



Waverley Borough
Pre-Submission
Local Plan

Part 1: Strategic Policies
and Sites

Foreword

Welcome to Waverley Borough Council's 2016 Local Plan Part 1. This replaces the strategic policies of the 2002 Borough Plan and it has been developed in a very different environment from that of the previous one.

The advantages of having a sound Local Plan will clearly outweigh any disadvantages as Waverley and its residents ensure that they drive and shape the future of development in the Borough within the confines of the NPPF.

In 2012 the Coalition government introduced the National Planning Policy Framework (NPPF), in 65 pages replacing thousands of pages of planning law. While this was a simplification it introduced and gave priority to 'The Presumption in favour of Sustainable Development'. This was followed some eighteen months later by 900 pages of National Planning Practice Guidance (NPPG) which continues to be updated. All of this has been absorbed and applied by Waverley's team of Policy Planners to produce this Local Plan.

As a Council we recognise that new homes are required for family members, key local staff and some economic development. Government did have in mind large amounts of additional accommodation that would be required in the South East and used the Office of National Statistics (ONS) as the starting point to assess how much each Local Authority should be required to provide. For Waverley the housing need figure is 519 new homes every year until 2032.

The Council is also aware of the special nature of Waverley and the need to preserve it, through the Green Belt, AONB and other locally identified special landscape designations in the Surrey Hills.

With development comes the need for improved infrastructure, a point recognised by this Council and a majority of Waverley residents. Whilst it is likely to remain a challenge across the South of England your Council needs to be imaginative and will ensure it works collaboratively in developing new sources of income and ways to deliver this infrastructure. As part of our 'duty to cooperate', we will continue to work closely with neighbouring authorities and key stakeholders to ensure effective partnership working.

All these factors have been taken into account in the production of this Local Plan. We appreciate the help and co-operation that many Town and Parish Councils have provided, much of which is included in this substantive document, and look forward to your feedback during the 6 week representations period.

Councillor Julia Potts

Leader

Councillor Brian Adams

Planning Portfolio Holder

Waverley Borough Pre-Submission Local Plan Part 1: Strategic Policies and Sites

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1. Introduction and Context

- 1.1 The Local Plan Part 1: Strategic Policies and Sites is one of the documents that will form the new Local Plan for the Borough. It sets out the strategic policies relating to the development and use of land in Waverley and development proposals for the strategic sites identified within it. The Local Plan Part 1 will guide and direct new development in the Borough for the period up to 2032.
- 1.2 The Local Plan Part 1 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 be located. It also tackles 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 is also a delivery strategy to guide the location of new development, along with its supporting infrastructure. The Local Plan Part 1 provides the framework for other Local Plan documents which will contain more detailed policies and the identification and allocation of land for non-strategic development to support the overall vision and strategy for the area. Local Plan Part 2, which is to follow, will contain non-strategic development management policies and other site allocations and land designations. Part 1 is also important in setting a framework for the development of neighbourhood plans, under the provisions of the Localism Act 2011.
- 1.3 Whilst the Local Plan Part 1 focuses on local issues, it has to comply with national planning policy. This is currently set out in the National Planning Policy Framework (NPPF), the Planning Policy for Traveller Sites and a range of Government Circulars.

How the Local Plan Part 1 has been prepared

- 1.4 This Local Plan 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. Local Plan Part 1 is a development of the Core Strategy that was submitted for Examination in January 2013 and subsequently withdrawn from Examination in October 2013 on the recommendation of the Inspector.
- 1.5 The Council has consulted extensively on the development of what was the Core Strategy and is now known as Local Plan Part 1. There have been the following key consultations:
 - *Draft Vision and Objectives and Issues and Options Topic Papers:* February - April 2009
 - *Options for the Location of New Housing:* January - March 2010
 - *The Number of New Homes:* September - October 2010

- *Core Strategy Preferred Options and Draft Policies: January - February 2011*
 - *Core Strategy Revised Preferred Options and Draft Policies: February – April 2012*
 - *Pre-Submission Core Strategy: August – October 2012*
 - *Housing Scenarios for the Distribution of Housing and Other Issues for the Local Plan: September – October 2014*
- 1.6 In addition, there have been a number of specific events, including meetings with town and parish councils, ongoing discussions with service and infrastructure providers and consultation with the Local Strategic Partnership. Views expressed in all the consultations have been taken into account. Alongside Part 1, a Consultation Statement has been published setting out who has been invited to comment at the varying stages in its preparation; how they were invited to comment; a summary of the main issues raised; and how these have been addressed.

The Key Diagram

- 1.7 A Key Diagram (Appendix A) has been produced indicating the broad extent of the key strategic, landscape and other designations relevant to the Local Plan Part 1. It does not provide the definitive identification of the boundaries of designations such as the Green Belt. However, where boundaries of existing designations are to change, these are shown on the supporting maps.

Sustainability Appraisal (SA), Strategic Environmental Assessment (SEA) and Habitats Regulations Assessment (HRA)

- 1.8 As the Local Plan Part 1 has evolved it has been subject to ongoing Sustainability Appraisal (SA) starting with a Sustainability Appraisal Scoping Report produced in 2007. The SA has informed the development of the Plan's policies and proposals at each stage of the process and the final SA Report will be available alongside this Local Plan Part 1 when it is published.
- 1.9 The European Directive on the conservation of natural habitats and of wild fauna and flora (92/43/EEC) is transposed into UK law by the Conservation of Habitats and Species Regulations 2010 (as amended). Regulation 102 requires plan-making authorities to assess the impact of land use plans (such as Local Plans) on internationally designated nature conservation sites. The impact of the plan has been assessed both alone and in combination with other plans and projects. A Habitats Regulations Assessment of the Local Plan Part 1 will be available alongside the Plan when it is published.

Policy Context

- 1.10 The current planning policy context for Local Plan Part 1 is provided by the National Planning Policy Framework (NPPF) issued by the Government and Policy NRM6: Thames Basin Heaths SPA in the South East Plan 2009. The South East Plan was formally revoked in March 2013, but Policy NRM6 was saved. Currently the soundness of the Local Plan Part 1 depends, in part, on

whether it conforms with national policy and is also in general conformity with Policy NRM6.

- 1.11 The NPPF was published in March 2012. The Local Plan Part 1 has been prepared in accordance with the NPPF.
- 1.12 The NPPF includes a presumption in favour of sustainable development and an expectation that local planning authorities will plan to meet all objectively assessed development needs. It refers to the Duty to Cooperate and the expectation that, in developing new local plans, local authorities will work together to address cross-boundary issues including development needs, infrastructure delivery etc.
- 1.13 Local plans are required by the NPPF to contribute to the achievement of sustainable development. The Local Plan Part 1 has been prepared positively for the development and infrastructure required in the area to meet the objectives, principles and policies of the NPPF.

Waverley Borough Local Plan Saved Policies

- 1.14 The Waverley Borough Local Plan 2002 remains part of the development plan for the area. In 2007, the majority of the Local Plan policies were saved by virtue of a direction from the Secretary of State under the provisions of the Planning and Compulsory Purchase Act 2004.
- 1.15 The intention is that, over time, the Local Plan Parts 1 and 2 will replace these saved policies. Attached as Appendix B is a schedule of the current saved Local Plan policies identifying which ones will be replaced by Local Plan Part 1 and which ones will continue to be saved alongside it.

The Surrey Minerals and Waste Plans

- 1.16 Surrey County Council is the planning authority for minerals and waste matters. It is responsible for preparing a Minerals and Waste Plan whose site allocations and safeguarding areas are required to be shown on the Borough Council's Proposals Map.
- 1.17 The Surrey Minerals Plan Core Strategy and Primary Aggregates Development Plan Documents (DPDs), adopted by Surrey County Council in July 2011, provide strategic policies and site specific proposals for the period to 2026. The Minerals Plan identifies areas of search in the vicinity of Ewhurst Brickworks and Rudgwick Brickworks (on the county boundary which adjoins an existing working in West Sussex). These have been identified to enable the continuation of brick manufacturing and further development opportunities in these locations are likely to be limited. Existing mineral sites are included within the minerals safeguarding areas and are identified in the Minerals and Waste Annual Monitoring Report.
- 1.18 The Surrey Waste Plan was adopted by Surrey County Council in May 2008, and consists of the following DPDs: Core Strategy, Waste Development;

Waste Development Control Policies and the Proposals Map. These documents are currently under review. These documents set out the planning framework for the development of waste management facilities in Surrey. The only site to be allocated in the plan within Waverley is the civic amenity site on Petworth Road in Witley, to enable improvements or extensions to be made. Other existing waste sites which are safeguarded for waste management use are identified in the Minerals and Waste Annual Monitoring Report.

- 1.19 These DPDs are supplemented by the Aggregates Recycling Joint DPD for the Minerals and Waste Plans which was adopted by Surrey County Council in February 2013, identifying sites where development is expected to take place for these purposes across Surrey until 2026. The plan allocates Alton Road in Farnham for aggregates recycling.

Local Economic Partnerships

- 1.20 Local Economic Partnerships (LEPs) are locally-owned partnerships between local authorities and business to help determine local economic priorities and undertake activities to lead economic growth and create jobs. Waverley is part of the Enterprise M3 LEP which takes in 14 district authorities across mid and north Hampshire and Surrey. Enterprise M3's vision is to be one of the premier locations in the country for enterprise and economic growth, with an excellent environment and quality of life. Waverley contributes to the priorities of the LEP by protecting and improving existing employment sites, providing a high quality environment for businesses and promoting opportunities for new businesses.

Monitoring

- 1.21 Ongoing plan monitoring and review are essential to delivering the objectives of the Local Plan Part 1 and achieving the Council's Vision. The ways in which each policy will be delivered are set out under each policy in a delivery and monitoring box. Chapter 19 deals with monitoring and implementation and Appendix E sets out the Monitoring Framework

2. The Spatial Portrait

- 2.1 Waverley Borough has a population of 121,272¹ and is located in the south west corner of Surrey. It is predominantly rural and extends to around 345 sq kms (133 square 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 large number of listed buildings. About 69% of the population lives within one of the four main centres. The Borough is a desirable place in which to live, and this is demonstrated by the fact that house prices in Waverley are amongst the highest in South-East England. It was ranked as the sixth best place to live in the Halifax 2015 Quality of Life Survey, which is based on various factors, including residents' health and life expectancy, employment, low crime rates, environment, housing market and education. In a 2006 survey of residents, 83% were either satisfied or very satisfied with life in the Borough, placing Waverley in the top 25% of councils in England for this measure.
- 2.3 Waverley also has a large number of villages of varying size and character, and altogether there are 21 separate town and parish councils in the Borough. Each of the four main settlements has its own distinctive character and strong local identity. Most of the villages have historic cores, conservation areas and many outstanding listed buildings, as well as being surrounded by accessible countryside of a high quality. The number of shops and the extent of local services, such as a post office or health facilities vary according to the size of settlement.

Farnham is the largest settlement, having a population of approximately 39,000. It has an historic core, and Pevsner referred to the quality of both Castle Street and West Street as "superb Georgian set-pieces" in his book Buildings of England: Surrey. The centre contains many fine listed buildings including Farnham Castle. Farnham contains several distinctive residential areas, some of which are more densely developed than others. Within these areas are a number of conservation areas and special character areas protected by planning policy. Open spaces, such as the water meadows and other more formal green spaces, give the town a spacious setting. To the south of the town are several low density residential areas with a distinct semi rural character, which have been protected since 1974. Functionally, it has links with centres outside Waverley including Guildford, Aldershot and Farnborough.

Godalming has a population of approximately 22,000. The size and range of services is less than Farnham and it is significantly influenced by Guildford, which is approximately 10km (6 miles) away via good road and rail links. The town straddles the River Wey and is virtually surrounded by wooded hillsides. The Lammas Lands, which is a large open meadow area close to the town

¹ Population Density: Census 2011 (Table QS102EW)

centre, forms an important backdrop to the historic town centre. The town has a long history and the buildings reflect this. There are five conservation areas in and around Godalming.

Haslemere, which has a population of approximately 17,000, lies in the southwest corner of the Borough, close to the boundaries with West Sussex and Hampshire. It is surrounded by wooded hillsides as well as beautiful, protected countryside - much of which is publicly accessible, including the Devil's Punchbowl around Hindhead and other National Trust land around Haslemere itself. The South Downs National Park adjoins the parish/county boundary to the south of the town. Haslemere has two commercial centres, the historic High Street and Wey Hill, as well as Beacon Hill, which has a small commercial centre of its own. The town has extensive Arts and Craft connections and hosts a number of national cultural events. This small country town has a large rural catchment, which extends into adjoining counties, the population of which use many of its facilities. This includes the use of the railway station, one of the main stations on the London to Portsmouth line.

Cranleigh has a population of approximately 11,000. It has a good range of services for a settlement of its size and location. It is also influenced by Guildford and, to a lesser extent, by Horsham. Cranleigh enjoys an extremely good environmental quality, with a large green common area extending into the centre and a shopping area that is notable for being attractive and pedestrian friendly. It has a wide range of shops - many of which are independent and contribute to its village character.

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

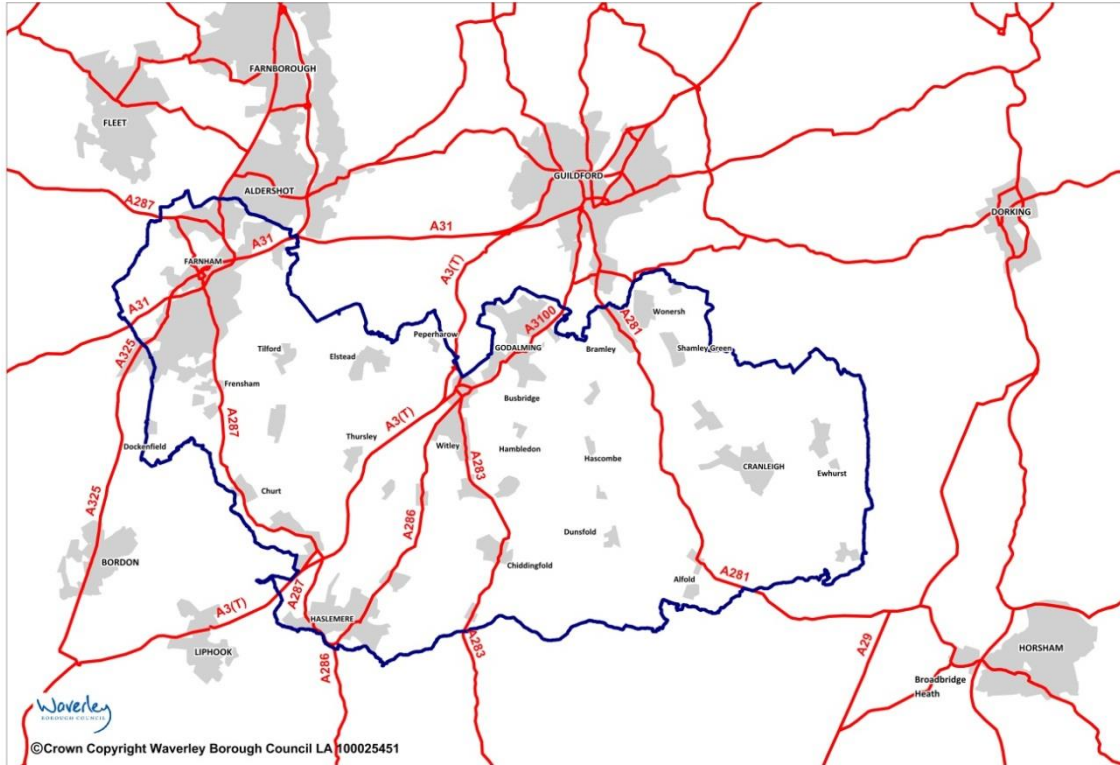
Population

Age Structure

- 2.5 Waverley has an ageing population, with a relatively high proportion of people above retirement age. In 2011, 19.5% of Waverley's population was 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 by 2032, 27% of Waverley's population will be over 65, and 6% over 85². This is a striking result, but is 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 of some 4% in the number of people aged between 40 to 49 in Waverley by 2032. Waverley has adopted an Ageing Well Strategy

² Surrey County Council

2015-2018 to try to address some of the issues associated with an ageing population.



Ethnic Groups

- 2.6 Some 96% of the Borough is white. The remainder is made up from a mix of other ethnic groups. Between the years 2002 and 2015, some 905 Overseas Nationals registered for National Insurance numbers in Waverley. 59% of this group came from Eastern European countries.³ There is a relatively large and long-standing gypsy and traveller community in Waverley.

Deprivation

- 2.7 The 2015 Indices of Multiple Deprivation shows that Waverley is the fourth least deprived area in the whole of Britain. Some rural areas however, are deprived in terms of barriers to housing only because of a lack of affordability. The Borough does not score very well either in some parts on access to services such as supermarkets, secondary schools, libraries, doctors and banks, again because of the rural character of the area. The juxtaposition of low-income communities with neighbouring affluent areas - and the associated costs of living in Waverley - mean that the problem of relative

³ Department of Work and Pensions: Summary tables: National Insurance number allocations to adult overseas nationals to June 2015

disadvantage remains challenging. Policies relating to affordable housing can be found in Chapter 9.

Health

2.8 Waverley is generally a healthy borough. 86% of the population said that their health was 'very good or good' in the 2011 Census. The death rate for the Guildford and Waverley Clinical Commissioning Group area (CCG) is statistically significantly lower than the national average.⁴ In addition, Waverley has a low mortality rate, with a correspondingly high life expectancy, and inequalities in life expectancy relate to income levels. The Borough is well served geographically for doctors' surgeries. However, some village residents do need to travel by car to access their nearest health facility, and there is no accident and emergency facility at any of the hospitals in the Borough. The Accident and Emergency facilities at the Royal Surrey County Hospital in Guildford and the Frimley Park Hospitals are remote from large parts of the Borough. They are only accessible by car and there is a wide use of cross border medical outreach provided by the minor injuries unit at Haslemere Hospital, where some Guildford and Waverley CCG consultations also take place. Many of the health problems experienced are those associated with an ageing population.

Education

2.9 Waverley has some 41 primary schools across the Borough, particularly in the more urban areas, and each of the four main settlements has at least one secondary school. Historically there have been capacity issues at some of these schools and in Farnham there is continuing pressure on secondary places. Several projects have been commissioned to meet this demand.⁵ There are 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 over 2,000 students at the Farnham Campus.

2.10 There is also a large number of private schools spread 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; 61% (21,137 hectares) lies within the Metropolitan Green Belt and 31% (10,653 hectares) is designated as Countryside Beyond the Green Belt. 77% of the Borough's countryside is also designated as an Area of Outstanding Natural Beauty (AONB) and/or Areas of Great Landscape Value (AGLV).

⁴ Guildford and Waverley CCG Public Health Profile 2015.

⁵ School Organisation Plan – school places in Surrey 2015/16 – 2024/25 (December 2015)

- 2.12 The geology of the Borough is varied. The Surrey Landscape Assessment 2015: Waverley Borough⁶ has detailed profiles of the various character areas. Much of the northern and western part of the Borough is made up from Cretaceous Greensand Hills, while the southern part is underlain by the Wealden Clay.
- 2.13 There are also significant ecological assets within and close to the Borough, and numerous areas which have one or more local, national or international policies to protect them. These include Special Areas of Conservation, a Ramsar site, national and local nature reserves and Sites of Nature Conservation Importance. Waverley contains all or part of 15 Sites of Special Scientific Interest (SSSIs). There are also three Special Protection Areas (SPAs) designated under the European Birds Directive as being of importance for their populations of the woodlark, nightjar and Dartford warbler; These are the Thursley, Hankley and Frensham Commons (also known as Phase I of the Wealden Heaths SPA), the Hindhead Commons (which form part of Phase II of the Wealden Heaths SPA) and a small part of the Thames Basin Heaths SPA. Only 80 hectares of the Thames Basin Heaths SPA lies within Waverley, to the north of Farnham, but its zone of influence extends 5km from its boundary and therefore affects development in most of Farnham.
- 2.14 Waverley's landscape has a distinctive wooded character, representing 32% of its total area. 12% of this woodland is classified as Ancient Woodland, and this constitutes the largest area of this type of woodland in Surrey.⁷
- 2.15 Rivers flowing through the Borough include the River Wey and Cranleigh Waters. The North Wey (a chalk river until Farnham) flows from Alton to Tilford, and joins the Borough at Wrecclesham. The South Wey flows from Haslemere to Tilford and the combined Wey from Tilford to Godalming. The Cranleigh Waters flow from Cranleigh to Bramley. In addition to the main watercourses, there are a number of smaller tributaries, as well as the partially-restored Wey and Arun canal that passes through the south-east of the Borough.
- 2.16 Flood risk in Waverley originates from a number of sources - rivers, surface water, sewers, groundwater and artificial water bodies. Although a greater emphasis is placed on flooding from rivers, surface water flooding and groundwater emergence are the other main sources of flood risk.
- 2.17 The Wey and Arun Canal is gradually being restored in parts and its recreational value has increased.
- 2.18 Waverley has a rich historic heritage, with 43 Conservation Areas, some 1800 listed buildings and 590 Buildings of Local Merit. 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

⁶ Surrey Landscape Character Assessment 2015: Waverley Borough – Hankinson Duckett Associates

⁷ Ancient Woodland Inventory Revision 2011

Gardens, and of those, Farnham Park is also an Historic Landscape Area. These total some 765 hectares. West Surrey contains a substantial number of works from England's best known architects. Many such examples are in Waverley, built during the nineteenth century for wealthy middle class families seeking country houses. These were the clients for whom the Gothic Revival and later local Arts and Crafts architects, such as Edwin Lutyens, and Harold Falkner designed. There are also a number of private gardens designed by Gertude Jekyll, who worked closely with Lutyens, and lived at Munstead. The value of the vernacular architecture of the area became apparent at this time and local materials such as Bargate stone and timber framing contribute much to the character of Waverley today, parts of which can be said to be the very epitome of the West Surrey vernacular.

- 2.19 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. The southern entrances to Farnham have retained their green aspect with the help of long-standing planning policies. A number of the villages, as well as Farnham and Haslemere, have produced 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.
- 2.20 In common with Surrey as a whole, the Borough also has relatively high car ownership, and the impact of vehicles has contributed to the identification of two Air Quality Management Areas in Waverley. These affect parts of the centres in Farnham and Godalming.
- 2.21 Landscape, Heritage, Biodiversity and Climate Change are given more detailed consideration in Chapters 13, 15, 16 and 17.

Roads and Transport

Roads

- 2.22 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 section of the A3 between Grayshott and Milford which includes the Hindhead Tunnel. Many of Waverley's residents work outside the Borough and use the A3 to gain access to Guildford and beyond. Much of Waverley's road network is rural and narrow and therefore unsuitable for heavy goods vehicles. The safe accommodation of heavy goods traffic is on the principal through routes namely the A31, A281, A283, A286, A287 and A325 and its impact on communities through which these roads pass, presents a continuing challenge.
- 2.23 In common with much of Surrey, many of Waverley's main roads are heavily-trafficked, especially in the morning and evening peak periods. The most significant delays and congestion occur in and around Farnham (including the

A31, A325, A287, A3016, B3001 and the town centre), Cranleigh (A281/B2130/B2127) and Bramley (A281).

Rail Services

- 2.24 In terms of rail links, Farnham is on the London to Alton line; with Farncombe, Godalming, Milford, Witley and Haslemere all on the London to Portsmouth line. Cranleigh does not have a rail link and there are no direct east-west rail links in the Borough. Waverley's railway lines are heavily used, and there is growing concern from users about the current and future capacity of the trains, as well as the limited amount of car parking available at Haslemere and Farnham stations. The level crossing at Farnham is also a source of local road congestion.

Bus Services

- 2.25 Bus services are relatively frequent within the main urban areas, but services are more patchy and infrequent in rural areas. Services generally are reduced at evenings and weekends. Buses across Waverley are at capacity at school travel times.
- 2.26 The limited bus service in Waverley in rural areas and at off-peak times has an impact on accessibility for residents, particularly those without access to a car, to jobs, services and facilities such as shops, schools and colleges, health services and leisure and recreational facilities.

Housing

- 2.27 Waverley is an affluent area, as demonstrated by high house prices, high incomes, households with more than two cars and a 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.
- 2.28 Waverley is an area of high demand for housing. House prices in the area are higher than the South East average and almost twice the national average. The 2015 Strategic Housing Market Assessment (SHMA) includes Guildford and Woking as well as Waverley. This study seeks to identify housing need across this housing market area. It shows that the affordability of property in the housing market area has worsened quite markedly over the past 15 years and that affordability pressures have been consistently more acute in Surrey than in the wider South East. The evidence on the relationship between lower quartile house prices to lower quartile incomes in the SHMA shows that in general the affordability of housing in Waverley has worsened in the last 15 years. Furthermore, evidence on median house prices and median incomes in the SHMA also suggests that in Waverley this is not just an issue for the lower end of the market as moving home may be more difficult than first time buying⁸. There is therefore a need for more affordable housing across the

⁸ Chapter 7 paras 7.17 – 7.21: West Surrey SHMA September 2015

Borough, and policies to address this and other housing needs can be found in Chapter 9. The quality of the housing stock in Waverley is generally good. 75% of properties in Waverley are owner occupied, 12% are owned by the Council or a registered Social Landlord and 11% are privately rented.

Economic Profile

- 2.29 Waverley has a buoyant economy, with low unemployment. Its business base is dominated by small and medium enterprises. Approximately 91% of Waverley's businesses are micro businesses employing fewer than 10 people. The Borough has only 15 large enterprises employing 250 or more people.⁹ The largest employment site is Dunsfold Park where there are around 100 companies. Some 43% 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 high house prices. Over 26,000 people commute into Waverley to work each day.¹⁰
- 2.30 A high number of people working within Waverley are employed in knowledge-driven occupations such as business and finance and computer/telecommunications. The Borough has a highly qualified resident population with 40% of residents aged 16 and over holding Level 4 qualifications and above. This is significantly higher than both the England (27%) and Surrey (36%) averages.¹¹
- 2.31 Employment growth has been modest since 2001. This trend of slow growth is predicted to continue. Despite performing a relatively local employment role, the Borough's businesses serve a customer base which extends well beyond the geographical boundary.
- 2.32 Waverley's towns tend to compete with those outside the Borough rather than with each other, due to the dispersed geography of the Borough and the indirect links between the towns. Guildford draws custom from all four towns, but other competitors include Aldershot, Farnborough, Camberley, Basingstoke and Fleet to the northwest, Midhurst and Petworth to the south, Petersfield and Alton to the southwest, and Horsham and Dorking to the southeast and east respectively. Each of Waverley's towns has a number of well-established employment areas that complement the retail and business opportunities in its town centre. Dunsfold Park is the largest employer in Waverley in a rural location. The former aerodrome contains a variety of commercial uses and employs over 700 people.
- 2.33 There are a number of other 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

⁹ Waverley Economic Strategy 2015 -2020

¹⁰ Waverley Economic Strategy 2015-2020

¹¹ Waverley Economic Strategy 2015-2020

small rural businesses which need to adapt continually to changing demand. Broadband access is a key economic priority for these businesses and business start-ups. Waverley continues to work with the Surrey Economic Partnership, Surrey County Council and the Local Enterprise Partnership to bring broadband to rural parts of the Borough. Currently some 93% of premises in Waverley can access Next Generation Access (NGA) download speeds of 15mbps or more. The aim is to increase this to 94% by 2018. County-wide access to that download speed is aimed at 97% by 2018.¹²

Cross-border Issues

- 2.34 Waverley's geographical location means that it has common boundaries with two other Surrey districts, five districts in Hampshire and West Sussex and the South Downs National Park. The impact on Waverley of significant new building development in these areas is an important issue to be considered. It is also necessary to consider the impact on surrounding areas, such as Guildford. Examples of major developments with the potential to affect Waverley include Whitehill/Bordon 'Eco Town', the Aldershot Urban Extension and developments in West Sussex south of Haslemere and Cranleigh.

Recreation, Culture and Tourism

- 2.35 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.
- 2.36 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. Frensham Common and the Hindhead Commons, including the Devil's Punchbowl, are visited by large numbers of people. Visitor numbers to the latter have increased significantly since the rerouting of the A3 via the Hindhead Tunnel.

Recreation

- 2.37 Recreation facilities include the Council's own sports centres which include 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.

Culture

- 2.38 Cultural and artistic activities in Waverley are mainly provided by the voluntary and private sectors at venues such as the Cranleigh Arts Centre, the Farnham Maltings, the University for the Creative Arts, the Borough Hall in Godalming, and the Haslemere Hall. Facilities at these venues include concert halls,

¹² Source: Superfastsurrey.org January 2016.

dance studios, exhibition halls, art galleries and a cinema, as well as other organised events. A multi-screen cinema on the Brightwells development in Farnham has planning approval.

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

Tourism

- 2.40 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. There are some 15 hotels in the Borough, 12 of which are located in Farnham, Godalming and Haslemere. There are several major attractions in the Borough, including Hindhead Common, the Devil's Punchbowl and Frensham Common. Other facilities include events such as the 'Wings and Wheels' which takes place at the Dunsfold Aerodrome. Visitors to the towns and villages play a significant part in the economy of the Borough, and 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

- 2.41 The impact of climate change on the global environment is recognised as a serious threat to all communities. The Government requires local planning authorities to adopt proactive strategies to mitigate and adapt to climate change and reduce the consumption of natural resources. For example, the impact of new development on climate change can be reduced by locating it where possible in places where it is not entirely necessary to rely on having access to a car, by the design of carbon neutral homes which seek to achieve energy and water efficiency through sustainable construction and by increased use of renewable energy. According to government statistics, Waverley's total *per capita* CO₂ emissions in 2012 were the second lowest in Surrey and below both the county average and England as a whole.

Issues and Challenges

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

- **Infrastructure and services:** It is important that the infrastructure and services needed to support new development are provided. This includes education provision, transport infrastructure, utilities such as water and energy and improved broadband provision. This is in the context of a Borough where new development often takes place on small sites, so the cumulative impact of development needs to be considered. It is also about recognising that there is a limit to the extent to which infrastructure

can change even in the medium term. For example, there will continue to be poor east-west transport connections in Waverley.

- **Housing:** Waverley is an attractive place to live, which is reflected in very high house prices. There is a pressing need for more market and affordable housing in the Borough. Achieving housing development that responds to local needs whilst recognising the environmental and other constraints in Waverley is a major challenge. It is also necessary to recognise the specific accommodation and housing needs of different groups in the local community.
- **Environment:** Waverley has a high quality environment, both within the towns and villages and in the countryside. The challenge is to ensure that this is recognised and protected whilst still allowing the necessary development to take place. It means protecting what is most important and ensuring that where new development does take place, it is of a high quality of design that takes account of its local setting. It is also about protecting the rich biodiversity in Waverley and responding to the challenge of climate change. This includes promoting sustainable development, both in terms of where it is located and how it is constructed.
- **Cross boundary issues:** Understanding and taking account of the significance and impact of cross boundary issues is important. These include those developments planned outside Waverley which will have an impact on the Borough. It also means considering how the developments planned within Waverley might impact on other areas.
- **Population:** Waverley has an ageing population. It faces the challenge of meeting the varying needs of older people, whilst ensuring that the Borough remains attractive and accessible to young people.
- **The economy:** Supporting a vibrant local economy and responding to the needs of businesses is another key issue. This means getting the right balance between the delivery of new housing on brownfield sites and ensuring there is enough employment land to meet current and future needs. It also means recognising and responding to particular issues in Waverley, such as the rural economy and the high proportion of small firms.
- **Town and village centres:** 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 and how to support local and village shops.
- **Social inclusion:** Waverley is generally an affluent place, but there are areas within the Borough that are relatively deprived. There are issues about access to services, particularly for those living in the more remote parts of the Borough and those without access to a car.

3. Spatial Vision

3.1 The Local Plan looks forward 15 years from the anticipated date of adoption. The end date is therefore 2032.

3.2 The following is a Vision for Waverley in 2032.

1. The high quality environment of Waverley, its distinctive character and its economic prosperity will have been maintained, whilst accommodating the growth in housing, jobs and other forms of development in the most sustainable way possible.
2. New development will have taken 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. Most of the new development will be located in and around the main settlements of Farnham, Godalming, Haslemere and Cranleigh which have the best available access to jobs, services, housing, community facilities, leisure and recreation so as to minimise the need to travel and maximise the opportunities to travel by means other than the car.
3. Where needed to deliver the planned amount of new housing, new development will have taken place on the edge of the main settlements and on brownfield sites where these could be delivered in a sustainable way. This would include a new settlement of 2,600 homes at the Dunsfold Aerodrome site. Measures to improve access to public transport, and to improve and support access to facilities on foot or by cycle will have been supported.
4. An appropriate level of development will have taken place within Waverley's villages, having had regard to local needs and to the size, character and available services in each village and to landscape and other constraints.
5. Working in partnership with other service providers, there will be new and improved infrastructure to support the increased population of Waverley, and, where needed, to mitigate the impact of major developments planned outside Waverley. Support will also be given, where necessary, to the retention of existing facilities and the provision of new facilities that provide for the leisure, recreation and cultural needs of the community.
6. The location, type and size of new housing will have taken account of local needs, demography, the size of settlements, transport and the level of services available in the towns and villages, taking account of the Waverley Settlement Hierarchy.
7. A range of sizes, types and tenures of new housing and accommodation will have been provided, taking account of the needs across the borough as identified in the Council's Strategic Housing Market Assessment (SHMA), particularly with regard to the accommodation needs of the older population that will have increased significantly. 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.

8. Waverley's economy will continue to have prospered without compromising the borough's attractive character and high quality of life. The local economy and the needs of existing and new businesses in Waverley will have been supported through the provision of high quality infrastructure and a range of employment accommodation, including homes that are affordable for key workers. Important employment assets will have been retained and, where necessary, new development will have contributed to the diverse stock of employment premises. The emphasis will be on sustainable economic development, of the right type and in the right place to meet employment needs both within the towns and in the rural areas.
9. The vitality and viability of the main centres of Farnham, Godalming, Haslemere and Cranleigh will have been safeguarded in a way that takes account of their distinctive roles. 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 shops that meet local needs will have been supported.
10. The rich heritage of historic buildings, features and archaeology in Waverley will have been conserved and enhanced. The attractive landscape of Waverley, which contributes to its distinctive character and includes the Surrey Hills Area of Outstanding Natural Beauty, will also have been protected and where possible enhanced.
11. New building will have contributed to the creation of sustainable communities, which are safe, attractive and inclusive and where the high quality 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.
12. The rich biodiversity of Waverley will have been preserved and where possible enhanced. Particular regard will be had to Special Protection Areas (SPAs) and Special Areas of Conservation. Where new development could potentially have had an adverse effect on biodiversity, measures will have been taken to ensure that the impact is either avoided or mitigated.
13. Waverley will have become more sustainable through measures to combat the effects of climate change and secure reductions in greenhouse gas emissions. This will have been achieved by locating most new buildings in areas that reduce the need to travel and ensuring that through their design and construction, new buildings produce lower carbon emissions.
14. Measures will have been taken to adapt to the effects of climate change, which will include steps to minimise the risk of flooding and reduce demand for water and support the adaptation of buildings to cope with extremes of heat and cold in an energy efficient manner.

4. The Local Plan Objectives

4.1 The aim of the Local Plan is to address the identified issues and deliver the Spatial Vision for Waverley by 2032. In order to achieve this, a number of key objectives have been identified.

1. To contribute to the achievement of sustainable development, having regard to the guiding principles in securing the future: delivering UK sustainable development strategy.
2. To support the delivery of at least 9,861 additional homes in Waverley in the period 2013 to 2032 (an average of 519 homes a year). To contribute to the delivery of sustainable communities by directing most new development to the main settlements of Farnham, Godalming, Haslemere and Cranleigh, where there is the best available access to jobs, services and other facilities. This will include some new development on greenfield land on the edge of these settlements.
3. To support the provision of new development in and on the edge of villages where it meets identified local needs or helps to sustain local facilities and to support the sustainable growth and expansion of rural businesses.
4. To support the development of suitable brownfield land, including a new settlement at the Dunsfold Aerodrome site, subject to appropriate infrastructure and mitigation.
5. To ensure that cross boundary impacts arising from major development or infrastructure provision in Waverley or adjoining local authority areas are considered.
6. To support measures that promote sustainable transport, including improvements to public transport and improved facilities for pedestrians and cyclists.
7. To maintain and protect all those areas of the Green Belt that fulfil the purposes of the designation.
8. To protect the countryside for its intrinsic character and beauty and as a recreational asset, including its visitor facilities and, where appropriate, promote its continued recreational use.
9. To provide appropriate protection to the hierarchy of national and local landscape designations in Waverley, including the Surrey Hills Area of Outstanding Natural Beauty. To deliver a balance of housing and employment growth that takes account of both the need for additional housing and the need to maintain Waverley's economic prosperity.
10. To ensure that adequate provision is made for new or improved social, physical and green infrastructure to meet the needs of the increased population and additional demands arising from employment related development.
11. To deliver an increase in the overall stock of affordable housing and to ensure that as far as possible the type and tenure of affordable housing

meet the local needs identified in the Strategic Housing Market Assessment where it is viable to do so.

12. To support the delivery of a range of sizes and types of new homes and accommodation, including homes and accommodation to meet the needs of specific groups of the population, including older people and first time buyers.
13. To safeguard existing employment accommodation and support the delivery of new and improved commercial premises, both within the main settlements and in rural areas, in order to meet the needs of a range of businesses in Waverley; in particular to accommodate the projected growth in B1a/b (Offices/Research and Development) uses and the specific needs of small to medium enterprises (SMEs).
14. To support the vitality and viability of the centres of Farnham, Godalming, Haslemere and Cranleigh, taking account of the differences between each of the centres and the different roles that they play.
15. To meet the leisure, recreation and cultural needs of the community.
16. To safeguard and enhance the rich historic heritage and the diverse and attractive landscapes and townscapes in Waverley, and to ensure that new development takes proper account of the character and distinctiveness of the area in which it is located.
17. To ensure that the design, form and location of new developments contribute to the creation of sustainable communities that are attractive, safe and inclusive.
18. To protect and enhance Waverley's biodiversity, including its wildlife species and their habitats, both on designated sites such as the Thames Basin Heaths and Wealden Heaths (Phases 1 and 2) Special Protection Areas, and on undesignated sites.
19. To reduce the emissions that contribute to climate change and minimise the risks resulting from the impact of climate change.
20. To ensure that new development is located and designed to manage and reduce its risk from flooding.

5. Spatial Strategy

Introduction

- 5.1 To deliver the Borough's vision and objectives, a clear Spatial Strategy is needed. There will continue to be pressures to build in Waverley and a positive approach is proposed to accommodate the new homes, shops and services, businesses and infrastructure required. A balance is needed 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. 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 the new homes that are needed in Waverley (including increasing the supply of affordable homes) and to protect the environment.
- 5.2 The aspirations, preferences and priorities of the local community have been considered alongside ensuring the Spatial Strategy is consistent with national planning policy. The Government places an emphasis on local people determining the shape of their area and has abolished the South East Plan along with its 'top-down' targets for new housing. The Local Plan has been prepared reflecting local people's aspirations and decisions on issues like climate change, economic development and housing, whilst meeting objectively assessed needs where it is reasonable to do so and maintaining consistency with achieving sustainable development.
- 5.3 The Spatial Strategy provides the overall framework for the quantity of development that should be planned for, and where this development is directed, linked to the roles of the towns and villages in Waverley.
- 5.4 The consequences of growth in and around Waverley are driving the need for new homes. The number of homes planned for and their location are dealt with in Chapter 6 (The Amount and Location of Housing). The Spatial Strategy is about more than just new housing. Other key chapters in this Local Plan deal with matters such as the delivery of affordable housing; new employment development and the approach to development in town centres.
- 5.5 A considerable amount of evidence has been gathered in preparing this Local Plan and much of this has been relevant to the development of the overall Spatial Strategy. Key supporting evidence includes the Green Belt Review, the Settlement Hierarchy, the assessments of housing, employment and retail needs, the Land Availability Assessment and the various transport assessments.

South East Plan 2009

- 5.6 The South East Plan has been formally revoked except for two policies, including Policy NRM6 which relates to new residential development close to the Thames Basin Heaths Special Protection Area (SPA). This policy seeks to ensure that new residential development which is likely to have a significant

effect on the ecological integrity of this SPA has adequate measures put in place to avoid or mitigate any potential adverse effects. It states that priority should be given to directing development to those areas where potential adverse effects can be avoided without the need for mitigation measures and sets out a number of principles where mitigation is required. More details on the Council's approach to protecting the Thames Basin Heaths SPA is set out in Chapter 16: Natural Environment.

National Policy Context

- 5.7 The National Planning Policy Framework (NPPF) provides the context for decisions about where new development should go. It is underpinned by the presumption in favour of sustainable development.
- 5.8 The Government expects that a 'model policy' be included in local plans which reiterates national guidance. This policy is set out below and will be applied taking account of policies contained within this Plan, the saved policies from the Waverley Borough Local Plan 2002 and policies that will be contained within Local Plan Part 2 and any other relevant development plan documents, supplementary planning documents or other material considerations. This will involve assessing development proposals in the context of the three strands of sustainable development: economic, social and environmental. Proposals that are consistent with the policies in this Plan will be approved without delay unless material considerations indicate otherwise.
- 5.9 The Council will take a positive approach when determining planning applications and will work closely and proactively with developers at pre-application stage to ensure that proposals for sustainable development have the best prospect of being approved.

Policy SP1: Presumption in Favour of Sustainable Development

When considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF). It will always work proactively with applicants to find solutions so proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application, or relevant policies are out of date at the time of making the decision, then the Council will grant permission unless material considerations indicate otherwise, taking into account whether,

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or

- Specific policies in that Framework indicate that development should be restricted.

The Waverley Settlement Hierarchy

5.10 The various settlements in Waverley have differing levels of services and public transport access. This is reflected in the Waverley Settlement Hierarchy, which assists in identifying the most sustainable locations for development in Waverley. In the settlement hierarchy, there are five categories of settlement. The highest order settlements are known as 'Communities with Key Services'. These include Farnham (including Badshot Lea), Godalming, Haslemere and Cranleigh. Below these are 'Communities with local services'. This includes 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). In determining the amount of housing proposed at each settlement, account has been taken of the Settlement Hierarchy.

Cross Boundary Issues

- 5.11 An important part of the Borough's cross-boundary working has been to consider the potential impact of development proposed in surrounding districts and how this might affect Waverley as well as considering the potential cross-boundary issues arising from growth planned in Waverley itself. Also, joint work has been undertaken to address the impact of development on the Thames Basin Heaths SPA. This has resulted in a consistent approach between the affected authorities to avoidance and mitigation measures and an agreement to secure developer contributions towards the strategic access management and monitoring of the SPA itself.
- 5.12 In relation to infrastructure, the Council has sought to put the planned growth in Waverley in the context of other developments planned outside Waverley, to understand their cumulative impact. The Council has worked closely with Surrey County Council to consider potential traffic impacts that would arise from different levels and distributions of development, taking account of developments outside of Waverley. The results of this work have informed the spatial strategy. More details can be found in Chapter 7: Sustainable Transport.
- 5.13 The Council will continue to liaise with neighbouring authorities on cross-boundary issues, including further consultation on planned levels of growth within Waverley, to ensure that there are no significant adverse effects or to ensure that arrangements will be in place to provide mitigation if needed.

The Spatial Strategy for Waverley

- 5.14 National policy on the location of development is driven by the principles of sustainable development. In an area like Waverley it is simply not possible to achieve the levels of sustainable living that can be achieved in more urban locations, where facilities are located more closely together and where the public transport network is more comprehensive. In determining the most sustainable location for development a number of factors have been considered and it has been necessary to strike a balance between economic, social and environmental considerations. For example, by seeking to make the best use of previously developed (brownfield) land whilst as far as possible seeking to locate development where there is good access to services and facilities. In developing the Spatial Strategy, account has been taken of the Green Belt Review. Further details are set out in Chapter 13: Rural Environment.
- 5.15 The first focus for new housing and other development will be within the four main settlements of Farnham, Godalming, Haslemere and Cranleigh. This 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, although each has a distinctive individual character. However, it is recognised that there is a limit to which sites within existing settlements can meet the Borough's needs for development, particularly new homes. Therefore, it will be necessary to allow some expansion of settlements through the development of suitable sites on the edges of settlements. Again, the primary focus for this expansion of settlements will be at the main settlements. The Council's strategy also seeks to protect the Green Belt within Waverley and to safeguard the Surrey Hills Area of Outstanding Natural Beauty (AONB). As a result, the scope for expansion in Godalming and Haslemere is more limited than in Farnham and Cranleigh, because Godalming and Haslemere are much more tightly constrained by these important designations.
- 5.16 The approach to development within the villages is derived from a combination of factors, namely:
- the Waverley Settlement Hierarchy;
 - the landscape and other constraints that apply; and
 - the potential availability of sites.
- 5.17 As a result, the strategy allows for moderate levels of development in and around large villages (Bramley, Chiddingfold, Elstead, Milford and Witley) subject to the Council's approach to the Green Belt, which currently washes over all of these villages. Some limited planned growth is proposed in/around the medium sized villages of Alfold, Churt, Dunsfold, Ewhurst, Frensham, Tilford, Shamley Green, Wonersh. Again, the level of development in these villages varies according to the three factors identified above. There is no planned growth in the smallest villages. It is expected, however, that small

villages¹ will continue to accommodate extremely limited small scale 'windfall' development to meet local needs only.

- 5.18 Settlement boundaries are currently identified in the 2002 Local Plan, with an associated Policy RD1. It is intended that these village boundaries will be reviewed as part of Local Plan Part 2.
- 5.19 Other factors influencing the location of development include local landscape designations, such as the Area of Great Landscape Value (AGLV). These are also addressed in Chapter 13. Similarly, the impacts of ecological designations, such as the Special Protection Areas (SPAs) are addressed in Chapter 16: Natural Environment.
- 5.20 The countryside outside the Green Belt plays an important role in defining the character of Waverley, in some cases, providing a rural buffer between settlements. The 2002 Local Plan Policy C2 seeks to protect these countryside areas that are not within the Green Belt. Subject to the release of land required to meet the needs identified in this Plan, the Council will continue to protect the countryside in accordance with paragraph 17 of the NPPF, which recognises the intrinsic character and beauty of the countryside. More details on the Council's policy for development in the countryside are set out in Chapter 13, Rural Environment.
- 5.21 There are a number of brownfield sites located in the countryside. By far, the most significant of these is Dunsfold Aerodrome. In 2009, the Secretary of State rejected an appeal relating to a proposed new settlement at the site, comprising about 2,600 homes along with shops, business premises, community and leisure facilities and schools. The appeal was dismissed on the grounds of transport impacts and prematurity. However, much has changed since 2009:
- The NPPF requires the Council to positively seek opportunities to meet the development needs of the borough and to meet objectively assessed needs unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole². The objectively assessed need for housing has been assessed in the SHMA as 519 homes per annum, far above the South East Plan target for Waverley at the time of the appeal.
 - The Government has set out as a core principle in the NPPF that brownfield land should be reused, provided that it is not of high environmental value. Although Dunsfold Aerodrome is in a relatively isolated location, there are no other large brownfield sites in Waverley that could make such a large contribution to meeting the assessed needs.
 - The NPPF states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

¹ Defined in the Settlement Hierarchy as Rural Communities with Very Limited Services.

² NPPF, para 14.

- 5.22 The Council has commissioned evidence on the likely traffic impacts of different scenarios for development, including different levels of development at Dunsfold Aerodrome. The evidence to date indicates that there is potential to provide appropriate mitigation on the highway network, although more work needs to be done on this. Development of the site is subject to these matters being resolved satisfactorily through the relevant planning applications.
- 5.23 It is considered that, subject to the necessary infrastructure being provided, including highways improvements, the benefits of redeveloping Dunsfold Aerodrome for housing and other uses outweigh other concerns, including the relatively isolated location of the site. It is therefore allocated in this Plan as a strategic site for a new settlement of up to 2,600 homes, employment and associated supporting uses. Policy guidance on this site is set out in Policy ALH1 'The Amount and Location of Housing' in Chapter 6 and in Policy SS7 in Chapter 18, which relate specifically to future development at this site and other strategic sites.
- 5.24 There are several other rural brownfield sites within and beyond the Green Belt that may be suitable for redevelopment. Some of these are or have been in employment use and are designated as such. These sites may potentially continue to meet development needs for employment, housing or both. However, not all such sites will be suitable for redevelopment for housing as the Council needs to retain a stock of good quality, fit for purpose employment land to meet employment needs. More information on this issue is given in Chapter 10. Detailed consideration of these sites, including a review of existing designations, will be undertaken as part of Local Plan Part 2.
- 5.25 The Spatial Strategy does not distribute development evenly across the Borough. A greater proportion of the development would be located in the east of Waverley than would be the case if it were to be distributed in proportion to the current population. This is due to the factors set out above, in particular the constraints that apply (such as the Green Belt and AONB) as well as the location of the Dunsfold Aerodrome site in the east of the Borough close to Cranleigh. A range of alternative spatial strategies were tested through the sustainability appraisal process and this indicated that options that distribute development more evenly, for example on land that is environmentally constrained, would perform poorly in terms of a number of objectives, for example their impacts on biodiversity and landscape. More details can be seen in the Sustainability Appraisal Report.

Policy SP2: Spatial Strategy

To maintain Waverley's character whilst ensuring that development needs are met in a sustainable manner, the Spatial Strategy to 2032 is to:

- 1. avoid major development on land of the highest amenity value, such as the Surrey Hills Area of Outstanding Natural Beauty and to safeguard the Green Belt;**

2. focus development at the four main settlements³ (Farnham, Godalming, Haslemere and Cranleigh);
3. allow moderate levels of development in larger villages (Bramley, Chiddingfold, Elstead, Milford and Witley), whilst recognising that due to Green Belt constraints, Bramley has more limited scope for development;
4. allow limited levels of development in/around other villages (Alfold, Churt, Dunsfold, Ewhurst, Frensham, Tilford, Shamley Green, Wonersh), whilst recognising that those villages not within Surrey Hills AONB or Green Belt offer more scope for growth;
5. allow only modest growth in all other villages to meet local needs;.
6. maximise opportunities for the redevelopment of suitable brownfield sites for housing, business or mixed use, including at Dunsfold Aerodrome which is identified as a new settlement. More details are given in Policy SS7;
7. allocate other strategic sites (Policies SS1, SS2, SS3, SS4, SS5, SS6, SS8 and SS9). Non-strategic sites will be identified and allocated through Local Plan Part 2 and neighbourhood plans;
8. ensure that where new infrastructure is needed, it is provided alongside new development, including funding through the Community Infrastructure Levy (CIL).

Delivery

This policy will be delivered by:

- Local Plan Part 2.
- Neighbourhood plans.
- The decisions made on planning applications and any subsequent policies and guidance that amplify the broad strategy.

³ For the purposes of this policy, the built up area of Farnham includes Badshot Lea and the built up area of Haslemere includes Beacon Hill and Hindhead.

6. The Amount and Location of Housing

Introduction

6.1 One of the key requirements of the Local Plan 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 places. The Local Plan looks forward 15 years and sets out the strategy to develop at least 9,861 new homes in the period from 2013 to 2032.

The number of new homes

6.2 The NPPF outlines that Local Plans should meet the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period. This includes -

- identifying a 5-year supply of *deliverable* sites (plus a buffer of 5-20%);
- identifying a supply of specific *developable* sites or broad locations for growth for years 6-10 and, where possible, for years 11-15.

6.3 There is also a requirement to set out a housing trajectory for the plan period showing the expected rate of delivery and a strategy for ensuring that the five-year supply will be maintained.

6.4 In setting a strategy to deliver new housing, regard has been given to the need and demand for new homes in the area, as well as considering what land is available and suitable for housing. Suitability in Waverley's case, has meant considering constraints such as Green Belt; landscape designations; biodiversity considerations, including the various international, national and local designations affecting the Borough; and the fact that Waverley is a largely rural borough with limitations on access to services and public transport.

6.5 In terms of the need for affordable housing and the broader demand for market housing, key evidence includes the West Surrey Strategic Housing Market Assessment (SHMA) September 2015, which was jointly commissioned by Waverley, Guildford and Woking Borough Councils and local evidence derived from the Council's housing needs register.

6.6 The SHMA indicates that the objectively assessed need for housing in Waverley is 519 dwellings per annum for the period 2013 to 2033.

6.7 The assessment of need is only the first stage in developing a local plan. The next stage is to establish realistic assumptions about the availability, suitability and viability of land to meet the identified need, taking account of any constraints that could affect the Council's ability to meet this need in full.

- 6.8 In terms of land availability, the principal source of evidence is the Land Availability Assessment (LAA), which the Council updates on a regular basis. The latest has a base date of April 2016 and details the various sources of supply that are expected to contribute to the delivery of the required housing.
- 6.9 Having taken account of the above factors, the spatial strategy seeks to meet the objectively assessed need for housing in full, despite the constraints set out in paragraph 6.4.
- 6.10 The housing target in this plan is to deliver at least **9,861** new homes between 2013 and 2032.
- 6.11 A housing trajectory has been produced to illustrate the expected rate of housing delivery for the whole plan period to 2032 (see Appendix C). This shows how much new housing is anticipated to be delivered and by when, based on current data. This shows that by the end of the plan period, the full identified objectively assessed need of 9,861 homes (519 homes per year) will have been delivered. The trajectory also shows that, at the point when the Local Plan Part 1 is expected to be adopted (2017), there will be a five year supply of housing land. The trajectory has taken into account the information provided by site promoters, but to ensure that it is realistic, a cautious approach has been taken on when some of the larger sites will be delivered. The projected components of housing supply are summarised in the following table:

Table 6.1 – Potential Housing Land Supply (as at April 2016)

Component	Dwellings	Notes
A) Housing required 2013 - 2032 to meet objectively assessed needs	9,861	519 x 19 years
B) Homes completed 2013 to 2016	727	
C) Estimated supply from existing planning permissions (at 1 April 2016)	2,579	
D) Windfall estimate for sites of 1 – 4 dwellings	450	Equivalent to 35 dwellings a year from 2019 to 2032
E) Windfall estimate for sites of 5 or more dwellings	550	Equivalent to 92 dwellings a year from 2026 to 2032
F) New settlement at Dunsfold Aerodrome	2,600	
G) Other strategic allocations ¹	1,226	
H) Housing from suitable LAA sites, to deliver residue of 6,925 homes allocated to parishes in Policy ALH1	1,729	6,925 – 3,970 (commitments in these settlements) – 1226 (strategic allocations)
I) Total (B) to (H)	9,861	
Shortfall	0	

¹ Excluding those sites with a planning permission, in whole or part, as of 1 April 2016.

6.12 The Council's strategy for future housing delivery includes an allowance for small windfall sites (1-4 net increase) within settlements, based on past trends (excluding garden land). It is estimated that 450 dwellings will come forward on small windfall sites from 2019 to 2032. An allowance has also been made for large windfall sites within settlements in the latter part of the plan period (2026 onwards) as the LAA mainly identifies specific sites likely to come forward in the next ten years of the plan period. This could include, for example, additional housing coming forward through the redevelopment or intensification of existing employment sites. It is estimated that about 550 homes could be delivered from larger windfall sites from 2026-32 based on past trends, but this is likely to be an underestimation of the supply from large sites due to the recent changes in the planning system that allow many employment sites to be used for housing without the need for express planning permission. More details on how the windfall estimate is calculated and the justification for its inclusion can be found in the Housing Implementation Strategy.

The Location of Housing

6.13 A number of factors influence the location (and timing) of new housing such as the differing levels of services and public transport access in the various settlements and the existence of environmental and policy constraints (e.g. the Green Belt, Areas of Outstanding Natural Beauty and Special Protection Areas). The Infrastructure Delivery Plan supports the development strategy and identifies the infrastructure improvements required to support additional housing. This has involved collaboration with key providers of infrastructure and services, and working with neighbouring authorities to identify and address cross boundary issues. Whilst some improvements to infrastructure will be required, the evidence indicates that there are no fundamental issues arising from the growth planned in Waverley, such that development must be directed away from certain parts of the Borough. Further details on infrastructure are given in Chapter 8.

6.14 The following sections outline the components of the housing land supply table and how they were influenced by the above factors.

Sites within settlements

6.15 It is considered that sites with an existing unimplemented planning permission, sites within settlements identified in the Land Availability Assessment and small windfall sites will be able to deliver around 3,700 new dwellings in the plan period. A significant proportion of these could potentially be delivered between 2016 and 2021. The vast majority of these dwellings will be located within settlements, as these are the locations where planning permission is most likely to be granted.

Sites outside settlements

Greenfield releases

- 6.16 There is not enough suitable land for housing within existing settlements to meet the need for new homes in Waverley. Therefore, the Council's strategy for housing delivery includes making selected releases of greenfield land around settlements to deliver around 2,300 dwellings. Most of this will be directed to Farnham and Cranleigh. Farnham is the largest of the main settlements but is close to the Thames Basin Heaths Special Protection Area (SPA). A key element of the Thames Basin Heaths Avoidance Strategy is the provision of Suitable Alternative Natural Greenspace (SANG). Additional SANG capacity has been identified in order to deliver the new housing planned in the Farnham area. This issue is dealt with in Chapter 16.
- 6.17 There are limited opportunities to expand other main settlements of Godalming and Haslemere through greenfield development on the edges owing to the constraints of the Green Belt and the AONB. However, one area has been identified on the northern edge of Godalming near Binscombe where a small change to the Green Belt boundary would not compromise the role and purpose of the Green Belt in Waverley.
- 6.18 Haslemere is less constrained than Godalming in terms of Green Belt but is tightly bounded by the AONB and AGLV, which wrap around the settlement. No changes are proposed to the Green Belt around Haslemere.
- 6.19 The removal of Chiddingfold, Elstead, Milford and Witley from the Green Belt with some expansion to their boundaries will provide space for these villages to grow. More details on the proposed changes are given in Chapter 13. Of these villages, Milford and Witley in particular have greater potential for expansion, due to their location close to road and rail corridors. There is also scope for some limited growth around other villages (Alfold, Churt, Dunsfold, Ewhurst, Frensham, Tilford, Shamley Green, Wonersh), recognising that those villages not within Surrey Hills AONB or the Green Belt offer more scope for growth – and modest growth in the smallest villages, i.e. to meet local needs. The intention is that through Local Plan Part 2, the Council will review these settlement boundaries with the intention of resolving any anomalies, including reviewing Green Belt boundaries where necessary. Contributions from rural exception housing schemes will continue where a local need has been identified.

Rural brownfield releases

- 6.20 There will also be a contribution from suitable rural previously developed ('brownfield') sites. There are some brownfield sites in Waverley that are not adjacent to settlements, but where development for housing may be acceptable as an alternative to existing uses.
- 6.21 By far the most significant of these is Dunsfold Aerodrome. The Council considers that the site should be allocated as a new settlement in the Local Plan for up to 2,600 homes and additional supporting uses subject to infrastructure and transport issues being satisfactorily addressed. More details on the site are given in Chapter 5: Spatial Strategy and Chapter 18: Strategic Sites.

Meeting the Housing Requirement

- 6.22 Based on the above considerations, the Local Plan allocates each of the parishes with towns or villages in the top three tiers of the settlement hierarchy with a number of homes to deliver over the plan period. These allocations were derived from an assessment of the components of the housing land supply outlined above in Table 6.1, including completions from 2013 to 2016, outstanding planning permissions, sites in the LAA, both within and outside settlements, windfalls from small unidentified sites and broad locations for later in the plan period. A table that provides the basis of the parish housing allocation figures is included as Appendix D.
- 6.23 In some villages (such as Alfold, Milford and Witley), more sites were put forward for development and assessed as suitable than the number of homes considered to be appropriate and sustainable, given the level of services and facilities in the settlement. In such cases, the allocation has been capped, thus providing a choice of sites in a future neighbourhood plan or in Local Plan Part 2.
- 6.24 Strategic sites, which are defined as sites capable of delivering 100 dwellings or more, are allocated in this Plan. Smaller non strategic housing sites will be allocated in Part 2 of the Local Plan and in neighbourhood plans being produced by town and parish councils.

Policy ALH1: The Amount and Location of Housing

The Council will make provision for at least 9,861 net additional homes in the period from 2013 to 2032 (equivalent to at least 519 dwellings a year).

Each parish is allocated the following number of new homes to accommodate (including homes permitted and built since April 2013 and, in the case of the main settlements, anticipated windfall development):

Main settlements

Farnham: 2,330

Godalming: 1,240

Haslemere: 830

Cranleigh: 1,520

Dunsfold Aerodrome new settlement: up to 2,600

Large Villages

Bramley 70

Chiddingfold 100

Elstead 150

Witley (including Milford) 380

Smaller villages

Alfold² 100

Churt 10

Dunsfold 80

Ewhurst 65

Frensham 15

Tilford 15

Wonersh and Shamley Green 20

In addition, 185 dwellings are anticipated to be delivered on windfall sites in the large and smaller villages, based on past trends. 151 dwellings have been built or have an outstanding planning permission in other areas not shown above.

Delivery

This policy will be delivered by:

- Decisions on planning application
- The detailed application of the Local Plan (Parts 1 and 2)
- Neighbourhood plans.

² Not including Dunsfold Aerodrome.

7. Sustainable Transport

Introduction

- 7.1 Sustainable modes of transport in a rural Borough like Waverley are more difficult to achieve due to the number of small settlements and the dispersed nature of the population. However, contributions towards re-balancing the transport system can be made by influencing the location of development, supporting rural transport initiatives, requiring travel plans and encouraging walking, cycling, car sharing and the use of public transport.
- 7.2 The Strategic Road Network in Waverley consists of the A3, which runs through the centre of the Borough, linking Guildford, the M25 and London to the north and Portsmouth to the south. The train lines operating in the Borough are the London Waterloo-Portsmouth Harbour line serving Farncombe, Godalming, Milford, Witley and Haslemere, and the London Waterloo-Alton line serving Farnham.
- 7.3 Between October 2014 and February 2015, Surrey County Council undertook public consultation as part of its review of local transport services. To make the required savings needed from the review, a number of changes to local bus services have been proposed, but none affects Waverley.

Policy Context

- 7.4 The National Planning Policy Framework (NPPF) sets out the principle that Local Plans should support development which facilitates, where possible, the use of sustainable modes of transport. In addition, local authorities are expected to work with neighbouring authorities and key stakeholders to develop strategies for the provision of viable infrastructure necessary to support sustainable development.
- 7.5 Paragraph 34 of the NPPF states that “Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised”. However, it is also recognised (para 29) that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas.
- 7.6 National Planning Practice Guidance (NPPG) highlights the importance for Local Planning authorities of an assessment of the transport implications when preparing Local Plans. A robust evidence base should identify the opportunities for encouraging a shift to more sustainable transport usage, where reasonable to do so and highlight the infrastructure requirements for inclusion in infrastructure spending plans linked to the Community Infrastructure Levy, Section 106 planning obligations and other funding sources.
- 7.7 The Local Transport Plan (LTP) covering Waverley is the Surrey Transport Plan (2011-2026). This seeks to help people to meet their transport and travel

needs effectively, reliably, safely and sustainably within Surrey; in order to promote economic vibrancy, protect and enhance the environment and improve the quality of life. The Council will work with Surrey County Council to ensure that the Borough's needs are reflected in future LTPs. 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.

- 7.8 In October 2013, the Council published its Parking Guidelines for residential and non-residential development. The document also includes guidance for cycle parking, disabled parking and school parking requirements. It is based on the 2012 Surrey County Council Parking Guidelines, amended to reflect local circumstances. Through Part 2 of the Local Plan (Non-Strategic Sites and Allocations), the Council will provide for a level of accessibility that is consistent with the overall balance of the local transport system, including the availability of public transport.
- 7.9 Improvements 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 in the Waverley Cycling Plan Supplementary Planning Document (SPD) which was adopted in April 2005 and the proposed list of routes is being updated. The County Council's Rights of Way Improvements Plan was revised in 2014 and forms part of the Local Transport Plan. The potential for improvement projects that could utilise public rights of way (PRoW) within Waverley is considerable. The aim is to encourage as many users onto the PRoW network, whether for recreation or communication purposes. The County Council's Countryside Access team will continue to identify schemes that will be of a benefit to the users to reflect the aims laid down in the Rights of Way Improvement plan.
- 7.10 Measures to manage traffic growth, tackle local congestion hotspots and improve travel options and accessibility will be addressed through the Surrey Transport Plan (LTP3) and where appropriate will be reflected in the Local Plan Part 2: Non-strategic Policies and Sites.

Delivering Sustainable Transport

- 7.11 In Waverley, 31% of the population live outside the main built-up areas in rural villages and the countryside¹. With some exceptions, households in these rural areas have above average levels of car ownership. Indeed, the car will continue to provide the primary mode of travel in these areas. The Council will encourage travel choice in the rural areas through initiatives such as demand responsive bus services, although it is accepted that there is unlikely to be a single model for delivering the flexible and responsive transport services required to meet the diverse needs of the rural areas. The Council will support the provision of high-speed broadband as a driver in reducing the need to travel by encouraging working from home.

¹ Surrey Rural Strategy 2010-2015 and The Rural South East: An Evidence Base compiled from ONS 2006 and DEFRA 2005

Transport Assessments

- 7.12 In 2014, Surrey County Council undertook a Strategic Transport Assessment ('STA') for Waverley. Using its own integrated transport model ('SINTRAM'), the study analysed the traffic impacts of potential development sites identified in the spatial strategy.
- 7.13 A number of links and junctions within the Borough were defined as 'hotspots' where considerable delays were expected to occur and which may require mitigation to reduce the impact of development in the area. The location of such 'hotspots' varied according to the development scenario in question, although the majority of traffic impacts were projected to occur on links and junctions located close to the development sites in that scenario.
- 7.14 The areas of the Borough identified in the study with the most 'hotspots' (junctions or links) were those associated with the A281 (due the effect of the proposed development of Dunsfold Aerodrome) and most of the major routes in and around Farnham. In order to assess the impacts on these areas in more detail, the Council commissioned independent consultants Mott MacDonald to undertake a **Local Transport Assessment** (LTA). Following the identification of the LTA's methodology and a review of the documents (Stage 1), three further stages were undertaken.
- 7.15 **Stage 2** assessed the impact of scenarios for growth on the A281 corridor, including the impacts of different levels of development at Dunsfold Aerodrome.
- 7.16 **Stage 3** used the Farnham Traffic Model developed by Surrey County Council (SCC). The impact of additional housing for Farnham was considered for two development scenarios (from the 2014 SCC STA), based on predicted increases in traffic demand from the traffic model. The work then also considered potential mitigation measures to address the predicted future congestion issues and assessed their impact.
- 7.17 **Stage 4** assessed the wider transport sustainability of alternative scenarios for the distribution of new homes across the Borough.
- 7.18 Surrey County Council's 2016 **Strategic Highway Assessment** (SHA) was undertaken to support the preparation of both Waverley and Guildford's Local Plans. Its main objectives were to –
- calculate the number and distribution of vehicle trips based on the quantum and locations of additional commercial and residential development in various growth scenarios from the data provided by Waverley Borough Council;
 - forecast the traffic impacts of various development scenarios;
 - act as a starting point for identifying the locations that may require further investigation regarding traffic impacts; and
 - report the main traffic issues.

- 7.19 The outcomes and conclusions from both the LTA and the SHA have informed the development of the Plan's spatial strategy and policies for the scale and distribution of growth. They have also been key factors in the identification of the upgraded or new transport infrastructure needed to support the levels of growth set out in the Plan. To date, and subject to mitigation, the studies have not identified any insurmountable constraints on the capacity of the highway network to accommodate the proposed level of growth. However, it is recognised that further work will be required on identifying appropriate and deliverable mitigation measures. This will include addressing matters of road safety and air quality as well as traffic congestion and delays.
- 7.20 Another transport issue that has informed the preparation of the plan is the A3 trunk road and the future plans for its improvement. Whilst Highways England (HE) has not identified any particular areas of concern regarding the road Waverley, in its response to the 2014 consultation on housing scenarios it requested further information on the potential impact of development-related traffic on that section of the A3 through Guildford. This applied for development planned in Waverley and within Guildford Borough itself. This concern was a key factor in the decision by both Borough Councils to commission jointly the 2016 SHA to facilitate further discussion with HE.
- 7.21 In the Government's Road Investment Strategy (RIS) for the period 2015/16 – 2019/20, one of the schemes identified as being developed for the next five-year Road Period is the improvement of that section of the A3 in Guildford from the A320 to the Hog's Back (A31 junction) with associated safety improvements. Both the Waverley and Guildford Local Plans have been progressed on the understanding that improvements will be made to the A3 within the next RIS period for 2020-2025.
- 7.22 Travel planning can play an important role in promoting sustainable transport alternatives. Surrey County Council has published good practice guidance on the thresholds for and preparation of Travel Plans.
- 7.23 Car parks at the main railway stations in Waverley are well used and proposals to increase their capacity in conjunction with improvements to access by bus, cycle and walking will be encouraged. In that respect, a scheme for greater accessibility, including passenger lifts, at Godalming is under construction (March 2016) and proposals by Network Rail for decked car parks at Farnham and Haslemere are well advanced.
- 7.24 Where appropriate and justified against the provisions of CIL Regulation 122, contributions will continue to be sought from new development to produce improvements to the transport network.
- 7.25 The Council will, in conjunction with Surrey County Council, seek to improve the existing network of pedestrian and cycle routes through Part 2 of the Local Plan and where opportunities arise through development proposals.
- 7.26 New development that generates a high number of trips will be directed towards previously developed land in sustainable locations or will be required

to demonstrate that it can be made sustainable to reduce the need to travel and promote travel by sustainable modes of transport. All new development should be appropriately located in relation to public transport and the highway network.

- 7.27 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 Local Transport Plan (LTP3). A list of adopted and proposed schemes to support the Local Plan is included in the Infrastructure Delivery Plan.

Policy ST1: Sustainable Transport

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

1. are located where it is accessible by forms of travel other than the private car;
2. make the necessary contributions 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, users of public transport, car sharers and users of low and ultra low emission vehicles;
3. include measures to encourage non-car use such as on-site cycle parking;
4. ensure development proposals are consistent with, and contribute to the implementation of the Surrey Local Transport Plan;
5. require the submission of Transport Assessments and Travel Plans and other appropriate measures in new developments that generate significant traffic volumes or have significant impact on the Strategic Road Network;
6. contribute to transport infrastructure improvements, where appropriate and viable;
7. are consistent with the objectives and actions within the Air Quality Action Plan;
8. encourage the provision of new and improved footpaths, bridleways and cycleways, provided there would be no significant effect on SPAs and other areas of importance for nature conservation (Policies NE1 and NE3);
9. make appropriate provision for car parking, having regard to the type of development and its location, in accordance with local standards.

- 7.28 In respect of criterion 5, a Transport Assessment will be required to demonstrate –
- safe and suitable access can be achieved for all people;
 - opportunities for sustainable transport modes have been taken up; and

- the highway/transport infrastructure improvements required to mitigate significant impacts of the development.
- 7.29 With regard to criterion 7, the Council's Air Quality Action Plan is produced as part of its duty under the Environment Act 1995. It outlines the work that the Council and a range of partners are undertaking to reduce the air quality problems identified in the designated Air Quality Management Areas (AQMAs) and to meet the Government objective for NO₂. The major cause of the elevated NO₂ levels is road traffic emissions and the actions in the plan concentrate on tackling emissions from this source.
- 7.30 Two AQMAs are currently monitored at The Borough, Farnham and at Ockford Road/Flambard Way, Godalming. The findings are submitted to the Government (DEFRA) as annual updates to the Action Plan and are available on the Council's website.²

Delivery

The policy will be delivered through:

- The Local Transport Plan (LTP3) which will identify the transport initiatives to be implemented to achieve the visions and objectives of the LTP and Local Plan.
- 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 permissions.

² www.waverley.gov.uk/downloads/file/4945/Updating_and_screening_assessment_2015

8. Infrastructure and Community Services

- 8.1 The development proposals of the Local Plan, and in particular that part of the strategy that delivers the housing target, will increase the pressure on existing infrastructure and services. Where development is proposed, and especially where services are already under pressure, the Plan needs to demonstrate how the social, economic and environmental infrastructure to meet Borough-wide and local needs will be provided.
- 8.2 Community facilities include services such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship¹. These will need to adapt to serve the changing needs of a growing and ageing population in Waverley.
- 8.3 For the purposes of this document, infrastructure comprises:
- **Transport:** road network, bus, cycling and walking infrastructure, rail, parking
 - **Education:** primary and secondary education, further and higher education, nursery schools and other early years provision
 - **Health:** acute care and general hospitals, health centres/primary care trusts, ambulance services and social care
 - **Social and community:** supported accommodation, social and community facilities, sports centres, open spaces, parks and play space
 - **Public services:** waste management and disposal, libraries, cemeteries, emergency services (police, fire, ambulance), places of worship, prisons, drug treatment centres
 - **Utility services:** gas supply, electricity supply, heat supply, water supply, waste water treatment, telecommunications infrastructure
 - **Water resources and water quality**
 - **Flood risk management**
 - **Suitable Alternative Natural Greenspace (SANG)** in accordance with the Thames Basin Heaths Special Protection Area Avoidance Strategy
 - **Green infrastructure:** parks and gardens, natural and semi-natural urban greenspaces, green corridors, outdoor sports facilities, amenity greenspace, provision for children and young people, allotments, cemeteries and churchyards, accessible countryside in urban fringe areas, river and canal corridors, green roofs and walls.
- 8.4 It is important for the Council to work in partnership with infrastructure and service providers to deliver new development that is supported by the necessary infrastructure. Whilst this applies particularly to larger scale

¹ NPPF, para 70

proposals, small scale developments can have a cumulative effect on infrastructure that is not always matched by improvements in local infrastructure services. In order to address this issue, the Council negotiates with developers on the specific infrastructure needs of individual sites through 'Section 106' and 'Section 278' planning obligations.

- 8.5 Since April 2015, under the Community Infrastructure Levy (CIL) Regulations, the need for infrastructure improvements arising from proposed developments are currently assessed on a case-by-case basis in consultation with the respective infrastructure providers. In that respect, the planning obligation to deliver that infrastructure must be –
- necessary to make the development acceptable in planning terms;
 - directly related to the development; and
 - fairly and reasonably related in scale and kind to the development.²
- 8.6 Under CIL Regulation 123, the Council cannot pool more than five S106 obligations together (dating back to April 2010) to pay for a single infrastructure project or type of infrastructure. This method of securing infrastructure improvements will remain in operation until the Council adopts its CIL Charging Schedule which is currently in preparation. The Charging Schedule is expected to be adopted in 2017.
- 8.7 The Charging Schedule will be accompanied by a list of infrastructure projects that the Council intends to fund via the CIL (the "Regulation 123 list"). This will be able to direct CIL funds to meet the cumulative or in-combination infrastructure needs of approved developments. Where appropriate, such funds could assist in providing 'up front' infrastructure prior to the commencement of the development.
- 8.8 Given the Council's legal obligations under European Directive, a specified proportion of the CIL charge may need to be set aside ('top-sliced') to provide Suitable Alternative Natural Greenspace (SANG) to mitigate the impact of new development on the habitats of the Thames Basin Heaths Special Protection Area (SPA) and (where appropriate) the Wealden Heaths SPA as they relate to Waverley (see also Chapter 16).

Infrastructure Delivery Plan

- 8.9 In order to understand levels of existing infrastructure, the Council has consulted and liaised with infrastructure providers who have assessed the impact of the scale and distribution of new housing on the delivery of their services, in terms of both existing service capacity and the need for upgraded facilities to meet identified future needs.
- 8.10 Sustainable development aims to support strong, vibrant and healthy communities with accessible local services that reflect the community's needs and support its well-being³. To achieve this, the right community facilities and

² CIL regulation 122(2)

³ NPPF para 7

other local services must be planned to enhance the sustainability of communities and meet local needs⁴. The Local Plan is supported by an Infrastructure Delivery Plan ('IDP') which identifies the physical, social and green infrastructure needed to enable the amount of development proposed for the area. This also identifies gaps, cross boundary issues, existing commitments and the need for new provision. It identifies who will provide the key infrastructure projects, when and how they will be funded.

- 8.11 The IDP is a living document which is continually reviewed and updated to take account of changes in project phasing and funding throughout the plan period. Where development depends upon key infrastructure projects, its delivery will need to be phased to coincide with the increase in infrastructure capacity. It includes a number of infrastructure projects that are considered critical to the delivery of a 'sound' Local Plan, and in particular to providing a five year supply of housing in the early part of the plan period.
- 8.12 Chapter 18 of the plan contains policies for strategic housing and employment sites which include specific infrastructure requirements for each site. These include the proposed development of 2,600 homes and other uses at Dunsfold Aerodrome. Policy SS7 requires the development to provide a range of infrastructure services including a district/local centre incorporating education, health and community facilities, open space, leisure facilities, public art, highway improvements, sustainable transport measures and the reinforcement/upgrading of utility infrastructure.
- 8.13 The provision of infrastructure services in Waverley do not line up with the Borough's administrative boundary. Under Duty to Co-operate⁵ in its consultation and liaison work with adjoining authorities and infrastructure providers, the Council has assessed cross-boundary issues. Particularly important in that respect are the impacts of proposed 'eco-town' at Whitehill-Bordon and the Aldershot Urban Extension on Waverley's transport infrastructure in the Farnham area. Contributions towards some junction improvements have been identified. It has also been necessary to assess the impact of planned growth within Waverley on infrastructure and other services outside the Borough.
- 8.14 The IDP also contains a wide range of smaller-scale infrastructure projects around the Borough. These are principally concentrated in Farnham, Godalming, Haslemere and Cranleigh.
- 8.15 Along with physical and social infrastructure, green infrastructure ('GI') plays a key part in place-shaping. GI is a network of multi functional open spaces, managed and designed to support biodiversity and wider quality of life issues. It can also play a role in climate change adaptation by helping to reduce the likelihood and severity of flooding, reduce heat levels in urban areas and create corridors for the migration of species. The provision of improved recreational facilities supports the drive for healthier lifestyles and

⁴ NPPF para 70

⁵ NPPF para. 182

benefits the quality of life for many people As well as protecting existing assets, the Plan will need to provide for new GI, both within and via new developments, and, where appropriate, across Borough boundaries, e.g. in the South Downs National Park.

- 8.16 With regard to water resources, water quality and flood risk, the Environment Agency is preparing some Water Cycle Study (WCS) guidance. Such studies can be used to ensure that the proposed growth can be delivered within environmental limits and that the required infrastructure can be delivered in a timely manner. The Council will continue to gather and assess evidence on these issues as part of its Infrastructure Delivery Plan, and will consider whether further information is required, particularly in deciding relevant planning applications.
- 8.17 The provision of adequate infrastructure is essential to investment and sustained economic growth in the Borough. However, the lack of, or identified current deficiencies in, infrastructure is not, in itself, a constraint to development. Providers such as utility companies (water, gas, electricity) have a statutory duty to serve new development. In that respect, they are committed to ensuring the appropriate infrastructure is provided in the right place at the right time in collaboration with developers and the Local Planning authority. The Local Plan informs their investment planning that, in turn, provides the assurances that proposed development can be delivered.
- 8.18 New and improved infrastructure will be provided in parallel with development, facilitated by planning policies and planning conditions that co-ordinate the timing of development with the provision of infrastructure. Where there is a need for specific infrastructure to make a development acceptable, this will be secured through a dedicated S106 planning obligation (see also 8.4 above). Where infrastructure improvements considered essential to the delivery of the plan's strategy cannot be delivered within their planned timescales, the Council will consider what remedial actions may be required (see para 19.3).

Policy ICS1: Infrastructure and Community Facilities

- 1. Infrastructure considered necessary to support new development must be provided either on- or off-site or by the payment of financial contributions through planning obligations and/or the Community Infrastructure Levy.**
- 2. On adoption of the Community Infrastructure Levy, the provision of SANG will be prioritised as items of essential infrastructure to avoid the adverse impacts of development on the Thames Basin Heaths SPA and, where appropriate, the Wealden Heaths SPA. If funding of these measures is not secured, development will be refused.**
- 3. The Council will resist the loss of key services and facilities unless an appropriate alternative is provided or, evidence presented demonstrating that the facility is no longer required and that suitable alternative uses have been considered. A developer must provide**

evidence that they have consulted with an appropriate range of service providers and the community, where relevant.

4. The Council will support the development of new services and facilities where required and may safeguard land for infrastructure if identified through the Infrastructure Delivery Plan. Where appropriate, proposals for new infrastructure should maximise the dual use of facilities, e.g. the extended use of school sites for wider community benefit.
5. The Council will work with its partners to ensure the facilities and infrastructure set out in the Infrastructure Delivery Plan are provided in a timely and sustainable manner to support the development identified in the Local Plan. Where the delivery of development depends upon key infrastructure provision such as improvements to the road network, development will be phased to ensure the timely delivery of the infrastructure necessary to serve it.

Delivery

The Policy will be delivered by:

- The Infrastructure Delivery Plan, reviewed and updated as necessary.
- Working with partners to identify issues and co-ordinate the delivery of infrastructure, including cross-boundary services, 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 in Part 2 of the Local Plan: Non-strategic Policies and Sites.
- Securing the necessary provision of infrastructure from contributions considered necessary to mitigate the impact of new development.
- The Council's 'Regulation 123' list of infrastructure projects associated with the adoption of the Community Infrastructure Levy Charging Schedule.

9. Affordable Housing and Other Housing Needs

Affordable Housing Need in Waverley

Introduction

- 9.1 Waverley is an expensive and sought after place to live. The average price of a house is £481,135, which is significantly higher than the regional average of £309,916.¹ Waverley has a significant need for more affordable housing. There are currently over 1,500 households on the Council's Housing Needs Register in housing need.² Of these, about 1,200 households are considered to be in housing need with a local connection (i.e. the households in the highest priority bands A to C in accordance with the Council's allocation scheme). Of these, 300 are already in social housing but seeking to move to different accommodation.

Policy Context

- 9.2 Delivering more affordable homes has been identified as a key factor supporting community wellbeing, which is one of the priorities in the Waverley Borough Council Corporate Plan 2016-2019 and an objective for this Local Plan. Affordable Housing is defined in the NPPF as social rented, affordable rented and intermediate housing provided to eligible households whose needs are not met by the market.³ The Government is introducing a requirement for Starter Homes in the Housing and Planning Act and has consulted on changes to the definition of affordable housing to include a wider range of low cost homes, including Starter Homes⁴. They have also consulted on a proposal that on all sites of over ten units (or 0.5 ha), 20% of all homes should be starter homes⁵. Therefore, if these changes are implemented, they will need to be reflected in the Local Plan.
- 9.3 The NPPF supports the provision of affordable housing to help deliver a wide choice of high quality homes, the widening of opportunities for home ownership and the creation of sustainable, inclusive and mixed communities. This need should be met on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities.⁶ However, plans should be deliverable. To ensure viability, the cost of any requirement or local standards such as affordable housing when taking into account the normal cost of development and mitigation, must provide competitive returns to a willing landowner and willing developer to enable the development to be deliverable. The cumulative impact

¹ Mean house prices from West Surrey SHMA 2015 - analysis of Land Registry Price paid data

² Waverley Housing Needs Register (as at 1 April 2016).

³ As defined in Annex 2 of the National Planning Policy Framework, 2012.

⁴ Consultation on proposed changes to national planning policy, DCLG, December 2015

⁵ Starter Homes Regulations Technical Consultation, DCLG, March 2016

⁶ National Planning Policy Framework 2012; paragraph 50

of local standards and policies should not put implementation of the Plan at risk.⁷

- 9.4 The Enterprise M3 Local Economic Partnership (EM3 LEP) Growth Deal⁸ sets out the LEP's aim to accelerate the delivery of housing to support economic growth due to the importance of housing to support labour mobility and recruitment. It recognises that the EM3 area contains some of the least affordable areas in the country and the lack of affordable housing means that people increasingly commute into the area which causes congestion on the area's roads. One of the key objectives in the Council's Economic Strategy 2015 – 2020⁹ is to provide affordable housing for key workers. This is because Waverley's prosperity relies on the delivery of high quality key services such as health, education, care and security. However the pay that is offered in these services is not enough to be able to afford to live in the Borough because house prices are so high. This has resulted in a high proportion of residents commuting from outside of the Borough to do these jobs. The Surrey Rural Strategy 2015-2020 has a vision for affordable rural housing in Surrey's rural communities that enables people to live near to family and rural employment opportunities.¹⁰
- 9.5 The West Surrey SHMA 2015 demonstrates that there is a need for 314 affordable homes a year in Waverley between 2013 to 2033 using the Basic Needs Assessment Model in accordance with DCLG Practice Guidance. This is approximately 64% of the overall housing needed each year for the Borough to meet the demographic projection.

The amount of housing required to meet affordable housing needs

- 9.6 The evidence on housing need therefore supports maximising the delivery of affordable homes and the Council remains committed to increasing opportunities for all Waverley residents to have access to housing that they can afford. However, the Council considers that it is not appropriate to set a local plan target for new housing to ensure that the 314 new affordable homes needed a year are delivered. There are a number of reasons for this which are set out in the West Surrey SHMA.
- 9.7 The West Surrey SHMA calculates that if Waverley were to theoretically meet a figure of 314 new affordable dwellings a year, then overall 897 new homes a year would be required in Waverley (based on a theoretical policy requirement of 35% of new homes on all housing developments to be affordable). This would not be realistic as it would result in delivery rates higher than anywhere across England (over a sustained period) over the last 15 years, or over the pre-recession decade.
- 9.8 There are also other ways of delivering new affordable housing besides through new build development on market led schemes. This highlights that

⁷ National Planning Policy Framework 2012; paragraph 173 -174

⁸ EM3 LEP -Working for a Smarter Future – The Growth Deal for the Enterprise M3 Area March 2014

⁹ Waverley Economic Strategy 2015 - 2020

¹⁰ Surrey Rural Strategy 2015-2020, Surrey County Council

affordable housing need can be influenced by changes in the ownership of housing stock. In addition to updating planning policies, the Council is working to deliver a programme of new build affordable housing on council-owned land¹¹ which includes exploring the redevelopment of low-demand Council stock and schemes that are no longer fit-for-purpose. 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 will continue to work with rural communities to deliver affordable housing for local people on rural exceptions sites.

- 9.9 The SHMA also points out that one can not strictly compare the figure of affordable housing need with the demographic need figure because they are calculated in different ways. First, the SHMA points out that the Basic Needs Assessment (BNA) model includes supply-side factors. The net need figures derived are influenced by the current stock of affordable housing and turnover of this, together with pipeline supply. Funding mechanisms for affordable housing have influenced past delivery, which in turn influence current need. This is why the figures in the Basic Needs Assessment Model are relatively substantive. The projected supply of affordable housing would be greater (and the identified affordable housing need would be lower) if greater public resources had been devoted to delivering affordable housing and more had been built over the last decade, or no properties lost through right-to-buy sales.
- 9.10 Secondly, and more critically, the SHMA states that the BNA model includes needs arising from both new households and existing households. These figures therefore include needs arising from households who will require a different form of homes, but who, by moving to another property, would release an existing property for another household and therefore do not generate a need for more dwellings overall. These households include those who are overcrowded; those coming to an end of a tenancy; those living in unsuitable housing; and those who cannot afford to remain in their current home. Therefore, in considering the overall need for housing, only those who are concealed or homeless would potentially need additional housing. The SHMA estimates the overall need from concealed and homeless households in Waverley at 14 new dwellings a year. Therefore, there is justification in considering an adjustment to the overall amount of housing needed to address the needs of these households.

Affordable housing on development sites

- 9.11 In addition to the evidence on affordable housing need in the SHMA, there are several matters that the Council must take into account in determining the level of affordable homes required on market-led housing sites.
- 9.12 First, Government policy¹² is that affordable housing should not be sought on schemes of 10 dwellings or fewer and which have a maximum combined

¹¹ Waverley Affordable Housing Delivery Plan 2012-17

¹² Ministerial Statement 28th November 2014 and the NPPG

gross floorspace of 1,000 sq m. For rural areas (designated as such under Section 157 of the Housing Act 1985 and which includes Areas of Outstanding Natural Beauty), local planning authorities may choose to apply a lower threshold of five units or fewer.

- 9.13 Secondly, as mentioned above, the NPPF requires that all policies must be assessed to ensure that development is deliverable. Therefore, the Waverley Viability Study¹³ has been carried out to establish what levels of affordable housing could be required without affecting housing delivery on sites taking into account other local plan standards and requirements for development. The major issue for the viability of housing development in Waverley is that the level of affordable housing required on sites must be balanced with the level of Community Infrastructure Levy (CIL) that the Council wishes to charge to help fund new and improved infrastructure that is needed to support housing development. It concludes that the higher the level of affordable housing that is required the less the rate of Community Infrastructure Levy (CIL) that can be charged if that development is to be viable.
- 9.14 Furthermore, the Council needs to consider the advice set out in the NPPF regarding the creation of sustainable, inclusive and mixed communities¹⁴.
- 9.15 The Council considers that a provision of 30% affordable housing on market led housing developments that meet the Government's thresholds for providing affordable homes, is appropriate. The Council considers that this is the right balance between meeting the affordable homes assessed as being needed in the West Surrey SHMA; ensuring that development is viable and therefore deliverable having taken into account an appropriate level of CIL and other policy requirements; and helping to create inclusive and mixed communities.

Policy AHN1: Affordable Housing on Development Sites

Unless specified on sites identified elsewhere in this Local Plan Part 1, Local Plan Part 2 or neighbourhood plans, the Council will require a minimum provision of 30% affordable housing on all housing developments where at least one of the following applies:

- In designated rural areas¹⁵ developments providing a net increase of 6 dwellings or more.
- In non designated rural areas developments providing a net increase of 11 dwellings or more.
- Developments that have a maximum combined gross floorspace of more than 1000 sq m.

On developments where the net number of dwellings is fewer than 11 units, the contribution may be in the form of a financial contribution

¹³ Three Dragons and Troy Planning for Waverley Borough Council

¹⁴ Paragraph 50

¹⁵ Rural areas described under Section 157 of the Housing Act 1985

equivalent to the cost of providing 30% on-site provision, commuted until after the completion of the units within the development. 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 considered.

In all cases where on-site provision is being made, the mix of dwelling types, sizes and tenure split should reflect the type of housing identified as being required in the most up-to-date evidence of housing needs and the Strategic Housing Market Assessment, having regard also to the form and type of development appropriate for the site.

- 9.16 Policy AHN1 will apply to single use or mixed-use schemes, and to all types of residential development including private retirement homes, sheltered accommodation, extra care schemes and other housing for older people where these fall within Use Class C3.¹⁶
- 9.17 The policy will apply to development sites that exceed the thresholds set out in the policy. Where such sites are sub-divided, the Council will normally expect each sub-division or smaller development to contribute proportionally towards achieving the amount of affordable housing which would have been appropriate on the whole or larger site.
- 9.18 On sites providing 11 or more (net) new dwellings, the presumption is that affordable housing will be provided on-site in line with the NPPF. The onus will be on the developer to demonstrate what on-site management or other issues regarding on-site provision would compromise development viability. 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 meeting local housing need and the objective of creating mixed and balanced communities.
- 9.19 Affordable housing may be funded by a combination of private subsidy (in the form of nil cost land) and public subsidy (grant funding). The Homes and Communities Agency (HCA) funding prospectus states that, “If grant is requested for affordable homes provided under a S106 agreement, on a larger site developed as market housing, these homes will need to be additional to those that would be delivered under the S106 agreement alone, without grant.”¹⁷ Negotiations with landowners should therefore start on the assumption that grant funding from the HCA for affordable homes will not be available.
- 9.20 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

¹⁶ Town and Country Planning (Use Classes) Order 1987 (as amended)

¹⁷ Homes and Communities Agency - Shared Ownership and Affordable Homes Programme 2016 to 2021 Prospectus

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 Council's.

Delivery

The policy will be delivered by working with developers and landowners, applicants and Registered Providers through S106 obligations.

Rural Exception Sites

Policy Context

- 9.21 The NPPF states that in rural areas, local planning authorities should be responsive to local circumstances and plan housing development to reflect local requirements, particularly for affordable housing, including through rural exception sites where appropriate. Local Planning Authorities are also expected to consider whether allowing some market housing would facilitate the provision of significant additional affordable housing.
- 9.22 In the past, the Council has successfully applied a rural exception site policy, 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. Evidence suggests an on-going need to provide for affordable housing to meet identified local needs. The West Surrey SHMA 2015¹⁸ shows a need for affordable housing in all locations across the Borough. This includes a net need of 83 new affordable homes per annum from 2013 to 2033 for locations outside the four main settlements of Cranleigh, Farnham, Godalming and Haslemere.

Affordable Housing on Rural Exception Sites

- 9.23 The identification and development of these sites is usually driven by the identification of 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.

Policy AHN2: Rural Exception Sites

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

¹⁸ The West Surrey SHMA – Waverley sub area Addendum November 2015

(i) The development is small in scale, taking account of the size of the village and respects the setting, form and character of the village and surrounding landscape; and

(ii) Management arrangements exist to ensure that all of the affordable dwellings remain available on this basis to local people in perpetuity

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

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

9.24 Proposals for rural exception sites will need to be accompanied by evidence that clearly identifies and quantifies the need for affordable housing in that settlement. Any development proposals must be small in scale, having regard to the size of the settlement itself. The Council will need to be satisfied that:

- There is local support for the scheme, including adequate consultation with the appropriate Parish Council;
- The scheme meets a demonstrated housing need identified in a Parish Council Needs survey.

9.25 Depending on the circumstances and the proposed site, it will be necessary to demonstrate why the site has been selected and why other sites have been discounted. Any planning permission that is granted must be subject to an appropriate legal agreement to ensure that new dwellings remain affordable housing in perpetuity.

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

Delivery

The Policy will be delivered by working with developers and landowners, planning applicants and Registered Providers through Section 106 obligations.

9.27 More detail on the application of Policy AHN1 and Policy AHN2 will be developed through supplementary planning documents which will include details 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 policies.

Mix of Housing Types and Size to meet different needs

Introduction

9.28 The NPPF states that Local Planning Authorities should plan for a mix of housing based on current and future demographic trends and the needs of different groups in the community. It also says that they should identify the size, type, tenure and range of housing that is required in particular locations reflecting local demand¹⁹.

Policy Context

9.29 The NPPF identifies that Local Planning Authorities should plan for a mix of housing which takes account of different groups in the community. The NPPG identifies a number of groups which may have housing needs which differ from those of the wider population. Based on projected demographic changes and the evidence in the SHMA, the following groups in Waverley are considered to have particular housing needs:

- Older people;
- Families with children
- People with disabilities
- Other Groups

The Housing Needs of Older People.

9.30 The NPPG recognises the need to provide housing for older people, those aged 65 and over, as part of achieving a good mix of housing. A key driver of change in the housing market over the next 20 to 25 years is expected to be the growth in the population of older persons. The West Surrey SHMA 2015 reports that the population of older persons within Waverley is expected to grow by nearly 49% (a growth of 31,200 persons). Although many older

¹⁹ Paragraph 50

households will remain in the homes which they have lived for many years, some may wish to downsize. Furthermore, some older households will require specialist housing or support, or need adaptations to their homes. The increase in the older population may result in an increase in dementia by 1,800 and an increase of 3,500 with mobility problems between 2013 and 2033. The SHMA identifies a need for over 1,700 additional specialist housing solutions including sheltered and extra care homes in the same period within Waverley. The projected increase in the number of Waverley residents over 65 years has implications in relation to the type of housing available and other considerations such as health and access to services.

Families with children

- 9.31 The 2011 Census found that approximately 30% of households within Waverley are a family (defined as any household which contains at least one dependent child). Core demographic projections suggest that the number of children in the West Surrey housing market area is expected to increase by 8% from 2013 to 2033.
- 9.32 Within the housing market area there are considerable differences in the current tenure of family households. Lone parents have a very high proportion living in the social rented and private rented sector. Only 40% of lone parent households are owner occupiers compared with 80% of married couples with children. Households with children are four more times likely to be overcrowded than other groups with the highest overcrowding being lone parents and “other” households. The census data therefore points to lone parents and “other” households being more disadvantaged. Given the vulnerability of households with children, the SHMA suggests that this points to the need to ensure that there is a reasonable quality of housing in the private rented sector.
- 9.33 The analysis of the types of homes needed leads to the SHMA concluding that the provision of market housing should be more explicitly focused on delivering smaller family housing for younger households.

People with disabilities

- 9.34 Approximately 20.7% of the households in the West Surrey housing market area contain someone with a long term health problem or disability (LTHPD), with Waverley being slightly higher at 21.3% although this is still lower than the regional and national figures. The proportion is likely to be linked to the age profile of the area: analysis shows that those in the oldest age groups are more likely to have a LTHPD. It is therefore estimated that the number of people with a LTHPD will increase by about 17,800 (38%) by 2033. The vast majority of this increase (92%) expected to be in age groups of 65 and over.
- 9.35 Analysis shows that that people with a LTHPD have a higher than average representation of people living in social rented housing and outright owners. As the lowest incomes are found in these sectors this suggests that households with a disability are likely to be relatively disadvantaged when compared to the rest of the population.

Other Groups

- 9.36 The West Surrey SHMA looks at the specific needs for other groups that includes custom build and self build homes and recognises that there will be demand to supply them. The SHMA states that the need for these properties will be met as part of the general supply of housing and not as an addition to it. However, the Council holds a Self Build Register for individuals and groups who are interested in meeting their housing needs through a self build project. The register will enable the Council to gather evidence to see if there is a demand for this type of development within the Borough.
- 9.37 The evidence in the West Surrey SHMA demonstrates that new homes in the Borough should be built to meet the needs of specific groups of the population. In some cases, this is an issue regarding the quality of homes (both private and social rented accommodation) and which lies outside the scope of the Plan. However, it is also an issue of affordability which has been taken into account by the SHMA in assessing the number of new homes needed overall and also the number of homes needed to meet affordable housing needs.

The Mix of Housing Types and Sizes

- 9.38 The West Surrey SHMA assesses demographic projections, considering how the population and households are expected to change based on past trends. It sets out the range of factors which influence housing need and demand for different sizes of market and affordable homes.
- 9.39 Table 9.1 shows the mix of housing recommended across the whole housing market area in the SHMA. The figure in the brackets shows the figure for Waverley specifically.

Table 9.1: Need for different size homes in the West Surrey HMA and Waverley

	1 bed	2 bed	3 bed	4+ bed
Market	10% (9.3%)	30% (32.1%)	40% (38.2%)	20% (20.4%)
Affordable	40% (47.3%)	30% (29.2%)	25% (21.9%)	5% (1.7%)
All dwellings	20%	30%	35%	15%

- 9.40 This shows only a slight variation to that needed across the whole housing market area with a higher level of need for one bedroom affordable stock.
- 9.41 However it is considered that the policy for a mix of homes should be able to react to changing circumstances and ensure that it contributes to the mix of both the wider area as well as the development site itself. Therefore, the policy for a mix of homes should not prescribe the size of homes.
- 9.42 The SHMA recognises the variation of affordable housing need across the HMA and over time this means that the mix on specific development schemes should be considered in the light of details of households currently on the Housing Register and the stock and turnover of existing properties. The SHMA has also quantified this on the basis of market modelling and an

understanding of the current housing market policy requirements should not be prescriptive and the market will judge the most appropriate profile of homes to deliver at any point of time. This approach is reflected in Policy AHN3 below.

- 9.43 Using information on incomes, the proportion of households who are likely to be able to afford intermediate housing and the number for whom only social or affordable rented housing will be affordable is estimated. The SHMA recognises that this analysis is not straightforward. This is because incomes do not necessarily tell us what sort of housing households might be able to afford or occupy and that distinctions between social and affordable rented housing are complex. However, the West Surrey SHMA 2015 indicates a mix of 32% for intermediate and 68% for social/affordable rent in Waverley.
- 9.44 The evidence in the SHMA points to a significant increase in the number of older people in the Borough and their need for specialist housing or houses that have been adapted to meet their requirements. Connected to this increase in older persons is a projected increase in households where someone has a LTHPD. It is therefore important that the plan makes provision for new homes to be built that either have access and facilities to meet the needs of older people of those with LTHPD or homes that can be readily adapted.

Policy AHN3: Housing Types and Size

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

The Council will support the provision of new housing and related accommodation to meet the needs of specific groups that have been identified in the SHMA. Currently, this indicates specific needs for,

- older people (aged 65 and over)
- families with children
- people with disabilities.

The Council will require the provision of new developments to meet Building Regulations M4 (2) Category 2 standard: “Accessible and adaptable dwellings” to meet the needs of older people and those with disabilities. The Council will also encourage the development of specialist housing and appropriate types of older persons’ housing on suitable sites.

Delivery

This policy will be delivered through the implementation of planning permissions.

Evidence

- The West Surrey Strategic Housing Market Assessment 2015

- CLG: Lifetime Homes, Lifetime Neighbourhoods – A National Strategy for Housing in an Ageing Society
- Affordable Housing Viability Study 2016 (Three Dragons Consulting, 2016)
- Waverley Borough Council Housing Needs Register

Gypsies, Travellers and Travelling Showpeople

Introduction and Policy Context

- 9.45 Gypsies & Travellers and Travelling Showpeople are two other important groups with specific accommodation needs. The Government's Planning Policy for Traveller Sites (PPTS)²⁰ requires Councils to set pitch targets for Gypsies & Travellers and plot targets for Travelling Showpeople which address the likely permanent and transit site accommodation needs of travellers in their area. It also requires Councils to identify a five year supply of sites.
- 9.46 Within Waverley, there are currently 14 authorised sites and one unauthorised site for Gypsies and Travellers.²¹ There are also two authorised and one unauthorised sites for Travelling Showpeople. All except The Willows site in Runfold are privately owned and managed. All are in countryside locations.
- 9.47 A Traveller Accommodation Assessment (TAA) was carried out in 2014 using a common methodology agreed by all Surrey local planning authorities. The TAA and an update to that report in 2016²² identifies a need for 11 additional pitches for Gypsies and Travellers and three Travelling Showpeople plots between 2012-2017. Using a compound growth rate of 3% there is a further requirement for 39 pitches for Gypsies and Travellers and three Travelling Showpeople plots from 2017 to 2027.

Accommodation for Traveller and Travelling Showpeople

- 9.48 The 2014 TAA and the 2016 Update reports were undertaken using the definition in planning policy for Traveller Sites at the time, namely, "*persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people as such*". However, since the work and the update were commissioned the definition of a traveller in the PPTS²³ has been amended so that persons who have ceased to travel permanently are no longer defined as a Gypsy or Traveller. In the light of the changed definition, the Council will be reviewing the methodology for the TAA and gathering new evidence of need that will provide an update. The Council is already undertaking preparatory work for a new TAA. The intention is that once this new evidence of needs is complete,

²⁰ Planning Policy for Traveller Sites DCLG August 2015

²¹ Waverley Traveller Accommodation Assessment April 2014

²² Update Report on the Waverley TAA April 2016

²³ Planning Policy for Traveller Sites DCLG August 2015

Part 2 of Local Plan will identify and allocate sites required to meet these needs.

- 9.49 Policy AHN4 therefore sets out the framework for identifying and allocating Traveller and Travelling Showpeople sites for Part 2 of the Local Plan and for determining planning applications. In accordance with the PPTS, the sequential approach in the policy seeks to ensure that accommodation needed for travellers and travelling showpeople is provided in the most suitable locations with the least impact on the environment.
- 9.50 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 AHN4: Gypsies, Travellers and Travelling Showpeople Accommodation

Provision shall be made for Gypsies, Travellers and Travelling Showpeople in accordance with the Waverley Traveller Accommodation Assessment.

Specific sites to meet the identified need within the Borough will be allocated within Part 2 of the Local Plan: Non Strategic Policies and Sites.

A sequential approach will be taken to identifying sites for Travellers and Travelling Showpeople within Part 2 of the Local Plan: Non Strategic Policies and Sites, in the following order:

- Providing additional pitches within available existing authorised sites;
- Suitable extensions to available existing sites;
- Use of available land within settlements or other available and suitable brownfield land outside settlements
- Other available and suitable land that does not fall within the above three categories.

Traveller sites in the Green Belt will not be supported, except in very special circumstances.

Allocations or proposals for permanent and transit sites for Gypsies, Travellers and Travelling Showpeople will only be permitted if:

- they are necessary in order to meet the requirements of an appropriate assessment of need;
- safe and convenient vehicular and pedestrian access to the site can be provided;
- there is easy and safe access to the strategic road network and the site does not generate traffic of an amount or type inappropriate for the roads in the area;
- the site is able to accommodate on site facilities for the parking and manoeuvring of vehicles and storage, play and residential amenity space;

- the site is located within a reasonable distance of local facilities and services including schools and health facilities;
- the site does not have an unacceptable impact on the physical and visual character of the area or on the amenities of neighbouring land uses;
- the site is capable of being provided with essential services; and
- it accords with other policies in the plan.

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

Delivery

This policy will be delivered by:

- Working in partnership with the travelling community and the Council's Housing and Environmental Health Services
- Allocating sites in Local Plan Part 2: Non-Strategic Policies and Sites
- Progressing applications through the development management process.
- Exploring available Government grants to assist the delivery of public sites.

10. Employment and the Economy

Introduction

- 10.1 A successful economy is essential to achieving a balanced, prosperous and healthy community. It is important that the Local Plan promotes economic growth and helps to deliver jobs, goods and services that meet local needs and contributes to the economy of the sub region, the region and the nation in partnership with Local Economic Partnerships. However, this growth needs to be balanced against a need to protect the unique character and environment of Waverley and respond to climate change.
- 10.2 This chapter concentrates on the employment elements of the economy defined under the B Classes of the Use Classes Order 1987 (as amended), but also includes references to the importance of tourism and visitors to the economy of the Borough. Other economic sectors such as agriculture, shopping and leisure also make a vital contribution to the Borough's economy. However, where appropriate, these are dealt with in other sections of the Local Plan.

Policy Context

- 10.3 The National Planning Policy Framework (NPPF) seeks to help build a strong, responsive and competitive economy by ensuring that there is enough land of the right type available to allow economic growth.
- 10.4 The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth and that local planning authorities plan proactively to meet the development needs of business and support the economy, including within rural areas.
- 10.5 This means ensuring that the Local Plan positively encourages economic growth through criteria based policies or identifying strategic sites. However, it is recognised that employment sites can be used for alternative uses if there is no reasonable prospect of a site being used for that purpose, having regard to market signals and the relative need for different land uses to support sustainable local communities. The Council is mindful of the need to deliver new housing and that it also contributes to economic growth. Employment land that is no longer required or suitable for continued employment use is therefore a potential source of housing land.
- 10.6 Waverley lies within the Enterprise M3 Local Economic Partnership (EM3 LEP) a partnership between local authorities and businesses to help determine local economic priorities and undertake activities to lead economic growth and create jobs.

- 10.7 EM3 LEP's vision¹ is to be "the premier location in the country for enterprise and economic growth, balanced with an excellent environment and a high quality of life". The EM3 LEP's objective is to achieve this vision through a number of interventions that support interlinked elements of the local economy. These comprise:
- enterprise development and competitiveness
 - the generation and commercialisation of innovation
 - the growth of high value industries
 - the development of skills needed by employers.
- 10.8 EM3 LEP's Strategic Economic Plan recognises the significance of the EM3 LEP area to the growth of SciTech and the importance of small to medium enterprises (SMEs) and the role of rural economy. However, the focus for intervention is on Growth Towns which deliver a high proportion of the EM3 LEP's jobs (Basingstoke, Guildford, Farnborough and Woking) and on Step-up Towns which are areas that have latent economic potential (such as Camberley, Aldershot, Andover, Whitehill/Bordon and Staines-upon-Thames). Waverley is not identified as a strategic location for employment, nor is any of its settlements identified as Growth Towns or Step-up Towns.
- 10.9 National Planning Policy Guidance recommends that economic needs should be assessed by working with other local authorities within the same functional economic market area. Evidence has been gathered relating to the coverage of the EM3 LEP, the identification of a housing market area, travel to work relationships and the existence of a commercial property market area. This evidence points to Waverley, Guildford and Woking Borough Councils comprising the West Surrey Functional Economic Market area. Although it is acknowledged that each of the Councils will also have strong economic relationships with other Boroughs and Districts outside of West Surrey and make different contributions within the local economy. Each Council has undertaken employment needs assessments for their own Borough given the different timetables for preparing their Local Plans.
- 10.10 Surrey's Local Economic Assessment shows that Waverley is the 22nd most competitive borough in the country². In 2007 there were 67 business registrations per 10,000 adults in Waverley, the second highest in Surrey. Waverley had a business density of 72 businesses per 1,000 adults, the highest in the county.³
- 10.11 Most of the Borough's employment development is concentrated within Waverley's four main settlements, with the highest number in Farnham, followed by Godalming, Cranleigh and then Haslemere⁴. This distribution reflects the Waverley Settlement Hierarchy which has identified these four settlements as communities with key services.

¹ Working for a Smarter Future, EM3 Strategic Economic Plan 2014 – 2020

² UK competitiveness Index 2010

³ Dept. for Business, Enterprise and Regulatory Reform (BERR).

⁴ Waverley Borough Council Employment Land Review 2009

- 10.12 However, there are a significant number of premises or land in employment in the smaller settlements and throughout the rural area. The total amount of employment land in the rural settlements and areas is second to Farnham. This figure however, excludes the amount of employment land at Dunsfold Aerodrome. The former aerodrome has approximately 17.5 ha of commercial land that contains a variety of different commercial uses and employs over 700 people. The site currently has approximately 41,500 sq m of employment floorspace (B Classes)⁵.
- 10.13 Waverley's Economic Strategy 2015 - 2020⁶ was approved by the Council in April 2015. It sets out the Borough's economic characteristics, including:
- a higher than average economic activity rate with 75% of the population aged 16 -64 being economically active
 - 12% level of self employment compared to 10% across England
 - 0.6% of the population claimed unemployment benefit which is three times lower than the national average
 - being one of the least deprived in England ranking 320th of 326 local authorities
 - having one of the highest business densities in Surrey with over 7,000 VAT registered businesses
 - a business base dominated by small and medium sized enterprises with approximately 91% of Waverley's businesses employing fewer than 10 people and only 15 large enterprises employing more than 250 or more people
 - only experiencing modest levels of employment growth since 2001
 - high levels of out commuting with approximately 43% of residents in employment working outside Waverley.
- 10.14 The Waverley Economic Strategy sets out a vision to continue current economic prosperity and diversity, while safeguarding and enhancing the attractive character and high quality of life within the borough. This approach means continuing with supporting modest levels of employment growth, at appropriate locations to maintain Waverley's attractive character and high quality of life. A Strategy objective is to make the best use of Waverley's existing supply of employment land, to accommodate small levels of employment growth in key growth sectors, so that there is a balance between population and employment growth. At the same time it explores opportunities for higher levels of mixed use development and growth, in appropriate locations, that would not adversely affect the character and vitality of its towns or rural areas.
- 10.15 Policies also seek to meet the diverse accommodation needs of businesses and tourism that support economic growth, particularly those in growing economic sectors e.g. banking, finance and insurance, distribution and hotels and restaurants. Given their dominance, the accommodation needs of small to medium enterprises (SMEs) are an important issue and the

⁵ Based on the information submitted with planning application WA/2015/2395

⁶ Waverley Economic Strategy 2015 -2020, February 2015

approach seeks to provide for their needs for expansion and improvement. Furthermore, many businesses need high quality office space and the approach set out in the Local Plan is flexible enough to ensure that the quality of premises meets their needs.

The Waverley Employment Land Review 2016

10.16 The Council's Employment Land Review (ELR)⁷ assesses the Borough's employment floorspace and land requirements based on three scenarios:

- *Experian* – based on the outputs of Experian's employment forecasting model
- *Trend* – based on Waverley's historical job levels between 1997 and 2013
- *Economic Strategy Aligned* - uses the trend based scenario as its starting point but makes a number of assumptions to better align it with the Waverley Economic Strategy 2015 to 2020.

10.17 The ELR considers that the Economic Strategy Aligned scenario is the most realistic projection of future employment levels and land requirements for the Borough as it takes into account both past trends and future aspirations. The Experian scenario is not considered realistic as it suggests significant Use Class B8 land (Storage and Distribution), whereas Waverley is not considered to be an appropriate location for growth in that use due to the limited availability of sites. Furthermore, the Experian is a regional forecasting model that is limited in its ability to fully reflect local economic characteristics, as they may not be the same as their regions or sub regions. The trend scenario projects significant decline across all the B Class uses which is also unrealistic and contrary to market signals and the views of local stakeholders.

10.18 Table 10.1 below summarises the evidence in the ELR on how much employment floorspace is needed in the Borough by 2033, based on the growth forecast in the *Economic Strategy Aligned* scenario. It also shows the balance of demand and supply following an assessment of the Borough's 150 major employment sites to establish if there is any land in existing employment use that could potentially be suitable for redevelopment or intensification in the short term, medium term and longterm. This includes potential for additional employment land on Dunsfold Aerodrome which amounts to a net increase of approximately 26,000 sq m.⁸

⁷ Waverley Employment Land Review, April 2016

⁸ Based on the information submitted with planning application WA/2015/2395

Table 10.1: Balance of Need/Supply for Employment Floorspace in 2033⁹

Use Class	Projected Need (sq m)	Potential supply from existing employment sites (sq m)	Need/supply balance (sq m)
B1a/b (Offices/Research and Development)	Shortfall of 15,800	11,141	Shortfall of 4,659
B1c/B2 (Light industrial/General Industrial)	Surplus of 11,600	17,774	Surplus of 29,374
B8 (Storage and Distribution)	Surplus of 18,900	38,202	Surplus of 57,102
Totals	Surplus of 14,700	67,117*	Surplus of 81,817

* Includes potential 26,067 sq m at Dunsfold Aerodrome

The need for additional employment land

- 10.19 As Table 10.1 above demonstrates, the surplus in B1c/B2 and B8 up to 2033 is forecast to be more than enough to meet the shortfall in B1a/b forecast in the same period. However, the ELR states that while in quantitative terms the identified potential supply should be sufficient, qualitative factors such as the location quality, type, size and accessibility of sites does not mean that all surplus B1c/B2 (Light/General Industrial) and B8 (Storage and Distribution) sites will be suitable for meeting future need for B1a/b (Offices/Research & Development).
- 10.20 Furthermore, although the economic strategy aligned scenario forecasts a decline in B2 and B8 use to 2033, the stakeholder consultation and the market analysis undertaken for the ELR suggests that the Waverley's market is currently constrained by a lack of flexible industrial premises that can accommodate SMEs. The Borough has also lost all or part of, 90 employment premises under use class B1a to housing since the amendment to the permitted development rights¹⁰ has allowed this change of use without the need for express planning permission. This will continue to reduce the existing supply of employment sites in the plan period.
- 10.21 The limited supply of employment land and premises and the limited pipeline of future development are likely to constrain business growth and the ability to attract new investment in the Borough. The ELR therefore recommends that in addition to providing additional B1a/b floorspace it is also important that the Borough provides a continuing supply of land suitable for B2 and B8 Use Classes as well as premises meeting the business needs of all sizes in order to maintain a healthy mix of businesses. Furthermore it considers that the Council works with landowners and developers to bring forward new employment land provision.

⁹ Based on Waverley Employment Land Review 2016

¹⁰ The Town and Country Planning (General Permitted Development)(England) Order 2015 (Class O of Schedule 2, Part 3)

- 10.22 The economic context, the supporting evidence and feedback from the business community therefore demonstrates that the Local Plan needs to ensure that there is sufficient suitable employment land to meet short and longer term requirements from a variety of sources

Tourism

- 10.23 Tourism in Waverley supports over 2,600 jobs. Its main assets are the quality of its environment, its historic towns and villages and the surrounding countryside. Local and international visitors are also attracted to venues such as the Rural Life Museum at Tilford to take part in organized events. Dunsfold Aerodrome currently hosts a number of events such as the annual 'Wings and Wheels' show.
- 10.24 Visit Surrey is the official tourism organisation for the County. It operates as an independent Community Interest Company that works with, and is supported by Surrey County Council and seven of the County's District and Borough Councils including Waverley. It looks beyond its natural boundary to the wider Enterprise M3 Local Enterprise Partnership.
- 10.25 The Surrey Hotel Futures Study (2015) identified opportunities, accompanied by some developer/hotel company interest, for the creation of luxury, boutique and budget hotels in Waverley, with Farnham and Godalming being the main areas of interest. This could be achieved through expansion of existing hotels as well as the development of new ones, should sites be available.

Policy EE1: New Economic Development

The provision of development for economic growth to meet the needs of the economy, including at least 16,000 sq m of new Use Classes B1a/b (Offices/Research and Development) floorspace, will be delivered through:

- a) The allocation of sites for additional employment floorspace:
 - On Land off Water Lane, Farnham in accordance with Policy SS9 of this Local Plan
 - On Land at Dunsfold Aerodrome in accordance with Policy SS7 of this Plan
 - In accordance with relevant saved policies of the Waverley Borough Local Plan 2002 and in Local Plan Part 2: Non Strategic Policies and Sites.
- b) Permitting new employment development within defined settlements that meets the criteria set out in relevant saved policies of the Waverley Borough Local Plan 2002, or set out in Local Plan Part 2: Non Strategic Policies and Sites.
- c) Permitting the sustainable redevelopment, intensification and/or expansion of sites presently used for employment uses that meets the criteria set out in relevant saved policies of the Waverley

Borough Local Plan 2002, or set out in Local Plan Part 2: Non Strategic Policies and Sites.

- d) Permitting the re-use and conversion of existing rural buildings for economic development in accordance with the criteria of saved Policy RD7 of the Waverley Borough Local Plan 2002.**
- e) Making provision for accommodation for visitors to the Borough, both in terms of business trips and tourism related visits.**

For the purposes of this policy, planning applications for new economic development will take into account any:

- loss of residential, leisure, shopping, community or other uses which contribute to the character, function, vitality or viability of the locality**
- impact of development on the amenities or privacy of nearby residents or on the character and appearance of the area.**

- 10.26 The Council's Land Availability Assessment (LAA) 2016 has identified one new site off Water Lane in Farnham that is suitable solely for employment use. Although it lies within the Countryside beyond the Green Belt and an Area of Strategic Visual Importance, it is currently used as part of the Thames Water Sewage Treatment Works. Therefore, its development between the B3208 road and the remainder of the Thames Water site would not have a detrimental impact on the character of the countryside in this location. It also lies adjacent to the existing trading estate in Farnham and therefore its use as an employment site would not be harmful to neighbouring properties and existing infrastructure and would be able to take advantage of the existing links to the commercial uses in this part of Farnham. Given that the ELR recommends considering additional employment sites, the Local Plan allocates this site for this use under Policy SS9.
- 10.27 Employment development has also been promoted as part of mixed use development on a number of other sites that have been promoted through the Council's Land Availability Assessment that have been assessed as having potential for housing. The actual amount of employment floorspace from these sites cannot currently be quantified. However, the development of these sites would make a small contribution to the overall need for employment floorspace in the Borough.
- 10.28 New employment development will be mainly focused on the main settlements of Cranleigh, Farnham, Godalming and Haslemere where access to public transport, labour, services, facilities and links to other businesses are strongest. Employment development will support their vitality and viability as communities with key services, ensure premises are supported by a local source of labour and are accessible, which will help reduce commuting by avoiding the need to travel to higher order centres for work. However, 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 Local Plan supports new employment development within rural settlements.

- 10.29 Outside Waverley's settlements, the appropriate expansion and growth of existing business premises and the conversion of rural buildings for economic development is also supported where there is no detrimental impact on Waverley's character, sensitive environment and the Green Belt. The redevelopment of Dunsfold Aerodrome also presents an opportunity for employment development outside settlements with a projected increase of approximately 26,000 sq m.
- 10.30 There may also be circumstances where uses outside the Use Class B land may be appropriate for the reuse of existing employment premises or for the reuse of rural buildings.
- 10.31 In addition to providing new employment land there is also merit in encouraging SMART economic growth. This uses land more efficiently through the intensification of existing employment premises. The ELR has identified a number of existing employment sites that provides the opportunity to do this both in the short term on vacant land and in the longer term. SMART economic growth also includes other measures, such as changing working practices to encourage and support live/home working and developing ICT such as improving accessibility to high speed and next generation broadband to all areas to ensure that all businesses can compete in the economy from the same level.

Protecting Existing Employment Land

- 10.32 In order to meet the demands of the economy and businesses flexibly, the ELR recommends that the Council safeguards its existing sites for B1a/b and explore opportunities to provide additional B1a/b floorspace from B1c, B2 and B8 uses. However, it also recommends that the Council safeguards good quality, fit for purpose B1c, B2 and B8 sites to maintain a diverse business base and to respond to any unforeseen future opportunities.

Policy EE2: Protecting Existing Employment Sites

The Council will protect existing employment sites against alternative uses unless it can be clearly demonstrated that there is no reasonable prospect of the site being used for employment use. Existing employment sites include sites specifically identified by saved Waverley Borough Local Plan 2002 Policies IC2 and IC3 as well as other existing employment sites within the B Use Classes

In considering proposals that are not consistent with this policy, the Council will take into account the extent to which the proposed new use will contribute to the economy or meet other specific economic needs.

- 10.33 For the purposes of this policy, where a proposal involves the loss of an existing employment use, this must be supported by evidence that

demonstrates that there is no reasonable prospect of the site or buildings being used or reused for these purposes. This should include, where appropriate:

- The length of time the property has been unused for use classes B1 to B8 purposes,
- The length of time during which it has been actively marketed for use classes B1 to B8 purposes which should include the possibility of redevelopment and should provide evidence of the marketing. This evidence should show where the property has been marketed including publications and a wide circulation such as property journals,
- The prices at which the land and buildings have been marketed during this period which should reflect that obtained for similar property in the locality,
- A list of all expressions of interest during this period,
- An evaluation of why it is considered that the property has failed to attract interest from potential occupiers or for redevelopment for use classes B1 to B8 use,
- Why the site or buildings are physically unsuitable for use classes B1 to B8 use even after adaptation (including sub division into smaller units) refurbishment or redevelopment, in terms of siting, design, access layout and relationship to neighbouring buildings and uses.

Delivery

The policies in this chapter will be delivered through:

- Working in partnership with planning applicants and delivered through the development management and building control processes.
- Working with the EM3 LEP
- Working with infrastructure providers
- The detailed application of policies and allocations through Part 2 of the Local Plan: Non Strategic Policies and Sites.

11. Town Centres and Shopping

National Policy

- 11.1. The Government's objective is to achieve sustainable economic growth, and an important contribution to this is promoting the vitality and viability of town and other centres. New economic growth is to be focused in existing centres, where there are a wide range of high quality and accessible services.
- 11.2. To achieve this, national policy looks to town centres to provide a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community services and residential development. Identified retail and leisure needs are expected to be met in full and an expansion of town centres may be needed to ensure a sufficient supply of suitable sites.
- 11.3. A diverse range of complementary evening and night-time uses are encouraged but town centres are the first locations to be considered for new retail development and other town centre uses. Planning applications for town centre uses will be considered using the sequential approach. This will focus main town centre uses firstly within or where appropriate on the edge of existing town centres, and only then will consideration be given to out of centre locations. Flexibility in format may be required to take account of the limitations within town centres due to designated Conservation Areas and historic buildings. Potential sites should be assessed for their availability, suitability and viability and for their ability to meet the full extent of assessed quantitative and qualitative needs.
- 11.4. For out of centre developments, an impact assessment will be required if the development is over a proportionate, locally set floorspace threshold which, by default, is 2,500 sq m, unless specifically adjusted by the Council.
- 11.5. These detailed issues will be addressed in Part 2 of the Local Plan (Non-Strategic Policies and Sites), Planning Briefs and any neighbourhood plans.
- 11.6. Leisure, recreation and culture, both in and out of town centres are examined in more detail in Chapter 12: Leisure, Recreation and Culture, while tourism and business uses are included within Chapter 10: Employment and the Economy.

The Waverley Retail Hierarchy

- 11.7. Town and local centres are key places where people shop, socialise and access a range of services and facilities. Many in Waverley have historic environments which should be carefully protected and enhanced where appropriate. They are also rapidly changing through the rise of internet shopping and are subject to significant competition from nearby centres outside the Borough. Given the rural nature of much of Waverley, the town centres are relatively small and few in number. Each centre performs different functions in meeting the needs of the Borough.

- 11.8. Town centre areas have been defined in Farnham, Godalming, Haslemere and Cranleigh. These are the centres in the Borough where retail activity is concentrated, along with leisure, business, and other typical town centre uses. There are also a number of local centres serving the smaller settlements and these have been identified in Farncombe, Bramley and Milford. The remaining retail facilities are very local in nature and consist of neighbourhood and individual village shops serving immediate local needs. To reflect this, the following hierarchy of centres has been defined:-
- Town Centres: Farnham, Godalming, Haslemere High Street and Wey Hill and Cranleigh village centre,
 - Local Centres: Bramley, Farncombe, and Milford.
 - Neighbourhood and village shops
 - In addition to the existing centres, a new local centre will be provided as part of any new settlement permitted at the Dunsfold Aerodrome site.

Waverley's Town Centres

- 11.9. Waverley has three market towns, Farnham, Godalming, Haslemere and the large village of Cranleigh. All four settlements contain a range of shops, businesses and leisure facilities, as well as a range of cultural, social and entertainment facilities for both day and evening use to serve the people living in the surrounding area. Each centre 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. They all compete with nearby centres including Guildford and out of town facilities at Farnborough Gate and the Meadows at Blackwater Valley.
- 11.10. Retail is a key sector of Waverley's economy and important to the continued vibrancy of its town centres. Waverley's high streets face the challenge of the continued growth of internet shopping.
- 11.11. Like the rest of the UK, retailing is going through a structural change with an increasing profile of internet and virtual shopping and 'click and collect' and 'brick and click' purchase options. Where retailers have adopted features like click and collect, sales and profitability have improved. This may lead over time, to changes in town centres through for example, a reduction in the amount of physical retail space on offer. The general trend of shoppers visiting high streets is in decline, although, physical shopping still remains important. For this reason, maintaining the attractiveness of the town centres remains a key objective.
- 11.12. There is an increasing demand for other town centre uses such as leisure, restaurants, residential and community facilities. These are the type of uses that encourage people to visit and stay in town centre and increase

expenditure in physical shopping. This aspect of town centre use cannot be replicated or competed with by virtual sales. ¹

- 11.13. The amount and type of floorspace needed to ensure the continued vitality of Farnham, Godalming, Haslemere and Cranleigh was considered in a 2013 update to the Town Centre. This identified deficiencies in convenience and comparison floorspace for each town, but recognised that growth is limited to reusing existing sites and/or identified 'Key Sites'. The Council will give consideration to allocating other sites within Part 2 of the Local Plan in order to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed for each centre.
- 11.14. Each of the main centres has an existing Town Centre policy boundary area and a designated Central Shopping Area within it, which encompasses its primary frontages. The Town Centre Retail Study Update recommends extending the Central Shopping Area in Farnham to include the East Street Area of Opportunity. Further work will be carried out to define primary and secondary frontages in Local Plan Part 2.

Farnham Town Centre

- 11.15. Farnham is the largest retailing centre in Waverley. It has an attractive, historic town centre with a good range of shops, including a high proportion of independent and specialist traders. It also offers a good range of cafés, restaurants and leisure facilities which help the evening economy of the town. Vacancy rates in 2015 stood at 8%, compared with the national average of 14%.
- 11.16. It currently has major anchor stores at either end of the shopping area, namely Waitrose and Sainsbury and the footfall between these two areas supports the smaller units in between along West Street and The Borough. There are areas of good environmental quality in the town, particularly the Lion and Lamb Yard. However, the pedestrian enjoyment of the rest of the town centre is diminished by the constant flow of traffic. Areas of The Borough, South Street, East Street, West Street and the Woolmead have been designated as the Farnham Air Quality Management Area, and this is regularly monitored. The Town Centre Retail Study Update identifies that despite this, the quality of Farnham's shopping environment draws custom from larger centres such as Aldershot and Farnborough.
- 11.17. The Town Centre Retail Study Update concludes that Farnham is performing 'extremely well', with excellent convenience store provision and, although limited, the most extensive comparison goods offered in Waverley. This would be further enhanced by a new scheme permitted at Brightwells which would satisfy need for the majority of demand over the Local Plan period. The East Street end of the town centre is recognised as being the weakest in terms of retail offer and environment. Further retail development here has the potential to enhance the vitality of the eastern end of the town.

¹ Internet Sales in the UK and General Impact on Physical Retailing and the Retail Property Market: Chase and Partners 14th December 2015.

- 11.18. The Town Centre Retail Study Update identified a potential need for 1,517 sq m of convenience floorspace (net) in Farnham, and 10,665 sq m of comparison floorspace (net) up to 2028. These figures address the overtrading in the town as well as providing for potential future floorspace.
- 11.19. The Farnham Design Statement was adopted by the Borough Council in July 2010 and contains guidelines for any new developments within the town centre area. Farnham Town Council is in the process of preparing a neighbourhood plan which may contain additional policies for its town centre

Godalming Town Centre

- 11.20. Godalming is an attractive, historic market town. The Town Centre Retail Study Update finds it a successful town centre benefitting 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. Vacancy rates in 2015 were at 4%, substantially lower than the national average.
- 11.21. Godalming's convenience and service goods offer is excellent, but 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 retail update study concludes that the town is still vital and viable without this. The environmental quality of the town is assessed to be 'outstanding' in places, particularly around the Pepperpot and Church Street, and as such shoppers are encouraged to visit Godalming for more than the retail and service offer alone. There are many restaurants and several public houses and bars in the town, which boost the evening economy.
- 11.22. The updated study identified that there is a potential need for some 946 sq m convenience floorspace (net) in Godalming and 2,128 sq m comparison floorspace (net) within the Plan period to 2028. Since the study was updated, the Sainsbury edge of centre store has built an extension which has increased the net sales area of the store by some 2,000 sq m, and as such, the requirement for some convenience and comparison goods space has been met. The study points out that Godalming lacks sufficient town centre sites to accommodate further retail development, due in part to the restrictive nature of designations around the area, and partly due to the compact nature of the centre. The Godalming key site (the former Godalming Police Station and its surrounding area) is currently being developed. There are some other sites which could be considered but the study indicates that the viability of these sites is questionable.
- 11.23. The last Godalming Healthcheck was carried out in 2009 and identified a community desire for more events in the town centre and improved parking. There was concern from many about the number of charity shops in the town. Local retailers continue to show enthusiasm for providing more tourist and visitor information in order to increase the footfall in the shopping streets. Godalming Town Council is preparing a neighbourhood plan which

may contain additional policies for its town centre. Godalming does not have a Design Statement.

Haslemere High Street and Wey Hill

- 11.24. Haslemere has two closely related shopping centres. The main centre of Haslemere is located around the High Street and West Street, extending along Petworth Road and Lower Street. The other is Wey Hill to the west, which extends as far as Lion Green. Between the High Street and Wey Hill are employment sites, residential development and Haslemere railway station. The High Street is characterised by its centrally located Town Hall, a range of historic buildings and the Conservation Area, all set against a backdrop of wooded hillsides.
- 11.25. Haslemere's shopping centres provide for their surrounding area's convenience and service needs. Most comparison expenditure is attracted to larger neighbouring towns, but the town has a good number of small independent shops providing comparison goods. It has no significant edge or out-of-centre floorspace to compete with the town centre. Vacancy rates were low at 7% in 2015.
- 11.26. The Retail Study Update identified that there is a potential need for some 945 sq m of convenience floorspace (net) in Haslemere's two shopping centres, and 1,342 sq m of comparison floorspace (net) within the period to 2028. It concluded that Wey Hill has the more significant convenience goods provision, with Tesco and the Co-op (replaced in 2016 by M&S Simply Food). The provision of a Waitrose store in West Street in 2009 has gone some way towards redressing the balance between Wey Hill and Haslemere.
- 11.27. The High Street centre is stronger for services than Wey Hill. 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. They have equal status in policy.
- 11.28. The Haslemere Design Statement was adopted in 2012 as a material planning consideration and contains guidelines for new developments in both the High Street town centre and Wey Hill. The Haslemere Vision is working with the Town Council to prepare a neighbourhood plan which may contain additional policies for its town centre.

Cranleigh Village Centre

- 11.29. The Retail Study Update states that Cranleigh has 'exceptional' convenience and service provision for a centre of its size. There are three supermarkets (Sainsbury's, Co-op and M & S Simply Food), but visitors are also attracted to its good range of small independent shops and unique department store which provide comparison goods. It does not have significant edge or out-of-centre retailing. While demand from major retailers has been limited, reflecting the modest size of the centre, the nature of the type of store looking to locate there indicates that Cranleigh is viewed as a viable retailing

destination, and new branches of some High Street multiples have recently located in the village. In 2015 the vacancy rate in Cranleigh was very low at just 2%.

- 11.30. The study identified that there is a potential need for some 696 sq. m of convenience floorspace (net) in Cranleigh, and 1,353 sq. m of comparison floorspace (net) to 2028. However, the environmental quality of the centre makes it difficult to identify new sites. Cranleigh Common stretches into the village centre, and much of the centre is within the conservation area which extends along both sides of the High Street. The fact that it is also bordered by residential areas, Areas of Strategic Visual Importance and other established uses means that expansion of the retail offer or other town centre uses is therefore likely to come from re-development or extension to existing sites.
- 11.31. The Cranleigh Design Statement was adopted by the Borough Council in July 2008 and contains guidelines for any new development within the parish. Cranleigh Parish Council is in the process of preparing a neighbourhood plan which may contain additional policies for its village centre.

A Vision for Waverley's Town Centres

- 11.32. The focus for each town centre (including Cranleigh) is to ensure each is 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.
- 11.33. The Council's strategy for delivering this vision includes:
- Continuing to maintain and enhance the towns as vital and viable centres.
 - Supporting a diverse range of uses which appeal to a wide range of age and social groups throughout the centre.
 - 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 the status of the centre's core shopping area.
 - Strengthen retail and leisure offer to contribute to the centres' quality of life offer and also to provide an important source of local jobs.
 - Retention of a mix of units in terms of size and use to ensure that the unique quality and vibrancy of the character of the centre is retained and enhanced.
 - Giving support to local initiatives contained in the various health checks and future neighbourhood plan policies 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 Wey Hill 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.

11.34. Overall, the principal focus of new retail development will be directed towards the four main 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 TCS1: Town Centres

1. New development will be located in accordance with a sequential assessment. Applications for main town centre uses should be located in town centres. Edge of centre sites may then be considered, and only then if suitable sites are not available, will the development of out of centre sites be given consideration.
2. In assessing edge of centre or out of centre sites, preference will be given to those that are most accessible and well connected to the town centre, preferably within walking distance. Potential sites

should be assessed for their availability, suitability and viability and for their ability to meet the full extent of assessed quantitative and qualitative needs.

3. Development likely to lead to significant adverse impacts on existing centres will be refused.
4. The Primary Shopping Areas will be the main focus, particularly at ground level, for A1 retail uses. Where planning permission or prior approval is required, these will be protected unless it can be determined that a change of use would not have significant harmful effects on the frontage and the vitality and viability of the town centre or result in an over-concentration of non-retail uses.
5. Outside of the Primary Shopping Area but within the wider town centres, a variety of town centre uses will be encouraged, including food and drink, leisure, and cultural uses that add to the liveliness, attractiveness, and vitality and viability of the centre.
6. The Primary and Secondary frontages in the town centres will be defined in Local Plan Part 2 (Non-Strategic Policies and Sites). Pending this, the Central Shopping Areas defined in the saved policies of the Waverley Borough Local Plan 2002 will be regarded as the primary frontages in each town centre.
7. Measures to improve the town centres and Cranleigh village centre, including appropriate development, will be encouraged provided that this helps them to adapt and reinforce their role in meeting needs, act 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.
8. The Council will encourage the promotion of town centre sites by promoting them through Part 2 of the Local Plan and by producing planning briefs when appropriate to give further encouragement to the development of particular sites and give additional guidance on the appropriate form development should take.

Local Centres

- 11.35. The local centres are 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 some rural areas, 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 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, churches and other services, as well as employment opportunities and can help reduce the need to travel. They can offer a sustainable alternative to supermarket shopping in the main towns in the Borough as well as a facility

for topping up weekly shopping trips that are undertaken in larger stores elsewhere. They also provide a chance to purchase locally produced goods.

- 11.36. In rural areas such as Waverley, some of the larger villages perform the role of a local centre. Within the Borough's retail hierarchy, Farncombe, Bramley and Milford are considered to be within this definition. At the time of survey, they all had more than one convenience shop, a range of other comparison shops and a sub post office.

Vision for the Local Centres

- 11.37. These are the local centres that cater for the day-to-day needs of the local community. The Council's strategy for delivering this Vision includes:
- Maintaining the vitality and viability of the centre,
 - Supporting shops, services and other small economic uses (including post offices, petrol stations, village halls and public houses),
 - Safeguarding the existing provision of shopping floorspace,
 - Make provision for an increase in convenience shopping floorspace that is appropriate to the scale, nature and function of the centre and complements its existing provision.

Policy TCS2: Local Centres

The retail role and function of the local centres of Farncombe, Bramley and Milford will be safeguarded and consolidated. Where planning permission or prior approval is required, proposals which would harm or undermine the retail function of the centre by reducing its ability to meet its daily needs and/ or detract from its vitality and viability will not be permitted.

Proposals for the provision of new small scale facilities will be supported, provided that they would support the vitality and viability of these centres and are appropriate to the role and function of the centre in the hierarchy.

Neighbourhood and Village Shops

- 11.38. Neighbourhood and village shops are vitally important within Waverley. Outside the town centres, 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.
- 11.39. 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 and also help maintain villages as sustainable communities. 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 valued retail use in the villages in order to help support the rural economy. In Waverley, several rural village shops and a public house have been threatened with closure and have been bought and successfully run by the community. Some of the villages also have farm shops, which meet the demand for fresh local produce, while also contributing to the local economy.

- 11.40. Some of the largest villages such as Witley, Elstead and Chiddingfold have a small number of shops but these are not all located together. Alfold, Churt, Dunsfold, Ewhurst, Frensham, Hambledon, Rushmoor, Shamley Green, Tilford, Womersley and Wormley all have one convenience store, and some include a sub-post office. Blackheath, Bowlhead Green, Brook, Busbridge, Docketfield, Ellen's Green, Grafham, Grayswood, Hascombe, Hydestile, Palmers Cross, Peperharow, Rushett Common, Sandhills, Thorncombe Street and Thursley 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, as well as other community and leisure facilities including schools, village halls, churches and recreation grounds. Several have small office complexes which have been converted from farm or other redundant buildings. Policy ICS1 seeks to resist the loss of key services and community facilities, while the policies in this chapter refer more specifically to the retention, protection and provision of local, neighbourhood and village shops.
- 11.41. The decline in village shops is part of a national trend and may well continue as economic and lifestyle patterns change. The Council cannot prevent the closure of rural facilities, but it can discourage inappropriate alternative uses. It will resist the loss of valued services and facilities unless there is robust evidence that the shop cannot continue as a viable retail business.

Vision for Neighbourhood and Village Shops

- 11.42. These provide facilities and services to meet the day-to-day needs of neighbourhood and village communities. The Council's strategy for delivering the 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 existing services and facilities that play an important role in sustaining village communities.

Policy TCS3: Neighbourhood and Village Shops

Where planning permission or prior approval is required, the Council will resist the loss of shops and services which are deemed to be important to the community. Proposals for the loss of shops will need to demonstrate that continuing in this use is unviable. The Council will

respond positively to proposals for alterations to or the extension of shops which are designed to improve their viability but do not result in their loss or change of use.

Delivery

The policies will be delivered by:

- Decisions made on relevant planning applications.
- Local Plan Part 2 (Non Strategic Policies and Sites).
- Partnership working with retail and business membership organisations such as the Waverley Business Forum and any Town Centre Initiatives and Chambers of Commerce, infrastructure providers.
- The development control process. Applications will be assessed against criteria based policies in the Local Plan Part 2 which will focus on maintaining the appropriate mix and range of uses.

12. Leisure, Recreation and Culture

Context

- 12.1 Open spaces, sport, recreation and cultural facilities underpin people's quality of life. These facilities play a part in increasing the health of the nation, a key Government objective. Sport England has set a target of 70% participation in sport and physical activity by 2020 and policies in this Plan will contribute to achieving this.
- 12.2 Leisure and cultural activities are important to residents of all ages in the Borough. In particular, Surrey's `Ageing Well Strategy` pledges include the need to encourage older people to be active, and be informed about how to stay healthier both physically and mentally and Waverley's own Strategy for Ageing Well ¹ contains a five year action plan.
- 12.3 The Local Plan has a role in supporting the delivery of new and improved facilities that may be required to meet local needs and in helping to safeguard important existing amenities. This support may take a number of forms including:
- the provision of new or improved facilities where there is an identified deficit in provision. For example, through the:
 - Waverley Cultural Strategy (adoption expected in June 2016).
 - Open Space, Sport, Leisure and Recreation Study, 2012
 - Playing Pitch Strategy, 2012- 2028
 - Play Area Strategy, 2015 - 2024
 - policies to safeguard existing amenities;
 - securing provision of new/improved facilities, or financial contributions toward their provision, where needed to offset the additional demands arising from new housing development.
- 12.4 The provision of new or improved recreation facilities can have wider benefits, such as supporting healthier lifestyles and to reduce obesity. These facilities may be formal (sports pitches or indoor sports facilities) or informal, including measures aimed at promoting walking or cycling, including the provision of new and improved footpaths, bridleways and cycleways. This is supported by the Council's Infrastructure Delivery Plan (IDP)² which identifies potential opportunities for enhancing the Borough's Green Infrastructure by linking routes to others outside the Borough boundaries.
- 12.5 National Planning Policy protects existing open space, sports and recreational buildings and land, including playing fields. The Council has

¹ Strategy for Ageing Well in Waverley 2015 -2018, November 2015

² Infrastructure Delivery Plan (IDP): Waverley Borough Council 2012

carried out an audit of all kinds of accessible open spaces and recreation land supplemented by the Playing Pitch Strategy 2012 and Play Area Strategy 2015. Both documents identify needs and deficits in these types of spaces which should be taken into account in development proposals. Losses in these facilities will not be permitted unless it is proven they are surplus to requirements or they are replaced by equivalent or better provision in terms of quality and quantity in a suitable location.

- 12.6 Sustainable rural tourism and leisure developments benefit businesses in rural areas, help sustain local communities and contribute to the economic prosperity of the Borough's rural communities. A careful balance is needed, however, to respect the character of the countryside in Waverley.

Provision in Waverley

Sports and Recreation

- 12.7 Leisure centres in the district are located in Farnham, Haslemere (The Herons and the Edge), Godalming and Cranleigh Leisure Centres. Farnham and Cranleigh centres underwent refurbishment in 2009/10, and a new leisure centre was constructed for Godalming in 2012. Haslemere Leisure Centre has seen extensive refurbishment, completed in January 2015. 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 have shared community sports and leisure facilities, including all-weather pitches, halls and leisure centres.
- 12.8 The Borough has a large number of village and church halls, many of which provide space for local sporting and social clubs. These and associated recreation grounds and sports pitches, make a valuable contribution to the health and well being of communities. This particularly applies in the more rural parts of the borough, where access to the larger leisure centres can be limited due to accessibility issues, including a lack of public transport at certain times of day and evening.

Countryside, Parks and Green Space

- 12.9 61% of Waverley is within the Green Belt, and around 78% is designated as an Area of Outstanding Natural Beauty and/or Area of Great Landscape Value. Around 1,000 ha of countryside are managed by the Borough Council, ranging from small areas of woodland and village greens, to extensive areas such as Farnham Park, Frensham Common and National Trust land, which include the Devil's Punchbowl at Hindhead. There is a high proportion of woodland, much of which is publicly accessible. The amount of natural and semi-natural greenspace is therefore a key feature of the

Borough and residents rate it as the most important type of open space in Waverley.³

- 12.10 There are hundreds of formal public open space sites across the Borough including ornamental parks and gardens, recreation grounds and children's playgrounds. Both Farnham Park and Broadwater Park, in Godalming were awarded Green Flag status in 2015. In addition, there is an extensive network of public footpaths and bridleways. The North Downs Way, a national long distance footpath, commences at Farnham, while of regional importance is The Downs Link, a bridleway route based on the former Guildford to Horsham railway and the Greensand Way commencing at Haslemere Educational Museum.
- 12.11 Rivers include the River Wey and Cranleigh Waters. Frensham Great Pond and Frensham Little Pond are significant water bodies and there is an extensive network of lakes, used for sailing and fishing. Part of the Wey and Arun Canal runs through the eastern part of the Borough, and is being restored. Some stretches are accessible for walking with further opportunities being explored. The South Downs National Park adjoining the south of Haslemere and at Alice Holt to the west of Farnham provides further leisure opportunities
- 12.12 Detailed criteria for designating Local Green Spaces through local and neighbourhood plans will be provided in Local Plan Part 2.

Play Areas

- 12.13 There are currently 73 equipped Borough- and Parish/Town Council-owned play areas in Waverley. These include skate parks and a small number of hard surface ball courts. A deficiency in provision for children and young people overall, has been identified in Waverley⁴ and redressing this is one of the Council's corporate priorities.⁵ The Council incorporates Surrey County Council standards supporting safer routes to play spaces to be integrated into the design and improvement to proposed schemes.
- 12.14 National guidance encourages local standards to be developed for play space and sports provision. Fields in Trust (FIT) standards in 'Planning and Design for Outdoor Sport and Play' (2008) identified a shortfall in Waverley of designated (or equipped) play space of 0.19ha/1000 people (or 23.17 hectares), with a surplus of informal play space of 0.18ha/1000 people. On average there is 0.06ha of equipped play space for every 1000 people.⁶
- 12.15 The FIT standards were reviewed in 2015⁷, but the standards for provision of space and walking guidelines remain as reported in the Waverley Play

³ Open Space, Leisure and Recreation Study 2012

⁴ Waverley Play Areas Strategy 2015 -2024

⁵ Waverley Borough Corporate Plan 2012 - 2015

⁶ Waverley Play Areas Strategy 2015 - 2024

⁷ Guidance for Outdoor Sport and Play 'Beyond the Six Acre Standard' - December 2015

Strategy. This differentiates play areas designed to meet the needs of children of all ages, and sets out a recommended application of quantity benchmark guidelines. These are recommended to relate to residential and mixed use developments involving non- specialist residential use (i.e. the standards should be reviewed for developments such as student housing or sheltered accommodation) using average household sizes in Waverley.

- 12.16 The guidelines⁸ shown in Table 1 should be provided on site in accordance with the minimum sizes shown. A financial contribution towards improvement of an existing equipped/designated play space may be sought from developers in lieu of on-site provision for larger scale play spaces, or where existing, adequate play space lies within the walking distance guidelines (also shown in Table 1). It should be noted that these are provided as minimum guidelines and should be adjusted if necessary, to take account of local circumstances.
- 12.17 The Play Area Strategy 2015 - 2024 identifies seven wards that fall below the Waverley average for both equipped play provision and the Fields in Trust standard for informal play space: Cranleigh East, Farnham Bourne, Farnham Moor Park, Farnham Shortheath and Boundstone, Godalming Binscombe, Godalming Charterhouse, and Milford. Other wards have significantly less than average equipped play provision, but more informal play space.
- 12.18 The standard set out in the Play Area Strategy is to achieve 0.8ha of equipped or informal play space for every 1000 people. This target, incorporated in this Local Plan, aims to balance the large quantity of accessible open space in the Borough with the need for equipped play areas.

Playing Pitches

- 12.19 The Playing Pitch Strategy (2013) provided a quantified assessment of current and future need for pitches, together with local standards for provision and quality. It confirms a relatively high level of satisfaction with pitches and a 'reasonably good' level of local facility supply.
- 12.20 The Strategy identified a deficiency in the borough-wide provision of youth football pitches in 2013, but a surplus in other types of sports. This should not automatically be interpreted as signifying that the 'surplus' could be disposed of, since the standards against which the surplus was assessed are the minimum that are required to meet current local needs. Also, a 'surplus' in one form of provision (for example adult football pitches) may compensate for shortfalls in other types of provision locally (for example, youth football pitches).⁹

⁸ Guidance for Outdoor Sport and Play 'Beyond the Six Acre Standard' - December 2015

⁹ Waverley Playing Pitch Strategy 2013 – paragraph 62

Table 1: FIT Benchmark guidelines – formal outdoor space					
Type of space	Standard (per 1000 population)	Walking guidelines from dwellings	Scale of development	Minimum Size	Buffer zones
Informal play space	0.55 ha	NA		NA	
Local Areas for Play (LAPs)	0.25 ha	Accompanied walking distance 100m	5 or more dwellings	0.01ha (10 x 10 metres)	5m minimum separation between activity zone and the boundary of dwellings
Local Equipped Areas for Play (LEAPs)	0.25 ha	400m	10 or more dwellings	0.04ha 20 x 20 metres	20 m minimum separation between the activity zone and the habitable room façade of dwellings
Neighbourhood Equipped Area for Play (NEAP)	0.25 ha	1,000m	201 – 500 dwellings: contribution 501+ dwellings: provision of NEAP	0.1 ha (31.6 x 31.6 m) *	30 m minimum separation between activity zone and the boundary of dwellings
Multi Use Games Area (MUGA) and skateboard parks	0.30 ha	700m	10 -200 dwellings: contribution 201+ dwellings: provision of MUGA	0.1 ha (40 x 20 m)	30 m minimum separation between activity zone and the boundary of dwellings

* Minimum activity zone of 1,000 sq m comprising an area for play equipment and structures and a hard surfaced area of at least 465 sq.m (the minimum needed to play five a side football)

The quality guidelines for these types of spaces can be found in [Table 1 of Guidance for Sport and Play: Beyond the Six Acre Standard.](#)

- 12.21 In many of the more densely populated urban parts of the Borough, the potential to meet identified deficiencies in playing pitches are limited by the absence of opportunities in such built-up areas. However, the opportunities presented by new developments may offer the flexibility to achieve enhanced levels of pitch and greenspace provision, recognising that the current standards represent an assessment of the minimum amounts that are needed.
- 12.22 New development in Waverley should meet the following standards for provision of playing pitches, which are based on Sport England's Playing Pitch Model (PPM). The PPM compares peak supply and demand and builds in other considerations such as pitch carrying capacity, to produce an estimate of surpluses or deficiencies. This was then used to establish the adequacy of current and future provision as shown:¹⁰ The Playing Pitch Strategy provides a high level of detail as to what is needed and the justification for the standard.

Table 2: Local Standards of Provision	
Pitch	Standard
Adult football	<ul style="list-style-type: none"> ▪ One pitch (1.2 ha) per 5,000 people. ▪ All aspects of pitches and ancillary facilities should rate 'average' or better. ▪ The whole population within 15 minutes' walk or drive of the nearest pitch.
Youth football	<ul style="list-style-type: none"> ▪ One pitch (0.75 ha) per 3,200 people. ▪ All aspects of pitches and ancillary facilities should rate 'average' or better. ▪ The whole population within 15 minutes' walk or drive of the nearest pitch.
Mini-soccer	<ul style="list-style-type: none"> ▪ One pitch (0.2 ha) per 5,000 people. ▪ All aspects of pitches and ancillary facilities should rate 'average' or better. ▪ The whole population within 15 minutes' walk or drive of the nearest pitch.
Cricket	<ul style="list-style-type: none"> ▪ One pitch (1.2 ha) per 2,800 people. ▪ All aspects of pitches and ancillary facilities should rate 'average' or better. ▪ The whole population within 15 minutes' walk or drive of the nearest pitch.
Rugby	<ul style="list-style-type: none"> ▪ One pitch (1.25 ha) per 6,000 people. ▪ All aspects of pitches and ancillary facilities should rate 'average' or better. ▪ The whole population within 20 minutes' walk or drive of the nearest pitch.
Synthetic turf	<ul style="list-style-type: none"> ▪ One pitch per 12,000 people. ▪ All aspects of pitches and ancillary facilities should rate 'average' or better. ▪ The whole population within 20 minutes' walk or drive of the nearest pitch.

The Arts, Galleries, Museums and Entertainment

- 12.23 Waverley has a rich and diverse cultural offer which includes a university dedicated to the creative arts and a thriving arts centre. The Council actively supports the arts through its own efforts and in partnership with others. It is recognised that fostering arts activities supports economic activity. Waverley benefits from two multi-arts facilities in the Borough; the Farnham Maltings, a nationally significant organisation; and the Cranleigh Arts Centre. Godalming Borough Hall and Haslemere Hall also offer a range of events and activities, including theatre and cinema, music and dance. These and other smaller

¹⁰ Waverley Playing Pitch Strategy 2013 – paragraph 51

venues such as galleries and schools and community halls with their seasonal events, play an important role in the cultural life of the Borough and attract visitors from outside the area.

- 12.24 There are four museums in Waverley: Farnham, Godalming, Haslemere Educational Museum and the Tilford Rural Life Centre.
- 12.25 A Borough-wide audit of cultural assets is taking place as part of the new Waverley Cultural Strategy. This includes mapping the facilities, identifying deficiencies and is expected to be adopted in April 2016.

Policy LRC1: Leisure, Recreation and Cultural Facilities

Proposals for new residential development will be expected to make provision for play space in accordance with Fields in Trust standards as set out in Table 1.

The Council will seek to secure the provision of new pitches or contributions towards improvements to existing pitches taking account of the local standards set out in Table 2, to ensure that there is adequate provision made in the Borough.

The Council will seek positive measures and co-operative action to secure appropriate public access for water-based and waterside recreation, provided it does not conflict with nature conservation interests.

Leisure, recreation and cultural facilities will be safeguarded from development. If the use of an existing facility is to be changed, evidence must be presented demonstrating that,

- a) the existing use is no longer required or viable;
- b) no other leisure, recreation or cultural provision is required or appropriate in that area; or
- c) alternative provision of a suitable scale and type can be made.

Where a need arises for new or improved facilities as a direct result development then appropriate contributions of on-site provision will be sought in accordance with Policy ICS1. The Council will encourage the provision of new open space, sports, leisure and recreation facilities and the promotion of outdoor recreation and access to the countryside, taking account of the evidence in the Open Space, Sport, Leisure and Recreation (PPG17) Study 2012; the Waverley Playing Pitch Strategy March 2013; and the Waverley Play Area Strategy 2015 – 2024, provided they accord with relevant national and local planning policies.

Delivery

The policy will be delivered by:

- Working in partnership with Waverley's Community Services, other sport and leisure providers and the Community Development Officer for Arts.

- The greening of the environment, improvements in biodiversity and enhancements of the existing green infrastructure to be undertaken in partnership with various organisations such as the Waverley Countryside Service, Action for Wildlife, Blackwater Valley Countryside Partnership, the Surrey Heathland Project and the Surrey Biodiversity Partnership.
- The granting of planning permissions for leisure, recreational and cultural facilities.

13. Rural Environment

Introduction

- 13.1 Waverley has some of the most attractive and unspoilt countryside in Surrey. The high quality environment is one of the Borough's greatest assets and makes a significant contribution to giving Waverley its distinctive character. This character has formed over several hundred years through the activity of individuals and communities living and working in the countryside.
- 13.2 One of the main objectives of the Local Plan 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 32% of the area is wooded, which is almost the highest coverage of any district in the country.
- 13.3 The rural landscape in Waverley is diverse, including the following landscape character areas: Greensand Hills, Greensand Plateau, Greensand Valley and Wooded Weald. Within these character areas are large areas of lowland heaths, river corridors and canals, all of which make an important contribution to the rural landscape. The Wey & Arun Canal alone presents a number of opportunities for preserving and enhancing the local landscape heritage.

Policy Context

- 13.4 Agriculture and forestry play a vital role in shaping the rural environment, both visually and socially, and as such, reference should be made to the saved policies of the Waverley Borough Local Plan (2002) aimed at supporting appropriate development in these areas. The Council is supportive of the continued use of, for agricultural purposes, land that is being farmed. Land classifications have been taken into account in the Spatial Strategy and the allocation of strategic sites. When considering non strategic site allocations in Part 2 of the Local Plan, the Council will have regard to the reference in the NPPF to agricultural land classifications and taking account of the economic and other benefits of the best and most versatile agricultural land (Grades 1, 2 and 3a).
- 13.5 Waverley is rich in ancient woodland, an irreplaceable, wildlife-rich habitat, which supports an important archaeological resource and accounts for 12% of land coverage in Waverley. Areas of ancient woodland, particularly under 2 hectares and not afforded statutory protection by designations such as SSSI's, have been identified as part of a wider survey to inform the revision of the Ancient Woodland Inventory (AWI) for Surrey (June 2011). The AWI

has a number of objectives, all of which are aimed at promoting the conservation of these woodlands.

Countryside beyond the Green Belt

- 13.6 Areas of the Borough beyond the Metropolitan Green Belt will continue to be defined as countryside. Policy RE1 sets out the approach to such land, in accordance with the NPPF.

Policy RE1: Countryside beyond the Green Belt

Within areas shown as Countryside beyond the Green Belt on the Proposals Map, the intrinsic beauty of the countryside will be recognised and safeguarded in accordance with the NPPF.

Metropolitan Green Belt

- 13.7 Some 21,000 hectares of Waverley is within the Metropolitan Green Belt, and this amounts to some 61% of the Borough.
- 13.8 The Government attaches great importance to Green Belts. The NPPF says that local planning authorities with Green Belts in their area should establish Green Belt boundaries in their Local Plans and when drawing up or reviewing Green Belt boundaries, should take into account the need to promote sustainable patterns of development.

Green Belt Review

- 13.9 National planning policy requires that Green Belt boundaries are only amended in exceptional circumstances and that this must be undertaken as part of the Local Plan process.
- 13.10 A review of the Green Belt boundary in Waverley was undertaken in 2014¹. The purpose of the Review was to assess the performance of the Green Belt designation against NPPF criteria and to then consider specific areas of search for boundary adjustments. The study made a number of recommendations and identified:
- land that could be removed from the Green Belt;
 - several villages which could be in-set (thereby amending their current development envelope); and

¹ Waverley Borough Council Green Belt Review Parts 1 and 2: August 2014

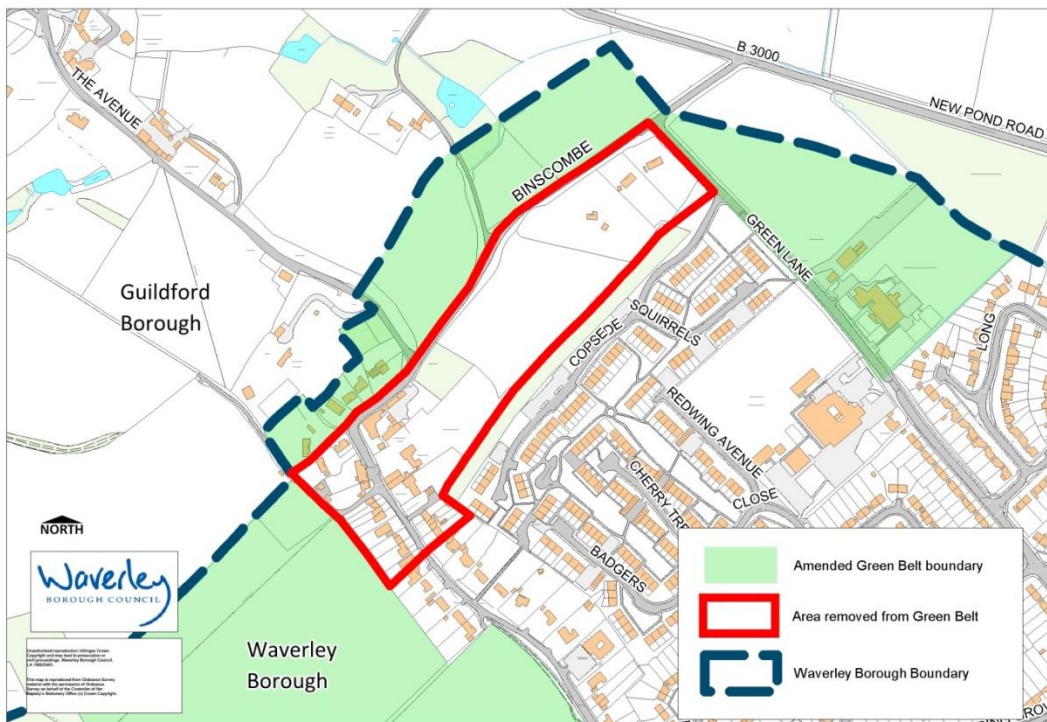
- several areas which could be added to the Green Belt.

13.11 The Council considers that exceptional circumstances exist to justify the amendment of Green Belt boundary in some areas in order to facilitate the development that is needed and promote sustainable patterns of development. The Council has considered the recommendations of the Green Belt Review. It is broadly in support of what is suggested, and proposes to make the following changes to the Green Belt:

Removal of land south east of Binscombe, Godalming

13.12 This piece of land is predominantly in agricultural use. It helps to define the western edge of Godalming, but does not contain it. The removal of this piece of land from the Green Belt would effectively round-off the settlement and not affect the openness of the countryside in this area. This area is to be removed from the Green Belt as shown on Plan 1.

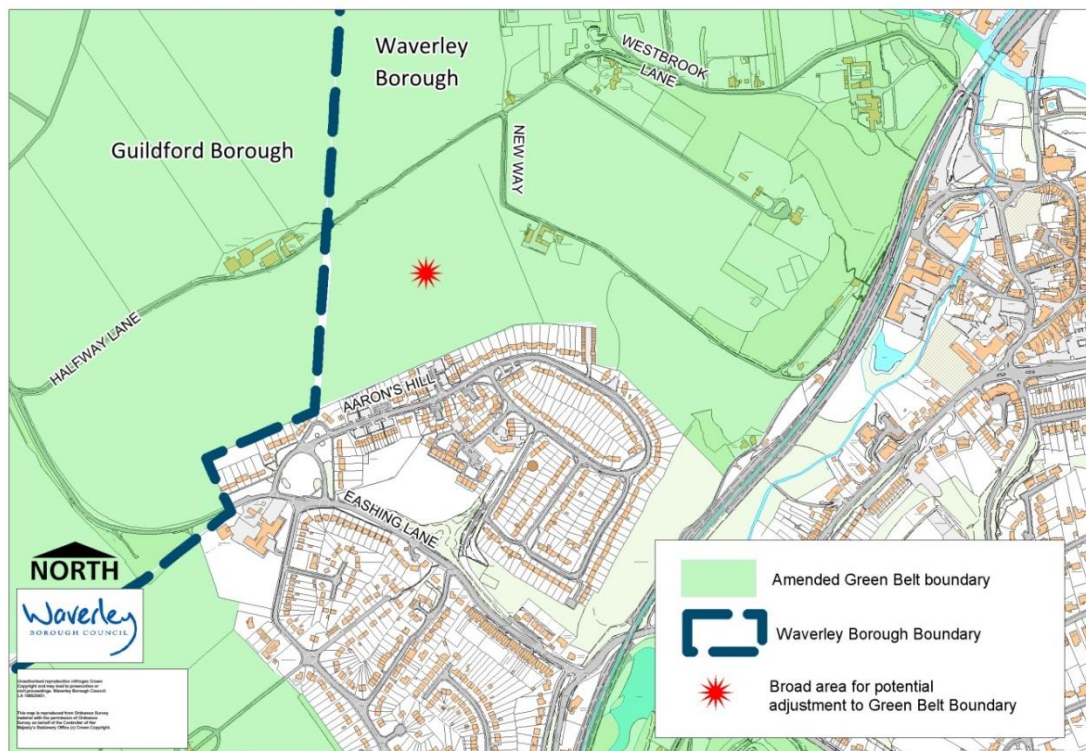
Plan 1. Removal of land south east of Binscombe, Godalming



Removal of Land between Aaron's Hill and Halfway Lane, Godalming

- 13.13 This area of land directly adjoins the boundary with Guildford Borough. There is no physical boundary to show this on the ground.
- 13.14 This piece of land is open, arable landscape with extensive views to the north-west. There is the opportunity to re-define the urban edge using Halfway Lane/ Westbrook Lane to the north without significant intrusion into open countryside.
- 13.15 Subject to further discussions with Guildford Borough Council, the area shown on Plan 2 could be suitable for removal from the Green Belt. There is currently insufficient information on its deliverability for housing. Therefore, this matter will be considered further in Local Plan Part 2.

Plan 2. Removal of land between Aaron's Hill and Halfway Lane, Godalming



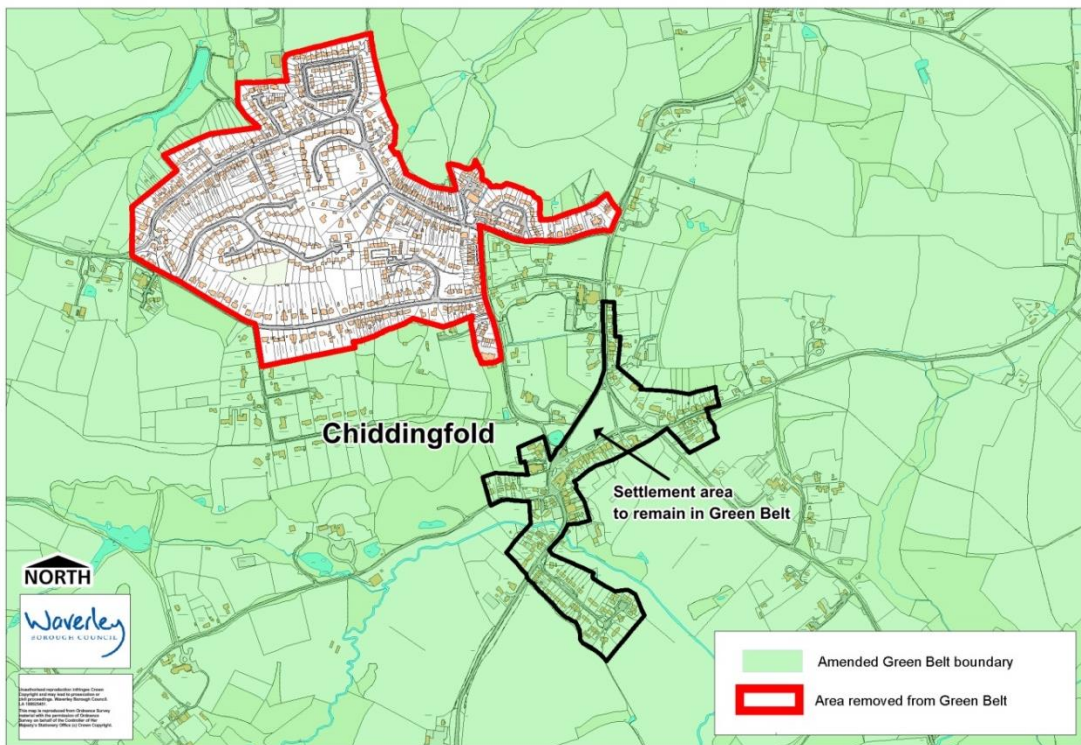
Villages to be inset and removed from the Green Belt

- 13.16 A number of many of Waverley's villages are washed over by the Green Belt designation. However, national planning policy states that only those villages whose open character makes an important contribution to the openness of the Green Belt should be included in the Green Belt. Those that do not should be inset or removed and other development management policies used to restrict any inappropriate development.
- 13.17 The Waverley Green Belt Review identified the large villages of Chiddingfold, Elstead, Milford and Witley which are currently 'washed over' by the Green Belt, as having potential for removal from it without significant damage to its strategic function. These villages already have Rural Settlement boundaries which were designated in saved Policy RD1.
- 13.18 The Council broadly accepts the recommendations of the Green Belt Review relating to the large villages. However, any detailed boundary changes that might be appropriate are to be considered in more detail in Part 2 of the Local Plan. This would involve consultation with the local communities and also sit side by side with work being carried out on the relevant Neighbourhood Plans.

Chiddingfold

- 13.19 The Green Belt Review recommended two areas for inclusion into the village boundary, and as such, removal from the Green Belt. One comprises an area to the north of Woodside Road, where a Green Belt boundary could be set using woodland edges and hedgerows, with local topography limiting the visual exposure of the land.
- 13.20 The other area suggested is to the west of Coxcombe Lane towards Ballsdown and beyond to the surgery and Field View Close. This area is not one which is currently subject to pressure from development, but which also has a role in containing the southern edge of Chiddingfold.
- 13.21 The two areas recommended for removal from the Green Belt are much larger than would be required to meet Chiddingfold's overall allocation of 100 dwellings made in this Plan. The recommendations of the Green Belt Review and an assessment of sites promoted for development through the Land Availability Assessment (LAA) indicate that the overall allocation is achievable. However, the Council is mindful that Chiddingfold is in the process of producing a Neighbourhood Plan which is considering a number of alternative locations. Therefore, at this stage, the existing settlement area is to be removed from the Green Belt (Plan 3), with any further adjustments to the settlement boundary to be made through Local Plan Part 2 to, hopefully, align with the emerging Neighbourhood Plan.

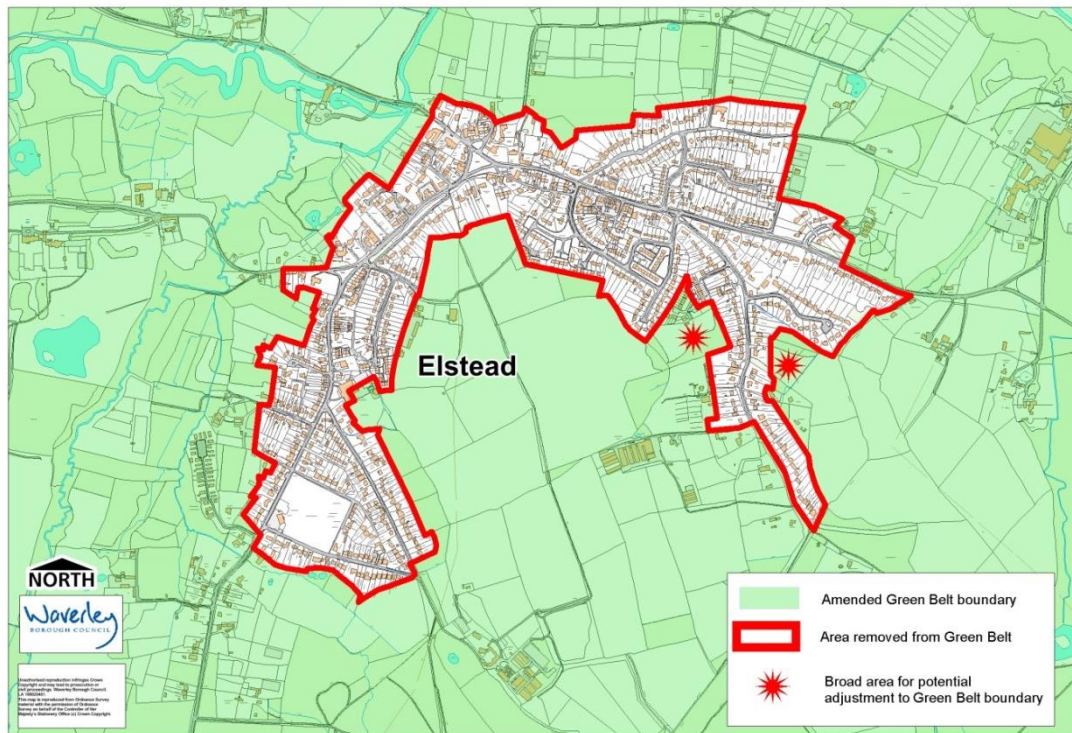
Plan 3. Removal of land within Chiddingfold from Green Belt



Elstead

- 13.22 It is proposed that Elstead is inset from the Green Belt, based on the current settlement boundary defined in the 2002 Local Plan. There are some sites considered suitable for meeting future housing needs that would require minor adjustment to the existing settlement boundary. These are indicated on Plan 4. The precise definition of the new settlement boundary will be identified in Local Plan Part 2.

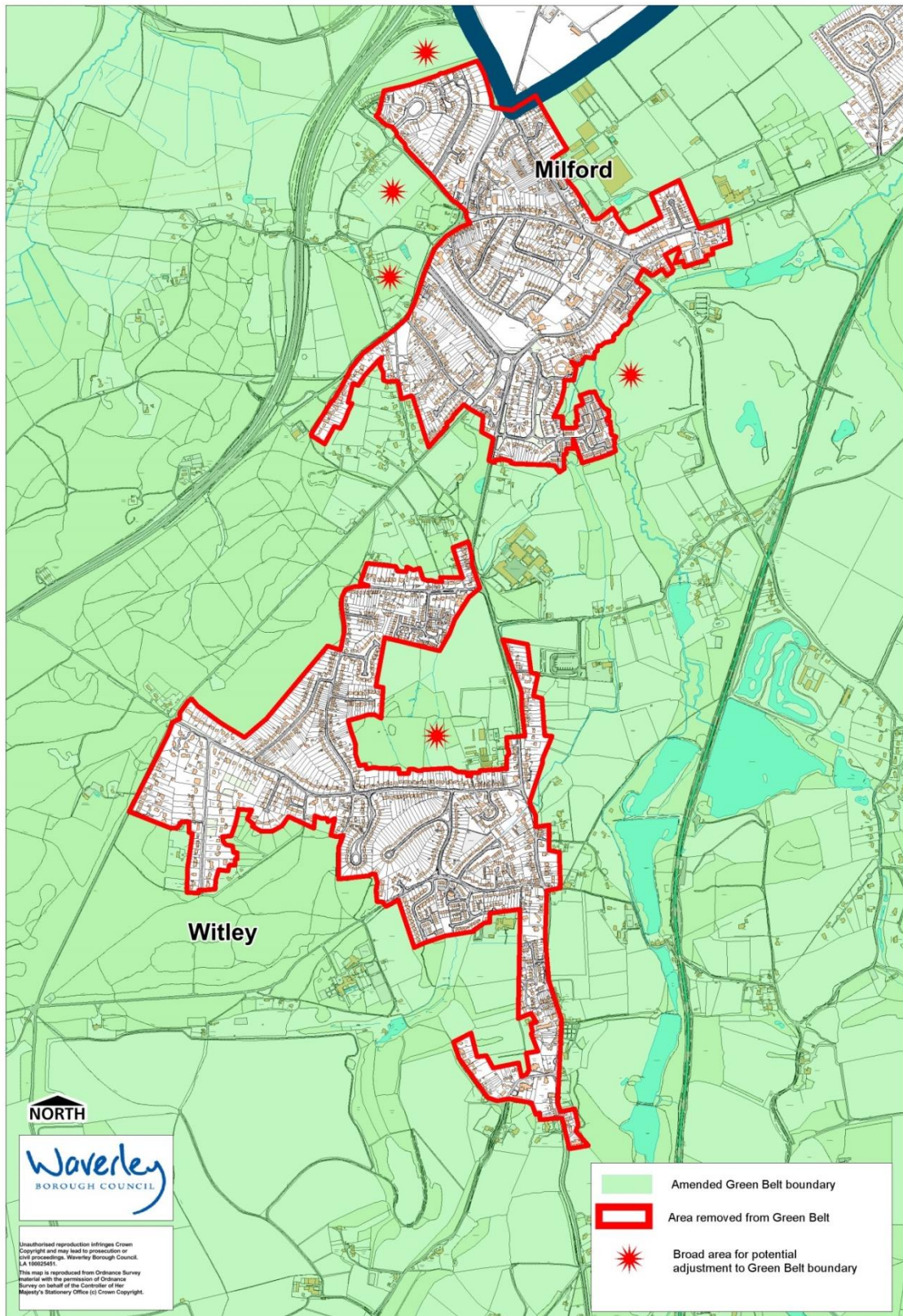
Plan 4. Removal of land within Elstead from Green Belt



Milford and Witley

- 13.23 There are separate established Rural Settlement Boundaries for Milford and Witley. Two areas are recommended in the Green Belt Review for Milford and one for Witley for inclusion into the village boundaries and removal from the Green Belt.
- 13.24 The Review recommended the removal of an area of land to the north-west of Milford around Lower Mousehill Lane and north of Manor Fields, Amberley Road and the A3. The other area recommended for removal forms part of Milford Golf Course, to the rear of Church Road and Busdens Way and east of Station Lane.
- 13.25 In Witley, the area proposed for exclusion is west of Petworth Road, which is surrounded by development in Wheeler Lane and several residential developments in Cramhurst Lane and Oxted Green.
- 13.26 The Council supports, in principle, changes to the settlement boundaries and the removal of some land from the Green Belt within these broad areas, as indicated on Plan 5. However, in order to meet anticipated needs within these villages, it is not considered that the whole of the areas shown broadly within the Green Belt Review shall be removed from the Green Belt. It is intended, therefore that the precise boundaries for change in these areas, along with any other minor adjustments to the settlement boundary, be undertaken in Local Plan Part 2.

Plan 5. Removal of land within Milford and Witley from Green Belt



Other Villages

13.27 The Green Belt Review examined all villages in the Green Belt in Waverley, and suggested that Bramley, Wonersh and Churt should remain washed over by the Green Belt, with some minor changes proposed to the rural settlement boundaries to allow for selected infill to take place. The Council accepts these recommendations, and these changes will be considered in more detail in Part 2 of the Local Plan.

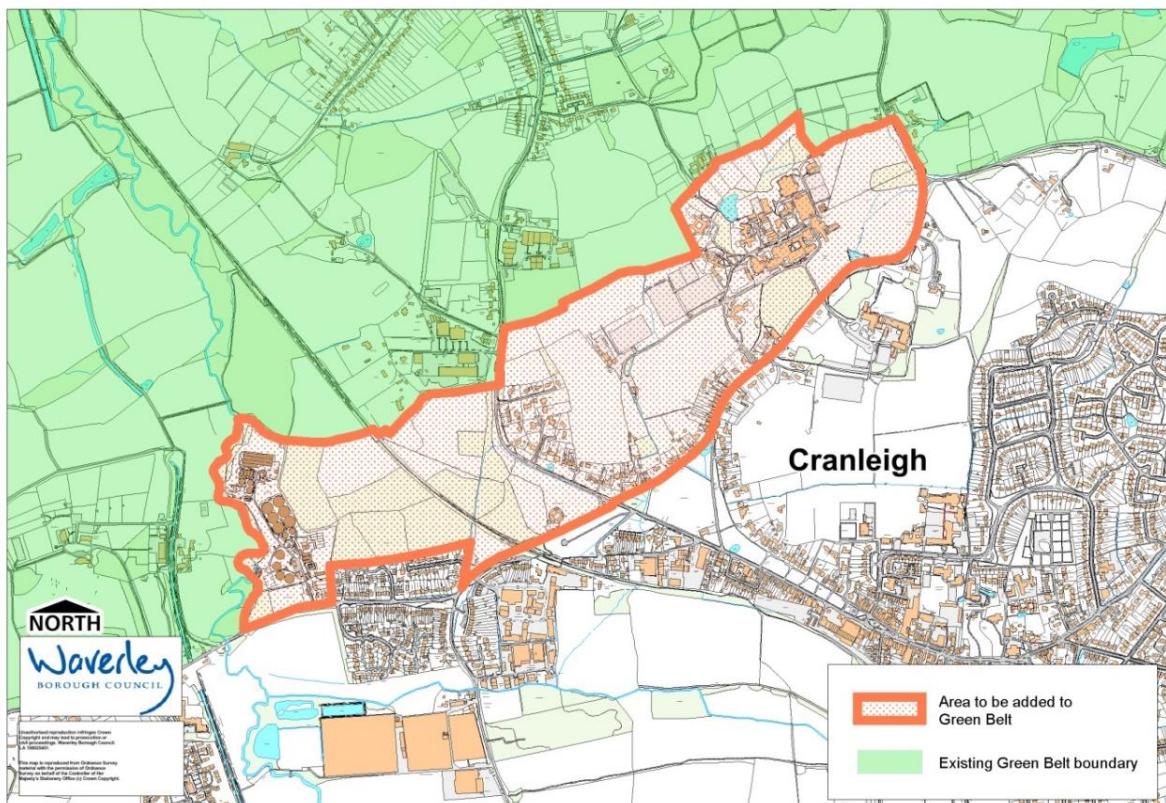
Land with potential to be added to the Green Belt

13.28 The NPPF states that new Green Belt boundaries should only be altered in exceptional circumstances, and that this must be clearly justified. In the Waverley Green Belt Review, three areas were identified for their potential to be added to the Green Belt in order to resist undesirable change and strengthen the existing Green Belt. The Council is broadly in agreement with two of the recommendations and the detailed changes to the boundaries will be made in Part 2 of the Local Plan.

Land to the north of Cranleigh

13.29 The area between the Common and Rowly including Cranleigh School and land to the west of the B2128 is potentially at risk of further urbanisation which would extend the footprint of Cranleigh northwards to meet the current Green Belt boundary. There is pressure for development (both realised and potential) around the northern edge of Cranleigh and there is a danger that this extends in places to the poorly defined southern edge of the Green Belt. Redefinition of the Green Belt in places would help to strengthen its role in this area. It is proposed therefore, that the Green Belt be extended to incorporate the land identified on Plan 6.

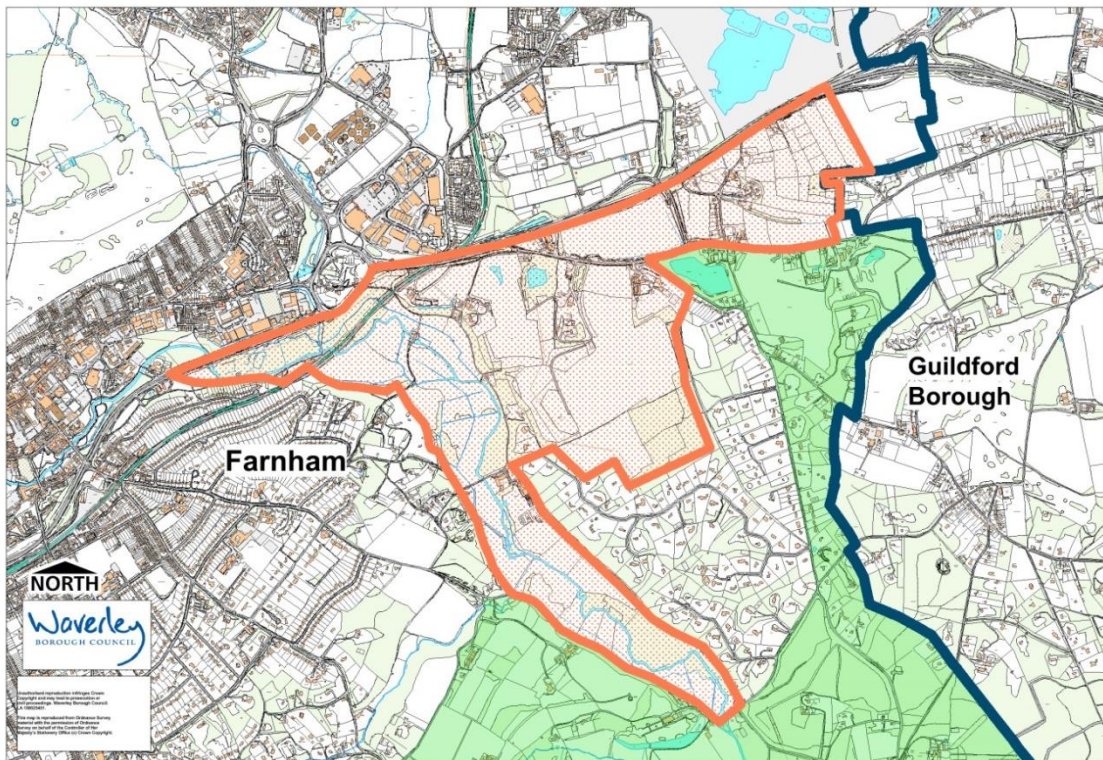
Plan 6. Area of Cranleigh to be added to the Green Belt



Land to the north east of Farnham around Compton

- 13.30 It is proposed that the land to the west of the River Wey and south of the A31 is designated as Green Belt, protecting the land from further intrusion and reinforcing existing Green Belt to the west. This would give opportunity for a modest extension of the eastern edge of Farnham, providing a long term boundary for its long-term containment. This would also complement the existing Green Belt land to the south and east, along with the wider Green Belt in Guildford Borough. The area of land to be included in the Green Belt is identified on Plan 7.

Plan 7. Area of Compton, Farnham to be added to the Green Belt



Policy RE2: Green Belt

The Metropolitan Green Belt as shown on the adopted Local Plan Proposals Map will continue to be protected against inappropriate development in accordance with the NPPF. In accordance with national planning policy, new development will be considered to be inappropriate and will not be permitted unless very special circumstances can be demonstrated.

Certain forms of development are not considered to be inappropriate in the Green Belt. Proposals will be permitted where they do not conflict with the exceptions listed in national planning policy.

The following changes to the Green Belt are made in this Plan:

- Removal of land south east of Binscombe, Godalming
- Removal of Chiddingfold, Elstead, Milford and Witley (within the current Rural Settlement boundaries)
- Addition of land to the north of Cranleigh and land to the north east of Farnham around Compton.

The following changes to the Green Belt will be made in Local Plan Part 2, with the boundaries to be defined following consultation with local communities:

- Removal of land at between Aaron's Hill and Halfway Lane, Godalming, and
- Detailed adjustments to the Green Belt boundaries (and Rural Settlement boundaries) around Chiddingfold, Elstead, Milford and Witley.

The Surrey Hills Areas of Outstanding Natural Beauty and Great Landscape Value

13.31 The NPPF states that Local Planning Authorities should set criteria based policies against which proposals for any development on or affecting landscape areas will be judged. It goes on to say that great weight should be given to conserving landscape and scenic beauty in National Parks and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty².

13.32 A substantial part of the rural area is within the Surrey Hills Area of Outstanding Natural Beauty (AONB) and/or the area designated as Area of Great Landscape Value (AGLV). The AONB was designated in 1958. It is a national designation, which recognises its high quality landscape. The

² National Planning Policy Framework 2012, paras 113 and 115

Surrey Hills AONB Management Plan 2014-2019 prepared by the Surrey Hills AONB in collaboration with its constituent planning authorities, including Waverley, sets out the vision, policies and plans for the management of the AONB. The Plan has been formally adopted by the Council and is a material consideration in the determination of planning applications.

- 13.33 Applications for major development in the AONB will be refused unless where exceptional circumstances are demonstrated and the development is proven to be in the public interest. Proposals will be assessed against the criteria set out in NPPF paragraph 116.
- 13.34 In 1958 and 1971 the County Council designated parts of Surrey as an Area of Great Landscape Value (AGLV) for its own intrinsic value. Additional areas in Waverley were designated in 1984. The AGLV is a local landscape designation that complements the AONB. It affects six of the Surrey districts. For much of the area in Waverley, the AONB and AGLV designations are contiguous. However, there are significant areas around Farnham and Godalming, and in the south eastern part of the Borough where the AGLV designation extends beyond the AONB and therefore under the NPPF does not have the same status of protection.
- 13.35 A countywide review of the AGLV was undertaken in 2007 to consider the qualities of the landscape within it. As a result, the areas within the AGLV were placed within three categories:-
- Parts that shared identical characteristics with the AONB;
 - Parts sharing some characteristics with the AONB; and
 - Parts sharing few or no characteristics with the AONB.
- 13.36 The assessment recommended 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. With the introduction of the NPPF in 2012 the need for the review has become even greater as those areas that are only AGLV can not be afforded the same protection as the AONB.
- 13.37 In 2013 Natural England agreed for there to be a Landscape Character Assessment and Evaluation of natural beauty of neighbouring areas to the AONB. Following this assessment recommending 38 candidate areas for inclusion in the AONB, Natural England decided to include the boundary review in its corporate plan to 2018.
- 13.38 Therefore until the AONB Review is completed, the AGLV will be retained in the Local Plan. This approach recognises the landscape quality of the AGLV, the role it plays as a buffer to the AONB and that parts have been recommended in the above assessment for inclusion in the AONB. However, as a local designation, the AGLV holds less weight than the AONB in policy terms. Once the AONB review is completed any remaining parts of the

AGLV not included in the AONB will have less status. However, the landscape character of the countryside outside the AONB will be protected through criteria based policies and local designations in Part 2 of the Local Plan: Non Strategic Policies and Site allocations, where evidence demonstrates that this would be appropriate.

- 13.39 It is important that there is a consistent approach to the AONB and AGLV across the local authorities that are affected by the existing AGLV designation. Three of these (Tandridge, Reigate and Banstead and Mole Valley) have adopted Core Strategies containing policies applying the same principles to protecting the AGLV as the AONB, pending a review of the AONB boundary. Guildford also proposes this approach in its submission Local Plan: Strategy and Sites (June 2016). Those plans also support government policy to protect the setting of AONBs from development outside their boundaries which impact upon views from and into the AONB.

Local Landscape Designations

- 13.40 The NPPF states that in preparing plans to meet development requirements, the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, and that criteria based policies should be sWaverley Boroughet against which proposals for any development on or affecting landscape areas will be judged. There is strong support for the retention of these local designations among Waverley residents.
- 13.41 In addition to the AGLV, there are currently several other local landscape designations in Waverley. The Local Landscape Designation Review was carried out in 2014³, and it reviewed these areas as part of a high level strategic review of the non statutory landscape designations in Waverley.

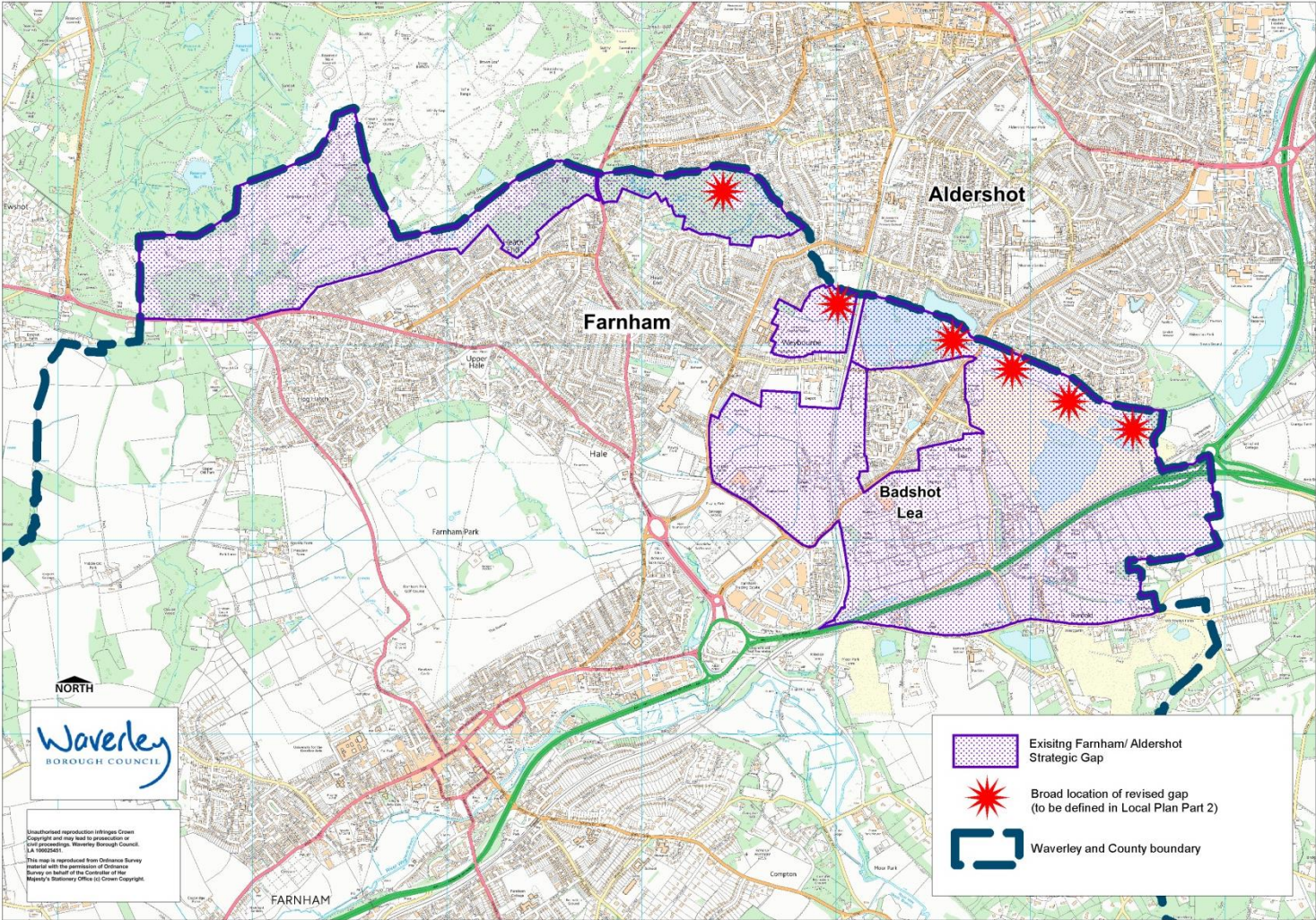
The Farnham/ Aldershot Strategic Gap

- 13.42 The Farnham/Aldershot Strategic Gap is a local policy designation which identifies an area between Farnham, Badshot Lea and Aldershot. It is vulnerable to pressure for development, but has played an important role in preventing the coalescence of Farnham and Aldershot. The current saved Local Plan Policy C4 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.

³ Waverley Borough Council Local Landscape Designation Review: August 2014 (AMEC Environment & Infrastructure UK Limited)

13.43 In the light of the recommendations of the Review of the Local Landscape Designations it is recommended that a much more focussed policy be developed to safeguard the strategically important land separating Farnham from Aldershot. The detailed designation for this new Gap will be set out in Local Plan Part 2. However the broad location of the proposed Gap is identified on Plan 8. Pending this review, through Local Plan Part 2, the existing defined area and accompanying saved Local Plan Policy C4 will be retained.

Plan 8. The Farnham / Aldershot Strategic Gap



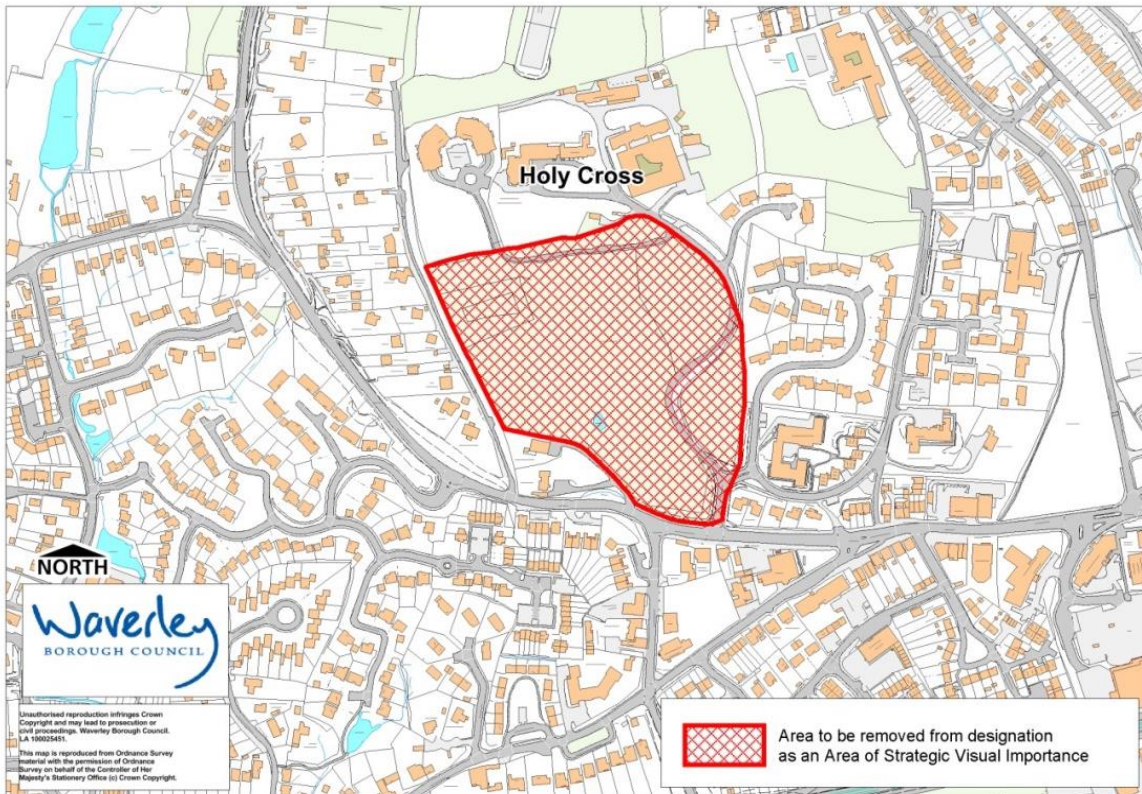
Area of Historic Landscape Value

- 13.44 The historic landscape in Waverley also contributes to the distinctive character of the Borough. These extensive areas encompass whole landscape types and play an important part in maintaining the overall historic character of the area. Examples of distinct historic landscapes include prehistoric Bronze Age barrow sites; medieval droveways; and eighteenth century designed landscapes.
- 13.45 There are two extensive areas of land in Waverley that are designated as Historic Landscapes. These include Farnham Park and Frensham Common. They are currently protected by saved Policy HE12 of the 2002 Local Plan.
- 13.46 The Local Landscape Designation Review confirms that both areas continue to make a strong contribution to the purpose of the designation. The Council supports this and will retain them.

Area of Strategic Visual Importance (ASVI)

- 13.47 The Area of Strategic Visual Importance (ASVI) designation affects certain areas of land around Farnham, Godalming, Haslemere and Cranleigh. The areas 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 stretch into the urban area. They are considered to be 'strategic' because of the role they play in maintaining the urban character of Farnham, Godalming, Haslemere and Cranleigh.
- 13.48 The Local Landscape Designation Review concludes that the majority of the ASVIs do make a contribution to the purposes of their designation, but that some make a more significant contribution than others.
- 13.49 Only one of the designated areas, that to the south of Holy Cross Hospital in Haslemere, is considered to make only a limited contribution due to the already developed nature of this area. It is a wooded area and is not subject to pressure for development. The Council supports the removal of this area from the ASVI. It is therefore proposed that the area of land identified in on Plan 9 be removed from the ASVI.
- 13.50 The Review concludes that there are sound reasons for the ASVI designation in the remaining areas. It recognises the importance that this land continues to play in defining the character of the main settlements. However, a more detailed review of the precise boundaries of the remaining ASVI areas will take place in Local Plan Part 2 to address any anomalies that have arisen since the original designation.

Plan 9. Holy Cross Hospital Area of Strategic Visual Importance



Godalming Hillside

13.51 Godalming's historic core lies in the Wey Valley and it is surrounded by steep wooded hillsides. All the long views from the town centre feature attractive wooded slopes and the encircling woodland gives the town centre a special distinctive character. This area was originally designated in 1984.

13.52 The Local Landscape Designation Review supports this designation and confirms that the wooded hillsides help to give a unique landscape character around the town.

13.53 The Council agrees that the designation should be retained although its precise boundaries will be reviewed in Local Plan Part 2 to reflect any new developments that have taken place.

South Downs National Park

13.54 Parts of the Borough are adjacent to the South Downs National Park and therefore it is necessary to ensure that development does not have an adverse impact on its setting.

Policy RE3: 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 character and qualities of the Surrey Hills Area of Outstanding Natural Beauty (AONB) will be protected, including through the application of national planning policies and the Surrey Hills AONB Management Plan. The setting of the AONB will be protected where development outside its boundaries harm public views from or into the AONB.

The Area of Great Landscape Value

The same principles for protecting the AONB will apply in the Area of Great Landscape Value (AGLV), which will be retained for its own sake and as a buffer to the AONB, until there is a review of the Surrey Hills AONB boundary.

The Farnham/Aldershot Strategic Gap

Pending a more focused review in Local Plan Part 2, the Farnham/Aldershot Strategic Gap will continue to be protected by resisting inappropriate development in accordance with Policy RE1: Non Green Belt Countryside. Within the Strategic Gap the Council will promote:

- measures to enhance the landscape and the conservation of wildlife sites; and
- improved public footpaths and bridleways for informal recreation.

iv. The Area of Strategic Visual Importance

Pending a review of the detailed boundaries in Local Plan Part 2, the Areas of Strategic Visual Importance will be retained, other than land to the south of Holy Cross Hospital, Haslemere, as shown on Plan 9, which will be removed in this Plan. The appearance of the ASVI 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.

v. Godalming Hillside

The Godalming Hillside designation will be retained, with its detailed boundary to be reviewed in Local Plan Part 2. Development will not be acceptable on the Godalming Hillside, as shown on the Policies Map, unless the Council is satisfied that the development would not diminish the wooded appearance of the

hillside and result in a loss of tree cover to the detriment of the area and the character and setting of the town.

vi. Historic Landscape

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

vii. South Downs National Park

Where development affects the setting of the South Downs National Park great weight will be given to conserving the landscape and scenic beauty.

Delivery

This policy will be delivered by:

- Decisions on planning applications
- Local Plan Part 2
- The Council working with the Surrey Hills AONB Board, partner local authorities, landowners and developers.

14. Townscape and Design

Introduction

- 14.1 The character, distinctiveness and viability of successful places often lie in the quality of the built environment and public realm. Well-designed buildings, places and spaces help to create attractive environments that set a positive context for the development of successful places and sustainable, healthy communities. Design is not just about how development looks, but also how it works and how well it meets the needs of users. The Council is committed to achieving high quality buildings and places that respond to the distinctive character of the Borough.
- 14.2 The environment of the built-up areas and villages in Waverley is attractive and varied and is valued by the community. The character ranges from the historic centres of the main settlements to the distinctive but varied character of the villages. There exists a strong link between the historic landscape and settlement and this relationship has had a clear impact on shaping the character of all the settlements throughout the Borough. Topography and tree cover also play an important role in contributing to the distinctive character of different parts of the Borough, both within settlements and in the wider countryside.
- 14.3 Within the main built up areas there is a wide variety of densities and areas of different character. Some of the residential areas are of quite a high density, whilst the towns also have extensive areas of low density residential development.
- 14.4 There are already parts of the built-up areas that have been designated in the 2002 Local Plan as having a distinctive character that merits particular protection. As a result, there are specific saved policies giving added protection to the hillsides in Godalming and Haslemere, (Policies BE2, BE4 and BE5). There are also large parts of south Farnham that are within the developed area, but that have a distinctive semi-rural character and Local Plan saved Policy BE3 is in place to protect that character. There is also saved Policy BE6 that seeks to protect some particular areas throughout the Borough where the established low density layout gives the area a distinctive character which is worthy of protection.
- 14.5 A number of the towns and villages have produced village or town design statements which the Council has adopted as material considerations when considering planning applications in these areas. As at December 2015, the following town and village design statements had been produced:-
- Elstead Village Design Statement (1995)
 - Dunsfold Village Design Statement (2001)
 - Blackheath, Shamley Green and Wonersh Village Design Statement (2007)
 - Frensham Village Design Statement (2008)

- Cranleigh Design Statement (2008)
 - Thursley Village Design Statement (2009)
 - Farnham Design Statement (2010)
 - Churt Village Design Statement (2010)
 - Haslemere Design Statement (2012)
- 14.6 It is envisaged that local issues will continue to be addressed both through further town or village design statements and neighbourhood plans.
- 14.7 Good design facilitates and contributes to local distinctiveness, a sense of place, and civic pride. It improves and enhances the existing environment and helps to attract people, businesses and investment. The quality of architecture and design are both relevant to the impact that development will have on the character of the area. High quality development is designed so as to understand the context within which it is located. It is critical, both environmentally and economically, that Waverley continues to enhance the distinctive character of the towns and villages and ensures that new development positively responds to the environment rather than detracts from it.

Policy Context

- 14.8 In relation to design, the National Planning Policy Framework (NPPF) attaches great importance to the design of the built environment. It states that good design is indivisible from good planning and should contribute positively to making places better for people. It also states that local plans, including neighbourhood plans, should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. It adds that such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics.
- 14.9 In relation to density and character, there is a limit to what can reasonably be included in a high level policy in a Local Plan Part 1. However, Policy TD1 sets out the Council's overall approach on these matters and indicates what future work is needed through more detailed documents such as Local Plan Part 2 and/or Supplementary Planning Documents, as well as locally produced town or village design statements and neighbourhood plans.
- 14.10 The Local Plan policy on townscape and design is not unduly prescriptive, but ensures that proper regard is given to local character and distinctiveness. This overarching policy 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 town and village design statements that the Council has adopted as material considerations.
- 14.11 Existing 'character areas' and their associated saved policies in the 2002 Local Plan will be retained until such time as they are reviewed through Local Plan Part 2.

Policy TD1: Townscape and Design

The Council will ensure that the character and amenity of the Borough are protected by:

1. Requiring new development to be of a high quality and inclusive design that responds to the distinctive local character of the area in which it is located. Account will be taken of design guidance adopted by the Council including design and development briefs, Conservation Area Appraisals and associated Management Plans, town and village design statements and other design policies and guidance produced within subsequent Development Plan Documents, Supplementary Planning Documents and neighbourhood plans.
2. Ensuring that new development is designed so that it creates safe and attractive environments that meet the needs of users and incorporate the principles of sustainable development.
3. Encouraging and supporting the preparation and adoption of local town and village design statements and neighbourhood plans.
4. Promoting a high quality public realm including landscaping, works to streets and public spaces.
5. Maximising opportunities to improve the quality of life and health and well-being of current and future residents, for example the provision of:
 - private, communal and public amenity space;
 - appropriate internal space standards for new dwellings;
 - on site playspace provision (for all ages);
 - appropriate facilities for the storage of waste (including general refuse, garden, food and recycling);
 - private clothes drying facilities.

Delivery

The policy will be delivered by:

- The determination of planning applications, ensuring that new development meets an appropriate standard for approval.
- Requiring sufficient detail to be included in Design and Access Statements.
- A more detailed design and townscape policy in Local Plan Part 2, including the review of existing designated character areas.
- Supporting town and village design statements and, where appropriate, adopting them as material planning considerations.
- Neighbourhood Plans.
- The adoption of relevant Supplementary Planning Documents.
- Promoting outstanding design through the Waverley Design Awards.
- Delivery of ongoing design training within Planning Services.

15. Heritage Assets

Introduction

- 15.1 Waverley has a rich historic environment with some 1,741 listed structures, 43 conservation areas, a locally produced list detailing Buildings of Local Merit (BLMs), which were previously known as 'locally listed buildings'. There are also 30 Scheduled Monuments within the Borough including Farnham Castle and several prehistoric barrows, eight Registered Parks and Gardens and a large number of recorded archaeological sites. There are also hundreds of smaller heritage assets, such as milestones and old signposts, which have been identified as 'Heritage Features'. These designated and non-designated heritage assets are important in their own right, add to the distinctiveness of the Borough and are valued by residents and visitors alike. As well as the historic structures and archaeological features within the Borough, the landscape is also a record of previous human activity from the commons of Witley and Thursley to the ponds at Frensham.
- 15.2 Heritage assets include buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions, because of their heritage interest. Heritage assets include designated assets and assets identified by the local planning authority, including Buildings of Local Merit (previously the 'Local List').
- 15.3 The Council has a good record of a proactive approach to the management of the heritage assets within the Borough. The strategy is to continue this approach by: protecting, enhancing and promoting heritage assets so that they are able to be understood and enjoyed by residents and visitors now and in the future. The heritage assets within Waverley help to define and illustrate the Borough's character and their continued protection through informed management is important.
- 15.4 Conservation Area Appraisals have been undertaken and adopted for the following areas:
- Alfold
 - Bramley
 - Chiddingfold
 - Cranleigh (2016)
 - Crownpits, Godalming
 - Farnham
 - Godalming Town Centre
 - Milford
 - Ockford Road, Godalming
 - Wheelerstreet, Witley
 - Witley
 - Wrecclesham

- 15.5 The programme to review and adopt further Conservation Area Appraisals is ongoing. The appraisal programme identifies what makes the Conservation Area special and worthy of conservation and enhancement. It will also identify opportunities and threats, thus informing a Management Plan to guide change. In addition, the Council will continue to support the community in reviewing and identifying Buildings of Local Merit.
- 15.6 Waverley's historic landscapes are dealt with in Chapter 13: Rural Environment.

Policy Context

- 15.7 In relation to the historic environment, the NPPF states that local planning authorities should set out in their local plans a positive strategy for the conservation and enjoyment of the historic environment. In developing a strategy, local planning authorities should take into account:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
 - the desirability of new development making a positive contribution to local character and distinctiveness; and
 - opportunities to draw on the contribution made by the historic environment to the character of a place.

Policy HA1: Protection of Heritage Assets

The Council will ensure that the significance of the heritage assets within the Borough are conserved and enhanced to ensure the continued protection and enjoyment of the historic environment by:

1. Safeguarding and managing Waverley's rich and diverse heritage. This includes all heritage assets, archaeological sites and historic landscapes, designated and non-designated assets, and their setting in accordance with legislation and national policy.
2. Understanding and respecting the significance of the assets.
3. Undertaking further Conservation Area Appraisals and producing and implementing related Management Plans.
4. Facilitating and supporting the identification and review of heritage assets of local historic, architectural and archaeological significance in accordance with the Council's agreed procedures.
5. Supporting appropriate interpretation and promotion of the heritage assets throughout the Borough.

6. Targeting for improvements, those heritage assets identified at risk or vulnerable to risk.

Delivery

The policy will be delivered by:

- The determination of planning applications, ensuring that new development meets an appropriate standard for approval.
- Requiring sufficient detail to be included within Heritage Statements submitted to support relevant planning applications.
- Continuing a programme of review of the Conservation Areas and undertaking Conservation Area Appraisals and Conservation Area Management Plans.
- Reviewing the Buildings of Local Merit list (former 'Local List'), heritage assets and historic gardens of significance.
- Neighbourhood plans.
- Keeping and reviewing a local register of buildings at risk or vulnerable to risk.
- Supporting the collation of information in the County Historic Environment Record.

16. The Natural Environment

Introduction

- 16.1 The term *biodiversity* is used to describe the variety of life on Earth and includes all species of plants and animals, along with the complex ecosystems in which they live. It ranges from species and habitats which are considered commonplace to those that are critically endangered. Waverley contains a wealth of nationally and internationally protected habitats which contribute to the local biodiversity of the Borough.

International Designations

- 16.2 Special Protection Areas (SPAs) are sites of international importance for the breeding, feeding, wintering or migration of rare and vulnerable species of birds found within European Union countries. Their designation is required by the 'Birds Directive'¹ 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 Thames Basin Heaths SPA covers an area of 8,275 ha across Hampshire, (the former county of) Berkshire and Surrey. It is part of a complex of heathlands in Southern England that support important populations of breeding birds, including the Dartford Warbler, Nightjar and Woodlark. Only a small part of the SPA (about 80 ha) lies within Waverley, north of Farnham. There is, however, a "Zone of Influence" around the SPA within which measures are required to avoid adverse impacts on its conservation interests. The Thames Basin Heaths Avoidance Strategy² sets out the Council's approach in seeking to avoid the effect of a net increase in population from new housing developments within 5 km of the SPA, and how it proposes to discharge its legal obligations under the Conservation of Habitats and Species Regulations 2010.
- 16.5 There are two other SPAs in Waverley, Wealden Heaths Phase I (Thursley, Hankley and Frensham) and Wealden Heaths Phase II (Devil's Punch Bowl). Following the opening of the Hindhead Tunnel in 2011, it was recognised that this scheme was likely to result in proposals for development in central Hindhead, close to the Wealden Heaths Phase II Special Protection Area. In order to address the potential impact of development on the SPA, the Council adopted the Hindhead Avoidance Strategy. This secures contributions towards measures to avoid additional recreational pressure on the SPA. The Council's approach to dealing with the potential impact of other development on the Wealden Heaths SPAs has evolved through

¹ 79/409/EEC 2nd April 1979

² Review 2016

collaboration with Natural England and, in relation to Wealden Heaths Phase II, East Hampshire District Council, which is also affected by this SPA. Within this chapter, Policy NE1(i) refers to the impacts of development on the Wealden Heaths Phase SPA and Policy NE3 deals specifically with the Thames Basin Heaths SPA.

- 16.6 Special Areas of Conservation (SACs) are protected areas requiring designation 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, along with SPAs, are part of a network of protected wildlife areas across the European Union, known as *Natura 2000*.
- 16.7 'Ramsar' sites are wetlands of international importance designated by the UK as signatories to the Convention on Wetlands of International Importance, especially as Waterfowl Habitat (the *Ramsar Convention*), an international agreement which provides for the conservation and sustainable management of wetlands.

National Designations

- 16.8 Sites of Special Scientific Interest (SSSIs) are the country's very best wildlife and geological sites and include some of the most spectacular and beautiful habitats. They are designated under the Wildlife and Countryside Act 1981 (as amended) by Natural England. Large proportions of these sites are also internationally important for wildlife, and are also designated as SACs, SPAs or Ramsar sites.
- 16.9 National Nature Reserves (NNRs) constitute many of the finest sites for wildlife and geology and are a selection of the very best SSSIs. Many of these sites are also designated under European designations, such as the Thursley NNR which forms part of the Wealden Heaths Phase I SPA.

Local Designations

- 16.10 Local Nature Reserves (LNRs) 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 (SNCIs) are Surrey's local sites of nature conservation importance, elsewhere known as Local Wildlife Sites. These are recommended for protection within the planning system by an appointed panel of biodiversity experts and then adopted in local development plan plans.
- 16.12 Local Geological Sites (previously known as Regionally Important Geological or Geomorphological Sites (RIGS)) are selected by voluntary geo-conservation groups, such as RIGS Groups and Geology Trusts, which are generally formed by county or unitary authority areas in England.

16.13 Ancient Woodlands are areas which have been continuously wooded since before 1600AD in England. This includes areas of ancient semi-natural woodland (ASNW), which retains a native tree and shrub cover that has not been planted, although it may have been managed by coppicing or felling and allowed to regenerate naturally. They also include plantation on ancient woodland sites (PAWS) where the original tree cover has been felled and replaced by planting, often with conifers, and usually over the last century. Areas of ancient woodland, particularly those under 2 hectares and not afforded statutory protection by designations such as SSSIs, have been identified as part of a wider survey to inform a revision of the Ancient Woodland Inventory for Surrey, published in June 2011. This showed that Waverley contains nearly 4,000 hectares of ancient woodland - 12% of the area of the Borough. Ancient woodlands are of prime ecological importance: more rare and threatened species are associated with ancient woodland than any other habitat. They are also important for their biodiversity, as wildlife habitats and in connection of “green corridors”.

Table 16.1 Designated Sites within Waverley

Designation	Sites
Special Protection Area	<ul style="list-style-type: none"> • Thames Basin Heaths* • Wealden Heaths Phase I (Thursley, Hankley and Frensham) • Wealden Heaths Phase II (Devil's Punch Bowl)* <p>* covers wider area than Waverley</p>
Special Area of Conservation	Thursley, Ash, Pirbright and Chobham (covers wider area than Waverley)
Ramsar site	Thursley and Ockley Bogs
Site of Special Scientific Interest	15 SSSIs covering an area of 2,824 ha.
National Nature Reserve	Thursley
Local Nature Reserve	<ul style="list-style-type: none"> • Chinthurst Hill • The Flashes • Rowhill Copse • Rodborough Common • Sayers Croft • Farnham Park • Weybourne
Site of Nature Conservation Importance	170 designated sites
Ancient Woodland	835 parcels covering an area of approx. 4,000 ha
Local Geological Site (previously known as 'RIGS')	<ul style="list-style-type: none"> • Alden's Hill, Thorncombe Street • Dippenhall Quarry • Holloway Hill, Godalming • Rutton Hill • Tuesley Corner • Devil's Punch Bowl • Snoxall Railway Cutting • The Devil's Jumps • Milford Cemetery Pit

- 16.14 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. National policy³ encourages the reuse of previously developed land, provided it is not of high environmental value, and outlines that opportunities to incorporate biodiversity in and around developments should be encouraged. Development in urban areas can provide opportunities to contribute to a range of habitats across the Borough, for example through the enhancement of connections to existing green infrastructure.
- 16.15 Green infrastructure is a network of multi-functional open space which should be managed and designed to enhance biodiversity and wider quality of life. The Council will encourage contribution toward, or provide, opportunities to enhance the existing provision of green infrastructure, including designated sites, and improve the connection of existing open spaces. Green Infrastructure is included under the definition of infrastructure (see Chapter 8 para 8.3). The designation of the South Downs National Park, which abuts the southern part of the Borough, provides a prime opportunity to improve and enhance cross-boundary connections between open space and designated sites.
- 16.16 Canals and rivers are examples of valuable 'wildlife corridors' or connections between a network of habitats across the Borough. The River Wey and its tributaries, the Wey & Arun Canal, the River Wey and Godalming Navigations, and the River Blackwater are all integral to the valued landscape, as well as providers of a multifunctional role in recreation, leisure and biodiversity conservation. These river corridors and canals contribute to the quality of the environment and quality of life for residents throughout the Borough. The River Wey flows through Farnham and Godalming and makes an important contribution to the character of these towns. In addition, the wider network of watercourses needs to be acknowledged as providing valuable environments and connections between sites of biodiversity importance. The Wey and Arun Canal extends from Bramley to Dunsfold, and although only a small amount of the canal within Waverley is navigable at present, the Wey and Arun Canal Trust aspire to restore the direct water link between the south coast and London. Key restoration areas have been identified north of Bramley and around Dunsfold/Alfold.
- 16.17 Waverley's landscape has a distinctive wooded character, with over 10,000 hectares of woodland, 32% of the Borough. Hedgerows and woodlands provide valuable environments and connections for wildlife between sites of biodiversity importance. Ancient and veteran trees are a hugely valuable resource for biodiversity, as cultural connections to the past and as significant markers of our landscape heritage. Ancient and veteran trees outside areas of ancient woodland, wood pasture and parkland require special protection and management.

³ National Planning Policy Framework, 2012

Policy Context

- 16.18 Since October 2006, Section 40 of the Natural Environment and Rural Communities Act has imposed a duty on all public authorities to have regard to the purpose of conserving biodiversity in the proper exercise of their functions. The NPPF⁴ requires planning policy to minimise the impacts of development on biodiversity and geodiversity. It refers to the need to plan for biodiversity at a landscape-scale across local authority boundaries, identifying elements of any existing local ecological networks and to promote the preservation, restoration and re-creation of Priority habitats, ecological networks and the recovery of Priority species populations, linked to national and local targets. Sites of international and national importance, such as SPAs and SACs, are afforded statutory protection through international conventions and European Directives. Along with local designations, these are listed above in Table 16.1.
- 16.19 Locally designated sites provide an important contribution to the wider biodiversity of the Borough. Protecting and enhancing local sites, for example, Sites of Nature Conservation Importance and Local Nature Reserves reduce the pressures on nationally and internationally designated sites. They provide an opportunity to develop a network of sites, providing corridors for the natural dispersal and migration 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.
- 16.20 Locally designated sites identified in the 2002 Local Plan will be reviewed and updated in the preparation of Part 2 of the Local Plan (Non-strategic Policies and Sites). The Council will work with the Surrey Nature Partnership to map and identify Waverley's local ecological network and in doing so will consider the potential for preservation, restoration and re-creation of habitats.
- 16.21 The South East Plan was formally abolished in March 2013 and all but two of its policies were revoked. One of these is Policy NRM6 which relates to new residential development close to the Thames Basin Heaths Special Protection Area (Policy NE3 below).
- 16.22 Work undertaken by the Surrey Biodiversity Information Centre, and co-ordinated by Natural England, has identified a network of Biodiversity Opportunity Areas (BOAs) across the county that feature, at their cores, high concentrations of important wildlife habitats formerly selected as significant sites for nature conservation⁵. Where appropriate, Surrey's BOAs link with those identified in neighbouring counties to form a South East regional network. The following BOAs have been identified within Waverley:

⁴ Para 109

⁵ Biodiversity Opportunity Areas; the basis for realising Surrey's ecological network (Surrey Nature Partnership 2015)

- Chiddingfold and West Weald Woodlands
- Cranleigh Woodlands
- Wallis Wood
- North Downs Scarp (Hog's Back)
- Blackwater River
- River Wey (plus tributaries)
- Puttenham and Crooksbury
- Farnham Heaths
- Thursley, Hankley & Frensham Commons (Wealden Heath SPA Phase I)
- Devil's Punch Bowl & Hindhead Common (Wealden Heaths SPA Phase II)
- Hascombe, Winkworth and Hydon's Heath and Woodland
- Blackheath, Chilworth and Farley Heaths
- Winterfold and the Hurtwood Greensand Ridge

16.23 Prior to 2012, the Surrey Biodiversity Partnership implemented the Surrey Biodiversity Action Plan. This partnership operates as the Biodiversity Working Group of the Surrey Nature Partnership (Surrey's government-mandated Local Nature Partnership). The Biodiversity Working Group's current agenda is to focus action for Priority habitats⁶, in terms of their restoration and creation, within the context of the Biodiversity Opportunity Areas (BOAs), through which action for Priority species⁷ recovery would also be delivered in parallel. BOAs (see 16.22 above) are priority areas for targeting biodiversity enhancements and are the basis for achieving a 'coherent and resilient ecological network' in Surrey. A key document '*Biodiversity Opportunity Areas: the basis for realising Surrey's ecological network*' presents aims, objectives and targets for each BOA that collectively align with those of the national Biodiversity Strategy.⁸ The Surrey Nature Partnership has produced a 'Biodiversity Planning in Surrey' document (2014) which offers advice to ensure that development protects and enhances the biodiversity that underpins the county's "natural capital". The following priority habitats are relevant to Waverley:

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

⁶ Listed under Section 41 of the Natural Environment & Rural Communities Act 2006 as 'Habitats & Species of principal importance for the conservation of biological diversity in England', for which all public bodies must have regard in the proper exercise of their functions under Section 40 (see 16.18).

⁷ Listed under Section 41 of the Natural Environment & Rural Communities Act 2006 as 'Habitats & Species of principal importance for the conservation of biological diversity in England', for which all public bodies must have a regard in the proper exercise of their functions under Section 40 (see 16.18).

⁸ Biodiversity 2020: A strategy for England's wildlife and ecosystems services

- Road Verge
- 16.24 The Council works in partnership with other conservation projects, such as the Amphibian and Reptile Conservation Group, the Countryside Partnership's Surrey Heathland Project and the Blackwater Valley Countryside Partnership and aims to conserve and enhance valuable habitats in Waverley.
- 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 recognition of international and national designations and the implementation of national policy and guidance. The Local Plan will focus policy on the impact of development on sites on or near designations and the consideration of the overall network of sites of biodiversity importance.
- 16.26 The Local Plan Habitats Regulations Assessment (HRA) concludes that provided any new housing located within 400 metres of the Wealden Heaths SPA (Phases I and II) is subject to a project level HRA as part of the planning application process, there will be no adverse effects on either part of the SPA. The Council has subsequently produced an advice note for developers submitting planning applications close to the SPA⁹
- 16.27 The HRA also identifies that a framework to undertake air quality monitoring would need to be set up with other relevant local authorities. The Council will work with partners to consider the best way to monitor changes in air quality across the Borough, and on European sites likely to be affected by new development in the Borough. This would include long term monitoring of the main roads that fall within 200m of the Thames Basin Heaths, Wealden Heaths Phase I and Wealden Heaths Phase II SPAs and the introduction of any mitigation measures. If air quality was found not to improve then further protective measures would need to be devised.

Policy NE1: Biodiversity and Geological Conservation

The Council will seek to conserve and enhance biodiversity within Waverley. Development will be permitted provided that it:

- a. Retains, protects and enhances features of biodiversity and geological interest and ensures appropriate management of those features.
- b. Ensures any adverse impacts are avoided, or if unavoidable, are appropriately mitigated.

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

- (i) Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar Sites (international designations)

⁹ Habitats Regulations Information Note for Proposed Residential Development within close proximity to the Wealden Heaths Phase I and II SPA (Waverley Borough Council, 2012)

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

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

(ii) Sites of Special Scientific Interest (SSSIs) and National Nature Reserves (national designations)

(iii) Sites of Nature Conservation Importance (SNCIs), Local Nature Reserves (LNRs), Local Geological Sites and other Ancient Woodland, Ancient and Veteran Trees not identified within (ii) above (local designations)

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.

Outside of these areas, and especially within and adjacent to the Biodiversity Opportunity Areas (BOAs), new development will, where appropriate, be required to contribute to the protection, management and enhancement of biodiversity. This may include the restoration and creation of Priority habitats and the recovery of Priority species populations. Within BOAs, enhancements should relate directly to their specific objectives and targets. New development should make a positive contribution to biodiversity in the Borough, through provisions mentioned above. The Council will seek to retain and encourage the enhancement of significant features of nature conservation value on development sites.

Policy NE2: Green and Blue Infrastructure

The Council will seek to protect and enhance benefits to the existing river corridor and canal network, including landscaping, water quality or habitat creation. This will be partially achieved, on development sites, by retaining or creating undeveloped buffer zones to all watercourses of 8 metres for main rivers and 5 metres for ordinary watercourses.¹⁰ In accordance with the Water Framework Directive¹¹, development will not be permitted which will have a detrimental impact

¹⁰ Measured from the bank top

¹¹ European Directive 2000/60/EC

on the visual quality, water quality or ecological value of existing river corridors and canals.

New development should make a positive contribution to biodiversity by creating or reinforcing linkages between designated sites, in order to create a connected local and regional ecological network of wildlife corridors and green infrastructure.

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

- 16.28 In addition, if a housing proposal is capable of affecting the Wealden Heaths Phase I and II SPAs beyond 400 metres from the site, it will be considered on a case-by-case basis as to whether a project-specific Habitats Regulations Assessment (HRA) is required (this should be assessed at the HRA Screening Assessment stage). The requirement is likely to vary depending on the size of site, the ‘in-combination’ effects and its distance from the SPA. Larger developments will not normally be acceptable and the total number of dwellings permitted in this zone overall will be closely monitored. Further advice should be sought from Natural England.
- 16.29 The Water Framework Directive¹² established a legal framework for the protection and promotion of sustainable water management of surface waters (including coastal waters out to one nautical mile) and groundwater. The Directive requires all inland and coastal waters to achieve “good” status through a catchment-based (system of River Basin Management Plans (RBMPs)). Waverley is part of the Thames River Basin District. In preparing the Local Plan, the Council has consulted the appropriate water companies on the scale and location of potential development sites to ensure that these can be delivered within environmental limits and that the required infrastructure can be delivered in a timely manner. The Council continues to gather and assess evidence on water resources, water quality and flood risk, for example through its Water Cycle Study¹³, and will consider whether further information is required, particularly in deciding relevant planning applications.

Delivery

The policies will be delivered through -

- 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.
- The Hindhead Avoidance Strategy.

Thames Basin Heaths Special Protection Area (SPA)

¹² EU Water Framework Directive (EC Directive 2000/60/EC)

¹³ Waverley Water Cycle Study [Stages 1 and 2] (Capita, 2016)

- 16.30 The formal revocation of the South East Plan in 2013 retained only two policies, one of which was Policy NRM6: the Thames Basin Heaths SPA. The Council's Thames Basin Heaths SPA Avoidance Strategy (2016 Review) provides guidance to developers on the level of avoidance measures that the Council expects to see incorporated within planning applications. In this instance, "avoidance measures" means providing or contributing towards Suitable Alternative Natural Greenspace (SANG), and contributing towards a programme of strategic access management and monitoring (SAMM) of the SPA.
- 16.31 Waverley's only current SANG resource is the Council-owned facility at Farnham Park. The capacity of the Farnham Park SANG (number of dwellings) is calculated using the SPA Delivery Framework formula of 8 ha of SANG per 1000 new residents. This operates as a 'strategic' resource that is available to mitigate approved housing developments (including prior notifications) within 5 km of the SPA. The park's SANG capacity is a finite resource in terms of the numbers of new dwellings it can support. The remaining (unallocated) capacity is monitored continually and the latest position is reported to every meeting of the Council's Western Planning Committee.
- 16.32 As at 1st April 2016, the remaining SANG capacity was sufficient to accommodate only a further 243 dwellings. The local plan strategy allocates 2,330 new homes for the Farnham area. Taking account of sites that already have planning permission and/or lie outside the SPA's 5 km 'Zone of Influence', a further 1,317 dwellings are expected to be provided between 2016 and 2032. The impact of this 'net' housing figure on the SPA will need the requisite amount of SANG to be identified according to the TBH Delivery Framework formula (see 16.30 above). Depending on the average occupancy rates of new dwellings¹⁴ this would be between 20.2 and 24.5 ha of new SANG.
- 16.33 In terms of finding new SANG, the Council has adopted a three-pronged approach –
- (i) review the potential capacity of Farnham Park;
 - (ii) identify opportunities for new SANG; and
 - (iii) investigate proposals for 'bespoke' SANG in associated with developers' promoted housing sites.
- 16.34 The outcome of the Council's application of this approach is detailed in the topic paper on SANG¹⁵. This concludes that, on the basis of an enhanced SANG capacity at Farnham Park as a result of new information on visitor capacity, considerably less new SANG would need to be identified. Subject to Council approval, the enhanced capacity is due to be released in July 2016 and would be sufficient to provide mitigation for at least 75% of the

¹⁴ The monitored rate at 1st April 2016 stood at 1.98 persons per dwelling (ppd). The assumed rate in the Delivery Framework was 2.4ppd. The range in the amount of SANG required is based on these two rates.

¹⁵ Topic Paper SANG (Waverley Borough 2016)

Farnham area's net housing requirement. A maximum of 6.3 ha of new SANG would need to be identified by the end of the plan period. Depending on how average occupancy rates of new dwellings vary, there may be sufficient capacity at Farnham Park to accommodate the entire housing requirement.

- 16.35 The Thames Basin Heaths SPA Delivery Framework (2009) was produced by the TBH Joint Strategic Partnership Board (JSPB) on behalf of the member local authorities and other stakeholders. It was prepared as a non-statutory document within the context of the South East Plan and has an important bearing on the way in which the Council deals with applications that may have a significant effect on the SPA. It gives guidance to all the affected local authorities on how to deal with development proposals within the Zone of Influence. Its aim, objectives and key principles are to recommend –
- a consistent approach to the protection of the SPA from the significant effects of residential development;
 - the type and extent of residential development that may have a significant effect alone or in combination on the SPA; and
 - key criteria for the delivery of avoidance measures.

Policy NE3: Thames Basin Heaths Special Protection Area

New residential development which is likely to have a significant adverse effect on the ecological integrity of Thames Basin Heaths Special Protection Area (SPA) will be required to demonstrate that adequate measures are put in place to avoid or mitigate any potential adverse effects. Such measures must be agreed with Natural England.

Within the 400m "exclusion zone" of the SPA boundary, no net new residential development will be permitted, as mitigation measures are unlikely to be capable of protecting the integrity of the SPA.

New residential development which the Council considers that either alone or in combination is likely to have a significant adverse effect on the SPA beyond 400m and within 5 km of the SPA boundary (in a straight line) must provide:

- **Appropriate contributions towards the provision of Suitable Alternative Natural Greenspace (SANG) identified by the Council; or**
- **A bespoke solution to provide adequate mitigation measures to avoid any potential adverse effects; and**
- **A financial contribution towards wider Strategic Access Management and Monitoring (SAMM)**

Proposals for large scale development (50 dwellings or more) between 5 km and 7 km from the edge of the SPA should be assessed on an individual basis. Where appropriate a full appropriate assessment may be required to ascertain whether the proposal could have an adverse effect on the SPA.

All mitigation measures shall be agreed with Natural England and be provided prior to occupation of the development and in perpetuity.

Where mitigation is provided in the form 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 Board.

Delivery

The policy will be delivered by:

- Decisions on planning applications.
- The Thames Basin Heaths SPA Avoidance Strategy.

17. Climate Change and Flood Risk Management

Introduction

17.1 The Local Plan's development strategy needs to be adaptable in how it deals with the causes and impacts of climate change and how to reduce vulnerability to issues such as flood risk, water shortages and rising global temperatures. Where possible 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. The strategy also seeks to promote sustainable design and construction, including measures to achieve energy efficiency, water efficiency and increased use of renewable energy. The Council will also promote investment in supporting infrastructure.

Policy context

17.2 The National Planning Policy Framework (NPPF) sets a presumption in favour of sustainable development and states that Local Planning Authorities should adopt proactive strategies to mitigate and adapt to climate change. It also supports local authorities in having a positive strategy to promote energy from renewable and low carbon sources, design policies to maximise renewable and low carbon energy development while ensuring that adverse impacts are addressed satisfactorily. Community-led initiatives for renewable and low carbon energy are supported.

17.3 The Council's Residential Extensions SPD (2010) recommends that sustainable construction and renewable energy measures should be considered in all extensions.

Mitigation - Energy Efficiency & Water Minimisation

17.4 The Government has set a target under the Climate Change Act 2008 to reduce CO₂ emissions by 80% in 2050, with an interim target of 34% by 2020, both against a 1990 baseline. The Act was supported by the UK Low Carbon Transition Plan (LCTP) (2009) which set out the Government's strategy for climate and energy and proposes measures to reduce carbon emissions across all sectors. The Act introduced a system of 'carbon budgets' which provide legally binding limits on emissions that could be produced in successive five-year periods. The first three budgets were –

- 2008-2012: 23% reduction below 1990 levels
- 2013-2017: 29% reduction below 1990 levels
- 2018-2022: 35% reduction below 1990 levels

17.5 A fourth budget, covering the period from 2023 to 2027 was set in law in June 2011 and aimed for a 50% reduction below 1990 levels.

- 17.6 The *Carbon Plan: Delivering our low carbon future* (December 2011) updated and superseded the LCTP and presented the Government's strategy for meeting all four budgets, with a particular focus on the fourth.
- 17.7 The Climate Change Strategy of the Surrey Transport Plan (2011-2026) sets a target of 10% reduction in CO₂ emissions by 2020 increasing to 25% reduction by 2035 on 2007 levels. The Council is working 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.
- 17.8 Following a fundamental review of technical housing standards, the Government withdrew the Code for Sustainable Homes in March 2015. It was replaced by a new set of streamlined national technical standards. The Home Quality Mark, based on similar principles as the Code, provides impartial information on a new home's quality and performance. It indicates the overall expected costs, health and wellbeing benefits and environmental footprint associated with living in the home.
- 17.9 Based on a rating scale of up to 5 stars, the Mark will give a householder a clear picture of the home's quality. It has three sections, each allowing for a degree of pre-approval to maximise the cost effectiveness of the assessment process whilst taking account of issues that are site specific in the final assessment of the development.

KNOWLEDGE SHARING	OUR SURROUNDINGS	MY HOME
<ul style="list-style-type: none"> • Concept and Detailed Design, Construction • Handover and close out 	<ul style="list-style-type: none"> • Site Context • Movement & Connectivity • Safety & Resilience • Outdoors 	<ul style="list-style-type: none"> • Home Comfort • Predicted In use energy • Materials • Water • Space

- 17.10 It should be noted, however, that the Mark is still a new concept and has not yet been subject to the degree of testing necessary for Waverley to consider its adoption. Nevertheless, as of December 2015, home builders can register developments with the Council under the Mark.
- 17.11 Energy efficiency improvements equivalent to the Code for Sustainable Homes energy standards have been introduced through stepped changes to the Building Regulations. In 2010, the Government introduced a 25% energy efficiency improvement requirement compared to the 2006 Part L Building Regulations (Conservation of fuel and power). Further amendments to meet the 2013 target came into force in 2014. Notwithstanding the cancellation of the Code for Sustainable Homes, the Council has published its own design standards and specification for new Council homes (based on the relevant

Code level) and is successfully implementing energy efficiency standards well above the Part L minimum.

- 17.12 Energy efficiency measures should also be promoted to existing buildings. This can include a change in human behaviour such as lowering thermostat temperatures and using less energy by purchasing energy and water efficient appliances or retrofitting with renewable energy technology.
- 17.13 The Environment Agency's classification of water stressed areas (2013 update) confirmed that all three water companies¹ that serve Waverley have serious water stress issues. Combined with higher than average levels of water consumption in the Borough, this emphasises the local importance of water minimisation. The status of water resources within Waverley is classified within the Environment Agency's Wey Catchment Abstraction Licensing Strategy (2012). This shows that, at low flow levels, part of the catchments have either restricted or no water availability for abstraction.
- 17.14 Average water usage in Waverley in 2008-09 was estimated to be 160-170 litres per person per day across three different water companies. Changes to the Building Regulations in April 2010 required a whole building standard of 125 litres per person per day. National Planning Practice Guidance (Para 014; revised March 2015) states that, where there is clear local need, Local Plan policies can require new dwellings to meet the tighter Building Regulations option of 110 litres per person per day. Sources of evidence of local need include the Environment Agency's Water Stressed Areas classification.

Mitigation - Renewable Energy and Low Carbon Technologies

- 17.15 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's strategy for how to achieve this is set out in its National Renewable Energy Action Plan.
- 17.16 The Government's Renewable Heat Incentive was set up in 2014 to encourage the take-up of renewable heat technologies amongst householders, communities and businesses through financial incentives. It is the first of its kind in the world and is expected to contribute towards the Government's 2020 ambition of 12% of heating from renewable resources.
- 17.17 *A Review of Renewable and Decentralised Energy Potential in South East England* by TV Energy and Land Use Consultants in 2010 concluded that the key opportunities for Surrey were commercial scale wind energy, biogas, energy from waste and heat pumps.
- 17.18 A report by TV Energy and RPS indicates that there is low potential for Combined Heat and Power (CHP) 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

¹ Thames Water, Southern Water and South East Water

community heat network. What potential there may be is more likely to occur in the larger settlements of the Borough or larger high density developments, industrial parks or leisure centres.

- 17.19 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 the existing woods. The Forestry Commission estimates that if only half of the annual growth were to be harvested through sensitive management and used for woodfuel this would embody an energy value of 50,000,000 kW hours per year, enough to heat more than 3,000 homes.
- 17.20 A small number of individual wind turbines have been permitted in the Borough, but it is probably because of the Borough's highly wooded landscape, as well as the important national and local landscape designations (see Chapter 16), that the Council has never received any applications for larger wind farm developments. It is reasonable to assume, therefore, that the wind energy industry does not consider Waverley to be potentially suitable for wind farms. In that respect, it has not been considered necessary for the Local Plan to investigate or identify areas suitable for wind energy development. In the event of any future applications (involving one or more turbines), the Council will have regard to the Secretary of State for Communities and Local Government's Written Statement² whereby permission would only be granted if, following consultation, it can be demonstrated that the impacts identified by affected local communities have been fully addressed and the proposals therefore has their support.
- 17.21 Photovoltaic (PV) and solar thermal energies are considered to have good potential in Waverley due to the favourable insulation 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

- 17.22 The latest scientific evidence suggests that extreme weather events and other impacts, including a warmer climate and increased risk of water shortages, are likely to become more prevalent. Surrey County Council have carried out a Local Climate Impact Profile (LCLIP) in partnership with all the Surrey districts. This examined the impacts of extreme weather events in Surrey from 1999 to 2009.
- 17.23 New development 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.
- 17.24 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.

² House of Commons Written Statement (HCWS42), June 2015

- 17.25 Sustainable drainage systems (SuDS) are designed to control surface water run off close to where it falls and mimic natural drainage as closely as possible. They provide opportunities to:
- reduce the causes and impacts of flooding;
 - remove pollutants from urban run-off at source; and
 - combine water management with green space with benefits for amenity, recreation and wildlife.
- 17.26 The Government has strengthened planning policy on the provision of sustainable drainage. As of April 2015, all 'major' developments should ensure that, wherever appropriate, SuDS for the management of run-off are put in place. Surrey County Council is now the Lead Local Flood Authority and, working in partnership with the Local Planning authorities in Surrey, has prepared an advice note to support planning authorities and developers in meeting the new requirements.
- 17.27 Green Infrastructure such as trees, green roofs, wetland habitats and woodland can help mitigate climate change by providing opportunities to manage water resources, by reducing run-off, providing flood storage and acting as a natural soakaway. It also has a role in absorbing carbon dioxide, reducing 'urban heat island' effects, improving air quality and providing opportunities for increasing habitats and connections to help enable wildlife to adapt. Policy NE2 seeks to encourage the provision of green infrastructure.
- 17.28 The Council's Strategy reflects a wider policy move away from requiring a proportion of renewable energy to be provided on developments to focusing on reducing carbon emissions generally. This can be achieved both by greater energy efficiency and, where appropriate, use of renewable and low carbon technology.

Policy CC1: Climate Change

Development will be supported where it contributes to mitigating and adapting to the impacts of climate change, including measures that -

- 1. use renewable and low carbon energy supply systems;**
- 2. provide appropriate flood storage capacity;**
- 3. address issues of flood risk through the application of Policy CC4;**
- 4. provide high standards of sustainable design and construction with built-in resilience to climate change (e.g. from flood risk, storms, higher temperatures and drought); or**
- 5. use green infrastructure and SuDS to help absorb heat, reduce surface water runoff and support habitat networks.**

Policy CC2: Sustainable Construction and Design

The Council will seek to promote sustainable patterns of development and reduce the level of greenhouse gas emissions by:

1. ensuring all new development, including residential extensions, include measures to minimise energy and water use through its design, layout, landscape and orientation;
2. encouraging the use of natural lighting and ventilation;
3. being designed to encourage walking, cycling and access to sustainable forms of transport;
4. building at higher densities where appropriate and supporting mixed-use development;
5. incorporating measures that protect and, where possible, enhance the biodiversity value of the development;
6. minimising construction and demolition waste and promoting the reuse and recycling of building materials; or
7. requiring the design of new development to facilitate the recycling and composting of waste.

17.29 In implementing Policies CC1 and CC2, the Council will seek to adopt a “fabric first” approach to building design. This involves maximising the performance of the building’s components and materials in order to minimise the need for expensive technologies. In that way, it can help reduce capital and operational costs, improve energy efficiency and reduce carbon emissions. A *fabric first* method can also reduce the need for maintenance during the building’s life. It will also,

- take measures to reduce its own carbon footprint through energy and resource efficiency improvements to Council buildings and awareness-raising initiatives
- 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 and energy saving within the Borough
- encourage small scale community-based schemes
- encourage development of local supply chains, especially for biomass
- raise awareness, ownership and understanding of renewable energy.

17.30 Where developers, for technical or financial reasons, considers it not possible to achieve the standards required by this policy, the onus will be on them to provide appropriate evidence in support any planning application.

Policy CC3: Renewable Energy Development

Renewable energy development should be located and designed to avoid significant adverse impacts on landscape, wildlife, heritage assets and amenity. Appropriate steps should be taken to mitigate any adverse impacts, such as noise nuisance, flood risk, shadow flicker and interference with telecommunications, through careful consideration of location, scale, design and other measures. The

Council particularly encourages applications from community-led projects.

Development in the Green Belt will be considered in accordance with advice in the NPPF³.

- 17.31 In implementing this policy, the Council will take into account:
- the contribution the development will make towards achieving national, regional and sub-regional renewable energy targets and carbon dioxide savings;
 - the potential to integrate the proposal with existing or new development;
 - the potential benefits to host communities and opportunities for environmental enhancement;
 - the proximity of biomass combustion plant to fuel source and the adequacy of local transport networks;
 - availability of a suitable connection to the electricity and gas distribution network;
 - the visual impact of the development on the character and appearance of the surrounding area;
 - the effect of the proposal on the amenities of any nearby residential properties.

Flood Risk Management

- 17.32 Waverley includes the catchments of four main watercourses: the River Wey, Cranleigh Waters (a tributary of the Wey), the River Lox (a tributary of the upper River Arun, and to a minor extent the River Blackwater.
- 17.33 As well as the main watercourses, there are a number of smaller tributaries including the Holdhurst Brook, Littlemead Brook, Nanhurst Stream, Hascombe Stream, Alderbrook Stream, Royal Brook, Truxford Brook, Farnham Bourne and Frensham Vale Stream (all within the Wey catchment); and the Hambledon Brook within the Arun catchment. The Wey and Arun Canal, managed by the Wey and Arun Canal Trust, passes through the south east part of the Borough.
- 17.34 Flood risk in Waverley originates from a number of sources - rivers, surface water, sewers, groundwater and artificial water bodies (e.g. Frensham Ponds, Broadwater Lake and the Wey and Arun Canal). Although a greater emphasis is placed on flooding from rivers, surface water flooding and groundwater emergence also present a significant flood risk.
- 17.35 In the past, watercourses within the catchment areas of the River Wey have broken their banks as a result of storms. However, a significant proportion of these incidents occurred in rural areas where little risk to people or property exists. Areas within the catchment with known flooding problems include the

³ Para 91

towns and parishes of Alfold, Bramley, Chiddingfold, Cranleigh, Dunsfold, Farnham, Godalming and Haslemere.

- 17.36 Groundwater related flooding is also an issue in this catchment due to the significant area of permeable Lower Greensands (sandstone, mudstone and siltstone) in the central northern and north-west areas of the Borough.
- 17.37 The Level 1 Strategic Flood Risk Assessment (SFRA) for Waverley (2010) has been updated for the new Local Plan⁴. In keeping with the NPPF and its accompanying Technical Guidance (Flood Risk and Coastal Change Planning Practice Guidance [PPG]), the updated assessment' objectives were to –
- Identify the extent of all Flood Zones;
 - Identify areas at risk of flooding from all flood sources present in the study area, providing the Council with the tools required to apply the Sequential Test;
 - Provide evidence-based reports to inform the preparation of the Local Plan regarding potential flood risk and which are also suitable to inform the Sustainability Appraisal of related documents;
 - Advise on suitable policies to address flood risk management in a consistent manner across its administrative area;
 - Advise on the requirements of site specific flood risk assessments based on local conditions and policy recommendations;
 - Advise on the principles, objectives and applicability of Sustainable Drainage Systems (SuDS) throughout the study area; and
 - Present information to inform the Council of the flood considerations necessary in developing and progressing flood emergency planning.
- 17.38 The application of the Sequential Test⁵ as part of the Level 1 update showed that it was not possible to accommodate all the objectively assessed development (housing) needs in areas with lower probability of flooding (i.e. EA Flood Zone 1). The Exception Test⁶ can therefore be applied. Because a number of potential development sites were identified with an element of flood risk (Flood Zones 2 and/or 3), the Council commissioned a Level 2 SFRA to assess those sites in more detail in order to provide the information necessary for the application of the Exception Test.

Policy CC4: Flood Risk Management

In order to reduce the overall and local risk of flooding in the Borough,

- 1. Development must be located, designed and laid out to ensure that it is safe; that the risk from flooding is minimised whilst not increasing the risk of flooding elsewhere; and that residual risks**

⁴ Waverley Borough Council SFRA (Volumes 1, 2 and 3) (2015)

⁵ NPPF para 100

⁶ NPPF para 102

are safely managed. In locations identified as being at risk of flooding, planning permission will only be granted, or land allocated for development, where it can be demonstrated that,

- a. through a sequential approach, it is located in the lowest appropriate flood risk location in accordance with the NPPF and the Waverley Strategic Flood Risk Assessment (SFRA);
 - b. it would not constrain the natural function of the flood plain, either by impeding flood flow or reducing storage capacity; and
 - c. where sequential and exceptions tests have been undertaken and passed, any development that takes place where there is a risk of flooding will need to ensure that flood mitigation measures, including a site specific flood evacuation plan, are integrated into the design both on-site and off-site, to minimise the risk to property and life should flooding occur.
2. Sustainable drainage systems (SuDS) will be required on major developments (10 or more dwellings) and encouraged for smaller schemes. A site-specific Flood Risk Assessment will be required for sites within or adjacent to areas at risk of surface water flooding as identified in the SFRA. There should be no increase in either the volume or rate of surface water runoff leaving the site. Proposed development on brownfield sites should aim to reduce run off rates to those on greenfield sites. There should be no property or highway flooding, off site, for up to the 1 in 100 year storm return period, including an allowance for climate change.

Delivery

The policies will be delivered through:

- Working in partnership with planning applicants and delivered through the development and building control processes.
- The detailed application of policies through Part 2 of the Local Plan (Non-strategic Policies and Sites).

18. Strategic Sites

- 18.1 In order to provide certainty of delivery, nine strategic sites are allocated in this Plan. Although there is no national definition, the Council considers a strategic housing site to be one that has the potential to deliver at least 100 additional homes. This is considered to provide a balance between certainty of delivery through the Local Plan and providing the opportunity for town and parish councils to allocate (should they wish) non strategic sites through their neighbourhood plans, in accordance with the target for parishes set out in Policy ALH1.
- 18.2 The following strategic sites are those assessed as deliverable or developable in the Land Availability Assessment (LAA) 2016 and able to deliver at least 100 homes. Some sites that will deliver housing in the plan period, and meet the above criteria, are not included as strategic allocations as they already have received planning permission in full. As well as the site specific criteria within the policies in this chapter, other appropriate policies in this Local Plan should also be considered. In total, these strategic sites are expected to deliver 4,445 homes over the whole plan period from 2013-2032. As of 1 April 2016, 619 dwellings had already received planning permission on the sites, leaving about 3,826 homes to be delivered over the plan period. Of these 3,826 homes, it is expected that about 741 homes would be delivered within the next five years. The table below lists the strategic housing sites and provides more detail on their expected delivery, in accordance with the housing trajectory at Appendix C

Table 18.1: Expected housing delivery on strategic sites

Policy	Strategic Site address	Total dwellings	Dwellings permitted at 01.04.16	Out-standing dwellings	Years 1-5 (2016/17 - 2020/21)	Years 6-10 (2021/22 - 2025/26)	Years 11+ (2026/27 - 2031/32)
SS1	Coxbridge Farm, Farnham	350	0	350	180	170	0
SS2	Green Lane, Badshot Lea, Farnham	100	0	100	100	0	0
SS3	Woolmead, Farnham	100	45	55	55	0	0
SS4	Land at Horsham Road, Cranleigh	250	149	101	101	0	0
SS5	Land South of Elmbridge Road and the High Street, Cranleigh	765	425	340	75	265	0
SS6	Land opposite Milford Golf Club, Milford	180	0	180	0	180	0
SS7	Dunsfold Aerodrome	2600	0	2,600	130	1170	1300
SS8	Woodside Park, Godalming	100	0	100	100	0	0
		4,445	619	3,826	741	1,785	1,300

- 18.3 Strategic sites must provide the necessary new or improved infrastructure to serve the development, whether by on- or off-site provision, or by financial contributions through Section 106 and Section 278 planning obligations. Until the Community Infrastructure Levy (CIL) Charging Schedule is adopted, the Council will continue to secure infrastructure improvements in this way. The Charging Schedule will enable CIL funds to meet the cumulative infrastructure needs of approved developments (see also para 8.7).

Coxbridge Farm, Farnham

- 18.4 This 14 hectare site (ID 29 in the LAA) is located on the north side of West Street in Farnham, to the south west of the Chantry's housing estate. It comprises open fields with adjacent farm buildings to the south, several of which are Grade II Listed. A small part of the site is within Flood Zone 2 or 3. The site lies within 5 km of the Thames Basin Heaths SPA as well as within 5 km of Wealden Heaths Phase I SPA. It is anticipated that this site would be delivered by 2026.

Policy SS1: Strategic Housing Site at Coxbridge Farm, Farnham

Land at Coxbridge Farm, Farnham, as identified on the Adopted Policies Map and on the plan below, is allocated for around 350 homes subject to the following:

- a) Safeguard and enhance the setting of the adjoining heritage assets at Coxbridge Farm.**
- b) The maintenance of, or provision of, appropriate landscaped buffers, including trees and hedgerows, particularly on the western boundary of the site where it meets open countryside;**
- c) The achievement of satisfactory access arrangements to the development, including from West Street.**
- d) Built development should be focused on the parts of the site at lowest risk of flooding (Flood Zone 1). A Flood Risk Assessment will be required given that part of the site lies within an area of identified high and medium flood risk.**

Policy SS1: Coxbridge Farm, Farnham
LAA ID:29



Land West of Green Lane, Badshot Lea, Farnham

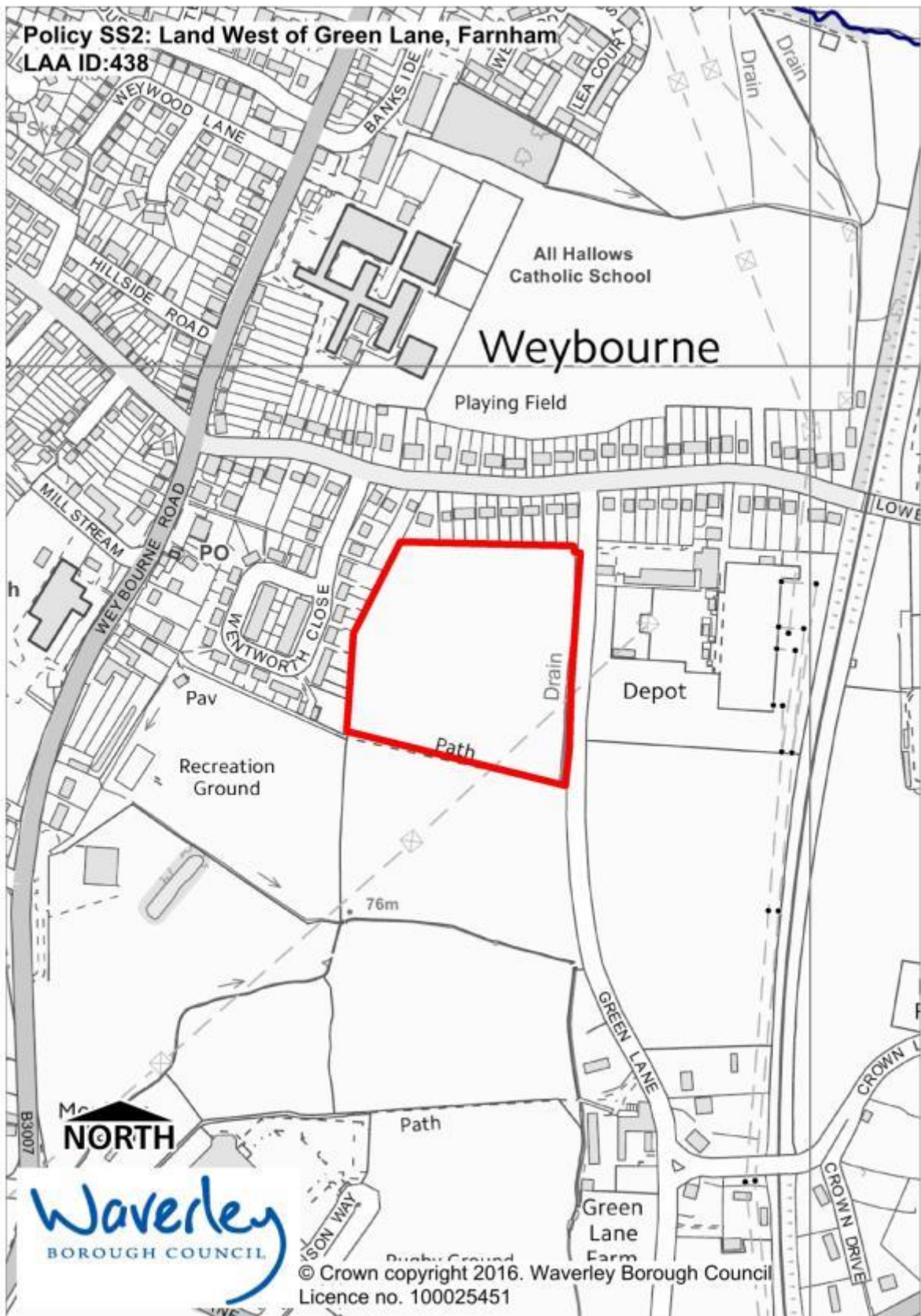
18.5 This 3.3 hectare site (part of ID 438 in the LAA) is located to the west of Green Lane in the Weybourne area of Farnham. It is currently in agricultural use, with a public footpath running along the southern boundary of the site. The site lies within 5 km of the Thames Basin Heaths SPA and part of the site is within the Farnham and Aldershot Strategic Gap. An electricity supply line crosses the south east corner of the site. The site is also within a Minerals Safeguarding Area, although Surrey County Council has indicated that it is unlikely that the working of this site would be feasible. It is anticipated that this site would be delivered by 2021.

Policy SS2: Strategic Housing Site at Land West of Green Lane, Farnham

Land to the west of Green Lane, Farnham, as identified on the Adopted Policies Map and on the plan below, is allocated for around 100 homes subject to the following:

- a) The achievement of satisfactory access arrangements to the development from Green Lane and from the development to the adjoining footpath**
- b) Associated highway improvements, for example at the junction of Green Lane with Lower Weybourne Lane to mitigate the effects of the development and to promote the use of Green Lane for walking and cycling only.**
- c) The potential for the incidental reuse or working of any underlying mineral resource during the development of the site should be demonstrated to the satisfaction of the mineral planning authority.**

Policy SS2: Land West of Green Lane, Farnham
LAA ID:438



The Woolmead, Farnham

18.6 The Woolmead (ID 670 in the LAA), with a total area of 0.8 hectares, comprises two areas in the town centre. The main, larger area is encircled by Woolmead Road and East Street and comprises a mix of retail, office and residential uses dating from the 1960s. The smaller area lies to the north of Woolmead Road and is currently used for parking. The site lies within 5 km of the Thames Basin Heaths SPA and is partly within an area of High Archaeological Potential. The main site is within the Farnham Air Quality Management Area. Both sites adjoin the eastern end of the Conservation Area. It is anticipated that this site would be delivered by 2021.

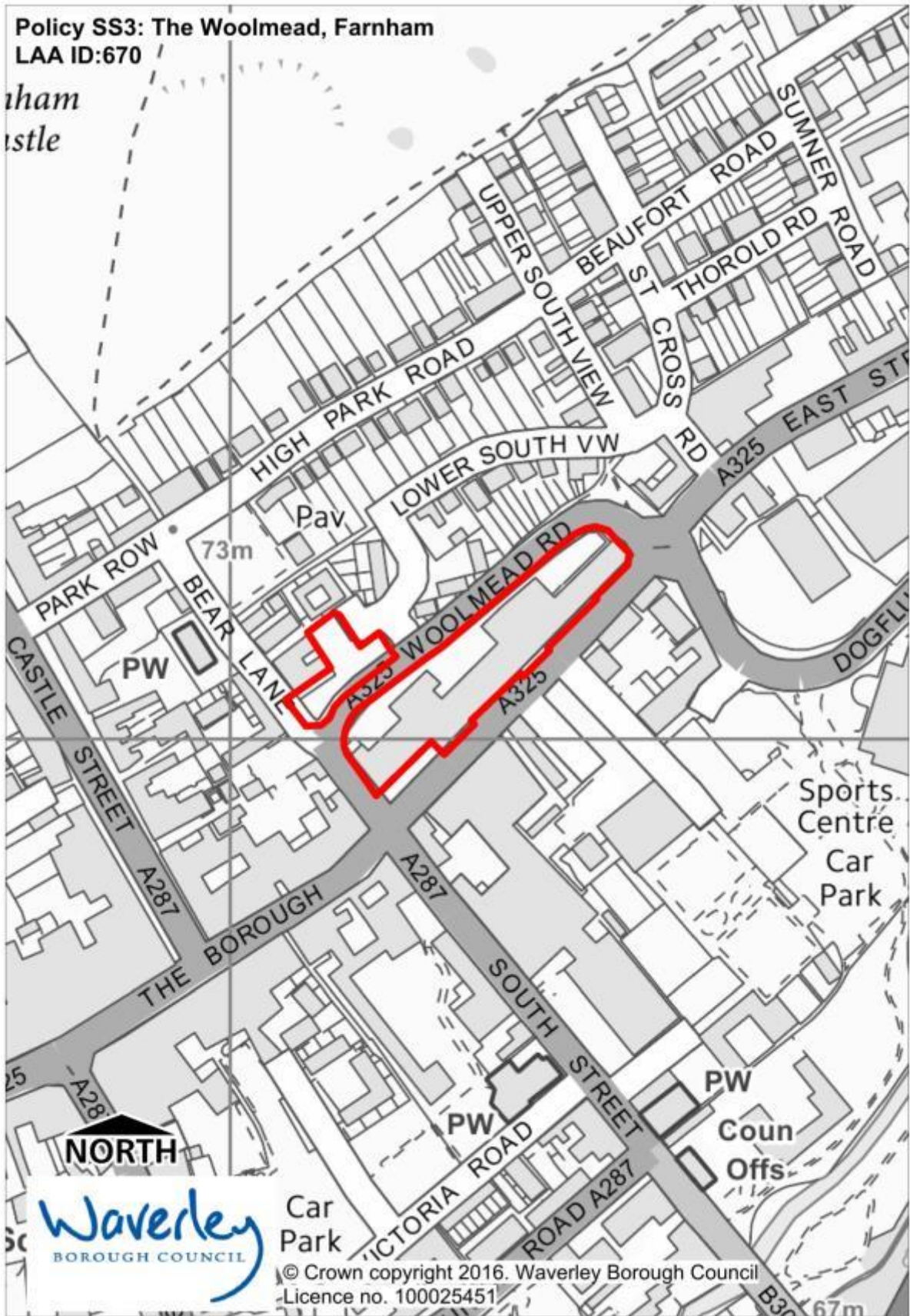
Policy SS3: Strategic Mixed Use Site at The Woolmead, Farnham

The Woolmead in Farnham Town Centre, as identified on the Adopted Policies Map and on the plan below, is allocated for a mix of uses including around 100 homes and 4,200 sq m of replacement retail floorspace subject to the following:

- a) Comprehensive redevelopment of this ‘Gateway’ site to create a landmark scheme.**
- b) A built form that responds to the historic context of the area, protecting and enhancing the setting and significance of adjacent heritage assets including the Conservation Area to the west of the site.**
- c) A built form that responds appropriately to neighbouring development, including that permitted upon the adjacent East Street site.**
- d) An initial desk-based assessment of the archaeological value of the site and, where necessary, a field evaluation in accordance with paragraph 128 of the NPPF.**

Policy SS3: The Woolmead, Farnham
LAA ID:670

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Land at Horsham Road, Cranleigh

- 18.7 This 15 hectare site (ID 294 in the LAA), also known as 'The Chantrey's', is located to the west of Horsham Road, Cranleigh. It is currently in agricultural use. The Downs Link runs along the western boundary of the site.
- 18.8 The first phase of the development, comprising 149 units, was granted planning permission in January 2016. Phase 2 of the development has the potential to deliver a further 101 housing units but it is not considered suitable for housing development in isolation. In order to achieve sustainable development objectives the suitability of the 'Phase 2' land for development is predicated on the implementation of Phase 1. It is anticipated that this site would be delivered by 2021.

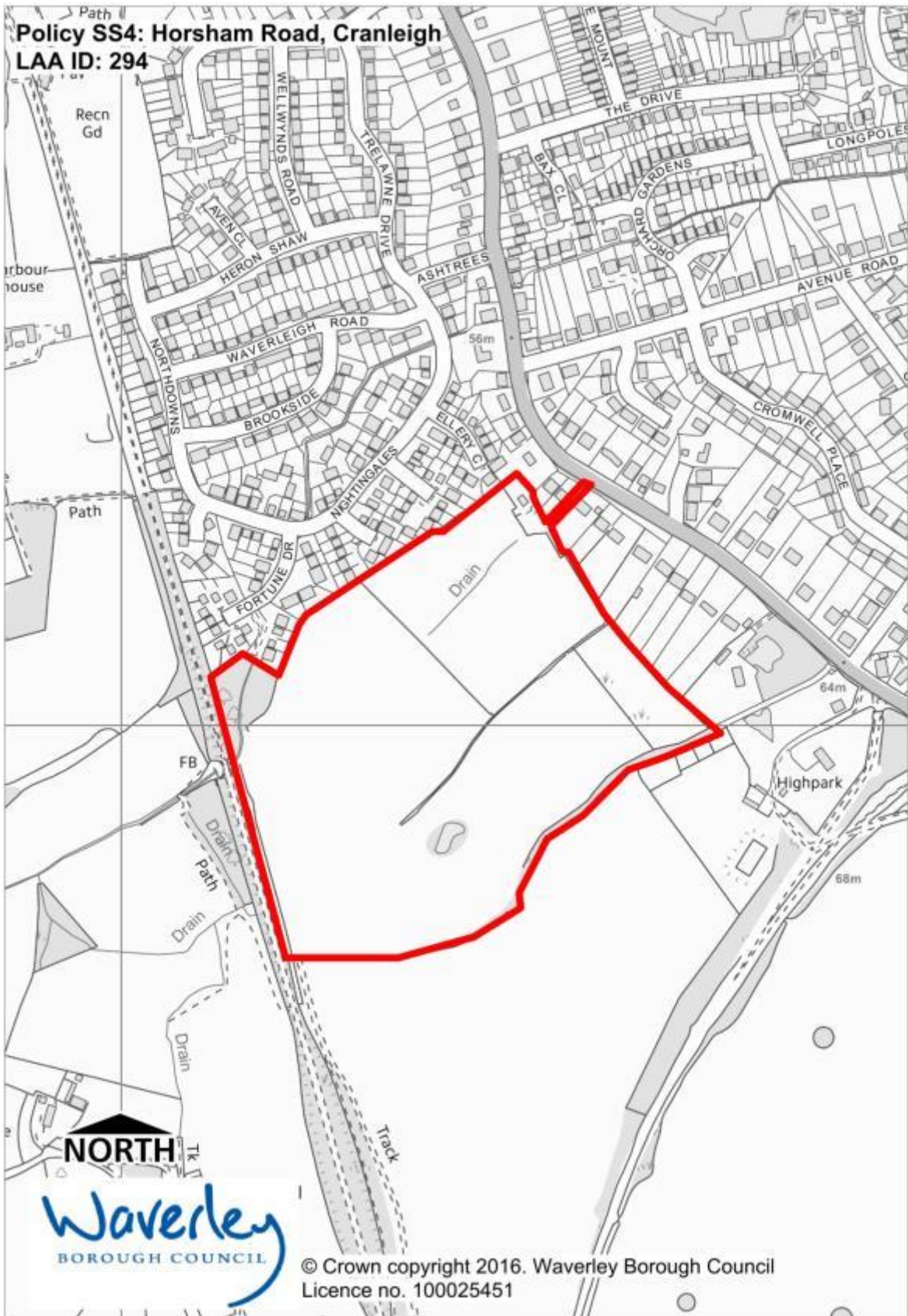
Policy SS4: Strategic Housing Site at Horsham Road, Cranleigh

Land at Horsham Road, Cranleigh, as identified on the Adopted Policies Map and on the plan below, is allocated for around 250 homes subject to the following:

- a) The protection and enhancement of existing trees, woodlands, hedgerows, ponds and ditches which make an important contribution to the character of the local area.**
- b) Additional planting to enhance the character of, and reduce views into the site from, the Downs Link National Trail which abuts the western boundary of the site.**
- c) Achievement of satisfactory access into the site from Horsham Road, and direct pedestrian access to the Downs Link.**

Phase 2 of the development, for around 101 homes, must not commence until Phase 1 (for 149 homes) has been substantially completed.

Policy SS4: Horsham Road, Cranleigh
LAA ID: 294



Land South of Elmbridge Road and the High Street, Cranleigh

- 18.9 This 62 hectare site (IDs 292, 395 and 853 in the LAA) is located to the south of Elmbridge Road and the High Street, Cranleigh, between the Wey and Arun Canal in the west and Knowle Lane in the east. To the north east, the site is bounded by the Downs Link path. A public footpath crosses the entire site, from the Wey and Arun Canal close to the western boundary to Knowle Lane to the east. Current uses on the site include agriculture and horticultural glasshouses. There are also areas of Ancient Woodland and reservoirs. Parts of the site are affected by flooding.
- 18.10 This strategic site comprises three separately promoted sites, all of which have been the subject of recent planning applications. Planning permission for 425 dwellings on one of these sites, to the east of Alfold Road and west of Knowle Lane, was granted on 31st March 2016. Planning permission was also granted for 75 dwellings on another of these sites (ID853, Little Meadow) on 1 July 2016. It is considered that allocation of the three sites as a single strategic site would ensure that connectivity between the sites can be achieved and that they can be planned in a holistic way, providing direct access to the village centre and the necessary infrastructure. It will be important that the site is developed in a staged way, with the land closest to the village centre (to the east of Alfold Road and west of Knowle Lane) built out first. It is anticipated that a comprehensive development of this site for housing and public open space would be fully delivered by 2026.

Policy SS5: Strategic Housing Site at Land South of Elmbridge Road and the High Street, Cranleigh

Land South of Elmbridge Road and the High Street, Cranleigh, as identified on the Adopted Policies Map and on the plan below, is allocated for around 765 homes and a country park subject to the following:

- a) Built development should be focused on that part of the site at low risk of flooding (Flood Zone 1). A Flood Risk Assessment will be required given that part of the site lies within an area of identified high and medium flood risk. The Flood Risk Assessment and mitigation measures will be required to demonstrate safe access and egress from the site.**
- b) An appropriate buffer zone being retained and managed alongside the Littlemead Brook and the Nuthurst Stream to meet Environment Agency requirements.**
- c) The provision of a linear park along the public right of way and the provision of an appropriate landscaped buffer including trees and hedgerows particularly on the southern boundary of the site.**
- d) On-site and offsite highway improvements and sustainable transport improvements, potentially including new access points onto Alfold Road and Knowle Lane and the provision of on site footways and cycleways linking to the Downs Link, the newly**

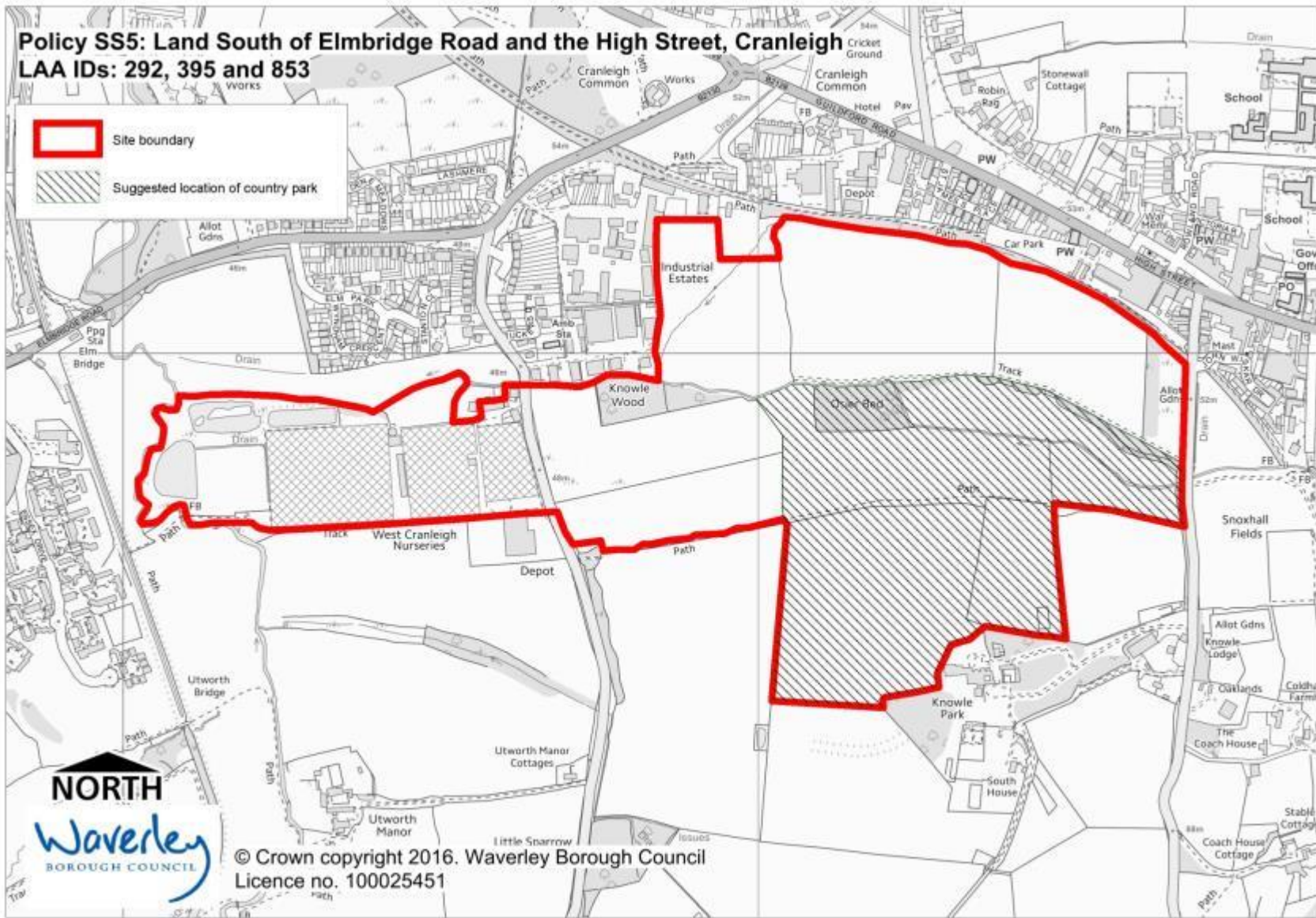
created Country Park, Cranleigh High Street, Snoxhall Fields and Elmbridge Village.

- e) Reservoirs occupying the western part of the site being retained and their amenity and ecological value enhanced.**
- f) A holistic and integrated scheme for the whole site that maximises connectivity and delivers the necessary infrastructure and direct access into the village centre. The parts of the site closest to the village centre should be developed first.**

Policy SS5: Land South of Elmbridge Road and the High Street, Cranleigh
LAA IDs: 292, 395 and 853

 Site boundary

 Suggested location of country park



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Land opposite Milford Golf Course, Milford

- 18.11 This 11 hectare site (ID 450 in the LAA) is located to the west of Station Lane and is currently part of Milford Golf Course. Part of the site is within Flood Zones 2 and 3 and the site lies within 5 km of the Wealden Heaths Phase I SPA. Due to its proximity to the SPA, a project-level HRA assessment is likely to be required to ensure that no likely significant effect would result. The site is currently within the Green Belt, although the Green Belt Review identifies the potential to inset Milford village within the Green Belt with an amended development boundary. The Council agrees with the Review finding that there is potential for development without significant harm to the designation. As the Green Belt boundary will be amended through Local Plan Part 2, it is anticipated that this site will be delivered between 2021 and 2026.
- 18.12 Development of the site will require capacity improvements at the Station Lane/Church Road junction and A3100/A286 roundabout to the north of the site.

Policy SS6: Strategic Housing Site at Land opposite Milford Golf Course

Land opposite Milford Golf Course, as identified on the Adopted Policies Map and on the plan below, is allocated for around 180 homes subject to the following:

- a) Built development should be focused on the part of the site at low risk of flooding (Flood Zone 1). The development area must exclude the flood plain of the River Ock which forms the western boundary to the site. A Flood-Risk / Run-off Assessment will be required given that part of the site lies within an area of identified high and medium flood risk.**
- b) Satisfactory detailed access arrangements to the development should be achieved, for example from Station Lane.**
- c) Sustainable transport measures, which may include on site footways and cycleways linking to the recreation space and Station Lane in the East and Church Road or Busdens Way to the West;**
- d) The provision of a landscaped corridor along Station Lane and the provision of an appropriate landscaped buffer including trees and hedgerows on the southern boundary of the site.**



Dunsfold Aerodrome

- 18.13 Dunsfold Aerodrome (ID 10 in the LAA) is a substantial site of 249 hectares located to the south west of Cranleigh and east of Dunsfold village, of which about 82%¹ is previously-developed land. It is not within the Green Belt or the Area of Outstanding Natural Beauty. The site currently contains a variety of uses, including aviation, as well as being a significant location for employment with over 100 businesses employing over 700 people.
- 18.14 The site was developed as an aerodrome during the Second World War. After the war, it was used for the development and manufacture of aircraft until BAe Systems vacated the site in 2002. In 2009, the Secretary of State rejected an appeal relating to a proposed new settlement at the site, comprising about 2,600 homes along other uses. The appeal was dismissed on the grounds of transport impacts and prematurity. However, much has changed since 2009. The objectively assessed need for housing has been assessed in the SHMA as 519 homes per annum, far above the South East Plan target for Waverley that applied at the time of the appeal. Secondly, national planning policy has changed, with the NPPF stating that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. The loss of aviation activities was addressed in the appeal but was not one of the reasons given by the Secretary of State for its dismissal.
- 18.15 The owners of the site continue to promote it as an opportunity for mixed uses including between 1,800 and 3,400 new homes, new employment and other supporting uses. An outline planning application for a mixed use development at the site including 1,800 homes and an expanded business park was submitted in December 2015.
- 18.16 As explained in Chapter 5, much has changed since 2009, in particular the publication of the NPPF, which requires Local Plans to meet objectively assessed needs in full unless the impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole. It adds that developments that generate significant movements should be located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. Although Dunsfold Aerodrome is in a relatively isolated location, it is considered that subject to the provision of necessary infrastructure, the benefits, such as it being a large brownfield site, outweigh other concerns. The Council considers that subject to satisfactory highways mitigation, Dunsfold Aerodrome can deliver sustainable development.
- 18.17 Having tested the likely traffic impacts that would arise as a result of different levels of development, the Council considers that with appropriate mitigation (such as improvements to road junctions along the A281), a scheme of

¹ Para 98 of the appeal decision ref APP/R3650/A/08/2089143/NWF dated 24 September 2009 states that 86% of the site is previously-developed land (pdl). The figure of 82% is based on the area of pdl indicated in planning application WA 2015/2395, which shows a slightly different area to that in the 2009 appeal.

2,600 homes can be delivered sustainably within the plan period (to 2032). Dunsfold Aerodrome is therefore allocated as a strategic site for up to 2,600 homes, an expanded business park with around 26,000 sq m of new B Class floorspace, community facilities (including a primary school, a local centre, a medical centre and community centre) and open space.

- 18.18 The delivery of up to 2,600 homes will help to meet the identified housing need in the Borough, with a range of housing sizes, types and tenures having regard to the needs identified in the Strategic Housing Market Assessment.
- 18.19 The retention and expansion of the Dunsfold Business Park would deliver around 26,000 sq m of new B class employment floorspace. This will contribute towards meeting the economic development needs of the Borough and the overall objective of supporting the delivery of new and improved commercial premises in order to meet the needs of businesses in Waverley. This should comprise a range of new floorspace across the B Use Classes, with a range of unit sizes, including space that will appeal to start-up companies and small businesses.
- 18.20 A range of community facilities should be provided at the site, including a new district / local centre with a primary school (with a relocated Jigsaw School for children with autism in new and larger premises), a local centre with Class A1 (comparison and convenience) retail facilities as well as Class A2 (office and professional services), Class A3 (restaurant/café use), Class A4 (drinking establishments) and Class A5 (hot food takeaways) to provide for the day to day needs of local residents, a new medical centre to provide healthcare for new residents, a community centre. A financial contribution will also need to be made, through a Section 106 agreement, to off-site secondary school provision. In addition, sufficient publicly accessible open space will need to be provided throughout the development, as well as strategic open space in the form of landscaped parkland. Sports pitches and play areas must be provided throughout the residential areas in accordance with Policy LRC1. A new canal basin to the Wey and Arun Canal should also be provided to facilitate/increase recreation use of the canal. The district / local centre must be designed in such a way that the facilities can be expanded in the event that the new settlement extends to 2,600 homes later in the plan period. For example, at 2,600 homes it is likely that the primary school will require three forms of entry.
- 18.21 In order to mitigate the traffic impacts of the development, a package of highway infrastructure and sustainable transport measures must be delivered in conjunction with the development of the new community. The main access into the site will be taken from the A281 via a new access road, and there will also need to be secondary access points for buses, emergency vehicles, pedestrians and cyclists.
- 18.22 In addition, a range of sustainable transport measures should be implemented, including improvements to local bus routes; travel plans for the proposed uses that set out a full range of measures to encourage

sustainable transport choices; enhancement of the cycle route between the site and Cranleigh; a layout that encourages residents to walk and cycle; and establishment of a car club on site for the residential and employment uses.

- 18.23 Work undertaken by the promoters in connection with their recent planning application for a mixed use scheme including 1,800 homes has found that there is a need to reinforce the existing utility infrastructure for electricity, gas, water and telecommunications to serve the development. These reinforcements will need to be made in a phased manner as the scheme progresses, to the satisfaction of the utility providers and the Council.
- 18.24 An anaerobic digestion facility was granted planning permission at the site in 2013 although this has yet to be built. This permitted facility is safeguarded under Surrey Waste Plan (SWP) Policy DC1 which safeguards all existing sites in waste use. Care should be taken to ensure that a sufficient buffer exists between this waste facility and any proposed allocation for housing to ensure there is no detrimental impact or constraint on the waste operation.
- 18.25 The site should be developed in a comprehensive manner, with a phasing plan to be agreed, so that homes, employment, facilities and open space are delivered in a gradual and logical manner across the whole development and that at each stage there is an appropriate level of infrastructure to support the development.
- 18.26 The developers should address, through their planning applications, the impacts of the development on local infrastructure and services, including at Cranleigh.

Policy SS7: New settlement at Dunsfold Aerodrome

Dunsfold Aerodrome, as identified on the Adopted Policies Map and on the plan below, is allocated for mixed use strategic development to accommodate housing, employment and associated supporting uses.

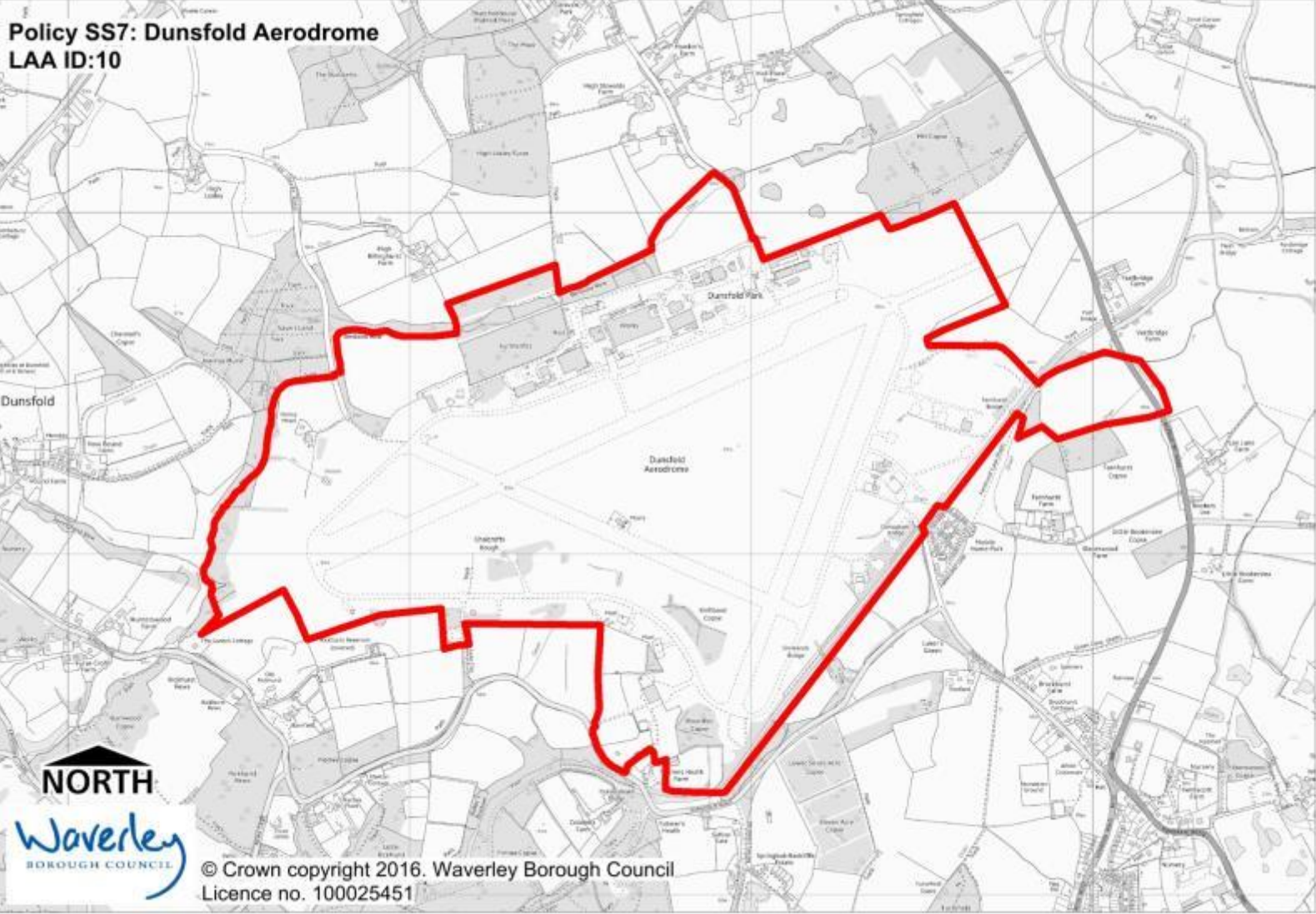
The development should create a high quality, mixed use community with its own identity and character, forming a new settlement, with a range of community facilities and services, appropriate to a settlement of this size. The scheme should include:

- a) Up to 2,600 homes to be delivered by 2032.**
- b) An expanded business park with around 26,000 sq m of new employment (B Class) floorspace.**
- c) A local centre providing -**
 - i. At least 3,750 sq m gross floorspace with shops, financial and professional services, restaurants and cafes, drinking establishments and hot food takeaways (Use Classes A1 to A5) to provide for the day to day needs of residents, and**
 - ii. Social infrastructure including a new primary school, which will additionally provide early education for two to four year olds,**

health facilities, and community facilities. A financial contribution will also need to be made to off-site secondary school provision.

- d) The provision of publicly accessible local and strategic open space, to include a managed Country Park of at least 103 ha.
- e) Appropriate on and off site leisure facilities.
- f) A new canal basin to the Wey and Arun Canal.
- g) Land to be reserved on or adjoining the site for the provision of a museum reflecting the site's history as an aviation centre.
- h) Public art to reflect the heritage of the site.
- i) Necessary highways improvements to mitigate the impact of the development on the surrounding road network.
- j) A package of sustainable transport measures to maximise opportunities for alternative forms of transport and to support alternatives to the private car.
- k) The reinforcement of existing utility infrastructure for electricity, gas, water and telecommunications to serve the development.
- l) An appropriate buffer between the permitted anaerobic digestion facility and any new housing development.

The Council would expect a comprehensive masterplan to be produced to inform the delivery and phasing of the development.



Land at Woodside Park, Catteshall Lane, Godalming

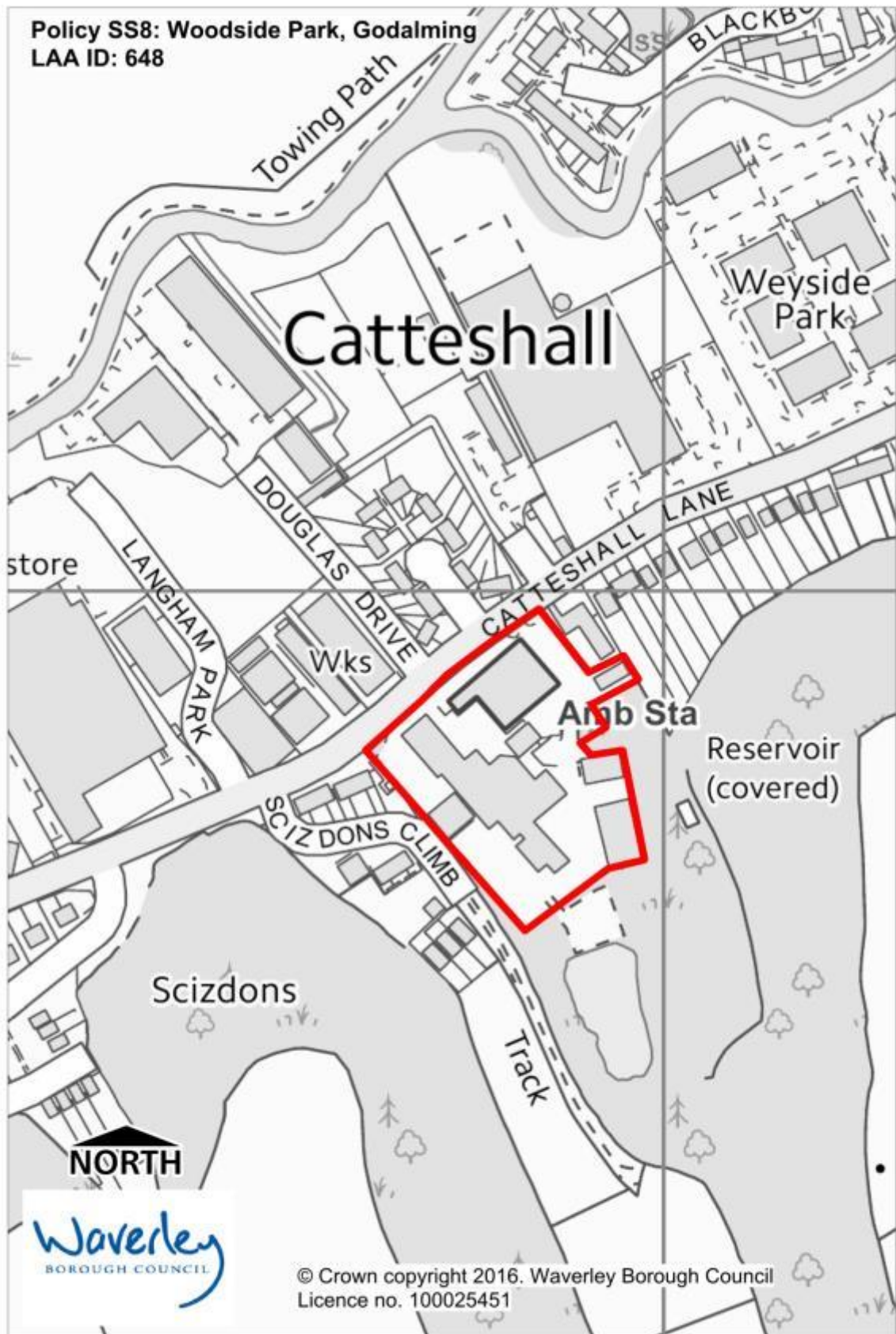
18.27 This 1.6 hectare site (ID 648 in the LAA) is located on the southern side of Catteshall Lane to the east of Godalming. It is currently in mixed light industrial / commercial use. Whilst part of the site lies within the Green Belt, given that the site is previously developed land it is considered that redevelopment proposals have the potential to constitute appropriate development within the Green Belt. Given previous uses as both a laundry and vehicle repair workshop there is potential for contamination to be found on site. The site lies within 5 km of the Wealden Heaths Phase I SPA. It is anticipated that this site would be delivered by 2021.

Policy SS8: Strategic Mixed Use Site at Woodside Park, Godalming

Land at Woodside Park, Godalming as identified on the Adopted Policies Map and on the plan below, is allocated for around 100 homes, community and employment uses subject to the following:

- a) **The appropriate mitigation being undertaken for any contamination which may be found on the site.**
- b) **The achievement of satisfactory detailed access arrangements to the development onto Catteshall Lane.**

Policy SS8: Woodside Park, Godalming
LAA ID: 648



Strategic Employment Site

Land off Water Lane, Farnham

18.27 This 4.9 hectare site (ID 900 in the LAA) is located on the northern side of Water Lane opposite a supermarket on the eastern periphery of Farnham. It lies within an Area of Strategic Visual Importance. It is currently retained operational land in connection with the adjacent sewage treatment works, but has become surplus to requirements. This site is considered to be appropriate for employment (Class B) development. There is potential for contamination to be found on site.

Policy SS9: Strategic Employment Site on Land off Water Lane, Farnham

Land off Water Lane, Farnham, as identified on the Adopted Policies Map and on the plan below, is allocated for Class B employment uses subject to the following:

- a) The achievement of satisfactory access arrangements to the development, for example from the adjacent roundabout on B3208.**
- b) The maintenance of a buffer screen along Monkton Lane.**
- c) The appropriate mitigation being undertaken for any contamination which may be found on the site.**



Delivery

The policies in this chapter will be delivered by:

- Decisions made on planning applications
- Any subsequent development briefs / masterplans.

19. Implementation and Monitoring

Implementation

- 19.1 It is essential that the policies and proposals contained in this Local Plan are both realistic and capable of being implemented within the plan period. The Council is only one of the agencies responsible for the implementation of the Local Plan and largely plays an enabling role. Development will not take place unless landowners and developers come forward with proposals, and therefore account has been taken of relevant market and economic signals and viability considerations. The successful delivery of the plan and its vision will therefore require partnership working and the commitment and support from key stakeholders, including infrastructure providers and local communities.
- 19.2 The primary way in which policies and proposals will be implemented will be through the development control process as planning permission is required for most forms of development. In addition, subsequent policies and guidance will be produced to supplement this plan, including in Local Plan Part 2, which will allocate non strategic development sites and, if required, through planning briefs and supplementary planning documents. In addition, many communities are producing neighbourhood plans and some of these will allocate non strategic sites for development.
- 19.3 The Local Plan needs to contain sufficient flexibility to enable it to respond to changing circumstances. In this Plan, the Council has sought to identify sufficient housing and other sites to meet identified needs in full. If it transpires that sites are not coming forward, the Council will seek to bring forward additional promoted sites that are around main settlements that are less constrained by environmental or other designations. The delivery of the strategy (including strategic sites) is dependent, to some extent, on essential infrastructure being put in place throughout the plan period. If this infrastructure does not materialise, for example highways improvements on the A3 trunk road through Guildford, the Council will need to consider the implications. This could involve, for example, a review of strategic site allocations, or (as a last resort) an early review of the Plan.

Monitoring

- 19.4 The Council will regularly monitor the policies in this Plan to assess whether they are working effectively and as intended. A monitoring framework has been devised for the Local Plan in order to enable the effectiveness of its policies and proposals to be monitored (Appendix F). This provides indicators for each policy, together with any identified targets and the organisation or partners responsible for providing the data. Wherever possible, these

indicators are 'SMART' (Specific, Measurable, Achievable, Realistic and Time-bound).

- 19.5 The outcomes from this monitoring will be set out in the Authority Monitoring Report (AMR) which the Council regularly produces and makes available on its website. The AMR will also indicate whether there is a need to review any policy or proposal in the Local Plan, including the need for remedial action.