

Local Development Framework Core Strategy

Preferred Options and Draft Policies
January 2011



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1 Introduction and Context

Introduction

The Waverley Core Strategy Preferred Options and Draft Policies

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 2027.

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.

1.3 Whilst the Core Strategy focuses on local issues, it has to comply with the national planning policy framework. National policy is set out mainly in Planning Policy Statements, Planning Policy Guidance Notes and Circulars issued by the Government. 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

1.4 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 However, that was subsequently withdrawn following concerns that it may not meet all the required tests of soundness.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.

1.5 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:

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- 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 housing targets: September - October 2010

1.6 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 Preferred Approach?

1.7 We have previously consulted on issues and options for the Core Strategy. This document builds on this earlier work and presents what is effectively a first 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 (the 'Preferred Approach').

The Key Diagram

1.8 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 is has also been produced showing the SPA boundary and the 5km zone of influence.

Sustainability Appraisal

1.9 As the Core Strategy has evolved it has been subject to Sustainability Appraisal (SA). This process is used to assess the likely social, environmental and economic impacts of the Core Strategy and its policies. 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; and the more recent consultation on the housing target. Alongside the consultation on this Core Strategy Preferred Options and Draft Policies an initial SA Report will be available, which brings together earlier SA work and includes the initial assessment of the proposed strategy and draft policies.

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Policy Context for the Core Strategy

1.10 During the preparation of the draft Core Strategy one of the key influences was the South East Plan, which was published in May 2009. It was necessary to ensure that the emerging Core Strategy would be in general conformity with the South East Plan. A particularly important factor was the housing target. The South East Plan included a requirement that Waverley should provide for at least 5,000 additional homes in the period 2006-2026. Earlier consultations relating to options for housing were based on the assumption that this amount of housing would have to be delivered. Following its election in May, the Coalition Government announced its intention to get rid of regional plans (including the South East Plan) and the associated targets. Following this, in July, the Secretary of State revoked the regional plans.

1.11 The decision by the Secretary of State to revoke the regional plans was subsequently challenged in the High Court and on 10th November the Court found that the Secretary of State had acted unlawfully. The effect of this judgement is that the regional plans, including the South East Plan, have been reinstated. However, the Government has responded to this saying that it still intends to abolish the regional plans in the Localism Bill, which is expected to be published in November 2010. It is estimated that the Bill will be enacted sometime in 2011. In the meantime, the Secretary of State expects both local authorities and the Planning Inspectorate to have regard to the intention to abolish the regional plans as a 'material consideration' in planning decisions.

1.12 Where does this leave the Waverley Core Strategy? The work carried out since July has been on the basis that the regional tier of planning is gone and that the Council is now responsible for setting local targets, including the local housing target. As it now stands, the South East Plan has been reinstated. However, the Government regards this as being temporary, given its stated intention to abolish regional plans through the Localism Bill. The current timetable is such that the Core Strategy is not due to be published until July 2011, with submission in October 2011. In view of this, the Core Strategy is now being prepared on the basis that, by the time it is adopted, regional plans will have been abolished.

1.13 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;

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- 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, liveable and mixed communities with good access to jobs and key services for all members of the community.

1.14 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.

1.15 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.

Surrey Strategic Partnership Plan 2010 - 2020

1.16 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 this year.

1.17 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.

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

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- **“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.”*

1.19 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
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

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

The Spatial Portrait 2

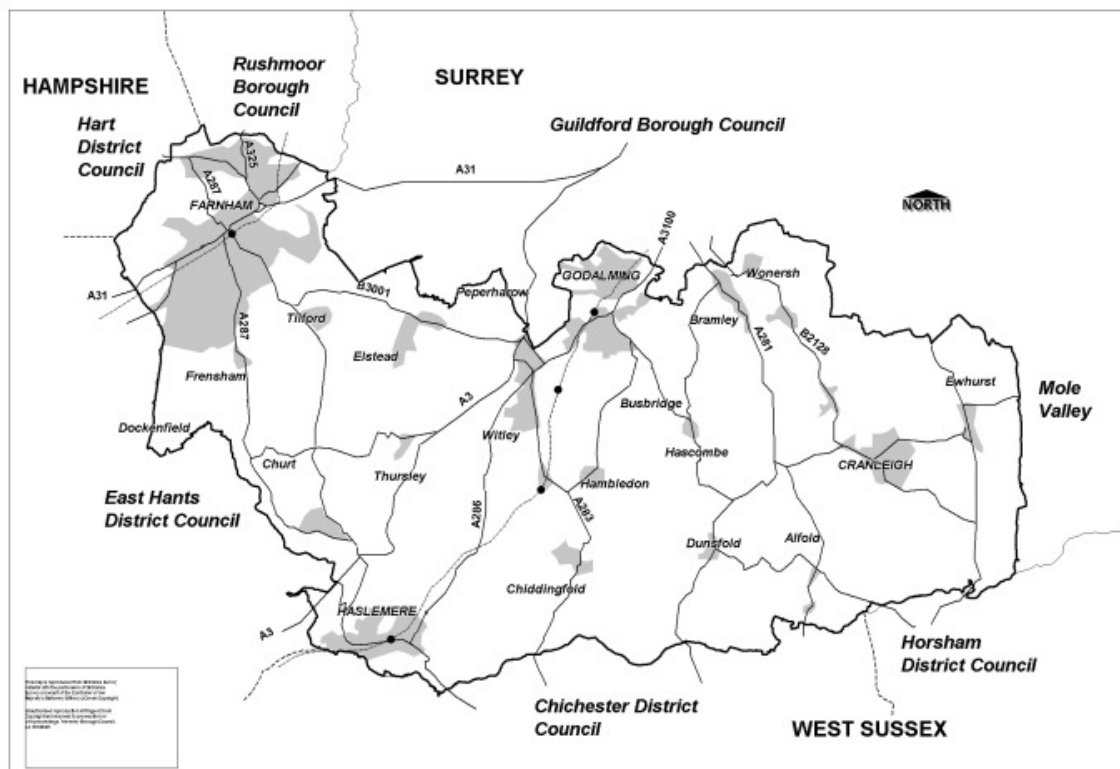
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2 The Spatial Portrait

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Second Draft Spatial Portrait

2.1 Waverley Borough, which has a population of 118,700, ⁽¹⁾ is located in the southwest corner of Surrey. It is predominantly rural and extends to some 345 sq km (133 sq miles).



2.2 The Borough contains four principal urban settlements of varying size. Each has a different character and distinctiveness, a defined town centre area and one or more conservation areas as well as a high number of listed buildings. About 72% of the population of Waverley live within one of the four main centres.

2.3 Waverley has a large number of villages of varying size and character, and there are 21 separate town/parish councils in the borough. The number of shops and services, including the presence of a post office and health facilities vary according to the size of village.

- **Farnham** is the largest settlement, having a population of approximately 36,000. Functionally, it has links with other centres outside Waverley, including Guildford and the string of settlements in the Blackwater Valley.

1 2008 Mid-Year estimate

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- **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.
- **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. This small country town has a large rural catchment, which extends into Hampshire and West Sussex.
- **Cranleigh** has a population of approximately 12,000. It has a good range of services for a settlement of its size and location.

2.4 All four towns have a good range of leisure and cultural facilities and shops. 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. ⁽²⁾ 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 Insurance 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 2007 Indices of Multiple Deprivation shows that Waverley is the 7th least deprived area in the whole of Britain. Some wards however, score relatively highly ⁽³⁾ in terms of barriers to housing because of a lack of affordability. The Borough does not score very well in some parts on access to services such as supermarkets, secondary schools, libraries, doctors and banks 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.

2 Surrey County Council

3 The higher the score the more deprived an area is.

2 The Spatial Portrait

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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 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. Many of the health problems experienced are those associated with an ageing population.

Education

2.9 Waverley has a good number of primary schools across the Borough, particularly in the more urban areas, and each has at least one secondary school. 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.

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 or national policies to protect them. These include Special Areas of Conservation, a Ramsar Site, National and Local Nature reserves, Sites of Nature Conservation Importance, and some 46 Sites of Special Scientific Interest (SSSIs). There are also two Special Protection Areas designated under the European Habitats Directive as being of European importance for its populations of wild birds. 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.

2.15 Waverley has a rich historic heritage, with 45 Conservation Areas, and over 1,600 listed buildings. 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.

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. Hindhead is significantly affected by this road, and work has started on a major Highway scheme, which involves taking the traffic through a tunnel bypassing it. This work is due to be completed in 2011. 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 very well used, and there is growing concern from users about the current and future capacity of the trains.

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. Buses across Waverley are at capacity at school travel times.

2 The Spatial Portrait

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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.

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, 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.⁽⁴⁾

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. The impact of these areas, and any significant new development in them on Waverley is an issue to be considered. The most significant cross-border to consider may well be the potential Eco- town at Bordon and Whitehill in East Hampshire.

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 The Council's Cultural Strategy 2009- 2014 contains a series of high level actions against a series of seven themes, as follows:

- Increase Opportunities for Young People
- Sport and leisure
- Museums
- Theatre/Arts Performance
- Safer and Stronger Communities
- Promoting Health
- Quality of Life – Countryside and Open Spaces

Recreation

2.32 Recreation facilities include 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.

4 Surrey Rural Strategy 2010 - 2015

2 The Spatial Portrait

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

Culture

2.34 There is a high level of arts activity in Waverley, covering a range of art forms. Venues include 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 concerts, dance studios, exhibitions and a cinema, as well as other organised events which draw people from far afield. A multi-screen cinema on the East Street development in Farnham has planning approval.

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

Tourism

2.36 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

2.37 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.

Evidence Sources

- Local Knowledge,
- 2001 Census,
- 2007 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.

Issues and Challenges 3

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3 Issues and Challenges

Issues and Challenges

3.1 Waverley is an attractive and prosperous area, with a generally high quality of life for its residents. However, there are still a number of issues and challenges facing the Borough. Some of these are highlighted in the Spatial Portrait of the borough.

3.2 The key challenge overall will be accommodating the amount of new development that is required to meet the needs of existing and future residents, businesses etc. whilst protecting the environment and quality of life for existing residents and for future generations.

3.3 The key issues and challenges are as follows:

Climate Change

3.4 What can be done to mitigate the impacts of climate change and to adapt to the consequences of climate change? What can be done to reduce Waverley's carbon footprint and to contribute at this local level to meeting targets for the reduction of CO₂ emissions? This means considering where best to locate new buildings so as to minimise car dependency and promote alternative means of transport. It also means considering the design of buildings to promote energy efficiency and other measures to reduce CO₂ emissions from buildings. There is also the issue of adapting to the impacts of climate change. This means avoiding, where possible, development in areas liable to flooding and considering other matters like water consumption.

Population

3.5 In line with national trends, Waverley has an ageing population. Meeting the varying needs of older people in terms of service provision will be a challenge, whilst ensuring that the Borough remains attractive and accessible to young people. This raises issues about the type and location of new housing. It also raises issues relating to health and care for older people and access to services.

Housing

3.6 House prices in Waverley are amongst the highest in the region. Achieving the delivery of new housing which addresses local needs is another issue to be considered. Deciding where these new homes should go is another important decision that the Council will have to make. However, this is more than just an issue about numbers. Waverley has a high need for subsidised affordable housing. Increasing the stock of affordable housing in Waverley is another priority. Delivering new housing and accommodation for specific groups will also be important. Groups already identified with specific needs are older people, students and Gypsies, Travellers and Travelling Showpeople.

Employment and the Local Economy

3.7 Supporting Waverley's economy and responding to the needs of businesses is another key issue. This means getting the balance right between the delivery of new housing and ensuring there is enough employment land to meet current and future needs. Where new employment development takes place there is the issue of ensuring that this takes place in the most sustainable way. Other specific issues in Waverley include recognising key characteristics of the local economy, such as the high proportion of small firms. There is also the issue of the rural economy and how this can be supported. There is also the fact that the borough is subject to high levels of in and out commuting for employment.

Town Centres and Shopping

3.8 This is about recognising and supporting 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. There is also the issue of local and village centres and shops and what can be done to support these.

Transport and Travel

3.9 There are a number of inter-linked issues. These include the high levels of car ownership and car dependency and the impacts these have in terms of traffic and emissions. This is in the context of an area where public transport is limited, particularly outside the main centres, and where east west communication both by car and public transport is difficult. The challenge is what can be done to deal with this. This will be about locating development where the need to travel is minimised and where there are good alternatives to car travel.

Access to Services

3.10 Linked to the above is the issue of access to services, particularly for those in the more remote parts of Waverley. It is a challenge generally, but particularly for those without access to motor cars.

Infrastructure and Services

3.11 It is important that infrastructure needed to support new development is provided. This can be a challenge in an area where new development often takes place on relatively small sites so the issue is more about delivering the required infrastructure to meet the cumulative needs arising from new development.

Environmental Issues

3.12 Waverley has a high quality environment both urban and rural. The challenge is to ensure that this is properly recognised and that there are means in place to safeguard the environment, whilst still allowing the necessary development to take

3 Issues and Challenges

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place. It is not just about protecting the landscape and countryside. It is also about protecting the character of the towns and villages. There are a number of European and national designations that affect Waverley and that need to be safeguarded. Of particular relevance is the Thames Basin Heaths Special Protection Area (SPA) and the implications for development within the zone of influence of the SPA.

Leisure, Recreation and Cultural facilities

3.13 The issue here is ensuring that provision is made for these facilities to meet current and future needs, both through safeguarding existing facilities where appropriate and making provision for new facilities

Design

3.14 This is an over-arching issue. It is about ensuring that the design of development is of a high quality and takes proper account of its setting and the character of the surrounding environment.

Cross Boundary Issues

3.15 The need to understand and take into account the significance and impact of cross-border issues, particularly where what happens in Waverley may have an impact outside the Borough. In terms of significant developments proposed outside Waverley, the issue is how these could impact on Waverley. For example, in terms of the impact on local infrastructure. It also means having regard to the implications of the opening of the A3 Hindhead Tunnel.

Areas of Change

3.16 This concerns the issues arising from locations where significant change is expected during the plan period for the Core Strategy. For example, implications for Hindhead resulting from the new A3 tunnel scheme.

Vision 4

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Draft Spatial Vision

4.1 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, 2027.

4.2 The following statement is a summary of what Waverley should be like in 2027. It is, therefore, the principal aim of the Core Strategy.

WAVERLEY IN 2027

1. The high quality environment of Waverley, its distinctive character and its economic prosperity will have been maintained, whilst accommodating the acceptable growth in housing, jobs and other forms of development in the most sustainable way possible.
2. Waverley will be more sustainable through measures to combat and adapt to the effects of climate change. CO2 emissions will be lower and the carbon footprint of the Borough will have been reduced. This will be achieved by locating new buildings in the most sustainable locations possible so as to reduce car dependency; by ensuring that new and existing buildings are more energy efficient; and through the greater use of renewable and low-carbon forms of energy.
3. Measures will be taken to adapt to the effects of climate change by designing and locating development so as to minimise the risk of flooding and by supporting measures to increase water efficiency in buildings.
4. 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 be in the most sustainable locations possible, 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 facilitate access to facilities on foot or by cycle will be supported.
5. 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.
6. The location, type and size of new housing will have taken account of local needs, 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.
7. A range of sizes and types of new housing and accommodation will be available to meet the different needs of the community. 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 will also mean that housing to meet the needs of specific groups within the community will have been provided. This will include supporting the provision of lifetime homes and other specially designed accommodation to meet the needs of the ageing population.

4 Vision

8. **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, meeting the employment needs both within the towns and in the rural areas.**
9. **The vitality and viability of the town centres will have been safeguarded in a way that takes account of the distinctive roles that each centre plays. 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.**
10. **The rich biodiversity of Waverley will have been preserved and where possible enhanced In particularly sensitive locations, 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.**
11. **The rich heritage of historic buildings, features and archaeology in Waverley will have been preserved and where appropriate enhanced, and the wildlife and landscapes safeguarded.**
12. **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.**
13. **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.**

Objectives 5

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The Strategic Objectives

5.1 The aim of the LDF and particularly the Core Strategy is to address the identified issues and deliver the Spatial Vision for Waverley in 2027. In order to achieve this a number of key objectives for the Core Strategy have been identified as follows: -

- To deliver sustainable development that meets the needs of the existing community, whilst not compromising the quality of life for future generations.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change
- To deliver an increase in the overall stock and proportion of subsidised affordable housing.
- To ensure that the different accommodation needs of the community can be met by delivering a range of sizes and types of housing and other accommodation.
- 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 vitality and diversity of the local economy in both the towns and the countryside.
- To ensure that adequate provision is made for new or improved social and physical 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 contribute to the delivery of sustainable communities, by directing new development towards places where there is the best available access to jobs, schools, health services, leisure and recreation and community facilities, particularly by public transport, cycling and on foot.
- To support the vitality and viability of the town centres in Waverley, together with the distinctive roles they play.
- 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 protect and enhance the diversity of the wildlife and habitats that are within and around Waverley.
- To ensure that provision is made to meet the leisure, recreation and cultural needs of the community.
- 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.

The Spatial Strategy 6

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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 existing community, whilst not compromising the quality of life for future generations.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change
- 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 vitality and diversity of the local economy in both the towns and the countryside.
- To ensure that adequate provision is made for new or improved social and physical infrastructure to meet the needs of the increased population
- To contribute to the delivery of sustainable communities, by directing new development towards places where there is the best available access to jobs, schools, health services, leisure and recreation and community facilities, particularly by public transport, cycling and on foot.
- To support the vitality and viability of the town centres in Waverley, together with the distinctive roles they play.
- 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 protect and enhance the diversity of the wildlife and habitats that are within and around Waverley.
- To ensure that provision is made to meet the leisure, recreation and cultural needs of the community.
- 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.

Introduction

6.1 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.

6.2 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.

6.3 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.

6.4 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.

6.5 The main driver for growth in Waverley is the need for new homes. As explained in the introduction, one of the key influences during the preparation of the Core Strategy was the South East Plan, with its requirement to plan for at least 5,000 new homes in Waverley between 2006 and 2026. Earlier consultations on housing and where development should go were undertaken in the context of the South East Plan requirement. Following its election in May, the Coalition Government announced its intention to abolish regional plans like the South East Plan and to remove the associated 'Top-Down' targets. Subsequently, in July 2010, the Secretary of State revoked the regional plans and passed the responsibility for deciding how many new homes should be built to local authorities. As a result, the Council consulted on some options for setting a local housing target in September/October 2010.

6.6 The Secretary of State's decision to revoke the regional plans was challenged in the Courts and the Secretary of State was found to have acted unlawfully. As a result, the regional plans, including the South East Plan, have been reinstated. In response, the Government has re-stated its intention to abolish regional plans through the Localism Bill, which is due to be published in November 2010, with a view to it being enacted in 2011. In view of this, the Council has proceeded on the basis that the regional plan and its housing target will be abolished and prepared this consultation document on the basis that it will set a local target for the number of new homes to be built in Waverley. The issues of how many homes are being planned for, and broadly where they should go are dealt with in detail in the next section of this document. The Spatial Strategy is consistent with the delivery of the amount of new homes required and provides the framework for the approach to where these homes should be built.

6 The Spatial Strategy

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6.7 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.

6.8 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.

6.9 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.

6.10 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.

Policy Context

6.11 There are a number of national policies that 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.

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- '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.

The Waverley Settlement Hierarchy

6.12 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. 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 Wonersh) and 'Other Rural Communities' (including the smallest rural communities like Dockenfield and Blackheath).

Options Considered

6.13 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

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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 the next Section 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.

6.14 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.

6.15 The Council has also recently consulted on some options for setting a local housing target. Again the details on this consultation are set out in the next Section.

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.

The Preferred Approach

6.16 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.

6.17 In order to achieve the aim of delivering the most sustainable development possible, it is considered that the focus for new development for housing and employment 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.

6.18 In terms of the villages, it is considered that the current approach is broadly correct. Where the village has a clearly developed area it has an identified settlement boundary and it is considered that this approach should continue. This means 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. However, this is considered appropriate, given that the smallest settlements also tend to be the ones with few if any local facilities.

6.19 The target for the overall amount of new housing is a minimum of **2,579** additional homes in the period 2010 to 2027 (an average of **152** a year). The basis for this target and the broad approach to the distribution of these new homes are set out in the next Section. In essence the target is based on an assessment of the potential supply of housing land coming forward within settlements, minimising the need to consider the release of existing countryside land for housing.

6.20 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. It is not proposed, therefore that this situation should change. However, there will be the opportunity to review the settlement boundaries of the villages through the proposed Development Management and Site Allocations DPD.

6.21 There will also continue to be the opportunity to meet local needs for affordable housing in villages through the application of the proposed policy on rural exception sites. The application of the proposed Rural Exception Sites Policy (Policy CS6) will be an important tool in continuing to allow for the development of small scale schemes for affordable housing within and around the villages, where a local need has been identified. It should be noted that the proposal is to extend that policy to allow for such schemes in small villages, even those without a defined settlement boundary.

6.22 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 that the Council should only consider a review in exceptional circumstances. If the development needs of the Borough can be met without the need to encroach on the

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Green Belt then it would be very hard to justify a review of the Green Belt. Again, the main driver is the accommodation of housing and the Council has identified a strategy for housing growth that does not require a review of the Green Belt.

6.23 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 section on Employment and the Economy.

6.24 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 of proposed sites will be undertaken as part of the Development Management and Site Allocations DPD, in accordance with national guidance in PPG2.

6.25 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 and any other subsequent policy/guidance produced by the Council.

Policy CS1: Location of Development

New development will be directed towards previously developed 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 villages listed in paragraph 6.26 below

The Green Belt will be maintained and new development in the Green Belt will be controlled in accordance with national policy in PPG2.

Outside settlements in the countryside beyond the Green belt, new development will be assessed against other 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.

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

6.26 For the purposes of this policy the villages in question are:

- Alfold
- Alfold Crossways
- Bramley
- Chiddingfold
- Churt
- Dockenfield
- Dunsfold
- Elstead
- Grayswood
- Hascombe
- Milford
- Rowly
- Shamley Green
- Thursley
- Tilford
- Witley

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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
- Employment Land Review 2009
- Strategic Housing Market Assessment 2009

Amount and Location of Housing 7

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The Amount and Location of Housing

Relevant Core Strategy Objectives

- To deliver sustainable development that meets the needs of the existing community, whilst not compromising the quality of life for future generations.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change
- To deliver an increase in the overall stock and proportion of subsidised affordable housing.
- To ensure that the different accommodation needs of the community can be met by delivering a range of sizes and types of housing and other accommodation.
- 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 vitality and diversity of the local economy in both the towns and the countryside.
- To ensure that adequate provision is made for new or improved social and physical 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 contribute to the delivery of sustainable communities, by locating new development in places where there is good access to jobs, schools, health services, leisure and recreation and community facilities, particularly by public transport, cycling and on foot.
- 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 protect and enhance the diversity of the wildlife and habitats that are within and around Waverley.
- 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.

Introduction

7.1 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

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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.

7.2 The Core Strategy is expected to look forward at least 15 years from adoption. As it currently stands, the draft Plan looks forward to 2027 and therefore, the housing target set out in this draft also looks forward to 2027.

7.3 As explained earlier, 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, the Coalition Government has made it clear that, through the Localism Bill, it will 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 this plan is adopted, the Localism Bill will have been enacted and regional plans abolished.

National Policy Context

7.4 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.

7.5 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.

7.6 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 delivering new housing and is proposing to

7 Amount and Location of Housing

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introduce a 'New Homes Bonus' as an incentive for local authorities to deliver new homes. A consultation on the proposed 'New Homes Bonus' was published in November 2010.

The Approach to Setting a Local Housing Target

7.7 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.

7.8 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.

7.9 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.

7.10 The SHLAA is being updated to roll the base date forward to April 2010. At this stage, the update has focused on identifying opportunities within settlements. The outcome is that the SHLAA will produce an updated 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 2010.

Options Considered

7.11 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 recent consultation specifically on housing numbers.

7.12 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

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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.

7.13 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

7.14 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.

7.15 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.

7.16 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.

7.17 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.

7.18 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.

7.19 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:

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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.

7.20 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.

Feedback from Consultations

In relation to the amount of new housing, there were 84 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).

Regarding the location of new homes, the Topic Paper consultation in 2009 was relatively inconclusive. There were 82 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

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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.

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.

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

7.21 Having regard to the evidence, including the feedback from the consultations and the Sustainability Appraisal, the Council's preferred approach is to plan for the level of new housing that can reasonably be delivered within settlements and on other suitable and sustainably located brownfield land. This capacity-based approach places an emphasis on protecting the Green Belt and other areas of countryside from development, in order to protect the character and environment of Waverley. This results in an overall target for the Borough of **2,579** additional homes in the period 2010 to 2027 (an average of **152** new homes a year). This is a minimum figure. It is acknowledged that other sites may come forward that are acceptable for development. In particular, evidence suggests that most of the anticipated housing that led to the identification of this target is likely to come forward in the first 10 years. However, it is unrealistic to assume that suitable sites will not come forward later in the plan period, particularly given the amount of new homes that have been delivered in Waverley in the past. However, these have mainly been windfall sites and, in view of PPS3, the Council has had to consider carefully what allowance can be made for the future provision of windfalls when setting this target.

7.22 The proposed target is derived from the following main components:-

1. Sites with outstanding planning permission;
2. Sites within settlements and rural brownfield sites identified in the SHLAA as having potential for housing;
3. An estimate of the future contribution from windfall sites;

7.23 The updated SHLAA, which has a base date of April 2010, will provide the detail in terms of outstanding planning permissions and sites within settlements with potential for housing. The SHLAA also identifies the potential for housing at Milford Hospital, which is the remaining Major Developed Site in the Green Belt identified in the Local Plan. These sources of supply amount to **1,557** potential additional homes.

7.24 One of the components of the assessment of future supply is the continued contribution of '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. In addition, the character of Waverley is such that a high proportion of new homes are built on small sites (i.e. Those delivering less than 10 additional homes). When the sub-regional work took place to identify the proposed South East Plan housing allocation for each district in Surrey, much of the work was based on an assessment of capacity. This assessment did not include development on greenfield sites and was heavily dependent on assumptions about continued delivery of windfall sites.

7.25 PPS3 subsequently introduced a new approach to planning for housing. One aspect of this was to limit the contribution of windfall sites and to require local planning authorities to be much more pro-active in identifying specific sites for housing. In

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particular, PPS3 says that an allowance for windfall sites should not be included in the first 10 years of land supply unless the local planning authority can provide robust evidence of genuine local circumstances that prevent specific sites being identified.

7.26 The Council's view is that a windfall component should be included. In setting the overall target for new homes, the Council has included a windfall component amounting to **1,022** dwellings over the period 2010 to 2027. This increases the potential supply to **2,579**. Details of how the windfall estimate has been derived is set out in the SHLAA update. In essence the Council's case is that traditionally a very significant proportion of the new homes in Waverley have been built on what would have been 'windfall' sites. There has been a steady throughput of these sites resulting in annual housing completions exceeding the target figure in both the South East Plan and the earlier Surrey Structure Plan. The Council recognises the approach in PPS3 delivery and the expectation that Councils should be more pro-active in identifying housing opportunities in advance. This has been done through the SHLAA update. However, this has not identified the same number of housing opportunities as have traditionally come forward year-on-year through the continued emergence of windfall sites. In the Council's view it is very difficult, in practice, to identify these small windfall sites in advance. However, not including a reasonable allowance for windfall sites would simply mean having to consider greenfield releases instead, with the resulting impact on local character.

7.27 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.

7.28 Based on the assessment of the SHLAA sites and the sites with planning permission, it is likely that annual completions over the first 10 years will exceed 152 and that the overall target will also be exceeded before the end of the overall plan period in 2027. Similarly, it is possible that the windfall allowance will be an under-estimate. However, the target figure is not intended as an absolute maximum. If sites come forward within settlements, that are acceptable in policy terms, then these schemes will not be opposed simply because the target figure has already been reached.

Why were Options 1 and 3 Rejected?

7.29 The target based on the South East Plan (i.e. 230 to 250 a year) (**Option 1**) was rejected mainly because evidence showed that in order to deliver this target there would be the need consider building on countryside land, in less sustainable locations or less suitable locations, such as important employment land. Regarding **Option 3**, 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, a target set above the original South East Plan figure would be very difficult to meet without either releasing significant amounts of greenfield land; building in less sustainable locations in the Borough; increasing densities within settlements with the attendant issues of impact on character; or pressure to release non-residential brownfield land, such as employment sites, with the potential long term consequences for the local economy.

The Location of Housing

7.30 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 is for new development in Waverley to be focused on the four main settlements, 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 formal review of the Green Belt Boundaries in Waverley. That approach re-enforces the approach of focusing development in the main settlements and limiting development in the villages.

7.31 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.

The Preferred Approach

7.32 The Council's preferred approach in terms of the location of housing is that the main settlements should continue to be the main focus for development. Development in villages will be confined to small scale development within existing settlement boundaries as defined in the Local Plan. Development outside existing village settlement boundaries will be confined to small scale schemes for affordable housing in accordance with the Core Strategy Policy CS6.

7.33 Given that earlier consultations on the location of housing were based on the need to accommodate, as a minimum, the amount of new housing required by the South East Plan, the approach now preferred does not follow exactly any of the options that were identified at the time of those consultations. In terms of the consultation that took

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place earlier this year, all five of the identified options for where housing should go assumed that a proportion of housing would go within the four main settlements and the options were all about where to put housing in the event that there was a shortfall between what could be provided within the main settlements and the South East Plan target of 5,000 new homes. The closest option to what is now proposed is the option of developing within and around the four main settlements and within and potentially around the villages generally (This was Option 3 in the consultation on where housing should go). What differs is that it is not considered that it is necessary to release greenfield land around either the towns or the villages in order to meet the housing target. The only exception to this is the continuation of a policy to allow for small scale affordable housing schemes around villages where a local need has been identified.

7.34 Options 1 and 2 in the consultation on where new homes should go focused on development in and around the towns and largest villages. Neither option indicated that development could take place within other villages. One of the reasons for not actively promoting growth around the larger villages is because these are all within the Green Belt. Whilst affordable housing schemes meeting local needs can take place outside the settlements without compromising Green Belt policy, a proposal to enlarge villages in order to allocate new land for market housing would involve modifying the Green Belt boundary. As explained above, the Council wishes to protect the Green Belt and is satisfied that housing needs can be met without the requirement to review the Green Belt boundary.

7.35 In terms of villages that are outside the Green Belt, these are generally quite small, with a limited range of services. Although there will continue to be scope for infilling within these settlements and for small scale affordable housing schemes outside the settlements where a need exists, it is not considered that these villages should be specifically targeted for growth. This would be inconsistent with the overall aim of locating development where there is the best available access to jobs, services etc.

7.36 The Council does not consider that a single major urban extension (Option 4 in the Housing Options consultation) or the new settlement option (Option 5) would be the right approach to delivering the new homes that are being planned for in Waverley. Firstly, with a lower overall target, the case for a major strategic land release for housing is even less convincing. 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. Secondly, the new settlement must 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 was still concerned that there would be a high level of car movements with the resulting impact on local roads.

7.37 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

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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.

7.38 The approach to identifying the location of housing has been to pull together the local evidence of supply etc. for each town and parish. This has been so that in addition to the overall target there will be information on how much of this development is expected to take place in each settlement. In terms of any windfall allowance, this has also been produced at a local level, taking account of previous supply in each of the main settlements, along with an average for villages generally. More information on how the windfall allowance was derived will be available in the updated SHLAA document.

7.39 The following table sets out the target for total housing supply for the period 2010 to 2027, and the distribution between the four main settlements and the villages generally.

Table 7.1

Location	Number of Dwellings
Farnham	927
Godalming	548
Haslemere	464
Cranleigh	211
Villages	429
TOTAL	2,579

7.40 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. Further details relating to the Thames Basin Heaths SPA and the Council's approach to avoidance or mitigation is set out in Core Strategy Policy CS17.

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7.41 Clearly if new residential development could be directed to areas outside the 5km buffer of the 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 appropriate 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.

7.42 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.

7.43 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 480, which is the contribution currently expected from SHLAA sites in Farnham and the windfall allowance for Farnham. As a result, the overall target for new housing would be 2099, which would be less responsive to the need for new homes in Waverley. Moreover, it would mean that it would be difficult to meet the locally generated need for new housing in Farnham itself.

7.44 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 480 additional homes elsewhere in the Borough. Given that the overall target is derived from an assessment of existing capacity, increasing the allocation in areas away from the SPA, would mean having to consider greenfield releases or the use of other unsuitable land to make up the difference.

7.45 Therefore, whilst it is technically possible to plan for future development without building within 5km of the 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.

7.46 In December 2009, the Council adopted a new Avoidance Strategy for the Thames basin Heaths SPA. This sets out the way that the Council will approach proposals for new housing in the area affected by the SPA. In essence the approach is to resist additional housing within 400m of the SPA and to require appropriate avoidance and mitigation measures for new housing within the 400m to 5km zone. Full details of the strategy and the specific Core Strategy Policy for the SPA is set out in the Environment, Biodiversity and Climate Change chapter. In essence, the avoidance/mitigation measures involve a combination of a contribution towards the provision and maintenance of Suitable Alternative Natural Greenspace (SANG) and a

contribution to a wider programme of access management and monitoring of the SPA. The existing SANG has limited capacity and in the longer term it will be necessary to identify further SANG to enable additional housing to be provided in the Farnham area.

7.47 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 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 to date, is that there are no significant infrastructure issues that cannot be resolved either in terms of the overall housing numbers, or the proposed distribution of housing.

Policy CS2: The Amount and Location of Housing

The Council will make provision for at least **2,579** net additional homes in the period from 2010 to 2027. The expected distribution of this housing will be as follows:

Farnham: 927

Godalming: 548

Haslemere (including Hindhead and Beacon Hill): 464

Cranleigh: 211

Villages: 429

Delivery:

This policy will be delivered through decisions on planning applications as well as the pro-active identification of sites through updates to the SHLAA.

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.

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Evidence:

- The Strategic Housing Land Availability Assessment 2010
- The Employment Land Review 2009
- The draft Settlement Hierarchy
- The Strategic Housing Market Assessment 2009

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Sustainable Transport

Relevant Core Strategy Objectives

- To deliver sustainable development that meets the needs of the existing community, whilst not compromising the quality of life for future generations.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change
- To ensure that adequate provision is made for new or improved social and physical 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 contribute to the delivery of sustainable communities, by directing new development towards places where there is the best available access to jobs, schools, health services, leisure and recreation and community facilities, particularly by public transport, cycling and on foot.

Introduction

8.1 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.

8.2 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.

8.3 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.

8.4 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 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.

8.5 In Waverley, 31% ⁽⁵⁾ 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.

8.6 The Council carried out a Transport Evaluation in early 2010 in support of the Core Strategy with regard to traffic flows. The Transport Evaluation may need to be revised to take into account the proposed local housing target. The assessment 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 the 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.

8.7 The Hindhead Tunnel is expected to result in a significant improvement in in the Hindhead area. The Hindhead Tunnel, which is due to open in Summer 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 Transport Evaluation concluded that future development was not likely to cause any major detrimental effects on any of the borough's AQMAs.

8.8 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.

8.9 Car parks at the main railway stations in Waverley are well used and through the Development Management and Site Allocations Development Plan Document consideration will be given to the scope for increasing their capacity in 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.

8.10 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.

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

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8.11 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

8.12 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.

8.13 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.

8.14 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.

8.15 The Local Transport Plan covering Waverley is the Surrey Local Transport Plan (2006/07-2010/11). 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.

8.16 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.

8.17 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. 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

8.18 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.

The Preferred Approach

8.19 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.

8.20 The Council's approach on parking standards will be reviewed in the light of the standards proposed by Surrey County Council in Local Transport Plan 3.

8.21 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.

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 Travel Plans and other appropriate measures in new developments that generate significant traffic volumes.
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 and cycleways.

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:

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 be 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

Infrastructure 9

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Infrastructure, Services and Community Facilities

Relevant Core Strategy Objectives

- To ensure that adequate provision is made for new or improved social and physical infrastructure to meet the needs of the increased population.
- To contribute to the delivery of sustainable communities, by directing new development towards the most sustainable locations, where there is the best available access to jobs, schools, health services, leisure and recreation and community facilities, particularly by public transport, cycling and on foot.
- 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.

Introduction

9.1 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.

9.2 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.

9.3 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.

9.4 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

9 Infrastructure

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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.

9.5 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

9.6 In line with Planning Policy Statement 12, the Council is preparing an Infrastructure Delivery Plan which will identify 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, 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.

9.7 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.

9.8 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.

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

9.10 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. The Coalition Government did not identify any change to CIL in the Coalition: Programme for Government. However, the Open Source Planning Green Paper stated an intention to scrap CIL and introduce a single unified local tariff.

9.11 The Government has indicated that the Localism Bill, to be published in November 2010, will be part of a radical reboot of the planning system and will help to facilitate sustainable development and the provision of infrastructure.

9.12 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 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

9.13 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 Preferred Approach

9.14 The provision of adequate infrastructure is essential to investment and sustained economic growth in the borough. Until the position on CIL is clarified, the Council will continue to seek financial contributions to infrastructure projects through S106 agreements. 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. In the long term, the Council may choose to secure contributions through CIL or update the Supplementary Planning Document on Planning Infrastructure Contributions.

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.

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.

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

Affordable Housing and Other Housing Needs **10**

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The Provision of Affordable Housing

Relevant Core Strategy Objectives

- To deliver an increase in the overall stock and proportion of subsidised affordable housing.
- To ensure that the different accommodation needs of the community can be met by delivering a range of sizes and types of housing and other accommodation.
- To support the vitality and diversity of the local economy in both the towns and the countryside.

Introduction

10.1 Waverley is an expensive and sought after place to live. The average price of a house is £403,582, which is significantly higher than the national average of £238,341. Waverley has a significant need for more subsidised affordable housing. There are currently almost 3,500 households on the Council's Housing Needs Register in housing need. 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 60 new affordable homes have been provided each year.

Policy Context

10.2 Providing more affordable homes is one of the Council's corporate priorities, as contained in Waverley's Corporate Plan 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'. 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 - 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 countywide in the draft Surrey Local Investment Plan (2010-2015). A lack of affordable housing in rural areas is highlighted as a weakness in the Surrey Rural Strategy (2010-2015).

10.3 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

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of high local need (e.g. 79 affordable homes at Wyphurst Road, Cranleigh between 2005 and 2007.). Saved Local Plan policies H5 and H6 provide the current framework for delivering affordable housing through the planning system.

10.4 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.

10.5 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 is being 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 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 100% affordable housing for local people on rural exceptions sites.

Affordable Housing on Development Sites

10.6 In most cases the current Local Plan 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.

10.7 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.

10 Affordable Housing and Other Housing Needs

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Options Considered

10.8 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.

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

10.10 The existing local plan policy does not provide any guidance on the different types of affordable housing required, in terms of whether it should be social rented or intermediate housing. In practice, therefore, the tenure of 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 SHMA 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 (57%) 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 Preferred Approach

10.11 Having regard to the evidence, including the evidence on viability, 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 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.

10.12 In relation to percentage, the overall conclusion of the consultants 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.

10.13 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, where viable, as follows:-

- 20% of the gross number of dwellings on sites of 1 – 9 dwellings
- 30% of the gross number of dwellings on sites of 10 – 14 dwellings
- 40% of the gross number of dwellings on sites of 15 or more dwellings

In the case of schemes where the gross 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.

10.14 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.”.

10.15 On sites providing 5 or more 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 2008. 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.

10.16 For those schemes where a financial contribution is agreed, it will be assessed using the methodology contained in the Affordable Housing Viability Study 2008.

10.17 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 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.' However, in circumstances where grant funding from the HCA is required, bids will be dependent upon either:-

- an economic assessment of the site which demonstrates the level of grant required,
- a signed s.106 agreement with cascade arrangement for different levels and types of affordable homes dependent on the availability of grant funding,
- an independent assessment to validate how grant funding will provide additional affordable housing than would be made available by developers contributions alone.

10.18 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 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 Councils.

10.19 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:

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

10.20 PPS3 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.

Options Considered

10.21 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.

10.22 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.

10.23 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, 72% 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.

The Preferred Approach

10.24 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.

10.25 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.

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 housing development may be permitted on land that is within, adjoins or closely related to the existing rural settlement, provided that:-

- 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;
- All of the dwellings are subsidised affordable housing and management arrangements exist to ensure that the dwellings remain available on this basis to local people in perpetuity.

10.26 The Council expects that any proposals for rural exception sites will be accompanied by a housing needs survey 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 is 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%. Alternatively, where stair casing up to 100% is allowed, a "First Right of Refusal" is imposed on the landlord. In such cases, at the time of resale of the property the former shared owner must sell back to the landlord. The landlord must be prepared to repurchase the equity in full. This is then resold at a reduced shared equity to ensure future affordability in perpetuity .

Delivery:

The Policy will be delivered by the Council working with developers and landowners, planning applicants and Housing Associations/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.

Evidence:

- Affordable Housing Viability Study 2009
- Strategic Housing Market Assessment 2009
- Waverley Borough Council Housing Needs Register

Housing Type and Size

Relevant Core Strategy Objectives

- To ensure that the different accommodation needs of the community can be met by delivering a range of sizes and types of housing and other accommodation.

Introduction

10.27 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.

10.28 The Strategic Housing Market Assessment (SHMA) 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.

10.29 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

10.30 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

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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.

10.31 With regard to students, the University for the Creative Arts (UCA) has a campus in Farnham which has 2,500 students enrolled, however the university accommodation only has the capacity for 372 students, after which students are encouraged to seek private accommodation in the area. UCA's Strategic Plan 2007/08 to 2016/17 indicates the University's intention to increase student numbers to 9000, whilst reducing the number of campuses from five to three. 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

10.32 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.

10.33 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

10.34 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 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.

10.35 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, 71% 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

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.

Preferred Approach

10.36 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 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

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expected to provide a mix of housing having regard to the evidence of need/demand set out in the SHMA and taking account of other factors such as the site and its surroundings.

10.37 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 a 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:

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

10.38 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

10.39 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.

10.40 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.

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10.41 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.

10.42 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.

Options Considered

10.43 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

10.44 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.

10.45 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.

10.46 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.

10.47 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.

Feedback from the 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.

The Preferred Approach

10.48 The preferred approach is not to set a specific target for new provision for Gypsies and Travellers or for Travelling Showpeople at this stage, pending more guidance from the Government. It is acknowledged that there is a need based on the findings from the GTAA. However, subject to further guidance from Government, the Council may be reviewing the evidence of the level of local need.

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10.49 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.

10.50 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

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

10.52 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 by foot and/or by public transport 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.

10.53 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.

10.54 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

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:

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.

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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

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Employment and the Economy

Relevant Core Strategy Objectives

- To deliver sustainable development that meets the needs of the existing community, whilst not compromising the quality of life for future generations
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change
- 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 vitality and diversity of the local economy in both the towns and the countryside
- To contribute to the delivery of sustainable communities, by directing new development towards places where there is the best access to jobs, schools, health services, leisure and recreation and community facilities, particularly by public transport, cycling and on foot.
- To support the vitality and viability of the town centres in Waverley, together with the distinctive roles they play.

Introduction

11.1 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.

11.2 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.

Policy Context

11.3 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.

11.4 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.

11.5 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.

11.6 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.

11.7 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.

11.8 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.

11.9 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.

11.10 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.

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11.11 However, Waverley does have high levels of commuting, both into and out of 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.

11.12 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.

11.13 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

11.14 In rural areas the 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.

11.15 The Council undertook an Employment Land Review 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.

11.16 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.

11.17 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.

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

11.19 The Employment Land Review 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

11.20 The Employment Land Review 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 recommends 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.

11.21 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 Employment Land Review says that it may be necessary for the Council to consider allocating new sites.

11.22 The Employment Land Review 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 is 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 Employment Land Review advises that the Local Development Framework should include a thorough review of opportunities within and in the vicinity of Farnham.

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11.23 The Employment Land Review 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.

11.24 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

11.25 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.

11.26 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.

11.27 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.

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 Preferred Approach

11.28 The evidence and feedback that we have received from our consultation is that the preferred approach needs to deliver more land to meet the predicted growth of the economy. This means protecting existing employment land in both the long and short term, and, if necessary, finding new employment land.

11.29 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.

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11.30 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.

11.31 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.

11.32 The Visit Surrey Partnership has become established as the focus for promoting tourism in Surrey ⁽⁶⁾ and has plans to promote and develop Hindhead as a tourism and recreation hub following completion of the A3 tunnel.

11.33 Dunsfold Park is the largest single employment site in Waverley combining mixed business uses with the Borough's only operational aerodrome. The site represents an opportunity for the development, intensification and expansion of activity to support the economic needs of the Borough. The Development Management and Site Allocations DPD will set out the detailed policy framework addressing the following:

- appropriate uses including the development of renewable technologies;
- acceptable levels of flying;
- 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.

11.34 The policy 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. However, given the need for employment land in the Borough, both within the settlements and rural areas, this flexibility should be limited to uses that contribute to economic development only.

11.35 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.

Policy CS9: Sustainable Employment Development

Predicted 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) Identifying suitably located industrial and commercial sites for protection against alternative uses in the Development Management and Site Allocations Development Plan Document (DPD) to meet a range of different business needs.

2) Retaining other suitably located employment sites unless it can be demonstrated that:

- It is in a location that is unsuitable for continued employment use; or
- Its proposed new use contributes to the economy.

Criteria will be set out in the Development Management and Site Allocations DPD.

3) Meeting the short and long term need for employment land to 2027, 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.

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.

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

5) 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.

7) 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

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

Delivery:

The Policy will be delivered through:

- The implementation of planning permissions;
- Involvement in Local Economic Partnerships.

Monitoring:

The Policy 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
- Surrey Rural Strategy 2010-2015
- Draft Settlement Hierarchy

Town Centres and Shopping

12

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Town Centres and Shopping

Relevant Core Strategy Objectives

- To deliver sustainable development that meets the needs of the existing community, whilst not compromising the quality of life for future generations.
- To support the vitality and diversity of the local economy in both the towns and the countryside.
- To support the vitality and viability of the town centres in Waverley, together with the distinctive roles they play.
- To ensure that provision is made to meet the leisure, recreation and cultural needs of the community.

Town Centre Uses

Introduction

12.1 National planning policy is set out in Planning Policy Statement (PPS) 4 on "Planning for Sustainable Economic Growth". It sets out the Government's policies for town centres and the main 'town centre uses' which include retail, leisure, offices, arts, tourism and cultural activities. 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. Leisure and culture are examined in the next section of the Core Strategy, while tourism is included within the Employment and Economy section.

12.2 PPS4 also suggests the need to ensure that policies are flexible enough to respond to changing economic circumstances, and 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

12.3 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:

- 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.

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- 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)
- 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.
- Continue to protect existing shops in the core shopping areas from changing to non-retail uses.

Feedback from Consultations

- Most favoured a combination of the first and last 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.

The Waverley Retail Hierarchy

Town Centres

12.4 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.

12.5 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 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.

12.6 The Waverley Borough Town Centre Retail Study August 2008, ⁽⁷⁾ 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.

12.7 The 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 ⁽⁸⁾ 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 may give consideration to identifying other sites as part of the Site Allocations document.

12.8 Farnham is the largest retailing centre in Waverley. The Retail Study shows that shoppers looking for convenience or comparison goods ⁽⁹⁾ 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.

12.9 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.

12.10 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.

7 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

8 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

9 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.

12 Town Centres and Shopping

Farnham Town Centre

12.11 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.

12.12 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.

12.13 Farnham has areas of extremely good environmental quality, particularly the Lion and Lamb Yard. The pedestrian's enjoyment of the town centre is diminished by the constant flow of traffic through the town, and areas of The Borough, South Street, East Street, West Street and the Woolmead were been designated as the Farnham Air Quality Management Areas in 2007. It is not considered that this detracts from the town's vitality and viability, in fact the Retail Study suggests that the quality of Farnham's shopping environment draws custom from larger centres such as Aldershot and Farnborough.

12.14 The 2008 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 low 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 retail development permitted at East Street has the potential to lift the vitality of the eastern end of the town.

12.15 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

12.16 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. ⁽¹⁰⁾

12.17 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.

12.18 The 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.

12.19 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.

Haslemere and Weyhill

12.20 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 residential development, employment sites and Haslemere station. The High Street is characterised by its centrally located town hall, with historic buildings and conservation area, surrounded by wooded hillsides.

12.21 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 it has a good number of small independent shops providing comparison goods and 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.

10 Godalming Town Centre Healthcheck paragraph 4.19

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12.22 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.

12.23 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.

12.24 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. Community 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

12.25 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 which provide 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.

12.26 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 extension to existing sites.

12.27 The first Cranleigh Healthcheck took place in 2002/03, ⁽¹¹⁾ 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.

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

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 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 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

12.28 The principal focus of new retail 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 CS10: Town Centres

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.

12 Town Centres and Shopping

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

12.29 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.

12.30 Within the Borough's retail hierarchy, **Farncombe, Bramley and Milford** are considered to be within this definition. At the time of survey, ⁽¹²⁾ 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
- 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 its existing provision.

Policy CS11: 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

12.31 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 TCS 3 of the Core Strategy.⁽¹³⁾

12.32 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.

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

12 Town Centres and Shopping

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12.33 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 located geographically together. Alfold, Churt, Ewhurst, Frensham, Shamley Green, Wormley, Dunsfold, Tilford, Hambledon, Wonersh 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.

12.34 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.

12.35 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 CS12: 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:

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

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.

Leisure, Recreation and Culture **13**

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Leisure, Recreation and Culture

Core Strategy Objectives

- To deliver sustainable development that meets the needs of the existing community, whilst not compromising the quality of life for future generations.
- To support the vitality and diversity of the local economy in both the towns and the countryside.
- To ensure that adequate provision is made for new or improved social and physical infrastructure to meet the needs of the increased population
- To support the vitality and viability of the town centres in Waverley, together with the distinctive roles they play.
- To ensure that provision is made to meet the leisure, recreation and cultural needs of the community.

Introduction

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. ⁽¹⁴⁾

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

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;
- 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.

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

13 Leisure, Recreation and Culture

Waverley Borough Council | LDF Core Strategy Preferred Options and Draft Policies

13.1 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 (such as sports pitches or indoor sports facilities) or informal, such as measures aimed at promoting more walking or cycling.

Provision in Waverley

Sports and Recreation

13.2 Each of the four towns has its own sports centre. Farnham, Haslemere (The Herons and the Edge) Godalming and Cranleigh Leisure centres are managed by a private sector contractor on behalf of the Council. Farnham and Cranleigh centres underwent refurbishment in 2009/10, and there are plans to provide a new leisure centre to replace the existing centre in Godalming, which will be supported through the Core Strategy. 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.

Countryside, Parks and Open Spaces

13.3 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. 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 PPG17 study survey.⁽¹⁵⁾ 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 local 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 it back to navigation. Although certain stretches are private, some sections of the towpath are accessible for walks.

Waverley Borough Council | LDF Core Strategy Preferred Options and Draft Policies

13.4 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.

13.5 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.

Arts, Galleries and Entertainment

13.6 Waverley benefits from two multi-arts facilities in the Borough. The Farnham Maltings, 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 facilities 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 and Cranleigh School.

Museums and Heritage

13.7 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.

13.8 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

13.9 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:

13 Leisure, Recreation and Culture

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- 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.

Options Considered

13.10 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 Sustainable Community Strategy, 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, related to the need for the Core Strategy was to include 'culture' 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 been included in the section on the economy.

The Preferred Approach

13.11 The approach in the 2002 Local Plan was to protect Waverley's leisure and visitor related facilities and 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 plays spaces where appropriate. This approach is to be continued, and PPS4 suggests that local authorities should encourage leisure or other facilities within centres. It sets out guidance for allowing such developments in rural areas.

13.12 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 and enhanced.

Policy CS13: Leisure Recreation and Cultural Facilities

1. Leisure, recreation and cultural facilities will be safeguarded from development. If development of a site is proposed, the scheme will be assessed against Planning Policy Guidance Note 17 (Planning for Open Space, Sports and Recreation). In particular 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.

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,⁽¹⁶⁾ unless otherwise defined by the Waverley PPG17 study.

3. Support will be given to the aims identified in the Cultural Strategy High Level Action Plan.

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 and recreation facilities provided they accord with the principles of PPG17 and the Waverley PPG17 Assessment.

6. All development, except for the most minor, 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 CS16.

13 Leisure, Recreation and Culture

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Delivery:

The policy will be delivered through:

- Working in partnership with Waverley's Sport and Recreation service and other sport and leisure providers,
- 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.

Monitoring:

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

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

Evidence:

- Waverley PPG17 Assessment
- Waverley Cultural Strategy 2009 -2014 - High Level Action Plan

Rural Environment 14

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Countryside and the Rural Environment

Relevant Core Strategy Objectives

- To deliver sustainable development that meets the needs of the existing community, whilst not compromising the quality of life for future generations.
- 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

14.1 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. 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.

14.2 The rural landscape in Waverley is diverse, including the following landscape character areas: Greensand Hills, Greensand Plateau, Greensand valley and Wooded Weald.

14.3 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.

14.4 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.

14.5 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

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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.

14.6 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.

14.7 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.

14.8 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.

14.9 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.

Options Considered

14.10 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.

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14.11 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.

14.12 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 Consultation

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, 73% 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 erosion of the 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.

Preferred Approach

14.13 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) already have 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.

14.14 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.

14.15 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 CS14: 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.

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)

Townscape, Heritage and Design **15**

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Townscape, Urban Design and Heritage

Relevant Core Strategy Objectives

- To ensure that the design, form and location of new developments contribute to the creation of communities that are attractive, safe and inclusive.
- 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

15.1 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.

15.2 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. 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.

15.3 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.

15.4 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. Recent examples of these include the Farnham Town Design Statement and the village design statements for Cranleigh, Frensham and Thursley.

15.5 In addition, Waverley has a rich historic environment with some 1,715 listed buildings, 44 conservation areas, a locally produced list detailing buildings of Townscape 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'.

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15.6 Conservation Area Appraisals have been undertaken for Farnham, Wrecchesham, 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 Townscape Merit.

Policy Context

15.7 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'.

15.8 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.

15.9 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.

Options Considered

15.10 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.

15.11 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.

15.12 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 65 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 third option of preparing new policies on design etc. to manage change in all areas, based on a wider analysis of local character. 35% favoured the approach of reviewing existing character areas and identifying new character areas as well as having general design policies. 28% favoured the Option 1 approach of continuing with the current approach by retaining existing character areas and maintaining general design policies as well.

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.

The Preferred Approach

15.13 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.

15.14 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.

15.15 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.

15.16 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 CS15: 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. 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.
2. Preserving and enhancing Waverley's rich and diverse heritage, including conservation areas, listed buildings and historic parks and gardens, in accordance with legislation and national policy
3. Encouraging and supporting the preparation of local village and town design statements.
4. Promoting a high quality public realm including landscaping, works to streets and public spaces.

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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 Townscape Merit list (formally Local List).

Monitoring:

The Policy will be monitored mainly through monitoring of decisions on planning applications and appeals

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

Biodiversity 16

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Biodiversity and Geological Conservation

Relevant Core Strategy Objective

- To deliver sustainable development that meets the needs of the existing 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.

Introduction

16.1 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:

16.2 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.

16.3 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.

16.4 The Hindhead Tunnel, which is due to open in Summer 2011 is likely to bring forward new proposals for development in central Hindhead, in close proximity to the Wealden Heaths SPA. The Council is in discussions with Natural England and the National Trust to identify any specific mitigation measures that may be required as a result.

16.5 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).

16.6 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:

16.7 Sites of Special Scientific Interest (SSSI) are 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.

16.8 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.

16.9 Ancient Woodland are areas which have been continuously wooded since before 1600 AD in England. It 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.

Local Designations:

16.10 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.

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

16.12 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 area in England.

Table 16.1 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 46 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 171 Ancient Woodland sites (sites over 2 hectares). This amounts to 3342 hectares.
Local Geological Site (previously known as RIGS)	Allden's Hill, Thorncombe Street Dippenhall Quarry Holloway Hill, Godalming Rutton Hill Tuesley Corner

16.13 The national planning policy framework is contained within Planning Policy Statement 9: Biodiversity and Geological Conservation (2005). It outlines the governments 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 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'.

16.14 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. Alongside these sites there are a range of local sites designated (as shown in Table 18.1). 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.

16.15 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.

16.16 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. They are not considered as areas of constraint. 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 Heaths (SPA)
- Devil's Punch Bowl and Hindhead Heaths (SPA)
- Hascombe, Winkworth and Hydon's Heath and Woodland
- Blackheath, Chilworth and Farley Heaths

16.17 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

16.18 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.

16.19 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.

16.20 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.

16.21 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.

16.22 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.

16.23 Waverley's landscape has a distinctive wooded character, at 31%, which is the highest proportion in the country. Hedgerows and woodlands provide valuable environments and connections for wildlife between sites of biodiversity importance.

Options Considered

16.24 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 Consultation

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.

Preferred Approach

16.25 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 CS16: 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), other Ancient Woodland not identified in (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.

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.

The Council will work in partnership to restore and enhance Biodiversity Opportunity Areas in particular those also designated as European 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.

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.

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

16.26 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).

16.27 The Thames Basin Heaths SPA covers areas of heathland across 15 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.

16.28 The Council currently has SANG capacity within Farnham Park which is owned by the Council. In order to achieve the preferred spatial distribution, sufficient SANG will need to be provided in the Farnham area. The Council is continuing to undertake work to identify new SANG to create a strategic network within the borough. The Council will also work with adjoining boroughs to address cross boundary issues. Larger sites may be able to provide their own SANG. The Council's Avoidance Strategy identifies potential SANG on land to the east of Farnham Park, Farnham Quarry and Alice Holt Forest.

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

Policy Context

16.30 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 may be incorporated into SPD.

16.31 The revoked South East Plan had a specific policy relating to the Thames Basin Heaths Special Protection Area.

16.32 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

16.33 The issues and options consultation did not present any options regarding whether or not there should be a policy relating to the Thames Basin Heaths SPA. Following guidance from Natural England and the revocation of the South East Plan, it is considered necessary for development within 5km of the Thames Basin Heaths SPA to be controlled by a specific policy in the Core Strategy. However, 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 Spatial Strategy and the section concerning 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.

The Preferred Approach

16.34 The preferred approach follows a similar line to the policy which was adopted through the revoked South East Plan policy. 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⁽¹⁷⁾.

17 Thames Basin Heaths Special Protection Area Delivery Framework - Thames Basin Heaths Joint Strategic Partnership Board 2009

Policy CS17: Thames Basin Heaths Special Protection Area

New residential development which is likely to have a significant 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, 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 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
- SANG having regard to the standards recommended by Natural England

And in such cases make a financial contribution towards wider Access Management and Monitoring of the Thames Basin Heaths SPA.

In exceptional circumstances a bespoke solution combining some or all of the above elements may be accepted subject to the Council being satisfied that the measures proposed will be effective in avoiding or mitigating the adverse impacts of housing development and resulting visitor pressure on the SPA.

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:

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)
- 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

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Climate Change

Relevant Core Strategy Objectives:

- To deliver sustainable development that meets the needs of the existing community, whilst not compromising the quality of life for future generations.
- To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change
- To contribute to the delivery of sustainable communities, by directing new development towards the most sustainable locations, where there is the best available access to jobs, schools, health services, leisure and recreation and community facilities, particularly by public transport, cycling and on foot.

Introduction

17.1 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.

17.2 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. ⁽¹⁸⁾ 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). Waverley is on track to achieve this target.

Policy context

17.3 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.

17.4 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.

18 DECC National Indicator 186 statistics (2010)

Mitigation - Energy Efficiency & Water Minimisation

17.5 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.

17.6 The emerging Transport Climate Change Strategy of the Surrey Local Transport Plan 3 (2011-2016) proposes an objective of reducing CO₂ emissions from transport in Surrey by 20% by 2020, compared to 2007 emissions. 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.

17.7 The Government intends 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 17.1

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 2010 which will provide funding for households to install efficiency measures in existing properties.

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.

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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.

Mitigation - Renewable Energy and Low Carbon Technologies

17.8 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.

17.9 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.

17.10 The Government introduced a feed-in tariff (FIT) for small scale renewable electricity in April 2010 and is proposing to introduce a Renewable Heat Incentive in April 2011. 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.

17.11 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 ⁽¹⁹⁾. 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.

17.12 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.

17.13 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 this growing resource were to be harvested 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.

19 Policy RD15 - Waverley Local Plan 2002

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17.14 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

17.15 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.

17.16 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.

17.17 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 and provide valuable wetland habitats in areas susceptible to flooding.

17.18 The Waverley Strategic Flood Risk Assessment (SFRA) has identified areas at risk of flooding and incorporates potential increases in flood zone areas as a result of predicted climate change.

17.19 As part of the Core Strategy policy on infrastructure, the Council intends to plan Green Infrastructure to help biodiversity adapt to climate change, provide urban cooling and access to shady outdoor space, and provide space for water storage to manage local flood risk.

Options Considered

17.20 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.

17.21 For energy efficiency the options were:

- Building Regulations used to control minimum building energy efficiencies;
- 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.

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17.22 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.

17.23 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.

17.24 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.

17.25 The requirements of "Water efficiency in new buildings" were adopted in April 2010 and therefore already comprises part of the Building Regulations.

17.26 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 - 55% 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.

The Preferred Approach

17.27 The preferred approach supports the government's phased targets for carbon reduction through Building Regulations and reintroduces policies which were set out in the revoked South East Plan.

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17.28 The Building Regulations now require residential development to meet specific Code for Sustainable Homes levels for energy efficiency and non-residential development to achieve 25% reduction in carbon emissions. Therefore, it is considered that using the Building Regulations to control minimum building efficiencies would be very similar to the option of setting a specific Code for Sustainable Homes level or BREEAM rating. It is not considered that there is currently sufficient local evidence to justify higher standards for BREEAM or to require other parts of the Code for Sustainable Homes including materials, surface water run-off, waste, pollution, health and well-being, management and ecology.

17.29 Part G of the Building Regulations sets a requirement of 125 litres per person per day for water consumption. There are no plans to reduce this target in the same stepped approach as the Code for Sustainable Homes.

17.30 Requiring a specific proportion of larger development's energy to be provided by renewable or low carbon energy is proposed given that it was justified under part of Policy NRM11 from the South East Plan. However, it is still felt that developers for smaller developments should be encouraged to include measures that mean that a proportion of the energy used in development is from renewable or low carbon technologies.

17.31 The proposed abolition of the South East Plan will remove a number of helpful policies for dealing with climate change and renewable energy. It is considered that the climate change policies in the South East Plan, which were justified on a regional basis, are equally applicable at the borough level and should be included in the Core Strategy.

17.32 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.

17.33 The Addendum to the Council's Affordable Housing Viability Assessment ⁽²⁰⁾ 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.

20 Waverley Affordable Housing Viability Assessment - Adams Integra (March 2010)

Policy CS18: 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 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 high standards of sustainable design and construction (ie. In accordance with Building Regulations, Code for Sustainable Homes and BREEAM)
 - Negotiating with developers to achieve a higher Code level where the scale, nature and location of a development justifies such an approach
 - Requiring proposals for major development to consider the integration of CHP or other forms of low carbon district heating
 - Requiring new development of more than 10 dwellings or 1000sqm (gross) of non-residential floorspace to secure at least 10% of their energy from decentralised and renewable or low-carbon sources unless, having regard to the type of development involved and its design, this is not feasible or viable
 - For schemes involving 1 to 9 dwellings or non-residential developments of less than 1000sqm, developers will be encouraged to include a 10% reduction in carbon emissions through the on-site installation and implementation of decentralised and renewable or low-carbon energy sources.
 - 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
 - Encouraging 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.

The Council will seek to mitigate and adapt to the expected impacts of climate change by:

1. Directing development away from areas of high flood risk in accordance with guidance in PPS25;
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.

Policy CS19: 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.

Delivery:

The policy will be delivered through:

- working in partnership with planning applicants and delivered through the development and building control processes

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
- 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

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