



Waverley Borough Council

Local Plan 2002

Adopted 23rd April 2002

Please Note:

From 28th September 2007 some of the policies in the Local Plan 2002 ceased to have effect following a Direction by the Secretary of State under Paragraph 1(3) of Schedule to the Planning and Compulsory Purchase Act 2004. A list of the reasons why the policies were not saved at that time is available on the Council's website [here](#).

From 20th February 2018, on the adoption of Local Plan Part 1 (Strategic Policies and Sites), some of the policies in the Local Plan 2002 were not retained and therefore are no longer in effect. A table indicating which policies in the 2002 Local Plan were replaced or complemented by policies in Part 1 of the Local Plan, and which policies will continue until replaced by Part 2 (Site Allocations and Development Management Policies) is available on the Council's website [here](#). You can view Local Plan Part 1 [here](#).

Policies no longer in effect are annotated as such and depicted as ~~strikethrough~~.

Additionally please note that some of the supporting text relates to the policies that are no longer in effect and hence it might no longer be relevant.

CONTENTS

	<i>Page</i>
Chapter 1 – Introduction and General Strategy	4
Keynote Policy (POLICY NO LONGER IN EFFECT)	8
Chapter 2 - Development	12
D1 Environmental Implications of Development	13
D2 Compatibility of Uses	15
D3 Resources (POLICY NO LONGER IN EFFECT)	16
D4 Design and Layout	17
D5 Nature Conservation (POLICY NO LONGER IN EFFECT)	18
D6 Tree Controls	19
D7 Trees, Hedgerows and Development	20
D8 Crime Prevention	20
D9 Accessibility	21
D10 Advertisements	22
D11 Telecommunications Development	23
D12 Run-off and Flooding (POLICY NO LONGER IN EFFECT)	24
D13 Essential Infrastructure (POLICY NO LONGER IN EFFECT)	25
D14 Planning Benefits (POLICY NO LONGER IN EFFECT)	25
Chapter 3 - Countryside	27
C1 Development in the Green Belt outside Settlements (POLICY NO LONGER IN EFFECT)	29
C2 Countryside Beyond the Green Belt (POLICY NO LONGER IN EFFECT)	30
C3 Surrey Hills Area of Outstanding Natural Beauty and Area of Great Landscape Value (POLICY NO LONGER IN EFFECT)	31
C4 Farnham/Aldershot Strategic Gap	32
C5 Areas of Strategic Visual Importance	32
C6 Landscape Enhancement	33
C7 Trees, Woodlands and Hedgerows	33
C8 Felling Licences and Woodland Grant Schemes	34
C9 International and National Nature Conservation Sites (POLICY NO LONGER IN EFFECT)	35
C10 Local Nature Reserves, Sites of Nature Conservation Importance and Regionally Important Geological and Geomorphological Sites (POLICY NO LONGER IN EFFECT)	35
C11 Undesignated Wildlife Sites (POLICY NO LONGER IN EFFECT)	35
C12 Canals and River Corridors (POLICY NO LONGER IN EFFECT)	36
Chapter 4 – Built Environment	37
BE1 Important Green Spaces within Settlements	38
BE2 Frith Hill Area of Special Environmental Quality	38
BE3 South Farnham Area of Special Environmental Quality (POLICY NO LONGER IN EFFECT)	39
BE4 Haslemere Hillsides	39
BE5 Godalming Hillsides	40
BE6 Low Density Residential Areas	40
Chapter 5 – Historic Environment	41
HE1 Protection of Listed Buildings	43
HE2 Buildings of Local Architectural or Historic Interest	43
HE3 Development Affecting Listed Buildings or their Setting	44
HE4 Change of Use of Listed or Locally Listed Buildings	44
HE5 Alteration or Extension of Listed or Locally Listed Buildings	45
HE6 Building Control	46
HE7 Buildings in Disrepair	46
HE8 Conservation Areas	47
HE9 Historic Parks and Gardens	48
HE10 Heritage Features	48
HE11 Enhancement Schemes	49
HE12 Historic Landscapes	49
HE13 Schedules Ancient Monuments and County Sites of Archaeological Importance	49
HE14 Sites and Areas of High Archaeological Potential	50
HE15 Unidentified Archaeological Sites	50

Chapter 6 – Housing and Community Facilities	51
H1 Housing Provision (POLICY NO LONGER IN EFFECT)	54
H2 Monitoring and Phasing of Housing Development (POLICY NO LONGER IN EFFECT)	54
H3 Land Reserved to Meet Longer Term Development Requirements (POLICY NO LONGER IN EFFECT)	55
H4 Density and Size of Dwellings (POLICY NO LONGER IN EFFECT)	56
H5 Subsidised Affordable Housing within Settlements (POLICY NO LONGER IN EFFECT)	58
H5A Subsidised Affordable Housing at Bourne Mill, Farnham	59
H6 Subsidised Affordable Housing in the Green Belt and Countryside Beyond the Green Belt (POLICY NO LONGER IN EFFECT)	61
H7 Special Needs Housing (POLICY NO LONGER IN EFFECT)	63
H8 Retention of Residential Land and Buildings	63
H9 Conversion and Sub-Division	63
H10 Amenity and Play Space (POLICY NO LONGER IN EFFECT)	64
H11 Gypsy Sites (POLICY NO LONGER IN EFFECT)	66
CF1 Retaining Existing Community Facilities (POLICY NO LONGER IN EFFECT)	67
CF2 Provision of New Community Facilities	68
CF3 Educational Establishments	69
Chapter 7 – Industry and Commerce	70
IC1 General Considerations (POLICY NO LONGER IN EFFECT)	71
IC2 Safeguarding Suitably Located Industrial and Commercial Land	71
IC3 Well Established Industrial and Commercial Land	72
IC4 Existing Industrial and Commercial Premises (POLICY NO LONGER IN EFFECT)	73
IC5 Existing Bad Neighbour Uses	73
IC6 Wrecclesham Railway Yard, Farnham (POLICY NO LONGER IN EFFECT)	75
IC7 Coxbridge, Farnham	76
IC8 Former Coal Depot, Catteshall Lane, Godalming	77
IC9 Catteshall Mill, Godalming (POLICY NO LONGER IN EFFECT)	78
IC10 Smithbrook Kilns	79
IC11 Cooper's, Chiddingfold (POLICY NO LONGER IN EFFECT)	79
IC12 Working From Home	80
Chapter 8 - Shopping	82
S1 Retail Development: Sequential Test (POLICY NO LONGER IN EFFECT)	84
S2 Local and Village Shops (POLICY NO LONGER IN EFFECT)	85
S3 Farm Shops and Shops Forming Part of Petrol Filling Stations	85
S4 Garden Centres	86
S5 Markets	86
S6 Food and Drink Uses	87
S7 Shopfronts	87
Chapter 9 – Town Centres	89
TC1 Town Centre Uses (POLICY NO LONGER IN EFFECT)	93
TC2 Existing Retail Uses	94
TC3 Development within Town Centres	95
TC4 Farnham Key Site 1: Riverside	96
TC5 Farnham Key Site 2: 20-25 West Street (POLICY NO LONGER IN EFFECT)	97
TC6 Godalming Key Site: Land between Flambard Way, Catteshall Lane and Woolsack Way	100
TC7 Haslemere Key Site: Land between West Street and Lower Street	101
TC8 Urban Design in Town Centres	103
TC9 Town Centre Enhancement	104
TC10 Farnham Green Envelope	104
TC11 Castle Street, Farnham	105
TC12 Town Centre Access	105
TC13 Farnham Town Centre Traffic Management	106
TC14 Town Centre Parking Standards (POLICY NO LONGER IN EFFECT)	107
TC15 Rear Accessing and Servicing	107
TC16 Footways and Yards	108
Chapter 10 – Leisure and Tourism	109
LT1 Retention of Leisure Facilities (POLICY NO LONGER IN EFFECT)	111
LT2 Retention of Visitor Accommodation	112
LT3 Visitor Accommodation in Settlements	112

LT4	Visitor Accommodation in the Countryside	112
LT5	Changes to Use to Visitor Accommodation in the Countryside	113
LT6	Leisure and Tourism in Settlements	114
LT7	Leisure and Tourism in the Countryside	114
LT8	Sports Grounds and Playing Fields (POLICY NO LONGER IN EFFECT)	116
LT9	Golf Courses	117
LT10	Noisy Sports	118
LT11	Walking, Cycling and Horseriding	120
<u>Chapter 11 – Development in Rural Areas</u>		121
RD1	Rural Settlements	123
RD2	Extension of Dwellings in the Countryside	125
RD2A	Replacement of Dwellings in the Countryside	126
RD3	Garages and Other Ancillary Domestic Outbuildings in the Countryside	127
RD4	Large Country Houses	128
RD5	Institutional Buildings in the Countryside	129
RD6	Major Developed Sites (POLICY NO LONGER IN EFFECT)	131
RD7	Re-Use and Adaptation of Buildings in Rural Areas	132
RD8	Farm Diversification	134
RD9	Agricultural Land	135
RD10	Agricultural Development	136
RD11	New Agricultural Dwellings (POLICY NO LONGER IN EFFECT)	137
RD12	Agricultural Occupancy Conditions	138
RD13	Non-Commercial Horsekeeping	139
RD14	Commercial Horsekeeping	140
RD15	Renewable Energy Installations (POLICY NO LONGER IN EFFECT)	141
<u>Chapter 12 - Movement</u>		143
M1	The Location of Development (POLICY NO LONGER IN EFFECT)	145
M2	The Movement Implications of Development (POLICY NO LONGER IN EFFECT)	146
M3	Development Alongside the A3 and the A31	147
M4	Provision for Pedestrians (POLICY NO LONGER IN EFFECT)	148
M5	Provision for Cyclists	149
M6	Farnham Cycle Network	150
M7	Footpaths and Cycleways	150
M8	Guildford-Cranleigh Movement Corridor	151
M9	Provision for People with Disabilities and Mobility Problems	152
M10	Public Transport and Interchange Facilities	153
M11	Haslemere Station Car Parking	154
M12	Traffic Management	155
M13	Heavy Goods Vehicle	155
M14	Car Parking Standards (POLICY NO LONGER IN EFFECT)	156
M15	Public Off-Street Parking	157
M16	Local Parking Problems	157
M17	Servicing	158
M18	A3 Improvements (POLICY NO LONGER IN EFFECT)	159
M19	A31 Farnham By-Pass Improvements	159
<u>Chapter 13 - Monitoring</u>		161
<u>Glossary of Planning Terms</u>		163
<u>General Bibliography</u>		168
<u>Chapter Notes & References</u>		170
<u>Appendices</u>		173
1	Environmental Appraisal of the Plan	173
2	Scheduled Ancient Monuments and County Sites of Archaeological Importance	181
3	Assessment of Housing Land Supply	182
4	Rural Settlement Boundaries	185
5	Threshold for Major Development subject to policies M1 and M2	186
6	Cycle Parking Standards	187

CHAPTER 1 – INTRODUCTION AND STRATEGY

(Figure 1a – Waverley Borough Council area)

This Document

1.1 This is the Local Plan for the Borough of Waverley. It consists of a *Written Statement*, setting out various planning policies and proposals, and a *Proposals Map* (with Inset Maps for the four main centres) showing how these apply throughout the Borough.

The Development Plan

1.2 The Local Plan is a statutory document prepared by the Borough Council to guide and control the way in which land and buildings are used and developed. Together with the Structure Plan, Minerals Plan and Waste Local Plan prepared by Surrey County Council, the Local Plan forms the *Development Plan* for Waverley. These documents together with others published by the Borough Council, County Council and Government, are referenced in the General Bibliography.

1.3 The Local Plan has three main functions. These are to:-

- 1 apply the broad principles of the *Surrey Structure Plan 1994* to the particular circumstances of Waverley Borough;
- 2 set out the Council's policies for the control of development in Waverley;
- 3 make proposals for the development and use of land and to allocate land for specific purposes.

1.4 Decisions on planning applications must be made in accordance with the Development Plan unless there are other material considerations which indicate otherwise. The policies of the Local Plan, together with those of the Structure Plan and other elements of the Development Plan, form a comprehensive package against which development proposals will be assessed. In other words, individual policies do not stand alone and it is not necessary for a single policy to set out each and every planning consideration which may apply.

1.5 Where appropriate, the Council will amplify the policies of the Plan through Supplementary Planning Guidance, including planning briefs for individual sites. There will be consultation on any such guidance before it is adopted by the Council as a material consideration in determining planning applications.

Timescale of the Plan

1.6 This is the third Local Plan that the Borough Council has prepared. The original Borough-wide plan was adopted in 1984 and covered the period to 1991. The first Local Plan Review was completed in 1993 and covered the period up to the year 2001.

1.7 This Local Plan sets out the planning strategy for Waverley into the new millennium. In relation to housebuilding it covers the period from 1991 to 2006 since this is the timescale covered in the *Surrey Structure Plan 1994*.

The Process

1.8 Legislation and statutory regulations⁽¹⁾ govern the way in which Local Plans are prepared. The Borough Council has most discretion in the stages before the Local Plan is put 'on deposit' and used this to ensure that local residents, organisations and businesses had full opportunity to be involved. This began with a series of Local Plan Workshops held during 1996. Comments and ideas from the Workshops were

incorporated into an Issues Paper which was published for a six week consultation period in February 1997. A summary was distributed to every household and business in the Borough. The Council took careful account of the representations received in preparing the Deposit Draft of the Plan which was published in January 1999.

1.9 The Deposit Draft attracted some 1,185 objections and 289 representations of support. Proposed pre-Inquiry changes were published in September 1999. Further changes were published in February 2000. Any objections which could not be resolved were considered either in the form of written representations or at the Public Local Inquiry held by an independent Planning Inspector, Mr D Harmston, between January and April 2000. The Inspector's Report was published in November 2000. The Council considered the views and recommendations contained in the Inspector's report and published Proposed Modifications in June 2001. A further set of Modifications was published in November 2001. One final modification was published in February 2002. The Plan was adopted by the Council in April 2002.

Other Strategies

1.10 This Plan has been prepared within a statutory framework and is essentially concerned with the way in which land and buildings are used. The Plan aims to complement and contribute to the Council's overall Corporate Strategy which has the purpose of "*improving the quality of life in Waverley by caring for people and the environment and by responding to the needs of the community*".

1.11 In pursuing its corporate objectives, the Council has also prepared a number of corporate strategy documents including:-

- 1 An Economic Opportunities Strategy which looks at how the Council can work in partnership with the business community to support a strong local economy;
- 2 A Leisure Strategy which identifies how the leisure needs of the Borough's population can be met; and
- 3 A Housing Strategy Statement which sets out the Council's plans for making best use of the limited resources available for housing investment.

1.12 The Local Plan takes account of these non-statutory strategies in so far as they relate to land-use planning. Regard was also paid to the land use implications of strategies produced by the County Council and other organisations in consultation with the Borough Council. These include:-

- 1 A New Transport Plan for Surrey (now superseded by Surrey Local Transport Plan);
- 2 A Strategy and Action Plan to maintain and strengthen the Surrey economy;
- 3 Surrey Heritage Strategy
- 4 Surrey's Countryside Strategy
- 5 Surrey Design
- 6 Surrey Biodiversity Action Plan

1.13 The *Surrey Biodiversity Action Plan (1999)* is the mechanism that translates national targets into local action, reflecting and promoting the conservation of wildlife in the County. This Plan identifies targets and actions for priority habitats and species in Surrey and delivers action through partnership working. The aims of the Surrey BAP are to conserve and enhance the biological diversity of Surrey and contribute to conserving and enhancing both national and international diversity.

Introducing Waverley

(Figures 1b, 1c, showing location and transport network)

- 1.14 Waverley forms the south west part of the County of Surrey. It borders West Sussex to the south and Hampshire to the west. To the north and east lie the Surrey districts of Guildford and Mole Valley.
- 1.15 The Borough has good strategic transport links (Figure 1c). The principal road and rail routes lead through Farnham or Guildford towards London, Winchester and Portsmouth. Six railway stations give access to London Waterloo in around 45 minutes. Heathrow and Gatwick airports are within easy reach. Transport routes converge towards Guildford to the north of the Borough. This makes east/west journeys across Waverley more difficult.
- 1.16 The Borough has a resident population of around 116,000⁽²⁾. The four main settlements are Farnham (population 36,000); Godalming (21,000); Haslemere (15,000) and Cranleigh (12,000). The remaining residents are spread over 16 rural parishes containing over 20 villages.
- 1.17 The four centres possess strong individual characters. This individuality arises not only from their differing size, geography and history, but also because they are relatively distant from each other and, with the exception of Godalming and Haslemere, have few direct transport links.
- 1.18 Each of the towns and villages provides an attractive environment for residents. They are interspersed with open spaces and trees and there is much of historic interest, including 45 designated Conservation Areas and over 1600 listed buildings.
- 1.19 Waverley is largely rural. It covers 345 square kilometres (133 square miles), over 60% of which lies within the Metropolitan Green Belt. The extensive areas of countryside take in rolling wooded hills, heathlands and farmland, 80% of which are designated as part of the Surrey Hills Area of Outstanding Natural Beauty and/or Area of Great Landscape Value.
- 1.20 As well as being of scenic beauty, much of the countryside is of high nature conservation value, including the lowland heaths which are internationally recognised for their importance to migratory birds.

Planning Context

- 1.21 The Local Plan must apply national, regional and county-wide policies to the local level, showing how they can be interpreted and implemented in Waverley. This Plan has therefore been prepared to take account of the national and regional approaches to planning promoted by the Government in Planning Policy Guidance Notes (PPGs) and Circulars, and of the Surrey Structure Plan prepared by Surrey County Council.

National Context

- 1.22 PPGs provide national guidance on a wide range of topics. Current PPGs are listed in the General Bibliography.
- 1.23 The most important change in national policy since the 1993 Local Plan was prepared has been the commitment to the concept of '*sustainable development*' which resulted from the United Nations Conference on the Environment and Development (the 'Earth Summit') held in Rio in 1992. Sustainable development is usually defined as "*development that meets the needs of the present without compromising the ability of future generations to meet their own needs*"⁽³⁾.
- 1.24 "*Sustainable Development - The UK Strategy*"⁽⁴⁾ attempts to reconcile the objectives of economic development and higher living standards with the need to protect and enhance the environment. It recognises the need to have proper regard to a wide spectrum of environmental concerns, ranging from locally important landscapes and buildings, through to global problems such as climatic change, resource depletion and the extinction of species of plants and animals.

1.25 Whilst it puts the environment at the centre of the decision making process, the UK Strategy emphasises the Government's view that sustainable development does not mean less economic development, or that every aspect of the present environment should be preserved at all costs. It points out that a healthy economy is better able to generate resources to meet people's needs, and that new investment and environmental improvement often go hand in hand.

1.26 The Government sees the planning system, and in particular the preparation of local plans, as having a fundamental role in putting the principles of sustainable development into practice. *PPG1 (General Policy and Principles)* identifies a sustainable framework for development as one which:-

- provides for the nation's needs for food production, mineral extraction, new homes and other buildings, while respecting environmental objectives;
- uses already developed areas in the most efficient way, while making them more attractive places in which to live and work;
- conserves both the cultural heritage and natural resources, taking particular care to safeguard designations of national and international importance; and
- shapes new development patterns in a way that minimises the need to travel.

1.27 A particular focus has been the extent to which the location and type of new development can influence the need for car journeys and hence levels of congestion and carbon dioxide emissions.

1.28 The Development Plan Regulations require planning authorities, in preparing development plans, to take account of a full range of environmental considerations. The Council carried out an *Environmental Appraisal* at the Deposit Draft stage of this Plan, following the guidance in the good practice guide published by the Department of the Environment⁽⁵⁾. A summary to this Environmental Appraisal is set out in Appendix 1.

Regional Context

1.29 This Local Plan was prepared in the context of *Regional Planning Guidance for the South East (RPG9)* published in March 1994. In March 2001 the Government published updated Regional Planning Guidance. The Local Plan is consistent with the overall thrust of this revised guidance. The revised RPG9 will set the context for the Replacement Structure Plan and future Local Plans.

Surrey Structure Plan

1.30 The Structure Plan applies the principles of the Regional Planning Guidance to the Surrey situation and establishes strategic planning policies into the next century. The 1994 Structure Plan contains planning policies that provide the basis for the detailed policies in this Local Plan. It also sets the housing requirements across Surrey for the period from 1991 to 2006. The provision for development in the 1994 Structure Plan is limited so that it will not be necessary to alter the boundaries of the Green Belt over the Structure Plan period.

1.31 The 1994 Structure Plan will be replaced with a new Plan that will address Surrey's housing requirements for the period from 2001 to 2016. The new Plan will strengthen the theme of sustainable development and give greater emphasis to the transport implications of development and the need to reduce reliance on the private car.

The Planning Strategy for Waverley

1.32 The strategy pursued through the policies of this Plan takes full account of the objectives of national, regional and Structure Plan policies as they relate to the specific nature of Waverley Borough. The Council considers that the fundamental challenge is to ensure that development is sustainable in terms of its environmental, social and economic impacts. This is encapsulated in the following *Keynote Policy* which sets the tone of the whole plan:-

KEYNOTE POLICY

The Council, through the Local Plan, will seek to help maintain and improve the quality of life in Waverley without compromising the ability of future generations to meet their own needs and to enjoy a high quality environment. This means protecting and enhancing the Borough's environmental quality and providing for homes, jobs, infrastructure and services without undermining the value of built, natural and man-managed environmental resources.

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

1.33 Taking account of the planning context for Waverley, the Keynote Policy can be developed into a number of aims relating to the themes of:-

1. handling development pressures;
2. protecting and improving the environment;
3. minimising the use of non-renewable resources and limiting the need to travel;
4. meeting community needs; and
5. securing a healthy economy.

The specific aims of the Plan are set out below:

Aim 1: To implement the Structure Plan aims of resisting urbanisation of the countryside and slowing down the rate of development.

1.34 An important role of the Plan is to implement the strategy of the Structure Plan of a reducing rate of economic and housing development. The protection of the Green Belt and strict control of development in the countryside is a fundamental part of this strategy and is reflected in the policies of the Plan.

1.35 These strategic policies are particularly important in safeguarding Waverley's countryside from encroachment; preventing settlements from merging into one another; and in preserving the setting and special character of the Borough's historic settlements. The boundaries of the Green Belt and Countryside Area Beyond the Green Belt were established in the 1984 Local Plan. The Green Belt boundary remains unchanged in this Plan. Some minor changes have been made to the boundary of the Countryside beyond the Green Belt, predominantly in the Farnham area.

1.36 The policies of restraint in the Green Belt and countryside mean that development will continue to be focused on the existing towns and villages. Sufficient capacity exists within the settlements to meet the housing allocation from the *Surrey Structure Plan 1994*. However, there is a limit to the amount of new development that the towns and villages can accommodate and the Plan seeks to ensure that the supply of suitable sites lasts beyond the end of the Plan Period of 2006.

Aim 2: To maintain and enhance the distinctive character of the Borough, and the main environmental assets including natural and cultural resources.

1.37 The essential character of Waverley is that of a rural Borough with attractive countryside interspersed with historic towns and villages. The strict restraint over development in the Green Belt and countryside helps to maintain this character. The more detailed policies of the Plan seek to protect and enhance the quality of the Borough's environment by safeguarding its important assets and ensuring that development meets appropriate standards.

1.38 The strongest protection is given to those environmental assets which would be impossible or very difficult to replace. In the countryside these range from designated areas of national and international importance such as the Surrey Hills Area of Outstanding Natural Beauty; the Wealden Heaths Special Protection Area (SPA); the Thursley, Ash, Pirbright and Chobham candidate Special Area of Conservation (cSAC); and the Thursley and Ockley Bogs Ramsar Site, through to locally important sites of Nature Conservation Importance and Areas of Special Historic Landscape Value. In the settlements, assets include areas designated as Conservation Areas, Listed Buildings of Special Architectural or Historic Interest, Heritage Features, Important Green Spaces and Wooded Hillsides.

1.39 In addition to safeguarding environmental assets through specific designations, the Plan seeks to ensure that the general quality of the environment, including the distinctive character of individual areas, is maintained or enhanced. This is particularly important in the settlements where it is important that the mix of development and open space is maintained and the amenity of existing residential areas protected. This means that, wherever possible, development should make a positive contribution to an area by retaining important features on a site and being of a high quality design and layout. The Plan encourages schemes which will enhance the environment, for example, through the provision of public art. Development which will have an adverse impact on the local environment, in particular where it will result in unacceptable levels of traffic, noise, pollution, overlooking or loss of privacy, will not be permitted.

Aim 3: To ensure that development minimises the consumption of non-renewable resources and energy and does not create demands for movement, infrastructure and services which cannot be met in an environmentally acceptable manner.

1.40 Planning policies can help to ensure that land is used efficiently and that land uses are arranged so as to minimise the need for people to travel.

1.41 The pattern of settlements and land uses in Waverley will not change significantly. This is because the amount of new development will be small relative to that which already exists. For instance, the planned increase in the housing stock is only 4.7% between 1991 and 2006. The scope of the Plan to influence the overall use of resources and demands for travel is therefore limited. However, it is important that these objectives feature in individual planning decisions so that, cumulatively and over time, more sustainable patterns of development are achieved.

1.42 The Plan conserves land resources by protecting the countryside and seeking to conserve the best and most versatile agricultural land and make best use of sites within the built up areas. The re-use of existing buildings and redevelopment of previously developed land is promoted and the Plan encourages forms of development which conserve energy and water through appropriate design, layout, landscaping and materials.

1.43 The Plan supports the role of the town, village and local centres in meeting the day to day needs of residents, thereby reducing the need to travel long distances. The importance of town centres is due to the mixture of uses which enable a range of needs to be met in a single location. The Plan seeks to retain and promote this mixture of uses. It gives guidance on the desired uses for a number of identified "Key Sites".

1.44 Developments which generate a large number of visits, such as retail and leisure uses, are to be concentrated in places well served by public transport, particularly the town centres. The Plan seeks to encourage walking, cycling and the use of public transport instead of cars. For example, reduced parking provision may be appropriate in town centres and other areas well served by public transport. Substantial developments will be expected to provide or contribute towards facilities for pedestrians and cyclists or improved public transport.

Aim 4: To make provision for development, infrastructure and services which meet the needs of the local community in a way which minimises impacts on the environment.

1.45 The quality of life for people living in Waverley depends not only on the environment, but also the availability of adequate homes, jobs, infrastructure and services. Environmental constraints limit the supply of development sites in Waverley and it is essential that they are used to good effect, with development tailored to identified needs. These needs are not always manifested through market pressures. For example, the Plan seeks to ensure that redevelopment schemes retain certain uses such as industrial uses and hotels since these are needed, but would not necessarily be provided through the market.

1.46 One of the most pressing issues in Waverley is the exclusion of a significant number of local people from the housing market. The nature of housing needs means that most new housing should be small dwellings with one or two bedrooms and that larger schemes should include an element of subsidised affordable housing.

1.47 Financial constraints restrict the ability of public authorities to provide enhanced infrastructure, ranging from drainage and highway infrastructure to cycleways to serve new development. The Plan seeks to ensure that developers make a reasonable contribution towards the provision of such infrastructure.

1.48 Opportunities for development during the plan period will be focused on the four main settlements, mainly through the re-use or redevelopment of existing sites. Some small-scale development may also be permitted within specified villages subject to strict environmental safeguards. The settlement boundaries of villages are defined on the Proposals Map and in Appendix 4 to give certainty about where development may be acceptable in principle.

1.49 The Council considers that development opportunities within the existing built up areas will meet local needs so far as is possible. For example, the housing allocation from the *Surrey Structure Plan 1994* can be met in this way. However, the Plan recognises that some development can be desirable and acceptable in the rural areas in order to maintain a living, working countryside. For example rural buildings can sometimes be re-used to provide low cost accommodation for small businesses. The need for affordable housing can be particularly acute in the rural areas and the Plan allows for a small number of affordable homes to be built within, or at the edge of, villages where this is a particular problem.

Aim 5: To help to achieve a healthy local economy in a way which conserves and enhances the quality of the Borough's environment and infrastructure.

1.50 A healthy economy is essential to maintaining the environment and quality of life in the Borough. Waverley lies close to the country's two major airports at Heathrow and Gatwick and within easy reach of London. It also contains some of the finest landscape in the South East. As a consequence of these locational and environmental strengths Waverley is a sought after place in which to live and to work and, as a result, there are a number of world-class companies as well as many local firms operating successfully within the Borough.

1.51 Running parallel with the policies set out in the Local Plan is Waverley's Economic Opportunities Strategy. Together with the Surrey Structure Plan and the County Council's Economic Strategy and Transport Plan, these documents give a clear focus to economic development consistent with the Government's policy of reducing the need to travel.

1.52 The broad approach adopted by the Local Plan is to ensure that new economic development takes place in a manner which complements and enhances the environment. The policies contained in the Plan set out the framework for new business and commercial development and identify site-related benefits which will be expected.

1.53 In addition to policies which safeguard existing suitably located industrial and commercial land, the Plan promotes appropriate redevelopment and more intensive use of existing sites, and encourages opportunities for suitable new development. A number of sites are identified for possible economic development. The Plan also aims to help sustain the economy of the rural parts of the Borough and promotes the appropriate adaptation and re-use of rural buildings for employment purposes, including the diversification of farm activities.

Using the Plan

1.54 The Local Plan sets out 144 policies relating to the use and development of land and buildings within Waverley. The way in which these are organised reflects the balance which needs to be struck between, on the one hand, protecting and improving the environment and, on the other, allowing for beneficial development to take place. Figure 1d shows how the Plan is structured.

(Figure 1d: Structure of the Local Plan)

1.55 The Proposals Map, including the Town Centre Inset Maps, is the starting point for finding out what policies apply to a particular site or area. However, many policies are not site specific, but are applicable across the Borough. For example, Chapter Two of the Plan sets out the development control criteria relevant to all locations. The contents page and the key word index at the back of the plan are designed to make the plan as user-friendly as possible. Important planning terms and words are explained in the Glossary.

CHAPTER 2 - DEVELOPMENT

Introduction

- 2.1 The planning strategy for the Borough seeks to ensure that development is sustainable in terms of its environmental, social and economic impacts. The second of the key aims of the Plan, outlined in Chapter 1, is to maintain and enhance the distinctive character of the Borough, and its main environmental assets. This means protecting and improving the existing environment and ensuring that new development is of the highest possible quality.
- 2.2 As well as seeking to protect and enhance the quality of life for local people, the Council believes that development should reflect a broader range of environmental concerns raised by sustainable development. The third key aim of the Plan includes the goal of ensuring that development minimises the use of non-renewable resources and energy.
- 2.3 Many of the considerations introduced by these key aims apply to all forms of development. It is valuable therefore to have a strong set of "core" development control policies against which to assess all development proposals. This chapter sets out these core policies. Where appropriate, these are amplified and supplemented elsewhere in the Plan through policies relating to specific sites or areas and for particular land uses or topics. This chapter also includes policies relating to advertisements and telecommunication development which can occur both in the built up areas and in the countryside.

Policy Background

- 2.4 Many of the issues dealt with in this chapter reflect long established planning principles aimed at protecting the public interest from environmental damage or other losses arising from development.
- 2.5 Government guidance on these matters is provided through a range of PPGs and Circulars. The principal of these is *PPG1 on General Policy and Principles* which explains the role and operation of the Planning System. It includes key objectives and gives advice on a number of detailed matters such as the handling of design issues. Other PPGs and circulars provide more specific guidance on matters such as *Planning and Pollution Control (PPG23)*, *Planning and noise (PPG24)*, *Telecommunications (PPG8)* and *Planning Obligations (Circular 1/97)*.
- 2.6 The 1994 *Structure Plan* contains a chapter on Assessing the Environmental and Infrastructure Implications of Development. This contains four broad policies to be applied to all developments to ensure that the issues of sustainability are properly addressed. The objectives behind these policies remain in the emerging Structure Plan "Shaping Surrey's Future".

Objectives

- 2.7 The objectives for the policies in this chapter are to ensure that development in Waverley:-
 - a) maintains and enhances the quality of the natural and built environment, including local distinctiveness;
 - b) minimises the resources (land, energy, water, materials) consumed; and
 - c) provides any improvements to local infrastructure and facilities which may be required as a result of the development.

2.8 Fundamental to these objectives is the issue of *quality*. Where development is acceptable in principle, the Council will seek well-conceived designs which reflect the local context; provide attractive safe and accessible environments and conserve energy and non-renewable resources. The Council will reject poor quality designs and will seek to encourage developers who have a commitment to adding lasting quality to the environment of the Borough. Best practice will continue to be recognised and rewarded through the Waverley Design Awards⁽¹⁾ which are held every other year. The Council has also published a number of documents giving advice on design issues (see General Bibliography).

Environmental Implications of Development

2.9 Virtually all developments result in an impact on the environment, changing the appearance of land or buildings or affecting the activities that are carried out on a site. Planning applications must provide adequate information for these impacts to be assessed. The sensitivity of the Borough's environment means that even relatively small-scale developments need rigorous assessment. Large scale proposals may require an Environmental Impact Assessment in accordance with the relevant EU Directive and Statutory Instruments⁽²⁾. The Council will therefore require appropriate information to enable the environmental implications of a development to be assessed in accordance with Structure Plan Policy EN2 (Environmental Assessment).

2.10 This assessment will cover a range of impacts. Policy D1 is an overarching policy setting out the principal concerns. These are amplified through the other policies of the Plan with the exception of the issue of environmental pollution which is amplified in the text leading to Policy D2 (Compatibility of Uses). In assessing the environmental implications of development, the Council will take into account the views and recommendations of the Environment Agency and other bodies with a responsibility or expertise in environmental matters.

POLICY D1 – Environmental Implications of Development

The Council will have regard to the environmental implications of development and will promote and encourage enhancement of the environment. Development will not be permitted where it would result in material detriment to the environment by virtue of:-

- (a) loss or damage to important environmental assets, such as buildings of historical or architectural interest, local watercourses, important archaeological sites and monuments and areas of conservation, ecological or landscape value;
- (b) harm to the visual character and distinctiveness of a locality, particularly in respect of the design and scale of the development and its relationship to its surroundings;
- (c) loss of general amenity, including material loss of natural light and privacy enjoyed by neighbours and disturbance resulting from the emission of noise, light or vibration;
- (d) levels of traffic which are incompatible with the local highway network or cause significant environmental harm by virtue of noise and disturbance;
- (e) potential pollution of air, land or water, including that arising from light pollution and from the storage and use of hazardous substances;

The Council will seek, as part of a development proposal, to resolve or limit environmental impacts. This may include the submission of a flood-risk/run-off assessment to determine the potential flood risk to the development, the likely effects of the development on flood risk to others, whether mitigation is necessary, and if so, whether it is likely to be effective and acceptable. The Council will also seek remedial measures to deal with existing problems such as land contamination.

Pollution and Environmental Disturbance

2.11 Many land uses have the potential to cause pollution through the release of substances into the air, ground or water or by noise, smell, dust, vibration, light or heat. The degree of pollution and disturbance which is acceptable will vary from site to site. For instance development, such as floodlighting, which may be acceptable within a settlement can form an unacceptable urban intrusion into the rural areas. Land use planning can complement other environmental controls by guiding and restricting development so that the potential for pollution and disturbance is minimised. The main issues in respect of potential pollution which may arise in applying Policy D1 are set out below. These relate not only to the finished development, but also to pollution and disturbance arising during its construction.

Contaminated Land

2.12 Waverley does not have a legacy of heavy industry and there are relatively few sites which it is known may have a problem of soil contamination. The most significant ones are former gas works and landfill sites. During redevelopment, ground disturbance of contaminated sites can release pollution into groundwater or watercourses. Where a site is contaminated or there is good reason to believe that contamination may exist, a developer will be required to carry out a site assessment and submit a report on the findings to establish the nature and extent of the contamination. Development will not be permitted unless practicable and effective measures are taken to treat, contain or control any contamination. Wherever practical, contamination should be dealt with on the site.

Hazardous Substances

2.13 The Planning (Hazardous Substances) Act 1990 controls the presence of hazardous substances. Planning permission for development involving the storage, use or transport of hazardous substances will not be permitted where they would pose an unacceptable additional risk to people using the site or neighbouring land, or to the natural environment. The Health and Safety Executive will be consulted in respect of development proposals in close proximity to hazardous sites such as oil and gas pipelines.

Water Quality

2.14 Maintaining or enhancing the quality of rivers, ponds and other water bodies is important in order to protect nature conservation interests and a wide range of uses including domestic and industrial supply, and leisure navigation. Groundwater resources are equally important as they provide a significant source of supply for abstraction and feed surface waters through springs and baseflows to rivers.

2.15 The Council, in consultation with the Environment Agency, will seek to ensure that the quality of surface and groundwater is safeguarded. Development will be resisted or strict controls imposed, where it could adversely affect water quality.

Air Quality

2.16 The main source of air pollution in Waverley is road traffic. Air quality is generally good but there are a number of locations where heavy traffic, hemmed in by buildings, occasionally gives rise to benzene and nitrogen dioxide levels above National Air Quality Strategy objectives.

2.17 The Local Plan can make only a limited direct contribution to improving air quality. However, it is an important part of an integrated strategy to achieve air quality objectives in the longer term. The Plan seeks to do this by directing new development to the urban areas where the need to travel by car is minimised and by encouraging the retention and planting of trees to assist in maintaining air quality. It also seeks to minimise the adverse impacts of air pollution by taking account of other emission sources (commercial, industrial and domestic) and the location of developments which are sensitive to air quality.

Noise

2.18 PPG24 on Planning and Noise sets out relevant considerations to be taken into account in determining planning applications for noise sensitive development and introduces the concept of noise exposure categories for residential development. The most significant sources of noise in the Borough are major roads such as the A3 and A31. Proposals for development in close proximity to major sources of noise should not involve uses such as housing, hospitals or schools which are sensitive to noise disturbance, unless they incorporate mitigation measure to ensure that occupants of the development are not adversely affected.

2.19 Where proposed development is the generator of noise, the Council will require the applicant to demonstrate that any noise impacts can be successfully mitigated.

Light Pollution

2.20 Light pollution can affect both urban and rural areas, but it is a particular problem in the countryside where dark skies at night are one of the special and intrinsic qualities of the rural landscape. Artificial lighting can obscure the stars, introduce an urban character into rural areas, intrude on residential amenity and affect the wildlife of an area. Light pollution also represents a waste of energy and resources.

2.21 In determining proposals involving a lighting scheme, such as lighting for security or operational purposes, consideration will be given to the impacts on residential amenity, people passing the site (including motorists) and on visibility of the dark night sky. Schemes should involve a minimum amount of lighting necessary to achieve its purpose and should minimise glare and light spillage from the site.

Compatibility of Uses

2.22 Some land uses and activities can give rise to significant environmental disturbance or pollution and are unlikely to be acceptable anywhere within Waverley under the criteria set out in Policy D1. The Local Plan has an important role in ensuring that other land uses are suitably located and controlled so that their environmental impacts are compatible with neighbouring uses and with the general character and amenities of an area. For example some uses such as general industrial uses may generate light, vibration, noise and fumes and problems can arise if they are located in close proximity to uses such as housing, which are sensitive to disturbance. Equally, new development should not be located near to existing premises which generate significant disturbance or pollution, or which handle hazardous substances, if people occupying the new development would be put at risk or be subjected to unacceptable disturbance. In this way, problems and conflicts between neighbours such as those giving rise to a statutory nuisance, can be avoided.

2.23 In most cases, the environmental impact of a development can be controlled and mitigated through physical measures such as landscaping or by site management such as restrictions on hours of operation or the range of uses which can be carried out. Planning conditions and appropriate legal agreements (see Policy D14) will ensure that problems and conflicts between neighbours, such as those giving rise to statutory nuisance, can be avoided and a mix of land uses can be provided. This is desirable in order to reduce the need to travel. However, an area of land at Coxbridge, Farnham is reserved for bad neighbour uses which cannot readily be accommodated elsewhere in Waverley (see Policy IC7).

POLICY D2 – Compatibility of Uses

The Council will seek to ensure that proposed and existing land uses are compatible. In particular:-

- (a) development which may have a materially detrimental impact on sensitive uses with regard to environmental disturbance or pollution will not be permitted;**
- (b) Uses such as housing or schools which are sensitive to disturbance or pollution will not be permitted near existing premises which generate significant disturbance or pollution, or which handle hazardous substances;**

c) the Council will encourage redevelopment of a site with a more appropriate use where an existing permitted or lawful use is causing material detriment to the character and amenities of the area and its loss or relocation is acceptable having regard to other policies of the Plan;

Resources

2.24 The Council has published a Green Guide for Developers⁽³⁾ to draw attention to the impacts which development decisions have on a wide range of environmental issues including energy use, wildlife and pollution. More detailed guidance is available from a variety of sources including "Sustainable Settlements - A Guide for Planners, Designers and Developers"⁽⁴⁾.

2.25 The overall strategy of the Plan seeks to conserve energy and land by making best use of sites within the built up area, encouraging the re-use of existing buildings and, where appropriate, by favouring compact forms of development such as terraced housing. Developments should seek to minimise resource use by careful design, layout and orientation of buildings and landscaping. Developers are also encouraged to use alternative techniques for the storage and control of urban surface water run-off. More detailed design decisions such as the sourcing of materials or the energy efficiency of a building are not matters for planning control. The Council will, however, encourage best practice through the bi-annual Design Awards scheme. The Building Regulations in respect of energy conservation should be seen as minimum standards.

2.26 Innovative proposals which minimise environmental impacts through design and management may enable a greater amount of development on a site than would otherwise be acceptable.

POLICY D3 – Resources

~~Where a development is acceptable in principle, the Council will encourage environmentally innovative schemes which:~~

- ~~(a) conserve energy and water through appropriate location, design, layout, landscaping and materials; and~~
- ~~(b) minimise the use of non-renewable resources through the re-use or recycling of previously developed land, buildings and materials.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Design and Layout

2.27 The design and layout of new development, including extensions to existing buildings, can have an important impact upon the character and quality of an area. The Council is committed to promoting good design and Policy D4 sets out the main factors which will be taken into account in considering the appearance of a proposed development and its relationship to its surroundings.

2.28 The Council does not seek to be overly prescriptive on design issues and recognises that innovation and originality can make a positive contribution to the quality of the environment. However, high quality development requires careful attention to design, from the broadest concept through to materials and detailing. Applicants are encouraged to employ an architect or other suitably skilled advisor to ensure that design issues are properly addressed.

POLICY D4 – Design and Layout

The Council will seek to ensure that development is of a high quality design which integrates well with the site and complements its surroundings. In particular development should:-

- (a) be appropriate to the site in terms of its scale, height, form and appearance;**
- (b) be of a design and materials which respect the local distinctiveness of the area or which will otherwise make a positive contribution to the appearance of the area;**
- (c) not significantly harm the amenities of occupiers of neighbouring properties by way of overlooking, loss of daylight or sunlight, overbearing appearance or other adverse environmental impacts;**
- (d) pay regard to existing features of the site such as landform, trees, hedges, ponds, water courses and buffer zones, walls or buildings;**
- (e) protect or enhance the appearance of the street scene and of attractive features such as landmark buildings, important vistas and open spaces;**
- (f) incorporate landscape design suitable to the site and character of the area, of a high standard and with adequate space and safeguards for long-term management;**
- (g) provide adequate amenity space around the proposed development; and**
- (h) provide safe access for pedestrians and road users and, where appropriate, servicing facilities and parking for motor vehicles and bicycles.**

2.29 The requirements of the policy will vary according to the nature of a site and the character of its surrounding area. Individual schemes should respond to these local circumstances rather than seeking to impose a standardised design. The Council publishes a range of guidance on design issues and supports local communities which are attempting to identify aspects of the environment which are locally distinctive such as local building styles and materials (see paragraph 11.7). A frequent application of Policy D4 will be in relation to extensions to residential properties. The Council has prepared Supplementary Planning Guidance on this issue (see paragraphs 6.67 - 6.69).

2.30 Surrey County Council has produced detailed guidance on the issues facing the landscape and woodlands of the County⁽⁵⁾. The Council will take this into account in determining planning applications and will produce Supplementary Planning Guidance on Trees and Landscape Design.

Nature Conservation

2.31 Waverley contains a large number of sites which have been identified for their nature conservation value. These are identified on the Proposals Map and policies are set out in Chapter 3 on The Countryside. In addition to areas which have been specifically designated, there are many other sites, in both rural and urban locations, where nature conservation will be an important consideration in determining development proposals. This may include sites where protected species such as bats or badgers are present, or which contain features such as a pond or group of trees providing a valuable local habitat for wildlife.

2.32 The presence of a protected species does not necessarily mean that development cannot go ahead. However, it is an offence to harm or disturb a protected species or to damage its shelter or habitat without a licence from English Nature. Developers will be expected to demonstrate, therefore, that they have surveyed prospective development sites and, where practical, their immediate surroundings at an early stage, so that the

presence of protected species can properly be taken into account in formulating any development scheme. Surveys should include buildings and other structures which can offer roosts and breeding sites for bats and owls. The Surrey Wildlife Trust can provide expert ecological advice⁽⁶⁾ and English Nature produces a range of guidance for developers⁽⁷⁾.

2.33 With careful planning, it will often be possible to safeguard nature conservation interests on a development site and landscaping and structures can be used to enhance the habitats available to wildlife. The publication "Wildlife on Site - a Guide for Developers and Planners"⁽⁸⁾ provides guidance on these issues.

2.34 Where a development proposal is acceptable, the Council may impose conditions to ensure that its implementation is compatible with nature conservation interests. This may include restrictions on the timing of tree felling. If protected species are detected once development has commenced, work must cease until an appropriate course of action has been agreed with English Nature.

POLICY D5 – Nature Conservation

~~Development in both urban and rural areas should take account of nature conservation issues. The Council will:~~

- ~~(a) seek to retain within a site any significant features of nature conservation value;~~
- ~~(b) not permit development that would materially harm a protected species of animal or plant, or its habitat;~~
- ~~(c) encourage the enhancement of existing areas or features of nature conservation value and the creation and management of new wildlife habitats.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Trees and Hedgerows

Trees

2.35 Some 30% of Waverley is wooded and there are important trees and groups of trees within every town and village. Trees therefore form an essential part of the character of the Borough. Amongst other things, they are a major feature of Waverley's landscape; give an attractive setting for the settlements; screen development and roads; provide wildlife habitats; take carbon dioxide out of the atmosphere and in places provide an economic crop for forestry. For all of these reasons, the Council wishes to conserve existing trees and woodland and to encourage sustainable management practices. New tree planting utilising suitable species, will be encouraged.

2.36 Policy C7 on Trees, Woodlands and Hedgerows and Policy C8 on Felling Licences and Woodland Grant Schemes seek to preserve trees in the countryside. Other policies such as BE4 and BE5 (Haslemere and Godalming Hillsides) protect trees in specific locations. The following policy D6 is a general policy identifying how the Council will use the powers at its disposal to ensure that important trees are safeguarded.

2.37 Trees may be protected by various means and owners and contractors should check with the Council before felling trees or carrying out tree surgery. The main controls available to the Borough Council are Tree Preservation Orders (TPOs), Conservation Area controls and planning conditions and legal agreements. TPOs are placed on trees and woodlands where the Council considers them to be under potential threat and where their removal would harm public amenity. A TPO does not mean that no work may be carried out on the tree in question but an application must be made to enable the Council to assess whether the proposals are appropriate. Trees over a certain size within Conservation Areas also have protection since owners must give the Council 6 weeks' notice of proposed works. Finally, conditions and legal

agreements in respect of the planning permission for a development can require the protection of existing trees and additional tree planting.

POLICY D6 – Tree Controls

The Council will protect significant trees and groups of trees by using Tree Preservation Orders, Planning Conditions and Agreements, and by exercising control over trees in Conservation Areas. In doing so, the Council will have regard to:-

- (a) the condition of the trees;**
- (b) their contribution to the public amenity of the area including the appropriateness of the trees to their surroundings and the amount of tree cover in the area; and**
- (c) the historical significance of the trees and/or rarity of the species.**

The Council will encourage good management of important trees and groups of trees. Where work is proposed to protected trees or groups of trees the Council will take account of public safety and the retention of amenity, historic and wildlife value. Where appropriate, new tree planting will be required.

2.38 Where tree controls exist, the Council will normally only authorise works to or near trees if the works:-

- a. are to secure the proper pruning of the tree for good arboricultural reasons and will not unacceptably inhibit full and natural development;
- b. do not result in the impairment of the health and appearance of the tree;
- c. are necessary to enhance the survival or growth prospects of other trees;
- d. form part of an approved development scheme;
- e. address the proven adverse effect of the tree or trees on the condition of buildings, where there is no alternative solution (in these cases, the Council will require a detailed report from a suitably qualified professional);
- f. are necessary to prevent unacceptable risk to the safety of owners or the public;
- g. in the case of a woodland, are consistent with the principles of woodland management whereby amenity/landscape and wildlife values are important considerations.

2.39 Permission is not required to cut down a dead, dying or dangerous tree which is subject to a TPO. However, the Council must be given 5 days notice of the proposed works except in an emergency. If this is the case, the onus will be on the owner to demonstrate that, on the balance of probabilities, the tree was dead, dying or dangerous.

Trees, Hedgerows and Development

2.40 Development can have an adverse impact upon trees, shrubs and hedges either directly through damage during construction or indirectly, for example by changing the level of the water table. The long term retention of trees can also be prejudiced if insufficient account is taken of their future impact on the development or its occupants.

2.41 Planning applications must include details of all existing trees and of measures proposed to protect those trees which are to be retained. Wherever possible, development should incorporate new trees and vegetation appropriate to the site and its surroundings. The Council intends to publish further guidance on these matters.

POLICY D7 – Trees, Hedgerows and Development

Development proposals on sites which contain, or are close to, important trees, groups of trees or hedgerows should provide for their long-term retention. The Council will:-

- (a) **not permit development which would result in the loss of important trees or groups of hedgerows;**
- (b) **require that trees or hedgerows which are to be retained are adequately protected during construction to avoid damage including activities causing soil compaction or severance of roots;**
- (c) **require adequate separation between important trees or hedgerows and the proposed development so as to secure their long-term retention and allow for their development;**
- (d) **require the planting of new trees and other vegetation where appropriate;**

The Council may attach planning conditions, seek planning obligations or make Tree Preservation Orders to ensure future protection and management of important trees including new planting where appropriate.

Crime Prevention

2.42 The layout and design of the built environment can have a significant impact on the incidence and fear of crimes such as vandalism, theft from buildings and cars and crimes against the person. Policy D8 identifies the ways in which new development can help achieve a safe and secure environment. The Council consults the Surrey Police Architectural Liaison Officer in respect of larger development schemes.

2.43 It is important that these issues are balanced by other design considerations. Waverley is not an area which suffers a high incidence of crime and the objective of Policy D8 is to encourage attractive environments which are 'self policing'. The policy is not intended to restrict public accessibility through sites or to promote intrusive security lighting or buildings and structures designed as fortresses.

POLICY D8 – Crime Prevention

New development should contribute to a safe and secure environment which reduces the incidence and fear of crime. In particular:-

- 2 a mixture of land uses, including residential, will be encouraged in town centres and within larger new developments;**
- 3 development should maximise the overlooking of areas which may be vulnerable to crime, such as footpaths and car parks;**
- 4 buildings and landscaping should not create hidden areas, particularly adjacent to footpaths and cycleways;**
- 5 external spaces should be designed as an integral part of the development and appropriate provision should be made for future maintenance;**
- 6 urban areas and routes used by the public at night should be appropriately illuminated.**

Measures to protect the security of people and property must be compatible with the character and amenities of the area.

Accessibility

2.44 Development proposals can provide an opportunity to secure a more accessible environment for everyone including wheelchair users, other people with disabilities, elderly people and those with young children.

2.45 In general, places which are accessible to people in wheelchairs are accessible to everyone. Wherever possible, this should be the goal in designing new developments. Approved document M of the Building Regulations 1991 requires new development to be accessible and have facilities for disabled people. These regulations cover the means of access, internal layout and construction of a building. It is important that consideration of accessibility extends to cover matters such as the location and arrangement of buildings on site, landscape design and the provision of car parking suitable for use by disabled people. The following policy sets out the main issues which should be addressed at an early stage in planning developments to which the public will have access. The Movement Chapter amplifies the requirements for developments to provide adequate parking for people with disabilities and those with young children.

2.46 As well as applying to new buildings and public spaces, Policy D9 applies to developments involving the extension or alteration of existing buildings to which the public have access. Where proposals involve a listed building, the need to improve accessibility will be balanced against the importance of preserving the building's special architectural and historic interest. Policies on listed buildings are set out in Chapter 5 on the Historic Environment.

POLICY D9 - Accessibility

Development involving buildings or spaces to which the public have access as visitors, customers or employees should provide or improve accessibility for everyone, including people with disabilities and those with young children. In particular:-

- (a) **there should be easy and prominent alternatives to steps to access the development and all external doorways should be wide enough for wheelchair access;**
- (b) **hard and soft landscaping and surfacing should have regard to the needs of people with disabilities, including those with visual impairment.**

Advertisements

2.47 Signs and advertisements can have a strong influence on the character of an area. When well designed and sympathetic to their setting, they can be a positive element. However, too often, they can appear over-dominant or incongruous.

2.48 The quality of the environment in Waverley warrants strict control of advertisements. Much of the Borough lies within an Area of Special Control of Advertisements which imposes stricter limits on the height and size of advertisements which can be erected without the need for consent. The Council has reviewed this Area and considers that no changes are necessary.

2.49 Applications for advertisements will be considered with regard to their effect on the character and amenity of the locality and their impact on public safety. The cumulative effect of similar proposals and existing advertisements in the vicinity will be taken into account. Where advertisements are proposed on buildings, their suitability to the character of the building will also be considered. Special attention will be given to the control of advertisements within conservation areas.

2.50 Some advertisements can be displayed without the need for advertisement consent. However, where such advertisements are judged to substantially harm the amenity of an area or endanger public safety, the Council has the power to take discontinuance action to have the advertisement removed.

POLICY D10 - Advertisements

Consent will only be given for the display of an advertisement which respects the interests of public safety and amenity. In particular:

- (a) the size, design, colour, materials and positioning of the advertisement must be appropriate to its setting;**
- (b) internally illuminated signs will not be permitted where they would be visually intrusive. External illumination may be permitted provided that light fittings can be discreetly sited;**
- (c) advertisements within or immediately adjacent to Conservation Areas will be required to preserve or enhance the character of the locality;**
- (d) within the Areas of Special Control of Advertisements and other rural areas, advertisements will be required to respect the rural character of the area. Advance signs and illuminated signs will not be permitted unless essential for highway safety.**

Telecommunications Development

2.51 Technology is evolving and spreading rapidly to meet the growing demand for telephone, television, Internet and other communication services. The Government's general approach is to facilitate the growth of new and existing systems whilst still being fully committed to environmental objectives, including well established national policies for the protection of the countryside and urban areas. For this reason, the Government has given permitted development rights to many forms of telecommunications development, subject to the form, height, size and siting of the proposed apparatus. In some cases, planning permission is not required, but the operator must give the Council a period of notice during which further details can be requested for prior approval. Controls remain strict in environmentally sensitive areas such as conservation areas and the Area of Outstanding Natural Beauty where most telecommunications developments will require planning permission.

2.52 The Council recognises the contribution that telecommunications can make to the economy and in reducing the need for people to travel. However, the environment of the Borough must be safeguarded. Where permitted development rights exist for telecommunications development, they are sometimes on the basis that the apparatus is sited to minimise its effect on the external appearance of the building or structure on which it is installed. The Council will seek to ensure that this is the case.

2.53 The most significant visual impacts result from the erection of masts and antennae for broadcasting and for personal communication networks. 32 such installations have been erected or permitted in Waverley since January 1993 and proposals will continue to come forward as operators seek to complete or improve their network coverage. These systems rely on direct "line of sight" to link antennae which, in a wooded and hilly area such as Waverley, requires a relatively high number of installations. In response to concerns over the siting and design of telecommunications developments, the Council adopted Supplementary Planning Guidance in 1994⁽⁹⁾. Full details of an operator's proposed network must be provided so that the need for a development can be assessed. Wherever possible, operators should utilise existing buildings or structures or share installations with other operators. Proposals affecting Listed Buildings or sited within or adjacent to areas of historic, landscape or nature conservation importance will be rigorously assessed.

2.54 A less dramatic but more common form of telecommunications development is the domestic satellite dish used to receive satellite television. Careful selection and siting of dishes is required to avoid them appearing as alien features, detrimental to the appearance of a property and its setting. This is particularly important with flats or terraced housing where a proliferation of dishes can appear cluttered and visually intrusive. A satellite dish should be coloured so as not to contrast with its background,

and sited as unobtrusively as possible. Siting on or adjacent to a listed building or within a conservation area will be resisted where the dish would be visually intrusive.

2.55 The company CableTel Limited has a licence to construct and run a fibre-optic telephone and cable television network in Waverley. Planning permission is not required for most of the work involved but a Code of Practice has been agreed between CableTel, Surrey County Council and Waverley Borough Council to ensure that, amongst other things, street trees are protected from root damage and that cabinets are located so as to minimise their visual impact. In addition to this voluntary Code of Practice, formal consent is required for trenching works which would affect the roots of trees subject to a Tree Preservation Order or which lie in a conservation area. The Council will seek to work with other telecommunications operators, where appropriate through voluntary Codes of Practice, to minimise the impacts of telecommunications developments on the environment of the Borough.

2.56 The following Policy sets out the principal issues to be taken into account in considering telecommunications development for which planning permission is required. Applications for prior approval will be assessed against criteria (a) and (c).

POLICY D11 – Telecommunications Development

Permission will be granted for proposed telecommunications development provided that:-

- (a) its siting, height and design is such that it has no material adverse impact on the appearance of a building or general character of an area including the amenities of neighbouring residents;
- (b) in the case of proposals for ground based masts or towers, there is evidence to demonstrate there is a need for the development as part of the operator's network and that there is no reasonable possibility of adding the apparatus to an existing building or structure, or of combining the proposal with any existing or proposed installation;
- (c) where a new mast, tower or antennae is required, it is located in the least environmentally damaging position and is appropriately designed, coloured and landscaped;
- (d) new buildings in multiple occupation should be provided with a combined satellite receiving system to serve all occupiers;
- (e) any associated ground work, including trenching work, is sited so as to secure the retention of important trees or hedgerows.

2.57 Telecommunications developments can give rise to concerns over possible health and safety implications. Radiation safety is a matter for the Health and Safety Executive whose current advice is that there are no proven long term ill health effects associated with exposure to radio frequency radiation. However, the Courts have held that any genuine public perception of danger arising from such a factor will be a material consideration and the weight to be given to it will be a matter for the Local Planning Authority.

Run-off and Flooding

2.58 New development can increase the volume and rate at which run-off reaches watercourses, leading to an increased risk of flooding. Wherever possible development should, therefore, minimise surface water run-off from large impermeable areas. Development proposals will need to take into account the hydrogeological setting of the site, and incorporate pollution prevention measures where appropriate.

2.59 It is also important that river floodplains are protected from development, not only to avoid the development itself being at risk of flooding, but because a reduction in the capacity of a floodplain can lead to higher river levels elsewhere. The Environment Agency is responsible for defining the extent of floodplains. The floodplains defined by

the Environment Agency are shown on the Proposals Map to indicate where consideration of flood risk is likely to be necessary. In assessing areas at risk of flooding the Council will take account of the extent of previous flooding, and of the advice of the Environment Agency. At sites suspected of being at unacceptable risk from flooding, but for which adequate flood risk information is unavailable, developers will be required to carry out detailed technical investigations to evaluate the extent of the risk. Indicative floodplains are illustrated on the Proposals Map.

POLICY D12 – Run-off and Flooding

~~The Council will resist development which would result in a materially detrimental impact on the water environment due to additional surface water run-off.~~

~~Within areas at unacceptable risk from flooding, the Council will resist new development, the intensification of existing development or land raising if they would:~~

- ~~(a) materially impede the flow of floodwater;~~
- ~~(b) increase the risk of flooding elsewhere;~~
- ~~(c) reduce the capacity of the floodplain;~~
- ~~(d) increase the risk to people and property from flooding.~~

~~Where development within floodplains, or development which would increase the risk of flooding, is permitted, it must include appropriate alleviation or mitigation measures to be funded by the developer.~~

POLICY NO LONGER IN EFFECT

From 28th September 2007, following a Direction by the Secretary of State under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, this policy is no longer in effect.

Infrastructure and Planning Benefits

Essential Infrastructure

2.60 Whilst development brings benefits and prosperity to the Borough, it also brings pressures on existing infrastructure, including roads, drainage, services and community facilities, and on the environment generally. In the past, the community at large has sometimes had to bear those pressures or meet the cost of necessary improvements. Increasingly tight restrictions on public sector expenditure make it less likely that such improvements will be publicly funded in the future.

2.61 Although Waverley is not an area in which major development is planned, it is recognised that further development will continue to take place, especially within the built-up areas. The cumulative impact of several small and medium developments in a particular area can place as much pressure on existing infrastructure and services as a single major development. It is therefore important that all developments should make fair and reasonable provision to offset the additional demands created by that development. To enable this to be assessed, developers may be required to fund impact studies, including an assessment of the capacity of existing infrastructure. Thames Water has advised that existing foul and surface water sewers in parts of the Borough are close to capacity. Essential works made necessary by the development, such as highway improvements and utilities infrastructure, should be provided directly by the developer or funded by payment to another provider. This may include commuted payments towards transport infrastructure such as those dealt with in Policy TC14 (Town Centre Parking Standards).

POLICY D13 – Essential Infrastructure

~~Development will only be permitted where adequate infrastructure, services and facilities are available, or where the developer has made suitable arrangements for the provision of the infrastructure, services and facilities directly made necessary by the proposed development.~~

~~The Council will have regard to the cumulative impact of development, and developers may be required to contribute jointly to necessary infrastructure improvements.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

2.62 The provision of essential infrastructure will be secured through planning conditions or by legal agreements. Section 106 Agreements and other forms of planning obligation will typically be the mechanism used to ensure the provision of infrastructure and services which involve off-site works.

2.63 In seeking to negotiate planning obligations in accordance with this policy, the Council will be guided by the provisions of appropriate Government Circulars. Having made an assessment of the cumulative impact of a particular development or developments, the Council, through negotiation with developers, will seek to ensure that the necessary infrastructure improvements are secured. This may be by way of developer contributions (or joint developer contributions), if necessary. Planning permission for a development may be refused if the necessary improvements to the infrastructure are not secured.

Planning Benefits

2.64 In addition to providing essential infrastructure, all major developments will be encouraged to bring significant environmental or community benefits to the Borough. This is an intrinsic part of seeking high quality development and may deal with matters which cannot be covered through planning conditions. An unacceptable development will not be permitted because of the extraneous benefits offered by a developer.

2.65 Policy D14 includes a list of potential benefits which could be negotiated as part of development proposals. This list is not exhaustive, and developers and landowners should expect to contribute according to the particular impact of their development and needs which would arise from it. The type of benefits which may be sought are those which are fairly and reasonably related, in scale and kind, to the proposed development. In some cases the Council will seek the actual provision of the planning benefit, while in others a financial contribution towards the provision of a specific planning benefit may be more appropriate. The provision of planning benefits alone will not be sufficient to justify a development.

2.66 Guidance on some specific types of planning benefit are given elsewhere in this Plan, e.g. affordable housing (Policies H5 and H6), amenity and play space (Policy H10) and transport infrastructure improvements (Policy M2). In some cases, particularly where schemes are likely to attract visiting members of the public or incorporate public open spaces, developers may consider commissioning works of public art or craft. Works of art can enhance the quality of life in the Borough through their contribution to environmental improvement and the local sense of identity.

2.67 Planning benefits will normally be secured through a planning obligation with a developer under Section 106 of the Town and Country Planning Act 1990. The Council will be guided by the provisions of appropriate Government Circulars when seeking to negotiate planning obligations in accordance with this policy.

POLICY D14 – Planning Benefits

~~The Council will seek to secure high quality development which, in appropriate cases, delivers environmental and/or community benefits. In considering whether planning benefits will be sought by the Council through negotiations with developers in any particular case, regard will be paid to the advice contained in relevant Government Circulars and Planning Policy Guidance Notes. In particular, any benefits sought will be necessary, directly related to the development in question and fairly and reasonably related to it in scale and kind. The type of benefits which this Policy may seek will include:-~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

- (a) the provision of affordable or special needs housing;
- (b) improvements to the public transport system and related services and measures for cyclists, walkers and pedestrians;
- (c) the provision of social and educational facilities;
- (d) the implementation of schemes aimed towards the enhancement of the rural or urban environments;
- (e) the provision of private and public recreational or sporting facilities, including the provision of open space, sports pitches and children's play areas;
- (f) the provision of works of public art or craft; and
- (g) other facilities which would fulfil the objectives of other Plan policies and which comply with the criteria of relevant Government Circulars and Planning Policy Guidance Notes.

CHAPTER 3 - COUNTRYSIDE

Introduction

- 3.1 Waverley has some of the most attractive and unspoilt countryside in Surrey. It is a large area, with extensive tracts of countryside where there are no towns and only a few villages. This gives the area a spacious character. More than half the area is designated an Area of Outstanding Natural Beauty and an Area of Great Landscape Value, reflecting the very high quality of the landscape.
- 3.2 Waverley is also distinctive because of the significant amount of woodland in the landscape. Approximately 30% of the area is wooded, which is almost the highest coverage of any district in the country. The Borough also has a range of important wildlife habitats, including some of the largest expanses of lowland heath in Europe. The *Waverley Environmental Audit Natural Resource Survey*⁽¹⁾ reflects the richness of habitats in the Borough.
- 3.3 In 1995 the Council for the Preservation of Rural England and the former Countryside Commission (now the Countryside Agency) identified much of the Borough as an *Area of Tranquillity* because it is sufficiently far away from the visual or noise intrusion of development or traffic to be considered unspoilt by urban influences⁽²⁾.
- 3.4 The policies in the Plan reflect the richness of the countryside in Waverley, by providing protection for the countryside, the wildlife, trees and woodland and the rivers.

Policy Background

- 3.5 The Government's vision for the Countryside is set out in (the Rural White Paper)⁽³⁾ *Our Countryside: the future - A fair deal for rural England*. This document has four strands and one aim:
 - (a) a living countryside, with thriving rural communities and access to high quality public services;
 - (b) a working countryside, with a diverse economy giving high stable levels of employment;
 - (c) a protected countryside in which the environment is sustained and enhanced, and which we can all enjoy;
 - (d) a vibrant countryside which can shape its own future and with its voice be heard by Government at all levels.

The Government's aim is to sustain and enhance the distinctive environment, economy and social fabric of the English Countryside for the benefit of all.

- 3.6 PPG7: *The Countryside- Environmental Quality and Economic and Social Development* gives guidance on planning for the countryside. It indicates that the guiding principle is that development should both benefit economic activity and maintain or enhance the environment, but at the same time the PPG advises that building in the open countryside, away from existing settlements or from areas allocated for development in development plans, should be strictly controlled and that the countryside should be safeguarded for its own sake.
- 3.7 PPG2: *Green Belts* indicates that the aim of Green Belt policy is :-
 - to check the unrestricted sprawl of large built up areas;
 - to prevent neighbouring towns from merging;
 - to safeguard the countryside from encroachment;

- to preserve the setting and special character of historic towns; and
- to assist urban regeneration, by encouraging the recycling of derelict and other urban areas.

Within Green Belts there is a general presumption against inappropriate developments which would be harmful to the Green Belt.

3.8 *Surrey Structure Plan 1994*

The approach of the Structure Plan is that within the countryside, development should be compatible with the character of the countryside and will not lead to its further urbanisation. The Structure Plan requires that the Green Belt is afforded maximum protection. The Surrey countryside contains a significant proportion of valued habitats and landscapes that need to be protected. In Waverley this strategy is especially significant, because the rural area is very extensive, and the wildlife habitats are so important.

3.9 *The Surrey Countryside Strategy*

The *Surrey Countryside Strategy 1997* was produced by Surrey County Council, in consultation with all the Surrey District Councils and a wide spectrum of countryside organisations. It is a non-statutory document which informs decisions for a wide range of bodies acting within rural areas. The aim of the Strategy is to promote actions which work towards the achievement of a more sustainable future, whether social, economic or environmental, for Surrey's countryside.

3.10 This aim is translated into operational aims which include promoting a healthy economy in rural Surrey on the one hand and conserving the character, diversity and distinctiveness on the other. The importance of the economic aspect of rural policy is recognised in Chapter 11 which deals with Development in Rural Areas. This chapter on the countryside focuses on the need to protect the countryside, because of the immeasurable contribution it makes to the lives of people in Waverley and outside, the stewardship owed by the human community to the natural world in caring for the habitats of wildlife and because the countryside deserves to be protected for its own sake as a precious earth resource.

(k) The document "*The Future of Surrey's Landscape and Woodlands*" includes an appraisal of Landscape Character Areas in the County. The Council will take this into account in seeking to protect and enhance the distinctive character of Waverley's countryside.

Objectives

3.12 The policies on countryside in the Local Plan in this chapter reflect the broad policy background outlined above and also the sustainability approach taken in the Plan. The needs of those who live and work in the countryside are dealt with in detail in Chapters 6, 7, 8, 10 and 11.

The objectives of the Plan in relation to the countryside are:

- a) to safeguard the features which make Waverley's countryside special;
- b) to preserve the natural heritage of habitats and wildlife;
- c) to resist pressures that would bring about detrimental change to the countryside; and
- d) to complement the Surrey Countryside Strategy.

Restraining Development

The Green Belt

3.13 The Metropolitan Green Belt covers some 81 square miles in Waverley, about 61% of the Borough. The original boundary was approved as part of the Surrey Development Plan in 1958 and a substantial extension in the south western part (in what is now Waverley Borough) was approved in 1974. The definitive boundary was finally drawn up in the *Waverley Borough Local Plan 1984*. Therefore the broad boundary has endured for nearly 50 years and the detailed boundary has been in existence for over 15 years. This permanence is one of the important characteristics of the Green Belt policy. Figure 3a illustrates the broad extent of the Green Belt. The precise boundaries are shown on the Proposals Map.

(Figure 3a)

POLICY C1 – Development in the Green Belt Outside Settlements

~~Within the areas defined as Green Belt on the Proposals Map and outside the rural settlements identified in Policy RD1, there is a general presumption against inappropriate development. This will not be permitted unless very special circumstances exist. In all circumstances, any development which would materially detract from the openness of the Green Belt will not be permitted.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

3.14 Development which is inappropriate in the Green Belt includes:-

- the construction of a new building unless it is for the essential requirements of agriculture and forestry, outdoor sport and informal recreation, cemeteries, or other uses of land which preserve the openness of the Green Belt, and which do not conflict with the purposes of including land in it; and
- engineering and other operations and the making of a material change in the use of land unless they maintain openness and do not conflict with the purposes of including land in the Green Belt.

3.15 The following forms of development are capable of being appropriate within the Green Belt and may be acceptable, subject to the relevant policies in the Plan:-

- infilling in the identified Rural Settlements in accordance with Policy RD1;
- extension, alteration or replacement of existing dwellings in accordance with Policies RD2 and RD2A;
- subsidised affordable housing to meet local needs in accordance with Policy H6;
- infilling or redevelopment within the Milford Hospital and IOS sites in accordance with Policy RD6;
- re-use of rural buildings in accordance with Policy RD7;
- small, inconspicuous buildings, plant or other structures essential to the operational requirements of the utility services (electricity, gas, water supply and sewerage works) so long as they are sensitively and unobtrusively located and do not detract materially from the openness, appearance or character of the area in which they are proposed; and
- development in accordance with Policies IC10 & IC11

3.16 Any development which takes place in the Green Belt must be acceptable in terms of its layout, scale, impact, height, form and siting in accordance with Policy D4.

Countryside beyond the Green Belt

3.17 The policy approach to countryside beyond the Green Belt has also been established in Waverley Local Plans for over 15 years, and in Surrey was included in the first Structure Plan approved in 1980. The concept is that in rural areas beyond the Green Belt similar constraints will apply, and "in recognition of the infrastructure and environmental problems likely to occur in such areas, there should be a general

presumption against development in the open countryside not covered by the Green Belt" (1994 Structure Plan paragraph 3.15).

3.18 The Proposals Map shows that there are areas around Cranleigh and Dunsfold, Farnham and Dorking which are not in the Green Belt and some but not all of these areas are within the Area of Great Landscape Value. These parts of the Borough which are not in the Green Belt are regarded as an important part of the rural area of Waverley and an integral area of the whole area of countryside, which it is intended to protect from development. The countryside in the Borough is a fundamental part of its character, and should be safeguarded both within and outside the Green Belt.

POLICY C2 – Countryside Beyond the Green Belt

~~In the Countryside beyond the Green Belt defined on the Proposals Map and outside rural settlements identified in Policy RD1, the countryside will be protected for its own sake.~~

~~Building in the open countryside away from existing settlements will be strictly controlled.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

3.19 Development within the countryside beyond the Green Belt may be acceptable, subject to the relevant policies of the Plan, providing it relates to:

- (a) the reasonable needs of agriculture or forestry;
- (b) mineral extraction and waste disposal, including facilities for waste management and recycling;
- (c) the reasonable needs of education, infrastructure and utilities;
- (d) tourism, outdoor sport and recreation in accordance with Policies LT4, LT5 and LT7;
- (e) community facilities in accordance with Policy CF2;
- (f) subsidised affordable housing schemes on sites closely related to the settlements identified in Policy RD1 which meet identified local needs in accordance with Policy H6;
- (g) the extension, alteration or replacement of existing dwellings in accordance with Policies RD2 and RD2A;
- (h) garages and other ancillary domestic outbuildings in accordance with Policy RD3;
- (i) re-use of rural buildings in accordance with Policy RD7;
- (j) small scale expansion of existing industrial and commercial development, and farm diversification in accordance with Policy RD8; or
- (k) development in accordance with Policy IC7.

All development must be appropriate in layout, scale, height, materials, form, impact and siting and should not adversely affect the landscape, wildlife, ecological, environmental, archaeological or historic resources.

The Landscape

Surrey Hills Area of Outstanding Natural Beauty and Area of Great Landscape Value

3.20 The Surrey Hills Area of Outstanding Natural Beauty (AONB) was designated by the Countryside Commission in 1958 and therefore it is a national designation. The Government's planning policies for AONB's are set out in PPG7 which states that "the Government regards National Park Designation as conferring the highest status of protection as far as landscape and scenic beauty are concerned". This has been amplified by a ministerial statement in June 2000, which indicated that the above

"reflects the National Park Authorities' primary objective to conserve and enhance the natural beauty, wildlife and cultural heritage of the Parks. It does not mean that the landscape beauty of AONB's is in any way inferior to that of National Parks. AONB's should therefore share the highest status of protection in relation to landscape and scenic beauty. In relation to major projects, it is the Government's view that, henceforth, the assessment required in paragraph 4.5 of PPG7 in National Parks should also apply to proposals for major development in AONB's. Such proposals should be demonstrated to be in the public interest before being allowed to proceed". In Waverley, the AONB covers over half the rural area, reflecting the significant quality and importance of the landscape. In 1958 and 1971, the County Council designated part of Surrey as an Area of Great Landscape Value (AGLV). Additional areas were designated in Waverley in 1984. The AGLV is a local designation which complements the AONB. Therefore the policies are combined in the Plan. In some areas the AGLV extends beyond the AONB to include areas of more local landscape importance. In Waverley, these extended areas include the countryside north and west of Farnham, and areas around Dockenfield, Dunsfold and Ewhurst. Figure 3b illustrates the broad extent of the AONB and AGLV. The precise boundaries are shown on the Proposals Map.

(Figure 3b)

3.21 In most instances, the AONB and AGLV notations wash over the rural settlements identified under Policy RD1 (Rural Settlements). This reflects the fact the villages are an intrinsic part of the landscape and development within them needs to be carefully controlled. There is an overlap between the Moor Park part of the South Farnham Area of Special Environmental Policy (Policy BE3), and the AGLV notation, where there is a low density policy in tandem with a rural policy. This is because, although the area has a distinctive rural character, there lies within it a very low density residential area, divorced from the main settlement of Farnham.

3.22 Looking at the AONB part of the policy, the phrase "in support of services in the local community" relates to the fact that there are settlements within the AONB and they may need facilities.

3.23 Some parts of the AONB and AGLV are also Areas of Special Historic Landscape Value (see paragraph 5.37).

POLICY C3 – Surrey Hills Area of Outstanding Natural Beauty and Area of Great Landscape Value

~~The Council will protect and conserve the distinctiveness of the landscape character areas within the Borough. Management and enhancement of landscape features to conserve landscape character and retain diversity will be promoted. Development appropriate to the countryside will be expected to respect or enhance existing landscape character by appropriate design.~~

(a) Areas of Outstanding Natural Beauty

~~The Surrey Hills and High Weald Areas of Outstanding Natural Beauty (AONB) are of national importance. The primary aim of designation is to conserve and enhance their natural beauty. Development inconsistent with this primary aim will not be permitted unless proven national interest and lack of alternative sites has been demonstrated.~~

~~Small scale development for agriculture, forestry or outdoor recreation as well as that in support of services for the local community, or acceptable under Policy RD1, will be permitted in the AONB provided that proposals conserve the existing landscape character and are consistent with protection of the natural beauty of the landscape.~~

~~Protection of the natural beauty and character of the AONB will extend to safeguarding these areas from adverse visual or other impact arising from development located outside their boundary.~~

(b) Areas of Great Landscape Value

~~Landscapes designated as Areas of Great Landscape Value on the Proposals Map make a valuable contribution to the quality of Waverley's countryside and~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

~~the setting of the towns. Strong protection will be given to ensure the conservation and enhancement of the landscape character.~~

Farnham/ Aldershot Strategic Gap

3.24 The 1993 Local Plan included a policy to protect and improve the landscape of the Farnham/Aldershot Important Open Gap. In the *1994 Surrey Structure Plan* there was a new policy to protect and enhance the Blackwater Valley Strategic Gap. This new County policy gives an opportunity to apply a much stronger strategic policy to the Farnham/Aldershot area. The County Council interpretation of the Gap is slightly different as it does not include the area south of the A31, which is shown in the Local Plan. This southern area is regarded by the Borough Council as part of the Gap because visually it is an integral part of the open landscape between the two towns of Farnham and Aldershot.

3.25 The value of this policy is that it specifically identifies an area which is vulnerable to pressure for redevelopment at present but which has the important role of preventing the coalescence of Aldershot and Farnham. The 1993 Local Plan policy has enabled the Borough Council to carry out landscape improvements in the area in conjunction with other organisations and the landowners. This work is successful in re-enforcing the character of this important countryside and protecting areas of wildlife importance⁽⁴⁾.

POLICY C4 – Farnham/Aldershot Strategic Gap

The Council will:-

- (a) protect the Strategic Gap between Farnham and Aldershot, as shown on the Proposals Map, by resisting inappropriate development in accordance with Policy C2;**
- (b) promote the enhancement of the landscape, and conservation of wildlife sites;**
- (c) promote improved public footpaths and bridleways for informal recreation.**

Areas of Strategic Visual Importance

3.26 As well as the areas of landscape quality, there are other areas which need protection because of the crucial role they play in preventing the coalescence of settlements or because they are an area of open land that penetrates into the urban area like a green "lung". They are strategic areas because of the part they play in retaining the character of Farnham, Godalming, Haslemere and Cranleigh. In some areas, the urban fringe is vulnerable to deterioration and in a number of instances neglected areas of land can appear degraded. The ASVI policy highlights the importance of these fringe areas and the need to protect them.

POLICY C5 – Areas of Strategic Visual Importance

The Council will seek to ensure that the appearance of Areas of Strategic Visual Importance, as shown on the Proposals Map, is maintained and enhanced. Development inconsistent with this objective will not be permitted.

Areas for Landscape Enhancement

3.27 There are a number of locations, mainly associated with areas of mineral workings and old tipping sites, where the landscape has deteriorated and where steps will be taken to improve the sites should the opportunity arise - normally through proposals coming forward for development. The sites are shown on the Proposals Map. If sources of external fundings are available, improvement schemes will be prepared.

POLICY C6 – Landscape Enhancement

The Council will seek to secure improvements to the landscape within the Borough, with particular emphasis being given to areas as shown on the Proposals Map which are already showing signs of landscape deterioration. This will be achieved through the control of development and, subject to finance, the preparation of improvement schemes to be implemented.

Trees, Woodlands and Hedgerows

3.28 Waverley has one of the most thickly wooded landscapes in Britain, and this inheritance of tree cover is amongst its richest environmental assets. It merits careful safeguarding for future generations, because it gives the area an exceptionally beautiful appearance and because of its very considerable wildlife value. A high proportion of the woodland areas is ancient semi-natural woodland, which means the extent of the wooded area was in existence on or before 1600. The woodlands are especially valuable habitats and many of them are Sites of Special Scientific Interest (SSSIs)

3.29 Waverley will support the Government's 1998 Forestry Strategy for England which seeks to reverse the fragmentation of ancient semi-natural woodland in South East England. A Biodiversity Action Plan has been produced by Surrey County Council and the Surrey Wildlife Trust and it includes proposals for trees, woodlands and hedgerows.

3.30 As well as the woodlands, there are many special individual trees or groups of trees in the Borough which are particularly valued in towns and villages. Some are protected by Tree Preservation Orders. Policy D6 in Chapter 2 on Development explains this type of protection further. The text with Policy D6 also sets out other types of planning controls associated with trees.

3.31 New legislation "The Hedgerow Regulations" was introduced in June 1997, giving protection to hedgerows in certain circumstances.⁽⁵⁾ There has been considerable hedgerow loss in the countryside (for instance between 1984 and 1990, 19% of hedgerows in England had ceased to be classed as hedgerows as a result of neglect or conversion into another kind of boundary). The Regulations should enable local authorities to intervene so as to safeguard the landscape. In situations where trees/hedgerows require replacement, the Borough Council will seek planting of locally native species. The following policy expresses the intention of the Borough Council to protect hedgerows and woodland.

3.32 Where a recreational use is proposed or exists in or adjacent to these features, the appropriateness of the use needs to be tested against the policies in Chapter 10 of the Plan and the guidelines set out in the section of the Surrey Woodlands Strategy dealing with recreation.

POLICY C7 – Trees, Woodlands and Hedgerows

The Council will seek to ensure that the extent of tree cover in the Borough is maintained and in particular will resist the loss or seek the replacement of trees woodlands and hedgerows in areas which:

- (a) contain features that are characteristic or make a significant contribution to the appearance of the landscape or of the streetscape;**
- (b) are of wildlife interest;**
- (c) are of historic significance; and**
- (d) are of significance for recreation.**

Where there are hedgerows on a development site, opportunities for improving the hedgerows through landscape management will be sought.

Felling Licences and Woodland Grant Schemes

3.33 Licences and grant aid are means by which the Borough Council can shape the future of sites to maintain important woodland features. The Forestry Authority is responsible for controlling felling of trees through felling licence control - it is also responsible for grant aiding certain planting or management schemes, which also may include a felling aspect.

3.34 A felling licence is not required for the felling of trees growing in an orchard, garden, churchyard or public open space, nor for trees under a certain diameter. Felling licence control is mainly exercised outside built up areas.

3.35 When receiving applications for felling licences or grant schemes in Waverley, the Forestry Authority notifies the Council, and if there is concern about the proposal a compromise will be sought.

3.36 In practice, the above approach works well and only in limited cases is further control warranted through Tree Preservation Orders.

POLICY C8 – Felling Licences and Woodland Grant Schemes

When considering consultations by the Forestry Authority in respect of felling licences and woodland grant scheme applications, the Council will oppose proposals which would detract from local landscape character, harm wildlife habitats or which do not include acceptable proposals for replanting or management. In particular, the loss of ancient semi-natural woodland will be resisted.

Nature Conservation

3.37 There have been a number of new measures in the nature conservation sphere since the adoption of the 1993 Local Plan. A Candidate Special Area of Conservation has been identified, two Special Protection Areas have been designated and Sites of Nature Conservation Importance have been designated. The Waverley Environmental Audit Natural Resources Survey shows that the Borough is especially rich in wildlife habitats. Figure 3c illustrates the spread of important sites across the Borough. The survey and selection stage of the Sites of Nature Conservation Importance (SNCI) project in Waverley is now complete.

(Figure 3c)

3.38 The Proposals Map shows in greater detail the wealth of national and international habitats which exist in the Borough. There are a number of different designations in Waverley:-

1. Special Protection Areas (SPA). EEC Directive 1979 on the Conservation of Wild Birds.
2. Special Area of Conservation (SAC) - European Habitats Directive 1992, for the creation of a network of protected wildlife areas across the EU known as Natura 2000.
3. Ramsar site – wetlands of international importance (for wildfowl).
4. National Nature Reserve (NNR) under the care of English Nature.
5. Sites of Special Scientific Interest (SSSI) - a series of nationally important sites notified for their flora, fauna or earth heritage interest features.

- 6. Local Nature Reserves, established by local authorities in conjunction with English Nature.
- 7. Regionally Important Geological or Geomorphological Sites (RIGS).
- 8. Sites of Nature Conservation Importance (SNCI)

3.39 Policy D5 in the Development Chapter seeks to ensure that nature conservation interests are taken into account wherever development is proposed. The following policies protect those sites which have been designated as having particular nature conservation value.

POLICY C9 – International and National Conservation Sites

~~Development will not be permitted within or affecting a National Nature Reserve, a Special Protection Area, a Special Area of Conservation, a Ramsar site or a Site of Special Scientific Interest, as shown on the Proposals Map, unless there is no alternative solution and it is necessary for imperative reasons of overriding public interest.~~

~~In considering proposals within or affecting these areas which are regarded as acceptable, the Council will take account of any associated measures to enhance, manage or protect the nature conservation importance of these areas.~~

POLICY NO LONGER IN EFFECT

From 28th September 2007, following a Direction by the Secretary of State under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, this policy is no longer in effect.

POLICY C10 – Local Nature Reserves, Sites of Nature Conservation Importance and Regionally Important Geological and Geomorphological Sites

~~Development will not be permitted within or affecting Sites of Nature Conservation Importance, Local Nature Reserves or Regionally Important Geological/ Geomorphological Sites, as shown on the Proposals Map, unless it can be demonstrated that it would not conflict with nature conservation interests.~~

~~When considering proposals within or affecting these sites the Council will take account of any associated measures to enhance, manage or protect the nature conservation importance of these areas.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

3.40 There are some sites which constitute a local wildlife habitat but are not designated. They may not have any rare species but they are much valued by local people because they offer a refuge to wildlife in the area. This is especially likely in urban areas where common wildlife is important locally. Undesignated sites may also be of value in the countryside. Examples of this are the Downs Link between Cranleigh and Bramley, which acts as a corridor for wildlife, and much of those Wealden wooded areas which are not specifically designated as reserves, but are important habitats nonetheless.

3.41 Policy D5 provides guidelines where development of these sites is proposed.

POLICY C11 – Undesignated Wildlife Sites

~~In considering proposals for development on other sites with a wildlife interest, the Council will seek to preserve and enhance the ecological features of these sites.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Canals and River Corridors

3.42 In the planning of river corridors the river valley needs to be treated as a whole formation, - its complete length and width and including feeder tributaries and streams. The intention is to preserve the character and appearance of the corridor, its

individuality and distinctiveness and value as a site of Nature Conservation Importance. It is important to note that the concept of a river corridor includes the urban areas too. The River Wey flows through Farnham and Godalming and makes an important contribution to the character of these urban areas. It is proposed that the whole length of the River Wey is to be designated as a Site of Nature Conservation Importance, but it is not feasible to show this on the Proposals Map for cartographic reasons.

3.43 Waverley has a complex river network because the River Wey has two parts both of which have a winding pattern. There are also the Wey and Arun Canal and the Godalming and Wey Navigations which are important landscape, recreational and wildlife resources.

3.44 The Environment Agency has produced a River Wey Local Environment Agency Plan (LEAP)⁽⁶⁾, which examines a wide range of environmental issues for the River Wey and its tributaries. This LEAP also sets out joint actions to address these issues.

3.45 The Wey and Arun Canal is gradually being restored in parts and its recreational value, especially for walking, has increased.

3.46 The National Trust has carried out a very detailed assessment of the Godalming and Wey Navigations and has produced a comprehensive Environmental Strategy⁽⁷⁾ which will provide very useful information should new development be proposed along the canal.

POLICY C12 – Canals and River Corridors

~~Development will not be permitted which will have a detrimental effect on the visual qualities, setting, amenities, ecological value, heritage interest or water quality of the following river corridors and canals:~~

- ~~(a) the River Wey (north and south) and its tributaries;~~
- ~~(b) the Wey and Arun Canal;~~
- ~~(c) the River Wey and Godalming Navigations;~~
- ~~(d) the River Blackwater.~~

~~In considering development proposals, the Council will seek enhancement of sites to the benefit of the canal or river corridor, such as landscaping, water quality and volume improvement, or habitat creation.~~

~~The Council will encourage 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.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

CHAPTER 4 – BUILT ENVIRONMENT

Introduction

4.1 The overall strategy of the plan focuses development within existing settlements. This must be balanced by the need to protect and enhance the environment and character of the settlements and the quality of life within them. Chapter 2 on Development sets out the general criteria that will be applied to development proposals throughout the Borough, whether they are in the settlements or in the countryside. The purpose of this chapter on the Built Environment is to amplify these general criteria with policies specific to the settlements. In particular, it defines areas and sites which need special protection because of the important contribution they make to the character and environment of settlements. These include pleasant open spaces, low density housing areas, and wooded hillsides. The policies below reflect the importance of retaining these attributes.

Policy Background

4.2 National guidance recognises that there should be greater choice of housing and that the housing needs of all in the community should be recognised, including those in need of affordable housing in both urban and rural areas. PPG3 on *Housing* promotes more sustainable patterns of development, higher densities, more use of previously developed land and good design. PPG17 on *Sport and Recreation* outlines the need to retain valuable open space in urban areas for both recreation and amenity reasons, and in the interest of quality of life. A reasonable balance should be achieved between the need to make adequate provision for development, and the need to protect open land from development.

4.3 The 1994 *Surrey Structure Plan* provides the policy background on built environment issues. Policy PE10 deals with the protection of urban character. Local authorities are urged to conserve and enhance the character of urban areas. Looking at the character of urban areas in Surrey the Structure Plan identifies a common thread contributing to a distinctive image, which is the mix of development and green spaces to be found in many localities. Policy PE11 states that open land in urban areas will be protected.

4.4 Regarding low density policy areas Structure Plan Policy DP6 on housing in urban areas is relevant. This Policy seeks to ensure that densities are appropriate to the character of surrounding areas and recommends that increases in density are, generally, to be avoided.

Objectives

4.5 The objectives for the built environment are:-

- to preserve the special and distinctive characteristics of the built environment, and protect the quality of urban life;
- to protect important green spaces within the settlements;
- to preserve wooded hillsides;
- to retain the low density residential areas;
- to ensure that any development that does take place does not harm the special character of the built environment;

Important Green Spaces Within Settlements

4.6 Open green spaces are essential to the quality of life in settlements. Some spaces, such as the village green in Dunsfold and the Lammas Lands in Godalming, define the very structure and setting of settlements. Other, smaller spaces such as St Christopher's Green in Weyhill have more local importance, providing recreational opportunities, wildlife habitats or simply attractive visual breaks in the built up area. A number of spaces in and around settlements are identified in the Plan and given particular protection. These include the Areas of Strategic Visual Importance (Policy C5) and the Farnham Green Envelope (Policy TC10). It is essential that other Important Green Spaces are protected.

POLICY BE1 – Important Green Spaces Within Settlements

Within settlements, the Council will seek to retain green spaces which are important for their visual amenity, recreational or ecological value. The loss or reduction in size of such Important Green Spaces will not be permitted, other than for the essential needs of suitable outdoor sport and recreation. The enhancement of such spaces will be encouraged through appropriate management schemes.

4.7 Limited development of part of an Important Green Space will only be permitted in exceptional circumstances where:

- (a) the development does not undermine the contribution that the spaces make to the character and amenities of the locality; and
- (b) the development ensures the retention and enhancement of the green space to be retained.

4.8 The Important Green Spaces referred to in Policy BE1 are mainly spaces to which the public have access such as sports fields, playgrounds, allotments, some waterside land, cemeteries and other spaces used for informal recreation. However in very exceptional circumstances it may apply to private land which makes an essential contribution to the visual character of a settlement.

Areas of Special Environmental Quality

4.9 The following four policies were all included in the Waverley Borough Local Plan 1993. They are retained in this Plan because they have proved successful in protecting the special character of the towns. A limited amount of new development may be acceptable in these areas, but only if it can be demonstrated that it would not adversely affect the inherent appearance of the locality. These areas make a very important contribution to the distinctiveness of Waverley's towns, and merit protection.

Frith Hill, Godalming

4.10 Frith Hill has been safeguarded by various planning policies since 1974. This wooded hillside overlooking the Lammas Lands is an essential part of the setting of the town centre, and is especially important from the River Wey and from the Bury's Field. Policy BE2 seeks to safeguard this very important part of the character of Godalming.

POLICY BE2 – Frith Hill Area of Special Environmental Quality

Limited development for housing will only be acceptable within the area of Frith Hill, as shown on the Proposals Map, when the Council is satisfied that:-

- (a) **maximum tree cover has been retained to preserve the wooded appearance of the hillside;**

- (b) existing residential amenity is retained;
- (c) development is along the road frontage on a limited basis and is not in depth or above the prevailing height of the trees;
- (d) where older dwellings (e.g. Victorian or Edwardian) are to be replaced, it is to be by new residential buildings no greater in height, scale and massing.

South Farnham Area

4.11 Certain low density residential areas of south Farnham, as shown on the Proposals Map, have been protected since 1974. The preservation of the character of these areas has proved successful for over 25 years, and in consequence, this residential part of the town has retained an unusually semi rural appearance, despite ongoing pressure for development. It is intended that protection of these areas afforded by this policy will continue.

~~POLICY BE3 – South Farnham Area of Special Environmental Quality~~

~~New development for housing will not be allowed within the areas of South Farnham shown on the Proposals Map if the Council believe that the development would:-~~

- ~~(a) lead to an erosion of its semi-rural character;~~
- ~~(b) be out of keeping with the scale, pattern and density of surrounding development;~~
- ~~(c) detract from the well-wooded appearance of the area;~~
- ~~(d) lead to pressure for the fragmentation of other development ;~~
- ~~(e) result in the loss of hedges or walls.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

4.12 Haslemere Hillsides

The wooded hillside to the south of Haslemere High Street acts as an important backdrop to the conservation area. It is a residential area and has seen some infill development in the past, but the houses are screened by the tree cover which contributes an attractive green foil to the historic centre. Preservation of the green appearance of the hillside remains important if the attractive character of Haslemere town centre is to be retained.

POLICY BE4 – Haslemere Hillsides

New development will not be allowed on College Hill, Museum Hill and Shepherd's Hill, Haslemere, within the areas shown on the Proposals Map, unless the Council is satisfied that the development would not:-

- a) diminish the wooded appearance of the hillside and result in a loss of tree cover;
- b) have a detrimental effect on the character of the Haslemere Conservation Area by exposing existing development to view and reducing the green backdrop effect of the hillside.

4.13 Godalming Hillsides

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 small country town character which is very distinctive and an intrinsic part of the Godalming town centre scene. The

extent of the wooded hillsides surrounding Godalming is defined on the Proposals Map.

POLICY BE5 – Godalming Hillsides

Development will not be acceptable on the Godalming hillsides, as shown on the Proposals 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.

Low Density Residential Areas

4.14 There are several residential areas in Waverley which have a distinctive low density, older, well established character. These areas often have early 20th century or pre second world war houses in large gardens with fine mature trees and hedges, wide verges and street trees, creating a very pleasant environment, which is an asset to the urban area. These special areas are under pressure for infilling and other development, which, if permitted, would radically alter their appearance. The need to protect these areas was recognised in the Waverley Borough Local Plan 1993 but specific areas were not identified. In this Plan three areas are identified for protection and are shown on the Proposals Map and in Figures 4a - 4c:-

- (a) Derby Road/Weydown Road, Haslemere;
- (b) Great Austins, Farnham;
- (c) Wonersh Park, Wonersh.

4.15 These three locations share a similar high quality environment and are regarded as the very best distinctive character low density residential areas within the settlements. However, other, smaller, perhaps less-defined areas of similar quality exist within the Borough and the fact that such areas have not been identified as an area subject to Policy BE6 does not imply that they are any the less worthy of similar protection. The policies in Chapter 2 on Development will be used to protect the character of these smaller areas.

POLICY BE6 – Low Density Residential Areas

The Council will seek to retain the character of low density residential areas in older well established areas by:-

- (a) ensuring that where an application is made for the demolition and redevelopment of an existing property, the footprint and mass is no greater than the existing property;
- (b) resisting further infilling of plots where it would be detrimental to the character of the area;
- (c) ensuring that the conversion of a house to flats does not adversely affect the exterior of the house and its setting;
- (d) ensuring where further development is acceptable in principle that :-
 - (i) trees, hedges and boundary walls are retained;
 - (ii) adequate space is provided around boundaries in order to ensure that such further development is compatible with the character of the area.

(Figures 4a - 4c)

CHAPTER 5 – HISTORIC ENVIRONMENT

Introduction

5.1 The historic inheritance of the Borough is outstanding, and the policies reflect the importance of protecting this special heritage. This chapter sets out the policies in relation to listed and locally listed buildings, conservation areas, historic parks and gardens, historic landscapes, heritage features, and archaeology.

5.2 Waverley has an exceptionally rich heritage. For instance, there are over 1600 buildings listed by the Secretary of State as being of special architectural or historic interest. Farnham alone has 581, a figure exceeded in only 17 towns and cities in England⁽¹⁾. With 45 Conservation Areas, Waverley has more than any other District in Surrey. As well as the five Historic Parks and Gardens registered by English Heritage⁽²⁾, there are many other fine historic gardens. Most of Waverley's landscape is of historic interest and particularly important areas are being selected as Areas of Special Historic Landscape Value, such as Frensham Common and Farnham Park. There are hundreds of heritage features, such as milestones and military pillboxes, which have been recorded as being of interest. Waverley also has a very important heritage of archaeological sites including the centres of Farnham, Godalming and Haslemere as well as sites ranging from the Stone Age to the twentieth century.

Policy Background

5.3 The principal policy documents that have a bearing on the historic environment are *PPG15 on Planning and the Historic Environment*, *PPG16 on Archaeology and Planning* and the *Surrey Structure Plan 1994*. The Council will also have special regard to the *Surrey Heritage Strategy* and to policy guidance published by English Heritage such as *Development in the Historic Environment*⁽³⁾ and *The Conversion of Historic Farm Buildings*⁽⁴⁾.

5.4 PPG15 covers a wide spectrum of conservation planning and provides government advice on issues affecting the historic environment. It deals with development plans and development control; listed building control; conservation areas; transport and traffic management; recording the historic environment, the upkeep and repair of historic buildings, including churches. It provides government advice on conservation issues.

The concept of PPG15 is stated in paragraph 1.1:

“It is fundamental to the Government’s policies for environmental stewardship that there should be effective protection for all aspects of the historic environment. The physical survivals of our past are to be valued and protected for their own sake, as a central part of our cultural heritage and our sense of national identity.”

5.5 The Government thus urges local authorities to maintain and strengthen their commitment to stewardship of the historic environment, and to reflect it in their policies and their allocation of resources. It is important that, as planning authorities, they adopt suitable policies in their development plans, and give practical effect to them through their development control decisions. However, the responsibility of stewardship is shared by everyone - not only by central and local government, but also by business, voluntary bodies, churches, and by individuals as owners, users and visitors of historic buildings. The preservation of the historic environment depends upon broad public support and understanding, and the Council for its part will continue to call upon specialist conservation advice to inform its decision making and to assist owners and other members of the public.

5.6 PPG16 gives advice on the handling of archaeological remains and discoveries under the development plan and control systems, including the weight to be given to them in planning decisions and the use of planning conditions.

5.7 The guidance in PPG16 states that the key to the future of the great majority of archaeological sites lie with local authorities within the framework set by central government, in their various capacities as planning, education and recreational authorities as well as with the owners of the sites themselves. Appropriate planning

policies in development plans and their implementation through development control will be especially important.

Surrey Structure Plan 1994

5.8 Objective 3 of the Structure Plan deals with environmental quality, and states that Surrey has a rich heritage of buildings of architectural and historic importance in urban areas, in villages and in the countryside. These are important in their own right and also contribute much to the character of the County. These assets, together with archaeological remains, should be conserved and enhanced. Policies PE12 and PE13 cover listed buildings, conservation areas, parks and gardens, archaeology, historic landscapes.

Surrey Heritage Strategy

5.9 The Surrey Heritage Strategy has been developed by Surrey County Council in partnership with Borough and District Councils and other national regional and local bodies involved in heritage matters. It originated from the approach proposed in the Government's White Paper 'This Common Inheritance' and was produced following extensive consultation. The published Strategy outlines the state of Surrey's heritage, and gives a vision statement for the future of the heritage and priorities for action. An annual Action Plan is produced. Implementation often depends upon partnership working between many diverse bodies and individuals.

Objectives

5.10 The objectives for the historic environment are:

- a) to preserve historic buildings and their settings, historic areas, heritage features, historic parks and gardens, important archaeological sites and historic landscapes;
- b) to enhance the historic heritage through positive improvement schemes ;
- c) to encourage a high standard of design for development affecting historic sites and structures and to promote the repair of historic buildings and features.

Historic Buildings

5.11 Listed buildings are buildings of special architectural or historic interest included in a national statutory list maintained by the Department for Culture Media and Sport (DCMS). Over 90% of listed buildings are in Grade II. The definition of a listed building, whether Grade II, II* or I, includes:

1. both the interior and exterior of a particular building;
2. any objects or structures fixed to the building;
3. objects or structures ancillary to the building within its curtilage if they have formed part of the land since before 1st July 1948.

5.12 The Secretary of State applies rigorous criteria in the listing process; the lists include buildings which are important to the nation for the interest of their architectural design or craftsmanship; examples of particular building types; significant plan forms and constructional techniques; historical associations with nationally important people or events; and group value as part of an important architectural or historic unity such as terraces or squares. Listed buildings are limited in number and irreplaceable. Listing is intended to ensure their conservation by regulating changes to buildings or their setting through special controls in planning legislation, notably the system of Listed Building Consent under the Planning (Listed Buildings and Conservation Areas) Act 1990. The legislation also enables action to be taken in respect of unauthorised work to listed buildings, which is an offence liable to prosecution in a criminal court, and to ensure the proper preservation of listed buildings which have been put 'at risk' by being allowed to fall into substantial disrepair.

5.13 Applicants for Listed Building Consent must be able to justify their proposals. They will need to show why works which affect the character of a listed building are desirable or necessary. They should provide the Council with full information, to enable the likely impact of their proposals on the special architectural or historic interest of the building and on its setting to be assessed.

5.14 Many buildings which are valued for their contribution to the local scene, or for local historical associations, will not merit national listing but are nonetheless worth conserving. The Secretary of State in PPG15 advises that it is open to local planning authorities to draw up lists of locally important buildings, and to formulate local plan policies for their protection, through normal procedures of development control. The Council has a 'local list' and will revise and update it from time to time.

Protection of listed buildings

5.15 PPG15 states that there should be a general presumption in favour of the preservation of listed buildings, except where a convincing case can be made out against criteria set out in the PPG. The Council has a statutory duty to have special regard to the desirability of preserving a building or its setting or any features of special architectural or historic interest which it possesses, and there will be a general presumption against the demolition of a listed building other than in the most exceptional circumstances. Demolition in this context means the substantial destruction of the listed building, which whilst not constituting 'development' for which planning permission is required, could affect the Council's decision on a related application for planning permission. The Council will apply the following policy to reflect the great importance to society of protecting listed buildings from unnecessary demolition.

POLICY HE1 – Protection of Listed Buildings

Consent will not be granted for the demolition of a listed building, other than in the most exceptional circumstances and where conclusive evidence is provided that the building is incapable of being repaired and maintained for a use compatible with its special architectural or historic interest. If exceptionally, consent is given to demolish a listed building, it will be subject to conditions that:-

- (a) demolition is not begun before a contract for the carrying out of the works for the redevelopment of the site has been made, and planning permission has been granted for the redevelopment;**
- (b) the loss of the historic structure, archaeological and other features caused by the demolition is recorded, and a report is prepared and published, by persons experienced in assessing historic buildings.**

Buildings of local historic or archaeological interest

5.16 Locally listed buildings are an important part of the character of the Borough and merit protection. Whilst such buildings do not enjoy the special protection of statutory national listing, the Council will have particular regard to their protection as a material consideration when planning proposals affecting them are under consideration.

5.17 The Council published a revised local list for Farnham in 1995. Elsewhere in the Borough, most locally listed buildings were formerly Grade III, a grading which has long been defunct. The local list will be updated and reviewed periodically in consultation with Parish Councils and other interested organisations.

POLICY HE2 – Buildings of Local Architectural or Historic Interest

The Council will identify buildings of local architectural or historic interest and safeguard the important contribution they make to the character of the Borough.

Development affecting listed buildings or their setting

5.18 The design of new buildings or material external alterations to buildings intended to stand alongside or near to historic buildings needs very careful consideration. For many developments, both planning permission and Listed Building Consent will be required, and it will be preferable for related applications to be considered concurrently. In considering whether to grant planning permission for development which affects a listed building or its setting, the Council is required to have special regard to the preservation of the building or its setting or any features of architectural or historic interest which it possesses. The Council will apply the following policy with regard to development affecting listed or locally listed buildings.

POLICY HE3 – Development Affecting Listed Buildings or their Setting

Where development is proposed that will affect a listed or a locally listed building or its setting, high design standards will be sought to ensure that the new development is appropriate and compatible in terms of siting, style, scale, density, height, massing, colour, materials, archaeological features and detailing. Proposals will not be permitted if they would harm the building or its setting.

Change of use of listed or locally listed buildings

5.19 The best way of securing the upkeep of historic buildings is to keep them in active use. Whilst the best use of an historic building will very often be the use for which it was designed, not all original uses will now be viable or even compatible with the building. New uses may sometimes be the key to a building's preservation, but must be benign in terms of their impact upon the historic building. The preferred use may not necessarily be the most profitable use if that would be incompatible with conserving the historic fabric, interior and setting of the building. In particular, the design of historic farm buildings and the needs of residential use tend to be incompatible, and the Council will continue to maintain a strong general presumption against residential conversions of historic farm buildings, having regard to PPG7 and the English Heritage guidance in *The Conversion of Historic Farm Buildings*. The Council will apply the following policy where new uses have to be considered to ensure a building's survival.

POLICY HE4 – Change of use of Listed or Locally Listed Buildings

The Council may permit the change of use of part, or the whole, of a listed or locally listed building where it can be demonstrated that:-

- (a) the use proposed would preserve or enhance the character setting and features of special architectural or historic interest that the building possesses;**
- (b) there would not be consequential vacancy or under-utilisation of any part of the building, including upper floors, compared with the traditional uses;**
- (c) proposals incorporate details of all the intended alterations to the building and its curtilage, to demonstrate their effect on its appearance, character and setting which should be either preserved or enhanced.**

Where it is proposed to change the use of a listed or locally listed agricultural building, use as a dwelling will not be permitted unless it can be shown that there will be no adverse effect upon the character and setting of the building and the proposal complies with Policy RD7.

Alterations and Extensions

5.20 Whilst the listing of a building should not be seen as a bar to all future change, listed buildings can be robbed of their special interest by unsuitable alteration as surely as by demolition. Extensions, even if they do not affect historic fabric directly, must not dominate the building in scale, materials or situation. The plan of a building is one of its most important characteristics, and interior plans and individual features of interest should be respected and left unaltered as far as possible. The preservation of facades alone and the gutting and reconstruction of interiors is not an acceptable approach to the re-use of listed buildings.

5.21 Each historic building has its own characteristics, usually related to an original or subsequent function, and these should be respected when proposals for alteration are put forward. Alterations must be based on a proper understanding of the structure: the elements that make up the special interest of the building may not only include obvious features (such as staircases) but also the spaces and layout of the building and the technological interest of the surviving structure and surfaces.

5.22 Listed buildings vary greatly in the extent to which they can accommodate change without loss of special interest. Some buildings, especially if they have important interiors or fittings, may be sensitive even to slight alterations. Many Grade II buildings have been listed because they are relatively unaltered examples of a particular and once common building type, so they can have their special interest ruined by unsuitable alteration or extension as readily as can Grade I or II* buildings. Some listed buildings may be the subject of successive applications for alteration or extension, and minor works of indifferent quality, which may seem to be of little importance individually, can cumulatively be very destructive of a building's special interest.

5.23 The achievement of a proper balance between the special interest of a building and proposals for alterations or extensions requires specialist expertise. In all cases, the Council should be provided with full information - a survey as well as the proposals - in order to enable the impact upon the building and its setting to be assessed. If any historic fabric of a building would be lost, should the proposals be permitted, then it may be necessary for a special record to be made by persons experienced in assessing historic buildings.

POLICY HE5 – Alteration or Extension of Listed or Locally Listed Buildings

Proposals to alter or extend listed or locally listed buildings, including curtilage buildings, must be based upon full information about the special interest of the building and applicants must show why works which would affect the character of a listed building are desirable or necessary. The Council will seek high design standards in order to ensure that the special architectural or historic interest of the building is preserved or enhanced and that all new work is appropriate to its character in terms of siting, style, scale, height, massing, colour, materials archaeological features and detailing. Alterations, including internal alterations, and additions will not be permitted if they adversely affect the character of the building, its setting, or any features of special architectural or historic interest which it possesses.

Where permitted alterations and extensions would involve any loss of historic fabric, the Council may require a record to be made, before works commence, by persons experienced in assessing historic buildings.

Consent to demolish objects or structures within the curtilage of a listed building will not be granted without conclusive evidence that the object or structure is incapable of repair for beneficial use or enjoyment, or is not of special architectural or historic interest as a structure ancillary to the principal listed building.

Building Control

5.24 The Building Regulations should be operated in a way which avoids removal of features which contribute to the character of a listed building. Sufficient flexibility exists within the Building Regulations and Fire Regulations systems to take account of the possible impact of proposals on the architectural or historic interest of a building. A flexible approach is particularly important in structural matters, for example standard commercial office floor loadings are rarely needed in all parts of a building, and the most benign solution may involve the architect respecting the structural limitations of a building. In order that requirements which may be unacceptable in terms of an historic building can be considered as part of a Listed Building Consent application, the precise Building and Fire Regulations requirements should be made explicit before an application has been determined.

POLICY HE6 – Building Control

The Council may, in exceptional circumstances, consider the relaxation of the Building Regulations where their strict application would otherwise prejudice the character of a listed or locally listed building. A relaxation will only be considered if it does not materially affect health and safety.

Buildings in Disrepair

5.25 Unless there are intrinsic defects of design or materials, (which can sometimes be associated with previous renovations or alterations rather than the original structure), the life span of an historic building can be indefinite provided that timely maintenance, and occasional major repairs such as the renewal of roof coverings, are regularly undertaken. Local authorities have powers to take action where an historic building has deteriorated to the extent that its preservation may be at risk.

These powers take the form of:-

1. carrying out urgent works for the preservation of a listed building after issuing an Urgent Works Notice to the owner;
2. specifying in a Repairs Notice the works which the Council considers reasonably necessary for the proper preservation of the building; if after two months the required steps to preserve the building are not being taken, the Council may begin compulsory purchase proceedings.

5.26 A 'Buildings At Risk Survey' was carried out over the Borough in 1994⁽⁵⁾, and the Council has used the above powers on a number of occasions. The Council may also offer small grants towards the costs of structural repairs to historic buildings.

POLICY HE7 – Buildings in Disrepair

The Council will encourage the proper repair and maintenance of listed and locally listed buildings, and will secure repairs where reasonable steps are not being taken for properly preserving a listed building.

Conservation Areas

5.27 The first planning legislation in England on conservation areas was introduced in 1969 and Surrey County Council began designating conservation areas in what is now Waverley Borough in the early 1970s. Therefore conservation planning as a concept has been in existence in this area for over thirty years.

5.28 It is the duty of every local planning authority from time to time to determine which parts of their area are: "areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.....and designate those areas as conservation areas".⁽⁶⁾

5.29 In Waverley, there are now 45 conservation areas, which include historic parts of all of the towns and most of the villages. These are shown on the Proposals Map. Preservation of these conservation areas takes place by making sure that any new development which is acceptable in principle is in keeping with the character of the historic area.

5.30 Enhancement projects are undertaken by organisations and the Borough Council carrying out schemes to improve the appearance of the area.

5.31 The conservation policies in the Plan aim to safeguard the exceptionally fine heritage of historic towns and villages in the Borough.

POLICY HE8 – Conservation Areas

The Council will seek to preserve or enhance the character of conservation areas by:

- (a) the retention of those buildings and other features, including trees, which make a significant contribution to the character of the conservation area;
- (b) requiring a high standard for any new development within or adjoining conservation areas, to ensure that the design is in harmony with the characteristic form of the area and surrounding buildings, in terms of scale, height, layout, design, building style and materials;
- (c) in exceptional circumstances, allowing the relaxation of planning policies and building regulations to secure the retention of a significant unlisted building;
- (d) protecting open spaces and views important to the character and setting of the area;
- (e) carrying out conservation area appraisals;
- (f) requiring a high standard and sympathetic design for advertisements. Internally illuminated signs will not be permitted;
- (g) encouraging the retention and restoration of shopfronts where much of the original detailing still remains. Alterations will take into account the upper floors in terms of scale, proportion, vertical alignment, architectural style and materials. Regard shall be paid to the appearance of neighbouring shopfronts, so that the proposal will blend in with the street scene.
- (h) encouraging the Highway Authority to have regard to environmental and conservation considerations in implementing works associated with its statutory duties, including the maintenance, repair and improvement of public highways and the provision of yellow lines, street direction signs and street lighting.

Parks and Gardens

5.32 Other policies in the Plan which relate to conservation areas are:

- a) Policy D7 which deals with trees in conservation areas;

- b) Policy BE1 covering open space issues;
- c) Policies TC8 and TC9 dealing with urban design and enhancement within the Town Centres.

5.33 In 1988 English Heritage published a *Register of Parks and Gardens of Special Historic Interest in England - Surrey*. It includes seven parks and gardens in Waverley which are shown on the Proposals Map. The purpose of the Register is to draw attention to important historic gardens and parks as an essential part of the nation's heritage. If their existence is not widely known, they could all too easily be overlooked.

5.34 Surrey County Council is compiling a list of all the important gardens in the County and it is expected that there will be many in Waverley, some because of the legacy of commissions by Gertrude Jekyll, the famous garden designer, who lived at Munstead near Godalming, and who collaborated with Sir Edwin Lutyens, amongst others.

Policy HE9 – Historic Parks and Gardens

The Council will seek to ensure that any proposed development within or conspicuous from a historic park or garden, including those identified in the English Heritage Register of Historic Parks and Gardens as shown on the Proposals Map, does not detract from its setting, character, appearance, layout or structures.

The Council will seek to ensure that unsympathetic sub-division of a park or garden is prevented and any particular landscape architectural or heritage features are protected.

Heritage Features

5.35 In 1986 the Borough Council produced a list of heritage features in Waverley⁽⁷⁾. The list covers natural landmarks, archaeological sites, historic structures and historic trees, roads and trackways and gardens. The purpose of the list was to identify features which were a significant and valuable part of the character and history of the Borough but which for the most part were not protected by legislation. The intention was that by recording them there would be more awareness of the value of preserving them. Since the time of publication there has been a number of instances when heritage features have been preserved, renovated or specially recorded in consequence of their identification.

Policy HE10 - Heritage Features

The Council will seek to protect and conserve heritage features by ensuring that:

- (a) **new development will be located and designed so as to preserve the features. Where this is not possible, careful attention needs to be given to minimise damage or disturbance to a feature;**
- (b) **where disturbance is unavoidable or where the feature is to be lost, ensuring that it is properly recorded and where appropriate relocated and restored.**

Enhancement Schemes

5.36 The Borough Council seeks to encourage the enhancement of conservation areas, by working in partnership with private individuals and organisations such as parish and town councils and amenity societies. A number of small-scale schemes have been

successfully carried out using this shared approach. They have made a marked impact and are good value for money.

POLICY HE11 - Enhancement Schemes

The Council will promote practical schemes for the enhancement of conservation areas and heritage features and will assist private individuals and organisations with their improvement projects as appropriate.

Historic Landscapes

5.37 The idea of historic landscapes is a recent concept in planning terms and this is the first time it appears in a Waverley Plan. PPG15 advises that in defining planning policies for the countryside, authorities should take account of the historical dimension of the landscape as a whole rather than concentrate on selected areas. In Waverley the areas proposed as historic landscapes are extensive areas which encompass a whole landscape type. These include Farnham Park and Frensham Common.

5.38 The guidance is that plans should protect the most important components and encourage development that is consistent with maintaining its overall historic character. That is the intention of Policy HE12.

POLICY HE12 - Historic Landscapes

The Council will seek to preserve the distinctive historic landscape character and archaeological features of the Areas of Special Historic Landscape Value, as identified on the Proposals Map, by:

- (a) seeking an initial assessment from any developer of the historic archaeological and landscape importance of the site;
- (b) giving priority to the preservation of remains or features in situ. Where the Council is satisfied that this is not justified, a developer will be required to provide for the archaeological recording of the remains or features of the site to an appropriate level. The provisions in Policy HE14(d) will apply.

Archaeology

5.39 Waverley Borough has a rich inheritance of archaeological sites spanning the centuries from the Neolithic period to 19th century military earthworks. Archaeological remains are irreplaceable, and are evidence of the past development of civilisation. The sites are often very sensitive to disturbance and need to be carefully protected.

5.40 Within Waverley there are 23 Scheduled Ancient Monuments (Scheduled by the Secretary of State for Culture, Media and Sport, on the advice of the Historic Buildings and Monuments Commission for England – English Heritage) and 12 County Sites of Archaeological Importance (identified by Surrey County Council). These Scheduled Ancient Monuments and Sites of Archaeological Importance are listed in Appendix 2.

POLICY HE13 - Scheduled Ancient Monuments and County Sites of Archaeological Importance

There will be a presumption in favour of preserving scheduled ancient monuments or county sites of archaeological importance or their setting. Development which adversely affects the archaeological value and interest of these sites will not be permitted. The Council will encourage the management

and interpretation of such sites to develop their educational and recreational value.

5.41 PPG16 advises that archaeological remains should be seen as a finite and non-renewable resource, in many cases highly fragile and vulnerable to damage and destruction. Appropriate management is therefore essential to ensure that they survive in good condition. In particular, care must be taken to ensure that archaeological remains are not needlessly or thoughtlessly destroyed.

5.42 There are 302 Sites and Areas of High Archaeological potential in Waverley (as defined by Surrey County Council). In dealing with development proposals within these Sites and Areas, it is very important that an initial assessment be submitted as part of the planning application, so that the extent of the effect of the development on the archaeological importance of the site can be properly considered at the time of the application. This survey should be made by an appropriately qualified and experienced independent assessor.

POLICY HE14 - Sites and Areas of High Archaeological Potential

In considering proposals for development involving ground disturbance within Sites and Areas of High Archaeological Potential, as defined on the Proposals Map, the Council will :-

- (a) **where appropriate, require that an initial assessment of the archaeological value of the site be submitted as part of any planning application;**
- (b) **where, as a result of the initial assessment, archaeological remains are considered to exist, require the arrangement of an archaeological field evaluation to be carried out prior to the determination of any planning application;**
- (c) **where important remains are found to exist and can justifiably be left in situ, make provision by planning condition or agreement to minimise damage to the remains;**
- (d) **where important archaeological remains are found to exist but their preservation in situ is not justified, the Council will require a full archaeological investigation of the site in accordance with a scheme of work to be agreed in writing with the Council prior to the granting of planning permission.**

5.43 The historic character of the landscape in Waverley is so all pervading that archaeological discoveries can be found unexpectedly when development of a large site takes place. Therefore it is important to survey large sites before development takes place, even though they may not be identified as a site of High Archaeological Potential. Surrey County Council's "*Supplementary Planning Guidance - Archaeology and Historic Landscapes*" 1994 advises that investigations be made of these sites. Size criterion will reflect the size of the development rather than the size of the site; for instance, the building of a single house on a site of more than 0.4 hectares would not be included in this category.

POLICY HE15 - Unidentified Archaeological Sites

Where proposals are made for large scale developments (over 0.4 hectares) not in an area already defined as of High Archaeological Potential, the Council will require that an archaeological assessment is provided as part of the planning application, and the same provisions as in Policy HE 14 (b) (c) and (d) will apply.

CHAPTER 6 – HOUSING AND COMMUNITY FACILITIES

Introduction

- 6.1 Access to adequate housing and a full range of community facilities is fundamental to the quality of life of people living in Waverley. It is also important in supporting the local economy since a shortage of appropriate housing and community facilities can create difficulties for employers in attracting and retaining a workforce.
- 6.2 This chapter sets out the policies against which proposals involving housing or community facilities will be assessed.

The Community

- 6.3 Projections published by Surrey County Council indicate that the population of Waverley will decline gradually from around 115,000 in 1997 to around 110,800 in 2006⁽¹⁾. Despite this, the number of households in the Borough will continue to grow as the trend towards smaller households continues. This is reflected in the fact that between the 1981 and 1991 censuses, Waverley's population grew by 2.1% but the number of households increased by 11.6%.
- 6.4 In 1991 there were around 45,200 households in Waverley. Figure 6a shows the type of households that make up this total. Of particular significance, it is projected that between 1991 and 2006 the number of people living alone will increase by 32.1%.

(Figure 6a)

- 6.5 The population of Waverley is ageing. At the 1991 Census 23% of residents were over 60 and the number of people over 75 had risen by more than a third (2600) since 1981. There also appears to have been a net loss of young people from the Borough, with nearly 3,800 fewer 20 to 29 year olds in 1991 than there were in the 10 to 19 age group in 1981. The County Council projections indicate that between 1991 and 2006 there will be a decline in the proportion of the population in all age groups under 50 years old. The biggest projected increases are in the 85+ age group which will increase by 54% to 4,000 people, and the 55 to 64 age group which will increase by 32% to 15,800 people.

Housing in Waverley

- 6.6 The 1991 Census identified 46,804 dwellings in Waverley, including 212 non-permanent dwellings (caravans and mobile homes). By April 2000 a further 1986 new dwellings had been built, bringing the stock of permanent dwellings at that time to 48,578⁽²⁾.
- 6.7 In addition to its duties as Local Planning Authority, the Council has a range of other responsibilities in relation to housing. These include managing a stock of nearly 6,000 dwellings; securing accommodation for homeless households; and ensuring that housing is fit for human habitation. The Council's approach to these duties is set out in its Housing Strategy Statement (see General Bibliography).
- 6.8 To assist in carrying out these roles effectively, and in order to inform work on this Local Plan, the council commissioned David Couttie Associates (DCA) to conduct a housing study in 1997⁽³⁾. The DCA study was based on a survey of a random sample of households; an assessment of local house prices and incomes using the Halifax House Price database; and secondary data analysis and consultation with housing providers in the Borough. It provides the justification for many of the policies set out in this Chapter. An updated housing needs survey was undertaken by DCA in 2001 which provides even stronger justification for the housing policies in this plan.

Community Facilities

- 6.9 Community facilities encompass the wide range of uses necessary to the education, health and general welfare of the community. These include schools, libraries, museums, community and day centres, hospitals, emergency services, village halls, and places of worship. There is an overlap between the policies in this Chapter and those in Chapter 10 on Leisure and Tourism since many leisure facilities are also seen as 'Community Facilities'.

6.10 Many facilities within the Borough such as schools and colleges do not exclusively serve Waverley residents and, conversely, some facilities outside Waverley such as the Royal Surrey County Hospital in Guildford are essential to Waverley residents. Community facilities are provided by a wide range of public, voluntary and charitable organisations.

6.11 The demand for community facilities changes according to economic and social conditions. Of particular importance in Waverley is the growing number of older people.

Policy Background

6.12 The background against which the policies relating to Housing and Community Facilities need to be addressed has changed significantly since the 1993 Local Plan was prepared. Most significantly:-

- the national debate over future housing provision has focused attention on the capacity of urban areas to accommodate new housing, thereby relieving pressure on the countryside, contributing to urban regeneration and limiting demands for travel;
- new Government guidance has clarified and strengthened the role of the planning system in ensuring a supply of affordable housing;
- the Borough-wide housing study carried out by DCA in September 1997 yielded detailed information about the type and amount of housing required in Waverley over the Plan period;
- continuing restrictions on public finances have led providers of community facilities increasingly to seek alternative means of funding including private investment and the Millennium Commission.

6.13 Specific policy guidance in relation to housing is provided by the following:-

PPG3 (Housing) sets out the Government's aim of ensuring that the housing needs of all in the community is recognised, including those in need of affordable housing in both urban and rural areas. It also promotes more sustainable patterns of development, better use of previously developed land and good design.

Circular 6/98 on Planning and Affordable Housing expands on how the planning system can help to secure housing which is affordable to people who cannot afford to rent or buy suitable housing on the open market.

The 1994 Surrey Structure Plan explains how the approaches in PPG3 should be applied in Surrey. In particular it sets out how much new housing needs to be provided in each of the districts and identifies the priority housing needs in the County.

Each Year the Council agrees a Housing Statement that sets out the Council's plans for making best use of the limited resources available for housing investment. It aims for a co-ordinated approach with other service providers and with the Local Plan.

Objectives

6.14 Having regard to this policy background and to the local circumstances in Waverley, there are six objectives in relation to Housing and Community Facilities. These are to:-

- a) meet the 1994 Surrey Structure Plan requirement for the provision of new dwellings and safeguard a supply of housing land in the longer term;
- b) secure affordable accommodation to a standard which meets people's varying housing needs within the Borough, in particular, newly formed households, single people, the elderly and people with disabilities and special needs;

- c) promote most efficient use of the existing dwelling stock, make best use of available development sites and encourage energy and resource conservation;
- d) maintain and create attractive environments which give residents a high quality of life;
- e) retain existing land and buildings which provide accommodation for community facilities;
- f) encourage the provision of new or improved community facilities to meet the essential needs of local residents, in locations which are accessible to all.

The policies set out below reflect these objectives.

Housing Development

Amount of New Housing

6.15 Central to the plan, monitor, manage approach is that housing requirements and the ways in which they are to be met should be kept under review. The Council closely monitors the level of housing provision within the Borough. The 1994 Structure Plan identifies how many new dwellings should be accommodated up to the year 2006. The allocation for Waverley is for a total of 2,200 new dwellings between 1991 and 2006. The intention was for this to be in two phasing periods with 1,600 new dwellings between 1991 and 2001 and a further 600 between 2001 and 2006. In practice, dwellings have been built at a faster rate than planned. By April 2000, 1986 new dwellings had already been built⁽²⁾. This means that only 214 dwellings are left to be provided up to the year 2006, a rate of 36 new dwellings a year. Figure 6b shows how this residual allocation can be met from existing planning permissions, a continuing supply of small and medium sized development sites within the built up areas and the sub-division and/or change of use of existing buildings (Appendix 3 contains details of the calculation of housing land supply). There is no need to identify new green-field sites.

Figure 6b
Supply of Housing Land 1/4/2000 to 31/3/2006

Sites over 0.4 ha with planning permission	202 dwellings
Estimate of supply on sites smaller than 0.4 ha	360 dwellings
Estimate of supply on sites between 0.4 ha and 1.0 ha	65 dwellings
Total housing land supply 627 dwellings	

6.16 In addition to the housing land supply identified in figure 6b, past experience indicates that a number of large 'windfall' sites of over 1.0 ha are likely to come forward for development. The calculations in Appendix 3 indicate that such sites could provide for some 63 dwellings. The total number of dwellings built in Waverley between 2000 and 2006 could therefore be around 690.

6.17 For the longer term, revised Regional Planning Guidance for the South East (RPG9), published in March 2001, indicates the number of dwellings to be accommodated in Surrey up to the year 2016. It will be for the Surrey Structure Plan to distribute these between the eleven districts. In the meantime, the Deposit Draft of the Structure Plan proposes that a "plan, monitor, manage" strategy is implemented to ensure that the best use is being made of land in urban areas whilst the quality of life in these areas is

protected. This approach is being tested through a study of the capacity of the County's settlements to accommodate further housing without damaging the environment. In view of this uncertainty over future housing allocations, it would be premature for this Local Plan to address any housing allocation other than that in the 1994 Structure Plan.

POLICY H1 – Housing Provision

~~Provision will be made in the Borough for an increase in the dwelling stock of 214 dwellings between 1st April 2000 and 31st March 2006 through the take-up of existing planning permissions; the development of additional sites within the built up areas; the sub-division of existing dwellings and the conversion of non-residential buildings.~~

Monitoring and phasing of housing development

6.18 In order to meet the requirements of PPG3, the Council monitors residential development and the supply of housing land to ensure the availability of a five year supply of housing land relative to the residual Structure Plan housing allocation. Details are published annually in a Housing Land Availability Statement. The low residual housing allocation, coupled with a relatively good supply of land means that at 31st March 2000, the Council was able to demonstrate a 14.6 year supply of housing land relative to the 1994 Structure Plan allocation.

6.19 In order to ensure a continuing supply of housing sites in the longer term, the 1994 Structure Plan Policy DP5, and accompanying supplementary guidance, seeks to slow down the rate of housing development to a sustainable level by resisting the development of large "windfall" sites when there is in excess of 20% more than a 5 years' supply of land. "Windfall" sites are those which have not previously been identified in the Local Plan and for the purpose of policy DP5, large sites are defined as sites which are 0.4 ha or larger and which involve the provision of ten or more net new dwellings. The Council will follow this approach and will resist the development of large windfall sites of a predominantly open nature such as large areas of garden land, surplus playing fields and sports facility sites. It is not considered desirable to delay the redevelopment of currently developed sites in this way where this could result in their becoming derelict and unsightly. Exceptionally, permission may be granted for the development of windfall sites of a predominantly open nature even where there is more than a 20% surplus in the five year housing land supply, where development would deliver significant environmental or community benefits. Such benefits could include subsidised affordable housing over and above that required by Policy H5 (Subsidised Affordable Housing within Settlements) or dealing with an existing environmental problem such as contaminated land.

POLICY H2 – Monitoring and Phasing of Housing Development

~~The supply of housing land will be monitored to ensure the availability of a five year supply relative to the Structure Plan allocation.~~

~~In order to safeguard a supply of land in the longer term, the development of large "windfall" sites of a predominantly open nature may be refused on the grounds of prematurity where the five year supply of housing land is exceeded by more than 20%. Where a development is otherwise acceptable, an exception may be made if it results in a significant environmental or community benefit.~~

POLICY NO LONGER IN EFFECT

From 28th September 2007, following a Direction by the Secretary of State under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, this policy is no longer in effect.

6.20 The Council will review the housing policies of the Local Plan in the light of any future Structure Plan housing allocation. Only where it is not possible to demonstrate a five year supply relative to the Structure Plan allocation, will consideration be given to granting planning permission for new housing development on "greenfield" sites. In such circumstances, the Council will identify suitable sites through a partial review of this Plan. Land excluded from the Green Belt on the northern edge of Godalming (see Policy H3 - Land Reserved to Meet Longer Term Development Requirements) will be one of the sites that will be considered. The only exceptions to this will be the development of greenfield sites for affordable housing in rural areas in accordance with Policy H6.

POLICY NO LONGER IN EFFECT

From 28th September 2007, following a Direction by the Secretary of State under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, this policy is no longer in effect.

Land reserved to meet longer term development requirements

6.21 In defining the Green Belt boundary around Godalming, the 1984 Local Plan excluded areas of land to the east and west of Furze Lane in order to allow for the future growth requirements of the town. In 1993 the Council permitted the early development of 3.58 hectares (8.8 acres) of land to the west of Furze Lane in order to enable the development of 131 housing association dwellings to meet housing needs. The remaining site to the east of Furze Lane extends to 2.47 hectares (6.1 acres).

6.22 This site will be safeguarded from development until such time as the Council is unable to demonstrate a five-year supply of housing land set against any future Structure Plan housing requirement and provided the site is established as being appropriate for development following a comprehensive assessment of all potential sources of housing. If this situation arises, the Council will prepare a planning brief for the site.

POLICY H3 – Land Reserved to Meet Longer Term Development Requirements

~~An area of 2.47 hectares to the east of Furze Lane, Godalming is excluded from the Green Belt and reserved to meet longer term development requirements. It will be safeguarded from premature development and proposals which would prejudice the use of the land for possible long term development will not be permitted.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Density and size of dwellings

6.23 The Local Plan's central aim of resisting urbanisation of the countryside can only be achieved if full and effective use is made of residential development sites within the settlements. The long-standing approach within Waverley has been to encourage such sites to be developed at as high a density as is appropriate to the character and environment of the site and its surrounding area. Compact forms of development such as terraced housing maximise the use of land and provide considerable opportunity to minimise energy use (and hence household bills) in accordance with Policy D3 (Resources). Higher densities can be achieved by reducing the amount of a site devoted to car parking. In town centre locations and for certain types of housing, car parking may not be required.

6.24 Densities lower than 30 dwellings per hectare will be avoided. As an exception, lower densities may be permitted on small sites for three or fewer dwellings, where the development would otherwise be out of character with its surroundings. Encouragement will be given to higher densities in the urban areas, particularly in town centres where people can walk to facilities and public transport.

6.25 The Council will seek to ensure that new residential development meets the needs of the small households comprising one or two people who will be the largest element in the projected growth in the number of households over the plan period (see paragraph 6.4). Many of these small households will be young people setting up households for the first time but it is recognised that there will also be a range of other small households including divorcing couples and bereaved elderly people.

6.26 Each household will have specific accommodation requirements and will often seek to purchase the largest property that it can afford. For those households with sufficient finances, the existing housing stock offers a wide range of properties with three or more bedrooms. However, the cost of these larger properties in Waverley is around double the UK average⁽³⁾ which is beyond the means of most small households. This fact is reflected in the housing aspirations of the 2400 'concealed' households identified in the DCA study, 84% of whom indicated that they wanted a one or two bedroomed property.

6.27 Over 80% of purchases made by first time buyers in Waverley therefore involve terraced houses, flats and maisonettes. However the supply of these smaller, lower-cost market dwellings is limited as they make up only 31% of Waverley's housing stock compared to 46% nationally. Consequently, even these small properties command high prices.

6.28 Having regard to this shortage of lower-cost market dwellings within the existing housing stock, the Council will seek to ensure that new residential development comprises mainly one, two or small three bedroomed properties.

6.29 The 1993 Local Plan sought to ensure that residential development involving ten or more dwellings included at least 50% one or two bedroomed units. In practice this has been exceeded, with 73% of new dwellings permitted in developments of ten or more dwellings in Waverley between 1991 and 1996 being for one or two bedroomed units⁽⁴⁾. This strong bias towards small dwellings will be maintained. All new residential development should include at least 50% one or two bedroomed units and at least 80% one, two or small three bedroomed units. Larger dwellings may be acceptable on individual infill plots, or on small sites in locations where low density development is appropriate. Larger dwellings will also be acceptable where they provide subsidised affordable housing to meet an identified housing need.

POLICY H4 – Density and Size of Dwellings

~~In considering proposals for residential development comprising more than three dwelling units on sites which are acceptable in principle for such development and accord with all other relevant policies of this Plan, the Council will require that:~~

- ~~(a) at least 50% of all the dwelling units within the proposal shall be 2 bedroomed or less; and,~~
- ~~(b) not less than 80% of all the dwelling units within the proposal shall be 3 bedroomed or less; and,~~
- ~~(c) no more than 20% of all the dwelling units in any proposal shall exceed 165 square metres in total gross floor area measured externally, excluding garaging.~~

~~The Council will resist developments which make inefficient use of land. Densities below 30 dwellings per hectare (net) will, therefore be avoided and encouragement will be given to proposals which provide for between 30 and 50 dwellings per hectare (net). Higher densities will be particularly encouraged at places with good public transport accessibility or around major nodes along good quality public transport corridors.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Subsidised Affordable housing

Subsidised affordable housing within settlements

6.30 Government guidance treats low cost market housing as “affordable” but it is clear that, in Waverley, even the cheapest housing on the open market is beyond the means of many households. For instance, 72% of the concealed households identified in the DCA study have an income insufficient to purchase a dwelling in Waverley. For this reason and to avoid any confusion, the term “subsidised affordable housing” is used. This is defined as housing provided with a subsidy and made available in perpetuity to local people who cannot afford to rent or buy housing appropriate to their needs in the open housing market. In practice this will usually be housing for rent or shared-ownership, managed by a Registered Social Landlord such as a housing association.

6.31 PPG3 indicates that a community's need for affordable housing is a material planning consideration and that planning authorities can seek to negotiate with developers for the inclusion of an element of affordable housing in substantial new housing developments. Circular 6/98 on Planning and Affordable Housing stresses the importance of securing a mix of dwelling types and sizes to cater for a range of housing needs, thereby encouraging balanced communities and avoiding areas of social exclusion.

6.32 The DCA housing study assessed the supply and demand for subsidised affordable housing over the period 1997 to 2006. It highlighted the fact that the housing market in Waverley does exclude many local households on lower incomes forcing them to leave the Borough or to live with other households, often in inadequate accommodation. This is an economic as well as a social problem since many local employers have

difficulties in attracting and retaining a workforce. The main components of the DCA assessment are shown in figure 6c:-

Figure 6c
Demand for Subsidised Affordable Housing 1997-2006

Element of demand:-	
Priority waiting list	
at 1st December 1997	1140
Concealed households	1250
Homeless households	1080
Household growth	240
Total	<u>3710</u>
Supply of Subsidised Affordable Housing from Re-lets in Existing Stock	1995
Unmet Demand for Subsidised Affordable Housing	<u>1715</u>

6.33 Meeting this demand for subsidised affordable housing in full would require 190 new dwellings to be provided every year from 1997-2006. This cannot be achieved since neither the housing land nor the necessary public resources are available.

6.34 A more attainable policy objective would be to seek to contain the level of housing need through to the end of the plan period at no more than the 1140 households on the priority waiting list in December 1997. This would require a total of 575 subsidised affordable dwellings to be built, a rate of 64 per year. The Council has concluded, that in the context of the current Structure Plan housing allocation and availability of public resources to invest in housing, even a target of 575 subsidised affordable dwellings is unrealistic. Instead, a target of 50 subsidised affordable dwellings each year is proposed, giving a total of 300 dwellings for the period April 2000 to March 2006. This target reflects the level of provision achieved in Waverley over the seven years to 2000. It is a challenging target bearing in mind that subsidised affordable housing provision in the mid-1990s was boosted by the substantial housing association scheme at Furze Lane, Godalming (see paragraph 6.21). The target will be reviewed in the light of any changes in the availability of housing land or finance during the Plan period.

6.35 The target of 300 subsidised affordable dwellings represents 140% of the overall level of provision of 214 units set out in H1 and 46% of the potential supply of 690 dwellings identified in paragraph 6.16. In comparison, between 1991 and 2000, subsidised affordable housing made up only 19% of dwellings built in Waverley.

6.36 It is impossible for this target to be met solely through the planning mechanisms set out in policies H5 and H6. Excluding sites with existing planning permission and small sites, the estimated supply of housing identified in paragraphs 6.15 and 6.16 amounts to only 128 dwellings. Even if 100% of these were subsidised affordable housing, there would be a substantial shortfall from the target of 300 dwellings.

6.37 The Council, in its role as housing authority, will therefore continue to explore alternative means of delivering affordable housing, including changes in tenure within the existing stock. Notwithstanding this, PPG3 stresses that planning mechanisms are an essential part of the Council's strategy of meeting local housing needs. Policy H5 sets out the approach that will be followed in negotiating the inclusion of subsidised affordable housing within private developments. The objective is to secure at least 30% of dwellings on appropriate sites in this form. On some sites it may be possible to secure a higher proportion of subsidised affordable housing. It is considered that this level of provision is reasonable and will ensure that a development caters for the range of housing needs which have been identified in Waverley. On the very smallest sites which are subject to Policy H5, the objective is to secure at least one subsidised affordable dwelling.

POLICY H5 – Subsidised Affordable Housing within Settlements

~~On those sites within settlements which fall within the threshold criteria set out in paragraph 6.41, the Council will negotiate with developers and landowners to ensure that at least 30% of the number of net new dwellings provided are in the form of subsidised affordable housing as defined in paragraph 6.30. Within those schemes subject to the criteria of paragraph 6.41 and which comprise a density of residential development of 40 units per hectare or more, the number of net new dwellings provided in the form of subsidised affordable housing shall be at least 25% of the total. The scale of provision on individual sites will depend on the characteristics of the site, market conditions and other considerations.~~

~~On suitable sites in circumstances where it is not desirable to incorporate subsidised affordable housing within a scheme, the Council may accept commuted payment towards the provision of subsidised affordable housing on an alternative site.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

6.38 Circular 6/98 indicates that plans should take account of site size, suitability and the economics of provision. It goes on to state that, in settlements with a population of more than 3000, developments of fewer than 25 dwellings or less than one hectare should not normally be required to include affordable housing unless there are exceptional local constraints. Even then, the threshold should be no smaller than developments of 15 or more dwellings, or sites of 0.5 or more hectares. For villages with fewer than 3000 population Circular 6/98 allows an appropriate threshold to be adopted, based on assessments of local need and the available supply of land for housing.

6.39 The use of the thresholds advocated in Circular 6/98 would severely restrict the contribution that Policy H5 could make towards meeting the Community's need for affordable housing. This is because the majority of housing sites available in Waverley are small. Of new planning permissions for residential development in the 12 years to April 2000 there were only 17 schemes involving 25 or more dwellings and only 39 schemes involving 10 or more dwellings. This will increasingly be the case as the supply of large sites within the settlement areas dwindles. The site thresholds indicated in Circular 6/98 would therefore create very few opportunities to negotiate an element of subsidised affordable housing during the plan period to 2006.

6.40 The Council has had regard to the guidance in Circular 6/98 as to matters which may justify setting lower thresholds. In particular:-

- the number and types of households in need of affordable housing (paragraphs 6.27, 6.30);
- the size and amount of suitable sites that are likely to be available for affordable housing (para 6.39) and how these relate to levels of need (para 6.35);
- the supply and suitability of existing affordable housing (figure 6c); and
- the relationship between the objectives of the Council's Housing Strategy and the Local Plan (paras 6.13, 6.37).

6.41 In order that a significant contribution to the community's needs for affordable housing can be achieved, the Council has concluded that the exceptional local circumstances in Waverley warrant the application of the lowest thresholds advocated in Circular 6/98. In settlements of over 3,000 population⁽⁵⁾, the threshold for applying Policy H5 is developments involving 15 or more net new dwellings or sites of 0.5 ha or larger. In the smaller settlements the policy will apply to developments of five or more net new dwellings or sites of 0.2 ha or larger. Analysis of planning permissions granted in the ten years to April 1998, indicates that this threshold will bring developments involving approximately 60% of all new dwellings within the scope of the policy. This will significantly increase the opportunities to meet the range of housing needs which exist in the Borough.

6.42 The nature and scale of provision of subsidised affordable housing on individual sites will be a matter for negotiation between the Council and developers. The starting point

will be the objective of acquiring serviced building land free of charge. This will enable the provision of shared-ownership housing or, with an input of public subsidy, affordable housing for rent. Priority will be given to the provision of subsidised affordable housing on a development site, but where this is not practical or desirable, it may be acceptable for a commuted payment to be made in order to fund the provision of affordable housing on another site either through new build or through the purchase of open market housing by a Registered Social Landlord. The Council will take account of a range of factors including extraordinary costs associated with the development of a site; the availability of public subsidy; the availability of a site on which the appropriate amount of affordable housing can be secured; the proximity of local services and facilities and access to public transport; and any other planning objectives for the site that need to be given priority.

6.43 Policy H5 will be applied to all development sites which exceed the thresholds set out in paragraph 6.41. Where such sites are sub-divided, the Council will normally expect each subdivision or smaller development to contribute proportionally towards achieving the amount of subsidised affordable housing which would have been appropriate on the whole or larger site.

6.44 The Council considers that it would be inappropriate to seek subsidised affordable housing as part of developments on sites of less than 0.4 ha which meet a recognised need for specialised sheltered housing for the elderly or for people with disabilities. On larger sites, the Council will seek to secure a mix of dwelling types and an element of subsidised affordable housing will be sought.

Land at Bourne Mill, Farnham

6.45 In his report following the Local Plan Inquiry the Inspector identified that the site at Bourne Mill, Farnham "would allow for the worthwhile use of a modest area of land" which "should be used residentially, and for social housing". The Inspector cites reasons of need, proximity to Farnham town centre and shape, location and extent of the land as reasons to justify his recommendation that social housing should be the preferred option. The area of land which the Inspector identified has therefore been excluded from the C2 and C5 notations.

6.46 The Inspector did not specify the proportion of social housing that the site should accommodate, however it is clear he had in mind that the majority of housing on this site should be for social housing purposes. The Council therefore considers that it would be reasonable to secure 60% subsidised affordable housing on this site.

6.47 The Inspector noted that the site is highly prominent and that a "green sward" should be preserved along the road boundary to protect the visual amenity of the eastern approach to Farnham town centre. He therefore indicated that an area of communal landscaping and amenity space should be included within the area to the east of the stream. This will not only require the submission of landscaping and planting proposals, but will also require a woodland/landscape management scheme (of no less than 20 years) which takes account of the semi-natural rural character of the area and the wildlife within it. He also considered that the area for development should be accessed from the west (i.e. from the Roman Way estate).

6.48 In addition, there are a number of matters which will have to be taken into account in the consideration of any development proposals. Firstly, the site is subject to two Tree Preservation Orders and a Forestry Commission Restoration Order. Secondly, the land is low lying and waterlogged and, because there are significant differences in level between the site and the land to the west, access is not straightforward. Thirdly, the site contains an important Grade II listed building (Bourne Mill) and a site of archaeological interest. The following site-specific policy takes account of all these issues.

POLICY H5A – Subsidised Affordable Housing at Bourne Mill, Farnham

Land to the north of Bourne Mill identified on the Proposals Map may be developed primarily for subsidised affordable housing purposes subject to the requirements of Policy H4 and to the following:

(a) not less than 60% of the units shall be subsidised affordable housing units;

(b)	any proposal for subsidised affordable housing development shall be supported by a Registered Social Landlord and a full financial appraisal taking account of the difficulties of developing the site;
(c)	any proposal for the development of the site shall include provision for communal landscaping and amenity space;
(d)	the submission of detailed proposals for dealing with the waterlogged nature of the site, including land drainage and the retention of the pond;
(e)	the submission of a flood-risk/run-off assessment to determine the potential flood risk to the development, the likely effects of the development on flood risk to others, whether mitigation is necessary, and if so, whether it is likely to be effective and acceptable;
(f)	the submission of an ecological assessment of the site to identify any rare, declining, protected or otherwise important flora, fauna or habitats within the site; assess the importance of that interest at a local level; identify the impacts of the scheme on that interest; propose mitigation for any adverse ecological impacts; and propose enhancement measures to help improve the value of the site for wildlife;
(g)	the submission of satisfactory detailed access arrangements;
(h)	the submission of a tree protection scheme to show how the existing trees on the site will be protected during and after construction;
(i)	the submission of detailed landscaping and planting proposals to provide for a high measure of screening for the area of land between the development site and the road boundaries together with a woodland/landscape management scheme setting out long term aims, methodology and responsibilities;
(j)	the submission of detailed proposals to demonstrate that the proposed development will not have an adverse impact on the setting of the Grade II Listed Bourne Mill or the site of archaeological interest; and
(k)	the County Council advises that local schools are close to capacity. The County Council will therefore seek to secure, through a planning obligation, a financial contribution from potential developers to assist in the provision of local school places.”

Subsidised affordable housing in the Green Belt and Countryside beyond the Green Belt

6.49 PPG3 on Housing identifies the particular difficulties which can be faced in securing an adequate supply of affordable housing to meet local needs in rural areas. It sets out the 'rural exceptions' approach which can be used to provide subsidised affordable housing on sites which would not otherwise be released for housing. The mechanism is intended to secure land at a substantial discount.

6.50 This approach was set out in Policy HS3 of the 1993 Local Plan which, to date, has enabled subsidised affordable housing to be built in Alfold (12 dwellings for rent); Tilford (four dwellings for rent and four for shared ownership), Dunsfold (eight dwellings for rent and four for shared ownership) and Hambledon (three dwellings for rent and two for shared ownership). Further schemes are under consideration in a number of villages throughout the Borough.

6.51 The viability of rural communities, including facilities such as village schools and shops, relies on a balanced housing stock which includes accommodation for young people and households on lower incomes. House prices in the rural areas are substantially higher than elsewhere in Waverley and the DCA study concluded that "the vast majority of new households would not be able to purchase in the rural areas". This is compounded by the sale of Council housing under the 'Right to Buy' legislation which has reduced the amount of rented accommodation in the rural areas. The rural exceptions approach therefore has an important contribution to make in the rural areas, particularly as very few development opportunities will arise which are large enough to include subsidised affordable housing under Policy H5 (in the ten years to April 1998, there were only 16 planning permissions in rural areas which involved five or more dwellings).

6.52 PPG3 indicates that, in the countryside, including that within the Green Belt, exceptions should only be permitted within or adjoining existing settlements. This approach is applied to the Rural Settlements identified in Policy RD1. There are few potential development sites within these villages. Most of the open spaces within the settlements make an important contribution to their character and are protected by Policy BE1 (Important Green Spaces). Those sites within the settlements which do have some development potential also have 'hope value' which makes them too expensive for subsidised affordable housing unless there is a philanthropic landowner. It is also recognised that some sites appropriate for rural housing exceptions may not physically adjoin a particular settlement. For these reasons, Policy H6 may allow, in exceptional circumstances, sites which do not adjoin those settlements, but are very closely related to them in character, appearance and location.

POLICY H6 – Subsidised Affordable Housing in the Green Belt and Countryside Beyond the Green Belt

~~In exceptional circumstances, where the Council is satisfied that there is a genuine local need for subsidised affordable housing as defined in paragraph 6.30 of this Plan, and which cannot be met in some other way, some small scale housing development may be permitted on sites which are within or adjoin the rural settlements listed in Policy RD1. Very exceptionally, sites which are very closely related to those settlements in character, appearance and location, but outside their developed limits (where defined on the Proposals Map), may also be acceptable for such a form of development. This exception is subject to the provisions that:-~~

- ~~(a) the site has adequate access to services and amenities, including shops and public transport;~~
- ~~(b) the development is small scale and respects the form and character of the village and would not materially harm the character of the countryside; and~~
- ~~(c) all of the dwellings are subsidised affordable housing and management arrangements exist to ensure the dwellings remain available on this basis to local people in perpetuity.~~

~~Dwellings approved in Rural Exception Schemes will be excluded from short term land availability calculations, but once completed, will count towards the overall planning requirements given in Policy H1 and H5.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

6.53 Rural exceptions schemes take considerable time and resources to bring to fruition. The key to success is a close partnership between the Parish Council, Borough Council, landowner and Housing Association. In its role as an enabler of subsidised affordable housing provision, the Borough Council offers guidance and support in progressing specific proposals. The decision on whether to release land for subsidised affordable housing is essentially a matter for local judgement and the Borough Council is unlikely to support a development proposal unless it is backed by the Parish Council.

6.54 The starting point for any scheme is a rigorous assessment of housing needs in the Parish. This will usually involve a survey of the needs of individual households.

6.55 If there is a clearly identified housing need it will be necessary to identify a suitable site for a development. This should be within or closely related to the existing built up area of the Rural Settlement and should minimise the visual impact on the countryside. Isolated developments in open countryside will not be permitted. In order to minimise the cost of the development and to reduce the need for residents to travel by car, the site should have good access to services and infrastructure and be accessible by public transport. If an acceptable site is not available, the exceptions approach will not be appropriate.

6.56 The composition of the development in terms of dwelling size and type should reflect the nature of identified local needs. The financing of the proposal must demonstrate that the eventual cost to the occupiers will enable this need to be met. In general, the number of units provided should be less than the identified needs to ensure that local demand remains sufficient to keep the dwellings occupied. In any event, the exceptions approach is intended to allow only small scale developments of up to ten dwellings.

6.57 Housing provided under the rural exceptions approach must serve only the identified local need for subsidised affordable housing. Open market housing, even if used to generate cross-subsidy, will not be permitted.

6.58 The design and layout of the development should comply with the policies in Chapter 2 on Development and, in particular, should utilise local building styles and materials which reflect and reinforce the distinctiveness of the settlement.

6.59 It is essential that, once subsidised affordable housing is provided, it remains available to local people in perpetuity. The main way in which this can be done is to involve a Registered Social Landlord in the management of the housing. In addition, the Council will use planning conditions and/or an appropriate legal agreement to ensure that local needs are given priority when dwellings are allocated. The precise restrictions to be imposed will be a matter for negotiation. However, they will usually limit occupation of the dwellings to certain categories of people in housing need, including:-

- (a) existing residents needing separate accommodation in the area (newly married couples, people leaving tied accommodation on retirement);
- (b) people whose work provides important services and who need to live close to the local community;
- (c) people who are not necessarily resident locally but have long-standing links with the local community (eg. elderly people who need to move back to a village to be near relatives).

6.60 First priority will be given to people in housing need from within the Parish or having strong connections with the Parish. In the event that no such household is available, people from adjacent rural parishes in Waverley would be considered first before opening up eligibility to the whole of the Borough.

6.61 The 1996 Housing Act introduced the Grant Purchase Scheme which effectively extends the Right to Buy to housing association tenants. However, in response to concerns over the impact that this could have in rural areas, those parishes and rural parts of parishes with a population of less than 3,000 people have been exempted. Similar arrangements are in place in relation to shared ownership schemes in settlements with less than 3,000 people where it is acceptable to restrict 'staircasing' (whereby occupants purchase additional equity) to 80% of full ownership.

Special Needs Housing

6.62 PPG3 (Housing) encourages Local Plan policies which facilitate the provision of housing to meet the needs of specific groups including young single people, students, the elderly (especially the frail elderly), the disabled (including people with learning difficulties or mental health problems), the homeless, rough sleepers, key workers, those recovering from an addictive illness and women at risk, including those with children.

POLICY H7 – Special Needs Housing

~~Proposals for the provision of supported housing for those with special needs will be encouraged, subject to other Plan policies. Such developments will be acceptable in principle in residential areas and other locations within towns and settlements. In most cases, and where the Council requires it, an Agreement or Unilateral Undertaking made under Section 106 of the Act will be required in respect of the restricted tenure or occupation of the development before planning permission will be granted.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Existing Stock of Residential Land and Buildings

Retention of residential land and buildings

6.63 The amount of land available for new residential development is tightly constrained by the strategic and environmental policies which apply in Waverley. The most important part of meeting the future housing needs of the Borough is through making best use of existing dwellings. It is, therefore, essential that the existing housing stock is retained.

Policy H8 – Retention of Residential Land and Buildings

Development involving a net loss of existing or proposed residential accommodation or land will not be permitted. Where redevelopment of existing housing is proposed, it should be replaced with a number of units at least equivalent to that currently on the site.

6.64 Exceptions to this policy may be made to allow provision of small scale social and community uses such as doctors' surgeries provided they are suitably located and accessible to the population they serve. Also, in exceptional circumstances, alternative uses for residential accommodation may be allowed where a satisfactory residential environment cannot be maintained or achieved.

6.65 Policy TC1 (Town Centre Uses) emphasises the importance of retaining and reinstating residential accommodation within town centres.

Conversion and sub-division of buildings within settlements

6.66 The conversion of non-residential buildings to residential use, and the sub-division of existing dwellings can provide opportunities to create small residential units with relatively little impact on the visual character of an area. All proposals need to be carefully assessed in order that individually or cumulatively with other similar proposals, they do not result in unacceptable disturbance to the established residential character of the area. Policy RD4 (Large Country Houses) sets out the considerations which apply to proposals for sub-division of dwellings in the rural areas. Proposals involving conversion or sub-division of Listed Buildings will be considered in the context of the policies set out in Chapter 5 (Historic Environment).

POLICY H9 – Conversion and Sub-division

Within settlements, the sub-division of dwellings or the conversion of non-residential buildings into small residential units will be encouraged. In considering such proposals, the Council will have regard to the effects of the development on the character and appearance of the area and the building itself, its impact on the occupiers of adjoining and nearby dwellings and the provision of car parking. In appropriate cases, such as where on-street car parking spaces are usually available close to the site, the Council's normal standards may be relaxed. In all cases the maximum density of development possible will be encouraged, consistent with all other material considerations.

Extension of dwellings within settlements

6.67 Extending a house is an important way in which it can be adapted to meet the needs of a household. For instance, for a growing family it is generally cheaper and less disruptive to add an additional bedroom than it is to move to a larger property. Proposals for extensions do however raise a number of important planning considerations including:-

- (a) the appearance of the house and its impact in the street scene/countryside;
- (b) impact on the amenities of neighbouring properties including daylight and privacy.

6.68 These issues are covered by Policy D4 which deals with design and layout of new development. Further guidance is set out in the Council's supplementary planning guidance on Residential Extensions. A particular concern is to avoid a terracing effect resulting from the side extension of properties. In order to avoid this, a reasonable distance should be maintained between the extension and the plot boundary. This has the added benefit of allowing access and maintenance.

6.69 Proposals for extensions to dwellings within the Green Belt and Countryside beyond the Green Belt raise additional considerations since these are areas where there is a general presumption against most forms of built development and where restraint over extensions is supported by Government policy guidance. These issues are covered by Policy RD2 on the Extension and Replacement of Dwellings in the Countryside.

Amenity Space Within Residential Developments

6.70 It is important that the Plan's objective of maximising the development potential of sites within settlements does not result in a poor environment and quality of life for residents. Adequate amenity space including, where appropriate, children's play space is essential.

6.71 The following policy is intended to ensure that residential development accommodates adequate space to serve the functional and recreational needs of residents. It does not relate to areas of landscaping such as planting for visual amenity or screening purposes, which are referred to in Policy D4 (Design and Layout) or to areas of car parking.

POLICY H10 – Amenity and Play Space

~~Residential development will incorporate amenity space adequate to meet the needs of residents. In particular,~~

- ~~(a) each dwelling should have access to a usable outdoor area;~~
- ~~(b) development incorporating dwellings suitable for family occupation should make appropriate provision for children's play.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

6.72 The nature of the outdoor space required will vary according to the development in question. As a minimum, the usable outdoor area referred to in criterion (a) of Policy H10 relates to an area of garden, yard or terrace sufficient to sit out in or to dry clothes. Consideration also needs to be given to suitable areas for storing bicycles and refuse bins. For developments of flats or maisonettes, this outdoor space may be for communal use rather than as private gardens. However, such space should be designed so that it is "defensible", clearly belonging to the residents of the development rather than being accessible to the public at large.

6.73 Some exceptions may be necessary, for example, where residential accommodation is desirable under other policy objectives but the provision of outdoor space is not practicable. This may include flats created above shops in town centres.

6.74 The Council does not set rigid standards for garden sizes since Government guidance (PPG 3) makes it clear that this is, for the most part, a matter for the marketing

judgement of developers. However, gardens provide important separation between properties helping to ensure that overlooking, loss of light and other disturbance are minimised. The necessary length of garden will depend on the nature of the site, including its topography and the existence of trees, and on the existing pattern and density of development in the locality.

6.75 The size of gardens is also relevant in considering the needs of children. Whilst dwellings with rear gardens of 35 sq m or less may be marketable in an area of high demand such as Waverley, they provide adequate space only for very young children to play. The provision of suitable children's play space is therefore particularly important in developments where children are likely to be present but where private gardens are small.

6.76 The National Playing Fields Association (NPFA) is the recognised authority on children's play requirements. It recommends minimum standards for outdoor playing space totalling 2.43 hectares (6 acres) per 1,000 population⁽⁶⁾. This includes playing fields and pitches for youth and adult use together with equipped children's playgrounds and informal play space for children within housing areas. The standards relating to children's playgrounds and play spaces equates to between 6 and 8 square metres of play space per person.

6.77 The NPFA differentiates play areas designed to meet the needs of children of different age groups. The smallest facilities are Local Areas for Play which should be provided in all developments of 15 or more dwellings. These facilities are targeted at 4 to 6 year olds. Developments of 50 or more units should provide a Local Equipped Area for Play catering mainly for accompanied children from 4 to 8 years of age. The largest facility is a Neighbourhood Equipped Area for Play targeted at unsupervised children between 8 and 14 years. The NPFA makes a number of detailed recommendations relating to the size, siting and design of these children's play facilities, including measures required to protect the amenities of neighbouring residential properties.

6.78 The Council will use the NPFA standards as the starting point for considering the appropriate provision of children's play space in residential developments in Waverley. It is important that the location and design of play spaces minimises the amount of disturbance to neighbouring residential occupiers.

6.79 With the exception of dwellings specifically designed for single people, elderly persons or other households where no children will be present, developers will be required to demonstrate that their proposals take account of the play needs of children. Wherever possible, developments should incorporate Local Areas for Play designed in accordance with NPFA standards. Where play space is to be incorporated within a development, the applicant may be required to demonstrate provision for long term management.

6.80 Very few housing developments in Waverley exceed the 50 unit threshold where larger scale play facilities would be required on site. However, all family accommodation can generate a requirement for children's play space. Small scale residential development can therefore cumulatively, and in combination with existing development in the area, give rise to a need for improved play space provision. In determining how this need should be met, consideration will be given to the availability, quality and level of usage of existing play space and equipment within a 400 metres walk of the site. If such existing provision can be safely accessed by children from a proposed development without crossing main roads or other barriers, it may be adequate to meet the needs generated by the new development. Alternatively, it may be appropriate for a developer to contribute towards the improvement of existing play space or equipment, or of pedestrian access, in order to meet the increased demand resulting from the development. Supplementary planning guidance will be prepared to amplify this approach.

Gypsies and Other Travellers

Gypsy Sites

6.81 The Court of Appeal has held that the term "gypsies" means "persons who wandered or travelled for the purpose of making or seeking their livelihood and did not include persons who moved from place to place without any connection between their

movement and means of livelihood"⁽⁷⁾. All references to gypsies in this Plan are references in this sense.

6.82 The existing gypsy sites in Waverley are shown on the Proposals Map. The provision in Waverley is, at present:-

		Pitches	
Caravans			
Hill Tops, Alfold	Private	3	5
New Acres, Alfold	Private	35	50
Lydia Park, Bramley	Private	22	55
Rushett Common, Bramley	Private	1	3
Burnt Hill, Dunsfold	Private	8	8
Borough Farm Rd, Milford	Private	2	4
Rodborough Common, Milford	Private	6	12
The Willows, Runfold	SCC	10	20
Tongham Rd, Runfold	Private	1	2
	Total	88	159

6.83 With the exception of the one small site at Borough Farm Road, (which is accepted as a "tolerated site") all sites have planning permission. Apart from The Willows all the sites are privately owned by gypsy families. The Willows, Runfold is a County Council site.

6.84 Following the approval of the Lydia Park site by the Secretary of State, the above sites are considered to represent adequate provision for gypsies in Waverley.

6.85 The Criminal Justice and Public Order Act 1994 and Circulars 1/94 and 18/94 changed fundamentally Government policy towards gypsies. Whereas prior to 1994, the responsibility for the provision of sites lay primarily with County Councils, this responsibility now lies primarily with the gypsy community itself. Gypsies are now encouraged to acquire their own land and develop their own sites in consultation with Local Authorities. For their part, Local Authorities are encouraged to develop criteria-based policies to assist gypsies in identifying suitable locations.

6.86 The following policy aims to ensure that provision is made within Waverley for the accommodation of gypsies consistent with their needs and lifestyle having regard to the policies of the Surrey Structure Plan and other policies in this Plan and to the provisions of the Criminal Justice and Public Order Act 1994 and related Government advice contained in Circulars 1/94 and 18/94.

POLICY H11 Gypsy Sites

~~The gypsy sites shown on the Proposals Map will be safeguarded for gypsies.~~

~~Proposals for new sites and for additional development on the existing sites will only be acceptable where they are consistent with other policies in this Plan and where:-~~

- ~~(a) the development is for the stationing of caravans for gypsies at an appropriate scale of provision for settled occupation or as a temporary stopping place;~~
- ~~(b) the site has adequate electricity and water supplies and proper arrangements can be made for the disposal of waste water and sewage.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

6.87 In implementing this policy, the Council will ensure that:-

- (a) the development would not conflict with policies for the Green Belt, the countryside beyond the Green Belt or the Farnham/Aldershot Strategic Gap;
- (b) the development would not conflict with policies which aim to protect areas of high amenity value, nature conservation interest or ecological or geological value;
- (c) the development would not have a significant impact on the environment or character of the locality and can be made compatible with the character and appearance of the surrounding area through appropriate landscaping and screening;

(d) the site has proper and safe vehicular access to a highway and adequate on-site parking and turning facilities.

6.88 Conditions will normally be imposed on any planning permission limiting:-

- (a) the occupation of the site to gypsies for residential purposes only;
- (b) the number of pitches;
- (c) the occupation of each pitch to one gypsy family only;
- (d) each pitch to no more than one mobile home as statutorily defined;
- (e) the gross floor area of the caravans and mobile home to be accommodated on each pitch;

Appropriate landscaping and planting conditions will also normally be imposed.

6.89 Permission will not normally be granted for proposals which involve the use of any part of the site for commercial or industrial activities, the dismantling of cars or other vehicles or the storage or sale of scrap or the sale of cars or other vehicles.

Sites for other Travellers

6.90 There are two sites in the Borough with planning permission for use by travelling showmen. In the five years to 1998 there have been no proposals for further development on these sites nor have there been any proposals for new sites. It is, therefore, not considered necessary for the local plan to include specific policies for travelling showmen. Proposals for new sites or for additional development on the existing sites will only be acceptable where they are consistent with the policies included in this Plan.

6.91 There are no sites in the Borough for New Age Travellers. The twice yearly counts of gypsies and travellers do not indicate that there is any need for the provision of any further sites for travellers.

Community Facilities

Retaining existing community facilities

6.92 The range of community facilities is an important aspect of the quality of life enjoyed in Waverley. The provision of cost-effective services has tended to result in pressures for centralising facilities onto a limited number of sites mainly within the larger settlements. This can be a positive thing where it results in improvements in the quality of services and facilities available. However, it is important to maintain a spread of facilities across the Borough to meet the day-to-day needs of residents. Localised facilities such as village schools, doctors' surgeries, village halls and day centres can form a focus for community life and they are particularly important to older and less mobile people.

6.93 The Local Plan is concerned solely with the way in which land and buildings are used. It cannot be used to prevent the closure or cut back of existing facilities, but clear land-use policies can influence the decisions of service providers. The objective of Policy CF1 is to protect existing facilities which are of recognised local value from proposals for alternative forms of development. This is particularly important in view of the difficulties in funding new facilities.

POLICY CF1 – Retaining Existing Community Facilities	POLICY NO LONGER IN EFFECT
<p>The redevelopment or change of use of land or buildings providing community facilities will not be permitted unless:</p> <p>(a) it can be demonstrated that the need for the facility no longer exists and no other community facility can be accommodated on the site; or</p>	<p>From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.</p>

~~(b) adequate alternative facilities are provided at locations readily accessible to the population served.~~

~~The redevelopment or change of use of part of a site will be permitted where enhanced community facilities are provided on the remainder of the site.~~

6.94 Decisions on the optimum means of delivering community services are essentially matters for the service provider. However, in considering proposals involving community facilities, the Council will expect to see evidence that the community has been consulted and, where appropriate, has participated in formulating the proposals.

6.95 Where buildings used for community purposes become redundant, the Council will prefer to see that they are used for another community purpose. An alternative use for such buildings may be acceptable provided it is compatible with the character and environment of the area and that it has been demonstrated that all reasonable efforts have been made to dispose of the building for another community use. Preference will be given to proposals which include subsidised affordable housing.

6.96 The Council will support the rationalisation of existing sites in community use provided that this will enable the improvements of facilities and services which are provided.

Provision of new community facilities

6.97 The Council will support the efficient use of existing community facilities, where appropriate, by buildings being shared by a range of uses. However, there will be situations where identified needs can only be met through the provision of new buildings. For example, a new library and a day centre are required in Haslemere. Policy CF2 sets out the criteria against which proposals for new community facilities will be assessed.

6.98 The provision of medical and health services is likely to be most appropriate in town and village centres and locations where there is convenient public transport and which are close to a pharmacy. Such facilities may also be acceptable in residential areas on sites where the use would not have a significant impact on nearby residential properties. In residential areas, rear garden parking will often be inappropriate because of the likely adverse effect upon adjoining neighbours. It will normally be expected that on-site car parking is achieved to the appropriate standard in an environmentally acceptable way.

6.99 Where a significant new public building such as a community centre is to be built, the aim will be to ensure high quality design which will create a landmark for the community it serves. The Council will encourage flexible layouts in new buildings so as to maximise the range of community facilities which may take place. Proposals should demonstrate how local views and concerns have been taken into account in designing the facility.

POLICY CF2 – Provision of New Community Facilities

Within the settlements defined on the Proposal Map, planning permission will be granted for the development, expansion or change of use of premises for community facilities provided that:-

- (a) the scale of the development is appropriate to the needs of the community and does not introduce a level of activity and disturbance which would detract from the character and amenities of the area;
- (b) the location of the development is readily accessible to the population served and its layout and design maximises accessibility to people with disabilities or mobility problems;
- (c) where buildings will house significant community uses they are of high quality design and create a landmark for the community which they serve.

In exceptional circumstances where the Council is satisfied that there is a genuine local need for new community facilities which cannot be met in any other way, some new community development may be permitted on sites

adjoining, or very closely related to in character, appearance and location, the Rural Settlements referred to in Policy RD1.

6.100 The Council has prepared an "Opportunities for All" strategy in order to identify areas of disadvantage currently experienced by Waverley residents across the various service sectors. This identifies the need for new community facilities. In addition, it is important that the views of local people are properly taken into account in determining both the needs of the community and the nature of any development proposals. The Council commends open and proactive approaches such as 'Village Appraisals', 'Planning for Real', and 'Action Planning', all of which have been employed in parts of the Borough.

6.101 Funding issues are frequently more important than land-use planning when proposals are being formulated. Restrictions on expenditure have reduced the ability of public authorities to fund new facilities. Attention has, therefore, turned to new funding opportunities. The Borough Council pro-actively seeks additional funding from outside sources and can offer advice and support to organisations. In some cases the Council, is able to offer partnership funding for projects.

6.102 Financial matters are not normally material planning considerations. The Council will, however, have regard to the benefits arising from a development proposal, which may include enabling the provision of a community facility.

6.103 There may be instances where a proposed development will result in pressure for new or improved community services and facilities. In such cases the Council may seek a planning obligation requiring the developer to contribute towards the necessary improvements. The approach to be taken in respect of planning obligations is set out in Policy D13.

6.104 There are many educational establishments in Waverley. These range from schools serving local communities to larger establishments such as the Surrey Institute of Art and Design University College in Farnham and independent schools such as The Royal School, Cranleigh School and Charterhouse which attract students nationally and internationally. The Council recognises the importance of these establishments and the expansion of existing schools and colleges will be supported provided proposals comply with Policy CF3.

POLICY CF3 – Educational Establishments

Proposals for new educational establishments or extensions and adaptations to existing establishments and associated facilities will be permitted provided that:

- (a) the development would not materially detract from the character and appearance of the establishment itself or the area in general; and,**
- (b) the existing level of residential amenity from factors such as excessive noise, overlooking or traffic congestion is not adversely affected where relevant; and,**
- (c) all other relevant Plan policies are complied with, particularly those relating to vehicular access, car parking, traffic movements, accessibility to public transport and those concerning developments within the Green Belt and the Countryside beyond it; and,**
- (d) a satisfactory Transport Plan relating to the development is submitted, if required.**

CHAPTER 7 – INDUSTRY AND COMMERCE

Introduction

- 7.1 Waverley's economy does not function in isolation. It functions as part of the wider Surrey economy as well as the South East regional economy. It lies close to the country's two major airports at Heathrow and Gatwick and within easy reach of London.
- 7.2 The broad approach adopted by the Local Plan is to ensure that new economic development takes place in a manner which complements and enhances the environment. The policies contained in the Plan set out the framework for new industrial and commercial development and identify site-related benefits which will be expected. In addition to policies which safeguard existing suitably located industrial and commercial land, the Plan promotes appropriate redevelopment and more intensive use of existing sites, and encourages opportunities for suitable new development.
- 7.3 In this Plan, industrial and commercial development includes uses within Classes B1-B8 of the Town and Country Planning (Use Classes) Order 1987 which includes offices, industrial, research and warehouse premises. It does not include retail premises or tourist related facilities such as hotels and public houses.
- 7.4 Changes in agriculture and the rural economy point towards greater emphasis on alternative uses of rural buildings and wider diversification of the rural economy. Policies relating to the appropriate adaptation and re-use of rural buildings and the diversification of farming activities are dealt with in Chapter 11.

Policy Background

- 7.5 *Regional Planning Guidance for the South East* (RPG9) published in 1994 indicates that a "reducing rate of economic and housing development is appropriate" in areas west of London, including Waverley. The guidance also indicates that one of the challenges facing the South East is to achieve development that is compatible with the objectives of sustainable development. This requires an approach which avoids damage to the environment. The strategy emphasises the contribution that existing commitments and redevelopment opportunities can play in achieving economic prosperity.
- 7.6 In March 2001 the Government published revised Regional Planning Guidance. The Local Plan is consistent with the overall thrust of this revised guidance.
- 7.7 The 1994 *Surrey Structure Plan* and the *Deposit Draft Replacement Structure Plan* (January 2001) reflect this strategic guidance. The Structure Plan's aims are to ensure that the economic needs are met within existing constraints. It emphasises the need to safeguard existing suitably located industrial and commercial land and encourages the redevelopment of existing suitably located sites to meet the needs of business.
- 7.8 The County's *Economic Strategy*, *Surrey Local Transport Plan* and the *Waverley Economic Opportunities Strategy* encourage and support economic development and diversity consistent with the Government's policy of reducing the need to travel.
- 7.9 It is within this context that the Local Plan aims to ensure that the wealth creating capacity of the Borough is fostered.
- 7.10 The Keynote Policy recognises that a healthy economy is essential to maintaining the environment and quality of life enjoyed in the Borough. The broad planning approach to economic development in Waverley is, therefore, one which seeks to ensure that new development takes place in a manner which complements and enhances the environment.

Objectives

7.11 The following objectives have been identified for the economic policies of the Local Plan:-

- a) retain and encourage existing employment opportunities;
- b) promote the economic benefits of the Borough without compromising its high quality environment; and
- c) complement the Economic Opportunities Strategy.

General Considerations

7.12 Proposals for industrial and commercial development must be considered within the national and strategic context and within the context of other policies within this Plan. The national and strategic context to which the following policy refers includes Regional Planning Guidance, the County Structure Plan, and the County Economic Strategy and the Local Transport Plan:-

POLICY IC1 – General Considerations

~~Proposals for industrial and commercial development, including change of use, will be permitted where the proposed development complies with other policies in this Plan. In considering such proposals the Council will have regard to:-~~

- ~~(a) whether any net loss of residential, leisure, shopping, community or other uses which contribute to the character or function of the locality would arise from the development and, if so, the importance of retaining these uses;~~
- ~~(b) whether the site is suitably located and is convenient for access to the public transport network and to local residents by walking or cycling.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Existing Industrial and Commercial Land

Safeguarding suitably located industrial and commercial land

7.13 As Waverley contains large tracts of high quality countryside subject to Green Belt and other constraints, the supply of land suitable for industrial purposes is limited. A key thrust of the Regional Strategy set out in RPG9 is to recognise the contribution that existing sites can play in achieving economic prosperity. This means that not only should existing industrial and commercial land be safeguarded to ensure that an adequate resource for future economic growth is maintained, but that appropriate redevelopment and more intensive use of existing sites should be promoted. The suitability of the location of employment sites and whether they are well located will be assessed against the criteria in Policy IC2 and against Supplementary Planning Guidance to be prepared by Surrey County Council.

7.14 The following three policies address these issues:-

POLICY IC2 – Safeguarding Suitably Located Industrial and Commercial Land

The loss of suitably located industrial and commercial land will be resisted.

Sites will be regarded as being suitably located where they meet one or more of the following criteria:-

- (a) the continued use of the site for commercial or industrial purposes would not have a materially adverse impact on the local environment or the amenities of nearby residents;
- (b) they lie within or close to residential areas which can provide a source of labour;
- (c) they are conveniently located to customers/markets and to other firms;
- (d) they are located where the highway network can satisfactorily absorb the traffic generated; and
- (e) they are conveniently served by public transport and/or are conveniently accessible from nearby residential areas by walking/bicycle.

Areas of suitably located industrial and commercial land over 0.4 hectares (1 acre) are identified on the Proposals Map.

In giving consideration to applications which conflict with this policy, the Council will require the applicant to demonstrate that there is no need for the site to be retained for employment purposes.

7.15 There are many small suitably located industrial and commercial sites in the Borough which have areas of less than 0.4 ha (1 acre). It is not possible to show these on the Proposals Map. Although they are not shown, they have, nonetheless, an important part to play in the local economy. These sites will be treated in the same way as the larger sites and include:-

St George's Yard, Farnham;
 Stephenson Engineering, Farnham;
 Berkeley House, Ockford Road, Godalming;
 Land adjoining Farncombe Station, Godalming.

7.16 There are some existing industrial and commercial sites which, because they are located in relatively isolated positions, often because of historical reasons, are not strictly "suitably located". Nonetheless, these sites are well-established. They play an important part in the local economy and provide a useful local employment opportunity, primarily for small firms. These include sites such as the Factory at Dippenhall. It is important that these sites are retained in industrial and commercial use, not only for the benefit of existing firms, but also for new or relocated firms.

POLICY IC3 – Well Established Industrial and Commercial Land

The loss of well-established industrial and commercial land shown on the Proposals Map will be resisted.

Well-established industrial and commercial land over 0.4 hectares (1 acre) is identified on the Proposals Map.

In considering proposals for the development of such sites for non-industrial/commercial purposes (including changes of use), the Council will have regard to the employment-generating potential of the land. The developer will be required to demonstrate, and the Council will have to be satisfied, that any potential for the use of the site for employment development has been thoroughly examined and that there is no demand as a viable option in this regard.

7.17 The Council will support proposals for the development/redevelopment of existing industrial and commercial premises where they do not conflict with other policies in this Plan. Particular care will be taken to ensure that proposals do not detract from the amenity and privacy of nearby residents, including natural light and privacy, noise disturbance and vibration.

POLICY IC4 – Existing Industrial and Commercial Premises

~~Other than where Policies IC6 to IC11 apply, the Council will support proposals for the development/redevelopment of existing industrial and commercial premises where they do not conflict with other policies in this Plan, particularly D1 and IC1, and where:~~

- ~~(a) the proposals do not detract from the amenities or privacy of nearby residents;~~
- ~~(b) the proposals are specifically designed for light industrial, research, offices and, in appropriate locations, general industrial uses, storage and distribution; and/or~~
- ~~(c) new starter units/workshops for small firms are proposed.~~

~~Where sites are located in or close to environmentally sensitive or residential areas, conditions may be attached to any planning permission restricting external storage, hours of use, external lighting, vehicle movements, etc.~~

~~Where proposals relate to an existing industrial and commercial site outside a settlement, the Council will support proposals which meet the above criteria and which:~~

- ~~(i) do not involve a material increase in bulk or floorspace over that which currently exists within permanent and substantially constructed buildings on the site;~~
- ~~(ii) do not occupy a materially larger area of the site than the existing buildings;~~
- ~~(iii) do not materially extend beyond the existing principal buildings into open land; or~~
- ~~(iv) do not have a materially adverse effect on the appearance of the countryside or the amenities of nearby properties;~~
- ~~(v) have no detrimental increase in traffic; and~~
- ~~(vi) can achieve satisfactory vehicular access.~~

~~Where appropriate, reduced car parking standards may be applied and conditions may be attached to any planning permission restricting changes of use to office uses.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Bad Neighbour Uses

- 7.18 For the most part, industrial and commercial uses are situated in locations or contained within buildings that do not affect adversely the amenities or environment of their surroundings.
- 7.19 Where industrial and commercial activities adversely affect the amenities or the environment of their surroundings, permission will not normally be granted for intensification or expansion. Where such “bad neighbour” uses wish to expand, they will be encouraged to move to the Coxbridge site at Farnham where provision is being made under Policy IC7 for the relocation of such uses.
- 7.20 Where the site meets the “suitably located” criteria in Policy IC2, but where the uses cause undue disturbance or loss of amenity, the Council will encourage the redevelopment of these sites for appropriate industrial and commercial development.

POLICY IC5 – Existing Bad Neighbour Uses

~~Where existing industrial and commercial sites are considered to be suitably located, but the specific activities taking place cause undue disturbance or loss~~

of amenity to neighbouring residential areas or environmentally sensitive areas, permission will not normally be granted for intensification or expansion. Such uses will be encouraged to move to the Coxbridge site at Farnham.

The Council will encourage the redevelopment of these sites for appropriate alternative industrial and commercial development which meets the criteria in Policy IC1 and other policies in this Plan.

Where these sites are located in or close to environmentally sensitive areas or residential development conditions may be attached to any planning permission restricting external storage, hours of use, external lighting, vehicle movement etc.

Employment Development Sites

7.21 Concern was expressed at the Issues Paper stage that employment land, particularly in Godalming and Farnham, had been lost to retail and housing. Concern was also expressed about the particular needs for managed workspace for starter/small businesses. Further studies indicate that the industrial and office premises which are currently available in the Borough are often in old and unsuitable premises. There are limited opportunities in Waverley for additional land for new employment development. The following sites have been identified for future industrial and commercial development.

Railway Yard, Wrecclesham

7.22 The former rail depot at Wrecclesham extends to some 8.58 hectares (21.2 acres). It lies between the Farnham-Alton railway line and the A31 Farnham Bypass. The site is steeply sloping with a fall of about 10 metres from the south east corner by the Farnham Business Park to the Farnham Bypass. The site has been levelled into a series of terraces with steep embankments in between. The embankment along the A31 is well-treed and forms part of the "Green Corridor" which is designated as an Area of Strategic Visual Importance.

7.23 Over the years there have been a number of planning applications for uses such as soil screening and concrete crushing, scaffolding depot, rail-borne aggregate depot, ready-mix concrete plant, etc., all of which have been refused. The only permission which has been granted is for a coal merchant's depot in 1984.

7.24 Thames Water indicates that the existing sewerage infrastructure is close to capacity. Further development on this site will, therefore, need to be supported by a full impact study in respect of both foul and surface water drainage.

7.25 Access to the site is a particular problem. The County Highway Authority advises that there is very limited potential for any additional traffic to use the existing access on Wrecclesham Road, not only because of the restrictions caused by the railway bridge, the operational overload on the A325 itself and the nearby houses, but also because of the limited capacity of the Coxbridge Roundabout.

7.26 It is not possible to create a new access from the site direct on to the A31, not only because of the impact on the trees and the Area of Strategic Visual Importance, but also because any access would involve "land-hungry" regrading to accommodate the changes of level which would severely reduce the land available for development.

7.27 The County Highway Authority advises that there is, in the short term, some potential for a limited amount of additional industrial and commercial floorspace at the eastern end of the site to be served through an improved and extended access through the Farnham Business Park. The amount of development that this part of the site can accommodate is therefore limited and will be dictated by the amount of traffic generated. A Transport Assessment and Travel Plan, incorporating facilities for cyclists and improved public transport, will be required as part of any development proposal.

7.28 In view of the limited capacity of the existing highway infrastructure, any development on the eastern part of the site will require off-site improvements to

improve traffic safety and traffic flow, including improvements to the pedestrian facilities over the railway.

7.29 In the longer-term the development of the western part of the site will require high quality improvements to improve traffic safety and traffic flow.

7.30 The prominent location of the site on rising ground will require particular attention being paid to the design and external appearance of any new buildings. Particular care and attention will also need to be paid to landscaping and the retention of trees within the site and to the visual impact on long-distance views.

7.31 A phased approach to the development of the site should be adopted whereby the eastern end located next to the Farnham Business Park is developed first, with access being achieved via the Farnham Business Park. Further long-term development of this site should not preclude residential development and should only take place when economic conditions are right to support the major infrastructural improvements and when business needs justify the further release of land. It will therefore be necessary for the developer to demonstrate that available premises/land do not meet the needs of identified businesses.

POLICY IC6 – Wrecclesham Railway Yard, Farnham

This site is suitable for development for industrial and commercial purposes.

Development of this site shall take place on a phased basis. Any proposal to develop any part of the site shall include a:

- (i) Transport Assessment;**
- (ii) Travel Plan;**
- (iii) full impact study in respect of both foul and surface water drainage.**

The eastern part of the site located next to the Farnham Business Park shall be developed first, with access being achieved via the Farnham Business Park. The amount of development which this part of the site can accommodate will be dictated by the traffic generated. Any proposal to develop this part of the site shall include off-site highway improvements, including improvements to the pedestrian facilities over the railway. Further development of the western part of this site, which may include an element of residential development, shall only take place in the longer term when the business needs justify the further release of land and the economic conditions are right to support major infrastructural improvements.

Particular care and attention shall be paid to:-

- (a) the design and external appearance of any new buildings;**
- (b) landscaping and the retention of visually important trees;**
- (c) the impact on long-distance views.**

Preferred uses include:-

- (a) light industry;**
- (b) research and development;**
- (c) offices;**
- (d) general industry.**

POLICY NO LONGER IN EFFECT

From 28th September 2007, following a Direction by the Secretary of State under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, this policy is no longer in effect.

Coxbridge Sand Pit

7.32 The former sand pit site at Coxbridge extends to some 7.7 hectares (19 acres). It lies in an attractive rural area, which has been designated as an Area of Great Landscape Value, to the west of the Coxbridge roundabout and to the north of the

A31. The eastern part of the site (extending to approximately 3.64 hectares/ 9 acres) has long been used for industrial and open storage uses and was identified in both the 1984 and 1993 Local Plans for "bad neighbour" uses relocated from elsewhere in the Borough or for new users considered essential to meet the needs of the Borough (Policy EM5). The Council sought to secure landscape improvements in the remaining (western) part through Policy RE12.

7.33 The site lies in a hollow created by the former sand pit and is screened on the southern boundary by a line of trees. A public footpath runs along the eastern boundary of the site.

7.34 A fully licensed waste transfer station was located on the site for about 30 years and the site is identified for such purposes on the County Council's Waste Local Plan. This use ceased in late 2001. Some new users have occupied parts of the eastern part of the site since 1984, but there have been no landscape improvements in the western part. The site generally remains untidy and under-used.

7.35 Access to the site is a particular problem. The County Highway Authority advises that the present access arrangements, which were achieved following the appeal on M & N Contractors' occupation of part of the site, are only suitable for the existing occupiers or low traffic generators. The County Highway Authority further advises that any substantial industrial or commercial development, which could include some non-conforming uses, will necessitate substantial off-site highway improvements which may include the closure of the existing gaps in the central reservation on the A31 and a roundabout at the River Lane junction to the west. A new access will have to be constructed into the site and the existing car sales operation fronting the A31 should be removed.

7.36 In order to ensure that the employment potential and benefits of the allocated site are available throughout the whole Plan period, a condition or planning obligation to secure the phasing of the development may be imposed or sought on any planning permission granted in respect of the site. The development should include an area of managed workspace designed specifically for small/starter businesses and an area reserved for "bad neighbour" development.

7.37 In view of the sensitive location of the site:-

- (a) particular attention shall be paid to the design and external appearance of any new buildings, and in particular there should be a restriction on the ridge height of any new development to ensure that it does not intrude over the embankments around the site;
- (b) any proposal shall include a comprehensive landscaping scheme for both the western and eastern halves of the site which shall include planting both within the site and on the embankments.

POLICY IC7 – Coxbridge, Farnham

This site is suitable for development for new industrial and commercial uses.

Any proposal shall include an area of managed workspace designed specifically for small/starter businesses and an area reserved for "bad neighbour" development.

Any proposal to develop this site shall be accompanied by a Transport Assessment and a Travel Plan, together with improvements to the access from the A31 and off-site highway improvements on the A31.

Particular care and attention shall be paid to the design and external appearance of any new buildings. No part of any new development on this site shall intrude over the embankments around the site.

Any proposal shall include a comprehensive landscaping scheme for the whole site to include planting both within the site and on the embankments.

B1 and B2 uses are acceptable subject to Policy D2 and to the identification of part of this site as a Waste Transfer Station in the Surrey Waste Local Plan.

Land at former Coal Depot, Catteshall Lane, Godalming

7.38 This area of vacant land, which measures some 1.53 hectares (3.78 acres), comprises one land holding. Much of the neighbouring land has been recently redeveloped or is currently being developed for employment uses. There are newly developed and well-established areas of housing close by. Planning permission has been granted and implemented for office and warehouse development and distribution of builders' materials (WA98/0716 refers).

7.39 There is limited opportunity for development additional to that which has already been permitted. If a more intensive form of employment development is proposed, it should be accompanied by a Travel Plan. The County Highway Authority indicates that any more intensive form of development of the site will require off-site highway improvements, particularly at the junction of Meadow with Catteshall Road.

7.40 In view of the prominent position of the site on the edge of the River Wey meadowlands and its proximity to existing residential development, not only should particular attention be paid to the external appearance and design of any new buildings, but also attention should be paid to the protection of the amenities and privacy of nearby residents.

7.41 The land at the former Coal Depot formed part of the old Godalming Wharf dating back to 1768. It was probably one of the largest on the Navigations and is of considerable historic and archaeological importance.

POLICY IC8 – Former Coal Depot, Catteshall Lane, Godalming

This site has been identified as forming part of an area of suitably located industrial and commercial land subject to Policy IC2 and is suitable for development for new industrial and commercial uses.

Proposals for more intensive forms of employment development than that already permitted shall be accompanied by:

- (a) a full impact study in respect of both foul and surface water drainage;**
- (b) a Travel Plan; and**
- (c) off-site highway improvements, particularly at the junction of Meadow with Catteshall Road.**

Particular attention shall be paid to the relationship of any new buildings to the River Wey and Godalming Navigations, to its historic and archaeological importance, to the preservation of the amenities and setting of the River Wey meadowlands, external appearance and design of any new buildings and to the protection of the amenities and privacy of nearby residents.

Preferred uses on the site include:-

- (a) light industry;**
- (b) research and development;**
- (c) general industry;**
- (d) warehousing;**
- (e) offices.**

Land at Catteshall Mill, Godalming

7.42 This island site between the River Wey and the Godalming Navigations measures some 0.67 hectares (1.66 acres). It comprises a group of former mill buildings of varying heights, some of which have historic merit.

7.43 The site has been used for general and light industrial purposes in the past and was last home to a furniture maker and a manufacturer of hydraulic machinery. Surrounding land to the north-east and to the south-east has recently been redeveloped for residential purposes.

7.44 Proposals for redevelopment of the site should be accompanied by a Travel Plan. The County Highway Authority indicates that any development on the site will require improvements to the alignment of Catteshall Road and off-site highway improvements, particularly at the junction of Meadow with Catteshall Road.

7.45 In view of the visually prominent position of the site on an island between the River Wey and the Navigation, and its proximity to existing residential development, particular attention should be paid to the external appearance and design of any new buildings and their relationship with the River Wey and to the protection of the amenities and privacy of nearby residents.

POLICY IC9 – Catteshall Mill, Godalming

~~This site has been identified as an area of suitably located industrial and commercial land subject to Policy IC2 and is suitable for development for new industrial and commercial uses.~~

~~The development potential of this site is limited by the poor alignment of Catteshall Road, the bridge over the River Wey and the inadequate junction of Catteshall Road with Meadow. Any major or substantial development/redevelopment proposal for this site shall be accompanied by:~~

- ~~(a) a full impact study in respect of both foul and surface water drainage;~~
- ~~(b) a Travel Plan; and~~
- ~~(c) off site highway improvements, particularly at the junction of Meadow with Catteshall Road.~~

~~Particular attention shall be paid to the preservation of the amenities, ecological value and visual setting of the River Wey and Godalming Navigations, the external appearance and design of any new buildings, their relationship to the existing buildings of notable historic merit, the Farncombe Boathouse complex, their relationship generally to the River Wey and the Godalming Navigations and to the protection of the amenities and privacy of nearby residents.~~

Preferred uses on the site include:-

- ~~(a) light industry;~~
- ~~(b) research and development;~~
- ~~(c) offices.~~

~~The Council will encourage the retention of the visually significant and important historic structures on the site within any proposed redevelopment.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Smithbrook Kilns

7.46 Smithbrook Kilns is an established industrial area on a former brickworks on the Guildford-Horsham Road (A281). The site extends to some 2.33 ha (5.75 acres) and lies within the Metropolitan Green Belt and an Area of Great Landscape Value to the west of Cranleigh. It contains some 55 small industrial, commercial and retail businesses employing some 200 people. The Council has resolved to grant permission for a further 1,675 sq m (18,000 sq ft) subject to a Highway Works agreement. As there continue to be limited opportunities for small businesses in the Borough it is important to retain this site for industrial and commercial purposes and in particular for small businesses.

POLICY IC10 – Smithbrook Kilns

This site has been identified as an area of suitably located industrial and commercial land subject to Policy IC2 and is suitable for development of 1,675 sq m (18,000 sq ft) for small scale industrial and commercial uses. Any further development shall:

- (a) only take place within the area designated on the Proposals Map;
- (b) be of a high standard of design and provide for a high standard of landscaping;
- (c) not result in a detrimental increase in vehicular traffic.

Floorspace shall not be combined together to form units larger than 250 sq m.

The development potential of this site is limited and proposals for further development of the site shall be accompanied by a Travel Plan.

Particular attention shall be paid to the external appearance and design of any new buildings, landscaping and the protection of the amenities and character of the area.

Cooper's, Chiddingfold

7.47 The Cooper's site at Combe Lane, Chiddingfold has been identified as a well-established industrial and commercial site subject to Policy IC3. The site lies within the Green Belt, the Area of Outstanding Natural Beauty and the Area of Great Landscape Value.

7.48 As there continue to be limited opportunities in the south central part of the Borough for employment development, it is important to retain this site for industrial and commercial purposes, not only for the existing firms, but also for new or relocated local firms.

7.49 Whilst there is limited opportunity within the site to accommodate any more development than that which already exists or for which planning permission exists, particular attention should be paid to the external appearance and design of any new/replacement buildings and to the protection of the amenities of nearby residents.

POLICY IC11 – Cooper's, Chiddingfold

~~This land has been identified as a well-established industrial and commercial site subject to Policy IC3 and is suitable for new industrial and commercial uses.~~

~~Proposals for more intensive forms of employment development than that already permitted shall be accompanied by a Travel Plan.~~

~~Particular attention shall be paid to the external appearance and design of any new/extended buildings and to the protection of the amenities and privacy of nearby residents.~~

~~Preferred uses on the site include:~~

- ~~(a) light industry;~~
- ~~(b) research and development;~~
- ~~(c) general industry.~~

POLICY NO LONGER IN EFFECT

From 28th September 2007, following a Direction by the Secretary of State under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, this policy is no longer in effect.

Dunsfold Aerodrome

7.50 Dunsfold Aerodrome is situated in the rural area beyond the Green Belt. The airfield was built during World War II by the Canadian Army as an emergency airfield. Military use ceased after the War and it was allowed to be used for civilian aviation uses subject to restrictions. The aerodrome is currently owned and was, until the end of the year 2000, operated by BAE Systems for the assembly, repair and flight testing of aircraft.

7.51 Planning permission has been granted for the permanent use of the site for the assembly, repair and flight testing of aircraft subject to conditions. There is no longer any requirement for the land to be returned to agriculture or its occupation restricted to BAE Systems.

7.52 In June 1999 BAE Systems announced that Dunsfold Aerodrome was to close at the end of the year 2000.

7.53 The aerodrome extends to 213.7 hectares (528 acres) and contains some 46,450 square metres (500,000 square feet) of buildings concentrated along the northern perimeter of the site. The principal access to the site is via Stovold's Hill, a single carriageway road running south from the B2130. The junction of Stovold's Hill with the B2130 is hazardous. There is a secondary access to the site on the south-eastern boundary through Compass Gate.

7.54 With over 1,000 employees employed at the site, BAE Systems (Dunsfold) was, until closure, the largest employer in Waverley.

7.55 A study was commissioned in 1999 to assess the economic, social and environmental impacts of the closure of aerodrome and to identify ways forward. The position regarding the future of Dunsfold Aerodrome continues to change. In view of this, it would be premature to include specific policies in the Plan. It may be appropriate that Planning Guidance supplementary to Policy C2 and/or a Planning Brief should be prepared at a future date.

Working From Home

7.56 Technological innovations and changing social habits mean that a growing number of people are able to work from home. This trend is welcomed as it can help reduce the need to travel. Where working from home is incidental to the residential use of the property, planning permission is not normally required. However, as a matter of fact and degree, in some circumstances planning permission may be required for the change of use of the dwelling (or part thereof) where more than one room or other accommodation is to be used for non-residential purposes or where staff are to be employed. Each case will be considered on its merits. The Council is anxious to maintain the quality of the environment of residential and other areas and, in consequence, care will be exercised in the consideration of proposals for the introduction of commercial uses into residential properties. In implementing this policy, the Council will give careful consideration to the consequences of proposals which involve the loss of useable residential space and private garages.

POLICY IC12 – Working From Home

The Council will exercise care in considering proposals for development or change of use to enable people to work from home. Proposals will be considered on their individual merits in the context of the general environmental policies and policies relating to the loss of residential accommodation set out in this Plan. Permission will not be granted where the proposal would:-

- (a) generate an amount of activity, including traffic movements and parking, which would be to the detriment of the character of the area and of the environment of people living locally; or
- (b) entail storage of materials/plant and machinery or storage or distribution of commercial goods.

Where appropriate, planning permission will be made subject to conditions or a legal agreement to ensure that the use is properly controlled. This may include making any planning permission personal to the applicant.

7.57 Policies which aim to sustain the economy of the rural areas of the Borough and promote the appropriate re-use of rural buildings are included in Chapter 11. These relate specifically to the adaptation and appropriate re-use of rural buildings for employment purposes and the diversification of farm activities.

CHAPTER 8 - SHOPPING

Introduction

8.1 The quality, range and accessibility of shopping facilities is important to the quality of life in Waverley. These facilities include "convenience" outlets selling day-to-day goods, such as groceries and newspapers, and "comparison" outlets selling durable goods, such as clothes and household goods. Chapter 9 sets out specific policies for the town centres and the wide range of uses which take place within them. This Chapter looks more broadly at retailing across the Borough. In addition to the town centres, this includes edge-of-centre and out-of-centre foodstores and retail warehousing, local shopping centres and facilities in the rural areas including village shops, farm shops, and garden centres.

The Town Centres

8.2 Shopping in Waverley is concentrated in the four main centres of Farnham, Godalming, Haslemere and Cranleigh. Although Cranleigh is the smallest of the four centres and considered to be a 'village', for the purposes of the Plan it is treated as a town centre.

8.3 Although the shopping centres are not large in a Surrey context (see paragraph 9.8), they provide a range of comparison shopping facilities and meet most day-to-day convenience shopping needs. Larger towns outside the Borough, such as Guildford and Horsham, attract Waverley residents, particularly for their range and quality of comparison shopping.

Modern foodstores and retail warehousing

8.4 The most significant retail developments since the 1993 Local Plan have involved food retailing. In Farnham, a Sainsbury's superstore (6,638 square metres gross floor area) has been built in an out-of-centre location and a Lidl supermarket (800 square metres gross floor area) on an edge-of-centre site. In Godalming, a Sainsbury's Superstore (4,500 square metres gross floor area) has been built on an out-of-centre site and Waitrose has relocated to a new town centre supermarket (3,405 square metres gross floor area). A new Tesco Supermarket (2,476 square metres gross floor area) has been constructed in Weyhill, Haslemere.

8.5 These new developments provide high quality retail facilities and have stemmed the flow of trade to stores outside the Borough. They have, however, taken an increasing share of convenience shopping expenditure, adding to the pressures on smaller retailers. Proposals for additional floorspace will be rigorously assessed against the policies set out in this Plan. Any proposals for additional floorspace in retail warehousing facilities will also be rigorously assessed against the policies set out in this Plan.

8.6 In addition to these food retailing facilities, limited retail warehousing developments have taken place in both Farnham and Godalming. Both of these incorporate DIY stores, a need for which was identified in the 1993 Local Plan.

Local Centres

8.7 In addition to the four town centres, there are, within the built up areas, a number of smaller centres comprising mainly convenience shops such as newsagents, supermarkets and pharmacies, together with non-retail uses such as banks and restaurants. Farncombe in Godalming, the Ridgeway in Farnham and Beacon Hill in Haslemere are examples of this type of centre.

Shops in Rural Areas

8.8 Village shops play a vital economic and social role in the rural areas. Villages situated on busy main roads benefit from passing trade and are able to support a range of shopping facilities. For example, Bramley and Milford have a sizeable number of shops. Other, quieter villages have more difficulty maintaining viable shops. For instance, Hascombe and Thursley lost their shops some time ago and residents now have to travel further for day-to-day convenience shopping. Hambleton and Frensham have responded to similar problems by establishing community-run shops.

8.9 The Government recognised the importance of village shops in the Rural White Paper and has introduced a rate relief scheme for village general stores and Post Offices.⁽¹⁾

8.10 A range of other retail facilities exists in the rural areas. These include garden centres (providing an ever-expanding range of goods and services); specialist comparison outlets such as the shops at Smithbrook Kilns outside Cranleigh; and shops ancillary to other uses, such as farm shops and shops at petrol filling stations.

Policy Background

8.11 PPG6 on *Town Centres and Retail Developments* sets out the Government's objectives on retailing:-

1. to sustain and enhance the vitality and viability of town centres;
2. to focus development, especially retail development, in locations where the proximity of businesses facilitates competition from which all consumers are able to benefit and maximises the opportunity to use means of transport other than the car;
3. to maintain an efficient, competitive and innovative retail sector; and
4. to ensure the availability of a wide range of shops, employment, services and facilities to which people have easy access by a choice of means of transport.

8.12 The guidance focuses on town centres, but recognises the importance of maintaining shops to meet local needs elsewhere in the urban areas and in villages. This is emphasised in PPG13 on *Transport* which states that shopping should be promoted within existing centres which are more likely to offer a choice of access, particularly for those without the use of a car.

8.13 *The 1994 Surrey Structure Plan* allows for only limited additional retailing to meet the needs of Surrey residents. Most of this additional retail floorspace will be within town centres, although limited additions are acceptable in local centres where this is compatible with the local environment and infrastructure.

Objectives

8.14 The objectives of the shopping policies set out in this Plan are:-

- a. to maintain Farnham, Godalming, Haslemere and Cranleigh as the focus of retailing in Waverley;
- b. to encourage a range of shopping facilities in villages and local centres to meet peoples' day-to-day needs; and
- c. to allow for appropriate small scale retail uses in rural areas where they serve mainly local needs or are ancillary to existing uses and will contribute to the diversity of the rural economy.

New Retail Development

8.15 A key part of the Government's approach is the sequential test for planning the preferred locations for developments involving retail or other 'town centre uses' which attract a lot of people. Such uses should be encouraged to locate in town centres in order to strengthen the existing mix of uses and to give good accessibility by public transport. The sequential test requires that developers should be able to demonstrate that all potential town centre options have been thoroughly assessed for all key town centre uses, before edge-of-centre and lastly sites elsewhere in the built up area are considered.

8.16 In Chapter 9, a number of 'Key Sites' are identified where opportunities for development exist within or immediately adjacent to the town centres. The sequential test will be applied to focus investment on these sites and also on the re-use of vacant or under-used premises in the town centres. This will help to ensure that the four town centres remain the focus of retailing and other commercial and community uses.

Policy M1 (Location of Development) reinforces the importance of a sequential approach in ensuring that major traffic generating development is sited in locations such as town centres, where there is good accessibility by means other than by car. The Council may also permit limited retail development in local and village centres, subject to Policy S2 (Local and Village Shops).

POLICY S1 – Retail Development – Sequential Test

~~The town centres of Farnham, Godalming and Haslemere and Cranleigh will remain the focus of retailing. Subject to Policy TC3, proposals for major trip generating retail development should be located within these Centres.~~

~~Where there is a clearly defined need for a shopping facility, but no suitable sites or buildings are available within the town centres, consideration may be given to sites at the edges of town centres, followed by sites within local centres. Only if it can be demonstrated that no such sites are available will sites elsewhere in the built up areas be considered.~~

~~Planning permission will only be granted for large scale retail development, including extensions to existing stores, on edge-of-centre or out-of-centre sites where:~~

- ~~(a) it can be demonstrated that the development, individually or cumulatively with other retail development, will not adversely affect the vitality and viability of a town centre, local centre or village shops;~~
- ~~(b) the site will be easily accessible by a variety of means of transport including, on foot, cycle and public transport; and~~
- ~~(c) a Transport Assessment has demonstrated that there would be no material harm caused therefrom to the existing conditions of residential amenity and highways safety currently prevailing in the area.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

8.17 Policy S1 will apply to retail warehouse proposals in the same way as to other forms of retailing. The fact that a suitable town centre or edge-of-centre site may not be available for a retail warehouse development will not necessarily mean that an out-of-centre proposal will be acceptable. An important consideration will be whether the goods sold could reasonably be retailed from a town centre or edge-of-centre location using available land or buildings, but not necessarily in a warehouse format.

8.18 Conditions may be imposed on any large retail development on edge-of-centre or out-of-centre sites in order to ensure that its characteristics do not subsequently change to the extent that an existing town centre, local centre or village shops might be undermined. The inclusion of Post Offices and pharmacies in out-of-centre retail developments will be discouraged.

8.19 For the purposes of Policy S1, “large retail developments” are defined as those having trading floorspace of 1000 square metres or greater.⁽²⁾

Local and Village Shops

8.20 Policy TC2 (Existing Retail Uses) seeks to retain retail uses within the town centres. It is equally important to retain shops, including Post Offices and pharmacies, in local centres and villages since these are an important focus for community life and play a role in meeting local people's day-to-day needs, thereby reducing the need to travel. They are essential to those with limited mobility or without access to a car, and provide a convenient “top-up” shopping facility for people who do their bulk shopping elsewhere. In addition to shops, the local centres and villages contain facilities such as doctors' surgeries and public houses which are important in meeting needs locally. Such facilities are protected by other policies in the Plan, in particular Policy CF1 (Community Facilities) and Policy LT1 (Leisure Facilities).

8.21 The Council cannot prevent the closure of uneconomic shops, but will seek to ensure that all reasonable efforts are made to secure a continuing retail use of a premises. In considering proposals which result in the loss of local or village shops, the Council will have regard to the following:-

- (i) financial evidence to show any decline in trade, together with any relevant details of investment into the promotion and/or improvement of the business;
- (ii) any marketing strategy employed, such as details of the length of time and information on how and where the property has been marketed;
- (iii) the contribution the existing facility makes to its locality, in terms of spin-off benefits to other local businesses and its contribution to the social life of the community; and
- (iv) the availability and location of alternative shops.

8.22 Although retail uses should be focused in the town centres, retail development to meet local needs will be encouraged in local and village centres.

POLICY S2 – Local and Village Shops

~~The local authority will seek to retain local and village shops and promote areas which serve the shopping needs of the local community.~~

~~In considering applications for redevelopment for other uses or for a change of use of local or village shops the Council will have regard to the importance of the retail use to the local community. Redevelopment for other uses or a change of use from a shop (Class A1) will only be permitted where:-~~

- ~~(a) all reasonable efforts have been made in marketing to let or sell the Premises as a shop;~~
- ~~(b) the proposed non retail use will not prejudice the character or appearance of the area; and~~
- ~~(c) any new traffic generated, parking and access can be satisfactorily accommodated.~~

~~Proposals for expansion of existing shops or for new retail development within local and village centres will be supported provided they are appropriate to the scale, character and function of the centre.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Other Shops in Rural Areas

8.23 Whilst the focus of retail activity will remain in town centre and local/village shops, farm shops and rural petrol stations can serve a vital function in rural areas, helping to meet the demand for fresh, local produce, and also in providing local employment, so contributing to the diversity of the rural economy. The size of such retail activities will be controlled to ensure that the use remains subservient to the existing activity, and that they are in keeping with their surroundings. They should make use of existing small buildings wherever possible, and advertising should be kept to a minimum.

POLICY S3 – Farm Shops and Shops Forming Part of Petrol Filling Stations

Proposals for farm shops and shops associated with established petrol filling stations in the countryside will only be permitted provided that they comply with the following criteria;

- (a) the operation is ancillary to the principal use;**

- (b) the goods retailed in farm shops are primarily produced on site; and
- (c) access and parking can be provided to a satisfactory standard without adversely affecting the amenities of the locality or the appearance of the site.

8.24 Similar considerations apply to garden centres. Because of their horticultural origins, these are frequently located in the countryside, but many have expanded to sell items other than plants and horticultural equipment and supplies. This includes the sale of conservatories, pets, books and groceries. As they attract so many visitors, many also expand to provide restaurant facilities.

8.25 New or expanded garden centres are not included within the list of acceptable forms of development within the Green Belt, as set out in PPG2. In areas beyond the Green Belt, such developments will be strictly controlled in view of the scale and nature of activities which take place at garden centres and the traffic which they attract.

POLICY S4 – Garden Centres

Permission will not be granted for new garden centres or the change of use of a nursery to a garden centre outside the built up areas shown on the Proposals Map.

In the Countryside beyond the Green Belt the extension of existing garden centres will only be permitted where:-

- (a) the scale and nature of the development is such that it would not adversely affect the character, appearance or amenities of the locality or threaten the vitality and viability of a town centre or of existing village or local shops;
- (b) access and parking can be provided to a satisfactory standard without adversely affecting the amenities of the locality or the appearance of the site; and
- (c) the development would not result in the enlargement of the site on to undeveloped land.

Markets

8.26 Open air markets have been a feature of towns and villages for centuries. Provided facilities and parking are adequate and the location is closely related to the heart of the centre, markets can help strengthen existing shopping centres by adding variety and vitality and drawing in trade.

8.27 Cranleigh and Godalming have successful open-air markets operating one day a week and Farnham has a small fruit and vegetable market in Castle Street. Markets can also take place within buildings, such as the antique markets at the Farnham Maltings.

8.28 Planning permission is required for open air markets which take place on more than fourteen days in a calendar year⁽³⁾ and may also be required for markets within buildings.

POLICY S5 - Markets

Proposals for markets and individual market stalls in or adjacent to shopping areas in town or villages will be permitted, provided that existing parking and servicing facilities can accommodate the additional demand and there is no material adverse effect on amenity.

Food and Drink Uses

8.29 Restaurants and hot food takeaways are an important element in the mix of uses found in the town centres and local and village centres. They can, however, cause disturbance to occupiers of adjoining properties since they can be open for long hours and hot food takeaways, in particular, may attract significant number of car borne customers requiring short-term parking. They can also emit smells and noise disturbance, particularly if takeaways become the focal point for gatherings of people in the evenings.

8.30 Although generally acceptable within shopping centres and local and village centres, the cumulative impact of a number of such premises may be harmful to the character and amenities of a centre and the effects of an individual food and drink outlet unit can create problems if located very close to residential units. The Council may impose planning conditions to limit any potential adverse impacts, for instance by restricting hours of operation or the provision of takeaway facilities.

POLICY S6 – Food and Drink Uses

Proposals for food and drink uses will be permitted provided that:-

- (a) the use, individually or cumulatively with other food and drink uses, would not result in a materially detrimental impact on the character and appearance of the area or residential amenity through factors such as the loss of a retail unit, noise, fumes and odours or excessive activity, particularly at unsocial hours;
- (b) adequate and suitably located access and car parking facilities are available on the site or within its immediate vicinity in a location where its use would not give rise to conditions which would adversely affect the residential amenity of the area through excessive noise, disturbance or other factors, particularly at unsocial hours.

Shopfronts

8.31 Shopfronts have an important impact on the character of an area. Policy HE8 sets out specific guidance for shopfronts in Conservation Areas but the principles are equally applicable elsewhere. The Borough Council has published a conservation booklet *Shopfronts in Waverley - Design Guidelines*. The guidelines contained in the booklet are aimed mainly at shops and other non-retail premises such as banks, building societies and estate agents within the shopping areas of the four main settlements, but can be applied throughout the Borough.

8.32 A shop front should be considered as an integral part of the whole building in which it is situated, and should also be in sympathy with neighbouring buildings. Particular attention should be paid to materials, style, proportion and size of windows, fascias and stallrisers. Colours, too, are important both for the shopfront itself and for any lettering. In certain situations, a corporate company style may have to be modified, especially if a brightly coloured and/or internally illuminated logo is proposed.

POLICY S7 - Shopfronts

When a new shopfront is proposed, a high standard of design will be required which:-

- (a) relates well to the building in which it is situated, including upper floors, in terms of scale, proportion, vertical alignment, architectural style and materials;
- (b) takes account of good architectural features of neighbouring shopfronts so that the development will fit in well with the street scene;
- (c) uses appropriate materials which blend with the street scene; and
- (d) makes suitable provision for access for those with disabilities in accordance with Policy D9.

CHAPTER 9 – TOWN CENTRES

Introduction

- 9.1 Each of Waverley's four main settlements of Farnham, Godalming, Haslemere and Cranleigh has a central area which provides a focus for commercial and social activity. Haslemere differs from the other centres in that rather than a compact town centre, it has two distinct commercial areas; the historic High Street area and the Weyhill area.
- 9.2 The four centres each have different characteristics and problems requiring different solutions. However, in terms of planning policy issues, they have some elements in common. This chapter sets out policies which are generally applicable to the town centres, together with more detailed policies relating to particular sites or to issues which are unique to one centre. Although Cranleigh still retains its village character, its central area, with its wide range of shops, services and facilities, is subject to the policies set out in this chapter. The Proposals Map includes an Inset Map for each of the four centres.

Policy Background

- 9.3 National guidance in relation to town centres has changed significantly since the 1993 Local Plan was prepared. *PPG1 on General Policy and Principles* and *PPG6 on Town Centres and Retail Development* emphasise the role of town centres in the quality of urban life and in achieving sustainable development. PPG6 recognises the importance of retailing, but stresses the value of a diversity of uses to the vitality and viability of town centres. The Government's policy objectives in respect of town centres and retailing are set out in paragraph 8.11 of Chapter 8 on shopping.
- 9.4 A key part of the Government's approach to town centres is the sequential test (see paragraph 8.15) which aims to focus development, especially retail development, in town centres where the proximity of business facilitates competition from which all consumers are able to benefit and maximises the opportunity to use means of transport other than the car.
- 9.5 PPG6 encourages town centre management as a co-ordinated approach to the range of issues facing town centres. Each of the four centres in Waverley has established an Initiative to promote itself as a shopping centre, visitor destination and place in which to live and work. The Initiatives are partnerships between Borough, Town and County Councils, local businesses and voluntary organisations.
- 9.6 The themes from national policy are reflected in the *1994 Surrey Structure Plan* and the new emerging Structure Plan. These set out the broad policies on the character and role of town centres and on business and retail developments. Waverley's four centres are identified as places where limited development may be accommodated provided that it reflects the size and character of the centre and maintains and enhances the quality of the environment.

Waverley's Four Centres

- 9.7 All four centres have an attractive environment and a rich heritage. A conservation area covers the historic core of each and there are a large number of listed and locally listed buildings of special architectural or historic interest (see paragraph 5.2). Open spaces play an important part in defining the character of each centre. These range from the great expanse of Farnham Park, which provides a rural setting on the north side of Farnham town centre, to the Green which contributes to the essential village character of Cranleigh.
- 9.8 Farnham is the largest of the four centres. It has approximately 180 shop units compared to around 100 in both Godalming and Haslemere and 60 in Cranleigh. All four centres are relatively small in a regional context. In the hierarchy of town centres identified in the emerging Structure Plan, Farnham and Godalming are identified as

third tier centres (compared to major centres such as Camberley and Woking and the single regional centre, Guildford).

9.9 The range of uses in the centres reflects their size and role. For example, Figure 9a shows that comparison shopping facilities dominate retailing in Farnham and Godalming whereas convenience shopping is equally important in the two smaller centres⁽¹⁾. The type of businesses present also varies. All of the centres have a good range of small, independent businesses. Only around 15% of shops in Haslemere, Cranleigh and Godalming are multiples (national chains) but Farnham is more attractive to these businesses which occupy 25% of shop units in the centre.⁽²⁾ The centres also offer a range of leisure facilities, restaurants and pubs. Farnham and Godalming have out-of-centre superstores, but both have supermarkets in the centre, as do Haslemere and Cranleigh.

(Figure 9a)

9.10 Each of the centres is situated near to the boundary of the Borough. They therefore compete less with each other than with towns outside Waverley (the exception is food shopping where stores in Godalming and Farnham attract custom from a wide catchment). All of the centres, but particularly Godalming, are affected by the strength of Guildford. Farnham competes also with Aldershot and Farnborough and, since the opening of the Blackwater Valley Route, centres further afield, such as Bracknell and Camberley. Haslemere and Cranleigh are more remote from competing centres. However, both are affected by Guildford, and Cranleigh is also influenced by competition from Horsham. Haslemere is also within the catchment area of the Sainsburys food store at Liphook which opened in 1998.

9.11 Haslemere has two main commercial areas; the High Street area and Weyhill, while Farncombe is a smaller district centre which complements Godalming town centre.

9.12 Regarding traffic issues, pedestrian/vehicular conflict is a problem in all the Waverley centres. The Farnham Movement Package⁽³⁾ has been examining the difficulties in Farnham Town Centre for some years. In Godalming High Street improvements have been achieved by closure to all through traffic (except busses) on Saturdays. Work has been completed on a High Street Safety Scheme in Cranleigh, while the proposed A3 improvements at Hindhead should relieve the through traffic in Haslemere and Weyhill.

9.13 There are schemes planned for cyclist facilities in the centres and bus and rail projects for the wider area which will also improve transport in the centres.

Aims

9.14 Maintaining the focus of commercial and social life in the town centres is a central part of the overall land use strategy for Waverley. The restriction of development in the Green Belt and countryside helps to keep this focus but it is essential that Waverley's centres are attractive places in which to live, work, visit and invest.

9.15 Although the centres of Farnham, Godalming, Haslemere and Cranleigh each have unique characteristics, it is possible to identify three broad aims which apply to all four centres. These are to:-

- (a) foster *economic prosperity* by seeking a lively mix of uses, including professional services such as solicitors and banking, and attracting investment in the re-use/refurbishment of buildings and in beneficial new development;
- (b) conserve and enhance the *environment and local distinctiveness* of the centres so that they are attractive, convenient and safe places to live, work and visit;
- (c) ensure good *access* to and within the centre for visitors, businesses and residents by private or public transport.

The Character of the Four Centres

9.16 It is important to identify the characteristics of each centre and the characteristics that make them special so as to safeguard them and ensure they retain their vitality and viability. Brief descriptions of each centre are provided as follows:

Farnham

9.17 Farnham has an exceptionally fine historic town centre in a valley setting. Farnham Park immediately adjoins the town centre, and the top of Castle Street is virtually in the countryside. Approaching the centre from the north, across the Park, the entry into Castle Street is one of the most impressive of any town centre in Surrey.

9.18 The layout of the town centre is complex and that adds to its distinctive character. It is, in effect, a staggered crossroads, with other streets adding to the pattern, but there are many hidden corners. The quiet narrow streets around St Andrew's Church, to the rear of Downing Street, are amongst the centre's most charming areas. There is a whole network of passageways that link together different parts of the historic core. The modern developments have included this feature of yards and passages. Many of the old commercial wagon yards have survived too and are an important part of the fabric of the centre. The old centre of Farnham has a wealth of secluded places and passages that are very much part of its charm.

9.19 Farnham is generally acclaimed for its fine 18th and 19th century Georgian buildings, especially its houses built in rich red brick. Castle Street is thought to be one of the finest Georgian Streets in England. However, Farnham's history extends back to the Saxon period and beyond. Many of the "Georgian" buildings are actually much older and only have Georgian facades. The architectural makeup of the town centre is much more complex than it might appear.

9.20 Not only does Farnham have an outstanding heritage of historic domestic buildings, but it also has a castle dating from at least the 12th century, the largest parish church in Surrey, the restored Farnham Maltings building, and the award-winning Museum of Farnham in an historic merchant's house. The quality of the historic environment in the town centre is very high and Farnham has retained all the charm of a country market town.

9.21 The centre also has a modern element. There are a number of developments that fit very well into their historic locations, like Lion and Lamb Yard and St George's Yard. In contrast, the Woolmead development, built in the 1960's, makes no concessions to the character of the historic part of the town and is a plain, ordinary 20th Century block. The future of the Woolmead is bound up with the Farnham East Street Area of Opportunity (see paragraph 9.62)

9.22 The wooded hills to the north and south of the town are very much part of its character and the open spaces such as the water meadows, Gostrey Meadow and Borelli Walk give the town a spacious setting. Even the A31 Bypass is an attractive green corridor with glimpses of the town's churches.

Godalming

9.23 Godalming is a historic town of considerable charm. It has a special combination of a centre with close knit, narrow shopping streets and beautiful open water meadows close by.

9.24 Godalming town centre also has one of the best landmarks in the Borough - the soaring spire of St Peter and St Paul's Parish Church. Seen across the Lammas Lands, this is one of Waverley's finest views and emphasises the quality of the historic town centre.

9.25 Another distinctive feature of Godalming centre is its setting of encircling wooded hillsides which can be seen in almost every direction from the town centre streets. This contributes to Godalming's small country town character. The wooded setting is a continual reminder that the countryside is very nearby.

9.26 Many of the buildings in the town centre are of architectural importance and there is a number of buildings which still have their timber framed appearance and have not been given Georgian facades, as in Farnham. This characteristic gives the town a much older appearance, although its foundation is probably not older than the other towns in Waverley.

9.27 The intimate narrowness of the shopping streets is an important part of Godalming's distinctive character and this feature is emphasised in the High Street by the comparatively tall appearance of some of the buildings. The mixture of building periods is another characteristic which adds to the interest and variety of the streets. The buildings blend together to make very attractive frontages, almost uninterrupted by 20th Century buildings. In general, the quality of Godalming centre is very high.

Haslemere

9.28 The characteristic that makes Haslemere very distinctive is that it has two centres: Haslemere and Weyhill. Between them lies the station, reflecting the role of Haslemere as a commuter town.

9.29 Haslemere has a rare charm. The wooded hillsides to the south give the centre a rural character which is very pleasant. The centre has a number of historic buildings dating from different eras. The High Street has something of an Edwardian appearance, as some of the larger buildings date from that period. The main focus of the High Street is the attractive Town Hall which is the centre piece of the street, looking down on a small green with its War Memorial. St Bartholomew's Church is tucked away and is not part of the character of the shopping centre.

9.30 One of the special characteristics of Haslemere is that an area of very fine countryside immediately adjoins the east side of the High Street. The yards and accesses on this side lead directly to views of unspoilt meadows. This immediate juxtaposition is part of the old centre's distinctive character and is an important asset. A mature chestnut tree frames the view of the Centre looking down the hill towards The Green.

9.31 Weyhill is much more recent and does not have the same historic character as the old part of Haslemere. Nonetheless, it is a busy centre and has a pleasant setting, with St Christopher's Green at the east end and Lion Green at the west end.

Cranleigh

9.32 Whilst Cranleigh has a wide range of shops, services and facilities, it retains its attractive village character. The two key factors are the impact of the common and the small scale of buildings in the centre. The centre itself is longer than Godalming in extent, stretching from the shops in Ewhurst Road to the old Rex Cinema (see the Inset Map for Cranleigh). However, a number of the buildings are small scale, and there is not a long continuous frontage. Furthermore, the common reaches right into the middle of the centre and contributes a uniquely village green setting. This village green appearance is reinforced by the existence of houses on the north side of the common, close to the centre, even though there is a shopping street on the south side.

9.33 It is this village character combined with the interesting features, such as the Hibbert Memorial and Obelisk, which make Cranleigh an attractive centre. It has fewer listed buildings than the other centres and the church is perhaps its only important building, but it nonetheless has a very pleasant appearance.

Objectives

9.34 The way in which the broad aims identified at paragraph 9.15 will be pursued varies according to the particular circumstances in each centre. Each centre has a primary objective as follows:-

- In Farnham a priority is to improve the shopping environment for pedestrians by reducing to a minimum inessential traffic movements and congestion in the centre, and by excluding traffic from one or more shopping streets if this can be achieved without causing unacceptable congestion elsewhere or inhibiting shoppers from using the town centre. Policies TC13 to TC16 deal with these issues.

- The town centre relief road Flambard Way has removed through traffic from Godalming town centre and an environmental enhancement scheme for the town centre streets was completed in 1992. The main objective for the centre is now to foster its economic prosperity by promoting the town centre and allowing a degree of growth which is compatible with the environment of the centre. The major development opportunity which has been identified is on the edge of the town centre (see Policy TC6).
- In Haslemere, a major concern is to maintain an appropriate balance between the two commercial areas of the town, particularly in the light of the Tesco supermarket development in Weyhill. The development of the town centre Key Site (see Policy TC7) could help to achieve this objective.
- The priority in Cranleigh is to sustain the vitality and viability of the centre and to preserve its essential village character and environment. The strategy of restricting commercial development outside the defined central area (see Policies TC1 to TC3) is fundamental in achieving this goal.

Land Uses Within Town Centres

Town Centre Uses

9.35 Shopping is the most important land use in the town centres, but other uses, such as banks, post offices, hotels and leisure facilities, are important in attracting people to the centres to spend time and money. Offices and other employment uses draw people to the centres during the daytime and restaurants and public houses create an evening economy.

9.36 All of the town centres contain residential accommodation. This ensures that there is a degree of activity and surveillance around the clock. Vacant or under-used space exists in the centres, particularly above commercial premises, and this could be converted to residential uses. The Council promotes this through the Living Over The Shop (LOTS) scheme whereby a Housing Association leases and converts unused accommodation.

9.37 The objective of Policy TC1 is to maintain and promote a lively mix of uses within the town centres. The Council will encourage a mix of uses within development and, where appropriate, within individual buildings.

POLICY TC1 – Town Centre Uses

~~The Council will seek to maintain and enhance the role of the town centres as the focus of shopping, commercial and social life in the Borough and will seek to retain and encourage a mix of uses which contributes to the vitality and viability of these centres. In particular, the Council will:~~

- ~~apply a sequential test in considering proposals for development involving town centre uses. Where no suitable sites or buildings are available within the town centres, consideration may be given to sites at the edges of the town centres, followed by sites within local centres. Only if it can be demonstrated that no such sites or buildings are available will locations elsewhere within the built up areas be considered;~~
- ~~seek to encourage and retain retail uses and other commercial and community uses which attract customers and visitors during and beyond normal shopping hours and add visual interest within the centre;~~
- ~~promote the provision and retention of hotels and other visitor accommodation;~~
- ~~encourage and retain residential accommodation in appropriate locations; and~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

(e) ~~encourage new uses and development which both attract more customers, visitors and spending; and maintain or enhance the quality of the town centre environment.~~

9.38 The extent of the Town Centre Areas is defined on the Inset Maps. These are the areas in which town centre uses will be encouraged in accordance with the sequential test set out in PPG6. For the purposes of Policy TC1 'Town Centre Uses' are retail uses (Class A1 of the Town and Country Planning (Use Classes) Order 1987) and other intensive commercial and community uses which attract customers and visitors. These include financial and professional services (Class A2); food and drink (Class A3); hotels (Class C1); non-residential institutions (Class D1) and assembly and leisure (Class D2). Applicants seeking to establish such uses should focus on opportunities within the Town Centre areas defined on the Inset Maps.

9.39 The Council aims to be flexible about the mix of uses within the Town Centre Areas. However, retail uses are particularly important and will be encouraged and protected in accordance with Policies TC2 (Existing Retail Uses) and TC3 (Town Centre Development). After retail uses, the preference for ground floor uses will be for those town centre uses which will generate significant pedestrian activity and add visual interest to the centre. Uses which do not rely on trade from visiting members of the public and which do not involve a "shop window" display, such as business uses and housing, will be encouraged in appropriate accommodation above other town centre uses or in locations within the Town Centre Area, but outside the Central Shopping Areas.

Existing Retail Uses

9.40 The Central Shopping Areas defined on the Inset Maps reflect the main concentration of shops within the town centres. These areas are critical to the attraction of the town centres and Policy TC2 seeks to retain retailing as the principal use within them.

POLICY TC2 – Existing Retail Uses

Within the Central Shopping Areas defined on the Inset Maps, the change of use of ground floor premises from retail will not be permitted, unless it can be demonstrated that all reasonable efforts have been made to market the premises as a shop and that the proposed use would:-

- (a) **contribute to the vitality and viability of the central shopping area by introducing activity and visual interest at street level; and**
- (b) **not result in an over-concentration of non-retail uses to the detriment of the vitality and viability of the area.**

9.41 Where a retail unit is vacant and an applicant contends that a retail use is no longer viable, the Council will require evidence of reasonable attempts to let the premises for retail use at a price appropriate to its location and condition.

9.42 The contribution of a proposed use to the vitality and viability of the town centre will be compared to the contribution that would be made by a continuing retail use. In peripheral areas, where retailing may be less economically viable, a low key use, such as residential or office use, may be acceptable. However, in the heart of the Central Shopping Areas, a proposed use will only be acceptable if it will generate at least as much visual interest and activity at street level as a retail use, attracting significant numbers of visitors during normal shopping hours.

9.43 In applying Policy TC2, the Council will have regard to the size and location of other non-retail uses and the length of non-retail frontages. In order to avoid a concentration of non-retail uses, planning permission will not be granted for a change of use from a shop where it would result in a length of non-retail frontage equal to, or in excess of, twice the length of the average shop frontages in the vicinity of proposal.

9.44 New uses must be acceptable in terms of their environmental impact, including the appearance of the premises, character of the centre and amenities of the town centre

residents. The Council will have regard to the cumulative impact of new uses, such as food and drink uses, on issues such as traffic, parking and residential amenity.

Development Within Town Centres

General Issues

9.45 All four of Waverley's town centres are historic and relatively small in scale. The new emerging Structure Plan recognises that, compared to many of the County's town centres, they have scope to accommodate only limited development. Paragraphs 9.49 to 9.101 below identify a number of 'Key Sites' and an 'Area of Opportunity' where there is scope for development. Other sites are also likely to become available during the period of the Plan. By applying the sequential test the Council will seek to focus appropriate development on these town centre sites.

9.46 There will be forms of development which, by virtue of their size and traffic generation, cannot be accommodated within the town centres. Such proposals will be considered against other policies in this Plan, including, in the case of shopping, the criteria set out in Policy S1 (Retail Development – Sequential Test).

9.47 Policy TC3 identifies the criteria against which proposals for development within town centres will be assessed. Policy HE14 (Sites and Areas of High Archaeological Potential) emphasises the importance of preserving archaeological remains in the town centres.

POLICY TC3 – Development within Town Centres

The Council will encourage investment in town centre uses within the Town Centre Areas defined on the Inset Maps. Development which would improve the attractions of a town centre will be permitted provided that it:-

- (a) **maintains or enhances the quality of the environment and is of an appropriate scale, having regard to the size and character of the town centre itself and the buildings nearby;**
- (b) **will not adversely affect the vitality and viability of the defined Central Shopping Area; and**
- (c) **improves accessibility, wherever possible, for pedestrians, cyclists and people with disabilities or mobility problems, and provides satisfactory servicing and parking.**

Where significant new development is proposed, the council will seek a mixture of uses which generate activity during and beyond normal shopping hours.

9.48 Whilst the Council recognises the benefits of competition between retailers, it is concerned to ensure that new development is in keeping with the scale and character of the town centres and sustains and enhances their vitality and viability. Development will be resisted where it would shift the balance of attraction and investment to the detriment of the vitality and viability of the defined Central Shopping Area, for example by an over-provision of retail floorspace in an edge-of-centre location.

Development Opportunities

9.49 The 1993 Local Plan identified a number of 'Key Sites' where proposals for redevelopment were anticipated within the plan period, and where specific policy guidance was warranted by the importance and/or environmental sensitivity of the site. Nine such sites were identified in Farnham town centre and seven in Godalming. The *Haslemere Inset Plan* supplementary planning guidance identified five Key Sites in Haslemere.

9.50 Many of the identified Key Sites have now been developed and the Council has reviewed development opportunities within and adjoining the town centres. Two Key Sites have been identified in Farnham and one each in Godalming and Haslemere. In

addition an 'Area of Opportunity' has been identified in the East Street area of Farnham. Draft Development Proposals are due to be considered in 2002.

9.51 No Key Sites have been identified within Cranleigh. The small scale 'village' character of the centre means that development opportunities are unlikely to be of a size which warrants specific Key Site policy guidance.

9.52 The boundaries of the identified Key Sites and Area of Opportunity are shown in the Inset Maps. The Council will consider proposals for development within these sites against the following guidance and other policies of the Plan.

Farnham Key Site 1 - Land at Riverside

9.53 The 1993 Local Plan included a Key Site for the Riverside. This is situated north of the River Wey, east of Riverside House and north of Hatch Mill, a Grade II Listed Building. It extends as far eastwards as the rear of the fire station. It is an extensive site and covers 1.86 hectares (4.6 acres). The western part of the site is contaminated land, but this does not preclude it from appropriate forms of development.

9.54 Part of the site is occupied by a temporary car park which has been used since 1990 and was identified in the 1993 Local Plan. Although presently under-used, this is an important asset for the town. It represents the only significant opportunity for the peripheral car parking which is promoted in the Farnham Movement Package as part of the strategy to reduce traffic in the centre of the town by encouraging people to park and walk.

9.55 The main objectives for the Riverside site are to:-

- develop the site so that it will make a contribution to the character, vitality and viability of the town and of the adjacent town centre;
- retain its role as a riverside walk;
- ensure that the quality of any development improves the townscape of the area and complements the surroundings; and
- retain public car parking and make provision for vehicular access and bridge to serve Hatch Mill.

The following policy sets out the main planning considerations relating to the site:-

POLICY TC4 - Farnham Key Site 1 : Riverside

Development proposals for Farnham Key Site 1 shall pay regard to the following requirements:-

- vehicular access to the site shall be from Mike Hawthorn Way;**
- the desirability of retaining public car parking;**
- provision shall be made for pedestrian links to be created throughout the area;**
- full use shall be made of the assets of the river, with a substantial amount of land reserved along the north bank to provide an attractive landscaped area as part of the riverside walk through Farnham;**
- a detailed investigation must be undertaken to establish the nature and extent of soil contamination and proposals must include remedial measures required to deal with any identified hazards;**
- major services which traverse parts of the site shall be protected;**
- the design of any scheme shall ensure:-**

- (i) that, in the event of the site being developed in different phases, there should be an overall plan for the site, taking account of the need for screening, landscaping and noise insulation;
- (ii) suitable treatment in relation to the river frontage;
- (iii) harmony with the existing roofscape of the town; and
- (iv) high standard of design of buildings and landscape.

(h) development proposals shall be supported by a Transport Assessment and a Travel Plan;

(i) a full impact study is carried out in respect of both foul and surface water drainage;

(j) there shall be no detrimental impact on the floodplain; and

(k) the amenities, ecological value and visual setting of the River Wey shall be preserved.

Preferred uses

9.56 The site lies outside the commercial town centre, and is suitable for a number of uses, provided the contamination on the west side of the site is taken into account. Car parking to serve the adjacent town centre is a preferred use and development for employment, housing, recreation or an hotel would all be feasible.

Farnham Key Site 2 - 20-25 West Street

9.57 The 1993 Local Plan identified a Key Site to the rear of 16-27 West Street and identified the potential for a service road being provided into the site from the library car park across the Bishop's Table Hotel. It is now clear that the County Council would not accept the concept of a service road from the library car park. The identified Key Site has, therefore, been reduced to include only the land owned by the Surrey Institute of Art and Design (SIAD).

9.58 Any development proposals should include a survey of existing buildings on the site with a view to retaining any which make a positive contribution to the character or historic interest of the Conservation Area. New buildings would need to be in keeping with the character of the Conservation Area. The difficulty with the site is that access is restricted. There are two very narrow accesses onto West Street, and any new use at the rear would have to be a use that only generates a small amount of traffic.

POLICY TC5 - Farnham Key Site 2 : 20-25 West Street

Development proposals for Farnham Key Site 2 will need to meet the following requirements:-

- (a) ~~it must be demonstrated that any proposed new use will only generate a very limited amount of traffic; and~~
- (b) ~~the design of any new buildings must complement the listed buildings within and adjoining the site and the character of the conservation area.~~

POLICY NO LONGER IN EFFECT

From 28th September 2007, following a Direction by the Secretary of State under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, this policy is no longer in effect.

9.59 The site lies within the historic core of the town and any significant development proposals should allow for investigation and recording of archaeological features in accordance with Policy HE14 (Sites and Areas of High Archaeological Potential).

Preferred uses

9.60 Continuation of the educational use or housing for the elderly or for students would all be acceptable uses.

Farnham East Street Area of Opportunity

9.61 The East Street area of Farnham has been identified as one where opportunities exist for beneficial development. There are question marks over the future of prominent sites such as the old cinema site, health centre and Redgrave Theatre. The Area of Opportunity currently under consideration is identified on the Inset Map.

9.62 The area extends to some 5.4 hectares (13.4 acres) and is within a number of different ownerships. The area available for development would be significantly smaller because there are a number of planning constraints including some attractive buildings (two of which are Listed, including Brightwell House and seven of which are Locally Listed); Brightwell Garden which provides a tranquil open space in the built-up area; and a network of footpaths.

9.63 Ideas for regenerating the area are being taken forward by the independent East Street Steering Group which includes representatives of landowners, developers, the local planning authority, the local Health Trust and the Farnham Chamber of Trade. A series of "Action Planning" events was held to ensure that local people could contribute their ideas for the future of the area. This involved an Urban Design Workshop to generate initial ideas, followed by a "hands-on" public exhibition to test these ideas with a wider audience.

9.64 The ideas from the Action Planning events formed the basis of a draft Urban Design Framework which was subject to public consultation in March 1999. The response to this consultation assisted in the preparation of Planning and Development Briefs for the area. The Council will select a preferred development company or partnership to take forward the development proposals, having regard to the agreed planning framework.

Townscape

9.65 Opportunity exists for development in this area to create a high quality townscape to complement that of the adjoining Conservation Area. Farnham is characterised by a mix of building periods and styles. Any development should enrich this distinctive character blending with the existing fabric of the town and providing a varied townscape. New buildings should be appropriate to their setting in terms of scale, massing, design and materials. Elements of public art will be sought as part of any development scheme.

9.66 It may be possible to relocate some of the open space uses from the site, but it is essential that a significant element of public open space is retained.

9.67 Urban design concepts which emerged from the Action Planning events with strong support were:-

- creation of a "town square" or other form of open space where people can gather;
- creation of a landscaped link to the river and improvements to the riverside path to The Maltings;
- pedestrian priority in part of East Street to improve the shopping environment; and
- redevelopment or refurbishment of the Woolmead development.

Access

9.68 The movement of people and vehicles around and within the East Street area must be considered as an integral part of the overall movement strategy for the town centre. A Transport Assessment will be required as part of any planning application for substantial development.

9.69 Proposals should contribute toward achieving the objectives of the Farnham Movement Package. Most important for the East Street Area are the proposals to pedestrianise the western end of East Street by making Woolmead Road two-way and to improve the riverside footpath. The pedestrianisation of East Street would bring substantial environmental benefits for pedestrians and is supported by the Town

Council.

9.70 Development proposals for the East Street area should be compatible with the pedestrianisation of part of East Street. Where appropriate, the developer will be required to contribute towards measures required to achieve the objectives of the Farnham Movement Package. The feasibility of incorporating a bus interchange off Dogflud Way should be investigated.

Preferred uses

9.71 The Council will support a mix of uses on the site and within individual buildings. These uses should complement those in the historic core of the town, adding quality and variety to the range of services and facilities on offer. The Council will resist uses which would directly compete with existing town centre uses to the extent that the balance of activity and investment would shift to the detriment of the historic core.

9.72 Strong support emerged from the Action Planning event for a vision of East Street as the cultural/entertainment quarter of Farnham. Leisure uses such as a theatre, cinema, night-club or arts complex could be the focus whilst restaurants, an hotel and small shops with flats above could provide additional activity. It is likely that additional commercial or residential uses will need to be added to this mix in order for it to be economically viable.

9.73 The network of paths and informal spaces, including the river frontage, within this area and the potential for a high quality townscape will provide a basis on which a successful mix of uses can be built.

9.74 The preferred uses are therefore a mix of:-

- leisure;
- arts;
- food and drink;
- shops;
- residential;
- offices;
- open space;
- hotel; and
- public transport interchange.

Godalming Key Site - Land between Flambard Way, Catteshall Lane and Woolsack Way

9.75 This Key Site comprises 1.73 hectares (4.2 acres) of land between Flambard Way, Catteshall Lane and Woolsack Way. Existing uses include the Police Station; Council Depot and contract car park; youth centre; nursery school; garage showroom/repair shop and other commercial uses.

9.76 The site is located at a strategic point in Godalming on Flambard Way and is visually very prominent. The Police Station, in particular, dominates views from Flambard Way and beyond.

9.77 Areas of the Key Site were once part of a gasworks and there is a possibility of soil and groundwater contamination. This must be taken into account in any development proposals. Investigation of contamination should consider the possible movement of contaminated ground water off-site towards the River Wey.

9.78 The main objectives for the Key Site are to:-

- (a) improve the townscape in this important location; and
- (b) retain and secure a mixture of uses which support and complement the well-being of the town and its centre.

The following policy sets out the main planning considerations relating to the site.

POLICY TC6 – Godalming Key Site : Land Between Flambard Way, Catteshall Lane and Woolsack Way

The Council will support the co-ordinated development of the Godalming Key Site with a mixture of uses appropriate to an edge-of-town centre location, provided that:-

- (a) development improves the townscape, being of high quality design and complementing the scale and character of the town;**
- (b) for a comprehensive development scheme, motor vehicular access is restricted to Catteshall Lane and the southern section of Woolsack Way;**
- (c) appropriate off-site highway works are funded by the development, including improved pedestrian and cycle links to the town centre and, where appropriate, facilities for public transport;**
- (d) a detailed investigation is undertaken to establish the nature and extent of soil and groundwater contamination, and proposals must include remedial measures to deal with any identified hazards;**
- (e) the residential amenities of Victoria Road are protected: and**
- (f) a full impact study is carried out in respect of both foul and surface water drainage.**

Townscape

9.79 Development must be of a high quality, designed to complement the scale and character of the town. This need not necessarily dictate the use of vernacular building styles and traditional materials.

9.80 In townscape terms, the most important areas of the Key Site are those fronting on to Flambard Way and Woolsack Way. Buildings should have a varied roof line and should not exceed three storeys in height. The frontage to Flambard Way is particularly important and should be of a scale and design which complements the Borough Hall and the Waitrose foodstore. Buildings in this location should be located close to the highway in order to create a strong sense of enclosure to the open area formed by the landscaped Waitrose car park.

9.81 Buildings should create focal points at the corner of Catteshall Lane/Flambard Way and the junction of Flambard Way/Woolsack Way. Buildings situated on Flambard Way should step down the gradient as the highway slopes down towards the river and should frame views towards the Lammas Lands.

Access

9.82 Proposals for the development of this site should be supported by a Transport Assessment. This may need to include proposals for Travel Plans, appropriate restrictions to on-site parking and improved facilities for cyclists. Any comprehensive redevelopment proposals should allow for the closure of vehicular accesses direct onto Flambard Way and the northern section of Woolsack Way.

9.83 The following highway improvements may be needed in association with a comprehensive development of the Key Site:-

- a. widening of the southbound carriageway of Flambard Way to provide a cycle lane;**
- b. improvements at Woolsack Way/Flambard Way junction;**
- c. improvements at Catteshall Lane/Flambard Way junction;**
- d. traffic calming measures in Catteshall Lane;**
- e. improvements to footpath links to the town centre, particularly between Catteshall Lane and Wharf Street.**

Preferred Uses

9.84 The site lies at the edge of the town centre and is therefore suitable for a range of uses. Some of the existing land uses offer important facilities and should be retained. In terms of new uses, the balance should be in favour of commercial uses which generate employment opportunities although leisure and community uses and a residential element could be incorporated into a mixed use scheme. As the site lies outside the defined Central Shopping Area for Godalming it is considered that retail uses would not normally be appropriate.

9.85 The preferred land uses for the Key Site include:-

- (a) replacement police station;
- (b) replacement day nursery;
- (c) car parking;
- (d) employment uses, including offices and light industry; and
- (e) hotel.

Haslemere Key Site - Land between West Street and Lower Street

9.86 The Key Site extends to some 2.4 hectares (5.7 acres) and incorporates the main High Street public car park (164 spaces) together with adjoining commercial properties, including the Somerfield supermarket. From Lower Street there is a drop in level to the car park and the site then slopes gently northwards towards West Street. Vehicular access is from High Street, with egress on to West Street.

9.87 The Key Site is the part of the historic High Street area which, because of the extent of open land and the existence of a number of poor quality buildings, is considered to have the greatest potential for development. Having regard to the importance of retaining the car parking area to serve the High Street area it is likely that development opportunities will be concentrated around the edges of the Key Site. Because of the nature of the Key Site and the fragmented property ownerships, development proposals may arise in a piecemeal way. It is important that, in giving consideration to such proposals, regard is taken of the need to make the most of the area's potential, whilst ensuring that the historic character and environmental quality of the High Street area is protected. The Council wishes to see a co-ordinated approach to ensure that best use is made of the site's potential to contribute to the vitality and viability of the High Street area.

9.88 The former Post Office Sorting office in West Street has been redeveloped to provide six shops, two offices and a restaurant on the site of the former Post Office sorting office. This development will be a valuable addition to the town centre, relating well with existing development and providing a new pedestrian route from West Street to the car park.

9.89 Development proposals elsewhere within the Key Site should comply with the following policy and guidelines:-

POLICY TC7 – Haslemere Key Site : Land Between West Street and Lower Street

The Council will support the co-ordinated development of the Haslemere Key Site with a mixture of uses appropriate to the town centre, provided that:-

- (a) vehicular access is from High Street and West Street only and traffic generation is compatible with the local highway network and environment;**
- (b) existing pedestrian routes are retained and, where possible, improved;**

- (c) there is no reduction in public off-street parking in the High Street area and additional public off-street parking is provided where appropriate;
- (d) the development allows for improved rear servicing of properties in West Street, High Street and Lower Street; and
- (e) the design and layout of the development reflects the historic character of the surrounding area and adds quality and interest to the townscape; and
- (f) a full impact study is carried out in respect of both foul and surface water drainage.

Development of the site in stages will also be acceptable provided that it meets the above criteria, that it does not conflict with other policies in this Plan and that it does not prejudice the satisfactory implementation of other development elements of the Key Site.

Access

9.90 Proposals for significant development should be supported by a Transport Assessment. Lower Street is too narrow and constrained by Listed Buildings to provide a direct vehicular access into the Key Site.

9.91 Vehicular access into the site will therefore continue to be from the High Street with egress onto West Street. In assessing development proposals the Local Planning Authority will have regard to the impacts of traffic on the local highway network and the environment of the town.

9.92 Retention and improvement of rear servicing to properties in West Street, High Street, and Lower Street will be sought particularly in the Potential Rear Servicing Areas shown on the Inset Map.

9.93 The site currently has good accessibility for pedestrians with footpath links from all four sides. Maintaining and improving this pedestrian access into and throughout the site will be a priority in considering development proposals. For instance, the gradient and condition of the link through from Lower Street could be improved to form an important link between Lower Street and West Street via the new development on the Post Office site.

Car Parking

9.94 The provision of adequate car parking is essential to the vitality and viability of the High Street area. The car park is owned and managed by the Borough Council and is the main public car park for the High Street area. It may be that part of the car park could be incorporated into a development scheme provided that any displaced parking spaces, together with additional spaces needed to serve the development, could be replaced nearby. The fall in the levels across the site could possibly lend itself to decked car parking, but it would be difficult to reconcile such a development with the small scale, historic character of the town. The existing car park could be expanded onto an area of land that British Telecom has indicated is surplus to its requirements. There is a potential to increase capacity of the nearby Tanner's Lane public car park, but the Borough Council holds this land on only a short lease from Surrey County Council.

9.95 In view of the town centre location the Council may give a degree of flexibility in applying adopted parking standards. In addition to parking and service access for motor vehicles, development should make provision for bicycles.

Conservation and Townscape

9.96 The scale of any development should reflect the position of the Key Site in relation to the Conservation Area and should respect the environment of adjoining residential properties and the vistas which are presently available from the Key Site to the wooded hillsides beyond.

9.97 Redevelopment resulting in a visual improvement of poor quality buildings in the south-eastern part of the Key Site will be encouraged. Development should contribute to an

attractive townscape, including the retention of an archway over the footpath link from Lower Street.

9.98 The largest building on the site is occupied by the Somerfield supermarket. This building presents unrelieved, bulky facades onto both the car park and West Street. The entrance to the supermarket is not prominent and the building lacks visual interest, particularly when compared with the northern side of West Street which comprises small scale individual shops. The Council will encourage development proposals which improve the appearance of the Somerfield building.

9.99 The Key Site forms part of the historic core of the town and any significant development proposals should allow for investigation and recording of archaeological features in accordance with Policy HE14 (Sites and Areas of Archaeological Potential).

Preferred Uses

9.100 The Council will encourage a mixture of land uses, but predominantly commercial uses, community facilities and retailing which will attract people to the town centre. Car parking should remain the dominant use in the centre of the site.

9.101 There is potential to expand the existing supermarket and scope for the expansion of the public car park and/or for employment related development in the western part of the Key Site.

Town Centre Environment

Urban Design in Town Centres

9.102 The main asset of Waverley's town centres is their environment. In particular, the historic streets and buildings and green settings which give all four centres a country-town charm.

9.103 The town centres are special places, acting as a focus for social and business activities and also as an important tourist attraction. It is therefore essential that they continue to provide a welcoming and attractive environment. The following policy sets out the particular urban design considerations which apply to town centres. Policy S7 (Shopfronts) and Policy HE8 (Conservation Areas) give additional guidance on the design of shopfronts.

POLICY TC8 – Urban Design in Town Centres

Development within and adjacent to the Town Centre Areas as defined on the Inset Maps should be of a high quality design, contributing to the local distinctiveness of the centre and providing an attractive, safe and secure environment. In particular the Council will seek to:-

- (a) **safeguard assets including the green setting of the town centres, and important buildings, vistas and spaces around and between buildings;**
- (b) **maintain and enhance the appearance of the immediate approaches to the town centre;**
- (c) **secure gateway buildings or features, such as tree planting, where development or other opportunities arise at the entrance to the town centres;**
- (d) **ensure that car parks, public transport facilities and pedestrian and cycle routes and cycle storage facilities are convenient, safe and secure;**
- (e) **avoid visual clutter by controlling advertisements in accordance with Policy D10, and ensuring that direction signage and street furniture are suitably designed and located and kept to a minimum;**
- (f) **ensure that new development in existing shopping streets presents an active frontage which makes a positive contribution to the character and vitality of the area;**

- (g) encourage designs which reflect and complement the local context and add interest and variety to the centre, including the commissioning of works of art or craft in accordance with Policy D14;
- (h) promote the retention and selective planting of appropriate trees within town centres.

Town Centre Enhancement

9.104 The Council has carried out a number of schemes designed to enhance the environment of the town centres. The Council will continue to promote enhancement schemes in partnership with other organisations such as the Town and Parish Councils, local amenity societies, developers, local businesses and individuals (see Policy HE11). Where appropriate, contributions will be sought from developers, in accordance with Policy D14, towards the enhancement of the town centres.

9.105 Although Waverley's town centres have largely avoided the post-war redevelopment which has marred many other towns, there are some buildings in each centre which, because of their design, scale, materials or detailing detract from the overall character and appearance of the area. On a smaller scale, there can be individual features such as unsympathetic advertisements, direction signage, street furniture and shop fronts which could be improved.

POLICY TC9 – Town Centre Enhancement

The Council will seek improvement to the character and setting of the town centres through:-

- (a) the implementation of enhancement schemes and the commissioning of works of public art and craft;
- (b) taking opportunities to secure the removal of advertisements and the redesign of shop fronts which are detrimental to the character of the town centre; and
- (c) encouraging the improvement or redevelopment of buildings or features which detract from the character and appearance of the townscape.

Farnham Green Envelope

9.106 Policies TC8 and TC9 apply to all four town centres and replace a range of more detailed policies in the 1993 Local Plan and the 1995 *Haslemere Inset Plan*. There are, however, two unique policies relating to Farnham which have been carried forward. The first of these relates to the "Green Envelope" of open space around and within the Conservation Area. The importance of this to the setting of the historic town centre was identified in 1979 and the Green Envelope was defined on the 1984 and 1993 Local Plans. The boundary of the Green Envelope is shown on the Farnham Inset Map.

POLICY TC10 – Farnham Green Envelope

New development will be resisted within the areas shown as Green Envelope on the Proposals Map and, where inappropriate buildings already exist, the Council will seek to restore the land to open space.

Castle Street, Farnham

9.107 The second conservation policy specific to Farnham relates to the protection and enhancement of Castle Street. In architectural and townscape terms this street is undoubtedly the finest in Waverley and ranks amongst the most important Georgian streets in the country. Although immediately adjacent to the shopping centre, the major part of the street is residential in character. At present, the scale of traffic

movements and on-street parking is detrimental to the historic character and appearance of Castle Street. A number of enhancement schemes have been carried out in the past in order to enhance the character of the street and, in the long term, it is desirable that parking should be limited to that required by local residents. It is essential that the street be safeguarded from detrimental changes. Most of the buildings are protected because they are listed, but the street itself could be adversely affected by the work of statutory undertakers or by changes in parking or traffic management. In view of the unique character of Castle Street, only beneficial change is acceptable.

POLICY TC11 – Castle Street, Farnham

The Council will seek to safeguard the unique character of Castle Street and will seek to preserve and enhance its special historic appearance.

Movement in Town Centres

Town Centre Access

9.108 The policies in this Plan aim to ensure that town centres remain the focus for uses that generate a large number of trips. Focusing development in town centres can make it easier to provide good public transport, as well as enabling a single car journey to serve several purposes. Town centres are also the natural focus for cycle and footpath networks. In order to compete effectively with out-of-centre developments and other town centres, it is important that Waverley's town centres have good accessibility by all means of transport, including the car and commercial vehicles which need to deliver goods and services to town centre premises.

9.109 However, access by car and commercial vehicles will need to be carefully managed where heavy demand creates congestion, pollution and parking problems which affect the character and convenience of the town centre. At present, Farnham is the only centre in the Borough where such conditions apply, and specific proposals for traffic management in Farnham Town Centre are set out at Policy TC13.

POLICY TC12 – Town Centre Access

The Council will seek to ensure good and safe accessibility to the town centres by public transport, bicycle and on foot. Accessibility by car and commercial vehicles will be managed to support the vitality and viability of the town centres and to safeguard their environmental character and amenity.

Farnham Town Centre Traffic Management

9.110 Farnham Town Centre lies immediately to the north of the A31 Farnham By-Pass at the cross-roads of the A287 and the A325. These routes bring traffic into and through Farnham, via the one way system around the central shopping area. The town centre is subject to high volumes of through traffic, caused partly by congestion on the A31 as well as the nature of the road network mentioned above. The one way system averages over 12,000 vehicles per 12 hour day, including nearly 900 heavy goods vehicles.

9.111 The town centre has two particularly narrow streets, Downing Street and The Borough, which are classified as 'A' roads but are unsuitable for heavy traffic and suffer high levels of pollution. At many times of the day, parked delivery vehicles cause obstruction and reduce the width of these streets to one lane. Heavy traffic also detracts from the fine Georgian character of Castle Street and affects other town centre streets, including West Street and East Street. Generally, the high level of traffic combined with the sub-standard width of most carriageways and footways creates a poor environment for pedestrians.

9.112 These problems were identified in the *Farnham Movement Study*⁽⁴⁾, and the Farnham Movement Package includes proposals to narrow Downing Street and The Borough to one lane with wider footways, service and bus bays. The predicted effects are improved safety, smoother traffic flows and reduced volume of traffic through the town centre. The package also includes a number of proposed junction improvements in the town centre, and the creation of a pedestrian priority area in East Street. The Borough Council supports these proposals in principle, subject to further consideration of the detailed design issues. Where appropriate, developers may be required to contribute towards the implementation of town centre traffic management measures recommended in the Farnham Movement Study. All significant development proposals in the town centres will be expected to be compatible with the Farnham Movement Study's aim of encouraging access by modes of transport other than the private car.

9.113 The measures proposed in Policy TC13 should help to alleviate the current problems caused by parked delivery vehicles. However, in the interim, the Borough Council will support the Police in enforcing existing peak hour restrictions on loading and unloading. The Borough Council will also work with the County Council, Town Council and local businesses to establish whether there is scope to amend and/or extend restrictions on the times of on-street deliveries in the town centre.

POLICY TC13 – Farnham Town Centre Traffic Management

The Council, in conjunction with the County Council, will seek to enhance the environment of Farnham Town Centre within the area shown on the Proposals Map by improving conditions for pedestrians and minimising the impact of vehicular traffic, including heavy goods vehicles. In particular, traffic management measures will be introduced to improve safety at key junctions, to widen existing footways and provide service bays, and to create a pedestrian priority area in East Street.

Within the area of Farnham Town Centre shown on the Proposals Map, access by modes of travel other than the motor car will be encouraged. Particularly, in considering any significant development proposals, the Council will have special regard to their impact on congestion within the town centre together with the need to minimise or reduce the number of motorised journeys. Those proposals which are not located in positions to maximise the use of public transport facilities or which cannot be demonstrated as providing active support to the objective of reducing the need to travel by private car will be resisted.

In addition to funding by the local authorities, developers will be expected to contribute towards the above measures where development proposals would be likely to create further demands on the town centre transport infrastructure.

Town Centre Car Parking Standards

9.114 Policy M14 (Car Parking Standards) relates to Borough-wide parking standards for new development. These standards are presently under review. In the interim, the Borough Council will continue to operate the existing car parking standards, although these standards will be applied flexibly in accordance with the considerations set out in Policy M14. However, in the light of PPG13, PPG6 and the *Surrey Local Transport Plan*, proposals for development in town centres will be considered against the policy approach set out in Policy TC14 below.

9.115 For town centre retail, leisure, residential and office developments, it will be desirable to provide a lower amount of parking than the full demand standard in order to encourage alternative modes of travel to the car and to reduce congestion. The Council intends to produce Supplementary Planning Guidance which will identify town centre parking zones and will set out appropriate ranges of parking provision for different land uses within each of Waverley's main centres. This will take account of factors such as the economic health of each centre, the level of accessibility by modes of transport other than the car and the existence of measures to control on-street parking. The Borough Council will work with Surrey County Council to prepare Town Centre Parking Management Plans in order to provide a co-ordinated approach to the management of all forms of parking within the defined zones.

POLICY TC14 – Town Centre Car Parking Standards

~~In existing centres where there is either already good public transport or where an applicant can assist its improvement, the Borough Council will require a reduction to parking standards for offices and major town centre retail, residential and leisure development.~~

9.116 Where car parking requirements cannot be provided on particular sites, as an alternative the Council will consider seeking contributions from developers towards measures to assist access to the site by public transport or walking or cycling.

POLICY NO LONGER IN EFFECT

From 28th September 2007, following a Direction by the Secretary of State under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, this policy is no longer in effect.

Rear Access and Servicing

9.117 In new development, servicing access is usually provided at the rear of the premises. Because of the historic character of Waverley's town centres, many established commercial premises do not have, and cannot be provided with, rear servicing facilities. Even where such facilities do exist, they are often inadequate for large vehicles. In consequence, servicing frequently takes place from the street, causing traffic congestion and hazardous conditions for pedestrians. Together, these factors have an adverse effect on the town centre environment.

9.118 While the provision of rear access and servicing facilities is a desirable objective, such facilities can have other environmental implications. Land at the rear of premises which might be suitable for this purpose is often limited in size and can provide valuable amenity space for residential accommodation over shops. The provision of rear servicing could adversely affect the character of Conservation Areas by detracting from the setting of historic buildings, or by necessitating the removal of old walls and other townscape features. Policy TC15 sets out the approach the Council will take in considering development and redevelopment proposals in town centres.

9.119 The Council has also identified on the Inset Maps the following areas in Godalming and Haslemere where the creation of rear access and servicing is appropriate and is capable of achievement:-

Godalming

- (a) Moss Lane to Great George Street;
- (b) Crown Court to the King's Arms and Royal Hotel;

Haslemere

- (c) Land between West Street and Lower Street;
- (d) Land to rear of High Street.

9.120 The sites in Godalming were already identified in the 1993 Local Plan, and the provision of rear servicing at those sites represents a desirable long term objective rather than something which is likely to be achieved in the near future. The land between West Street and Lower Street in Haslemere lies within the Haslemere Key Site and detailed guidance on future development opportunities is contained in Policy TC7. Any proposals for development within the above areas will be considered in the context of Policy TC15.

POLICY TC15 – Rear Access and Servicing

Within the town centres, the Council will encourage the provision of rear access and servicing facilities to both new and existing buildings where these can be achieved without detriment to the townscape, the setting of historic buildings or residential amenity. Development and redevelopment proposals which do not provide rear service facilities will be resisted if, in the opinion of the Local Planning Authority, such provision should be made.

Through the control of development, the Council will protect those areas shown on the Proposals Map where rear servicing is appropriate and capable of achievement.

Footways and Yards

9.121 Footpaths and yards are positive townscape features which open up new vistas and add to the character and appearance of town centres. They also serve a practical purpose by segregating pedestrians from the effects of vehicular traffic. The old yards such as Hart's Yard in Godalming are distinctive features which merit protection, refurbishment and ongoing maintenance. However, redevelopment can provide opportunities to enhance and extend historic yards, as in the case of the Lion and Lamb Yard in Farnham, or to create newer yards such as St George's Yard in Farnham. Schemes such as those can greatly enhance the character and accessibility of town centres. Every opportunity should be taken to include the opening up of new paths, passages and yards as part of new development or refurbishment schemes. The design, lighting and layout of new footways and yards should take account of the need to reduce the incidence and fear of crime, in accordance with Policy D8, although any such measures must be compatible with the character and amenities of the townscape.

POLICY TC16 – Footways and Yards

Within the town centres, the Council will seek the enhancement of existing footpaths and yards and the inclusion of new footpaths and yards as part of redevelopment schemes, thereby adding to the network of paths to the benefit of pedestrians and to the character of the town centres. Where practicable, and where such a provision would not unduly harm the conditions of highway and pedestrian safety, the requirements of cyclists and wheelchair users will be incorporated into the design of any new routes which may be provided in accordance with this policy.

CHAPTER 10 – LEISURE AND TOURISM

Introduction

10.1 Leisure time is increasingly important to people. Many are taking early retirement and therefore have more time, whilst others find they are working longer hours and leisure time is all the more valuable. Expectations of leisure provision in the Borough are therefore high. Waverley adopted a Leisure Strategy in October 1995 (reviewed and updated in 1999)⁽¹⁾. This covers the period from 1996 - 2001 and highlights several groups which have particular leisure needs, including young people; people without cars; the retired and elderly; people with special needs; the unemployed; and single parent families.

Leisure Facilities in Waverley

10.2 Leisure facilities in the Borough are provided by a number of bodies, including the Borough and County Councils, the private sector, the voluntary sector, town and parish councils and the National Trust. Major leisure facilities include sports centres in each of the four main settlements, museums, sports pitches, the Farnham Maltings and various arts venues. There are many well used village and church halls, village greens, recreations grounds and other managed open spaces, as well as the increasing number of both public and private schools which hire out their leisure facilities to community organisations.

Arts and Entertainment

10.3 There is a high level of arts activity in Waverley, covering a wide range of art forms. The Leisure Strategy attributes this partly to the number of professional artists resident in the Borough, and also to the high number of voluntary groups working in various venues including the Cranleigh Arts Centre, the Farnham Maltings, the Surrey Institute of Art and Design at Farnham, the Haslemere Hall, and the Borough Hall in Godalming. Facilities at these venues include concerts, dance studios, exhibitions and a cinema, as well as the many other organised annual events which attract people from far afield.

Tourism in Waverley

10.4 One of Waverley's main assets is the quality of its environment. Its towns are all of historic interest and there are many attractive villages. The countryside is highly accessible, with some 400 miles of public rights of way including footpaths and bridleways. The Devil's Punchbowl near Hindhead and Frensham Common are well known and visited by large numbers of people. However, most visits to Waverley are by people visiting friends and relatives, day visitors and people on seasonal short breaks. The serviced accommodation stock is limited and there are no major visitor attractions.

10.5 In the past, the perception was that Waverley was not an area which was much visited by tourists. Recently the Borough Council has become more active with regard to tourism, having adopted a Tourism Action Plan "*Visitors Mean Business*". While Waverley will still rely largely on the attractions of the countryside as its 'tourism product', it is important to recognise that visitors to the towns and villages play a significant part in the economy of the Borough. A report prepared by the South East England Tourist Board in 1995, using the widely accepted Cambridge Economic Impact Model, revealed that some £60 million is spent by visitors to Waverley and that tourism supports nearly 2,000 jobs in the Borough⁽²⁾.

10.6 Whilst there are opportunities for tourism within Waverley given its natural beauty and its good communication links with both London and the south coast, any new proposals for leisure or tourism development must be sustainable. Sustainable tourism is about seeking a harmony between the needs of the visitor, the place and the host community. A balance is required between the concerns of residents about traffic generation, parking congestion and pollution particularly in the villages and the need to maximise the economic opportunities by supporting local businesses such as shops, public houses and hotels which provide services to tourists. The Tourism Action Plan "*Visitors Mean Business*" endorses this approach.

Policy Background

10.7 *PPG17 on Sport and Recreation* and *PPG21 on Tourism* both give advice on how the planning system should reconcile the need for facilities with the need to protect and preserve the environment. PPG17 also seeks to ensure that urban sports and recreation facilities, including sports pitches and playing fields, are safeguarded. The protection and enhancement of such facilities can reduce the demands for leisure in the countryside.

10.8 One of the major concerns of *PPG6 on Town Centres and Retail Developments* is the enhancement of the vitality and viability of town centres. Leisure and entertainment facilities add variety and can reinforce the attractiveness of town centres to local residents, shoppers and visitors. Amongst other factors, PPG6 addresses the need for local planning authorities, in consultation with the leisure industry, to develop strategies for uses that support the evening economy of town centres.

10.9 While there are few policies directly concerned with recreation and tourism in the 1994 *Surrey Structure Plan*, the emphasis is on providing such facilities which will "go hand in hand with enhancing the environment". The Structure Plan policies state that local planning authorities will encourage development for recreation where it overcomes deficiencies in provision, together with realising the need to achieve the full potential of recreational land and buildings across the county.

Objectives

10.10 This chapter sets out the policies which will be used to assess development proposals involving leisure and visitor facilities. It seeks to complement the recommendations in the Waverley Leisure Strategy.

10.11 In considering proposals involving leisure and/or visitor related facilities, the Council's objectives will be:

- to maximise the benefits provided from existing facilities;
- to encourage the provision of appropriate additional facilities which meet the varied leisure needs of Waverley residents;
- to enable appropriate visitor related development in order to contribute towards a healthy local economy;
- to ensure that leisure and tourism development does not damage the quality of life for residents or the special nature of the Borough's environment; and
- to secure the retention of existing facilities which continue to serve a useful purpose (or their replacement on a broadly like for like basis).

Existing Leisure Facilities

10.12 Owing to the size of the main population centres in the Borough, Waverley has not attracted major commercial leisure facilities such as multiscreen cinemas, tenpin bowling and large scale bingo or night clubs. However, the Borough does have a reasonably good range of other leisure facilities provided by the public, private and voluntary sectors.

10.13 These facilities can come under pressure from other forms of development. Even if their existing use is no longer viable, they can often be used in whole or in part for other recreational activities, leisure or community uses. Since alternative recreation sites are increasingly difficult to find in the built-up areas because of development pressures and high land values, existing leisure facilities need to be protected even if there may not be an immediate demand for a similar alternative occupier. Exceptionally, there may be justification for accepting the loss of a leisure facility if it is

being replaced by an alternative facility of an appropriate standard in a suitable location nearby.

POLICY LT1 – Retention of Leisure Facilities

~~The Council will seek to retain leisure facilities where a clear need still exists for these facilities. Proposals which result in the loss or restricted use of buildings or land in recreational use will be resisted unless suitable alternative provision can be made. In considering proposals to redevelop such sites or change their use, the Council will take into account their continued viability, their contribution to the local community, and the vitality and viability of the area in which they are located as well as the suitability of the proposed use.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

10.14 For the purposes of Policy LT1, the term leisure facilities relates to those uses which fall within Class D2 (Assembly and Leisure) of the Town and Country Planning (Use Classes) Order 1987. These comprise the following uses:-

- (a) cinema;
- (b) concert hall;
- (c) bingo hall or casino;
- (d) dance hall;
- (e) swimming bath, skating rink, gymnasium or area for other indoor or outdoor sports or recreations, not involving motorised vehicles or firearms.

Visitor Related Facilities

Existing Visitor Related Facilities

10.15 The retention of visitor accommodation has recently become an issue for concern following the loss of some well-known hotels in the Borough. PPG6 advises that local authorities should encourage the diversification of uses within town centres and emphasises that mixed, but complementary uses during the day and evening make town centres more attractive places for local residents, shoppers and visitors. Leisure and entertainment facilities, specifically including hotels, conference centres and public houses, all contribute to add variety to town centres. Visitors to hotels and other types of serviced accommodation also provide a source of income and employment in the villages and in the rural areas. It is therefore of equal importance to retain existing valuable and potentially viable assets both within and outside the town centres, particularly as the countryside and all it offers is one of the main tourist attractions in Waverley.

POLICY LT2 – Retention of Visitor Accommodation

~~The Council will seek to retain visitor related facilities. When considering development proposals (including changes of use) which would involve the loss or partial loss of visitor-related facilities (including hotels, food establishments and public houses), the Council will take into account:~~

- (a) the viability of the existing enterprise and the public demand for it;
- (b) the presence and availability of other similar establishments within the same town, settlement or general area offering the same or similar services;
- (c) the merits of the development proposed and its compliance or conflict with other Plan policies.

10.16 Applicants will be required to support any applications for change of use with sound evidence as to the non-viability of the current use. The Council will ask for the following:

- i. financial evidence to show any decline in trade, together with any relevant details of investment into the promotion and/or improvement of the business;
- ii. any marketing strategy employed, such as details of the length of time and information on how and where the property has been marketed.
- iii. social and/or demographic information and/or customer surveys which demonstrate any altered client/visitor use of the premises;
- iv. the contribution the existing facility makes to its locality, in terms of spin-off benefits to other local businesses and its contribution to the social life of the community; and
- v. the availability and location of alternative visitor facilities.

10.17 Advice on the assessment of submitted evidence will be sought from relevant organisations such as the Southern and South East England Tourist Boards.

New Built Visitor Accommodation

10.18 Most of the 16 hotels which currently exist in Waverley are located in the towns of Farnham, Godalming and Haslemere, although a few are situated in the countryside such as the three hotels in the vicinity of Frensham Common. Having regard to the policies of restraint on development which apply in Waverley, the scope for new hotel provision will continue to be focused on the four main settlements.

10.19 In view of the economic importance of tourism and the contribution which visitor accommodation can make to the vitality of town centres, Policy LT3 supports proposals for new or enlarged hotels and other forms of guest accommodation in Farnham, Godalming, Haslemere and Cranleigh. Opportunities for new provision have been identified on the Godalming Key Site and the Farnham East Street Area of Opportunity (see Chapter 9). Within those rural settlements where small scale development is acceptable by virtue of Policy RD1, the Council will wish to be satisfied that the level of activity generated by a proposed hotel, guest house or similar form of accommodation would be compatible with maintaining the character and amenities of the settlement. Policy LT4 provides for limited expansion and upgrading of existing premises in rural areas beyond the Green Belt.

POLICY LT3 – Visitor Accommodation in Settlements

The Council will support the development of new or expanded hotel and guest accommodation within Farnham, Godalming, Haslemere and Cranleigh and within the settlements identified in Policy RD1 provided that:-

- (a) the scale, character and form of the development is appropriate to the surrounding area and would not be detrimental to residential amenities;
- (b) it is well located in relation to the main road network and within easy reach of public transport facilities; and
- (c) access and parking can be provided to a satisfactory standard without adversely affecting the amenities of the locality or the appearance of the site.

POLICY LT4 – Visitor Accommodation in the Countryside

Within the Green Belt and outside settlements, proposals for hotels, guest houses and similar accommodation will be considered in accordance with Policy C1.

In the countryside beyond the Green Belt and outside settlements, proposals to upgrade existing hotels, guest houses and similar types of accommodation will be permitted provided that:-

- (a) the character and form of the extension is in keeping with, and is subordinate in scale to, the existing building;
- (b) access and parking can be provided to a satisfactory standard without prejudicing highway safety or adversely affecting the character and amenities of the site and the locality;
- (c) the amount of traffic likely to be generated by the proposal would not prejudice highway safety or cause significant harm to the environmental character of country roads; and
- (d) of the development would not harm the appearance or the open character of the countryside.

Changes of Use to Visitor Accommodation in the Countryside

10.20 Additional visitor accommodation may be permitted where this can be achieved by converting existing buildings. Such proposals would need to meet the criteria set out in Policy LT5 and in the relevant policies (RD4 or RD7) in Chapter 11 on Development in Rural Areas.

POLICY LT5 – Changes of Use to Visitor Accommodation in the Countryside

Within the Green Belt and outside settlements, proposals for changes of use of buildings to hotels, guest houses and similar accommodation will be considered in accordance with Policy C1.

In the Countryside beyond the Green Belt and outside settlements, proposals for changes of use of buildings to hotels, guest houses and similar accommodation will be permitted provided that:-

- (a) the proposals retain the character of the property and its surroundings and no substantial enlargement to the existing building is necessary; and
- (b) access and parking can be provided to a satisfactory standard without prejudicing highway safety or adversely affecting the character and amenities of the site and the locality.

Leisure and Tourism Development

Leisure and Tourism Facilities in the Built- Up Areas

10.21 Purpose built leisure facilities in Waverley tend to be concentrated in the four main settlements of Farnham, Godalming, Haslemere and Cranleigh, each of which is served by a leisure centre offering a range of facilities. These centres, together with a variety of other public and private facilities, have a very important role in meeting the recreational needs of local people. In accordance with the advice in PPG6, the Council will adopt a sequential approach to the location of leisure and entertainment uses which are likely to attract a large number of people. This means that, where suitable sites or buildings appropriate for conversion are available, first preference will be given to town centre sites, followed by edge-of-centre locations and places well served by public transport, and then to the wider urban area.

10.22 The Waverley Leisure Strategy has identified a need for certain facilities including a publicly accessible 400 metre synthetic athletics track, an indoor tennis centre to serve the needs of the Borough, and an indoor bowls facility in either Farnham or Haslemere. Policy LT6 aims to provide the policy framework for exploring opportunities to meet the

leisure demand of the Borough. The development of further indoor facilities, based on the needs of the community, will be encouraged, subject to the relevant planning constraints, in particular the need to be able to reach new or improved facilities by methods other than the private car.

Leisure and Tourism Facilities in the Villages

10.23 Waverley has many rural villages and smaller settlements which contain a range of facilities of varying sizes and standards. Some, such as Grayswood, have recently constructed new village halls, with the aid of community fund raising and assistance from the Millennium Commission. The Leisure Strategy highlights the desirability of attaining a minimum level of facility provision of a village hall, sports ground and an equipped play area for communities of over 500 people and this still remains to be achieved in some villages in the Borough. It also recognises the need to maximise the potential community uses in the design and planning of new village community facilities, such as pavilions and village halls, which should be able to serve the wider needs of the community, as well as providing facilities for the more traditional sports uses.

10.24 Clearly, the villages have less variety of formal recreational facilities than the towns, but do have the benefit of immediate access to the countryside and the range of opportunities for informal recreation which it offers.

POLICY LT6 – Leisure and Tourism Development in the Settlements

Permission will be granted for development for leisure or tourism related purposes within Farnham, Godalming, Haslemere and Cranleigh and within the settlements identified in Policy RD1 provided that:-

- (a) the scale, character and form of the development is appropriate to the surrounding area and would not be detrimental to residential amenities;
- (b) facilities which are likely to attract a large number of visitors are appropriately located within the existing settlements and are readily accessible to pedestrians and cyclists and by public transport; and
- (c) access and parking can be provided to a satisfactory standard without prejudicing highway safety or adversely affecting the character and amenities of the site and the locality.

Leisure and Tourism Facilities in the Countryside

10.25 The countryside is an important recreational resource for residents and visitors to the Borough, offering opportunities for informal activities such as walking, cycling and horse riding together with more formal leisure pursuits such as golf, motor sports and water sports. Policies later in this chapter set out detailed guidance on specific rural leisure activities, including the development of golf courses (Policy LT9) and noisy sports (Policy LT10). The text below also addresses the issues of water based recreation and camping and caravanning, both of which predominantly take place in the countryside.

10.26 Proposals for leisure and tourism development in the countryside will be considered against the criteria set out in Policy LT7. Outdoor forms of recreation may be acceptable in the Green Belt and the Countryside beyond the Green Belt, although they must not prejudice the character and amenity of the countryside. New built development will only be acceptable where it is small in scale and is incidental to existing outdoor recreation activities. The re-use of existing buildings to provide ancillary accommodation for outdoor recreation pursuits or holiday accommodation will be encouraged, subject to the provisions of Policy RD7, in order to minimise the introduction of additional buildings in the countryside. Development proposals which would generate a requirement for extensive areas of car parking in the countryside will not normally be permitted.

Policy LT7 – Leisure and Tourism Development in the Countryside

Within the Green Belt and outside settlements, proposals for new leisure or tourism related development or the extension of existing facilities will be considered in accordance with Policy C1.

In the Countryside beyond the Green Belt, proposals for new leisure or tourism related development or the extension of existing facilities will only be permitted providing that:-

- (a) it is of a nature, scale, design and character suited to its proposed location;**
- (b) the proposed activities do not harm the character of the countryside and amenities of the area;**
- (c) the natural environment and nature conservation interests are safeguarded;**
- (d) suitable existing buildings are utilised whenever practical;**
- (e) access and parking can be provided to a satisfactory standard and the amount of traffic likely to be generated by the proposal would not prejudice highway safety or cause significant harm to the environmental character of country roads; and**
- (f) car parking areas can be landscaped and discreetly located without causing significant harm to the rural character of the area.**

Water Based Recreation

10.27 There are several areas in the Borough which are popular for water based recreation. These include the Wey Navigation, owned and controlled by the National Trust, which is the focus not only for barges and other small pleasure boat trips, but also provides a very attractive environment for walking in close proximity to both Godalming and Farnham. Frensham Great Pond is popular with residents and visitors for sailing and there are other ponds and lakes which are well used by anglers. Opportunities for new water based recreational activities are only likely to arise following restoration of exhausted mineral workings. Restoration can also provide opportunities for nature conservation projects to complement recreational uses.

Camping and Caravanning

10.28 Certain clubs, such as the Camping and Caravanning Club and the Motor Caravanners' Club, are currently permitted to establish small camping or caravanning sites of up to 5 pitches without requiring planning permission. There are 3 camping and caravan sites in Waverley and in the main they are well concealed. Small scale camping and caravan sites can represent an acceptable form of farm diversification (see Policy RD8), particularly where the re-use of existing farm buildings for camping barns or ancillary facilities is incorporated (see Policy RD7).

Visitor Information

10.29 Visitor information facilities in Waverley are limited, an issue highlighted in the Leisure Strategy. The Tourist Information Centre (TIC) in Farnham is presently the only Tourist Board networked centre in the Borough, and handled over 31,000 enquiries in 1997.

10.30 Tourist Information Centres and Visitor Information Centres provide an important service both to visitors and residents, offering comprehensive information about facilities, services and events within the area. They can be a valuable means of managing visitor flows to avoid excessive use of vulnerable sites. They may also occupy historic buildings for which appropriate alternative uses are limited.

10.31 Both the Leisure Strategy and *Visitors Mean Business* identify the need to work with the County Council and other agencies to review the case for providing TICs, or Tourist Information Points (TIPs), at Godalming and Haslemere. The Borough Council will encourage the development of new facilities at these locations, together with the

provision of TIPs at other strategic locations within the Borough. The Borough Council will also support the maintenance of existing visitor information services in Waverley.

Sports Grounds and Playing Facilities

10.32 Waverley has a wide range of outdoor sports facilities, including sports pitches of all kinds and open areas used for informal recreation. The importance of pitches and other green spaces, which are valued for both their recreational and visual amenity roles, is acknowledged and these are protected under Policy BE1 in Chapter 4.

10.33 Playing fields are one of the most important resources for sport in England. A playing field is defined as the whole of a site which encompasses at least one playing pitch. As pressures increase for development land in urban areas, playing fields can often be subject to pressures for other forms of development. Those forming part of school grounds are seen as particularly vulnerable. The loss of playing fields can represent the irretrievable loss of an opportunity for the playing of team sports on open pitches, and with it the many benefits which sport brings. This important issue has been highlighted by Sport England which is a statutory consultee for planning applications involving development which would have a detrimental effect on the provision of playing fields which are, or have been in use, within the last five years.

10.34 Despite a national decline in team sports, there is a strong tradition of football, hockey, rugby, cricket and netball in Waverley. The Leisure Strategy has identified that, in some areas, there is pressure on the number of pitches available, made worse by football and cricket clubs having to share the same recreation grounds and the increasing overlap in their seasons. A further pressure is the growing demand from youth and women's teams as clubs develop.

10.35 Sport England's policy is to protect all parts of a playing field, not just those which happen, for the time being, to be laid out as pitches. This is because those other parts of a playing field are a resource which may be needed, now or in the future, and should therefore be afforded the same protection⁽³⁾.

10.36 In considering proposals for new sports pitches or improved facilities, the Council will have regard to the impact of their appearance and any related structures, such as new buildings and floodlighting. Where the provision of new pitches is acceptable in principle, the Council will seek to ensure, through the imposition of appropriate conditions, that the proposals will not adversely affect the residential amenities of the locality, through for example, the location and intensity of floodlighting, hours of operation and traffic generation.

POLICY LT8 – Sports Grounds and Playing Fields

~~The loss of sports grounds and playing fields to development or other purposes will be resisted unless suitable alternative provision can be made.~~

~~New sports grounds will be permitted provided that:~~

- ~~(a) their provision and use, including artificial lighting, would not detract from the character and amenities of the area;~~
- ~~(b) access and parking can be provided to a satisfactory standard without prejudicing highway safety; and~~
- ~~(c) any new buildings should comply with other policies in the Plan.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

10.37 Where development is proposed which would involve the loss of sports grounds and playing fields, it will be necessary for the applicants to demonstrate that there is an excess of provision in the locality which would still be the case after the proposed development has gone ahead. Applicants should refer to the standard of 1.6 (4 acres) per 1,000 population for outdoor sport recommended by the National Playing Fields Association⁽⁴⁾.

Golf Courses

10.38 At the time of publication of the 1993 Local Plan, the former Sports Council had identified an under provision of golf courses within Surrey. Although it was acknowledged that the countryside within the Borough contains many environmental and landscape restraints, it was suggested that opportunities existed for the provision of new facilities for golf. Since that time, several private and public golf courses have been constructed across the Borough, and there are now 12 golf courses in Waverley. In general, the Borough is now well served with golf facilities of all kinds.

10.39 Stand-alone golf driving ranges are not considered appropriate in rural areas because of the often intensive nature of the use, associated buildings and structures and requirements for floodlighting. A number of driving ranges associated with existing courses have been approved. Any application for golf driving ranges will be considered against other policies in the Plan, including those within the Development Chapter and LT6 or LT7.

POLICY LT9 – Golf Courses

Proposals for new or enlarged golf courses will be considered against the following criteria:-

- (a) the course should integrate sensitively with the intrinsic landscape character and setting and in particular with any historic or ecological features that make the area distinctive;
- (b) it should not have a materially adverse effect on any historic features including gardens, or areas of ecological importance;
- (c) it should not be constructed on Grade 1, 2 or 3a agricultural land;
- (d) preference will be given to locations of relatively poor landscape quality. More critical analysis will be made of proposals which are located in the Surrey Hills Area of Outstanding Natural Beauty or the Area of Great Landscape Value to ensure that there will be no adverse environmental impact on the natural quality of the landscape;
- (e) public rights of way should be maintained through the site;
- (f) access and parking can be provided to a satisfactory standard without prejudicing highway safety or adversely affecting the character and amenities of the site and the locality;
- (g) the amount of traffic likely to be generated by the proposal would not prejudice highway safety or cause significant harm to the environmental character of country roads; and
- (h) suitable existing buildings are utilised whenever practical, and any new buildings must be in accordance with other Local Plan policies and of a high quality design.

10.40 In considering any proposals for new golf courses or extensions to existing facilities, the Council will take into account the numbers of existing and proposed courses nearby, and will have regard to the Surrey County Council guidelines for new facilities in Surrey.

10.41 Applicants will be required to submit information which will allow the full impact of the proposed development to be assessed. Details of how issues of wildlife and landscape conservation, environmental enhancement and traffic management are to be dealt with will be required. Golf courses use a significant amount of water, and

details relating to water extraction, facilities for on site storage and anticipated amount of use will be of particular importance. When applications for new courses are submitted, the Council will consult the Environment Agency to ensure that proposals meet with its licensing requirements under the Water Resources Act 1991 and that account is taken of the long-term impact on water resources in the area.

10.42 Applicants will also be required to demonstrate that the proposed level of ancillary development will be adequate to serve the needs of the golf course before the principle of the use is established. In this regard, the Council will need to be satisfied that the proposal as applied for is supported by a business plan which demonstrates that it is a viable business proposition without additional development, such as a conference, health club or hotel facilities. Any ancillary buildings should be kept to a minimum and existing buildings in rural areas should be used wherever suitable to accommodate any necessary facilities.

10.43 The Council will normally seek a Section 106 Agreement to maintain any pay as you play courses permanently available to the general public.

Noisy Sports

10.44 The term "noisy sports" includes clay pigeon shooting, rifle shooting, war games, model aircraft flying, motor cross and scrambling. Many of these sports usually take place in the countryside, but Policy LT10 will apply equally to any type of proposal for noisy sports in the urban areas. While these sports are enjoyed by both spectators and participants, by their very nature, they can have serious impacts on the residents of nearby properties and those enjoying the peace and tranquillity of the countryside. They can also come into conflict with more traditional country pursuits such as fishing, horse riding and walking, as well as conflicting with nature conservation objectives.

10.45 Planning permission is not always required for these activities, particularly where they are carried out under the 'permitted development' provisions relating to the temporary use of land. In exceptional circumstances, where such uses are considered to have a materially adverse effect on the peace and tranquillity of the countryside, the Borough Council may consider whether steps should be taken to remove such rights through the imposition of an Article 4 Direction. Where planning permission is required, the Council will have regard to how much and how often the noise will be generated, and whether there are any topographical features in the area which would be likely to limit the noise and other environmental impacts of the use on the locality. If a proposal is considered to be acceptable, the Council will consider imposing conditions limiting the frequency and times of use, and the number of participants, in order to minimise the impact of the activity on nearby residents and the local environment. The Council may also impose a condition requiring the removal of any related structures if the use ceases and they are no longer needed.

10.46 Noisy sports will not normally be permitted in or adjacent to areas of recognised ecological importance, particularly those designated sites identified in Policies C9 and C10, if they would result in damage to flora and fauna. Where proposals affect designated nature conservation sites, the Council will normally expect as part of any planning application submitted a mapped appraisal of any wildlife interest on the site and a management plan to ensure that there is no detrimental impact on wildlife habitats. Conditions may be imposed which limit the use to certain times of the year to avoid conflict with any nature conservation or wildlife interests.

POLICY LT10 – Noisy Sports

Proposals for the use of land and other related development for noisy sports, war games or similar activities will only be permitted where a proposed use will not have an adverse effect on:

- (a) the amenities of nearby occupiers with particular emphasis on noise disturbance and visual intrusion;**
- (b) areas of high environmental quality which remain relatively undisturbed;**
- (c) the heritage and ecological value of the site or surrounding**

area;

- (d) the safety and enjoyment of users of any nearby public bridleways or footpaths;
- (e) other recreational activities, both formal and informal;
- (f) access and parking can be provided to a satisfactory standard without prejudicing highway safety or adversely affecting the character and amenities of the site and the locality; and
- (g) the amount of traffic likely to be generated by the proposal would not prejudice highway safety or cause significant harm to the environmental character of country roads.

Where appropriate, the Council will impose conditions limiting the hours and frequency of use and the number of participants.

Walking, Cycling and Horseriding

Walking

10.47 Policies M4 and M5, which seek to promote walking and cycling respectively as alternative means of travel to the car, can be found in Chapter 12 on Movement. Specific proposals for new footpaths and/or cycle routes are also included in the Movement Chapter and are shown on the Proposals Map.

10.48 Footpaths and bridleways form an important and valuable recreational facility that needs to be safeguarded and maintained. Waverley has an extensive network of public footpaths and bridleways which cover the whole Borough. Of more than local significance within the Borough is the North Downs Way, a national long distance footpath which commences at Farnham. Of local importance is The Downs Link, a bridleway route based on the former Guildford to Horsham railway, and the Greensand Way commencing at Haslemere Museum. Special attention will be paid to development proposals which would affect the route of these long distance rights of way.

10.49 Considerable progress has been made on improving waymarking and promoting the Borough as a popular place for walking and cycling. For example, information panels have been sited along the Downs Link Bridleway and at Frensham Common, together with a number of smaller sites across the Borough. There remains further scope for improvements of rights of way and the creation of new routes, including on land owned and managed by the Borough Council. Whilst responsibility for rights of way lies with the County Council, Waverley will continue to actively promote the use of the paths where appropriate. The Borough Council will also work with private landowners to investigate the scope for new voluntary access agreements which allow the public to enjoy access to the countryside for a range of recreational uses.

Cycling

10.50 Cycling also enables people to visit the countryside with a minimal impact on the rural environment. The country lanes in Waverley offer attractive routes for the cyclist. Many of these lanes form part of the Surrey Cycleway, which is a signposted on-road leisure route that has been developed by the County Council, with the assistance of the Cyclists' Touring Club, as part of the STAR (Strategic Traffic Action in Rural Areas) initiative. In addition to country lanes there are many bridleways in Waverley which can be used for cycling, but improved surfacing may be necessary as has been provided on the Downs Link.

10.51 Although an established leisure activity, cycling has until recently been promoted by the Borough in a limited way. However, the Council has made a policy commitment to promoting and encouraging cycling, and is working with the County Council, local cycling groups and other agencies to improve facilities for cyclists. The Council adopted its "Cycling Plan for Waverley Borough" in 1997⁽⁵⁾. This identifies the need for a Borough-wide network of cycle routes. Implementation of the network will begin

during the lifetime of this Plan. Further details and a schematic drawing of the Borough-wide network are contained in the Movement Chapter.

Horse Riding

- 10.52 Policies RD13 and RD14 relating to development associated with the keeping of horses on a commercial and non-commercial basis can be found in Chapter 11.
- 10.53 Horse ownership in the Borough is high. There is also a large number of commercial riding establishments and livery stables. This has inevitably lead to pressure of use on the bridleway network, particularly on the commons, where bridleways can become over-used and eroded. Bridleways on clay, in particular, can become muddy and unpleasant to use.
- 10.54 Horse riding will continue to be a popular pastime and the Council will seek to ensure that new equestrian development is located in places where the existing bridleway network and open space is capable of absorbing the number of horses all year round. Proposals which include the provision of permissive horse rides will be encouraged.

POLICY LT11 – Walking, Cycling and Horseriding

The Council, in consultation with Surrey County Council, will seek to ensure that designated rights of way are safeguarded, protected and enhanced to encourage their use by walkers, cyclists and horse riders. The routes of long distance rights of way in the Borough are shown on the Proposals Map.

When consulted on proposals to divert public rights of way, the Council will seek to ensure that the proposed route is equivalent or preferable to the definitive route having particular regard to the safety and convenience of walkers, horse riders and cyclists; the protection of public views; increases in length and connections with other rights of way.

The Council will encourage the extension of the network of public rights of way in the Borough where compatible in terms of existing privacy, security and amenity of landowners. The possible impact of any proposal on the existing ecology will similarly be a factor which will be taken into account when considering any proposals.

- 10.55 The Council recognises the major problem for walkers, cyclists and horseriders in crossing busy roads in the Borough and in particular the A3. The Council understands the importance of maintaining the continuity of rights of way and, in consultation with the Highways Authorities together with countryside and outdoor activity organisations, will explore ways of improving the situation should the opportunity arise.

Downs Link

- 10.56 The route of the former Guildford-Cranleigh railway line forms part of the long distance Downs Link Bridleway mentioned above. It has now become well-established as a recreational route for walkers, cyclists and horse riders. Following a recent demand assessment study which concluded that it would not be economically viable to re-open the former Guildford-Cranleigh railway line, the Borough Council and the County Council both resolved that the current and future importance of the route should continue to be recognised as an important movement corridor and that it be protected through the statutory planning process. Policy M8 in Chapter 12 relates to this issue.

CHAPTER 11 – DEVELOPMENT IN RURAL AREAS

Introduction

- 11.1 The policies in this chapter set out the criteria which will be applied to proposals for built development and other activities on land within the rural areas of the Borough. Policies to guide and control development within the Borough as a whole are included in Chapter 2 (Development). Nevertheless, there are various forms of development which are specific to rural areas, and require particular policy treatment. Chapter 3 (Countryside) sets out policies which seek to protect the special character of Waverley's countryside. The rural areas comprise all the countryside included within the Green Belt and the Countryside beyond the Green Belt. The rural areas therefore encompass a number of villages to which particular policies apply. Development within identified rural settlements is covered in Policy RD1 (Rural Settlements).
- 11.2 Whilst strict controls apply to development in the Countryside beyond the Green Belt, additionally, within the Green Belt, there is a general presumption against inappropriate development. This is made clear in Policy C1 of this Plan. The protection of the Green Belt and wider countryside is the foundation upon which the Local Plan's policies for development in the rural areas have been prepared. They seek to prevent inappropriate development in the countryside and to protect the character of villages by resisting development that would result in their urbanisation or encroachment into the countryside.
- 11.3 Nevertheless, limited development in the Green Belt and in the Countryside beyond the Green Belt will, in some circumstances, be acceptable in order to help achieve a healthy rural economy, and to enable the needs of local communities to be met.

Policy Background

- 11.4 The Government's vision for the countryside is set out in the Rural White Paper *Our Countryside: The Future – A Fair Deal for Rural England*⁽¹⁾. This indicates that the planning system must make adequate provision for development to sustain the economy of rural areas, whilst at the same time conserving the rural environment. The White Paper recognises that proposals for new development can sometimes attract strong local opposition, but states that, at their best, new buildings can improve the quality of the environment by adding to a sense of place and local identity.
- 11.5 *PPG7 (The Countryside - Environmental Quality and Economic and Social Development)*, sets out in more detail Government policy advice on rural planning and environmental protection. It indicates that sustainable development is the cornerstone of the Government's rural policies and its planning policies. Paragraph 2.3 states that "the guiding principle in the countryside is that development should both benefit economic activity and maintain or enhance the environment." It adds that "new development should be sensitively related to existing settlement patterns and to historic, wildlife and landscape resources".
- 11.6 Policies within the *Surrey Structure Plan 1994* aim to promote a high quality and sustainable rural environment for Surrey. Policy PE1 defines the Green Belt boundaries within Surrey and establishes that such boundaries should be altered only in exceptional circumstances. Paragraph 1.23 indicates that within the countryside, "development must be confined to that which is compatible with the character of the countryside and which will not lead to its further urbanisation". However, the Structure Plan recognises that in order to maintain the economic base of rural areas, some small scale business development may, in particular circumstances, be necessary.

Village Initiatives

- 11.7 PPG7 emphasises the importance of good design in maintaining local distinctiveness and helping to make new development more acceptable to local people. The Countryside Commission (now superseded by the Countryside Agency) has developed techniques to promote good design in rural areas. These include the preparation of

Village Design Statements, which are prepared by local communities and offer an opportunity for local people to set out guidance for the design of future development in their village based on an identification and analysis of local character. The Countryside Commission carried out a pilot scheme which tested the concept of Village Design Statements in four different villages across the country. One of the selected villages was Elstead, where local residents produced a document with assistance from the Countryside Commission, the Borough Council and Elstead Parish Council⁽²⁾.

11.8 In Bramley, an initiative by the Parish Council and the Village Society led to the preparation of an advisory document entitled *“Bramley: A Strategy for the Future”*⁽³⁾. This document discusses the history, location and character of the village and then establishes criteria for the way the parish will respond to change and development in the future.

11.9 Both the *Elstead Village Design Statement* and the *Bramley Strategy for the Future* were adopted by Waverley in July 1995 as parish statements to be taken into account as a material consideration when determining planning applications in the respective villages.

11.10 Another village initiative is the *Alfold Rural Initiative* (ARI). This was started in 1996 by Alfold Parish Council and other members of the village community, supported by Waverley and Surrey Voluntary Services Council. The ARI report was endorsed by Waverley in September 1999 as a material consideration for the Borough Council in making decisions affecting Alfold.

Objectives

11.11 The objectives of the Plan with regard to development in the rural areas of Waverley are as follows:

- to protect the countryside from inappropriate development and maintain its relatively undisturbed character;
- to help to achieve a healthy rural economy in a way which conserves and enhances the environmental quality of the countryside; and
- to enable the provision of appropriate development to meet the needs of people who live and work in rural areas.

The policies set out below reflect these objectives.

Rural Settlements

11.12 The Green Belt and Countryside beyond the Green Belt wash over all of the villages in Waverley. However, although there is a general presumption against development in these areas, it is recognised that some rural settlements are able to accommodate limited development without detriment to their character, or to the appearance of the countryside and openness of the Green Belt. Policy RU1 of the *1994 Structure Plan* therefore allows for some development to take place within Rural Settlements.

11.13 Policy RD1 amplifies this approach as it applies to Waverley. It relates only to the identified Rural Settlements set out below. There are other villages and hamlets which are either too small or too loose knit to be identified as Rural Settlements for the purposes of Policy RD1. The policies relating to development within the Green Belt and Countryside beyond the Green Belt will apply to these areas and to other small or loose-knit groups of buildings which lie outside the identified Rural Settlements.

The Rural Settlements Subject to Policy RD1 and Structure Plan Policy RU1 are:-

Alfold	Grayswood
Alfold Crossways	Hascombe
Bramley	Milford
Chiddingfold	Rowly
Churt	Shamley Green
Dockenfield	Thursley

Dunsfold	Tilford
Elstead	Witley
Ewhurst	Womersley
Frensham (including Millbridge and Shortfield Common)	

11.14 Only five of the identified Rural Settlements lie beyond the Green Belt (Alfold, Alfold Crossways, Dockenfield, Dunsfold, and Ewhurst). These villages have similar environmental constraints to other villages in Waverley. They have limited scope to accommodate new development and it is therefore appropriate to apply the same policy to them as to the fourteen identified Rural Settlements which lie within the Green Belt.

POLICY RD1 : Rural Settlements

Within the Rural Settlement boundaries identified on the Proposals Map, the Council will only permit appropriate development which is well-related in scale and location to the existing development and which:-

- (a) **comprises infilling of a small gap in an otherwise continuous built up frontage or the development of land or buildings that are substantially surrounded by existing buildings; and**
- (b) **does not result in the development of land which, by reason of its openness, physical characteristics or ecological value, makes a significant contribution to the character and amenities of the village; and**
- (c) **does not adversely affect the urban/ rural transition by using open land within the curtilage of buildings at the edge of the settlement; and**
- (d) **takes account of the form, setting, local building style and heritage of the settlement; and**
- (e) **generates a level of traffic which is compatible with the environment of the village and which can be satisfactorily accommodated on the surrounding network.**

11.15 In order to give clarity and certainty to planning decisions, the Proposals Map defines boundaries for the identified Rural Settlements. For clarity, these are shown at a larger scale in Appendix 4.

11.16 The definition of settlement boundaries for the Rural Settlements formalises rather than changes the way in which development is controlled in the Green Belt and the countryside beyond. Rural Settlement boundaries are not intended to encompass every building that forms part of a village. They have been drawn tightly to encompass only the main built up area of the settlement where infilling or other limited development may be acceptable in principle. The boundaries exclude parts of the village - usually on the periphery - where further new development is unlikely to be acceptable. Amongst the areas excluded are:-

- (i) low density residential areas including single properties in large curtilages at the edge of the settlement;
- (ii) isolated or loose knit groups of houses;
- (iii) extensive commercial or non-residential sites on the edge of the settlement e.g. schools, recreation grounds, nurseries;

11.17 The settlement boundaries have been defined taking account of the visual character of the settlement and the density and pattern of built development. Wherever possible the proposed boundaries follow physical features such as roads and hedge lines which are identifiable on the ground. In practice this often means the boundaries of curtilages. However, portions of curtilages have been excluded from the settlement area where properties have large gardens which bear little relationship to the built form of the settlement.

11.18 The fact that a site lies within a defined settlement area does not mean that development will automatically be acceptable. The development control criteria set out in Policies D1, D4 and RD1 and Structure Plan Policy RU1 will apply, and important open spaces will be protected in accordance with Policy BE1. Many of the rural settlements have Conservation Areas designated for their special architectural or historic interest. The character and appearance of these areas will be preserved or enhanced in accordance with Policy HE8 (Conservation Areas). In many cases this will involve limitations on development stricter than those set out in Policy RD1.

11.19 A particular concern is to maintain the gradual transition between the built up area and open countryside which characterises many of Waverley's villages. Criterion (c) of Policy RD1 is designed to prevent development within the curtilages of properties at the edge of the defined settlement area where this would result in an expansion of the area of built development or a hardening of the edge between the village and adjoining countryside.

11.20 It is recognised that extensions to existing dwellings raise different issues to proposals for new built development and infilling. Policies RD2 and RD2A below provide guidance on the considerations which will apply in relation to proposals for extensions and replacement dwellings in the countryside.

Existing Dwellings in the Countryside

Extension and Replacement of Dwellings in the Countryside

11.21 Proposals to replace or extend dwellings in the countryside raise important policy implications. The Borough Council is anxious to protect the attractive and unspoilt character of the countryside. Much of that character is derived from the variety of dwellings which it contains, from small cottages to large country houses. The high landscape quality of much of the Surrey countryside, combined with its proximity to London, has led to considerable pressures for development. Properties within the rural areas of the County are at a premium and attract high values. Pressures to extend rural properties arise both from existing residents and from prospective purchasers who see the potential for enlargement.

11.22 During the 1960's, Surrey County Council took the view that the rebuilding and enlargement of dwellings in the countryside would, collectively over a period of time, undermine the strict policies of restraint on development in the rural areas of the County. In December 1968, the County Council adopted a policy which sought to control the scale of extensions to dwellings in the countryside and the size and siting of replacement dwellings. This policy was revised during 1975 and subsequently contained within the 1980 and 1989 versions of the Structure Plan. Along with the other Surrey districts, Waverley prepared its own policy based upon the Structure Plan approach, and this was included in the 1984 and 1993 Local Plans.

11.23 This Local Plan continues this approach in the interests of protecting the distinctive character of the countryside for its own sake, both within and beyond the Green Belt. Some changes have been made to the policy in the 1993 Local Plan (Policy HS7) in order to reflect current Government guidance and to help to ensure that it is applied in a fair and consistent way. The main changes are explained below.

11.24 *Planning Policy Guidance Note No 2 on Green Belts (January 1995)* indicates that an extension to a dwelling in the Green Belt is not inappropriate so long as it does not result in disproportionate additions over and above the size of the original building. The replacement of existing dwellings need not be inappropriate, providing the new dwelling is not materially larger than the dwelling it replaces. However, PPG2 does not provide any definition of what is meant by "disproportionate" and "materially larger", leaving this to local discretion. Policies RD2 and RD2A therefore provide more detailed guidance on how these phrases will be interpreted in Waverley, including an indication of the percentage increase in floorspace which will normally be regarded as acceptable.

11.25 Although PPG2 relates only to Green Belts, the long-standing approach in Surrey has been to apply similar policies of restraint in the Countryside beyond the Green Belt. Given the limited area of Countryside beyond the Green Belt in Waverley, and its largely unspoilt rural character, it is considered that the tests set out in PPG2 are equally applicable to dwellings throughout the rural areas of the Borough. Furthermore,

it is considered that the planning issues relating to extensions and replacement dwellings are much the same in the Green Belt and the Countryside beyond.

11.26 Part of the original basis for this policy was to retain small dwellings in order to meet the requirements of those small households who needed to live and work in the countryside. This rationale has diminished due to the decline in the agricultural workforce and to the rise in house prices in the countryside which has put most rural properties outside the price range of the majority of small households. Thus, Policies RD2 and RD2A no longer make specific reference to the concept of retaining small dwellings.

11.27 Small dwellings in the countryside do, however, contribute to meeting the identified housing needs of the Borough. This is discussed in greater detail in Chapter 6. They also make a significant visual contribution to the character and appearance of the countryside. Policies RD2 and RD2A will ensure that extensions to smaller properties remain in proportion to the original building, and that smaller dwellings are not replaced by significantly larger ones.

POLICY RD2 - Extension of Dwellings in the Countryside

Outside settlements, both within and beyond the Green Belt, proposals for the extension of dwellings will be permitted provided that the extension:-

- (a) **does not result in disproportionate additions over and above the size of the original dwelling;**
- (b) **is of an appropriate design and will not adversely change the character, appearance, bulk and setting of the existing dwelling; and**
- (c) **will not appear more intrusive in the landscape or otherwise detract from the rural character of the area.**

In assessing whether a proposed extension is disproportionate, account will be taken of the relative increase in floorspace together with the form, bulk and height of the proposal in comparison to the original dwelling.

11.28 For the purposes of Policy RD2:-

- (i) The floorspace of the dwelling shall be measured externally and shall include porches and conservatories, but shall exclude all non-habitable accommodation and detached outbuildings.
- (ii) The original dwelling is the dwelling as it existed on 31st December 1968 when this policy was first introduced, or as it was constructed if this was at a date after December 1968.
- (iii) A conservatory will be considered as an extension to the dwelling.
- (iv) The Council considers it most important to ensure that Policy RD2 is not undermined through successive additions to the original dwelling over a period of years. For this reason, where a dwelling has been extended since 31st December 1968, a proposal for a further extension will be judged together with any extension after 31st December 1968 to ensure that it complies with Policy RD2 on a cumulative basis. This may have the consequence that in some circumstances even small extensions could fail to meet the requirements of the Policy.
- (v) As a guideline, a proposal which individually or cumulatively increases the floorspace of the original dwelling by more than 40% will be unlikely to satisfy criterion (a) of this policy. However, in assessing whether an extension is "disproportionate", the Council will also have regard to the effect of the proposal on the rural character of the area in general and of the overall scale of development on the site. Proposals which utilise part of the volume of the existing building, such as conversions of lofts or cellars, will usually have less impact on the rural character of the area than proposals involving wholly external enlargements.

- (vi) Policy RD2 does not distinguish between dwellings in different sized plots. To permit a significant increase in the size of dwellings merely because they are sited on large plots would undermine the objectives of safeguarding the openness of the Green Belt and the character of the countryside.
- (vii) The provisions of Policy RD2 will not apply to properties within settlements as defined by the boundaries shown on the Proposals Map. For certain settlements there are dwellings, or groups of dwellings, which immediately adjoin or which, in visual terms, are closely related to the defined settlement boundary. In considering proposals for the extension of dwellings within such areas, the local planning authority will not apply Policy RD2.

POLICY RD2A - Replacement of Dwellings in the Countryside

Outside settlements, both within and beyond the Green Belt, proposals for the replacement of dwellings will be permitted provided that the replacement dwelling:-

- (a) **is not materially larger than the dwelling it replaces;**
- (b) **is of an appropriate design which reflects the local distinctiveness of the area; and**
- (c) **will not appear more intrusive in the landscape or otherwise detract from the rural character of the area.**

In assessing whether a replacement dwelling is materially larger than the dwelling it replaces, account will be taken of the relative increase in floorspace together with the form, bulk and height of the proposal in comparison to the existing dwelling.

11.29 For the purposes of Policy RD2A:-

- (i) The floorspace of the dwelling shall be measured externally and shall include porches and conservatories, but shall exclude all non-habitable accommodation and detached outbuildings.
- (ii) The replacement of dwellings will only be permitted on a 'one-for-one' basis where the new dwelling is not materially larger than the one it replaces. In assessing whether a replacement dwelling is materially larger, regard will be had to a number of factors such as the overall footprint, bulk, ridge height and eaves height of the proposed dwelling in comparison to the existing. As a guideline, proposals which would involve an increase in floorspace of more than 10% are likely to be regarded as 'materially larger' for the purposes of this policy. Other factors to be taken into account are the impact of the replacement dwelling on the character and openness of the rural landscape and the extent to which the design reflects local distinctiveness, for example through the use of vernacular features and materials.
- (iii) Policy RD2A does not distinguish between dwellings in different sized plots. To permit a significant increase in the size of dwellings merely because they are sited on large plots would undermine the objectives of safeguarding the openness of the Green Belt and the character of the countryside.
- (iv) Replacement dwellings will be expected to be sited on or close to the position of the existing dwelling. An alternative siting within the curtilage of the existing dwelling may be acceptable if this would be less prominent in the rural landscape. A condition will be imposed to secure the demolition of the existing dwelling. The siting of a replacement dwelling beyond the existing curtilage will not be acceptable.
- (v) The provisions of Policy RD2A will not apply to properties within settlements as defined by the boundaries shown on the Proposals Map. For certain settlements there are dwellings, or groups of dwellings, which immediately adjoin or which, in visual terms, are closely related to the defined settlement

boundary. In considering proposals for the replacement of dwellings within such areas, the local planning authority will not apply Policy RD2A.

Garages and Other Ancillary Domestic Outbuildings in the Countryside

11.30 Permitted development rights exist to erect, enlarge or alter some garages and other ancillary domestic outbuildings in the curtilage of a dwelling without the requirement to apply for planning permission. Whether or not a particular outbuilding will benefit from permitted development rights will depend upon its size, height and location. Within Conservation Areas and the Area of Outstanding Natural Beauty, most domestic outbuildings are likely to require planning permission.

11.31 Where planning permission is required, the Council will have regard to the needs of householders for garaging, storage and recreational facilities incidental to the enjoyment of their dwelling. Garages and ancillary outbuildings are forms of development which are normally inappropriate in the Green Belt. The Council must therefore be satisfied that the need for the development is strong enough to amount to very special circumstances warranting an exception to Policy C1 of the Plan. Whether in the Green Belt or in the Countryside beyond, it is important to ensure that new and enlarged garages and other ancillary domestic outbuildings in the countryside are designed to be in keeping with the scale and character of the dwelling they are to serve and are not intrusive in the rural landscape. In order to safeguard the character and appearance of the countryside, such buildings should be clearly ancillary to the dwelling they serve in terms of their function and design. In particular, they should not be readily capable of subsequent conversion to self-contained residential accommodation.

POLICY RD3 – Garages and Other Ancillary Domestic Outbuildings in the Countryside

Outside settlements within the Green Belt, proposals for the erection and extension of garages and other ancillary domestic outbuildings will be considered in accordance with Policy C1.

Outside settlements, in the Countryside beyond the Green Belt, proposals for the erection and extension of garages and other ancillary domestic outbuildings will be permitted provided they:-

- (a) are not disproportionate in size having regard to the size of the dwelling they are to serve;**
- (b) will not detract from the character, appearance and setting of the existing dwelling;**
- (c) will not appear intrusive in the landscape or otherwise detract from the rural character of the area; and**
- (d) are of an appropriate design and location for their intended use.**

11.32 In granting planning permission for garages and other ancillary domestic outbuildings, the Council may consider it necessary to impose conditions to ensure that the use remains ancillary to the dwellings they serve.

Large Country Houses

11.33 Within the rural areas of Waverley there are many large houses, often in extensive grounds. Wherever possible these should be retained as part of the range of the housing stock in the countryside. However, in some cases these houses are no longer suitable for occupation by single families. In the Green Belt, proposals for sub-division or conversion of large country houses will be considered against Policy C1 to determine whether or not they constitute appropriate development. In the countryside beyond, the Council may permit the conversion or sub-division of such houses if this is necessary to avoid the deterioration of the building and to secure its continued beneficial use. In accordance with Policy H8, preference will be given to alternative forms of residential occupation, such as sub-division into flats or conversion into nursing establishments. Permission may also be granted for changes of use to hotels,

guest houses and similar accommodation provided that proposals also comply with the criteria set out in Policy LT5.

11.34 Where permission is granted for sub-division, it will be solely to ensure the retention of the building as a whole. Furthermore, any permission for the conversion of a large dwelling into more than one dwelling shall only extend to the life of the building. For example, there will be a presumption against the replacement of a building converted into four flats by four structurally separate dwellings. In accordance with the Council's aim to maintain the open character of the Countryside beyond the Green Belt, permission will not normally be granted for proposals which require extensions to the dwelling or the erection of additional buildings other than minor ancillary buildings which can be unobtrusively located.

POLICY RD4 – Large Country Houses

Outside settlements in the Green Belt, proposals for the sub-division or conversion of large country houses will be considered in accordance with Policy C1.

Outside settlements in the Countryside beyond the Green Belt, where a large country house is no longer suitable for occupation by a single family, the Council will permit its sub-division or conversion to an alternative form of residential occupation or visitor accommodation until the end of its useful life, provided that:-

- (a) the proposal does not adversely affect the character, appearance and setting of the property or the amenities of nearby properties;
- (b) the proposal does not require extensions to the dwelling or additional buildings other than those which are necessary for ancillary purposes;
- (c) the amount of traffic likely to be generated will not prejudice highway safety or cause significant harm to the environmental character of country roads; and
- (d) car parking and ancillary buildings can be discreetly located and landscaped without causing significant harm to the rural character of the area.

11.35 For the purposes of Policy RD4, a large country house will normally be regarded as one having 12 or more habitable rooms.

11.36 Proposals for sub-division or changes of use should maintain or enhance not only the appearance of the property, but also its landscape setting. In implementing criterion (a) of this Policy, the Council will have particular regard to the proposed treatment of the existing curtilage with preference being given to the provision of communal grounds.

Institutional Buildings in the Countryside

11.37 There are a number of institutional uses in the rural areas of Waverley, including nursing homes, residential schools and training centres. Policy RD5 deals with the general approach to development proposals affecting such establishments and makes it clear that within the Green Belt, where sites have not been identified as major developed sites, proposals for redevelopment, extension and infilling will be considered against Policy C1 which places a presumption against inappropriate development.

11.38 Policy RD5 sets out the criteria for considering development proposals in connection with a continuing institutional use on sites outside settlements in the Countryside beyond the Green Belt. Factors that will be taken into account in assessing the effect of proposals on the rural landscape include the height, bulk and mass of the new work and the extent to which the visual impact of any development would be softened by existing or proposed planting.

POLICY RD5 – Institutional Buildings in the Countryside

Outside settlements in the Green Belt, proposals for the redevelopment, extension and infilling of institutional buildings will be considered in accordance with Policy C1.

Outside settlements in the Countryside beyond the Green Belt, proposals for the redevelopment, extension and infilling of institutional buildings will be permitted where:-

- (a) in the case of redevelopment, the proposal will deliver environmental benefits;**
- (b) the proposed development will not appear more intrusive in the landscape or otherwise detract from the rural character of the area;**
- (c) the proposed development is well related to the existing substantial and permanent buildings on the site; and**
- (d) the amount of traffic likely to be generated will not prejudice highway safety or cause significant harm to the environmental character of country roads.**

11.39 For the purposes of Policy RD5:-

- (i) Institutional buildings include residential institutions as defined in Class C2 of the Town and Country Planning (Use Classes) Order 1987, or non-residential institutions as defined in Class D1 of that Order.**
- (ii) Examples of environmental benefits to be considered under criterion (a) of this policy include a reduction in the extent of built development on the site or lower levels of traffic than would be generated by an institutional use.**

Major Developed Sites in the Green Belt

11.40 The Green Belt contains a number of major developed sites, such as hospitals and research and education establishments which pre-date the Green Belt designation. These sites remain subject to Green Belt policies and the Green Belt notation is carried across them. PPG2 indicates that where such sites are specifically identified in a local plan, limited infilling or redevelopment is not inappropriate.

11.41 Annexe C of *Planning Policy Guidance Note 2* sets out the policy guidance relating to infilling within and redevelopment of major sites in the Green Belt, including redundant hospitals.

11.42 The Council has given careful consideration as to whether any sites within the Borough should be specifically identified for infilling or redevelopment in accordance with Annexe C of PPG2. In giving consideration to this question the Council has taken into account:

- (a) whether the site has a substantial footprint of development and has an identifiable core of buildings; and**
- (b) whether the site is likely to be the subject of substantial development/redevelopment proposals during the lifetime of the Plan.**

11.43 The Council has concluded that the only sites which merit identification are Milford Hospital and the IOS site at Wormley. These sites are identified on the Proposals Map and are shown in Figures 11a and 11b.

Milford Hospital

(Figure 11a)

- 11.44 Milford Hospital lies in a rural area within the Metropolitan Green Belt about 2 km (1½ miles) to the south of Godalming town centre. There are footpath links from the site into Godalming to the north and to Milford Station about ½ mile to the south west.
- 11.45 The activities at Milford Hospital are to be rationalised and part of the site is to be declared surplus to requirements. The area to be declared surplus extends to some 13.14 hectares (32½ acres). It contains some 26 existing dwellings together with a three storey former nurses' home of about 925 sq m and a range of mainly single storey buildings extending to some 4,560 sq m (49,060 sq ft) and some 1,030 sq m (11,100 sq ft) storage and workshop space.
- 11.46 In view of the prominent and sensitive location of the site and its proximity to the Area of Great Landscape Value, particular attention should be paid to the external appearance and design of any new buildings and to the design of the landscape setting and the spaces between the built elements. The comprehensive landscape treatment of the site should be an integral part of the design concept from the inception of any scheme.
- 11.47 Traffic generation and access constraints limit the development potential of the site. The road access from Tuesley Lane is narrow and winding, is deeply cut and has steep gradients. Significant improvement is neither feasible or desirable. In order to avoid unacceptable highway and traffic implications, the County Highway Authority advises that any proposal to redevelop the site must be supported by a Transport Assessment together with proposals to mitigate the impact of traffic particularly on the northern part of Tuesley Lane.
- 11.48 The Council considers that the site is suitable primarily for housing purposes. The objective is to secure an element of subsidised affordable and low cost market housing. Redevelopment proposals should therefore accord with the housing policies set out in this Plan. The site is not well located for employment purposes because of the adverse impact of commercial traffic on the narrow country lanes in the vicinity.
- 11.49 The site is screened from the south by woodland and there are well established playing fields at the north. Having regard to the character of the area and the dispersal of existing buildings within the site, development should be concentrated in the central parts of the site.
- 11.50 The existing complex of stores and workshops at the southern end of the site should be demolished and the land be restored sensitively as part of the strategic landscaping scheme for the whole site.
- 11.51 The County Council advises that local schools are close to capacity. The County Council will therefore seek to secure, through a planning obligation, a financial contribution from potential developers to assist in the provision of local school places.

IOS Site, Wormley

(Figure 11b)

- 11.52 The IOS site comprises the former research premises of the Institute of Oceanographic Sciences at Brook Road, Wormley. The site lies some 6.5 km (4 miles) south of Godalming and extends to about 1.9 ha (4.7 acres). It is located in a backland situation between the King Edward's School and a row of houses fronting onto Brook Road. On the western side of the site is a "wooded dell".
- 11.53 The site has been declared redundant. It contains a substantial group of buildings, the largest of which is 5 storeys high rising to a maximum of 16.5 m. The footprint of all the buildings on the site extends to some 3,690 sq m.
- 11.54 The Council is of the view that a mixed development would be appropriate on this site. The residential element of any redevelopment proposal should accord with the housing policies set out in this Plan.
- 11.55 Development shall be concentrated in the central part of the site. The wooded area on the western side of the site shall be retained. Redevelopment proposals for the site

shall include a management scheme for this area together with a landscaping and planting scheme for the remainder of the site.

11.56 The County Council advises that local schools are close to capacity. In respect of the residential element of any redevelopment proposal, the County Council will seek to secure, through a planning obligation, a financial contribution from potential developers to assist in the provision of local school places.

POLICY RD6 Major Developed Sites

~~The following sites have been identified as Major Developed Sites in the Green Belt and are shown on the Proposals Map:~~

~~Milford Hospital~~

~~IOS site, Wermley~~

~~Within these sites infilling and redevelopment will be permitted subject to the following criteria:-~~

~~(a) Infilling should:~~

- ~~(i) have no greater impact on the purposes of including land in the Green Belt than the existing development;~~
- ~~(ii) not exceed the height of the existing buildings; and~~
- ~~(iii) not lead to a major increase in the developed proportion of the site.~~

~~(For the purposes of this policy, "infilling" means the filling of small gaps between built development.)~~

~~(b) Redevelopment should:~~

- ~~(i) have no greater impact than the existing development on the openness of the Green Belt and the purposes of including land in it, and where possible have less;~~
- ~~(ii) contribute to the achievement of the objectives for the use of land in Green Belts;~~
- ~~(iii) not exceed the height of the existing buildings; and~~
- ~~(iv) not occupy a larger area of the site than the existing buildings (unless this would achieve a reduction in height which would benefit visual amenity).~~

~~(For the purposes of this policy, the relevant area for the purposes of (iv) above is the aggregate ground floor area (footprint) of the existing buildings, excluding temporary buildings, open spaces with direct external access between wings of a building, and areas of hardstanding).~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Agriculture and the Rural Economy

11.57 Despite its diminishing significance as a source of employment in rural areas, the agricultural industry remains of vital importance to the evolution of the countryside because farming is central to the way in which land is managed. However, agriculture is going through major financial and structural changes. Technological improvements and increasing surpluses have reduced the need for land. It is likely that there will be a further reduction in the amount of land required for agricultural production, although this may be offset by other trends such as the growth of organic farming and diversification, within agriculture, into new crops. The implications of reforms to the

European Community's Common Agricultural Policy (CAP) are a major unknown factor which could have a profound effect on the way in which the countryside is managed.

11.58 Agriculture is the major land-use activity in the Borough, covering 48% of its area⁽⁴⁾. Figure 11c shows how this compares with Surrey and England as a whole. Whilst modern farming practice has had a considerable visual impact on the landscape in some parts of the country, the nature and management of agriculture in Waverley tends not to interfere with the well-wooded appearance which has long been characteristic of the area. Indeed, the agricultural sector has an important role to play in the maintenance of the biodiversity of the Waverley landscape through the management of land and the upkeep of distinctive features such as ponds, hedgerows and small woodlands.

(Figure 11c)

Re-Use and Adaptation of Rural Buildings

11.59 PPG's 2 and 7 seek to foster the rural economy and to help reduce the demand for new buildings in the countryside by making the best use of existing agricultural and other rural buildings. Proposals for the re-use and adaptation of rural buildings are therefore encouraged by Government policy, providing that the buildings "are of permanent and substantial construction" and "are in keeping with their surroundings". When assessing planning applications for the re-use and adaptation of a rural building, the primary consideration will be whether the nature and extent of the new use proposed for the building are acceptable in planning terms.

11.60 PPG7 puts emphasis on the re-use of buildings for business use, rather than residential, because this will normally have a more positive impact on local employment. There are, however, larger institutional buildings such as residential homes, schools and training centres within the countryside which are, from time to time, no longer required for their original purpose. Any proposals for the re-use and adaptation of such buildings will be considered in the light of Policy RD7, but it is recognised that their scale and nature present particular issues which will need to be considered in the specific circumstances of the site. For example, such buildings may already be residential in form and their conversion to alternative residential or institutional uses may be the most appropriate use for them. The large scale of such buildings may also make them unsuitable for some commercial uses, particularly those generating significant amounts of activity and traffic.

11.61 Policy RD7 aims to ensure full use is made of rural buildings. In assessing proposals within both the Green Belt and the Countryside beyond the Green Belt, the Council will seek to ensure that they do not detract from the character and appearance of the countryside in terms of the form of the building itself, the nature of its conversion and the activities introduced. Additionally, within the Green Belt proposals must not have a greater impact than the present use on the openness of the Green Belt and the purposes of including land in it.

POLICY RD7 – Re-use and Adaptation of Buildings in Rural Areas

The re-use and adaptation of all buildings in rural areas will be permitted where:-

- (a) the building is capable of retention/reuse without substantial reconstruction or enlargement and the proposed use would not detract from the appearance or character of the existing building;
- (b) the building to be retained is in keeping with its surroundings and does not detract from the character or appearance of the area by reason of its form, bulk or general design;
- (c) the proposed development will not introduce an activity which will adversely affect the character or amenities of the area;
- (d) the proposed development will not be materially detrimental to the amenities or privacy of nearby properties;
- (e) the introduction of a new retail, leisure or other commercial use would not be on such a scale as to prejudice the vitality of a nearby town or village;

- (f) the amount of traffic likely to be generated would not prejudice highway safety or cause significant harm to the environmental character of country roads; and
- (g) satisfactory vehicular access can be achieved.

In addition to the above criteria, proposals for the re-use and adaptation of rural buildings in the Green Belt will be expected to be capable of satisfactory and complete implementation within the footprint and mass of the original building. Strict control will be exercised over extensions to re-used buildings in accordance with PPG2. Any associated uses of the land adjoining the building will be carefully scrutinised and resisted if they conflict with the purposes of the Green Belt or detract from its openness.

Outside settlements, both within and beyond the Green Belt, where institutional buildings are no longer required for their original purpose, preference will be given to a continuing institutional use. The Council may permit a change of use to other uses providing there is no conflict with other policies in this Plan.

11.62 In implementing Policy RD7:-

- (i) Buildings which are not of substantial construction or are derelict such that they could only be brought back into use by complete or major rebuilding works will not normally be considered appropriate for re-use.
- (ii) While evidence of redundancy will not be a determining issue, the Council will need to be satisfied that any agricultural building erected under permitted development rights has not been constructed with the intention of early conversion to another use.
- (iii) It is important to ensure the preservation of traditional rural buildings which form attractive features in the countryside. Many such buildings are listed buildings of special architectural or historic interest. It is essential that the proposed use and adaptation of attractive rural buildings ensures that their fabric and appearance is maintained.
- (iv) Within the Green Belt, the new use should be capable of being contained within the converted building without extensions or external storage, other than such minor incidental works or storage which can be carried out without any adverse impact on the building or the openness of its surroundings. In the Countryside beyond the Green Belt, it is important that any extensions to accommodate the proposed new use would be appropriate to the scale and character of the existing building and that any external storage or other activities outside the building would not adversely affect the character and amenities of the area, particularly in the open countryside.
- (v) Proposals for conversion to residential use will be examined very carefully. Such conversions can have detrimental effects on the fabric of rural buildings, particularly those of historic interest, through the insertion of floors, windows and doors. Residential use can also detract from the appearance of rural buildings in the landscape through the creation of curtilages with associated domestic paraphernalia such as new fences, car parking and outbuildings.
- (vi) Proposals for the subsequent extension of rural buildings that have been converted to a new use will be considered in the light of the relevant policies governing the extension of buildings in the Green Belt and the Countryside beyond.

Farm Diversification

11.63 In response to changing circumstances and the need to maintain a healthy rural economy, the Government is encouraging farmers to diversify into complementary new enterprises in order to supplement their incomes. Amendments to PPG7, published in 2001, indicate that local planning authorities should be supportive of well-conceived farm diversification schemes for business purposes that are consistent in their scale with their rural location. Diversification includes activities such as woodland management, farm shops, "pick your own", equestrian enterprises, nature trails,

fishing, holiday accommodation, light industrial uses and craft workshops. Such activities often help to sustain agricultural, forestry or horticultural holdings as viable units, and hence they can reduce the likelihood of farm fragmentation.

11.64 However, in an area like Waverley which is subject to high development pressures such proposals must accord with the overall policy framework, particularly in relation to the Green Belt. When considering planning applications for farm diversification schemes, the Council will need to be satisfied that the proposal is part of a genuine attempt to support an existing farming enterprise. Applications should be accompanied by sufficient supporting information to enable the Council to assess the benefits of the proposal to the overall agricultural unit over a long term period. This may take the form of a "Farm Plan" along the lines of the document produced by the Surrey Agriculture Working Group⁽⁵⁾.

11.65 The nature and scale of any farm diversification scheme should be appropriate to its landscape and countryside setting. New activities should wherever possible re-use suitable existing buildings, and should not introduce urban development which is unrelated to the rural economy. The construction of new buildings in conjunction with farm diversification schemes constitutes inappropriate development in the Green Belt but may be acceptable in the Countryside beyond, subject to the provisions of Policy RD8. In assessing a proposal, the Council will consider the environmental impact, access and traffic implications, together with the likely future development requirements of the activity and the impact on the future agricultural use of the holding. Further advice on farm diversification can be found in a good practice guide produced by the Department of the Environment in 1995⁽⁶⁾.

POLICY RD8 – Farm Diversification

New uses on agricultural, forestry or horticultural holdings will be permitted where:-

- (a) agriculture, forestry or horticulture remains the principal or dominant use;**
- (b) there is no conflict with the principal agricultural, forestry or horticultural use;**
- (c) they are accompanied by supporting information e.g. a "Farm Plan";**
- (d) the proposed development will not introduce an activity which will adversely affect the character or amenities of the area;**
- (e) the proposed development will not be materially detrimental to the amenities or privacy of nearby properties;**
- (f) existing farm buildings which are re-used meet the requirements of Policy RD7 above;**
- (g) the amount of traffic likely to be generated would not prejudice highway safety or cause significant harm to the environmental character of country roads; and**
- (h) satisfactory vehicular access can be achieved.**

In the Green Belt, proposals which require new buildings will be considered in accordance with Policy C1.

In the Countryside beyond the Green Belt, new buildings will only be permitted where no suitable existing buildings are available and where the proposed buildings are small scale and unobtrusively located.

11.66 In granting planning permission for farm diversification proposals, the Council may consider it necessary to impose conditions to control the extent of parking and the hours of operation in order to minimise the impact of the new use on the character and amenity of the countryside.

11.67 Where planning permission is granted for a farm diversification proposal which includes the re-use of an existing rural building, the Council will give consideration to tying the building to the land, either by means of a planning condition or a legal agreement. This would discourage the subsequent fragmentation of the agricultural unit by separate sale of the building.

Agricultural Land

11.68 The best and most versatile agricultural land falls into Grades 1, 2 and 3a of the Agricultural Land Classification (ALC) system developed by the Ministry of Agriculture, Fisheries and Food (MAFF). Land in these grades is the most flexible, productive and efficient. In accordance with the principles of sustainable development, the Government has indicated that the best and most versatile agricultural land should be protected as a national resource for future generations. Nevertheless, amendments to PPG7 (2001) allow decisions about the development or protection of best and most versatile agricultural land to rest with local authorities.

11.69 Approximately 87% of all agricultural land in Waverley is shown on the published ALC map as Grade 3, with only some 3% being classified as Grade 1 or 2 and the remaining 10% falling within Grade 4. It is likely that much of the land classified as Grade 3 is in the best and most versatile category. The limited amount of Grade 1 and 2 land is concentrated in an area around Badshot Lea and to the west of Cranleigh and Rowly. While agricultural land in Waverley is generally not of the highest quality, its cultivation and use for farming helps to maintain the attractive appearance and undeveloped character of the countryside. It is important to ensure that the effect of development on farmland is carefully considered. Having regard to the fact that protection of the Green Belt and strict control of development in the countryside is a fundamental part of the strategy of this plan, it is considered unlikely that circumstances will arise in Waverley where there is an overriding need to develop agricultural land.

11.70 Agricultural land of lesser quality should also be retained where this forms part of a viable holding, and where development of the land for non-agricultural purposes would seriously prejudice the long-term viability of the remainder of the holding. The fragmentation of holdings can result in increased demand for additional buildings in the countryside, thereby detracting from its open character.

POLICY RD9 – Agricultural Land

Development will not be permitted which would result in the loss or alienation of the best and most versatile agricultural land unless it can be demonstrated to the satisfaction of the Local Planning Authority that there is a strong case for development on a particular site which overrides the need to protect such land. In cases where land is in ALC grades 1, 2 and 3a, and there is a choice between sites of different grades, development should be on the lowest grade of land available.

On all grades of agricultural land, development will not be permitted which would result in the fragmentation of agricultural or horticultural holdings so as to seriously undermine the economic viability of the remaining holding.

Prior Approval of Agricultural Development

11.71 The Town and Country Planning (General Permitted Development) Order 1995 grants permitted development rights for a range of agricultural buildings and operations on holdings of 5 hectares or more. However, in many cases permitted development rights cannot be exercised unless the farmer or other developer has applied to the Council for a determination as to whether prior approval will be required for certain details. These details may include the siting, design and external appearance of a new building, the siting and means of construction of a new road and the siting and appearance of fish tanks. The Council has 28 days to decide whether it is necessary to give prior approval to these details. Whilst it is not open to the Council to consider the principle of whether the development should be permitted, the Council will need to be satisfied that the proposal falls within the scope of permitted development.

11.72 In determining whether or not to require the formal submission of details for approval, the primary consideration will be the likely impact of the proposal on its surroundings. For example, a modestly sized new building within an existing group of modern agricultural buildings is unlikely to have a major impact on its surroundings, whereas a large free standing building in an exposed location is likely to have a significant effect on the landscape that would justify requiring its prior approval. Prior approval is more likely to be required for agricultural development in areas which are statutorily designated for their landscape, wildlife or historic qualities.

Agricultural Development Requiring Planning Permission

11.73 The Council wishes to limit the amount of new development in the countryside in order to retain its attractive open character. However, it is recognised that some new development may be required to support agricultural activities in Waverley. Where planning permission is required for development on any agricultural unit, the Council will need to be satisfied that the proposal is reasonably necessary for the operation of the unit and that its siting and design is of a suitable standard to minimise its impact on the countryside.

11.74 New agricultural buildings should relate to existing buildings in terms of form, design and materials. A single large building normally has a greater impact on the countryside than one or more smaller buildings which can be more easily incorporated into an existing group. Colours chosen should be compatible with the rural setting and the use of reflective materials should be avoided. Proposals within Areas of Outstanding Natural Beauty and Areas of Great Landscape Value will be examined particularly carefully to ensure the character and amenity of the countryside is not adversely affected.

11.75 Planning permission is required for the erection, extension or alteration of a building to be used for the accommodation of livestock, or the storage of slurry or sewage sludge, where that building is within 400 metres of the curtilage of a "protected building". The term "protected building" includes most residential and other permanent buildings, such as schools, hospitals and offices, that are normally occupied by people. Where such proposals are received, the Council will have regard to the potential risk of nuisance and planning applications will be considered against the criteria set out in Policy RD10.

POLICY RD10 – Agricultural Development

Permission will be granted for agricultural, horticultural or forestry related development provided that:-

- (a) the proposal is related to and located on an existing unit, and is reasonably necessary for the purposes of agriculture, horticulture or forestry within that unit;
- (b) it would not significantly detract from the character of the rural landscape;
- (c) the location, scale, design, colour and materials are appropriate to the character and appearance of the surrounding area;
- (d) the proposal would not give rise to significant noise and disturbance to the occupiers of nearby residential properties or otherwise adversely affect residential amenities, for example by reason of dust, odour or effluent;
- (e) the amount of traffic likely to be generated would not prejudice highway safety or cause significant harm to the environmental character of country roads; and
- (f) satisfactory vehicular access can be achieved.

New Agricultural Dwellings

11.76 Policies C1 and C2 indicate that there is a general presumption against the provision of new housing in the countryside. One of the few circumstances in which new residential development in the countryside may be justified is when accommodation is

required to enable agricultural or forestry workers to live at or near their place of work. Normally it will be as convenient for such workers to live in nearby towns and villages, or in other suitable existing accommodation in the area, as it will be for them to live where they work.

11.77 However, there may be some cases in which the demands of a farming or forestry enterprise make it essential for one or more of the people engaged in this work to live at or very close to their work. Whether or not this is essential in any particular case will depend on the needs of the farm or forestry enterprise concerned and not on the personal preferences or circumstances of any of the individuals involved.

11.78 There is a strong demand to live in the attractive countryside of Waverley. Without strict controls, new residential development would have a significant impact on the character and openness of the Borough's countryside. The Council will therefore scrutinise thoroughly proposals for new agricultural or forestry dwellings to ensure that they are required for the genuine needs of farming or forestry. In assessing planning applications for new agricultural or forestry workers dwellings, the Council will seek independent advice from appropriate specialists to establish the functional requirements and financial viability of the enterprise concerned.

11.79 Where the Council is satisfied that there is a genuine need for either a permanent or temporary dwelling for an agricultural or forestry worker, the Council will expect the dwelling to be sensitively designed and located so that it would not appear intrusive in the rural landscape. New dwellings will be expected to be of a size that is appropriate to the requirements of the holding, and unnecessarily large dwellings will not be permitted.

POLICY RD11—New Agricultural Dwellings

~~New dwellings for agricultural or forestry workers will only be permitted if the Council is satisfied that:~~

- ~~(a) there is a clearly established functional need;~~
- ~~(b) the need relates to a full time worker or one who is primarily employed in agriculture or forestry;~~
- ~~(c) the functional need cannot be met by another dwelling on the holding or by any other existing dwellings in the area, including those in nearby settlements;~~
- ~~(d) the farming or forestry enterprise is currently economically viable, or in the case of new activities there is clear evidence that it has been planned on a sound financial basis with the intention and ability to develop the enterprise concerned;~~
- ~~(e) the proposed dwelling is of a size and type appropriate to the needs of the holding; and~~
- ~~(f) the proposed dwelling would not appear intrusive in the landscape or otherwise detract from the rural character of the area.~~

~~Where the Council is satisfied that a new dwelling is essential to support a new farming activity, this will, for the first three years, normally be provided in the form of temporary accommodation such as a caravan or mobile home. Permission for a permanent dwelling will not be granted subsequently unless the enterprise concerned is currently financially sound and has a clear prospect of remaining so.~~

~~The Council will impose an agricultural occupancy condition on all permissions for new agricultural or forestry workers dwellings.~~

POLICY NO LONGER IN EFFECT

From 28th September 2007, following a Direction by the Secretary of State under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, this policy is no longer in effect.

11.80 In implementing Policy RD11:-

- (i) Where a new dwelling on a farm holding is permitted, the Council will consider imposing occupancy conditions on any existing dwellings on the holding

under the control of the applicant which do not have occupancy conditions and are required at the time of the application for the operation of the holding.

- (ii) Applications for replacement farm dwellings on holdings which have been created by the fragmentation of agricultural land, and where former farm dwellings are no longer occupied by those engaged in agriculture, will be subject to investigation of the history of the holding, in order to establish whether a genuine agricultural need exists.
- (iii) The reason for allowing only temporary accommodation in the case of new farming activities is to establish that the enterprise is capable of being sustained for a reasonable period of time before granting permission for a permanent dwelling. A new farming activity relates to the intention to set up a completely new farm or forestry enterprise, or to undertake a major change in the nature or scale of an existing business. Temporary accommodation will not be permitted in locations where a permanent dwelling would be unacceptable.

Removal of Agricultural Occupancy Conditions

11.81 Agricultural occupancy conditions are intended to ensure that suitable accommodation is available in the countryside to meet the requirements of agriculture and forestry. Whilst there is a continuing need for such accommodation, it is regarded as essential that a pool of dwellings in the countryside suitable for agricultural workers is retained.

11.82 In considering planning applications for the removal of agricultural occupancy conditions, the Council will assess the long term requirement for the dwelling for people solely, mainly or last employed in agriculture or forestry, both on the holding in question and in the wider area. Account will be taken of the demand for new agricultural workers dwellings in the locality. Applicants will be expected to demonstrate that the dwelling has been offered for sale or letting for a sufficient period of time at a price which reflects the need for the property to be affordable to agricultural or forestry workers. Evidence will be required that marketing has been targeted towards the agricultural community, for example by using specialist newspapers and rural land agents.

POLICY RD12 – Agricultural Occupancy Conditions

Applications seeking to remove agricultural occupancy conditions on dwellings will not be permitted unless it can be demonstrated to the satisfaction of the Council that the dwelling is no longer required for long term agricultural or forestry purposes within the area and that the dwelling has been offered for sale or rent to the agricultural community for a period of not less than 12 months at a price which reflects the existence of the occupancy condition.

11.83 For the purposes of Policy RD12, the relevant area within which a dwelling may be required for long term agricultural purposes will normally be regarded as the area within a 20 minute car journey of the dwelling.

Horsekeeping

11.84 The keeping and riding of horses for recreational purposes is increasingly popular and has become a significant use of land within the Borough, generating income for the local rural economy. It can also be an important element in farm diversification schemes, and it enables agricultural land to remain in use for grazing. However, as the popularity of horse riding has increased, some bridleways and commons have become over-used thereby spoiling their enjoyment for others. Equestrian related structures such as stables, training rings, fencing and jumps can also appear visually obtrusive, particularly if located in open countryside.

11.85 Planning applications for equestrian activities can range from those of a commercial nature, like livery stables and riding schools, to small domestic stables and field shelters. Many proposals for equestrian development in Waverley will fall within the Green Belt. Whilst the erection of appropriately sized stables which are ancillary to the open use of the land can be regarded as appropriate development in the Green Belt, it

is essential that proposals do not detract from the openness of the Green Belt or conflict with the purposes of including land within it.

11.86 In considering development proposals for horse keeping, the Council will have regard both to the safety and comfort of horses and to the need to minimise the impact of equestrian activities on the character and appearance of the countryside. Particular attention will be paid to the siting, design and materials of new buildings to ensure that they blend into their surroundings and cumulatively do not erode the character of the rural landscape.

Non-Commercial Horsekeeping

11.87 Permitted development rights allow for certain sized stables and loose boxes to be erected within the curtilage of a dwelling house for the enjoyment of the occupants of the dwelling. Where this is not practical, private stables and loose boxes should, preferably, be well related to the residential curtilage which they are intended to serve. In all cases, they should be discreetly located to minimise their impact on the countryside.

11.88 Sand schools for the exercising of privately owned horses have become increasingly popular and common in recent years, and planning permission is normally required where these are sited beyond a residential curtilage. They can appear as alien and intrusive features in the countryside, as well as giving rise to noise and disturbance to adjoining residents. Careful siting and landscape design can help to minimise their effect on neighbours' amenities and the character of the countryside.

POLICY RD13 – Non-commercial Horsekeeping

Permission will be granted for non-commercial development associated with the keeping of horses provided that:-

- (a) the proposed development is small in scale and its location, design and materials are appropriate to the character and appearance of the surrounding area;
- (b) the proposal would not significantly detract from the character of the rural landscape; and
- (c) the proposal would not give rise to significant noise and disturbance to the occupiers of nearby residential properties or otherwise adversely affect residential amenities.

Commercial Horsekeeping

11.89 Waverley is served by a number of riding schools, livery stables and racing stables. It is acknowledged that there is likely to be a continuing demand for further facilities, and it is necessary to ensure that such facilities are provided in a way which protects the environment.

11.90 The commercial stabling of horses can generate a great deal of activity, including the coming and going of owners and visitors as well as the actual riding of horses. In assessing a proposal, the Council will consider the environmental impact, access and traffic implications, and the likely future development requirements of the activity. Proposals for ancillary residential accommodation will be considered in the light of Policies C1 and C2 of this Plan, which place restraint upon development in the Green Belt and the Countryside beyond the Green Belt.

11.91 Where the proposed use involves off-site riding, the facility should be close to the existing bridleway network and open space which is capable of accommodating the number of horses all year round. Alternatively, the provision of on-site facilities such as sand schools may be appropriate provided they would not cause harm to neighbours' amenities or the character of the countryside, for example through the erection of floodlighting.

POLICY RD14 – Commercial Horsekeeping

Permission will only be granted for new or extended commercial equestrian activities provided that:-

- (a) the proposal would not significantly detract from the character of the rural landscape, and enables the re-use of appropriate existing buildings where possible;**
- (b) the location, scale, design and materials of the proposed development are appropriate to the character and appearance of the surrounding area;**
- (c) the proposal can be accommodated without prejudice to the agricultural operation of any holding;**
- (d) where the use involves off-site riding, the facility is close to the existing bridleway network and open space which is capable of absorbing the number of horses all year round;**
- (e) the proposal would not give rise to significant noise and disturbance to the occupiers of nearby residential properties or otherwise adversely affect residential amenities;**
- (f) the amount of traffic likely to be generated would not prejudice highway safety or cause significant harm to the environmental character of country roads;**
- (g) satisfactory vehicular access can be achieved; and**
- (h) the proposal would not be likely to generate future requirements for additional new built residential accommodation.**

11.92 For the purposes of Policy RD14, the term “commercial equestrian activities” relates to any equestrian enterprise run as a trade or business and includes riding schools, livery stables, stabling for polo ponies, racing stables and stud farms.

11.93 The Council will give consideration to limiting the number of horses stabled, either by means of planning conditions or a legal agreement.

Renewable Energy

11.94 Renewable energy is the term used to cover those energy flows that occur naturally and repeatedly in the environment. They include energy from the sun, wind and the movement of water. The term also refers to the energy available from waste, such as landfill gas, waste combustion and bio-gas, from fuel crops and from within the earth itself (geothermal energy).

11.95 A study has been carried out by Seaboard plc and the Energy Technology Support Unit (ETSU) to determine the prospects for electricity generation from renewable energy sources in Kent, Surrey and Sussex⁽⁷⁾. This concluded that “the greatest potential for renewable energy development lies in the relatively large quantities of waste generated within the region”. The study identified one of the most interesting areas of development to be the production of crops, particularly wood, for fuel. Another resource with much potential is solar energy, for example through the adoption of passive solar design techniques in new housing. The study concluded that the resource potential of wind and hydro power in the region is more restricted.

11.96 No specific proposals for renewable energy schemes have yet come forward in Waverley. However, because the technology is rapidly changing, it is possible that proposals could come forward during the lifetime of this Plan. In considering any

planning applications for renewable energy installations, the Council will weigh carefully their benefits in terms of reducing emissions of greenhouse gases against the need to protect and enhance the local environment. Proposals for the recovery of energy from landfill gas and from waste treatment schemes such as pyrolysis and gasification, refuse derived fuel, resource recovery systems and incineration with energy recovery, will be determined by the County Council.

11.97 The Environment Act 1995 created a dual administrative system in relation to waste related development. Surrey County Council is the local Waste Planning Authority, but the Environment Agency is responsible for the issuing of licences to waste operators. Some forms of waste related development may not be inappropriate in the Green Belt. Further details on this issue are set out in Policy WLP5 of the adopted *Surrey Waste Local Plan 1997*.

POLICY RD15 – Renewable Energy Installations

In considering proposals for renewable energy installations, the Council will weigh carefully the benefits of the proposal with the need to protect the local environment and visual amenity. Factors that will be taken into account include:-

- (a) the visual impact of the development on the character and appearance of the surrounding area;
- (b) the effect of the proposal on the amenities of any nearby residential properties;
- (c) the effect of the proposal on the tranquillity of the countryside;
- (d) the amount of traffic likely to be generated by the development and its effect on highway safety and the environmental character of the local road network; and
- (e) the contribution of the development to reducing emissions of greenhouse gases.

Proposals in the Green Belt will be considered against the presumption against inappropriate development in these areas.

Particular care will be taken in assessing proposals in environmentally sensitive areas of the Borough, including designated nature conservation sites, Areas of Outstanding Natural Beauty, Areas of Great Landscape Value and Conservation Areas, where the conservation and enhancement of the existing landscape character and wildlife habitats will be the primary considerations.

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

11.98 Many renewable energy projects will be in the early stages of technical development, and some may prove unsuccessful. Where planning permission is granted for proposals for renewable energy installations, the Council will impose a condition requiring that, in the event of the installation ceasing to be operational, it should be dismantled within an agreed period of time and the site restored to its former condition.

Minerals

11.99 Surrey County Council is the Mineral Planning Authority responsible for the control of the winning and working of minerals throughout Surrey, and all relevant planning applications are determined by the County Council. The national, regional and county level aspects of this issue are covered in the *Surrey Structure Plan 1994* and the *Surrey Minerals Local Plan 1993*.

11.100 In responding to consultations on any application for mineral working the Borough Council, as Local Planning Authority, will primarily be assessing the environmental, ecological and amenity implications in accordance with the policies set out in this Plan. The Borough Council will advise the County Council of any aspect of the proposals which it considers may be detrimental to the environment or residential amenity. Particular attention will be paid to issues such as noise, pollution and lorry movements,

together with protection of wildlife habitats, rights of way, historic buildings and features and archaeological sites.

- 11.101 The Borough Council is committed to protecting the character of rural areas to be affected by mineral working. Very high standards of working and restoration will be sought by Waverley when consulted on planning applications. Where planning permission is to be granted for mineral extraction, the Borough Council will urge the County Council to ensure that provision is made for the restoration and aftercare of the site to a use consistent with the agriculture, landscape, nature conservation and recreation policies of this Plan and the Structure Plan. This should take account not only of the final appearance of the site, but also the nature of the fill materials.
- 11.102 There is a well-established history of mineral working in the Runfold area to the east of Farnham, and the extraction of sand continues to take place from a number of pits in the locality. Planning consent was granted on appeal in 1996 for extensions totalling about 13 hectares (32 acres) to the south and west of the existing Princess Royal Sand Pit, which will involve the extraction of some two million tonnes of sand over an eight year period. Work has commenced on sand and gravel extraction from a site of about 55 hectares (136 acres) at Runfold Farm, between the A31 and the County Boundary. This site will provide about 2.4 million tonnes of high quality sand and gravel over a period of up to 13 years. Having regard to the cumulative impact on the rural landscape and residential amenity of the various mineral workings in the area, the Borough Council would be very concerned should any proposals arise in future for further releases in the Runfold area.
- 11.103 Elsewhere in the Borough, the *Surrey Minerals Plan* indicates that potential may exist for a relatively small extension to the south west of the existing sand pit at Alton Road near Wrecclesham. Other active mineral workings in Waverley include Baynards Brickworks near Cranleigh, Swallow Tiles at Cranleigh and Pitch Hill Quarry near Ewhurst. There are no plans to extend any of these sites beyond their current boundaries.

CHAPTER 12 - MOVEMENT

Introduction

12.1 The third of the key aims of this Local Plan, outlined in Chapter 1, is to ensure that development minimises the consumption of non-renewable resources and does not create demands for movement, infrastructure and services which cannot be met in an environmentally acceptable manner. This reflects the concept of sustainable development and forms the context within which the Council's policies and proposals on transport issues have been developed.

12.2 Transport, particularly the problems associated with increasing road traffic, generated far more debate than any other issue at the Community Workshops, and also prompted the largest number of comments in response to the Issues Paper which preceded this Plan. This is not surprising having regard to the facts that traffic flows on major roads in Surrey are approximately double the national average and car availability in the County is 44% higher than the national average⁽¹⁾.

12.3 Whilst not taking into account all journeys undertaken by Waverley residents, the 1991 Census gives a good indication of travel trends in the Borough by providing information on journeys to work. Between 1981 and 1991, the total number of trips to work in Waverley increased by 21.5% and the number of trips by car increased by 53%. Despite these increases, the number of people travelling to work as a car passenger actually fell. All the alternative forms of transport showed a decrease in use, despite the rise in the total number of journeys. These trends are illustrated in Figure 12a below.

(Fig 12a)

12.4 Information on the length of journeys was available for the first time at the 1991 Census, so no comparison can be made with the 1981 Census. However, the data did reveal that 40% of all journeys to work in Waverley were under 4 km (2.5 miles) in length. Despite so many journeys being relatively short, 61% of all Waverley residents travelled to work as a car driver, with a further 6% as car passengers.

12.5 Tackling the problem of increasing traffic congestion needs action at all levels of Government and by businesses, organisations and individuals. Surrey County Council is the Highway Authority for Waverley and therefore has a key role to play. The County Council has responsibility for all roads in the Borough with the exception of the A3, which is the responsibility of the Department of Transport, Local Government and the Regions (DTLR). However, the Local Plan can also play its part in influencing movement patterns by shaping the form and location of new development.

Policy Background

12.6 Since the adoption of the 1993 Waverley Borough Local Plan, there has been a considerable change in attitudes and policies relating to movement issues. In particular, there has been a fundamental shift in policy from seeking to meet future travel demands to managing the demand for travel.

12.7 The Government's Transport White Paper, published in July 1998, promises a 'New Deal for Transport' - its aim is to provide a transport system that is safe, efficient, clean and fair⁽²⁾. The White Paper states that "simply building more and more roads is not the answer to traffic growth", and it advocates a range of actions at national, regional and local level to deliver the Government's vision of an integrated transport system. One of the main proposals in the White Paper is for local traffic authorities to prepare five year 'local transport plans', which will set out their strategies for transport including future investment plans and proposals for implementation. Local transport plans will cover all forms of transport and will be the key to the delivery of integrated transport locally. The White Paper also emphasises the importance of integrating land-use planning with transport policy.

12.8 The revised *PPG13 on Transport* was published in March 2001. It provides advice on how local authorities should integrate transport and land-use planning to secure the following three objectives:

- promote more sustainable transport choices for both people and for moving freight;
- promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and
- reduce the need to travel, especially by car.

12.9 *PPG6 on Town Centres and Retail Developments* develops the guidance in PPG13 by emphasising the sequential approach to selecting sites for development, for retail, employment, leisure and other key town centre uses (see paragraph 8.15).

12.10 The revised *PPG3 on Housing* was published in March 2000. Paragraphs one and two set out the Government's objectives in relation to housing, making clear that housing developments should be located and designed so as to reduce car dependency and to facilitate improved access by other modes of transport. This Plan has been modified from its Deposit Draft version to take account of that advice.

12.11 The *Surrey Structure Plan 1994* recognises that not all of the demands placed upon the transport system by car users can be met. The document also indicates that large scale road building is no longer environmentally acceptable nor achievable given limitations upon availability of funding and that, as a result, the demands for travel will have to be managed more coherently and effectively than in the past.

12.12 The first *Surrey Local Transport Plan (LTP)⁽³⁾* covers the period from 2001/02 to 2005/06. It contains the five long term objectives of improving integration; protecting the environment; improving safety and security for travellers; supporting a sustainable economy; and improving access to everyday facilities. These objectives are translated into a seven part strategy aimed at widening travel choice; managing traffic and restraining demand for travel; providing a more integrated transport system; planning and managing the highway network; addressing the transport needs of rural areas; helping to make freight distribution more sustainable; and integrating transport with other policies. Various measurable targets are set out in order to monitor progress towards the LTP objectives.

Objectives

12.13 For environmental, social and economic reasons, and having regard to PPG13 and PPG3, it is neither possible nor desirable to meet in full future demands for travel, especially by private car. However, given the rural character of much of Waverley, opportunities for significant improvements to public transport provision are likely to be limited. It is also important that movement-related policies, such as car parking provision, do not undermine the economic competitiveness of the Borough.

12.14 The strategy underlying the policies and proposals in this chapter is therefore to promote a balanced and sustainable approach to transport provision within the Borough. In order to implement this strategy, it will be necessary for Waverley to work in conjunction with Surrey County Council and other partners with a view to a) managing the demand for travel by car, particularly in peak periods; b) encouraging greater use of other modes of transport, such as public transport and cycling; and c) integrating transport facilities more closely with land-use planning proposals.

12.15 The following objectives have been identified for the movement policies of the Local Plan:-

- a) to reduce the need to travel, especially by private car, and encourage the use of alternative means of transport without damaging the economic well-being of the Borough;
- b) to minimise the harmful impacts of transport on the environment, safety and quality of life;
- c) to improve accessibility, particularly for non-car users and people with disabilities;

- b) to create more sustainable patterns of development by building in ways which exploit and deliver accessibility by public transport to the home, the workplace, schools and colleges, health facilities, shopping and local services; and
- c) to place the needs of people before the ease of traffic movement in designing new residential layouts and to seek to reduce car dependence by encouraging facilities for walking and cycling, and by improving public transport linkages to the home, the workplace and local services and other amenities.

The policies set out in this chapter reflect these objectives. Policies TC12-TC16, which relate to movement and accessibility in the town centres, can be found in Chapter 9.

Integrating Land-use and Transport

The Location of Development

12.16 A fundamental objective of this Plan is to locate development that is likely to generate a significant number of vehicle movements in areas that are readily accessible by public transport, cycling and walking, in order to reduce the need to travel and to provide people with a choice of transport mode. In Waverley, the four main settlements are generally the areas best served by public transport, or have the greatest potential to be well served in future. Policy M1 broadens the sequential approach to the location of development, explained in paragraph 8.15.

POLICY M1 : The Location of Development

~~The Council will seek to ensure that development is located so as to reduce the need to travel, especially by private car, and to encourage a higher proportion of travel by walking, cycling and public transport. In particular, the Council will seek to:~~

- ~~(a) locate major trip generating developments in locations in Farnham, Godalming, Haslemere and Cranleigh which are highly accessible by public transport, cycling and walking; and~~
- ~~(b) resist major trip generating developments in peripheral or rural locations where access would be predominantly by private car and where accessibility by other modes is poor.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

12.17 Policy M1 applies to uses which attract or generate large numbers of trips (e.g. business, retail, leisure and community facilities). With regard to housing, Policy H4 (Density and Size of Dwellings) seeks to influence travel demand by encouraging higher density residential development in town centres and locations well served by public transport, and by limiting densities in locations more remote from facilities and public transport.

12.18 For the purposes of Policy M1, all developments exceeding the Institution of Highways and Transportation (IHT) threshold will be classified as 'major' development. In addition, certain developments below the IHT threshold, but exceeding Surrey County Council's Decisions Monitoring System (DEMONS) threshold may be considered 'major', depending upon the scale, nature and location of the development. The IHT and DEMONS thresholds are listed in Appendix 5.

12.19 Part (a) of the policy does not mean that all major trip generating development proposals will be appropriate in town centres or in other urban locations. Such proposals would also need to comply with the other policies in the Plan, for example Policy TC3 (Development Within Town Centres) and Policy TC8 (Urban Design in Town Centres). Part (b) of the policy is not intended to preclude small scale development in villages which satisfies the criteria set out in Policy RD1 (Rural Settlements).

The Movement Implications of Development

12.20 The Borough Council and the County Council will seek to ensure that development is compatible with the transport system in terms of scale, type and location. Proposals for major developments should be supported by a Transport Assessment in order that the impact of the traffic generated by the development on the environment and the transport infrastructure of the area can be properly assessed.

12.21 When considering proposals for commercial or institutional development which would be likely to generate a high level of private car usage, the Borough Council will encourage the preparation and implementation of Travel Plans. These would seek to obtain a commitment from businesses or institutions to pursue various measures to reduce car dependency and the need to travel. Of particular importance for businesses are measures to encourage working from home, teleworking, more flexible working hours, compressed working weeks, car sharing and encouragement to travel to work on foot, by bicycle or via public transport. Travel Plans produced by schools and colleges should incorporate measures to promote safe walking and cycling routes, the provision of secure cycle parking, pedestrian priority areas in the vicinity of schools, car sharing schemes or the provision of minibus shuttle services for students.

12.22 The Borough Council considers it important that all new development in Waverley provides safe access for both pedestrians and highway users, including cyclists. Highway works should be designed to ensure road safety and to meet the current highway design standards relevant to the class of road affected. Furthermore, all highway works, and design layouts generally, should pay proper regard to the environmental character of the area, particularly in rural and semi-rural areas where unsympathetic works can seriously erode the distinctive character of the rural landscape. Unless there are other advantages which outweigh any highway disadvantages, planning permission will normally be refused if a developer does not agree to carry out or bear the cost of highway works which are necessary to overcome the problems which the development would cause.

12.23 In certain circumstances, it may be appropriate to require developers to contribute towards improvements to the public transport system, including facilities for pedestrians and cyclists, rather than highway works. Such circumstances could apply where major developments are proposed in locations which do not have adequate public transport provision, or where highway improvements would cause environmental damage or would be difficult to achieve. Contributions to public transport improvements will not justify development which is contrary to other policies of the Plan.

POLICY M2 : The Movement Implications of Development

~~All development proposals should provide safe access for pedestrians and road users, including cyclists, designed to a standard appropriate for the highway network in the vicinity and the level of traffic likely to be generated by the development. Proposals for major trip generating developments will be expected to be supported by a Transport Assessment and, in appropriate circumstances, by a Travel Plan.~~

~~Where highway works are deemed necessary to accommodate safely development-related traffic, such works will be provided for and funded by the development. All highway works should comply with current highway design standards, and must be acceptable in terms of their environmental impact. Where the additional demands generated by new development justify improvements to the public transport infrastructure or services, including new or enhanced facilities for cyclists and pedestrians, the developer will be expected to provide for, or contribute to, such improvements.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

12.24 Major traffic generating developments will be defined in the same way as set out at Policy M1 above.

Development Alongside the A3 and the A31

12.25 Policy MT3 of the Surrey Structure Plan 1994 places a presumption against new development alongside the Motorway and Primary Route Network, where it would reduce the efficiency and safety of the network. The only roads in Waverley which form part of the County Primary Route Network are the A3 Trunk Road and the A31. These are shown on the Proposals Map.

POLICY M3 : Development Alongside the A3 and the A31

Development which involves the provision of a new access or significant intensification of use of an existing access onto the A3 or the A31 will not be permitted where the traffic generated by that development would compromise the safe movement and free flow of traffic on those roads or the safe use of those roads by others.

12.26 In implementing Policy M3, developments which would involve a significant intensification of use of an existing access will be subject to the same considerations as those involving new access points.

Encouraging Alternative Means of Travel

Safe Routes to School

12.27 Although the Transport White Paper seeks to encourage alternatives to the car for all types of journey, it emphasises the importance of ensuring that children can travel to school safely without having to be driven there by car. The White Paper notes that "not walking or cycling to school means that children get much less exercise and builds in car dependency at an early stage in a child's development. These children will find it harder as adults to use cars responsibly and will have fewer opportunities to develop the road sense they need as pedestrians or cyclists". The Borough Council supports the County Council's 'Safe Routes to School' initiative, which aims to encourage more people to walk, cycle or use public transport to travel to school by making these options safer and easier.

Provision for Pedestrians

12.28 Walking is the cheapest, least damaging and most easily accommodated form of movement available. It has the scope to play a major contribution for travelling short distances. However, walking is more than just a travel mode. It is good exercise and is a basic human activity which also has a social function. For example, it can contribute to a town centre's vitality and security by keeping it populated throughout the day and into the evening.

12.29 For walking to be an attractive option, the conditions must be right. In particular, a safe and pleasant environment which minimises the impact of traffic is required. At present, this is often not the case with many people using the car for even the shortest journeys. Areas in Waverley where conditions can be hazardous for pedestrians include many of the rural roads and parts of the historic town centres.

12.30 The Council believes that the problems faced by pedestrians, especially when they come into conflict with motorised traffic, should be afforded high priority. It is important that in these locations safe, attractive, functional and well sign-posted pedestrian routes are provided. Specific proposals for pedestrian improvements are set out under Policy M7. Opportunities for the enhancement of pedestrian facilities or the provision of new facilities as part of development proposals will be encouraged by the Borough Council.

POLICY M4 : Provision for Pedestrians

~~The Council, in conjunction with the County Council and other organisations, will seek to improve conditions for pedestrians by providing or securing safe and attractive pedestrian routes and facilities in both urban and rural areas.~~

~~Developments should include safe, convenient and attractively designed pedestrian routes linking to existing or proposed pedestrian networks, to public open space, to local facilities and amenities, or to public transport.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Provision for Cyclists

12.31 There are many advantages to encouraging cycling. It is a flexible, relatively cheap and environmentally benign form of transport with important health benefits for people of all ages. The Borough Council supports and encourages cycling as an alternative means of travel to the car for short journeys and recreational purposes. The Borough Council adopted a 'Cycling Plan for Waverley Borough' in 1997, and has established a Cycling Forum to bring together interested parties.

12.32 Cycling has the potential to cater for many more journeys than it does at present. However, safety is a major concern and the busy roads in the main built-up areas and many of the villages of the Borough can discourage potential cyclists. The Borough Council intends to promote a Borough-wide network of cycle routes which will connect the main settlements in Waverley, as well as shorter routes within the urban areas to link residential areas to shops, schools, stations and other public places. It is envisaged that the Borough-wide network will connect with the National Cycle Network, a 10,000 mile network supported by the Millennium Commission. The National Cycle Network includes a regional route between London and Alton, part of which will pass through the Farnham and Runfold areas.

12.33 The proposed Borough-wide cycle network has not yet been identified, but a diagrammatic version of a potential cycle network is shown in Figure 12b. Implementation of the whole network is a long-term objective which will require a combination of public and private funding. Specific proposals for new cycle routes in the built-up areas are set out under Policies M6 and M7. Opportunities for the provision of new cycle routes as part of development proposals will be encouraged by the Borough Council, especially where connections can be made to the proposed Borough-wide network.

(Figure 12b)

12.34 Whilst separate, secure cycleways are preferable, it may not always be possible to find space to create these routes or to avoid the crossing of, or use of, major roads. It is therefore important to ensure that all road improvements, new traffic management schemes and other traffic control measures cater for the needs of cyclists.

12.35 People are unlikely to be encouraged to cycle more unless they are able to store their bicycles close to home and unless there are suitable facilities for them to park their bicycles at likely destinations. The Council's adopted cycle parking standards apply, in respect of housing, only to flats with communal parking areas. However, the design and layout of all residential development should give residents the opportunity to store bicycles conveniently and securely. The Borough Council will seek the provision of secure, well designed and conveniently located cycle parking facilities in town centres and at key visitor attractions, such as transport interchanges, libraries, leisure centres and health centres. In addition, the Borough Council considers that cycle parking facilities should be provided within new developments to encourage greater use of cycles for work, shopping and other purposes. These should be covered and secure, and in the case of places of employment, provision should be made for associated showers and changing facilities.

12.36 The County Council is currently carrying out a review of cycle parking standards in conjunction with the review of car parking standards referred to under Policy M14. Once this review is completed the cycle parking standards will be recommended to the Surrey Districts for adoption. In the interim, the Borough Council has adopted its own standards based on those in the *Surrey Cycle Facility Design Guide*⁽⁴⁾. These standards are attached at Appendix 6.

12.37 Policy M5 seeks to promote the safety of cyclists and increase cycle usage in line with national and County targets. The *National Cycling Strategy*⁽⁵⁾ aims to double the amount of cycling over 1996 levels by the year 2002, and to double it again by 2012. The *Surrey Local Transport Plan* aims to increase the proportion of all journeys by cycle from 2% in 1999 to 4% in 2006; 6% in 2011; and 8% in 2016. For school journeys the LTP targets are to increase the proportion by cycle from 7% in 1999 to 9% in 2006; 15% in 2011; and 20% in 2016.

POLICY M5 : Provision for Cyclists

The Council, in conjunction with the County Council and other organisations, will seek to improve conditions for cyclists through the following measures:-

- (a) **promoting and developing a Borough-wide network of cycle routes;**
- (b) **promoting and providing cycle parking facilities in town centres, at railway stations and at major public buildings, and requiring new development to provide cycle parking facilities in accordance with the adopted standards; and**
- (c) **considering the safety and needs of cyclists in the design of all highway and traffic management schemes.**

Developments should, where opportunities arise, include safe, convenient and attractively designed cycle routes, including, where possible, connection to the Borough-wide cycle network.

Farnham Cycle Network

12.38 The *Farnham Movement Study*⁽⁶⁾, referred to in more detail later in this Chapter, identifies a potential cycle route network in Farnham. This network is at a more advanced stage of preparation than the cycle route networks in the other towns in the Borough. Some elements have already been constructed and the remainder of the network is included in the Farnham Movement Package proposals.

12.39 The proposed network is designed to link main attractions, such as the town centre, industrial estates and the railway station, with the residential areas. It does not include comprehensive long routes but instead concentrates on overcoming the 'severance lines' created by the A31 Farnham By-Pass and the railway line. These are the main deterrents to cycling short distances. Routes to be provided will be a mix of purpose-built cycle lanes, dedicated lanes on existing highways and signing on quieter, less well-used roads. A shared cycle and pedestrian route through Farnham Park would provide a pleasant and safe link between the residential area of Upper Hale and the town centre. The network is intended to connect with cycle routes being provided by Rushmoor Borough Council to the north and to the Farnham-Guildford cycleway provided by the County Council under the Strategic Traffic Action in Rural Areas (STAR) initiative.

12.40 The Borough Council will work with the County Council to ensure that the network not only provides safe routes for cyclists but also takes account of the safety and convenience of pedestrians. It will also be important to ensure that the signing and road marking required in connection with the network is sympathetic to the character and amenity of the historic townscape, particularly within the Conservation Area.

12.41 The Borough Council strongly supports the proposed cycle route network and will work with the County Council to secure its implementation, subject to funding. It is intended that the Farnham cycle network should integrate with the proposed Borough-wide cycle network, for example by connecting to strategic routes along the A31 corridor towards the Blackwater Valley and Alton and along the A325 corridor towards Aldershot and Bordon.

POLICY M6 : Farnham Cycle Network

The Council, in conjunction with the County Council and other organisations, will promote and develop a cycle route network in Farnham as shown on the Proposals Map.

Other Cycle Networks

12.42 The Borough Council also intends to promote cycle networks in the other main urban areas of Waverley, with the priorities being Godalming and Cranleigh. These networks may be published as Supplementary Planning Guidance during the lifetime of the Plan.

Footpaths and Cycleways

12.43 Policies M4 and M5 above indicate the reasons why the Borough Council wishes to encourage walking and cycling. A number of potential additions or improvements to the network of footpaths and cycleways in Farnham, Godalming and Cranleigh have been identified by the Borough Council. These are set out in Policy M7 and illustrated on the Proposals Map. Implementation of the proposals will depend upon funding and, in some cases, the agreement of private landowners.

12.44 Proposals for improving cycling facilities in Farnham are described at Policy M6 above. Improved pedestrian routes proposed in Farnham include the creation of a new pedestrian link across the A31 Farnham By-Pass, as part of the Hickley's Corner scheme (see Policy M19). This would enable a footpath route to be provided from The Maltings to the start of the North Downs Way. Proposals to extend and enhance the riverside walk would improve pedestrian access to the town centre from the nearby edge-of-town car parks. Opening the private footpath at Vernon House, which together with the library is owned by the County Council, would provide public access to the rear garden, an attractive feature of the Conservation Area. The existing footbridge over the railway at Weydon Lane has stair access only, with no ramps for the disabled, pushchairs or cyclists. The *Farnham Movement Study* identifies the need for improvements to the existing footbridge or, if necessary, a new bridge with access for all. The *Farnham Movement Study* also proposes to replace the existing ramps on the footbridge over the A31, adjacent to Farnham Business Park, in order to create a shallower 1:20 gradient. This would facilitate easier access for cyclists, pushchairs and wheelchairs.

12.45 In Godalming, the proposed shared footpaths and cycleways would provide a strategic link for cyclists between quiet residential streets in Farncombe and the town centre/Catteshall Lane business area. In particular, the proposals would enable cyclists and pedestrians to avoid Bridge Road, which is an unpleasant route along which to walk or cycle due to the high volume of traffic. The proposed footpath and cycle route to the east of Bridge Road would run immediately to the rear of the existing buildings and would need to be carefully designed and surfaced to minimise intrusion into the Lammas Lands. In the event that it did not prove possible to achieve the route to the east of Bridge Road, then it would be necessary to consider other alternatives for the link between Farncombe and the town centre.

12.46 The construction of a shared footpath and cycle route onto and across the Downs Link at Elmbridge Road in Cranleigh would enable cyclists and pedestrians to reach the village centre without having to use the bridge over the former railway line. This bridge is only single lane width and presents a potential safety hazard to 'vulnerable' road users such as pedestrians and cyclists.

POLICY M7 : Footpaths and Cycleways

The Council, where appropriate in conjunction with the County Council, landowners and other organisations, will seek the provision of the following additions or improvements to the network of footpaths and cycleways within the Borough:-

Farnham

(a) a pedestrian link between the North Downs Way and Borelli Walk;

- (b) the extension and enhancement of the Riverside Walk along the River Wey to the east of South Street;
- (c) opening to the public the private footpath which links the rear garden at Vernon House to West Street and Public Footpath No125;
- (d) new or improved footbridges over the railway and the A31 at Weydon Lane;

Godalming

- (e) widening the public footpath between Marshall Road and Chalk Road to form a shared footpath and cycle route;
- (f) a new footpath and cycle route, with associated footbridges over the River Wey, between the Wey Inn roundabout and the road behind the Homebase store;

Cranleigh

- (g) a new footpath and cycle route at Elmbridge Road adjacent to the bridge over the Downs Link.

The routes listed above are shown on the Proposals Map.

Guildford – Cranleigh Movement Corridor

12.47 The route of the former Guildford to Cranleigh railway line has long been established as a recreational route for walkers, cyclists and horse riders. An engineering feasibility study completed in 1996 confirmed the engineering possibility of re-opening the railway line, but a subsequent study of the business case completed in 1997 concluded that the forecast patronage and revenue would not provide a large enough return to cover the capital costs of the project. It was subsequently decided by the County Council, Railtrack and the Borough Council not to pursue the proposal.

12.48 However, the research carried out on re-opening the rail line focused attention, amongst other things, on the importance of the Downs Link, which is a well-used recreational resource. The County Council and Waverley and Guildford Borough Councils have all resolved that the current and future importance of the route of the former Guildford to Cranleigh railway be recognised as an important movement corridor and that it be protected through the statutory planning process.

POLICY M8 : Guildford – Cranleigh Movement Corridor

The route of the former Guildford to Cranleigh railway line, shown on the Proposals Map, will be protected from development in view of its importance as a movement corridor.

Horse Riders

12.49 Horse riding is not generally promoted at national or strategic level as an alternative means of transport to the car. Nevertheless, horse riders are a vulnerable group of road users and there is a need for the safety of horse riders to be taken into account, particularly in an area like Waverley where horse riding is a popular pursuit. Policy LT11 seeks to safeguard and extend the network of public rights of way to encourage their use by various groups, including horse riders, whilst Policy RD14 seeks to locate new or extended commercial equestrian activities close to the existing bridleway network and open space which is capable of absorbing the number of horses all year round. However, there will inevitably be cases where horse riders need to use ordinary roads. The Borough Council will liaise with the County Council to ensure that the safety and needs of horse riders are taken into account in the design of highway improvements and traffic management measures.

Provision for People with Disabilities and Mobility Problems

12.50 Policy D9 (Accessibility) sets out the main issues to be addressed in developments to which the public will have access. Accessibility and special needs are not only confined to the built environment. It is equally important that the same principles are taken into account in the design of roads, footpaths and spaces around buildings, in order to minimise any potential hazards and permit ease of movement.

12.51 Once incorporated, features which assist the disabled and those with special needs can also benefit wider sections of the community. For instance, ramps and dropped kerbs designed to meet the requirements of wheelchair users also assist otherwise mobile people encumbered by pushchairs or luggage. It is also important that people with disabilities and mobility difficulties have convenient access to public transport.

12.52 People with disabilities have special requirements for car parking. This ranges from the practical demand for larger spaces needed to open doors fully to the careful location of spaces to take into account reduced mobility and ease of access. Parking spaces for people with disabilities must be a minimum width of 3.6 metres and should be provided in convenient locations.

POLICY M9 : Provision for People with Disabilities and Mobility Problems

The Council, in conjunction with the County Council and other organisations, will seek to improve accessibility and movement for people with disabilities and mobility problems through the following measures:-

- (a) **promoting improved access to bus, taxi and rail services for people with mobility or sensory difficulties;**
- (b) **considering the needs of people with disabilities and mobility problems in the design of highway works and other transport infrastructure; and**
- (c) **requiring new developments, where appropriate, to provide allocated car parking spaces for people with disabilities and make provision for those with young children.**

Public Transport and Interchange Facilities

12.53 Maintaining and enhancing the role of public transport is essential in helping to reduce reliance on the private car and in delivering a more balanced and sustainable approach to transport provision. The benefits of increasing use of the public transport system include easing pressure on the road network, improving road safety and reducing the negative environmental consequences of road traffic.

12.54 Although patronage of public transport is largely determined by the cost, frequency and reliability of services, land-use planning can play an important role in facilitating integration between different modes of transport. The quality of interchange facilities, especially at rail stations and in town centres, and the quality and convenience of access to and from public transport facilities are of major significance to the attractiveness of public transport.

Bus Services

12.55 Bus services are a key element in the transport system. Those groups of people who are particularly dependent on buses are the elderly, children, and adults in households without a car or where another adult is already using the car.

12.56 Following 'deregulation' of buses under the 1985 Transport Act, the County Council can only subsidise those bus services judged to be socially necessary but which are not provided for by commercial operators. The Borough Council supports the County Council in co-operating with commercial operators and appraising them of the requirements for additional services.

12.57 PPG13 highlights the importance of measures such as bus lanes and the provision of facilities for bus users in helping to make the bus more attractive. The County Council intends to carry out a study to identify a County Bus Priority Network. Where proposals

for bus priority measures arise in Waverley, the Borough Council will generally support such measures provided they would not be likely to adversely affect character and amenity. It is important that when major development takes place the design and layout makes provision for the needs of bus services and bus passengers.

12.58 In rural areas, it is necessary to consider more flexible and innovative forms of transport provision as well as traditional bus services. Waverley is working closely with the County Council on developing a Community Transport Strategy. A study has been undertaken by a public transport consultancy, leading to the establishment of the Waverley Community Transport Organisation to provide transport throughout the Borough for those with a mobility handicap. This project is being progressed by the appointment of a Rural Transport Partnership Officer for a 3 year period, funded by various partners including the Countryside Agency. The Local Transport Plan is required to consider how the potential of voluntary or community transport can be maximised as part of an integrated public transport network.

Rail Services

12.59 The rail network has an important part to play in providing for transport needs in the Borough, and in particular for access to the main built-up areas. In common with most of Surrey, Waverley is served by radial routes centred on London. Farnham is on the London (Waterloo) to Alton rail line, while Farncombe, Godalming, Milford, Witley and Haslemere all lie on the main London (Waterloo) to Portsmouth rail line. The Borough Council is keen to maintain and enhance interchange facilities at rail stations, especially at Farnham, Haslemere and Godalming, which are amongst the 20 busiest railway stations in Surrey. Particular attention will be paid to improving accessibility for non-car users and people with disabilities and mobility problems.

12.60 It is important that long stay parking spaces are available at railway stations to serve the needs of commuters and to ensure that parking space elsewhere is available for short and medium stay purposes such as shopping. The Council will support the provision of additional parking at stations where this can be achieved without detriment to the local environment and where it would assist in achieving modal shifts between car and rail journeys.

POLICY M10 : Public Transport and Interchange Facilities

The Council, in conjunction with the County Council, Railtrack and public transport operators, will seek to retain and enhance public transport and interchange facilities within the Borough through the following measures:-

- (a) ensuring that the layout and design of major new developments allows for convenient access by bus and considers the needs of bus passengers, including the provision of covered waiting facilities;**
- (b) supporting the provision of improved set down facilities, taxi ranks, secure cycle parking and bus waiting areas at railway stations, and resisting the net loss of existing facilities; and**
- (c) resisting the net loss of car parking at railway stations, and supporting the provision of additional car parking where this is environmentally acceptable.**

Farnham Station

12.61 Although there are presently no significant proposals relating to Farnham Station, the Farnham Movement Package includes proposals to increase the number of secure cycle cages at the station. In the longer term, major improvements to the station forecourt arrangements could be achieved as part of the proposed highway scheme at Hickley's Corner (see Policy M19). The Borough Council will work with Railtrack, the Train Operating Company and the County Council to achieve improved interchange facilities and accessibility, particularly for non-car users and people with disabilities and mobility problems.

Godalming Station

12.62 Godalming Station has no direct bus service and the nearest bus stops are some considerable distance away in the High Street and Flambard Way. This problem is compounded by the generally poor pedestrian links between the town centre and the station. The Borough Council has no responsibility for bus routes, but will work with the County Council and public transport operators to see if there is any scope to provide bus/rail interchange facilities at Godalming Station.

12.63 In addition, there is a need for improved pedestrian routes in both the Station Approach/Church Road direction and the Mill Lane/Station Road/Holloway Hill direction. Particular priorities to resolve pedestrian/vehicular conflict are the provision of a footway on the north side of Station Approach and at least one pedestrian crossing of Station Road in the vicinity of the junctions with Westbrook Road and Station Approach. It would also be desirable to improve the station forecourt arrangements to provide better separation between the taxi rank and set down areas. These improvements would need to have the support of the County Council, Railtrack and the Train Operating Company, as appropriate.

Haslemere Station

12.64 Planning permission was granted in 1990 for the construction of additional commuter car parks at Haslemere Station, to the north and south of the railway line. Whilst the car park to the south of the railway line has now been constructed, the approved car park on the north side has not been implemented and the planning permission has expired. The provision of additional parking remains a desirable objective, since it would accord with the Borough Council's aim of encouraging improved interchange facilities at rail stations and would also be likely to reduce commuter parking in nearby residential streets. On-street parking by commuters is a particular problem in the area around Haslemere Station and this has led to plans for a Controlled Parking Zone (see paragraph 12.83). In addition, some commuters use the public car parks in Weyhill and central Haslemere. Additional parking provision at the Station could help to release those spaces for short-term parking to support the local economy.

12.65 The previously approved car park site north of the railway line probably represents the last opportunity to significantly increase the amount of parking at Haslemere Station, and the Council will therefore resist any alternative proposals for development which would prejudice this opportunity. If the new car park is provided, a footbridge would be needed to give pedestrian access over the railway line to the parking area on the north side of the line.

POLICY M11 : Haslemere Station Car Parking

The Council will seek to encourage the provision of additional car parking for commuters at Haslemere station by protecting from development the previously approved site for a car park to the north of the railway line and by liaising with Railtrack and the Train Operating Company regarding the feasibility of constructing a footbridge to provide pedestrian access to the proposed car park site.

Minimising the Impact of Traffic

Traffic Management

12.66 Traffic management or traffic calming measures can contribute towards reducing the impact of traffic on the countryside, enhancing residential amenity, improving air quality and improving safety for pedestrians and other road users. In designing traffic management schemes, improving provision for the safety of pedestrians, cyclists, horse riders and the disabled will rank equally in importance to slowing and/or discouraging vehicular traffic.

12.67 Work has been undertaken to minimise the adverse effects of traffic in the rural parts of Surrey, including Waverley, through the STAR initiative (Strategic Traffic Action in

Rural Areas). This is a joint initiative between Surrey County Council and the Countryside Agency, developed in consultation with District and Parish Councils. The South West Waverley project has been partially implemented with a blanket 40 mph speed limit having been introduced within the study area, supplemented by 30 mph limits in the village centres. Future proposals include the introduction of some 20 mph zones and a variety of physical traffic calming measures.

12.68 Traffic management measures may also be necessary where major developments are proposed. For example, a traffic calming scheme has been carried out in Haslemere funded by the nearby Tesco's development.

POLICY M12 : Traffic Management

~~The Council, in conjunction with the County Council and adjacent authorities where necessary, will promote, where appropriate, measures for traffic management within the Borough.~~

POLICY NO LONGER IN EFFECT

From 28th September 2007, following a Direction by the Secretary of State under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, this policy is no longer in effect.

Heavy Goods Vehicles

12.69 The Council is concerned that Heavy Goods Vehicles (HGV's) using town centres, residential streets and country lanes not designed for that purpose have a detrimental effect in terms of safety and amenity. HGV's should, wherever possible, be channelled onto suitably engineered roads in order to assist in the protection of the environment, to assist the safe and efficient movement of goods and to reduce the maintenance requirements of local roads.

12.70 The County Council has identified a distributor road network. Measures such as signing and publicity are used with the aim of ensuring that the majority of HGV's remain on the primary and distributor routes identified in that hierarchy. The provision of facilities for drivers of HGV's will be encouraged along the Primary Route Network, subject to environmental considerations, to reduce the number of diversions away from the network.

12.71 Development proposals will be resisted where the volume of HGV traffic generated would be environmentally unacceptable. The County Council will be encouraged to introduce Traffic Regulation Orders to control the movement of lorries, where appropriate. The Borough Council will make representations to the Traffic Commissioner with regard to applications for goods vehicle operating licences, where these are considered to be unsuitable on environmental or technical grounds.

12.72 Where development proposals are likely to generate HGV movements, it may be necessary for the developer to submit a Transport Assessment and/or a Travel Plan to demonstrate that the HGV movements would be compatible with the highway infrastructure of the area and would be acceptable in terms of their environmental impact. Measures which could be incorporated in these documents include provision for any necessary off-site highway works to accommodate lorry access and restrictions on delivery hours.

POLICY M13 : Heavy Goods Vehicles

The Council will seek to minimise the adverse impact of lorry traffic within the Borough. In particular, the Council will:-

- (a) seek to locate developments which are likely to generate heavy goods vehicle movements where the highway infrastructure is capable of accommodating those movements; and
- (b) in appropriate circumstances, require development proposals to be supported by a Transport Assessment and a Travel Plan.

Car Parking Standards

12.73 Proposals for new development will be expected to provide an appropriate level of off-street parking facilities, either on the site or nearby, in accordance with the Council's adopted standards.

12.74 PPG13 identifies the availability of car parking as having a major influence on the choice of means of transport. Some studies suggest that levels of parking can be more significant than public transport provision in determining transport choice, even for locations with good public transport links. Research has been carried out on behalf of the Government Office for the South East into the application of parking standards in the region, and the results of this work have informed the revised Regional Planning Guidance for the South East.

12.75 The County Council has carried out a review of car parking standards and in November 1999 it adopted an interim *Surrey Parking Strategy*⁽⁷⁾ which includes a revised set of parking standards. The new County parking standards are linked to the application of parking zones whereby the level of car parking in developments will vary according to the location of that development. However, a further review is being conducted in order to ensure that the County standards comply with guidance in the revised PPG3 and PPG13. The Borough Council will adopt new parking standards having regard to national and regional guidance and the *Surrey Parking Strategy*. The standards will be published as Supplementary Planning Guidance, together with the related parking zones and advice on complimentary measures such as Travel Plans. In the interim, the Borough Council will continue to operate the existing car parking standards, although these standards will be applied flexibly in accordance with the considerations set out in Policy M14.

12.76 Current Government policy guidance in relation to residential parking standards is set out in PPG3. This indicates that the amount of car parking to be provided off-street should take account of the developer's requirements, the accessibility of the site to public transport facilities and alternative modes of transport to the car, and the type of occupancy of the development. PPG3 states that car parking standards that result, on average, in development with more than 1.5 off-street car parking spaces per dwelling are unlikely to reflect the Government's emphasis on securing sustainable residential environments, especially in urban areas. Given that Waverley is largely rural in character, there may be exceptional circumstances where a higher car parking provision would be permitted. In such circumstances, proposals should be supported by substantial evidence of the exceptional need. Lower levels of parking than 1.5 off-street spaces per dwelling may be acceptable in locations where services are readily accessible by walking, cycling or public transport. The Council's residential parking standards will be set out in Supplementary Planning Guidance.

12.77 The implementation of car parking standards may vary in town centres, where development proposals will be considered against the policy approach set out in Policy TC14 (Town Centre Car Parking Standards). Policy M5 (Provision for Cyclists) and Policy M9 (Provision for People with Disabilities and Mobility Problems) include guidance on cycle parking and disabled parking respectively.

POLICY M14 : Car Parking Standards

~~The level of car parking provision appropriate for individual development proposals will be assessed according to the location and type of development. Development proposals will be required to make appropriate provision for motor vehicle parking space, having regard to:~~

- ~~(a) the developer's own requirements, subject to road safety or traffic management implications;~~
- ~~(b) the accessibility of the location to means of travel other than the private car; and~~
- ~~(c) guidance on maximum parking standards contained within PPG3, PPG13 and the Parking Strategy for Surrey.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

Public Off-Street Parking

12.78 The Borough Council is responsible for providing, maintaining and managing public off-street car parks. At present, the Council operates 3,719 'pay and display' parking spaces, 401 free parking spaces and 111 parking spaces on a contract basis. Public car parks in the Borough serve different needs and charges are designed to reflect whether spaces are for short, medium or long term use. The Council will continue to monitor the use made of its car parks and will manage them so as to secure the most effective use of the available space. In the main town centre car parks, the Council has adjusted parking charges to favour short stay parking for shoppers and visitors over long stay commuter parking.

12.79 In April 1998, the Borough Council commissioned JMP consultants to prepare a detailed review of Waverley's off-street car parking policy. Following consideration of JMP's report by a Member Task Group, a *Waverley Car Parking Strategy*⁽⁸⁾ was prepared and adopted by the Borough Council in July 2000. This Strategy recognises the differences in the characteristics of the main population centres in the Borough. It seeks to contribute to town centre viability by managing the Council's parking stock in such a way as to favour 'short stay' parking (four hours or less) over 'long stay' parking. The Strategy does not identify the need for significant changes to the overall level of public parking provision in the Borough, but commits the Council to continue to audit and review the level of car parking availability.

12.80 As mentioned under Policy M14 above, the County Council has adopted an interim *Surrey Parking Strategy*. The County Strategy provides an integrated framework for the management of all categories of parking. The *Waverley Car Parking Strategy* takes account of the County Strategy and indicates that the Borough Council will formulate Town Centre Parking Management Plans in conjunction with Surrey County Council. Town Centre Parking Management Plans are seen as a policy device to reconcile parking priorities, both to serve users and wider interests. It is through these plans that the total balance of supply and demand will be met.

12.81 In addition to the off-street parking managed by the Borough Council, car parks which are available for use by the public can also be operated by the private sector. The Council will encourage the dual use of suitably located private car parks for public short-term parking at weekends and during the evenings.

POLICY M15 : Public Off-Street Parking

The Council will continue to review the demand for off-street car parks and the location of public off-street parking. Additional provision will only be acceptable where the demand is unlikely to be met by alternative measures and where it can be shown that the additional provision is not in conflict with the other policies of this Plan.

Local Parking Problems

12.82 Local parking problems occur in areas of the Borough where there is competition for the limited on-street parking available from residents, shoppers and other short stay visitors and those either working in the area or commuting to other destinations. Such problems tend to be most acute in residential streets close to town centres or railway stations.

12.83 Whilst on-street parking is a County responsibility, the Borough Council will work with the County Council with a view to implementing practical and environmentally acceptable schemes in the worst affected areas. A Controlled Parking Zone (CPZ) was introduced in Farnham in 1994, covering the town centre and the area around the station. Proposals to extend the Farnham CPZ and to make amendments to the existing residents parking scheme have been approved following consultation, and these will be progressed by the County Council when funding is available. In response to residents' concerns about commuter parking in central Haslemere and Weyhill, the Borough Council has funded the initial survey work in relation to the introduction of a CPZ and will urge the County Council to give priority to this matter.

12.84 It is important to ensure that the design of on-street parking schemes is sympathetic to their location, particularly in environmentally sensitive areas such as Conservation

Areas where inappropriate signage and street furniture can have a serious adverse effect on townscape character.

POLICY M16 : Local Parking Problems

The Council, in conjunction with the County Council, will encourage environmentally acceptable on-street parking schemes to resolve local parking problems in the Borough, especially those affecting residents.

Servicing

- 12.85 The loading, unloading and manoeuvring of goods vehicles on the public highway obstructs the free movement of, and is a hazard to, other highway users, especially pedestrians. Development proposals which involve goods deliveries should make proper provision for servicing.
- 12.86 Policy TC15 in the Town Centres Chapter provides guidance concerning rear access and servicing in town centres.

POLICY M17 : Servicing

Development proposals will be required to make appropriate provision for loading, unloading and turning of service vehicles so as not to obstruct or cause danger to pedestrians and other road users.

Providing Transport Infrastructure

A3 Improvements

- 12.87 The need for improvement at Hindhead cross-roads has been recognised for many years. It is now the only remaining section of single carriageway along the whole length of the A3 between London and Portsmouth and is clearly inadequate to cater for the present and forecast traffic flows.
- 12.88 In addition to the strategic function of the A3 as part of the national trunk road network, a number of other issues have been identified as important considerations for the improvement at Hindhead. These include the regular congestion experienced on both the A3 and the A287, a higher-than-average level of accidents, 'rat running' through Haslemere and local villages resulting from the delays and congestion at Hindhead, blight on nearby businesses and residential property, and noise and air pollution caused by traffic emissions.
- 12.89 Following an exhaustive review of possible options and extensive public consultation, the Government announced in March 1993 that the Preferred Route for the A3 improvement at Hindhead would involve the construction of a bored tunnel under Gibbet Hill. The Borough Council welcomed the decision as the only acceptable solution to the problems at Hindhead, and urged that the scheme should be progressed expeditiously. However, the proposed improvement was subsequently put 'on hold' because of financial restrictions.
- 12.90 Having conducted a national review of the Trunk Roads Programme⁽⁹⁾, the Government announced in July 1998 that the A3 improvement at Hindhead should be the subject of a further study "to investigate whether the environmental and economic benefits of the proposed bored tunnel solution can be delivered, funded in part by user charging". This study was carried out by MVA Consultancy and was published in January 2001. It concluded that the Preferred Tunnel Option would be good overall value for money, without tolls. In the light of the study's conclusions, the Government announced approval for the tunnel scheme, without tolls, in March 2001. Work has now commenced on the detailed design of the scheme and the Borough Council is participating in a multi-agency Project Advisory Group.

12.91 The Local Planning Authority is aware of the history of deterioration of the Hindhead area in the vicinity of the crossroads. The delays to the proposed road improvement have caused uncertainty for investment in the area. The Council wishes to see new investment to enhance the appearance of the area and, in Autumn 2001, it began work on the preparation of Supplementary Planning Guidance with the aim of revitalising the Hindhead Crossroads area.

12.92 Meanwhile, the Borough Council continues to strongly support the proposed improvement of the A3 at Hindhead by means of a bored tunnel, and will continue to safeguard land for that purpose. The Borough Council will also urge the DTLR to give priority to this scheme in view of the considerations set out above and will work with the County Council, the DTLR and the Highways Agency in progressing the scheme through the necessary statutory procedures before construction can begin.

12.93 Elsewhere on the A3, proposals have been put forward by the Highways Agency to improve safety on the section between Milford and Thursley by the construction of a new over-bridge to serve Thursley and the closure of at-grade crossings. The Highways Agency published Draft Statutory Orders, together with an environmental statement, in Autumn 2001. The Council will protect against development any land required for the junction improvements, and will urge the DTLR to give priority to the scheme in the interests of securing improved traffic safety.

POLICY M18 : A3 Improvements

~~The Council, in conjunction with the County Council, will on behalf of the Department of Transport, Local Government and the Regions continue to protect against development:-~~

- ~~(a) the corridor of land for the Preferred Route of the A3 improvement at Hindhead, which constitutes a bored tunnel and associated works as shown on the Proposals Map; and~~
- ~~(b) land required for junction improvements on the A3 between Milford and Thursley, as shown on the Proposals Map.~~

POLICY NO LONGER IN EFFECT

From 20th February 2018, following the adoption of Local Plan Part 1, this policy has not been retained and therefore is no longer in effect.

A31 Farnham By-Pass Improvements

12.94 The Borough Council has expressed long-standing support for improvements to be made to the A31 Farnham By-Pass, which regularly experiences serious traffic delays and congestion in peak periods. The problems are particularly acute at the signal controlled junction of Hickley's Corner, where a prohibition on right turn movements results in drivers using the narrow town centre and residential roads as 'rat-runs'. Aside from the benefits which would accrue to the flow of traffic along the A31, improvements to the Hickley's Corner junction could have a number of other benefits. These include providing improved movement between the town centre and the extensive residential areas on the southern side of Farnham, improving accessibility to the station, reducing the risk of accidents for pedestrians crossing the by-pass and reducing traffic movements through the town centre.

12.95 Proposals by the County Council for a major highway improvement at Hickley's Corner were included in the 1993 Local Plan. Following a review of its Transportation Capital Programme in 1997, the County Council decided to retain the Hickley's Corner scheme in its current programme and to seek private sector involvement under the Private Finance Initiative (PFI). Although the precise details are subject to change, the basic concept for improving Hickley's Corner remains to construct an underpass for the A31 and to create a link above the underpass between South Street and Station Hill.

12.96 Proposals were previously put forward for major highway works at the Shepherd and Flock gyratory, involving a two level interchange. This scheme was included in the 1993 Local Plan, but has now been abandoned by the County Council in favour of an investigation of traffic management measures along the whole A31 corridor. In the case of the Shepherd and Flock gyratory, partial signalisation has helped to improve traffic flow and full signalisation is planned in future years. The Borough Council will urge the County Council to give early priority to traffic management measures in view of the high volume of traffic using the A31 and the high incidence of traffic accidents, particularly at the Shepherd and Flock gyratory.

POLICY M19 : A31 Farnham By-Pass Improvements

In considering the design and location of any new development, the Council will, on behalf of the County Council, continue to take account of the proposed major highway improvements at Hickley's Corner on the A31 Farnham By-Pass.

Movement and Route Management Studies

12.97 The 'package' approach has been the cornerstone of the Department of Transport's local transport policy since 1993. The Transport White Paper maintains this approach. When bidding for funds for local transport measures, local authorities are required to address all the issues affecting transport in the area as an integrated whole, rather than tackling each problem in isolation.

12.98 The County Council is currently carrying out a programme of movement studies in various towns in Surrey, in conjunction with respective Borough/District Councils. These studies examine ways to improve and integrate all available transport modes and promote 'packages' of measures for implementation. In order to maximise the efficiency of the existing highway network, the County Council is also developing a programme of route management studies. These aim to establish and examine the needs of highway users along the routes and possible means of meeting those needs within the objectives of the *Surrey Local Transport Plan*, paying particular regard to environmental considerations.

12.99 In Waverley, the following movement and route management studies are presently proposed by the County Council, and all of these have the support of the Borough Council:

Farnham Movement Package

12.100 The Farnham Movement Study was carried out during 1992/93, and included a comprehensive public consultation exercise culminating in a final report in October 1994. The Farnham Movement Package has been developed from the work of the original Movement Study and comprises a £3 million programme of measures already underway and planned to continue over a number of years. Nearly £1.5 million has been allocated to the package, primarily through the *Surrey Local Transport Plan*, for the 2001/02 and 2002/03 financial years.

A287 Odiham Road/A3016 Upper Hale Road Route Management Study

12.101 The County Council and the Borough Council have long been aware of the traffic problems in north Farnham. This route management study was added to the County Council's feasibility list in November 1997 due to concerns about continued use of the route following completion of the Blackwater Valley Route (A331). It is intended that the study be included within the Farnham Movement Package.

A325 Corridor Multi-Modal Study

12.102 Wrecclesham has long been recognised as an area where traffic issues need to be addressed. This study is an extension of a similar study carried out to the south of Wrecclesham by Hampshire County Council. The study is being carried out during 2001/02, and implementation of the recommended measures is programmed to take place during the five-year timescale of the first *Surrey Local Transport Plan*. It replaces the previous proposal for a Wrecclesham By-Pass, but Waverley considers that it should urgently examine the case for a new A31/A325 link in the Farnham area.

A3100 Guildford-Milford Corridor Study

12.103 This study is to be undertaken in recognition of the traffic congestion experienced along the A3100 corridor from Milford through Godalming and on to Guildford.

Blackwater Valley Movement Study

12.104 This movement study area will be centred on the Blackwater Valley and will include the County Councils of Surrey and Hampshire together with the Borough/District Authorities of Waverley, Guildford, Surrey Heath, Rushmoor, Hart, Bracknell, Wokingham and Windsor and Maidenhead.

STAR Initiative

12.105 The initial stage of STAR in 1996/97 was very successful in acquiring external funding from sources including the National Lottery Sports Fund and the Department of Transport. Some subsequent funding bids were unsuccessful, but a range of projects within the initiative, including the South West Waverley Project, are being progressed through funding from the *Surrey Local Transport Plan*.

CHAPTER 13 – MONITORING

Introduction

13.1 The Local Plan contains a number of proposals and sets out a framework of policies within which development can take place over the period to 2006. It is important to monitor the effectiveness of these proposals and policies in achieving the five key aims of the Plan. This will allow the Plan to be reviewed as necessary to ensure that it remains up to date and relevant to the needs of the Borough.

13.2 Some elements of the Plan will be easy to monitor: for example the development of the identified Key Sites and employment sites. Other aspects can only be assessed against trend data collected over a period of time. To achieve this, it is intended to focus on a limited number of indicators to monitor each of the five Key Aims set out in Chapter One. These indicators all deal with land use matters, on which the Plan has a direct bearing, and where information is readily available to monitor.

13.3 The initial set of indicators through which each of the Key Aims of the Plan will be monitored are set out below. These will be added to as appropriate:-

Indicators for Monitoring

Aim 1:

To implement the Structure Plan aims of resisting urbanisation of the countryside and slowing down the rate of development:

1. pressure for development on green field sites - number of planning applications received in Green Belt/ Countryside beyond the Green Belt/ Strategic Gap etc
2. amount of development taking place on green field sites - planning permissions granted by Council or on appeal and reasons why permitted
3. rate of residential development throughout Borough - take up of planning permissions, rate at which new sites come forward (a Housing Land Availability Statement is produced each April)

Aim 2:

To maintain and enhance the distinctive character of the Borough, and the main environmental assets including natural and cultural resources;

1. loss of open space in settlements including where Policy BE1 (Important Green Spaces) is an issue
2. listed buildings at risk, heritage features / archaeological features harmed or enhanced by development
3. enhancement schemes carried out
4. tree loss associated with development

Aim 3:

To ensure that development minimises the consumption of non-renewable resources and does not create demands for movement, infra-structure and services which cannot be met in an environmentally acceptable manner;

1. re-use of existing buildings or previously developed land - focusing on residential development
2. amount and density of residential development in main settlements compared to more remote locations (see policy H4 - Size and density of dwellings)
3. provision of public transport improvements or footpaths, cycle routes and cycle parking facilities linked to development proposals

Aim 4:

To make provision for development, infrastructure and services which meet the needs of the local community in a way which minimises impacts on the environment;

1. housing provision - small dwellings / subsidised affordable housing or
2. commuted payments / elderly person housing / disabled accessibility / Living Over the Shop
3. provision or loss of community and leisure facilities including play space
4. shopping facilities in town centres, local centres and villages

Aim 5:

To help to achieve a healthy local economy in a way which conserves and enhances the quality of the Borough's environment and infrastructure.

1. new employment development
2. loss of employment land
3. available premises (a Register is produced quarterly)
4. reuse of rural buildings for economic uses
5. health of town centres

Annual Monitoring Report

13.4 The Council will publish an Annual Monitoring Report setting out the results of monitoring these indicators. This will complement monitoring carried out by Surrey County Council, and other sources of data such as the Council's Annual Housing Strategy Statement, employment statistics and air quality monitoring. The Council will carry out additional research as necessary and may require, as part of a planning approval, that a developer contributes towards monitoring the impact of an individual development. For example, the Council is working with Tesco to monitor the impact of the Weyhill supermarket on shopping patterns in and around Haslemere.

Glossary of Planning Terms

Note: These are not necessarily legal definitions, but an interpretation of terms used in the Plan

Measurements:

1 hectare = 2.471 acres

1 kilometre = 1,100 yards (5/8 mile)

Action Planning/Planning for Real

Community participation techniques which bring together interested people and give them the opportunity to discuss in detail ways to improve their environment.

Affordable Housing

Housing provided with a subsidy and made available in perpetuity to local people who cannot afford to rent or buy housing appropriate to their needs in the open housing market.

Agriculture

Includes horticulture, fruit growing, seed growing, dairy farming and livestock breeding and keeping; the use of the land as grazing land, meadow land, osier land, market gardens and nursery grounds and the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes.

(Scheduled) Ancient Monument

A building or structure above or below ground whose preservation is of national importance and which has been scheduled by the Secretary of State for Culture, Media and Sport because of its historic, architectural, or traditional artistic or archaeological interest.

Areas of Great Landscape Value (AGLV)

Areas of high visual quality designated by Surrey County Council as being of county-wide importance.

Areas of High Archaeological Potential

Areas defined by Surrey County Council as having good evidence for the existence of archaeological deposits or remains based on previous finds, map or other evidence.

Areas of Outstanding Natural Beauty (AONB)

Areas of high visual quality designated by the Countryside Agency as being of national importance.

Areas of Special Control of Advertisements

Areas within which the display of advertisements is more stringently controlled in order to safeguard amenity.

Areas of Special Historic Landscape Value (ASHLV)

Landscapes of historic significance identified by a group of organisations with archaeological expertise, and designated through the Local Plan.

Areas of Strategic Visual Importance (ASVI)

Areas designated by the Borough Council as needing similar protection to AONBs and AGLVs because of the crucial role they play in establishing the character of a locality and preventing coalescence of developed areas within or on the edge of a settlement.

Brownfield Sites

Land which has been previously used for built development, including open land which is vacant, derelict or under-used, but which was formerly used for built development.

Business Use

The term "Business Use" was established by the Town and Country Planning (Use Classes) Order 1987 and comprises:-

- (a) offices other than a use within Class A2 (financial and professional services);
- (b) research and development of products and processes; or
- (c) any industrial process being a use which can be carried out in any residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.

Uses in the (c) category can normally be regarded as "light industry".

Circulars

Non-statutory documents issued by government departments, containing advice and current policy. The circulars referred to in this Plan are those issued by the Department of the Environment Transport and the Regions concerning planning and related issues.

Concealed Household

Households seeking independent accommodation but presently living within another household.

Conservation Areas

Areas designated by the Local Planning Authority under the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 69 as being of special architectural or historic interest, the character of which it is desirable to preserve and enhance.

County Primary Roads

These are routes, including the A3 and A31, designated by the Highway Authority, which cater for traffic of more than local significance and are intended to:

- (3) provide access to major centres of population and industrial areas, including ports and airports; and
- (4) cater for the longer distance traffic movements that occur between these areas.

Cycle Routes

A general term used to describe various types of routes (including cycle lanes, cycle paths and cycletracks) both on the highway and separate from it.

Cycles

The term "cycles" refers to pedal cycles and does not include motorised cycles or motorbikes.

Development

The carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any building or other land, but excluding works which do not materially affect the external appearance of a building and certain other minor operations. (The definition is found in Section 55 of

the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act, 1991).

Development Control

The control exercised by the Local Planning Authority whereby a person wishing to carry out "development" is required to obtain Planning Permission which may be granted with or without conditions, or may be refused.

Environmental Impact Assessment

An Environmental Statement accompanying a planning application where proposed development of a type listed in Schedule 1 to the Town and Country Planning (Environmental Impact Assessment) (England & Wales) Regulations 1999, or is of a type listed in Schedule 2 and is likely to have significant effects on the environment.

General Development Order

Regulations made under the Town and Country Planning Acts and consequently amended from time to time, which specify such relevant matters as the method of applying for Planning Permission; the submission of Planning Appeals; the Register of Planning Applications and the Classes of "Permitted Development".

Greenfield Sites

Undeveloped land usually outside settlements,

Household

One person living alone or a group of people living at the same address and sharing housekeeping arrangements .

Housing Associations

Non-profit organisations, normally having charitable rules, providing subsidised houses for rent. Those with non-charitable rules may provide subsidised home ownership.

Infilling

The development of a vacant site in a substantially developed frontage.

Infrastructure

Basic services necessary for development to take place, for example, roads, electricity, sewerage and water.

Key Sites

Sites where proposals for redevelopment are anticipated within the plan period for which the Local Planning Authority considers that some policy guidance is needed due to the importance and/or environmental sensitivity of the site.

Listed Buildings

Buildings of Special Architectural or Historic Interest. A list of these is compiled by the Secretary of State for Culture, Media and Sport in accordance with Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990. A specific form of consent known as 'Listed Building Consent' is required for their alteration, extension or demolition.

Living over the Shop (LOTS)

An initiative to tackle the problem of under-used upper floors in town centres. It utilises a two-stage lease mechanism, made possible by the 1988 Housing Act.

Locally Listed Buildings

Buildings which have been identified by the Borough Council as being of some special interest, but which have not, so far, qualified for statutory listing.

Local Nature Reserve (LNR)

A habitat of local significance for nature conservation.

Movement Study

A comprehensive area wide study of transport problems. All modes of transport are examined in a holistic way and measures recommended for implementation, which may include some new highway construction and / or improvements to public transport, cycling and pedestrian facilities. It is normally the precursor to submitting a package bid for funding through the Local Transport Plan process.

National Nature Reserve (NNR)

An area of national, and sometimes international, importance which is owned or leased by English Nature or bodies approved by them, or is managed in accordance with Nature Reserve Agreements with landowners and occupiers.

Permitted Development

Development authorised under the General Development Order as development not requiring an application for planning permission.

Planning Brief

A document describing in detail the Council's views on different aspects of the future development of a particular site, and which lists the requirements the Council may have for the site.

Planning Policy Guidance (PPG) Notes

Non-statutory documents produced by the Department of Environment, Transport and the Regions setting out guidance on a range of planning policy issues. They are taken into account by the Secretary of State in the determination of appeals. PPGs were introduced in 1988. A full list of PPGs relevant to Waverley is provided in the General Bibliography.

Playing Field

The whole of a site which encompasses at least one playing pitch.

Residential accommodation or land

Includes both occupied and vacant accommodation and land last occupied for residential uses or the subject of an unimplemented planning permission.

Rights of Way

Paths over which the public have right of access, including footpaths, bridleways, byways open to all traffic and roads used as public paths.

Route Management Study / Route Management Plan / Corridor Study

These terms mean essentially the same thing i.e. a linear study, usually of a road, for which a package can take the form of various junction improvements, traffic management / calming measures, pedestrian and cycling improvements etc. The Route Management Plan is the outcome of the study. A Corridor Study may involve examining non-car modes of travel such as rail and bus routes along a defined corridor.

Section 106 Agreement

A legal agreement, under the Town and Country Planning Act 1990, between the Council and an applicant restricting or regulating the use of land or imposing an obligation on an applicant to carry out specified actions. Often used in a situation not readily covered by planning conditions.

Sites of Nature Conservation Importance (SNCI)

Sites which are of County or regional wildlife value on account of their flora and fauna.

Sites of Special Scientific Interest (SSSI)

Areas designated by English Nature under the National Parks and Access to the Countryside Act 1949, and renominated under the Wildlife and Countryside Act 1981 as being of special importance and worthy of preservation.

Small 3 bedroom dwelling

A three bedrooned dwelling where the third bedroom is small room suitable for use as a single bedroom, nursery or study.

South East Regional Planning Conference (SERPLAN)

Regional planning and transportation organisation constituted by the London Boroughs and County and District Councils in the South East.

Town and Country Planning Act 1990

The main legislation under which planning control is currently exercised and under which Regulations and Orders in the form of Statutory Instruments are made.

Town Cramming

A term used to described the intensification of development within urban areas where that process begins to have an adverse impact upon character and amenity.

Tree Preservation Order (TPO)

An order, made under Section 198 of the Town and Country Planning Act 1990 (as amended), to preserve trees of high amenity value and to prevent felling or pruning without the consent of the Local Planning Authority.

Use Classes Order

An Order made by the Secretary of State under the Town and Country Planning Act, 1990, defining various classes of use. A change of use of land or buildings from one use to another within the same class does not involve development. The current Use Classes Order came into force in 1987.

Village appraisals

Non-statutory documents produced by local communities, which identify their needs and priorities for the future.

General Bibliography

The following key documents are referred to at various points throughout the Local Plan. They are listed here rather than in the Chapter Notes and References.

Circulars

- 1/94 Gypsy Sites and Planning.
- 18/94 Gypsy Sites and Unauthorised Camping
- 1/97 Planning Obligations.
- 6/98 Planning and Affordable Housing.

Planning Policy Guidance Notes (PPG's)

- PPG1: General Policy and Principles (February 1997).
- PPG2: Green Belts (January 1995).
- PPG3: Housing (March 2000).
- PPG4: Industrial and Commercial Development and Small Firms (November 1992).
- PPG6: Town Centres and Retail Developments (June 1996).
- PPG7: The Countryside - Environmental Quality and Economic and Social Development (February 1997).
- PPG8: Telecommunications (August 2001).
- PPG9: Nature Conservation (October 1994).
- PPG10: Planning and Waste Management (October 1999).
- PPG11: Regional Planning (October 2000).
- PPG12: Development Plans (December 1999).
- PPG13: Transport (March 2001).
- PPG14: Development on Unstable Land (April 1990).
- PPG15: Planning and the Historic Environment (September 1994).
- PPG16: Archaeology and Planning (November 1990).
- PPG17: Sport and Recreation (September 1991).
- PPG18: Enforcing Planning Control (December 1991).
- PPG19: Outdoor Advertisement Control (March 1992).
- PPG21: Tourism (November 1992).
- PPG22: Renewable Energy (February 1993).
- PPG23: Planning and Pollution Control (July 1994).
- PPG24: Planning and Noise (September 1994).
- PPG25: Development and Flood Risk (July 2001).

RPG9: Regional Planning Guidance for the South East (2001).

Statutes

- Town and Country Planning Act 1990.
- Planning (Listed Buildings and Conservation Areas) Act 1990.
- Planning and Compensation Act 1991.
- Criminal Justice and Public Order Act 1994.

Statutory Instruments

Town and Country Planning (Use Classes) Order 1987.
Town and Country Planning (Development Plan) Regulations 1991.
Town and Country Planning (Control of Advertisement) Regulations 1992.
Town and Country Planning (General Permitted Development) Order 1995.

Surrey County Council Publications

A Framework for an Economic Strategy for Surrey & A Summary of the Economic Audit (1996), SCC & Surrey Training and Enterprise Council.
A New Transport Plan for Surrey; Planning for a Sustainable Future (1996).
Surrey Local Transport Plan; 2001/02 to 2005/06 (2000)
Surrey's Countryside Strategy (July 1997).
Surrey Heritage Strategy (1994).
Surrey Minerals Local Plan 1993.
Surrey Structure Plan 1994.
The Future of Surrey's Landscape and Woodlands (1997).

Waverley Borough Council Publications

A Leisure Strategy 1996-2001; Improving the Quality of Life through Leisure (October 1995).
A New Local Plan for Waverley; Issues for Discussion (February 1997).
Economic Opportunities Strategy and Action Plan (February 1998).
Green Guide for Developers (1998).
Historic Buildings; A Guide for Owners (December 1995).
Housing Strategy Statement 1999-2000. Materials in Waverley (undated).
Residential Extensions Supplementary Planning Guidance (undated).
Shopfronts in Waverley; Design Guidelines (undated).

Chapter Notes And References

Chapter 1

- 1) The Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991. The statute is supplemented by the Town and Country Planning (Development Plan) (England) Regulations 1999.
- 2) Registrar General's population estimate for mid-1999. Office for National Statistics August 2000. All other population statistics are from the 1991 Census.
- 3) Our Common Future: the report of the World Commission on Environment and Development (the "Brundtland Commission") Oxford University Press, 1987. ISBN 0-19-282080-X
- 4) Sustainable Development: The UK Strategy HMSO January 1994. CM 2426.
- 5) Environmental Appraisal of Development Plans: A Good Practice Guide. DoE 1993. ISBN 011 752866 8.
- 6) A Sustainable Development Strategy for the South East: Consultation Draft. SERPLAN May 1998.

Chapter 2

- 1) The Waverley Design Awards are a bi-annual event. Contact the Planning Policy Section for details (01483 869294).
- 2) Town and Country Planning (Environmental Impact Assessment) (England & Wales) Regulations 1999. Statutory Instrument 1999 No. 293.
- 3) Green Guide for Developers. Waverley Borough Council 1996.
- 4) Sustainable Settlements : A Guide for Planners, Designers and Developers. UWE, LGMB, LA21 UK April 1995. ISBN 0 7488 9796.
- 5) The Future of Surrey's Landscape and Woodlands. SCC 1997. ISBN 1899 706 50 X,
- 6) Surrey Wildlife Trust, School Lane, Pirbright, Woking, Surrey GU24 0JN. (Telephone 01483 488055).
- 7) English Nature, Howard House, 31 High Street, Lewes, East Sussex BN7 2LU. (Telephone 01273 476595).
- 8) Wildlife on Site : A Guide for Developers and Planners. Babtie Group Limited 1996. ISBN 185163 054 6.
- 9) Supplementary Planning Guidance on Telecommunications in Waverley Borough. WBC 1994.

Chapter 3

- 1) Waverley Environmental Audit Natural Resource Survey Second Edition. WBC 1997.
- 2) Tranquil Areas England Map. Ash Consulting Group. CPRE/CC October 1995. ISBN 0946044 33 3.
- 3) Our Countryside: The Future – A Fair Deal for Rural England. DETR 2000.
- 4) Improving the Landscape around Badshot Lea and Weybourne. Leaflet produced by WBC/Blackwater Valley Recreation and Management Service 1997.
- 5) Hedgerow Regulations 1997. DOE/MAFF. SI No. 1160.
- 6) Local Environment Agency Plan - The Wey. Consultation Report. Environment Agency January 1998.

7) River Wey and Godalming Navigations Environmental Strategy Final Report. National Trust April 1997.

Chapter 5

- 1) English Heritage Monitor 1994. English Heritage/English Tourist Board July 1994.
- 2) Register of Parks and Gardens of special historic interest in England - Part 40 Survey. English Heritage. The seven identified in Waverley are Munstead Wood, Godalming (Grade I); Orchards, Bramley (II*); Busbridge Lakes (II*); Vann, Hamledon (II) and Moor Park, Farnham (II), Hascombe Court, Hascombe (II) and Farnham Park, Farnham (II).
- 3) Development in the Historic Environment. An English Heritage guide to policy, procedure and good practice. English Heritage. June 1995
- 4) The Conversion of Historic Farm Buildings. English Heritage 1993.
- 5) Buildings at Risk Survey - Waverley Borough. SCC December 1994.
- 6) Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 7) Heritage Features in Waverley (4 volumes). WBC 1986.

Chapter 6

- 1) TR1/96 Population and Household Forecasts 1991-2006. SCC 1996.
- 2) Housing Land Availability Statement at 31st March 2000 WBC.
- 3) Waverley Housing Needs Survey. David Couttie Associates 1997 (summary leaflet 1998).
- 4) TR6/96 Housing Development Trends 1996. SCC May 1997.
- 5) Settlements in Waverley with a population in excess of 3000 are Farnham, Godalming, Haslemere, Cranleigh and Milford (1991 Census).
- 6) The Six Acre Standard - Minimum Standards for Outdoor Playing Space. NPFA 1992 ISBN 09 46085315
- 7) R -v- South Hams District Council quoted in Circular 18/94 Gypsy Sites Policy and Unauthorised Camping. DoE/Welsh Office November 1994.

Chapter 8

- 1) Local Government Finance Act 1988 as amended by Local Government and Rating Act 1997 provides for rate relief to certain shops in qualifying rural settlements. Contact Director of Finance for further information.
- 2) This is the definition of major retail developments used in the Surrey Structure Plan Consultation Draft October 1997 (paragraph 5.20).
- 3) Part 4, Class B of the Town and Country Planning (General Permitted Development) Order 1995. HMSO SI No. 418.

Chapter 9

- 1) TR2/96 Survey of Town Centres and Out of Centre Shops. SCC 1996.
- 2) Retail Monitoring (unpublished). SCC/WBC 1995.
- 3) Farnham Movement Package - Transport Policies and Programme 1999/2000. SCC July 1998.
- 4) Farnham Movement Study - Final Report. SCC 1994.

Chapter 10

- 1) A Leisure Strategy 1996-2001 - Improving the Quality of Life through Leisure. WBC 1995. Review and update December 1999
- 2) Economic Impact of Tourism in Waverley. South East England Tourist Board 1995
- 3) A Sporting Future for the Playing Fields of England - policy on planning applications for development on playing fields. English Sports Council 1997
- 4) The Six Acre Standard - Minimum Standards for Outdoor Playing Space. NPFA 2001.

5) A Cycling Plan for Waverley Borough. WBC 1997.

Chapter 11

- 1) Our Countryside: The Future – A Fair Deal for Rural England. DETR 2000.
- 2) Elstead Village Design Statement. Elstead Village Design Group 1995.
- 3) Bramley in Surrey - Strategy for the Future. Bramley Parish Council/Bramley Society 1995.
- 4) A Report into Agriculture and the Rural Economy in Waverley Borough. MAFF 1996.
- 5) Surrey Farm Plan System for farmers, their advisors and planners. Surrey Agriculture Working Group (undated).
- 6) Planning for Rural Diversification - A Good Practice Guide. DoE 1995.
- 7) Renewable Energy in the SEEBoard Area. ETSU/SEEBoard 1995.

Chapter 12

- 1) Surrey Movement Monitoring Report 1998. SCC 1998.
- 2) A New Deal for Transport - Better for Everyone. DETR 1998.
- 3) Surrey Local Transport Plan; 2001/92 to 2005/06. SCC 2000.
- 4) Cycle Facility Design Guide - First Edition. SCC 1997.
- 5) The National Cycling Strategy. DETR 1996.
- 6) Farnham Movement Study - Final Report. SCC 1994.
- 7) A Car Parking Strategy for Surrey; Interim Report. SCC 1999.
- 8) Waverley Car Parking Strategy. WBC 2000.
- 9) A New Deal for Trunk Roads in England. DETR 1998.

Appendix 1

Environmental Appraisal of Policies in the Waverley Deposit Draft Replacement Local Plan

Introduction

Background

Since the 1992 *Earth Summit* in Rio and the subsequent adoption of *Local Agenda 21* by the UK government, the Planning Policy Guidance Notes produced by central government have emphasised the need for local authorities to put the accent on the environment, by taking into account the environmental consequences of development plans. One of the ways this is undertaken is by carrying out environmental appraisals of local plans during the time they are being drawn up.

An environmental appraisal is a review of local or structure plan policies and proposals to assess their impacts on the environment - adverse or beneficial. It is a way of testing the policies against a set of environmental criteria, for instance would the policy actually improve air quality or would it lead to the generation of more traffic and cause more pollution?

The purpose of an Environmental Appraisal

The main aim of an environmental appraisal is to test the policies in the plan and identify any conflicts which arise between the policy and the best interests of the environment. Where such problems occur it is essential that a clear declaration be made, so that the policies can be reassessed to see if amendments should be made. It is inherent in plan making where there are multiple objectives that some conflicts will occur.

The value and objectives of an environmental appraisal are:-

- to clarify the environmental objectives of the plan;
- to understand the implications for the environment of any policy option or interacting groups of policy options;
- to take into account conflicting aspects of safeguarding the environment;
- to consider economic and social aspects in conjunction with environmental factors;
- to be part of the monitoring process by providing a measure of the effectiveness of the policies.

The policies in the draft plan have been formulated carefully to take full account of the environmental objectives set out in the Keynote Policy. Environmental appraisal of the policies has therefore been an ongoing process. The use of the Policy Impact Matrix as described in this appendix is the final, more formal stage of this process, designed as a catch-all to check that no environmental impacts have been overlooked and ensure that the Plan makes a positive contribution towards achieving sustainable development.

The basis of the environmental appraisal

The approach adopted for the appraisal is derived from the framework set out in the Department of Environment (DoE) Good Practice Guide: Environmental Appraisal of Development Plans, 1993. It is a three stage process;

- the environmental "stock" or assets that the Borough has is determined. These assets provide a baseline against which policies and proposals are measured to see how they are likely to affect the environment. Waverley's Environment Audit document of 1996 in which the Borough's stock was characterised, assessed and quantified provides the baseline.
- the environmental content of the Plan is checked in relationship to PPGs, relevant environmental agencies and other bodies, the Structure Plan and the Council's Environmental Strategy to ensure that the Plan embraces the right scope of policies and

proposals for the purpose of producing a sustainable development plan. This is termed *Scoping*.

- Using criteria described below, the contents of the policies are evaluated. The impact of each is assessed on a Policy Impact Matrix, a copy of which is attached

Appraisal Criteria

The range of criteria used for evaluation of policies contained in the Local Plan has been adapted from the DoE Good Practice Guide and the Surrey Structure Plan (1994) Environmental Appraisal of the Consultation Draft. Reference has also been made to environmental appraisal methods of other Councils in Surrey.

In identifying the environmental stock on which land use plans can have an impact, three broad criteria are used, namely: global sustainability; natural resource management and local environmental quality. These criteria provide the framework for integrating environmental monitoring and plan making. These criteria are taken from the 1993 DoE Good Practice Guide Fig 3.1 Environmental Stock Criteria.

Global Sustainability:

The criteria are used to assess whether the policies have an impact on atmospheric and climatic stability and resource or biodiversity conservation.

Natural Resources Management:

The criteria relate to whether the policies make for the sustainable husbanding of the natural resources of air, water, and minerals.

Local Environment Quality:

The criteria seek to measure the impact of the policies on local environment quality in both town and country. Evaluation is thus made of whether environmental features and systems such as landscape, open land and cultural heritage are enhanced, protected and sometimes, retrieved.

The Environmental Appraisal

The Waverley Borough Local Plan 2002 contains 144 policies. The following process was carried out at the Deposit Draft Stage to test these policies.

- 1) each policy has been assessed using the Policy Impact Matrix. The full results are not included in this document, but are available for inspection.
- 2) an overall assessment of the performance of all the policies in relation to each of the criteria is made - this is the next section below.
- 3) The policies which emerge as being in conflict with the criteria are identified and tested individually.

Using the policy impact matrix

Global Sustainability

1. Transport Energy: Efficiency - Motorised Trips

The purpose of the criterion is to identify whether the policy would result in a reduction in the demand for travel, consequently reducing energy use and vehicle emissions. These include:

- new patterns of development which reduce the need to travel by car by reducing trip length;
- new patterns of development which reduce the number of trips by car.

Assessment: The Plan seeks to reduce the need to travel mainly through policies in the Shopping, Housing, Town Centre and Movement chapters. If these policies are implemented there would be a reduction in the need to travel. There is a specific policy on location of development as a way of reducing trip length. Conversely there are several policies which could lead indirectly to the generation of traffic. These are examined individually.

2. Transport Energy: Efficiency - Modes

The objective is to achieve a shift towards public transport and an increase in non-motorised trips as part of a national sustainable transport strategy. Indicators of whether policies achieve this include:

- provision for a greater choice of transport modes and making public transport, cycling and walking more attractive means of movement.

Assessment: There are a number of policies in the Industry and Commerce, Town Centres, Leisure and Tourism and Movement Chapters which actively promote the use of public transport. Conversely, there are several policies in the Movement Chapter that may encourage car journeys - these are assessed individually.

3. Built Environment Energy - Efficiency:

The criterion assesses the extent to which the policies promote reductions in energy consumption through conservation measures especially in relation to domestic and commercial heating. The main indicators are:

- encouraging energy conservation especially through reduction in consumption of fossil fuels;
- promoting energy conservation through measures to reduce heat loss from buildings/settlements by layout or orientation, density and design etc.;
- introduction of Combined Heating and Power schemes (CHP) to improve technical efficiency of energy conversion;
- reducing use of energy by recycling buildings and minerals rather than erecting new buildings and quarrying.

Assessment: there are policies in the Development Chapter and the Housing Chapter which promote the conservation of energy and they appear to deal with this topic satisfactorily in accordance with the indicators.

4. Non-Renewable /Renewable Resources

The criterion tests whether the policies promote the use of renewable resources and protect resources which are not renewable through:

- reducing overall demand for non-renewable resources;
- ensuring the efficient use of non-renewable resources such as minimising the amount of new land taken for development;
- avoiding use of renewable resources at a rate faster than natural replenishment can achieve e.g. aquifers, forests;
- increasing solar gain in buildings.

Assessment: there is a policy in the Development Chapter and a detailed one in the Rural Development Chapter on renewable resources. This topic is properly covered in the Plan and the indicators are met.

5. Rate of CO2 “Fixing”

Trees absorb carbon dioxide and help to counteract other forms of pollution which contribute to global warming. This criterion assess the extent to which policies attempt to promote tree planting through:

- increasing tree cover especially broad-leaved woodland and encouraging tree protection

Assessment: The Development Chapter has a number of policies encouraging tree planting and safeguarding of hedges and trees. The Countryside Chapter includes policies protecting the rural areas and woodlands trees and hedges. This criterion is well represented in the Plan and the policies comply with the indicator.

6. Wildlife Habitats

The objective is to maintain biodiversity by conserving habitats, species at risk, features of value for movement or migration. Indicators of positive performance by policies are:

- safeguarding habitats such as designated sites (e.g. SSSI's);
- developing and or maintaining general wildlife potential and linkages between habitats (e.g. corridors);
- increasing biomass in both town and country.

Assessment: There are detailed policies in the Development Chapter and the Countryside Chapter on wildlife and they meet the indicators.

Natural Resources

7. Air Quality

The main source of air-borne pollution is carbon dioxide from traffic which is harmful to human life, fauna, flora and cultural heritage such as historic buildings. The objective is to reduce this risk. Indicators showing that policies would promote improvements are:

- reducing levels of pollutants (CO₂, SO₂, NO_x, O₃ Pb, NH₄, etc.) especially due to vehicle emissions (by reducing the need to travel and increasing public transport share) and industrial processes
- establishing permitted concentration levels of air pollutants which take into account protection of human life, fauna, flora and cultural heritage
- increasing opportunity for pollution to be absorbed

Assessment: there are policies in the Development, Countryside and Movement Chapters which accord with the indicators and would lead to an improvement in air quality if implemented. Policy D2 on Compatibility of Uses was amended in the light of the Environment Assessment and it is now considered that Air Quality is dealt with satisfactorily.

8. Water Conservation and Quality

The policies are tested against the indicators to see if they protect the quality and quantity of water ecosystems and resources. The policies should promote:

- maintaining ground water and river levels
- maintaining quality of uncontaminated underground water, prevent further deterioration in contaminated waters and restore drinking water quality
- reducing rain water run-off to facilitate natural recharging of groundwater

Assessment: there are policies in the Development and Countryside Chapters which deal satisfactorily with water conservation when tested against the indicators. Policy LT9 on Golf Courses has a potential adverse impact and will be looked at individually.

9. Land and Soil Quality

Good quality agricultural land occurs only to a limited extent in Surrey. The performance test of the policies is the extent to which they retain the best agricultural land and maintain the existing pattern of farming. Rather than encroach on undeveloped land, new development seeks to re-use previously developed land. Positive impact indicators include:

- safeguarding soil quality and soil retention
- identifying and treating contaminated or derelict land
- avoiding irreversible loss of good quality agricultural land
- increasing the recycling of previously developed land

Assessment: this criterion is relevant to several policies in the Town Centre Chapter and in the Rural Development Chapter and they meet the indicators. Policy D2 on Compatibility of Uses has been amended to reflect these issues.

10. Mineral Conservation

The objective is to conserve minerals resources. Surrey County Council is the Minerals Authority but there is a policy in the Plan which establishes the advisory role of the Borough.

The policy is tested against the indicators:

- reduce the consumption of fossil fuels and minerals
- increase re-use or recycle of minerals or buildings
- secure restoration and after uses which provide environmental benefits

Assessment: Policy D3 on Resources encourages the re-use of materials to reduce use of minerals resources and Policy RD16 on Mineral Extraction refers to issues such as the restoration and aftercare of a site. However, for the most part these are matters for the County Council as part of its Minerals Local Plan. The Plan meets the indicators within its limitations.

Local Environmental Quality

11. Landscape and Open Land

The objective of the criterion is to conserve the open character and diversity of landscapes and maintain the separation of urban areas. The performance of the policies has been tested through the following indicators:

- enhancing designated areas (e.g. the Surrey Hills Area of Outstanding Natural Beauty);
- enhancing general landscape quality through specific programmes;
- retaining the diversity of the landscape.

Assessment: There are many policies in the Plan concerned with the landscape. Most of the development policies have landscaping requirements, and the chapters on the environment all consider landscape. This criterion is well represented in the Plan and the policies meet the indicators.

12. Urban Environment “Liveability”

The criterion assesses whether the policies improve the quality of the urban environment, making it a better place to live, visit and work. Indicators used for testing the policies include:

- increasing safety and a sense of security;
- introducing traffic management schemes in residential areas;
- reducing the levels of noise/light pollution;
- encouraging greening of the urban environment;
- encouraging re-use/recycle of buildings;
- providing mixed use development at locations accessible by public transport;
- improving townscape quality;
- reversing trend to decentralisation and lower densities and attract people to urban areas.

Assessment: Half the chapters in the Plan deal specifically with liveability in some form, and there are many policies in the Plan that are concerned with this aspect. The policies meet the indicators, reflecting the Borough's objective of maintaining and enhancing the area's high quality of life.

13. Cultural Heritage

This criterion seeks the conservation of features of historical, archaeological and architectural significance for the benefit of current and future generations. The policies in the Plan have been tested against the following indicators:

- preserving and enhancing conservation areas, listed buildings, historic gardens etc.
- safeguarding archaeological sites or sites of geological value.

Assessment: there is a specific chapter on this criterion - the Historic Environment - and the topic is well represented by policies, which meet the indicators. There are also several policies in the Town Centre Chapter that refer to the cultural heritage, and meet the indicators satisfactorily.

14. Public Open Space

The criterion seeks to protect and increase public open space. The Indicators used to test the policies are:

- protection of urban spaces and recreational land and provide accessible facilities where lacking;
- maintaining/increasing quality and availability in urban and rural areas.

Assessment: There are several policies on open space, including a new policy specially on green spaces. The topic is adequately covered in the Plan and the policies meet the indicators.

15. Building Quality

The objective of the criterion is to assess whether the policies improve or maintain the quality of buildings in town and country, so that development is sympathetic to the character and complements the distinctiveness of the area or setting. The policies have been tested against the following indicators:

- encouraging high design quality standards in new developments and refurbishment;
- encourage re-use/recycling of vacant and derelict buildings;

- maintaining/improving the maintenance and renewal of buildings.

Assessment: Almost all the policies concerned with development relate to this criterion, because a high standard of design is sought. Quality in building runs as a thread through the Plan. The policies have been tested against the indicators and are regarded as satisfactory.

Appraisal of individual policies

The testing method shows that the Plan is environmentally sensitive, and has clearly identified those aspects of environmental planning that need to be included in a Development Plan. There do not appear to be any gaps. However there are a number of policies that cannot be awarded a straightforward assent, because they do show some conflicts. They have good and bad aspects - if they were implemented they could damage the environment as well as benefit it. These policies are reviewed in this section.

There are several policies that appear detrimental when viewed from the environmental aspect. Some of these, such as Policy D2 on Compatibility of Uses have been amended and refined during the preparation of the Deposit Draft. Other policies, considered below, have not been changed because although they have potential adverse environmental impacts, the Council considers these to be outweighed by other factors.

1) Policy LT9 Golf Courses

This policy does not meet the problem of the heavy demand for water that can arise from new golf courses and therefore it is in conflict with the criterion in the assessment on water conservation. However, this issue is referred to in the text in paragraph 10.41.

2) Policy RD6 Major Developed Sites

The proposal for housing development in this relatively isolated location is likely to generate traffic. Therefore this policy is in conflict with the criterion on reducing the number of motorised trips. There are railway stations within walking distance of both these sites but this may not mitigate the traffic impact of the development. There will also be a considerable impact from the additional traffic on the narrow country lanes, particularly in the vicinity of Milford Hospital, affecting their quiet character.. The policy is accredited as having a negative or adverse impact in the environmental assessment. This negative aspect of the Milford Hospital site has been recognised from the outset, and has been accepted as an integral part of the considerations. It is not a greenfield site, as there is a considerable amount of development in existence. Government advice directs development onto this type of site, optimising the opportunities for using land that has been developed already. The intention of the policy is to clarify the position and provide certainty about the future of the site. The provision of small dwellings and substantial affordable housing would help to meet the objectives set out in the housing chapter.

3) Policy RD16 Mineral Extraction (deleted from Adopted Plan)

Mineral extraction conflicts with the criterion on retaining the countryside and open land, and this is recorded in the environmental assessment. However, the policy only seeks to establish the advisory role of the Borough Council, since Surrey County Council is the Minerals Authority. The site restoration element of the policy complies with the land and soil quality criterion.

4) Policy M11 Haslemere Station Car Parking

The environmental assessment shows this policy as having positive and negative impacts. Car parking could encourage travelling by train but it may also encourage the use of cars rather than other forms of transport, such as cycling, to reach the station. Policy M5 includes the provision of cycle facilities at stations, which meets the issue in part. The problem is that Waverley may be disadvantaged by the traffic travelling to the station and west London could be advantaged by the reduction in traffic, because more passengers were using the train.

5) Policy M18 A3 Improvements

The environmental benefits of an improvement to the A3 at Hindhead are self evident and are considered in the text of the Plan from paragraphs 12.87 to 12.93. The environmental

assessment records a clear significant beneficial impact for the policy. Nonetheless there is a negative element which needs to be considered.

There are two indicators on transport energy efficiency - trips,

- reducing trip length
- reducing the number of motorised trips

The improvement of the A3 may encourage more people to make longer journeys because the congestion at Hindhead would no longer act as a deterrent. However, this would be offset by a reduction in the rat running that presently takes place to avoid the Hindhead Crossroads. The precise impact on trip length and generation is therefore difficult to predict.

There are two indicators for transport energy efficiency - modes

- increased public transport share
- increased attraction of walking and cycling

The proposal is not likely to increase the use of public transport but building the tunnel will actually improve leisure walking and cycling, because the old A3 would be removed and the whole area improved for recreation.

While recognising there could be an increase in traffic on the A3 which is a negative impact, the other environmental benefits explained in the Plan are considered to outweigh this potential impact.

6) Policy M19 Farnham Bypass Improvements

The same considerations and indicators apply to the A31 improvement as to the A3. Paragraph 12.94 of the Plan explains the benefits of the proposal, but there could be an increase of traffic on the system once the improvement is carried out. Weighing up the advantages and disadvantages, it is considered that substantial environmental gains would result from implementing this policy.

Conclusion

For the most part the policies should have a beneficial or no adverse impact on the environment. There have been few policies where the situation was not possible to predict. This is perhaps a reflection of the clarity of the policies and the sensitivity of the Plan to environmental issues. It aims to be a sustainable Plan, and apart from one or two conflicts the environmental appraisal suggest that this has been achieved.

The Policy Impact Matrix

Suggested Impact Symbols

- No relationship or insignificant impact

✓? Likely, but unpredictable impact

Significant beneficial impact

X Significant adverse impact

?

Uncertainty of prediction
or knowledge

Appendix 2

Scheduled Ancient Monuments & County Sites of Archaeological Importance

Note: This information is based on the Surrey County Council County Sites and Monuments Record. It has been selected for development control purposes and is not intended to be a complete list of sites and finds in the Borough. Further information can be obtained from the County Council's archaeologists (David Bird, Tony Howe or Gary Jackson, on 020 8541 8991, 9402 or 9325 respectively), who should always be consulted when an assessment of the site's relative importance is required.

SMR no	NGR	Brief description and comment
0336	TQ 0196 4658	Great Tangley moat
0447	TQ 0804 4152	Roman villa
0676	TQ 0045 3865	Iron Age hillfort. SAM No.23012
0685	TQ 0681 3675	Moated site. SAM No.12760
0690	TQ 0864 3500	Moated site and fishponds
0691	TQ 0503 3528	Moated site. SAM No.12759
0706	TQ 0169 3409	Glassworks site
0707	TQ 07743446	Possible medieval motte. SAM No.103
1425	SU 8350 5000	Iron Age hillfort. SAM No.20185
1455	SU 8455 4978	19th century military earthworks
1511	SU 9160 3555	Moated site. SAM No.12756
1519	SU 9234 3993	Bowl barrow. SAM No.20151
1534	SU 9784 3610	Roman villa. SAM No.135
1542	SU 9934 3504	Moated site
1576	SU 9619 3335	Bronze Age barrow site
1590	SU 8717 4352	Medieval bridge. SAM No.140
1593	SU 8738 4344	Medieval bridge. SAM No.141
1597	SU 8936 4496	Bronze Age barrows and enclosure. SAM No.20155
1604	SU 8530 4070	Four Bronze Age barrows. SAM Nos. 20159; 20160
1615	SU 8562 4478	Bronze Age barrow. SAM No.23006
1692	SU 8372 4732	Farnham Castle. SAM No.12848
1715	SU 85174783	Roman villa. SAM No.120
1724	SU 8606 4792	Remnants of Neolithic long barrow
1725	SU 8628 4855	Moated site
1727	SU 8751 4625	Earthwork. SAM No.20177
1732	SU 8680 4528	Waverley Abbey. SAM No.23003
1777	SU 9053 4380	Medieval bridge. SAM No.149
1780	SU 9220 4010	Bronze Age barrows. SAM Nos. 20152; 20153; 20154
1785	SU 9218 4392	Medieval bridge. SAM No.30
1811	SU 9699 4233	Saxon church site. SAM No.109
2191	SU 8567 4469	Bronze Age barrow. SAM No.23007
2193	SU 8892 4433	Bronze Age barrow
2194	SU 8892 4431	Bronze Age barrow
2196	SU 8887 4426	Bronze Age barrow. SAM No.20175
3297	SU 8640 3730	Earthwork. SAM No.102

Notes: SMR = Sites and Monuments Record number; NGR = National Grid Reference; SAM = scheduled ancient monument. The Catteshall Mill water turbine is not included in the list above although it is a SAM because it has been moved.

APPENDIX 3

EXPLANATORY NOTE TO ASSESSMENT OF HOUSING LAND SUPPLY

1.0 Introduction

1.1 Figure 6b in Chapter 6 sets out the following assessment of housing land supply in Waverley for the period 1st April 2000 to 31st March 2006.

Figure 6b

Supply of Housing Land 1/4/2000 to 31/3/2006

(a)	Sites over 0.4 ha with planning permission	202 dwellings
(b)	Estimate of supply on sites smaller than 0.4 ha	360 dwellings
(c)	Estimate of supply on windfall sites between 0.4 ha and 1.0 ha	65 dwellings
	Total housing land supply	627 dwellings

1.2 The purpose of this note is to explain how these figures are derived.

2.0 Site thresholds for monitoring residential development

2.1 Until 1997 the Council's definition of Large Sites for the purposes of monitoring was developments which involve 10 or more new dwellings (net of any demolitions). However, in common with most Surrey districts, the Council has now switched to site area thresholds. These are as follows:-

- Small Sites less than 0.4 ha
- Medium Sites between 0.4 and 1.0 ha
- Large Sites over 1.0 ha

2.2 An analysis has been made of residential development, based on the 0.4 ha and 1.0 ha thresholds, back to 1st April 1991. Before that date, information is only available based on the 10 dwelling threshold.

3.0 Outstanding Planning Permissions on Medium and Large Sites - (a) in Figure 6b

3.1 The Council publishes a Housing Land Availability Statement each April setting out details of Medium and Large sites which have planning permission and where development is not yet complete. As at 31/03/2000, there was capacity for a further 202 dwellings on thirty three Medium and Large sites with planning permission. Development was already underway on fourteen of these sites. The remaining sites have been assessed and it is considered likely that they will all be developed before the end of the plan period.

4.0 Small Sites Estimate - (b) in Figure 6b

4.1 A significant proportion of housing development in Waverley takes the form of infilling and small scale redevelopment on sites within the existing settlements. This is reflected in the fact that in the nine years to April 2000, 39% of new dwellings were built on sites of less than 0.4 ha.

(Figure H1)

4.2 Figure H1 shows the number of dwellings completed on Small Sites each year from 1991 to 2000. The level of completions on small sites is sensitive to the state of the property market, with more sites coming forward when land values are high. Figure H2 shows that small residential sites continue to come forward for planning permission and are therefore likely to provide development opportunities throughout the plan period.

(Figure H2)

4.3 The 1998 Housing Land Availability Statement provided an estimate of 378 dwellings built on Small Sites in the five years to 2003. This was based on a 10% reduction in the annual average of 84 small site completions witnessed in the previous five years (this methodology was agreed with the Housebuilders Federation in 1996).

4.4 Having regard to the possibility of a dwindling supply of small sites it is prudent to assume a further reduction in the level of small site completions over the period 2000 to 2006. For the purposes of the Plan it is forecast that sites of less than 0.4 hectares will supply an average of 60 dwellings per year, giving a total of 360 dwellings from 1st April 2000 to the end of the Plan period at 31st March 2006.

5.0 Medium and Large Windfall sites

5.1 Windfall sites are development sites which have not previously been identified in the Local Plan. Medium and Large windfalls have made a significant but erratic contribution to the supply of new housing in Waverley.

(Figure H3)

5.2 It is difficult to predict the contribution that medium and large windfalls will make over the period to 2006. However, Figure H4 shows how the outstanding capacity for housing on medium and large windfall sites has fluctuated.

(Figure H4)

5.3 It is particularly difficult to predict the likely supply of housing on the largest windfall sites (over 1.0 ha) since they are very scarce, but they can make a major contribution to the supply of housing land when they do emerge. In view of this uncertainty an allowance is made for medium windfall sites (0.4 - 1.0 ha) but not for the emergence of large windfalls (over 1.0 ha). This is the approach taken in Figure 6b.

6.0 Estimate of supply on Medium Windfall Sites - (c) in Figure 6b

6.1 Figure H5 shows the number of dwellings built on Medium Windfall Sites over the nine year period 1991-2000. The average was 49 per annum but the annual completions ranged from just 24 dwellings in 1993/94 to 79 in 1996/97.

(Figure H5)

6.2 Having regard to the possibility of a diminishing supply of medium windfall sites, it is prudent to assume that the rate of completions will fall to just 30 dwellings per annum over the period 2000-2006. On this analysis, a total of 180 dwellings are likely to arise from medium sites over the plan period. However, this trend based estimate includes completions from sites of 0.4 - 1.0 ha which had planning permission at 1st April 2000. To avoid double counting, 115 dwellings with planning permission need to be subtracted from the overall estimate of 180 dwellings, leaving an estimate of 65 dwellings over the plan period.

7.0 Estimate of supply on Large Windfall Sites (over 1.0 ha)

7.1 For the reasons set out in paragraph 5.3 above, the supply of housing from Windfall Sites of over 1.0 ha has not been taken into account in Figure 6b. However, the contribution of such sites is recognised in paragraph 6.16 of the Plan. Figure H6 shows the level of completions on such sites over the nine years to April 2000. Further large windfall sites will inevitably emerge during the Plan period. The estimate of 63 dwellings is based on an average

of 25 completions per year less 87 dwellings on large sites which had planning permission at April 2000.

(Figure H6)

Appendix 4

Rural Settlement Boundaries referred to in Policy RD1

The Rural Settlements Subject to Policy RD1 and Structure Plan Policy RU1 are:-

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

Plans of each settlement can be downloaded from the website

Appendix 5

Thresholds for Major Developments Subject to Policies M 1 & M2

Institution of Highways and Transportation (IHT) Traffic Impact Assessment (TIA) Approach

The Institution of Highways and Transportation (IHT) published guidelines for Traffic Impact Assessment in 1994. Developments that require a TIA under the IHT guidelines are:-

- 1) Residential development in excess of 200 units.
- 2) Business (B1 and B2) GFA in excess of 5,000 square metres.
- 3) Warehousing (B8) GFA in excess of 10,000 square metres.
- 4) Retail GFA in excess of 1,000 square metres.
- 5) 100 trips in/out combined in the peak hour.
- 6) 100 on-site parking spaces (or demand for 100).
- 7) Traffic to exceed 10% of existing two-way traffic.
- 8) Traffic to exceed 5% of existing two-way traffic in congested or sensitive areas.

GFA = Gross Floor Area

Surrey 'DEMONS' Approach

The Surrey County Council Planning Decisions Monitoring System (DEMONS) stores information on residential planning permissions for ten or more houses and industrial/commercial/retail developments of 300 square metres and over. The Surrey Local Transport Plan uses these thresholds to define major developments.

Appendix 6

CYCLE PARKING STANDARDS

<u>Location Category</u>	<u>Location</u>	<u>One Parking Space per xm² Gross Floor Area (GFA)</u>
Transport	Railway Stations	Five spaces per peak period train
	Bus Stations	Two spaces per 100 peak period passengers
Places of Work	Offices	700m ²
	Factories & Warehouses	850m ²
Educational	Primary Schools	500m ²
	Secondary Schools	300m ²
	Universities/Colleges	200m ²
Shopping & Services		500m ²
Entertainment	Pubs & Restaurants	140m ²
	Fast Food	70m ²
	Theatres & Cinemas	450m ²
	Leisure & Sports Centres	300m ²
Housing (flats) (at ground floor level)	Normal	150m ²
	Student	100m ²
	Sheltered	450m ²
Community	Hospitals	700m ²
	Health Centres	350m ²

The following guidelines can be applied:

- a) Generally, one 'Sheffield' type parking stand should be provided per 20 non-operational car parking spaces. Where the parking requirement is reduced e.g. in town centres, no reduction shall be made in the number of cycle stands.
- b) In business, retail, science parks and other similar developments, 2 stands should be provided within 20 metres of each unit served by 40 or less non-operational car parking spaces.
- c) Where stands are provided as a group, the stands should be located undercover, be lit at night, be secure and be appropriately signed.
- d) At educational establishments and youth clubs, the minimum provision shall be a discretionary one stand per seven students according to local circumstances.
- e) Parking requirements may be waived for developments of less than 250m² Gross Floor Area (GFA) if adequate cycle parking provision is already available within 20 metres of the access. No parking is required for petrol filling stations, motor vehicle servicing facilities, transport cafes and housing without communal parking areas.

Source: Surrey Cycle Facility Design Guide.