG. A Strategic Access Management and Monitoring Strategy has also been developed. In view of the need to put in place mitigation measures as soon as possible, the Waverley Thames Basin Heaths SPA Interim Miniplan was adopted in April 2007 and was replaced with the Thames Basin Heaths SPA Avoidance Strategy in December 2009. In time, this document will be incorporated into SPD.

15.35 This policy supports the Sustainable Community Strategy priority of creating better, more sustainable developments that deliver more social, environmental and economic benefit with the specific objective of improving Surrey's biodiversity.

Options Considered

15.36 It is necessary to have a high level policy in the Core Strategy setting the framework for dealing with development proposals that may have an impact on the Thames Basin Heaths SPA.

15.37 In considering the spatial distribution of housing, the issue of whether the housing needs of the borough could be accommodated without any development within 5km of the Thames Basin Heaths SPA has been considered. This has been dealt with in the chapter dealing with the amount and location of housing.

Feedback from Consultations :

While the Issues and Options Consultation in 2009 did not put forward options for comment, some respondents suggested an option to site all of the borough's housing allocation outside of the Thames Basin Heaths 5km zone. Some respondents also commented that the Issues and Options consultation included no appropriate assessment of the effect of unrestricted development in Farnham on the TBH SPA.

Natural England highlighted the Thames Basin Heaths as a potential constraint on development in the Farnham area but indicated that the purpose of the Thames Basin Heaths Delivery Framework, when it is implemented properly through a Local Authority Avoidance Strategy is to enable housing development in the area of the SPA by ensuring that avoidance measures are in place. They argue that the natural environment should be seen as an asset rather than a constraint to development. They also state their commitment to working with the Council to identify further Suitable Alternative Natural Greenspace (SANG) to allow new residential development within the 5km zone of influence to proceed while avoiding further impacts on the SPA.

Comments from the Core Strategy Preferred Options and Draft Policies consultation suggested that the policy should be brought in line with Policy NRM5 of the South East Plan. Some respondents suggested that there should be no further housing provision within 5km of the Thames Basin Heaths rather than seeking additional SANG and that there is a lack of evidence that SANG is effective. Natural England have recommended that clarity is provided that no net new residential development will be permitted within 400m of the Thames Basin Heaths SPA.

The Preferred Approach

15.38 The preferred approach follows a similar line to the policy in the South East Plan 2009. More details of the Council's approach are set out in the Avoidance Strategy which will be incorporated into an SPD. More guidance is also available in the Thames Basin Heaths SPA Delivery Framework^(xxiii).

xxiii Thames Basin Heaths Special Protection Area Delivery Framework - Thames Basin Heaths Joint Strategic Partnership Board 2009

Policy CS18: Thames Basin Heaths Special Protection Area

New residential development which is likely to have a significant adverse effect on the ecological integrity of Thames Basin Heaths Special Protection Area (SPA) will be required to demonstrate that adequate measures are put in place to avoid or mitigate any potential adverse effects. Such measures must be agreed with Natural England.

Within the 400m "exclusion zone" of the SPA boundary no net new residential development will be permitted, as mitigation measures are unlikely to be capable of protecting the integrity of the SPA.

New residential development which the Council considers that either alone or in combination is likely to have a significant adverse effect on the SPA beyond 400m and within 5km of the SPA boundary (in a straight line) must provide:

- Appropriate contributions towards the provision of Suitable Alternative Natural Greenspace (SANG) identified by the Council; or
- A bespoke solution to provide adequate mitigation measures to avoid any potential adverse effects; and
- A financial contribution towards wider Strategic Access Management and Monitoring (SAMM)

Such mitigation measures shall be agreed with Natural England and be provided prior to occupation of the development and in perpetuity.

Where mitigation takes the form of provision of SANG the following standards and arrangements will apply:

A minimum of 8 hectares of SANG land (after discounting to account for current access and capacity) should be provided per 1,000 new occupants.

Developments of fewer than 10 dwellings should not be required to be within a specified distance of SANG land provided it is ensured that a sufficient quantity of SANG land is in place to cater for the consequent increase in residents prior to occupation of the dwellings.

The mechanism for this policy is set out in the TBH Delivery Framework by the TBH Joint Strategic Partnership and partners and stakeholders.

Delivery and Monitoring :

Delivery:

The policy will be delivered through:

- Decisions on planning applications
- Any subsequent revision to the Council's Thames Basin Heaths SPA Avoidance Strategy

Monitoring:

The policy will be monitored through:

- SANG capacity
- The strategic monitoring of the SPA

Evidence :

- Thames Basin Heaths SPA Avoidance Strategy for Waverley (December 2009)
- Hindhead Avoidance Strategy (2011)
- Surrey Wildlife Trust (2009) A Living Landscape for Surrey
- Thames Basin Heaths SPA Delivery Framework - Thames Basin Heaths Joint Strategic Partnership Board (2009)
- Surrey Spatial Overview (2010)
- Surrey Biodiversity Action Plan
- South East England Biodiversity Opportunity Areas 2009 Statements Folio - South East England Biodiversity Forum
- Draft Habitats Regulation Assessment (November 2011)
- A revision of the Ancient Woodland Inventory for Surrey (June 2011)

15

Biodiversity

Climate Change 16

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Relevant Core Strategy Objectives :

- To deliver sustainable development that meets the needs of the local community, whilst not compromising the quality of life for future generations.
- To contribute to the delivery of sustainable communities, by directing most new development to the main settlements of Farnham, Godalming, Haslemere and Cranleigh, where there is the best available access to jobs, services and other facilities.
- To support the provision of new development in villages where it meets identified local needs or helps to sustain local facilities.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change
- To manage and reduce flood risk in Waverley through the design and location of new development.

Introduction

16.1 This Strategy deals with mitigating the causes of climate change and adapting to the impacts it will bring. Development should be directed to the most sustainable locations that are easily accessible without the use of the car and also promote a safe, healthy and sustainable lifestyle. This will be achieved through the promotion of sustainable design including measures to achieve energy efficiency, water efficiency and increased use of renewable energy. In order to create sustainable communities, the Council will promote investment in the right type and amount of infrastructure.

16.2 This policy addresses the key challenge of the Surrey Sustainable Community Strategy to reduce carbon emissions per person in Surrey to one of the lowest in the UK. Waverley currently has the third highest level of CO₂ per capita in Surrey. CO₂ levels in Waverley have reduced from 7.0 tonnes per capita in 2005 to 6.5 tonnes per capita in 2008. ^(xxiv) This compares to 8.2 tonnes per capita for the UK and 7.6 for the South East. Waverley has adopted the Surrey Climate Change Strategy which seeks a 10% reduction in CO₂ emissions by 2012 (2005 baseline). Data published by the Stockholm Environmental Institute concluded that Waverley had the 6th highest carbon footprint (14.03 CO₂/capita) and 6th highest green gas footprint (18.93 CO₂eq/capita) of all local authorities in the UK based on 2004 estimates.

xxiv DECC National Indicator 186 statistics (2010)

Policy context

16.3 The Planning and Climate Change supplement to Planning Policy Statement 1 (PPS1S) states that climate change considerations should be integrated into all spatial planning concerns. PPS1S also states that planning authorities should provide a framework that promotes and encourages renewable and low carbon energy generation.

16.4 Para. 21 of the practice guide to Planning Policy Statement 5: Planning for the Historic Environment (PPS5) states that the historic environment has an important role to play in addressing climate change because the retention and reuse of heritage assets avoids the material and energy costs of new development. It also highlights that many older settlements reflect good practice in sustainable urban design. They have compact layouts; co-locate employment, residential, retail and leisure uses; and, are usually near to transport nodes.

16.5 The draft National Planning Policy Framework (NPPF) states that Local Planning Authorities should adopt proactive strategies to mitigate and adapt to climate change. It also sets a presumption in favour of sustainable development.

16.6 Pending abolition through the Localism Act the relevant policies in the South East Plan (2009) are Policies CC1(Sustainable Development), CC2 (Climate Change), CC3 (Resource Use), CC4 (Sustainable Design and Construction), NRM11 (Development Design for Energy Efficiency and Renewable Energy), NRM12 (Combined Heat and Power), NRM13 (Regional Renewable Energy Targets), NRM14 (Sub-Regional Targets for Land-Based Renewable Energy), NRM15 (Location of Renewable Energy Development) and NRM16 (Renewable Energy Development Criteria).

16.7 Waverley commissioned an addendum to the Affordable Housing Viability Assessment to assess the viability of different levels of Code for Sustainable Homes and increases in renewable energy provision on site.

16.8 The Council's Residential Extensions SPD ^(xxv) recommends that sustainable construction and renewable energy measures should be considered in all extensions.

Mitigation - Energy Efficiency & Water Minimisation

16.9 The government has set a target the under Climate Change Act 2008 to reduce CO₂ emissions by 80% by 2050, with an interim target of 34% by 2020, both against a 1990 baseline. The Act is supported by the UK Low Carbon Transition Plan which sets out the UK Government's strategy for climate and energy and proposes measures to reduce carbon emissions across all sectors.

xxv Waverley Residential Extensions Supplementary Planning Document (October 2010)

16.10 The Climate Change Strategy of the Surrey Transport Plan (2011-2026) sets a target of 10% reduction in CO2 emissions by 2020 increasing to 25% reduction by 2035 on 2007 levels. The Council will seek to work in partnership with Surrey County Council to reduce the need to travel, encourage alternative forms of transport to the car and reduce emissions. This links to the need to tackle air pollution.

16.11 The Code for Sustainable Homes is the national standard for the sustainable design and construction of new homes. The Code has size levels with mandatory requirements at each regarding energy and water usage, surface water runoff and waste. It also covers the categories of pollution, health and well-being, management and ecology. The Government has set the objective for all new houses to be zero carbon by 2016 and non-domestic buildings by 2019. In 2008, the Government set out their intention to bring in energy efficiency improvements equivalent to the Code for Sustainable Homes' energy standards through stepped changes to the Building Regulations as set out in the table below.

Table 16.1

Date	2010	2013	2016
Energy efficiency improvement of the dwelling compared to 2006 (Part L Building Regulations)	25%	44%	Zero carbon
Equivalent standard within the Code for Sustainable Homes	Code level 3	Code level 4	Code level 6

Energy efficiency measures should also be promoted to existing buildings. This can include a changes in human behaviour such as lowering thermostat temperatures and using less energy purchasing energy and water efficient appliances or retrofitting with renewable energy technology. The Government have announced that the "Green Deal" will be launched in late 2012 which will allow private companies to offer upfront energy efficiency investments to domestic properties and then recoup payments through energy bills.

Average water usage in Waverley in 2008-09 was estimated to be 160-170 litres per person per day across three different water companies. The Government introduced changes to the Building Regulations in April 2010 which requires a whole building standard of 125 litres per person per day which is in line with the Code for Sustainable Homes level 1/2 of 120 litres per person per day plus an allowance of 5 litres per person per day for outdoor water use.

The region's level of water stress combined with higher than average levels of water consumption in the Borough emphasis the local importance of water minimisation.

The Borough's particular sensitivities as set out above and in the Climate Change Background Evidence Paper, and the South East's water resource issues, justify a policy approach going further than the minimum requirements set at national level. This evidence includes an Economic Viability Assessment.

Mitigation - Renewable Energy and Low Carbon Technologies

16.12 The EU Renewables Directive sets a target for the UK of generating 15% of all its energy from renewable energy sources by 2020. The Government has set out its strategy for how to achieve this in the UK Renewable Energy Strategy. PPS22 - Renewable Energy states that local authorities should set criteria based policies to assess proposals for renewable energy projects but any requirement for a percentage of energy to come from on-site renewables should take into account viability, location and design.

16.13 Until its replacement by the South East Plan, Waverley implemented Surrey Structure Plan Policy SE2 which required 10% renewable energy on site for all non-residential development and new dwellings. This requirement was applied to all development from 2006 until the South East Plan reduced the requirement to 10% from 10 dwellings or more when it was adopted in May 2009.

16.14 The Government introduced a feed-in tariff (FIT) for small scale renewable electricity in April 2010 and is introducing a Renewable Heat Incentive in two phases. The incentive was opened for non-domestic sectors in November 2011 and will extend it to domestic users (timetable to be set in early 2012). Both measures are designed to provide financial support to encourages individuals, communities and businesses to switch from using fossil fuel to renewables and low carbon technology.

16.15 The Council's current approach to freestanding renewable energy development is to weigh the benefits of the proposal against the need to protect the local environment and visual amenity^(xxvi). A feasibility study for the South East by TV Energy and Land Use Consultants concluded that the key opportunities for Surrey were commercial scale wind energy, biogas, energy from waste and heat pumps.

16.16 A report by TV Energy and RPS indicates that there is low potential for Combined Heat and Power and distributed heat systems in Waverley following a heat mapping exercise of the region. An adequate base heat demand is required to maximise the efficiency of CHP and other forms of community heat network. Therefore there is more potential in the larger settlements of Godalming and Farnham or large high density developments, industrial parks or leisure centres.

16.17 Waverley is probably the most wooded borough in the most wooded County in the UK. With over 31% of Waverley's land under woodland (10,874 ha), there is an opportunity to utilise woodfuel from our existing woods. The Forestry Commission

estimate that if only half of the annual growth were to be harvested through sensitive management and used for woodfuel this would embody an energy value of 50,000,000 kW hours per year, enough to heat more than 3,000 homes.

16.18 Photovoltaic and solar thermal energies are considered to have good potential in Waverley due to the favourable insolation levels in the south east of England. PV provides a good complementary energy source to CHP and, along with wind energy, provides a higher level of carbon emissions reduction than heat-based renewable energy sources.

Adaptation

16.19 The latest scientific evidence suggests that extreme weather events and other impacts, including a warmer climate and increased risk of drought, are likely to become more prevalent. Surrey County Council have carried out a Local Climate Impact Profile (LCLIP) in partnership with all the Surrey boroughs to study the impacts of extreme weather events in Surrey from 1999 to 2009.

16.20 New development in the borough offers an important opportunity to build resilience to climate impacts and limit expensive retrofitting measures. Emphasis is placed on water conservation, drainage, flood risk and ventilation.

16.21 The availability and efficient use of water should be a central consideration for both new and existing building, ensuring that their potential to store rainwater (water butts), and reuse water (grey water recycling) is maximised. Support should be provided for the use of sustainable drainage systems (SuDS) within new and existing developments to provide additional water storage, creation or restoration of native broadleaf woodland, green roofs and provide valuable wetland habitats in areas susceptible to flooding.

16.22 Green Infrastructure such as trees and woodland can help mitigate climate change by providing opportunities to manage water resources, by reducing run-off, providing flood storage and acting as a natural soakaway. They also have a role in absorbing carbon dioxide, reducing 'urban heat island' effects, improving air quality and providing opportunities for increasing habitats and connections to help enable wildlife to adapt.

Options Considered

16.23 As part of the Topic Paper consultation the Council identified a number of options for Energy Efficiency and Water Minimisation measures and approaches to renewable energy and low carbon technologies.

16.24 For energy efficiency the options were:

- Building Regulations used to control minimum building energy efficiencies;

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- Bring forward the Building Greener Future requirements (25% reduction in CO₂ emissions on 2006 Building Regulations levels from 2010, 44% from 2013 and zero carbon from 2016) and similar standards for non-residential; or
- Require all new buildings (both residential and non-residential) meet a specific Code for Sustainable Homes level or BREEAM rating.

16.25 The Building Greener Future requirements of 25% improvement over 2006 Building Regulations Part L by 2010, 44% by 2013 and zero carbon development by 2016 has been amended by the government. The Building Regulations now only require 25% improvement with regard to the energy efficiency parts of Code for Sustainable Homes.

16.26 With regard to water minimisation, the three options put forward at the Issues and Options consultation were:

- Building Regulations to control minimum building water efficiencies;
- Bring forward requirements of "Water efficiency in new buildings"; or
- Require all new buildings (both residential and non-residential) meet a specific Code for Sustainable Homes level or BREEAM rating.

16.27 Part G of the Buildings Regulations, introduced in April 2010, requires a whole building standard of 125 litres per person per day. This is lower than the Code for Sustainable Homes Level 3 requirement of 105 litres per person per day. Waverley is in an area of severe water stress which gives more justification in seeking the most significant contribution to reduce water use. There are no proposals for water efficiency under Building Regulations for non-residential.

16.28 The requirements of "Water efficiency in new buildings" were adopted in April 2010 and therefore already comprises part of the Building Regulations.

16.29 With regard to renewable energy and low carbon technologies, the options were:

- Revert to the South East Plan policy NRM11 (ie. Threshold of 10 dwellings or 1000sqm for non-residential developments);
- Continue to implement a 10% renewable energy technology or low carbon technology requirement on developments with a lower threshold than the SE Plan; or
- Staged approach with an increasing % and/or thresholds to reflect the move towards zero carbon homes in 2016 and non-residential buildings in 2019.

Feedback from Consultations :

Energy Efficiency - The favoured approach from respondents towards energy efficiency (47%) was for the Council to require all new buildings to meet a specific Code for Sustainable Homes level or BREEAM rating. However, a common concern was that any policy would create a two tier, two standard system with Building Regulations. Another option suggested in responses to the Issues and Options Consultation was to aim for a greater level of CO2 emission reduction.

Water Minimisation - The favoured approach from respondents towards water minimisation (55%) was Option CC1F, for the Council to require all new buildings to meet a specific Code for Sustainable Homes level or BREEAM rating. Waste water infrastructure was also raised as an issue.

Another option proposed by respondents at the Issues and Options stage was to ensure no increase in water consumption as a result of new development. It was highlighted that Waverley is in an area of serious water stress and conservation of water is a problem that requires local standards to manage demand.

Renewable Energy and Low Carbon Technology - 64% of respondents chose Option CC2C proposing a staged increase in carbon reduction towards zero carbon homes in 2016 and non-residential buildings in 2019. A common issue raised was that policies should be flexible to take into consideration viability and specific issues associated with a site.

Another option proposed by respondents from the Issues and Options stage was to retrofit an area of the borough with a CHP district heating scheme focussing on a major energy user such as a school or leisure centre. Retrofitting existing buildings so that by 2020 they use 50% less energy than in 2006 was also suggested.

Other policy areas that were raised that were not covered by the areas in the Issues and Options consultation were a target to reduce emissions from waste, agriculture and forestry.

The Council did not identify any specific choices or options for Adaptation as part of the Topic Paper consultation. Instead, it asked a general question: "How should the Core Strategy ensure that development adapt to the consequences of Climate Change?" Some respondents identified the need to encourage grey water recycling and Sustainable Urban Drainage Systems (SUDS) to reduce run-off and minimise flood risk.

Responses to the first Preferred Options and Draft Policies consultation raised concerns that the policies do not exceed national requirements and do not deliver the vision. Details on how the policies would tackle the water problem in Waverley were sought. The policy on renewable energy was considered to be too subjective and would impose obstacles to delivery. Comments from developers raised

concerns that increased requirements would affect viability. The importance of trees, green infrastructure and the benefit of wood fuel towards tackling climate change were also raised.

The Preferred Options consultation also indicated that flooding is a real issue in Waverley and consideration should be given to how flood risk can be managed and reduced borough-wide.

The Preferred Approach

16.30 Allowable solutions have been proposed by the Government as a means of meeting the national zero carbon standard on sites where it has been proved to be unviable for developments to meet the standards set out in the policy on-site. However, the exact form of these solutions will need to be considered in the light of the final regulatory proposals which are yet to be published by the Government.

16.31 The Addendum to the Council's Affordable Housing Viability Assessment ^(xxvii) concluded that the introduction of carbon reduction and renewable energy targets is unlikely to render schemes unviable in particular up to Code Level 4. Beyond this, viability becomes more marginal, particularly for smaller schemes. It is expected that the costs of compliance will fall over time but there will be a need for negotiated solutions depending on site specifics. The introduction of Feed in Tariffs for Electricity and Heat will also improve the viability of renewable energy schemes.

16.32 Local evidence shows that the stresses placed upon the Borough justify going beyond the requirements set out in the Building Regulations at national level. The preferred approach seeks to achieve full Code for Sustainable Homes Level 4 on developments of 10 or more dwellings and the Energy and Water components of Code Level 4 on 1-9 dwellings.

16.33 The preferred approach reflects a wider policy move away from requiring a proportion of renewable energy to be provided on developments to focusing on reducing carbon emissions generally which can be achieved both by greater energy efficiency and, where appropriate, use of renewable and low carbon technology.

xxvii Waverley Affordable Housing Viability Assessment - Adams Integra (March 2010)

Policy CS19: Sustainable Design and Construction

1. The Council will seek to promote sustainable patterns of development and reduce the level of greenhouse gas emissions by:
 - Directing most new development to areas where there are services, facilities, homes and jobs, and where it can be served by sustainable modes of transport;
 - Building at higher densities where appropriate and supporting opportunities for mixed-use development;
 - Promoting sustainable modes of transport and well-connected places;
 - Promoting sustainable waste management (e.g. anaerobic digestion)
 - Requiring proposals for major development to consider the integration of CHP or other forms of low carbon district heating
 - Requiring new residential development of 10 or more dwellings to meet Code for Sustainable Homes Level 4 (or any future national requirement).
 - Requiring new residential development of less than 10 dwellings to meet the energy and carbon dioxide (CO₂) and water components of the Code for Sustainable Homes Level 4 (or any future national requirement).
 - Encouraging all new development, including residential extensions, to minimise energy and water use and adapt to the impacts of climate change through its design, layout, landscape and orientation
 - Requiring all developments to consider the use of sustainable construction techniques that promote the reuse and recycling of building materials.
 - Encouraging the design of new development to facilitate the recycling and composting of waste.
 - All applications for new development should include a completed copy of the Council's Climate Neutral Checklist.
 - The Council will develop and adopt its Allowable Solutions framework when legislated. The Council will seek to ensure funding from Allowable Solutions arising from developments in the Borough is used to support a programme of low and zero carbon measures within the local community in the Borough.

The Council will seek to mitigate and adapt to the expected impacts of climate change by:

1. Addressing flood risk through the application of Policy CS21;
2. Requiring high standards of sustainable design and construction (i.e. in accordance with the Code for Sustainable Homes and BREEAM) with built-in resilience to the impacts of climate change (e.g. from flood risk, storms, higher temperatures and drought); and
3. Conserving, enhancing and linking Green Infrastructure to help support habitat networks and to provide flood mitigation features.

The Council will:

- Provide more detail relating to Sustainable Construction in the Development Management and Site Allocations DPD
- take measures to reduce the Council's own carbon footprint through energy and resource efficiency improvements to Council buildings and awareness raising initiatives
- promote and enable sustainable transport
- collaborate and engage with communities, the renewable energy industry and other stakeholders to undertake more detailed assessments of local potential for decentralised and renewable or low-carbon energy sources within the Borough; encourage small scale community-based schemes; encourage development of local supply chains, especially for biomass; and raise awareness, ownership and understanding of renewable energy.

16.34 Where a prospective developer considers that it is not possible to achieve the standards required by this policy for technical or financial reasons, then the onus will be on the developer to provide appropriate evidence in support any planning application.

Policy CS20: Renewable Energy Development

The Council in principle supports the development of renewable energy in order to achieve the national targets. The Council will weigh the benefits of the proposal with the need to protect the local environment and visual amenity. Renewable energy development, particularly wind and biomass, should be located and designed to minimise adverse impacts on landscape, wildlife, heritage assets and amenity. Outside of urban areas, priority should be given to development in less sensitive parts of the countryside, including on previously developed land and in major transport areas.

The location and design of all renewable energy proposals should be informed by landscape character assessment where available. Within areas of protected and sensitive landscapes including Areas of Outstanding Natural Beauty, development should generally be of a small scale or community-based. Proposals within or close to the boundaries of designated areas should demonstrate that development will not undermine the objectives that underpin the purposes of designation.

The Council will take into account:

- i. the contribution the development will make towards achieving national, regional and sub-regional renewable energy targets and carbon dioxide savings
- ii. the potential to integrate the proposal with existing or new development
- iii. the potential benefits to host communities and opportunities for environmental enhancement
- iv. the proximity of biomass combustion plant to fuel source and the adequacy of local transport networks
- v. availability of a suitable connection to the electricity distribution network
- vi. The visual impact of the development on the character and appearance of the surrounding area
- vii. The effect of the proposal on the amenities of any nearby residential properties.

Flood Risk Management

16.35 Waverley includes three river catchments, primarily the River Wey (including the River Wey north and south branches and Cranleigh Waters), to a lesser extent the Loxwood Stream tributary of the River Arun, and to a minor extent the River Blackwater catchment.

16.36 Flooding in the Borough originates from a number of sources, rivers, surface water, sewers, groundwater and artificial water bodies (e.g. Frensham Ponds, Broadwater Lake and the Wey and Arun Canal). Although a greater emphasis is placed on flooding from rivers, surface water flooding and groundwater emergence also present a significant flood risk.

16.37 In the past watercourses within the catchment areas of the River Wey have broken their banks as a result of storms, however a significant proportion of these incidents occurred in rural areas where little risk to people or property exists. Areas within the catchment with known flooding problems include the towns and parishes of Bramley, Chiddingfold, Cranleigh, Dunsfold, Farnham, Godalming and Haslemere.

16.38 Groundwater related flooding is also an issue in this catchment due to the significant area of permeable Lower Greensands (sandstone, mudstone and siltstone) in the central northern and north west areas of the Borough.

16.39 In consultation with the Environment Agency, Waverley Borough Council commissioned a Strategic Flood Risk Assessment (SFRA) to gain an understanding of flood risk in the Borough to enable a strategic approach to be applied to flood-risk management.

Policy CS21: Flood Risk Management

In order to reduce the overall and local risk of flooding in the Borough:

1. Development must be located, designed and laid out to ensure that it is safe; the risk from flooding is minimised whilst not increasing the risk of flooding elsewhere; and that residual risks are safely managed. In locations that have been identified as being at risk of flooding, planning permission will only be granted, or land allocated for development, where it can be demonstrated that:
 - a. Through a sequential test it is located in the lowest appropriate flood risk zone in accordance with PPS25 and the Waverley Strategic Flood Risk Assessment (SFRA).
 - b. It would not constrain the natural function of the flood plain, either by impeding flood flow or reducing storage capacity.
 - c. Where sequential and exceptions tests have been undertaken, any development that takes place where there is a risk of flooding will need to ensure that flood mitigation measures are integrated into the design to minimise the risk to property and life should flooding occur.
2. The Council will expect to see the use of appropriate sustainable drainage systems (SUDS) as part of any development proposals. A Flood Risk Assessment will be required for sites within or adjacent to areas at risk of surface water flooding as identified in the SFRA.

Delivery and Monitoring :

Delivery:

The policy will be delivered through:

- working in partnership with planning applicants and delivered through the development and building control processes
- the detailed application of policies through the Development Management Site Allocations DPD.

Monitoring:

The following indicators will be used to monitor the effectiveness of the policy:

- Number and percentage of new homes meeting Code Level 3 (up until 2013); Level 4 (up until 2016); and Level 6 (2016 and beyond).
- Per capita CO₂ emissions and tonnes of CO₂ saved (Currently NI 186)
- Number and percentage of new buildings/ refurbishments incorporating decentralised and renewable or low-carbon energy sources
- Number and percentage of new buildings meeting the BREEAM Good, Very Good or Excellent construction standard.

Evidence :

- The Climate Change Background Evidence Paper
- Waverley Local Development Framework: Affordable Housing Financial Viability Assessment Addendum
- Waverley Residential Extensions SPD (2010)
- Review of Renewable and Decentralised Energy Potential in South East England, TV Energy & LUC, 2010
- Surrey Draft Transport Climate Change Strategy, SCC, 2010
- UK Low Carbon Transition Plan 2009
- Building a Greener Future, CLG 2007
- European Water Framework Directive 2000
- Waverley Air Quality Action Plan 2008
- Making Space for wildlife in a changing climate - Natural England 2010
- Future Water, the Government's water Strategy for England, Defra, February 2008
- Waverley Strategic Flood Risk Assessment, June 2010

16 Climate Change

Waverley Borough Council | LDF Core Strategy: Revised Preferred Options & Draft Policies.

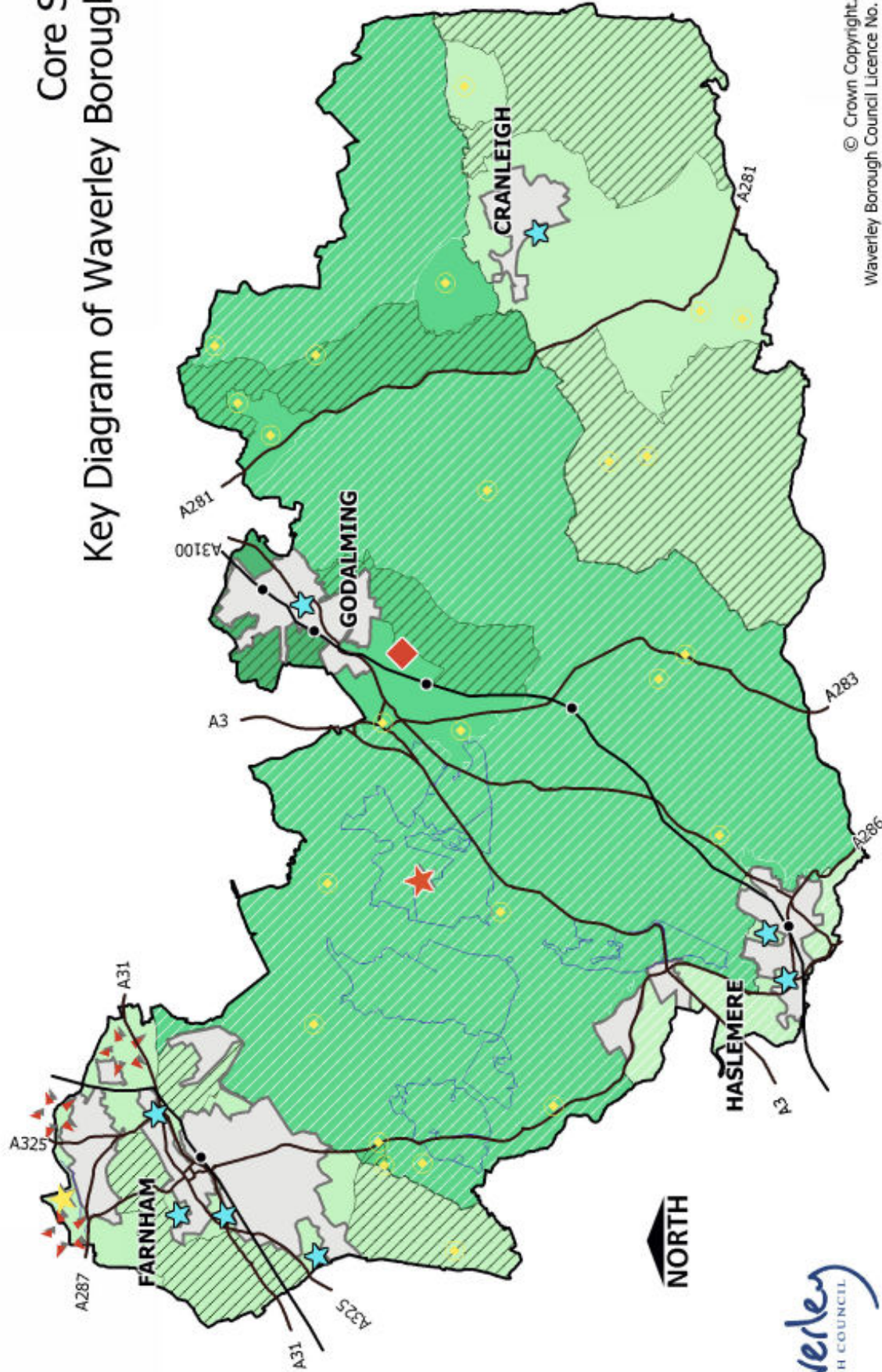
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Climate Change

Key Diagram

Waverley Borough Council | LDF Core Strategy: Revised Preferred
Options & Draft Policies.

Core Strategy: Key Diagram of Waverley Borough (Draft)



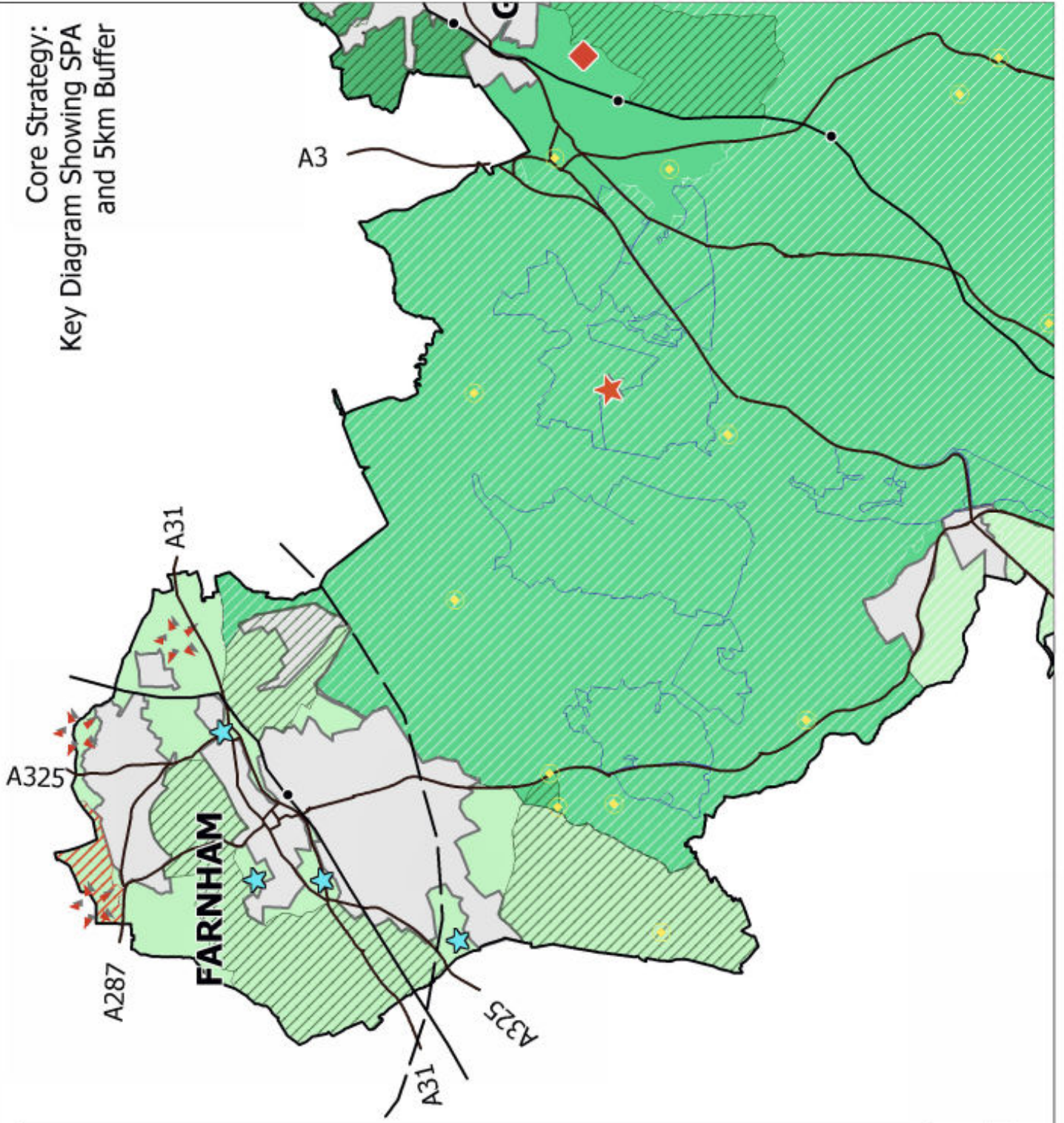
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	Green Belt		Area of Great Landscape Value		European Habitat Sites		Larger Settlement Areas
	Countryside beyond the Green Belt		Area of Strategic Visual Importance		RAMSAR Site		Rural Settlements with boundaries
	Surrey Hills Area of Outstanding Natural Beauty and Area of Great Landscape Value		Strategic Gap		Major Developed Sites in the Green Belt		Railway line and Station
			Thames Basin Heaths Special Protection Area				




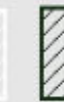









SPA Key Diagram

Waverley Borough Council | LDF Core Strategy: Revised Preferred
Options & Draft Policies.

Core Strategy:
Key Diagram Showing SPA
and 5km Buffer



KEY

-  Green Belt
-  Countryside beyond the Green Belt
-  Surrey Hills Area of Outstanding Natural Beauty and Area of Great Landscape Value
-  Area of Great Landscape Value
-  Area of Strategic Visual Importance
-  Strategic Gap
-  Rural Settlements with Boundaries
-  Thames Basin Heaths SPA
-  5km Buffer for TBH SPA
-  European Habitat Sites
-  RAMSAR Site
-  Major Developed Site in the Green Belt
-  Larger Settlement Areas

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Glossary of Planning Terms

Appendix A

Waverley Borough Council | LDF Core Strategy: Revised Preferred
Options & Draft Policies.

IMPORTANT NOTE: This glossary does not provide legal definitions, but acts as a guide to key planning terms.

Affordable Housing (from *Planning Policy Statement 3: Housing*)

"Affordable housing includes social rented, affordable rented and intermediate housing, provided to specified eligible households whose needs are not met by the market."

Affordable Housing Viability Study

A viability statement to inform the consideration of options for affordable housing policies.

Air Quality Management Areas (from Department for Environment, Food and Rural Affairs (DEFRA))

Since December 1997 each local authority in the UK has been carrying out a review and assessment of air quality in their area. The aim of the review is to make sure that the national air quality objectives will be achieved throughout the UK by the relevant deadlines. If a local authority finds any places where the objectives are not likely to be achieved, it must declare an Air Quality Management Area there.

Amenity (from Communities and Local Government)

A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.

Amenity Green Space (from Communities and Local Government)

Open land, often landscaped, that makes a positive contribution to the appearance of an area or improves the quality of the lives of people living or working within the locality.

(Scheduled) Ancient Monument

A building or structure above or below ground whose preservation is of national importance and which has been scheduled by the Secretary of State for Culture, Media and Sport because of its historic, architectural, or traditional artistic or archaeological interest.

Annual Monitoring Report (AMR)

A report submitted to the government by local planning authorities assessing progress with and the effectiveness of a Local Development Framework.

Area of Great Landscape Value (AGLV)

A local landscape designation for an area considered to have high visual quality complementing areas designated as Areas of Outstanding Nature Beauty (AONB). In 1958, 1971 and 1984 Surrey County Council designated parts of the County as AGLV. For much of the area in Waverley the AONB and AGLV designations are contiguous, however there are areas where the AGLV designation extends beyond the AONB.

Area of Outstanding Natural Beauty (AONB) (from Natural England)

Areas of Outstanding Natural Beauty (AONBs) are areas of high scenic quality that have statutory protection in order to conserve and enhance the natural beauty of their landscapes. Natural England has a statutory power to designate land as Areas of Outstanding Natural Beauty under the Countryside and Rights of Way Act 2000.

Area of Special Environmental Quality

An area designated in the Local Plan 2002, designed to protect the special character of the towns.

Area of Strategic Visual Importance (ASVI)

This designation affects certain areas of land around Farnham, Godalming, Haslemere and Cranleigh. The areas affected are designated because they are considered to play an important role in preventing the coalescence of settlements or because they are areas of open land that penetrate into the urban area like a green lung. They are considered to be 'strategic' because of the role they play in maintaining the character of Farnham, Godalming, Haslemere and Cranleigh.

Biodiversity

Biodiversity is the term used to describe the whole variety of life on Earth. It includes not only all species of plants and animals, but also the complex ecosystems they live within. It ranges from species and habitats which are considered commonplace to those considered critically endangered.

Biomass

Living matter within an environmental area, for example plant material, vegetation, or agricultural waste used as a fuel or energy source.

BREEAM (British Research Establishment Environmental Assessment Method) (from www.breeam.org)

The leading and most widely used environmental assessment method for buildings. It sets the standard for best practice in sustainable design and has become the de facto measure used to describe a building's environmental performance.

Brownfield Land and Sites

See: Previously Developed Land

Building a Greener Future (from Communities and Local Government)

This policy statement confirms the Government's intention for all new homes to be zero carbon by 2016 with a major progressive tightening of the energy efficiency building regulations - by 25 per cent in 2010 and by 44 per cent in 2013 - up to the zero carbon target in 2016.

Building Regulations

The Building Control Service is responsible for the application and enforcement of the Building Regulations 2000. The main purpose of the Regulations is to ensure the health and safety of people in or about buildings. They are also concerned with energy conservation and with making buildings more convenient and accessible for people with disabilities.

Buildings of Special Architectural or Historic Interest

A list of these is compiled by the Secretary of State for Culture, Media and Sport in accordance with Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990. A specific form of consent known as 'Listed Building Consent' is required for their alteration, extension or demolition. **See also:** Listed Building.

Circulars

Documents issued by government departments, containing advice and current policy.

Climate Change

Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption.

Code for Sustainable Homes

A new national standard for sustainable design and construction of new homes launched in December 2006. The Code measures the sustainability of a new home against categories of sustainable design, rating the 'whole home' as a complete package, and minimum standards are set for energy and water use at each level.

Combined Heat and Power (CHP)

The combined production of heat, usually in the form of steam, and power, usually in the form of electricity.

Commercial Land

See: Industrial and Commercial Land

Communities and Local Government

See: Department for Communities and Local Government

Community Infrastructure Levy (CIL) (from *Planning Advisory Service*)

The community infrastructure levy is a new local levy that authorities can choose to introduce to help fund infrastructure in their area. The CIL regulations came into force on 6 April 2010.

Community Strategy

See: Sustainable Community Strategy

Conservation Areas

Areas designated by the Local Planning Authority under the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 69 as being of special architectural or historic interest, the character of which it is desirable to preserve and enhance.

Core Strategy

A Development Plan Document setting out the spatial vision and strategic objectives of the planning framework for an area. (See also: Development Plan Documents.)

Density

In the case of residential development, a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.

Department of Communities and Local Government (DCLG)

The Government Department that sets policy on supporting local government; communities and neighbourhoods; regeneration; housing; planning, building and the environment; and fire.

Development

Development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land."

Development Plan Documents (DPDs)

Development Plan Documents (DPDs) are prepared by local planning authorities and form an essential part of the Local Development Framework, outlining the key development goals. Once adopted, development control decisions (see definition above)

must be made in accordance with them unless material considerations indicate otherwise. Development Plan Documents include the core strategy and, where needed, area action plans.

Edge of Centre

For retail purposes PPS4 defines edge of centre as a location that is well connected to, and within easy walking distance (i.e up to 300 metres of a primary shopping area or town centre boundary.)

Employment Land Review

Assessment of the supply of, and demand for employment land within Waverley.

Evidence Base

The information and data gathered by local authorities to inform and support the policy approaches to be set out in Local Development Documents, including physical, economic, and social characteristics of an area.

Examination

The Core Strategy DPD is subject to independent examination. This considers two matters of legal compliance and soundness. To be considered 'sound' a Core Strategy should be justified, effective and consistent with National Policy. For more information see Planning Policy Statement 12: Local Spatial Planning.

Farnham/Aldershot Strategic Gap

See: Strategic Gap

Flood plain

Generally low-lying areas adjacent to a watercourse, tidal lengths of a river or the sea, where water flows in times of flood or would flow but for the presence of flood defences.

Green Belt

A designation for land around certain cities and large built-up areas, which aims to keep this land permanently open or largely undeveloped. The purposes of the green belt is to check the unrestricted sprawl of large built up areas, prevent neighbouring towns from merging, safeguard the countryside from encroachment, preserve the setting and special character of historic towns and assist urban regeneration by encouraging the recycling of derelict and other urban land. For more information see PPG2: Green Belt.

Green Infrastructure

A strategically planned and delivered network of high quality green spaces and other environmental features. It should be designed and managed as a multifunctional resource capable of delivering a wide range of environmental and quality of life benefits for local communities. Green Infrastructure includes parks, open spaces, playing fields, woodlands, allotments and private gardens.

Greenfield Sites

Land (or a defined site) outside defined settlement boundaries that has not previously been developed. **See:** Definition of Previously Development Land (as outlined in Planning Policy Statement 3: Housing)

Gypsy and Traveller Accommodation Assessment (GTAA)

A survey of current Gypsy, Traveller and Travelling Showpeople facilities and needs.

Habitats Regulation Assessment (from www.communities.gov.uk)

A Habitats Regulations Assessment (HRA) tests the impacts of a proposal on nature conservation sites of European importance and is a requirement under EU legislation for land use plans and projects.

Healthchecks

The Market Town Healthchecks were an initiative of the former Countryside Agency and are part of a national toolkit that has been designed to help local people assess the economic, environmental and social strength of their towns and to work out what needs to be done to overcome any problems.

Heritage Assets

Parts of the historic environment which have significance because of their historic, archaeological, architectural or artistic interest.

Housing Needs Register

The Housing Register is the list of households who would like to be housed in Council or Housing Association properties in Waverley.

In Centre

The primary shopping area as shown on the Proposals Map.

Industrial and Commercial Land

This includes development classified as B1-B8 (inclusive) in the Town and Country Planning (Use Classes) (Amendment) (England) Order 2006 and other commercial uses, such as those classified under Sui-Genesis.

Infrastructure Delivery Plan (IDP)

A document which identifies future infrastructure and service needs for the Borough over the Core Strategy Plan period.

Landscape Appraisal

A method of assessing appearance and essential characteristics of a landscape.

Landscape Character

The distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. It reflects particular combinations of geology, landform, soils, vegetation, land use and human settlement.

Lifetime Homes Standards

Criteria developed to help house builders produce new homes flexible enough to deal with changes in life situations of occupants (e.g. caring for young children, temporary injuries, declining mobility with age.)

Listed Building

A building of special architectural or historic interest. Listed buildings are graded I, II* or II. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures (e.g. wells within its curtilage). English Heritage is responsible for designating buildings for listing in England.

Local Development Documents (LDDs)

These include Development Plan Documents (which form part of the statutory development plan) and Supplementary Planning Documents (which do not form part of the statutory development plan). LDDs collectively deliver the spatial planning strategy for the local planning authority's area.

Local Development Framework (LDF)

The Local Development Framework (LDF) is a term used to describe a folder of documents, which includes all the local planning authority's local development documents. An LDF is comprised of Development Plan Documents (which form part of the statutory development plan) and Supplementary Planning Documents. The LDF will also comprise of the Statement of Community Involvement, the Local Development Scheme, the Annual Monitoring Report and any Local Development Orders or Simplified Planning Zones that may have been added.

Local Development Scheme

A project plan which is made available to the public, identifying the documents to be produced, in what order and when. It identifies, with a timetable what documents are to be produced to make up the LDF.

Local Geological Sites (previously Regionally Important Geological/geological Site (RIGS)) (from Natural England)

Local Sites are non-statutory areas of local importance for nature conservation that complement nationally and internationally designated geological and wildlife sites. The term Local Geological Site (previously Regionally Important Geological/geological Site (RIGS)), as recommended in the Defra Local Sites Guidance (2006), is now widely adopted.

Local Geological Sites are selected by voluntary geoconservation groups, such as RIGS Groups and Geology Trusts, which are generally formed by county or unitary authority area in England.

Local Nature Reserve (LNR)

A habitat of local significance for nature conservation.

Local Plan

A development plan prepared by district and other local planning authorities.

National Nature Reserve (NNR) (from Natural England)

NNRs were initially established to protect sensitive features and to provide 'outdoor laboratories' for research. Their purpose has widened since those early days. As well as managing some of our most pristine habitats, our rarest species and our most significant geology, most Reserves now offer great opportunities to the public as well as schools and specialist audiences to experience England's natural heritage.

Natura 2000

A European network of protected sites which represent areas of the highest value for natural habitats and species of plants and animals which are rare, endangered or vulnerable in the European Community. The Natura 2000 network includes two types of area: Special Areas of Conservation (SAC) and Special Protection Areas (SPA).

Out of Centre

Out of centre locations are not in or on the edge of centre but not necessarily outside the urban area. Not within easy walking distance of the centre. (PPS4)

Planning Policy Guidance Notes (PPG) and Planning Policy Statements (PPS)

Planning Policy Guidance Notes (PPGs) and their replacements Planning Policy Statements (PPSs) are issued by central government setting out its national land use policies for England on different areas of planning. These will be replaced by the National Planning Policy Framework.

Previously Developed Land (from *Planning Policy Statement 3: Housing - Annex B, Updated July 2010*)

"Previously developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure.

The definition includes defence buildings, but excludes:

- Land that is or has been occupied by agricultural or forestry buildings.
- Land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures.
- Land in built-up areas such as private residential gardens, parks, recreation grounds and allotments, which, although it may feature paths, pavilions and other buildings, has not been previously developed.
- Land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time (to the extent that it can be reasonably be considered as part of the natural surroundings)

There is no presumption that land that is previously-developed is necessarily suitable for housing development nor that the whole curtilage should be developed."

Proposals Map

Part of the Local Development Documents that identify areas that should be protected, safeguarded sites in the Minerals and Waste Development Framework and areas to which specific policies apply.

Ramsar Sites

Ramsar sites are wetlands of international importance, designated under the Ramsar Convention, an international agreement signed in Ramsar, Iran, in 1971, which provides for the conservation and good use of wetlands.

Wetlands are defined as areas of marsh, fen, peatland or water, whether natural or artificial, permanent or temporary, with water that is static or flowing, fresh, brackish or salt, including areas of marine water the depth of which at low tide does not exceed six metres.

Registered Parks & Gardens

A national record of the historic parks and gardens which make such a rich and varied contribution to our landscape. This record, known as the *Register of Parks and Gardens of special historic interest in England* and now containing nearly 1450 sites, was established, and is maintained by, English Heritage.

Registered Social Landlords (RSLs)

Registered Social Landlords are government-funded not-for-profit organisations that provide affordable housing. They include housing associations, trusts and cooperatives. They work with local authorities to provide homes for people meeting the affordable homes criteria. As well as developing land and building homes, RSLs undertake a landlord function by maintaining properties and collecting rent.

Renewable Energy

Renewable energy is energy flows that occur naturally and repeatedly in the environment, for example from the wind, water flow, tides or the sun.

Suitable Alternative Natural Greenspace (SANG)

Green space used as mitigation or avoidance to reduce recreational use of the Thames Basin Heaths Special Protection Area.

Saved Policies

Policies within unitary development plans, local plans and structure plans that are 'saved' for a time period during the production of policies in Local Development Documents, which will eventually replace them.

Scheduled Monuments

See: Ancient (scheduled) monuments

Sites of Nature Conservation Importance (SNCI) (from Natural England)

Locally important sites of nature conservation. These are adopted in local development plan documents.

Sites of Special Scientific Interest (SSSI) (from Natural England)

The country's very best wildlife and geographical sites, designated under the Wildlife and Countryside Act 1981 (as amended) by Natural England. They include some of the most spectacular and beautiful habitats. A large proportion of the total area of these sites in England are also internationally important for their wildlife, and designated as Special Areas of Conservation (SACs), Special Protection Areas (SPAs) or Ramsar sites.

Special Area of Conservation (SAC) (from Natural England)

Areas which have been given special protection under the European Union's Habitat Directive. They provide increased protection to a variety of wild animals, plants and habitats.

Special Protection Areas (SPA)

Sites which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the 'Birds Directive 1979' which provides enhanced protection given by the Site of Special Scientific Interest (SSSI) status all SPAs also hold.

Statement of Community Involvement (SCI)

The Statement of Community Involvement sets out the processes to be used by the local authority in involving the community in the preparation, alteration and continuing review of all local development documents and development control decisions. The Statement of Community Involvement is an essential part of the Local Development Framework.

Strategic Environmental Assessment (SEA)

A system of incorporating environmental considerations into policies, plans and programmes.

Strategic Flood Risk Assessment (SFRA) (from *Planning Policy Statement 25: Development and Flood Risk*)

A SFRA should be carried out by the local planning authority to inform the preparation of its Local Development Documents (LDDs), having regard to catchment-wide flooding issues which affect the area. Policies in LDDs should set out requirements for site-specific Flood Risk Assessments (FRAs) to be carried out by developers and submitted with planning applications in areas of flood risk identified in the plan.

Strategic Housing Land Availability Assessment (SHLAA)

A study that provides information on housing land supply in accordance with Planning Policy Statement 3: Housing.

Strategic Housing Market Assessment (SHMA)

Assessment of the local housing market, which studies the supply and demand of housing, housing and planning policies, the need for affordable housing and the affordability of the local housing market.

Supplementary Planning Documents

A Supplementary Planning Document is a Local Development Document that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' Development Plan Document.

Sustainability Appraisal (including Environmental Appraisal)

An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.

Sustainable Community Strategy

This sets out the strategic vision for a place and is linked to regional strategies. All Local Authorities are required to produce a SCS in consultation with their local communities and the Local Strategic Partnership.

Sustainable Drainage Systems (SUDS)

Alternatives to the traditional ways of managing runoff from buildings and hard standings. They are designed to improve the rate and manner of absorption by water of hard and soft surfaces, in order to reuse the total amount, flow and rate of surface water that runs directly to rivers through stormwater systems.

Thames Basin Heaths Special Protection Area

See: Special Protection Areas

Village Design Statements (VDS; from www.countryside.gov.uk)

Village Design statements are produced by communities to identify local character and set out design guidance to help guide new development.

Windfall Site

A site not specifically allocated for development in a development plan, but which unexpectedly becomes available for development during the lifetime of a plan. Most "windfalls" are referred to in a housing context.

Zero-carbon Home

Over a year, the net carbon emissions from all energy use in the home are zero. This includes energy use from cooking, washing and electronic entertainment appliances as well as space heating, cooling, ventilation, lighting and hot water.

Source of Information

Where possible explanations of terms are taken from the appropriate Planning Policy Statement (PPS). Alternatively, the explanation of planning terms is taken from a range of sources, including Waverley Local Plan 2002, Planning Portal, South East Plan, Office of National Statistics (ONS) and Communities and Local Government.

Waverley Borough Council | LDF Core Strategy: Revised Preferred
Options & Draft Policies.