

P0

Submitted by Michael Hugreaver  
at MatterMIO ug

M10-17766-4

**POLICY S2: Borough Wide Strategy Planning for the borough - our spatial development strategy**

- (1) During the plan period (201~~53~~<sup>343</sup>), we will make provision for at least 13,860~~12,426~~ new homes, 37,200~~36,100~~ – 47,200~~43,700~~ sq m of office and research and development (B1a and b) floorspace, and 4.73.7 – 5.34.1 hectares of industrial (B1c, B2 and B8) ~~employment~~ land and 41,000 sq m of comparison retail floorspace. ~~to help meet the needs for new homes, support the economy and supply 3,200 additional B class jobs.~~
- (2) The delivery of homes is expected to increase over the plan period, reflective of timescales associated with the delivery of strategic sites and infrastructure. The housing target each year is as set out below, however, this is not a ceiling, and earlier delivery of allocated sites will be supported where appropriate, subject to infrastructure provision.
- (3) We will identify 4.43~~4~~ permanent pitches for Gypsies and Travellers and 4.6~~4~~ permanent plots for Travelling Show people (as defined by Planning Policy for Traveller Sites) within Guildford borough between 2017~~2~~ and 2034~~17~~. ~~Between 2017 and 2027 an additional 30 pitches and 2 plots will be permitted or any new target as identified within an updated Traveller Accommodation Assessment. Whilst the needs of Gypsies, Travellers and Travelling Showpeople who do not meet the planning definition fall outside this allocation, in order to meet their assessed needs we will seek to provide 41 permanent pitches for Gypsies and Travellers and 4 permanent plots for Travelling Showpeople who do not meet the definition. We will also seek to make provision for 8 permanent pitches to meet potential additional need of households of unknown planning status.~~

**Annual Housing Target**

<u>Year</u>	<u>Housing number</u>	<u>Year</u>	<u>Housing number</u>
<u>2018/2019</u>	<u>500</u>	<u>2026/2027</u>	<u>700</u>
<u>2019/2020</u>	<u>550</u>	<u>2027/2028</u>	<u>700</u>
<u>2020/2021</u>	<u>600</u>	<u>2028/2029</u>	<u>785</u>
<u>2021/2022</u>	<u>600</u>	<u>2029/2030</u>	<u>790</u>
<u>2022/2023</u>	<u>700</u>	<u>2030/2031</u>	<u>790</u>
<u>2023/2024</u>	<u>700</u>	<u>2031/2032</u>	<u>790</u>
<u>2024/2025</u>	<u>700</u>	<u>2032/2033</u>	<u>790</u>
<u>2025/2026</u>	<u>700</u>		

<u>Year</u>	<u>Housing number</u>	<u>Year</u>	<u>Housing number</u>
<u>2019/2020</u>	<u>450</u>	<u>2027/2028</u>	<u>700</u>
<u>2020/2021</u>	<u>450</u>	<u>2028/2029</u>	<u>700</u>
<u>2021/2022</u>	<u>500</u>	<u>2029/2030</u>	<u>800</u>
<u>2022/2023</u>	<u>500</u>	<u>2030/2031</u>	<u>810</u>
<u>2023/2024</u>	<u>500</u>	<u>2031/2032</u>	<u>850</u>
<u>2024/2025</u>	<u>550</u>	<u>2032/2033</u>	<u>850</u>
<u>2025/2026</u>	<u>600</u>	<u>2033/2034</u>	<u>850</u>
<u>2026/2027</u>	<u>700</u>		

4.1.9a The figures set out in the Annual Housing Target table sum to a total of 12,426 homes.

## 4.2 Housing Policies

### Policy H1: Homes for all

#### Introduction

- 4.2.1 We want to deliver a wide variety of high quality homes that provide all tenures, types and sizes of housing to meet the needs and demands of different people in our community. This includes housing for families, older people, people with disabilities, travellers and students. New housing developments must take account of local need to give a genuine choice and mix of housing and help create balanced, sustainable and inclusive communities.

### **POLICY H1: Homes for all**

#### **Housing Mix**

- (1) New residential development is required to deliver a wide choice of homes to meet a range of accommodation needs as set out in the latest Strategic Housing Market Assessment. New development should provide a mix of housing tenures, types and sizes appropriate to the site size, characteristics and location.
- (2) Development that results in the net loss of all housing or specialist housing, including sites allocated for housing within the Local Plan will not be permitted. Development that results in the net loss of C2 use class or C3 use class accommodation or traveller accommodation, including sites allocated for such use in the Local Plan, will not be permitted.

#### **Density**

~~New residential development is required to make the most efficient use of land whilst responding to local character, context and distinctiveness. Residential densities will vary dependant upon the local area context and character and the sustainability of the location. Higher density development will be supported in Guildford town centre.~~

#### **Accessible homes**

- (3) On residential development sites of 25 homes or more 10% of new homes will be required to meet Building Regulations M4 (2) category 2 standard 'accessible and adaptable dwellings' and 5% of new homes will be required to meet Building Regulations M4 (3)(b) category 3 wheelchair user accessible dwellings standard or any subsequent legislation on making homes accessible and adaptable.

#### **Specialist accommodation housing**

- (4) ~~We will support t~~he provision of well designed specialist forms of accommodation in appropriate sustainable locations is encouraged, taking into account local housing needs.

#### **Student accommodations**

- (5) Purpose built student accommodation for full time higher education Guildford based students will be encouraged on campus locations where appropriate. We expect About 60 per cent of full time Guildford based the University of Surrey eligible students population (full time equivalent) are expected to be provided with student bedspaces.

and accommodation on campus.

### **Gypsy, Traveller and Travelling Showpeople pitches and plots**

- (6) ~~We will identify sufficient sites are allocated within the Local Plan to meet the for Travellers' accommodation needs of Gypsies, Travellers or Travelling Showpeople (as defined by Planning Policy for Traveller Sites) as set out in the latest Traveller Accommodation Assessment as well as to cater for the potential additional needs of households of unknown planning status. These sites are will be for a mix of tenures and provided on a number of small sites and as part of larger development sites to help create sustainable and mixed communities. Sites are also allocated within the Local Plan to contribute to meeting the assessed needs of Gypsies, Travellers and Travelling Showpeople who do not meet the Planning Policy for Traveller Sites definition. New sites must have adequate utility services and amenity space, space for related business activities where appropriate, safe vehicular access, turning space and parking and be in areas with reasonable access to schools health services and local services. Sites should not significantly impact on the visual amenity and local character of the area or adversely affect an environmentally sensitive location.~~
- (7) Accommodation for Gypsy, Traveller or Travelling Showpeople (whether they meet the Planning Policy for Traveller Sites definition or not) accommodation should be provided on development sites of 500 homes or more whilst there remains an identified need. For 500 to 999 homes two pitches or plots should be provided, for 1,000 to 1,499 homes four pitches or plots, for 1,500 to 1,999 homes six pitches or plots and for 2,000 or more homes eight pitches or plots.

### **Houses in multiple occupation**

- (8) Proposals for houses in multiple occupation that require planning permission will be supported ~~only~~ where the balance of housing types and character of the immediate locality would not be adversely affected and there is sufficient amenity space available.

### **Self-build and custom housebuilding**

- (9) Self-build and custom housebuilding will be supported if the proposed development has no adverse effect on the local character. On development sites of 100 homes or more 5% of the total homes shall be available for sale as self-build and custom housebuilding plots whilst there is an identified need. For phased development, self-build plots must be delivered and serviced at the earliest stage possible. Self-build and custom housebuilding plots are encouraged on smaller residential development sites.
- (10) Self-build plots made available must respond to the sizes identified on the register. Plots must be made available and priced and marketed appropriately as self-build or custom build plots for at least 18 months.

### **Definitions**

4.2.1a Evidence of active and comprehensive marketing is defined in appendix A2.

### **Reasoned justification**

4.2.2 We have assessed the types, sizes and tenures of homes required to meet the needs of our community through the Strategic Housing Market Assessment (SHMA). This includes accommodation needs of families, older people, people with disabilities, service families, people wishing to build their own home and students. The Traveller

Accommodation Assessment (TAA) has assessed the need for traveller accommodation. We will have regard to the findings of the latest SHMA when determining the right balance of homes in new development and would encourage applicants to discuss housing mix with the Council's Planning and Housing Officers.

4.2.3 From the SHMA 2015 and Addendum Report 2017 we know that in our borough:

- there is a need for 40% one bedroom, 30% two bedroom, 25% three bedroom and 5% four bedroom affordable homes
- there is a need **for** 10% one bedroom, 30% two bedroom, 40% three bedroom and 20% four bedroom market homes.
- we have an ageing population with a significant projected growth in the over 65 year olds
- there is a projected increase in people with long term health problems or disability
- there is an estimated need for **433242** registered care bedspaces over the plan period
- there is an estimated need for **1,061334** specialist homes accommodation for older people over the plan period
- households headed by someone aged under 35 are projected to increase
- there are approximately 15,635 households with dependent children
- there are approximately 4,689 households containing non-dependent children.

4.2.4 ~~We want a~~ flexible housing stock ~~will that~~ helps meet the wide range of accommodation needs so we will expect all new homes to be flexible, accessible, adaptable and age friendly. New homes should support the changing needs of individuals and families at different stages of life. The requirement for 15% of all new residential development to meet Building Regulations M4 (2) category 2 accessible and adaptable dwellings including a percentage of M4 (3)(b) category 3 standard wheelchair user dwellings will help to address the accommodation needs of people with disabilities and older people.

4.2.5 We wish to see an appropriate mix of homes provided across the borough, including the villages. Whilst all new development must be in keeping with the character of the surrounding area this does not preclude the delivery of smaller units as these are capable of being designed in such a way that respects the prevailing built form.

4.2.6 In most cases the accommodation needs of different groups will be met as part of the general housing supply within the overall assessed housing need (use class C3 dwelling houses) through a mixture of different tenure, size and designed homes. ~~The~~ eExceptions to this include is residential care or nursing homes, student halls of residence and traveller accommodation.

4.2.7 For the purpose of monitoring the contribution of new homes towards our identified local housing requirement, we will include use class C3 dwellings<sup>1</sup> and certain uses that do not have a specific use class (known as sui generis uses<sup>2</sup>) such as large houses in multiple occupation or self-contained accommodation for the elderly. We have different targets for traveller accommodation that we will monitor separately. Purpose built student accommodation on campus and use class C2 residential institutions for older people are considered separately from general housing needs in this plan. Any additional student accommodation or residential institutions built over and above projected need (as identified in the SHMA) will count towards the general housing requirement, based on the amount of accommodation it releases into the general housing market.

<sup>1</sup> Self-build and custom built houses are classed as C3 use class dwellings.

<sup>2</sup> The Use Classes Order 1987 (as amended)

- ~~4.2.19 For the purpose of this policy the term 'eligible students' applies to students requiring accommodation in the locality and excludes those students not requiring student accommodation such as those on distance learning courses, year-out placements, part-time students and those living in their own or family home.~~  
**Gypsy, Traveller and Travelling Showpeople pitches and plots**
- 4.2.20 National planning policy for Gypsy, Traveller and Travelling Showpeople is set out in the National Planning Policy Framework and Planning Policy for Traveller Sites and we will expect all new sites to meet the requirements of national this policy. New pitches and plots should have adequate utility services and amenity space, safe turning space and parking and be in areas with reasonable access to schools, health services and local services. Travelling showpeople sites may also need space for related business storage.
- 4.2.21 The Guildford borough Traveller Accommodation Assessment (TAA) 2017 found that there was an accommodation need for Gypsies, Travellers and Travelling Showpeople for a mix of tenures for both public and private sites: ~~We support s~~Small-scale t~~Traveller sites (up to nine pitches or plots) are supported~~ as we believe these will better integrate with the locality. Where larger sites exist, we will support reconfiguration and improvements to the overall living conditions.
- 4.2.22 ~~We have identified s~~Sufficient sites are identified within the Local Plan borough to meet the accommodation needs for 4 permanent pitches for Gypsies and Travellers -43 permanent pitches for Gypsies and Travellers and 6 permanent and 4 plots for Travelling Showpeople -up to 2034 17. Between 2017 and 2027 there is a need for an additional 30 pitches and 2 plots or any new target as identified within an updated Traveller Accommodation Assessment. Whilst the needs of Gypsies, Travellers and Travelling Showpeople who do not meet the planning definition fall outside this allocation, in order to meet their assessed needs we will seek to provide 41 permanent pitches for Gypsies and Travellers and 4 permanent plots for Travelling Showpeople who do not meet the definition. We will also seek to make provision for 8 permanent pitches to meet potential additional need of households of unknown planning traveller status.
- 4.2.23 Our TAA found no evidence of need for a transit site within our borough. However, we will continue to work with neighbouring authorities to address the issue of transit sites if necessary.
- 4.2.24 ~~We require t~~Sites allocated for 'Gypsy and Traveller pitches (sui generis)' shall be considered for use by "Gypsies and Travellers" as defined by Planning Policy for Traveller Sites and/or for those who do not meet that definition, according to their needs as identified in the council's Traveller Accommodation Assessment (and any updates) and in accordance with Planning Policy for Traveller Sites (or any updates which may be issued in the future). Gypsy, Traveller and Travelling Showpeople accommodation is required within development sites of 500 homes or more to help create sustainable, mixed communities with suitable accommodation housing for all. The loss of pitches or plots will be strongly resisted.

### **Houses in multiple occupation**

- 4.2.25 Houses in multiple occupation (HMOs) are dwellings lived in by more than one family or groups of individuals who share facilities such as a kitchen or bathroom. They provide a valuable source of accommodation to meet the needs of some of our local population.

## Policy H3: Rural exception homes

### Introduction

- 4.2.45 In many rural Green Belt areas of ~~Guildford the~~ borough high house prices and a limited supply of new affordable homes restrict the potential for resident and newly ~~—~~forming households and those working in the parish to live in a home of their own that they can afford. People who cannot afford to access market housing that meets their needs, either to rent or to buy, need affordable homes. People in this situation who have connections to rural parishes through family, recent past residence, or current employment may be eligible for ~~R~~rural exception housing.
- 4.2.46 As an exception to other development plan policies including Green Belt policy, we will support the provision of rural exception housing. This is affordable housing provided on small sites in rural areas on Green Belt land, as an exception to other planning policies. Such housing must be retained permanently for people who are current or former residents, or who have a family or employment connection to the parish.

### **POLICY H3: Rural exception homes**

- (1) Small affordable housing developments, including pitches for travellers, will be permitted to meet identified local affordable housing needs provided that:
- (a) the site adjoins or is closely related to, and in safe and easy-reasonable walking distance of a defined or a non-defined rural settlement, and
  - (b) the number, size and tenure of homes would be appropriate to meet, or to contribute to meeting, the identified local affordable housing needs of the local community, and
  - (c) the affordable homes are all secured ~~as affordable homes~~ in perpetuity.

### Reasoned Justification

- 4.2.47 There are fewer opportunities to build new homes in our small rural settlements surrounded by, or designated as Green Belt than there are in and around the towns of Guildford, and Ash and Tongham due to more restrictive policies on housing in countryside and particularly in the Green Belt. Reflecting this reduced opportunity, legislation enables us to secure affordable housing in perpetuity in and around most of the villages in the borough. In the villages and parishes listed in the legislation we can secure rural exception housing in perpetuity, secured by planning obligation. In the parishes of East Horsley and Send, rural exception housing may be delivered providing the protection is in place to secure these permanently as affordable housing<sup>1</sup>.

<sup>1</sup> This is because they are not designated as "rural areas" by the Housing (Right to Acquire or Enfranchise) (Designated Rural Areas in the South East) Order 1997. East Horsley and Send therefore are not exempt from the right to acquire or right to enfranchise, and so affordable housing cannot automatically be secured in perpetuity. In order for a rural exception scheme to be granted planning approval in East Horsley or Send, the housing provider will have to demonstrate that mechanisms are in place to ensure that the properties remain as affordable housing in perpetuity, for example being held in a Community Land Trust and let on terms which would not allow the freehold to be acquired by the resident and/or sold on the open market.

- 4.2.48 In determining whether a site is suitably small scale, consideration will be given to identified local affordable housing needs and to previous applications for rural exception housing.
- 4.2.49 We will work with parish councils, the Surrey Rural Housing Enabler and landowners to understand the affordable housing needs of people with a local connection to specific rural areas. In applying this policy, consideration will be given to the needs of the local community by accommodating households who have a current employment or family connection, or are current or recent former residents of the Parish. ~~This includes a cascade approach to the allocation of rural exception housing.~~ We will also facilitate provision of rural exception sites for local agricultural workers, and for local traveller needs where such a need is demonstrated. Traveller exception housing will be provided on council-owned public pitches on small, suitably located sites in the Green Belt.
- 4.2.50 Local Rural Housing Needs Surveys are generally carried out by the Surrey Rural Housing Enabler, working with the Council and Parish Councils. We have a rolling programme of surveys for the borough's Parishes. Over half of the parishes in the borough already have local housing needs surveys, although such surveys must be up-to-date if they are to be used in support of a planning application for rural exception housing. Developers may also carry out their own surveys, provided these are verified by the Council and the Rural Housing Enabler. The need for affordable pitches for Travellers' accommodation is reported in Guildford's Traveller Accommodation Assessment 2013.
- 4.2.51 Rural exception housing will be delivered by Registered Providers, and by private developers.
- 4.2.52 There may be situations where a developer demonstrates that a rural exception scheme would be unviable ~~without public subsidy~~. In such situations, and where there are no alternative sites available to provide the identified local affordable housing needs (as required by national policy) we may consider permitting the minimum number of market homes to make the scheme viable. We may also consider allowing at least one market home where this would result in a significant improvement in the housing mix (tenure, type or size) or rent levels. The inclusion of market housing must serve to benefit the rural affordable housing stock and not inflate the "threshold land value". This is the minimum land value likely to trigger an owner to sell the land.
- 4.2.53 Land values are generally high across the borough. To ensure that developers take into account the policy requirements of land potentially suitable for rural exception housing, where a developer proposes that at least one market house needs to be included to make the rural exception scheme viable, we will require submission of a development appraisal. In considering this, we will limit the threshold land value of the site to no more than ten times the agricultural land value at the time. Where agreement cannot be reached, external consultants will be appointed at the developer's cost to provide an independent assessment of the scheme's viability. Any market housing must improve the mix of market housing in the village, and must be integrated into the rural exception development.
- ~~4.2.54 To ensure that the housing is secured permanently to meet local affordable housing needs, we will require the affordable housing provider to enter into a planning obligation with cascade provisions. This requires the housing to be allocated to people with a local connection to the parish (through residence, employment or close family), followed by those with a local connection to adjacent parishes within the borough who meet the criteria, and finally those with a connection to the borough of Guildford in accordance with its published scheme Guildford Homechoice (or equivalent scheme).~~

