

Setting a local housing requirement

Topic paper

May 2011

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1.0 Why set a housing requirement?

- 1.1 Guildford borough currently does not have an agreed housing requirement¹ for the number of additional new homes we should be planning for. The Government has also now decided to remove the regional level of planning (including the South East Plan) and has said that housing requirements should be set locally, looking at all of the evidence available. It is a statutory requirement² for Guildford Borough Council to have an agreed housing requirement.
- 1.2 In setting a local housing requirement, we can plan for the level of housing that we expect to come forward and work with other organisations and public service providers to ensure that the necessary infrastructure is provided to meet the expected impacts resulting from new development³. An indication of home building rates helps businesses to know whether their staff might be able to live locally, helps people on the housing register to know when they might receive suitable accommodation and it also helps us to plan where housing in the borough might go, rather than have development occurring on an ad hoc basis all across the borough.
- 1.3 If we do not have a housing requirement, we cannot show how we are progressing towards meeting local housing need. If we cannot show this, the risk of planning applications for housing in locations that we consider unsuitable, being approved at appeal is greatly increased. We therefore need to plan for new housing in our borough, rather than have it planned for us by developers and planning inspectors. To achieve this, we need to set a suitable housing requirement for the borough up to the year 2030. We need your views to help us to make this important decision.
- 1.4 One of the key aims of the Government is give opportunities to local people to have a say. The Government considers that setting a local housing requirement, and encouraging house building using incentives⁴, is a key part of the localism⁵ agenda and gives local people a greater opportunity to shape their own surroundings.

¹ The Council's high court legal challenge of the housing allocation for Guildford Borough in the South East Plan resulted in the borough's housing target being deleted in 2010, leaving the borough without an official housing requirement. For more information on the South East Plan and the High Court legal challenge, see our website at www.guildford.gov.uk/southeastplan.

² Planning Policy Statement 3: Housing (2010)

³ New development cannot address any existing infrastructure or service deficiencies that may currently exist but can help provide new infrastructure.

⁴ For example through the New Homes Bonus, Community Infrastructure Levy, Community Right to Build and Neighbourhood Plans.

⁵ Localism Bill 2010

- 1.5 This consultation is your opportunity to influence this important decision. The decision taken will affect the future of the borough up to the year 2030.

2.0 Background so far on a housing requirement

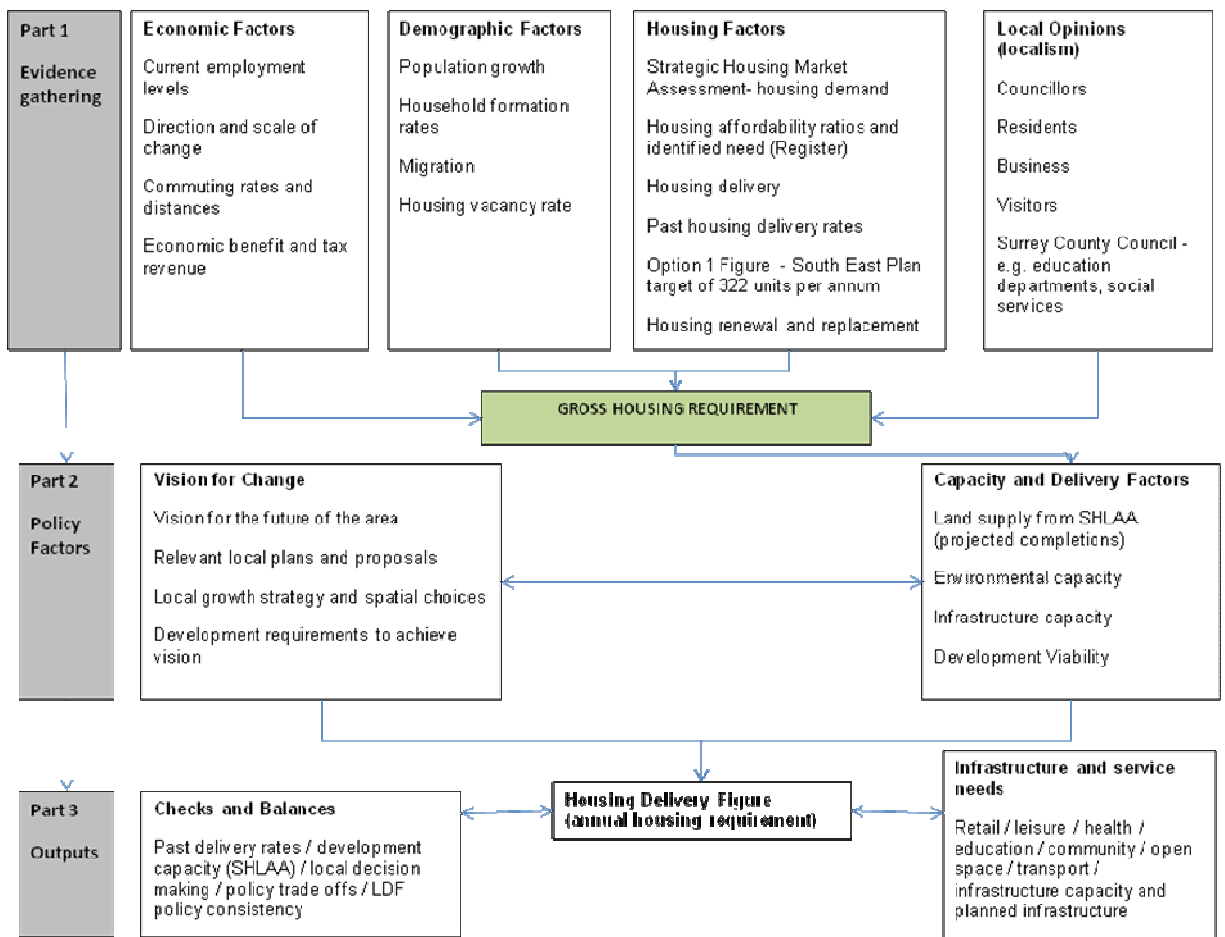
Document	Document date	Housing target per annum
Surrey Structure Plan	1994	253
Surrey Structure Plan	2004	317
Draft South East Plan	2006	322
South East Plan	2009	422

- 2.1 The draft South East Plan (2006) allocated Guildford borough a target of 322 homes a year, a number that was supported by the Council subject to caveats in relation to infrastructure provision and the protection of nature conservation areas of European importance (Special Protection Areas and Special Areas of Conservation). It was also supported by the majority of respondents to our Core Strategy Preferred Options public consultation that ran in 2006. However, this target was increased following the Plan's examination, and the published version of the South East Plan allocated Guildford borough a target of 422 homes a year. The Plan identified an area in the countryside on the outskirts of Guildford where the extra 2000 homes (100 homes a year) were to be located up to the year 2026.
- 2.2 422 homes a year did not remain the borough's housing target for long, as we felt that the decision to provide the extra units on one specific site had not been tested properly to see if it was the most sustainable option to meet housing need. The Council successfully challenged the housing target of 422 homes a year in the High Court. This resulted in the borough's housing target being deleted in 2010. For more information on the South East Plan and the Council's legal challenge, please visit www.guildford.gov.uk/southeastplan.

3.0 Key considerations in setting a local housing requirement

3.1 Diagram A below shows all of the factors that contribute to setting a housing requirement for the borough. The rest of this document provides information on the first three factors: demographics, housing and economics, and your response to this consultation feeds into the fourth factor; local opinion. We are asking councillors, residents, businesses, visitors and those who run key services in the borough including Surrey County Council and other infrastructure providers to draw all available information together to help us to set a suitable housing requirement for the borough.

Diagram A



Economic growth and prosperity

- 3.2 Economic prosperity and growth underpins the demand for housing through the impact on household incomes and migration. Similarly, economic changes are a key driver underpinning housing markets and can have an important influence on supply and demand including household formation rates and households' investment in housing. The gap between local wages and houses prices in Guildford borough is an issue for many people. Overall, a good housing supply and mix is likely to support long term economic growth prospects.
- 3.3 Economic prosperity is not increased simply by increasing population/resident workforce (labour) supply; a range of measures are required to increase demand for local employment. There is a complex two way relationship between housing and employment, whereby the economy creates jobs that influence the housing market as people move to be near to where they find work. On the other hand, a good supply of labour allows existing companies to expand and helps to attract new companies to an area.
- 3.4 The cost and availability of housing is an important part of the local business environment. Affordability of housing is directly linked to recruitment and retention issues, particularly for lower paid workers, and other workers in the public sector, where many salary scales are determined nationally and there is little scope for salary enhancement, relocation packages or other assistance to compensate for the higher cost of living in Surrey. Problems are not limited solely to the public sector. Significant difficulties are also being experienced in the voluntary sector within the county. Affordability of housing is also crucial, as it has an important influence on commuting patterns, as well as having other important socio-economic impacts. There are links between housing, work force skills levels and the knowledge economy. It is obviously important that appropriate available housing is in place for skilled knowledge workers as well as for lower paid workers and those in between.
- 3.5 However, housing growth is not enough to facilitate economic growth. A lack of affordable homes may be a major factor in determining the willingness and ability of people to live and work in a particular area. If the cost of private housing is high and there is a shortage of affordable homes, people working in an area may not be able to afford to live there and may have to commute in from neighbouring areas where more cheaper homes are available. The desirability of providing affordable homes from a business point of view was highlighted by the results of the two business surveys as part of the [Guildford Economic Study \(2009\)](#) which showed that traffic congestion and the shortage of homes that are affordable were the two factors that most detracted from Guildford as a business location.

- 3.6 Housing can provide the scope for growth by locating and sustaining people in proximity to economic opportunities, therefore housing growth is closely allied to employment growth.

Shops and services

- 3.7 People like convenience. People want to be able to pop out to buy a pint of milk, a loaf of bread or a stamp locally, without having to get into their car, or wait for the bus. If these shops and services are not provided, what impact does this extra travelling have on road congestion, on air quality and on the quality of our lives? What implications does this have for the elderly, young and those with disabilities who may not be able to drive, or those who cannot afford to run a car?
- 3.8 Just over half of all households in the borough live in the Guildford urban area⁶ (2001 census). Guildford town centre and its wider urban area contain many chain stores, a large post office, a library, small independent shops and restaurants, a few supermarkets, grocery shops and newsagents, all accessible by good public transport. There are also 13 small parades of shops (like Merrow and Burpham) within Guildford urban area, known as local shopping centres that are protected by planning policies. There are also other individual shops in the Guildford urban area, as well as small convenience shops within petrol stations.
- 3.9 About 16 percent of all households in the borough are located in Ash and Tongham, where residents have the benefit of local services such as a library, shops and restaurants, and good public transport. These are concentrated in the district centre of Wharf Road, Ash and the local shopping centre of Ash Vale parade.
- 3.10 Outside of the urban areas, there are nine other local shopping centres and a further district centre in East Horsley village. This district centre has a good selection of both convenience (newsagents, butchers, and bakers) and comparison (kitchen and bathroom, electrical) stores. It is linked by a direct train service to Guildford and London. Ripley is the largest of the local centres, containing more shops than either of the other district centres⁷. Ripley, however, does not contain any banks and has very few shops selling everyday items, most of its shops are specialist.
- 3.11 Other villages, particularly the smaller ones, have no local shops or services. Where it is in a sustainable location, new homes may provide increased numbers of people to

⁶ See Guildford Local Plan 2003 maps for the urban area boundary

⁷ Annual Monitoring Report 2009/10

support such shops and services, which in turn is likely to provide employment opportunities and growth for the local economy. Shops and services need a certain number of people to support them (sometimes referred to as the critical mass), that is dependent upon the size and type of the shop/service provided and the area its customers come from (its catchment area).

- 3.12 Some villages have a good range of shops and services increasing convenience for local residents. Other small convenience shops in rural areas are provided in farm shops and petrol stations. Some villages, including Normandy, once had many convenience shops and services but these have closed down (Report of Housing Need Survey Normandy Parish, October 2010), leaving people having to travel for everyday necessities.

Labour demand

- 3.13 This section considers employee jobs⁸ available within Guildford borough.
- 3.14 Measured by the most recent Annual Business Inquiry (ABI) there were 71,700 employee jobs in the area in 2008. Overall growth in employment in Guildford borough has been significantly above that seen in the South East region or indeed England as a whole.
- 3.15 In addition, the local economy has traditionally out performed both regional and national averages. For example, between 1986 and 2006 the standard measure of economic performance (Gross Value Added (GVA)) increased by an average of 4.2 percent per annum.
- 3.16 A useful measure of the number of jobs is job density. This records the number of jobs per resident of working age. The job density for Guildford borough since the year 2000 has been relatively high, reaching 1.05 in 2006 and 1.03 in 2007. This means that there is more than one job for every resident and underlines the importance of this area in providing employment for people living outside of the [administrative boundary](#). In 2008, however, this figure dropped to 0.97.
- 3.17 In April 2011 there were 778 unfilled job centre vacancies.
In April 2011 there were 1,590 people claiming Job Seekers Allowance.
- 3.18 Guildford borough is vulnerable to public sector consolidation and redundancies. In 2008 there were 13,000 public sector jobs in the borough, which accounted for 18.2 percent of

⁸ Employee jobs are the number of work places jobs (e .g excludes self employed, working at home)

jobs⁹. We are therefore heavily exposed to the cuts in the public sector workforce. Recent forecasts produced by SEEDA¹⁰ estimate that if the public sector were reduced by 11.7 percent, 2159 public sector jobs (excluding health and education) would be lost in the borough between 2010-11 and 2015-16. The impacts of public sector consolidation are already affecting the borough with three sizeable public sector employers consolidating (Surrey County Council) or being abolished soon (South East England Development Agency). A third and fourth, the South East England Partnership Board (formerly the Regional Assembly/SEERA) and the Government Office for the South East closed in July 2010 and March 2011 respectively. This demonstrates the importance of providing for a diverse economy and not being reliant on one particular sector.

- 3.19 Employment projections provide an indication of the daytime working population in the borough. The total employment projections for the borough are sourced from the evidence underpinning the emerging [Economic Land Assessment](#). The data indicates that in the borough total employment (including self employed workers) is going to increase by in excess of 10,000¹¹ jobs by 2030, a 13.3 percent increase from the 2008 baseline. A significant proportion of this jobs growth is projected to be created in business services, health, and retailing.

Labour supply

- 3.20 The following are the key facts about Guildford borough's labour force.
- Guildford borough had a total population in 2009 of 135,700 people. Just over two thirds (67 percent) of the total population is of working age.
 - Guildford's economic activity rate of 82.1 percent is high, exceeding the county, regional and national figures
 - The borough's self employment rate of 13.4 percent exceeds regional and national figures (10.3 percent and 9 percent respectively)
 - In December 2010, the male self-employment rate was 19.4 percent. In December 2008, the male self-employment rate was 19 percent
 - In December 2008, the female self employment rate was 8.3 percent.
 - The Job Seekers' Allowance (JSA) claimant as a proportion of the working age population for Guildford borough was 2 percent.

⁹ BIS location metrics

¹⁰

http://www.seeda.co.uk/publications/Impact_of_public_sector_redundancies_on_the_South_East_1.pdf

¹¹ Forecasts based upon the average of two sets of economic forecasts provided by Working Futures and Experian) and are subject to variation given potential change to economic circumstances.

- In December 2010, the proportion of long-term claimants was 15.5 percent; this is close to the South East figure (15.7 percent) but below the UK average (16.2 percent).
- In December 2010, 1575 people were JSA claimants. 29.4 percent of these claimants were receiving JSA for over six months. 22.3 percent of claimants were aged 18-24, 57 percent aged 25-49 and 19.9 percent aged over 50.

3.21 Population projections provide an indication of the economically active population in the borough. Between 2008 and 2030, this is projected to increase by 4,100 people (70,900 in 2008, to 75,000 in 2030).

3.22 Based on the projected total jobs in the borough in 2030, and Guildford borough's projected economically active population, Guildford borough will be a net importer of over 20,700 employees by 2030, as people commute into the borough to meet the demand for workers. This will have implications for the strategic and local road network in terms of congestion. More information is available on the impacts for travelling to work and infrastructure capacity at paragraphs 3.32 – 3.35 and 6.34 – 6.37 respectively. This may change if the labour supply can come from within the borough and this is only likely if the potential workforce have local homes.

Unemployment

3.23 Figure A shows that, according to the latest available data, unemployment amongst the economically active population in Guildford borough in 2009 reached 4.9 percent. In October 2009 to December 2010 this decreased slightly to 4.7 percent.

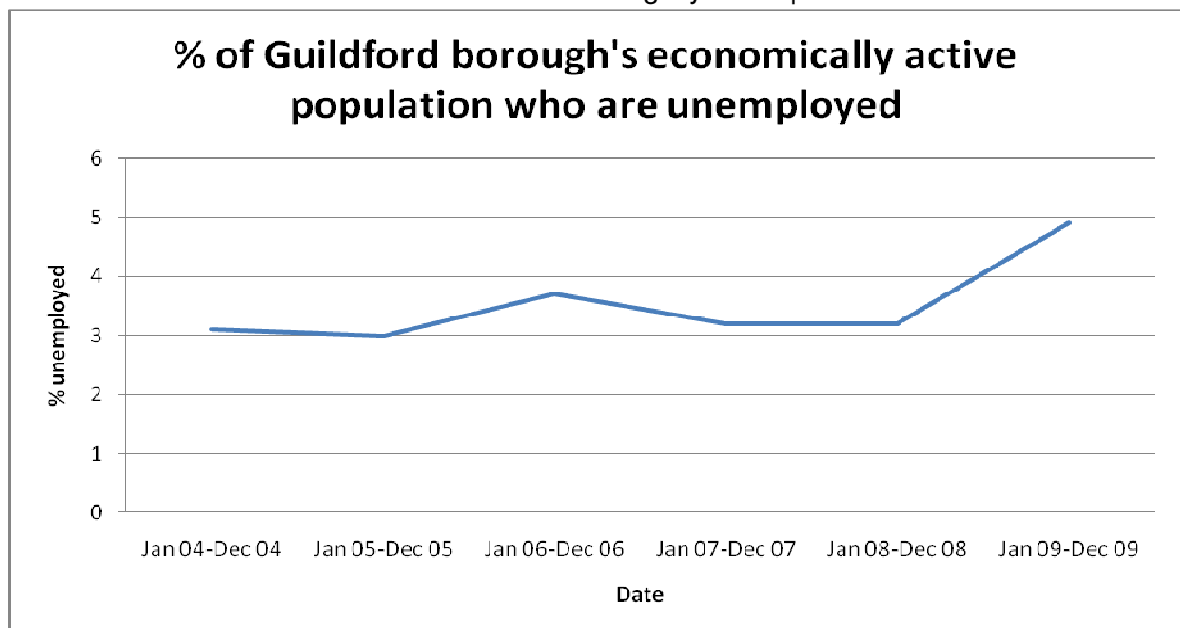
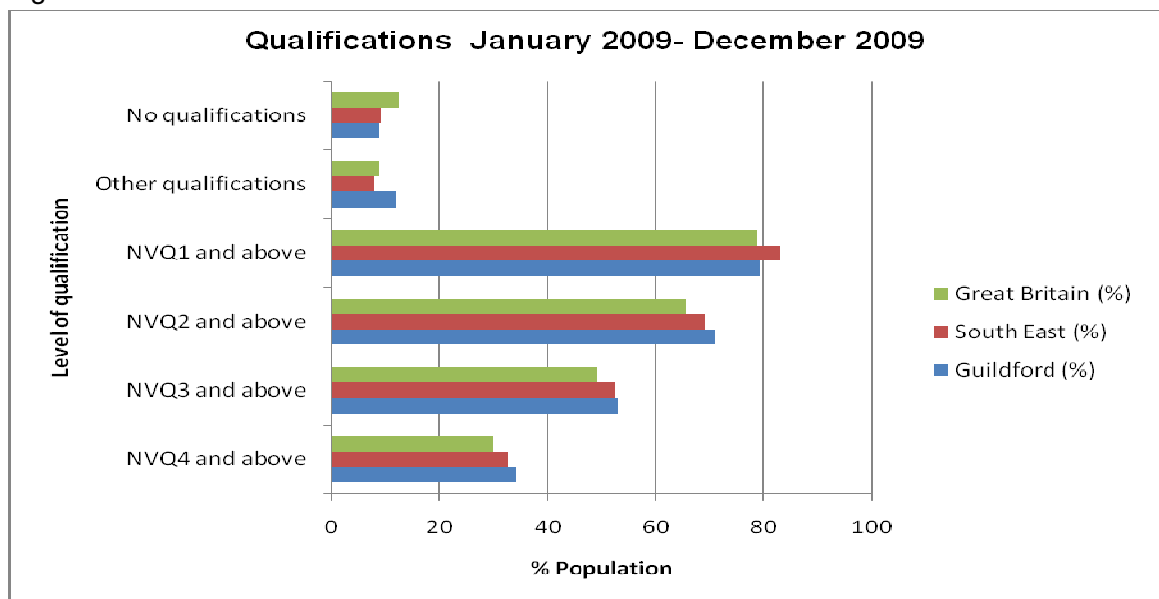


Figure A – Source Nomis

Skills and educational attainment

- 3.24 An important factor in the ability of any economy to function is the level of skill of the workforce. Figure B below summarises the key educational attainment and workplace-based training statistics for Guildford borough, the South East region and the United Kingdom.
- 3.25 Overall, Guildford borough has a highly skilled resident workforce, and above average provision of workplace training, however there are a few small areas of the borough whose residents currently achieve below average educational attainment.
- 3.26 Nine of the ten Lower Layer Super Output Areas¹² (LSOAs) with the highest proportion of residents with no or low qualifications are in Ash Wharf, Stoke or Westborough wards. These wards coincide with those identified as having the highest density of benefit claimants.

Figure B



¹² Lower Layer Super Output Areas are a geographic hierarchy designed to improve the reporting of small area statistics in England and Wales.

Earnings

- 3.27 Income is a crucial determinant in whether or not households are able to access the private sector housing market (whether to buy or rent).
- 3.28 Average incomes based on workplace for the borough are lower than those based on place of residence. This means that people living in Guildford borough tend to commute to higher paid jobs whilst the types of employment available within Guildford borough itself are less well-paid.
- 3.29 The economic profile of Guildford borough is that of higher than average incomes along with higher than average housing costs, compared to nationally.
- 3.30 The workers of Guildford borough have gross weekly earnings of £552.00. This figure is greater than the regional and national figures, exceeding the latter by over £52 per week. It is interesting to note that the median weekly earnings for residents of Guildford borough (which includes individuals who commute out of the borough to work) is £613.00, which is approximately £61 per week more than the median earnings of those working in Guildford. This trend is replicated across Surrey and the South East, suggesting that the discrepancy is likely to be due to the higher earnings of those South East residents who work in London.
- 3.31 This means that average weekly earnings in Guildford borough are around 10.3 percent higher than the national average and 5.4 percent higher than the South East region as a whole.

Travel to work

- 3.32 Unfortunately, information on travel patterns is not collected regularly and the latest available information is that provided by the 2001 Census of population¹³. This shows that in 2001 there were a total of 68,300 jobs within Guildford borough. These jobs were filled by local residents (53 percent of jobs) and inward commuters (47 percent of jobs). The Census also provides information on the origin and destination of commuters. The most important district in terms of providing a local labour market for firms in Guildford borough was Waverley, which accounted for 25 percent of all inward commuters. The next most important local labour markets were Woking, London and Rushmoor. The importance of these four areas is shown by the fact that between them they accounted for 54 percent of all commuters into Guildford borough.

¹³ 2011 census is not yet available

- 3.33 In terms of outward commuting, from Guildford borough, the most important destination by far is London where 27 percent of all outward commuters travelled. The other top three destinations are the same as for inward commuting with the top four areas between them accounting for 61 percent of all outward commuting.
- 3.34 In 2001 over 62,000 people were travelling in and out of Guildford borough for the purpose of employment on most days. However, the Guildford Economic Development Study (2009) identifies that commuting levels in and around Guildford borough are very high and are likely to have increased.
- 3.35 These figures have implications for travel in the area as ideally; if they want to, people should be able to live near to where they work in order to reduce traffic congestion and its consequential impacts upon the environment.

Housing demand

- 3.36 As many of you will have experienced, Guildford borough is not immune from the social, environmental and economic problems that affect the UK. There is a demand for homes – homes for first time buyers, standard family homes and homes for families whose makeup is changing, for example those downsizing, ageing and single parents. Homes in the South East are expensive and in high demand. This causes many difficulties when workers cannot find the homes they need in the borough. For example, businesses cannot attract staff because of the high cost of homes.
- 3.37 The demand for homes relates to private market housing (often couples wanting to get on the property ladder and buy their first home, or families which have grown wanting to move to a larger property). The need for homes relates to affordable homes and is discussed in paragraphs 3.50-3.62. Many people move to the South East for employment, access to London and to live near family who have moved here. We have chosen to live in the South East to enjoy its many benefits, so it is not a surprise that others choose to live here too. Balancing this demand and the affordability of homes is important to ensure we continue to create mixed communities for the overall well being of the borough.
- 3.38 The Strategic Housing Market Assessment (2009) reveals that overall in Guildford borough there is a shortfall of around 644 homes per year (excess of demand over supply). Just over half of this is shown to be for affordable homes (therefore housing need) and just under half for market homes (housing demand). This figure (644) does not take account of any backlog accrued from years preceding the assessment. The high demand for homes increases house prices.

- 3.39 The rising demand for homes in Guildford borough is caused by many factors, including the attractive environment, the character of the town and the surrounding Green Belt and countryside. It is also caused by access to jobs and good schools, proximity to London and the restricted availability of homes (which in part can be attributed to the recession, but also to the limited availability of new homes in the borough).
- 3.40 There are also the following factors, which contribute to the housing demand.

Demographic change

- 3.41 A key determinant of housing requirements, and how these are likely to change in the future, is the demographic profile of the population. The Office of National Statistics (ONS) provides annual projections of future demographic change with data broken down by age and gender¹⁴.

Population – changing age profile

- 3.42 It is useful to look at how the broad profile of the population in Guildford borough is expected to change in the future. Figure C shows the combined population pyramid for the years 2011, 2020 and 2030 to give an idea of the likely change in the population of different age groups in the borough over time.

¹⁴ <http://www.statistics.gov.uk/statbase/Product.asp?vlnk=997>

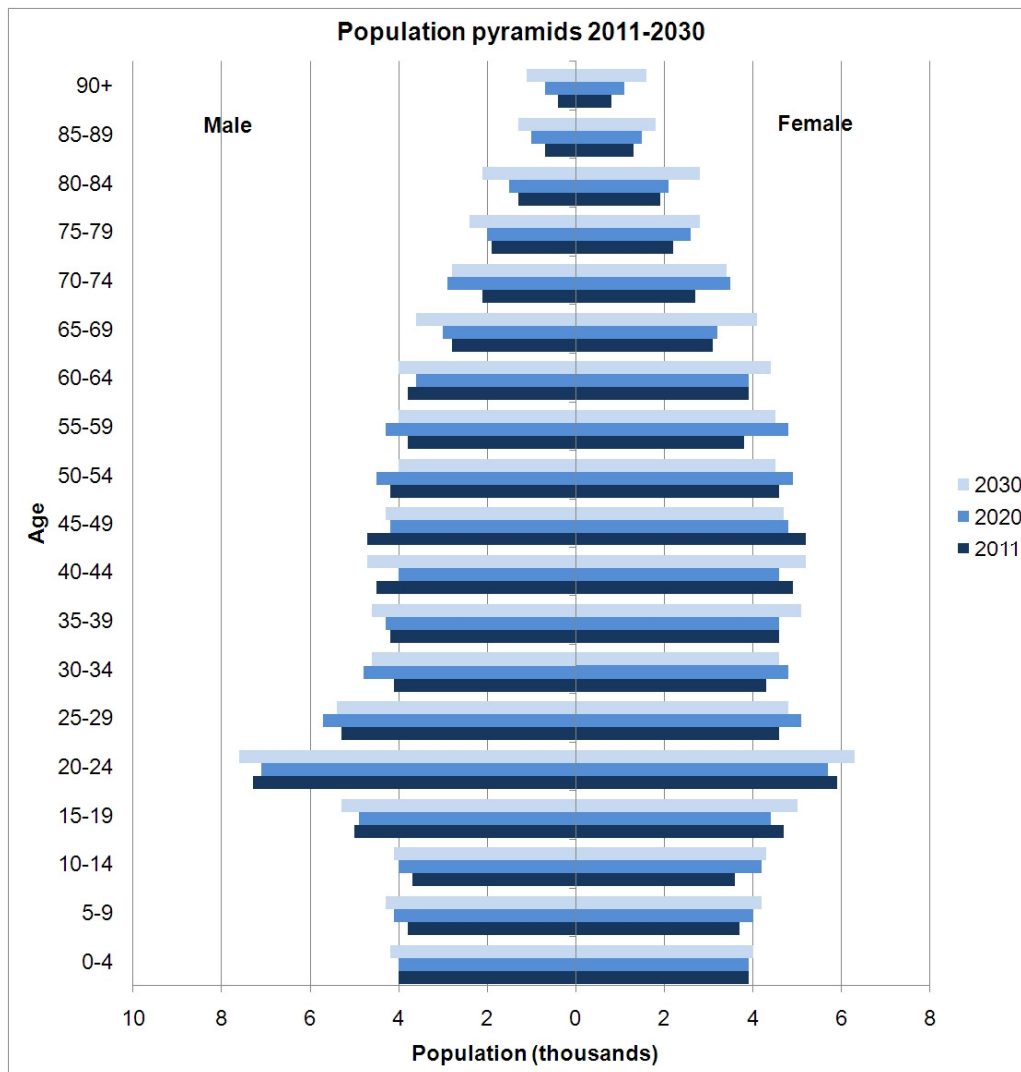


Figure C - ONS 2008-based sub national population projections

3.43 Guildford borough has a higher proportion of people aged 20-24 due to students¹⁵ living here whilst studying at the University of Surrey. Over the time period the graph stays relatively the same shape but with most age groups increasing in size. The graph shows an increasing older population up to 2030.

3.44 Overall, from 2011 to 2030 the population projection data suggests that the number of people aged 60 or over will increase from 29,000 to 38,200. This may have a significant

¹⁵ Purpose built student accommodation does not contribute to the overall housing supply.

impact on local housing requirements as these households may be more likely to require some form of specialist accommodation (particularly the 85+ age group).

Population – Components of population change

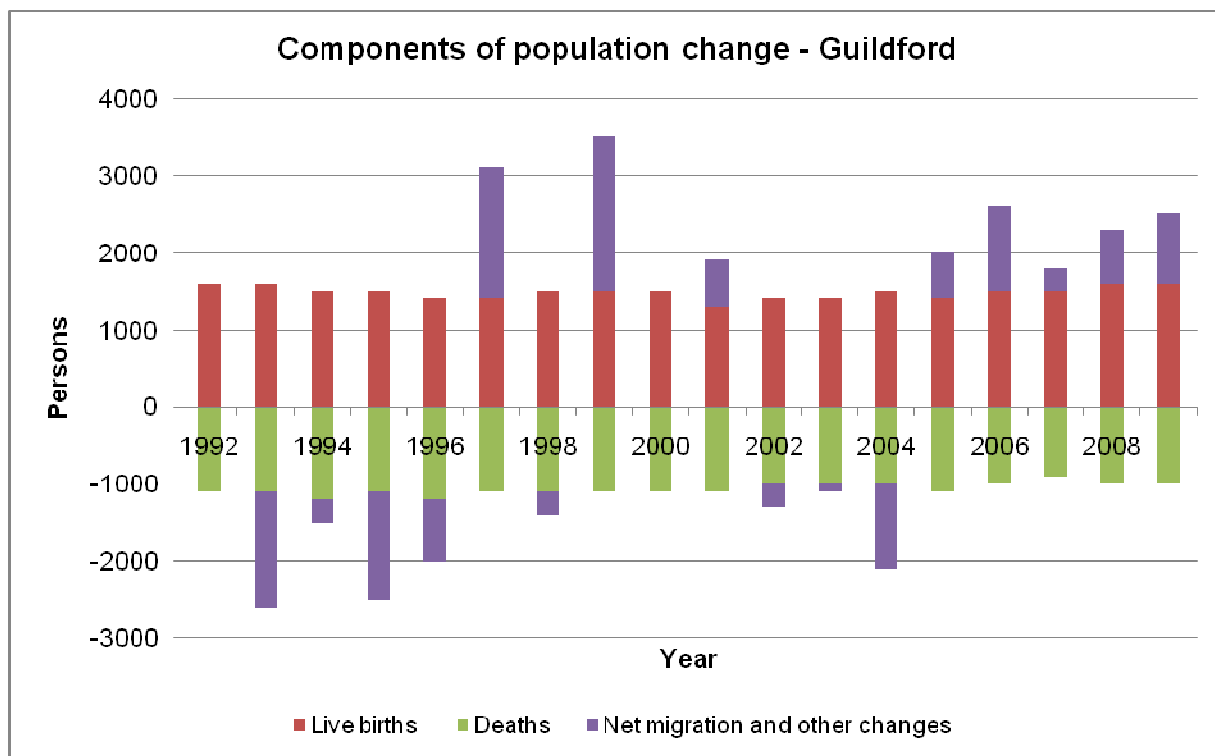


Figure D - (ONS 2010)

3.45 Figure D presents the three components that make up population change - births, deaths and migration. Natural change is the number of live births minus deaths while migration includes all internal and international migration.

3.46 Births and deaths have remained fairly constant through out the years with a slow increase in births in recent years. Net migration on the other hand has been variable but on average there has been a 100 person increase each year between 1992 and 2009.

Household size

- 3.47 Household size in England has been declining for many years and is predicted to continue to do so, due to changes in society, including family separations, later marriages, and longer life expectancy. It is important to also consider the likely change in the number of households in the area as this has an impact on local housing requirements. Guildford borough's average household size is currently 2.3 people.
- 3.48 The Department for Communities and Local Government (CLG) has produced household projections based on ONS 2008-based population projections. The number of households in Guildford borough is projected to increase by around 9000 from 2011 to 2030 (16 percent). This growth rate represents an average of less than 1 percent per year.
- 3.49 All of the factors above continue to affect housing demand. As demand grows so do high prices, resulting in more people not being able to afford to buy a home. This can increase the number of people on the housing register in need of affordable family homes, or into lower priced homes outside of the borough. This in turn increases commuter distances to some of our key employment areas such as the hospital, major supermarkets, education premises and key services and can cause severe traffic congestion, and limited essential services in bad weather conditions.

Housing need

- 3.50 Surrey is one of the most expensive areas of the country, relative to local income, in which to buy a home. Guildford borough has very high house prices compared to the national and to the South East average affordability ratios.

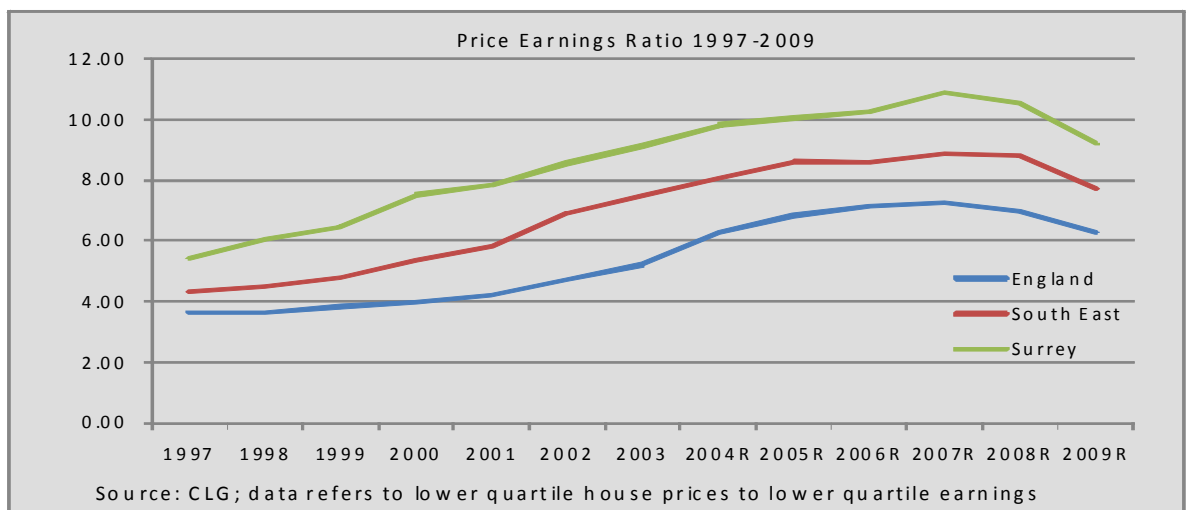


Figure E: Housing affordability ratio: lower quartile house prices to lower quartile earnings Source : CLG

3.51 Some areas of the borough are more affordable than others (lower quartile wages to lower quartile house prices). The least affordable locations are generally in the KT24 postcode area (East Horsley/Effingham) with an affordability ratio of 14.96. The most affordable areas of the borough are within the GU12 postcode area (Ash/Tongham/Ash Vale) at 8.22. The ratio for the majority of the borough is between 9 and 11.

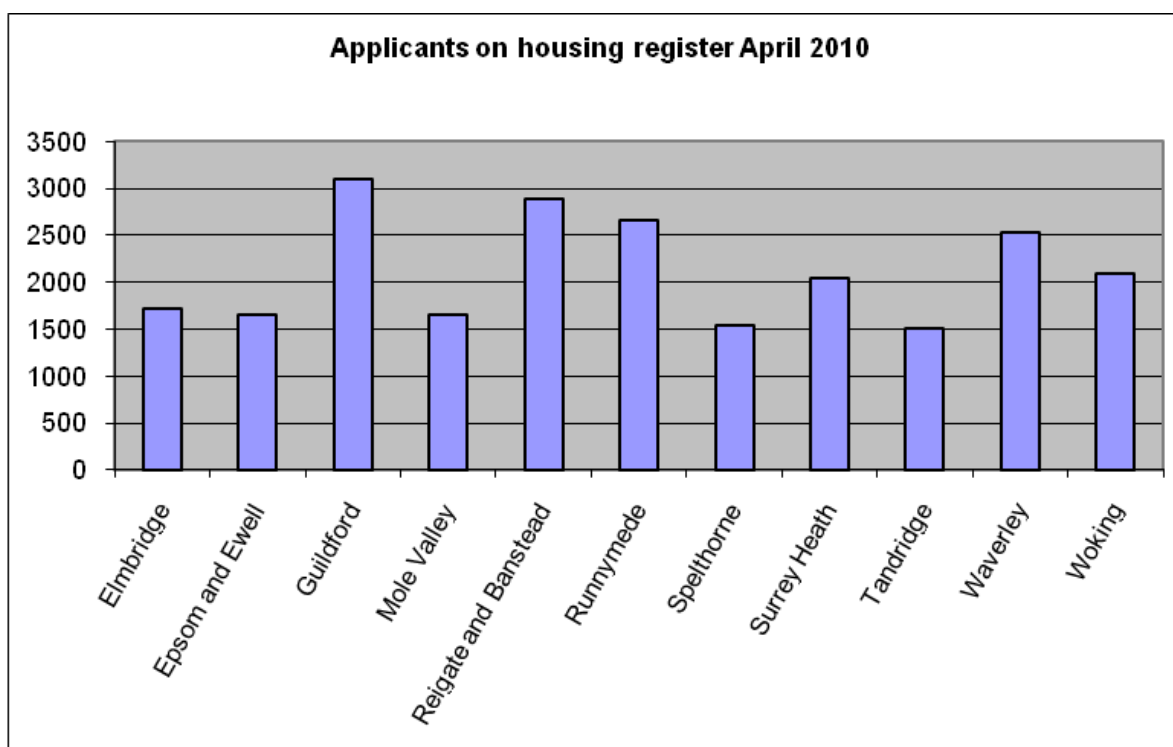


Figure F: Housing register, Surrey boroughs and districts

3.52 Related to our low housing affordability, we have the highest number of households in housing need in the county (Figure F). There are currently 3,790 households on our housing register (as at 30 September 2010), of which 673 households are on the transfer register (for example, already in social housing but in need of a more suitable property). Of these, 2,300 households are in the top three (of the five) priority bands. All such households have a local connection with the area either through living or working, or having close family living here. The other 1,490 generally do not have a local connection, can afford to buy or rent on the open market, or have not yet provided proof of their housing situation.

3.53 There has been a steady increase in the number of households registering on the Council's Joint Housing Needs Register (new housing needs and transfer) for affordable rented accommodation, as shown in Table A.

Date	Housing applicants	Transfer applicants*	Joint Housing Needs Register applicants	Annual % Increase
March 2005	2247	623	2870	-
March-06	2455	650	3105	8.2
March-07	2802	720	3522	13.4
March-08	2898	708	3606	2.4
March-09	3053	733	3786	5
March-10	3100	706	3806	0.53
March-11				

*Existing tenants in social housing needing a transfer to a more suitable property

Table A: Changes in Joint Housing Needs Register

3.54 The majority of those in the top three priority bands (A, B and C) are single or two person households. As well as one and two bedroom homes, there remains a need for larger homes to be built, as families currently in affordable housing grow.

3.55 People registering a need for low cost home ownership/shared ownership are on a separate register. This includes new need and transfers (usually to larger homes as families grow). The number of people registering a need for such homes has fallen in recent years (since 2006), as fewer people in housing need are able to afford low cost home ownership/shared ownership (there is a minimum share that must be purchased).

3.56 Affordable housing is housing provided to specified eligible households whose needs are not met by the private housing market. Affordable housing includes social rented homes and intermediate housing (including affordable rent), provided to specified eligible households (households registered with the Council). Social rented housing is owned and managed by councils or by Registered Social Landlords (RSLs) with guideline target rents determined through the national rent regime (being generally about 40-50 percent of market rents).

- 3.57 Intermediate housing includes properties for rent at below market levels but above social rented levels (usually no more than 80 percent of market rent). It also includes shared equity homes and other low cost homes for sale or intermediate rent.
- 3.58 A new product - affordable rent - was introduced in April 2011 as a new form of affordable housing available to housing associations. It is anticipated that this is likely to be extended to councils through legislation in 2012. Properties let under affordable rent will be offered at a rent of up to 80 percent of local market rent, on tenancies of at least two years.
- 3.59 The [West Surrey Strategic Housing Market Assessment](#) (SHMA), updated in 2010, and Guildford borough's Housing Needs Survey 2008, identify that a large proportion (some 60 percent of households) of those in housing need are not able to afford 80 percent of market rents. Many properties in Guildford town offered at the maximum of 80 percent of market rent will not be affordable to households who have some or all of their rent paid by housing benefit, as the rent will exceed housing benefit caps.
- 3.60 The vast majority of new affordable housing in the borough is provided in new buildings, with some purchases and conversion of market homes to affordable homes by registered providers. Nearly all newly built affordable housing in the borough is owned and managed by housing associations, and is provided either as a proportion of a private development via a Section 106 planning obligation or directly as whole site development by housing associations working in partnership with the Council. The decrease in overall new housing development (which includes affordable homes) and the impact of the economic downturn has resulted in an increased disparity between housing need and new affordable housing provision. If sufficient new affordable housing, particularly family housing is not provided, the Council may have to house more families in bed and breakfast or private rented accommodation, which has social and economic consequences.

3.61 Increasing affordable housing opportunities is one of the Council's key delivery targets.

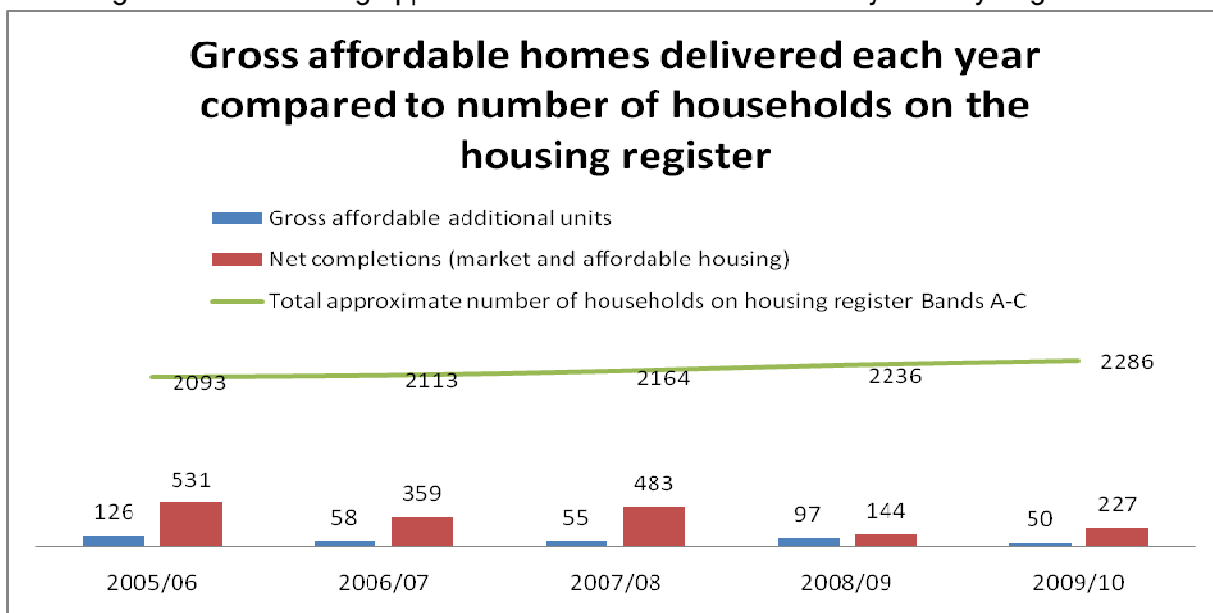


Figure G: All housing completions, new affordable homes, and housing need

3.62 A rolling programme of rural parish affordable housing needs surveys is currently being undertaken (2010 to 2015) by the Surrey Rural Housing Enabler. Where parishes already have such surveys, these will be updated. A timetable for the surveys has been drawn up, with parishes prioritised on the basis of interest expressed by the Parish Council, and availability of land to accommodate new affordable housing developments. More information is available from the Surrey Rural Housing Enabler (Surrey Community Action).

Specialist housing need

3.63 This housing requirement includes sheltered flats for elderly people and mobile homes but excludes the following:

- extra care where registered medical and/or social care is provided
- purpose-built student halls and flats
- hostels and guest houses
- residential institutions (e.g. nursing homes)
- non self-contained shared housing (such as houses in multiple occupation).

Homelessness

3.64 The approach to resolving homelessness has changed across Surrey over the last five years. Councils have moved from a reactive service, assisting households once they

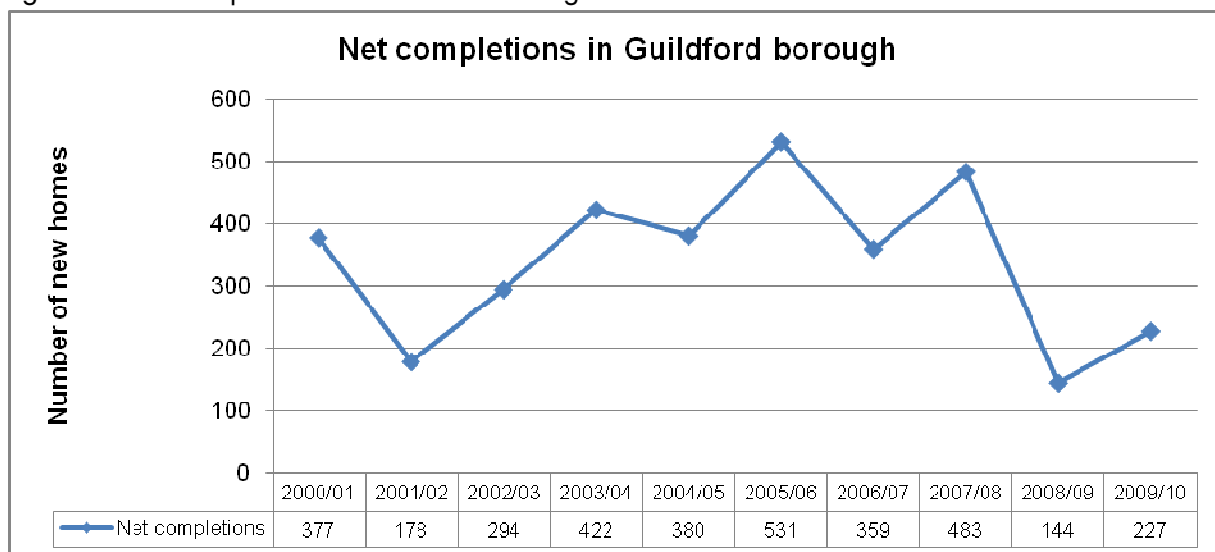
became homeless to a pro-active, intervention based response, preventing homelessness before it occurs, where possible.

- 3.65 Households at risk of losing their home are offered advice and assistance to remain in the property or, where this is not possible they are offered advice to secure an alternative home without actually becoming homeless.

Housing supply

- 3.66 The Council's Annual Monitoring Report (AMR) charts housing delivery rates, and reflects on trends and statistics regarding the type and density of housing that has come forward in the borough. See our website to download the [Annual Monitoring Report](#) 2009/10.
- 3.67 As reported in the AMR 2009/10, between 2000/01 and 2009/10, 3395 new homes have been built in the borough. This includes new houses, flats and conversions (including conversion of houses to flats, offices to housing and barns to housing). This is an average of 340 homes a year.

Figure H: Net completions in Guildford borough from 2000-2010



3.68 It is recognised that net housing completions (Figure H) are affected by factors such as the recession, and large sites coming forward (such as Queen Elizabeth Park which provided 525 new homes). However, over a period of ten years, the average (340 per annum) gives a good indication of what level of housing on a trend basis has come forward in the past. Also, it cannot be guaranteed that without setting a housing requirement, this number of new homes will continue to come forward in the future.

Affordable housing

3.69 The Council's key delivery targets (KDT) include a target to ensure that 400 new affordable homes are built in the borough by 2012. Below is a table from the AMR 2009/10, which shows the delivered and estimated number of completed affordable homes in the borough.

Year	Number of units (gross)	Delivered/Projected
2008/09	97	Delivered
2009/10	50	Delivered
2010/11	85	Delivered
2011/12	85	Estimated
2012/13	75	Estimated
Possible total against KDT (2008-2012)	317	Estimated
Possible total (all years)	392	Estimated

3.70 The target equates to 100 new affordable homes a year, but this is unlikely to be met due to the recent low level of housing development in the borough meeting the thresholds for the provision of affordable housing set out in the Local Plan 2003 and Planning Contributions Supplementary Planning Document. Although any new affordable homes are welcome, 100 a year is well under the amount needed. The data in the SHMA suggests that on an annual basis there will be 636 newly forming households requiring affordable homes and a further 806 existing households per year. The total future need for affordable housing is therefore estimated to be 1,442 homes per year.

Commitments and completions

3.71 In setting a housing requirement for 2011-2030, the number of homes that have outstanding planning permissions (new housing with permission but not yet built) must be taken into account.

3.72 Since 2006, 1213 new homes have been built. There are also approximately 1600 homes with planning permission that have not yet been built¹⁶. However, despite this number, trends show that not all sites with planning permission are built, and schemes are often delayed or revised. Although a proportion of the 1600 units with permission are expected to be developed over the next three years¹⁷, a proportion will not. Examination of the likelihood of the outstanding capacity being developed will take place in the Strategic Housing Land Availability Assessment, which forms part 2 of the overall process of setting a housing requirement (see Diagram A at section 3.0).

House prices

3.73 In addition to the stock of housing, from a local economy standpoint, it is also important to consider the cost or affordability of housing. Guildford borough's average cost of housing in 2010 was just over £392,560¹⁸. This figure, although in line with the average for Surrey, is 43 percent higher than the average for the South East and 69 percent higher than for England as a whole.

¹⁶ Annual Monitoring Report 2009/10, calculated on 05/05/10. The outstanding capacity changes each month as sites gain planning permission (adding to the outstanding capacity), and units are completed (subtracted from the outstanding capacity and added to completions).

¹⁷ When planning permission is granted, the permission is live for three years. Failure to commence work within three years of the date of the permission results in the permission expiring. Currently applicants may request to extend the life of their permission.

¹⁸ Source: Land Registry of England and Wales. Figures are for the period October to December 2010

- 3.74 A large part of private sector housing is, and is likely to remain, beyond the financial reach of a significant proportion of the local labour force. This is because access to mortgages has worsened and most lenders require large deposits from first time buyers.
- 3.75 75 percent of all houses sold in Guildford borough in 2007 cost more than £218,000. This figure is 10.4 times the lower quartile income of Guildford employees. Whilst the figure for Guildford borough is comparable with that for Surrey as a whole (10.6), it still illustrates the fact that for many people the cost of private housing in Guildford borough is prohibitively high¹⁹.
- 3.76 Information from the Housing Needs Survey carried out in 2007 by Guildford Borough Council estimated that the entry level costs for one and two bedroom houses in Guildford borough were £161,500 and £228,000 and that the weekly rental costs of such properties were £160 and £219 (£640 and £876 a month) respectively, which is again beyond the reach of many local workers.
- 3.77 Part of the impact of this high cost of housing is illustrated by information on travel to work (see paragraphs 3.32-3.35).

Weekly housing costs

- 3.78 The table below shows the average weekly costs of various types of housing in Guildford borough.

Guildford average weekly cost at 1 April				
All postcodes	1 bed	2 bed	3 bed	4 bed
Council rent 2011	£77.00	£86.00	£108.00	£97.00
Private rented 2011	£208.00	£277.00	£323.00	£496.00
Local Housing Allowance rates (at 50th percentile)	£167.00	£218.00	£277.00	£404.00
Social rent 2011	£89.00	£96.00	£100.00	£129.00

Source: Rightmove data and Local Housing Allowance rates February 2011

Rural housing

- 3.79 As identified in the Surrey Rural Partnership's [Surrey Rural Strategy 2010-2015](#), access to housing in rural areas is restricted by high costs and limited availability, with a very

¹⁹ Guildford Strategic Housing Market Assessment 2009

small number of properties coming onto the market. The supply of new homes is constrained by planning and Green Belt policies, the Areas of Outstanding Natural Beauty and Special Protection Areas. New land supply for development is largely reliant on windfall and affordable housing rural exception sites. The demand for homes is high. There is a significant demand from commuters to London and other areas such that some villages are seeing an increasing proportion of retired and wealthy commuters. These factors have contributed to high house prices and a lack of new housing options including affordable housing. This has led to the departure of young people from rural areas.

4.0 Scenarios explained

- 4.1 This is part one of a two-stage consultation. This first stage asks for your views on housing requirements for the local area and to support the local economy.
- 4.2 Five scenarios are outlined as possible options. Scenario 1 sets out the lowest housing requirement (the lowest number of additional homes) rising to scenario 5 the highest housing requirement (and number of additional homes).
- 4.3 Your comments at this stage, together with an understanding of local environmental and other constraints, will help us to identify an appropriate housing requirement to plan for up to 2030.
- 4.4 At the second stage, next year, we will seek your views on the options presented for the locations for this level of development. These options could include – but are not limited to – more intensive development in the existing built up areas (including on previously developed land), extending village settlements, urban extensions, or a combination.
- 4.5 A higher housing requirement would mean that more land and/or more intensive use of land would be required. We will present research next year to support the options, to help you to understand what this could mean for your area.

Scenario 1: Level of housing based solely on demographic change

- 4.6 This scenario would provide a level of housing that would not address factors such as decreases in household size and may constrain the local economy by failing to provide suitable and affordable housing for the borough's workforce (including lower paid workers). Housing demand combined with low housing growth could lead to increases in local house prices, and so increase the need for affordable housing.

- 4.7 This level of new housing would create some extra pressure on existing infrastructure (roads, schools etc). However, the contributions from this extra housing will allow some infrastructure investment to offset this.

Scenario 2: Level of housing to meet some future demand

- 4.8 This scenario would provide the level of housing required to deal with household formation. This scenario would not help to address the existing and future need for affordable homes.
- 4.9 This level of new housing would create more pressure on existing infrastructure (roads, schools etc) than scenario 1 but again contributions should allow infrastructure investment to offset this.

Scenario 3: Level of housing to meet future demand but would not address the need for affordable homes

- 4.10 This scenario would provide the level of housing required to deal with factors such as decreases in household size and would support a low level of employment growth. However, it would not help to address the need for affordable homes.
- 4.11 This level of new housing would create more pressure on existing infrastructure (roads, schools etc) than scenario 2 but again contributions should allow infrastructure investment to offset this.

Scenario 4: Level of housing that will meet future demand and address limited need for affordable homes

- 4.12 This scenario would provide the level of housing required to deal with factors such as decreases in household size and would support employment growth. It would start to address the need for affordable homes whilst ensuring that this need does not increase over the coming years and it could help reduce the amount of commuting.
- 4.13 This level of new housing would create more pressure on existing infrastructure (roads, schools etc) than scenario 3 but again contributions should allow infrastructure investment to offset this.

Scenario 5: Level of housing that will help address the need for affordable homes

- 4.14 This scenario would provide the level of housing required to deal with factors such as decreases in household size and would support high employment growth. This scenario would deliver the greatest number of affordable homes, significantly helping to address

the need for affordable homes whilst ensuring that this need does not increase over the coming years.

- 4.15 This level of new housing would create more pressure on existing infrastructure (roads, schools etc) than scenario 4 but again contributions should allow infrastructure investment to offset this.

5.0 Gypsy and Traveller and Travelling Showpeople accommodation

- 5.1 Gypsies and Travellers and Travelling Showpeople are part of our diverse community and have the same concerns as all other groups making up the local community, including making sure their family have somewhere safe and pleasant to live, being able to provide for their family, and safeguarding their health (health problems are considerably higher in the Gypsy and Traveller and Travelling Showpeople communities than in the settled community). An appropriate level of provision needs to be made in the borough to provide suitable accommodation for these groups of people within our community. A stable base for Gypsy and Traveller and Travelling Showpeople families will help them to get better access to health care, education, employment, encourage interaction between the settled and non-settled communities and will help to reduce the pressures leading to unauthorised encampments and development within our borough. Councils must therefore also consider the accommodation needs of the travelling community through the plan making process (for Guildford borough this is known as the Local Development Framework (LDF)). As with housing requirements, the pitch and plot requirements to meet the accommodation needs of Gypsies, Travellers, and Travelling Showpeople were previously intended to be set at a regional level. This is no longer the case, and as directed by the Government, these requirements too need to be set locally.
- 5.2 As with the housing requirement, having a local requirement for Gypsy and Traveller pitches and Travelling Showpeople plots helps us to forward plan, and assess provision against meeting the identified need²⁰. If we do not have a requirement to deliver, we are unable to show the progress we are making in providing sites, pitches and plots for the local Gypsy and Traveller and Travelling Showpeople communities. As with housing, failure to set a requirement and provide sites results in a greatly increased risk of planning applications in a variety of locations across the borough being approved at appeal by a planning inspector.

²⁰ The identified need in Guildford Borough is set out in the West Surrey Gypsy and Traveller Accommodation Assessment (2006).

- 5.3 Gypsies and Travellers have the right to live a nomadic way of life and we recognise Gypsies as a racial group. We also recognise Government circulars and guidance and our statutory duties with regard to Gypsy and Traveller families. We aim to ensure that all people in Guildford borough feel part of an inclusive society, where all have equal access to services and facilities. We are committed to equal opportunities for all and try to meet the different needs of all residents and service users, and to inform and assist everyone, as best we can.

How do we determine the level of provision for Travellers' sites?

- 5.4 Local councils are best placed to assess the needs of travellers. The abolition of regional strategies means that councils are responsible for determining the right level of site provision, reflecting local need and historic demand, and for bringing forward land in Development Plan Documents (DPDs). Gypsy and Traveller Accommodation Assessments (GTAAAs) form a good starting point but we are not bound by them.
- 5.5 The Communities and Local Government Secretary Eric Pickles announced the Government's intention to revoke Planning Circular 01/06 Planning for Gypsy and Traveller Caravan Sites and Circular 04/07 Planning for Travelling Showpeople. We will review relevant regulations and guidance on this matter as it arises. A document on Travellers is currently out for consultation until 6 July 2011 after which it is expected that new guidance will be issued.

Guildford's Gypsy and Traveller Accommodation Assessment (GTAA)

- 5.6 Following the [Housing Act 2004](#) and [Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites](#), Guildford, Surrey Heath and Waverley councils jointly commissioned David Couttie Associates to undertake a [Gypsy and Traveller Accommodation Assessment](#) (GTAA) to obtain detailed and robust information on the accommodation needs of the Gypsies Travellers and Travelling Showpeople.
- 5.7 The assessment found that there was a need for more Gypsy and Traveller pitches and Travelling Showpeople plots within Guildford and the west of Surrey. The backlog of need consisted of households living on unauthorised sites and overcrowded and concealed households with a need for their own accommodation. Newly arising need came from family formation and from households living on sites with temporary planning permission.

5.8 The GTAA found that, based on Gypsy and Travellers locational preference, there was a need for 30 new Gypsy and Traveller pitches within Guildford borough between 2006-2011 to deal with the backlog of demand and to meet emerging demand from new family formation.

5.9 The main findings of the GTAA were as follows:

- average 1.7 mobile homes per pitch
- 21 percent of households said they were overcrowded
- 77 percent of households said they would prefer a private pitch (some responses may be aspirational rather than realistic)
- there are currently 106 permanent pitches within the three boroughs - 63 are council site pitches
- there is a current shortfall of 52 pitches based on overcrowded households and unauthorised pitches within the three boroughs
- there is a need for 44 additional pitches arising from new family formations between 2006 - 2011 within the three boroughs
- the current projected number of pitches available over five years is ten pitches
- the total shortfall of pitches is 96 minus ten pitches available = 86 pitches required between 2006-2011 within the three boroughs
- the projected need for new Gypsy and Traveller pitches 2006-2011 in Guildford was 30.

Travelling Showpeople

5.10 Travelling Showpeople were included within the GTAA and separate data was collected for their need. The GTAA found that there was a need for 15 additional pitches to meet the needs of Travelling Showpeople within a three year period. This took into account the 12 Travelling Showpeople pitches within Guildford borough with temporary planning permission that expired in December 2008. The GTAA found no evidence for further dedicated transit pitches to be provided in West Surrey to 2011.

Transit sites

5.11 The GTAA found no evidence for further dedicated Gypsy and Traveller transit pitches to be provided in West Surrey up to 2011.

The Council's position

5.12 There is a need for more Gypsy and Traveller pitches, and Travelling Showpeople plots. The Council acknowledges that the most up to date local figure for provision is 30 pitches to 2011 and 15 Travelling Showpeople plots. We accept that this requirement will not be met this year and we are working with our colleagues across Surrey to agree a county-

wide methodology to provide an up-to-date picture of Gypsy and Traveller and Travelling Showpeople accommodation needs. This will help avoid the chance of double-counting needs and will provide a consistent approach within the county towards assessing the need for more Gypsy and Traveller pitches and Travelling Showpeople plots. These sites are likely to be delivered through the Site Allocations and Development Control Development Policies Plan Document anticipated to be adopted in March 2015.

Supply for Gypsy, Travellers and Travelling Showpeople

- Current supply of Gypsy and Traveller sites is 17 pitches at Cobbett Close and 13 pitches at Ash Bridge (both of which are public sites)
- Current supply of Travelling Showpeople plots is 12
- Approved number of pitches since 2006 – 2 pitches
- Temporary planning permissions – The Roundabout (1 pitch) and Palm House Nurseries (6 pitches)
- Current planning application awaiting determination for Travelling Showpeople plots, Whittles Drive, 12 plots
- Waiting list for public sites – 50.

6.0 Environmental capacity and land availability

- 6.1 This section sets out the second stage in devising a local housing requirement (see Diagram A on page 6).

Vision for change

- 6.2 There are a number of strategic community and council aspirations for improving the economy and prosperity of the borough that may influence the housing requirement.

[Guildford Economic Strategy](#)

- 6.3 The Guildford borough Economic Strategy (2011) sets out three relevant objectives:
Objective 1: to support and expand the diversity in the borough's business base.
Objective 2: to improve the capacity, output and competitiveness of the borough
Objective 4: to promote sustainable growth and business practices within Guildford.

- 6.4 In order to meet these strategic objectives the strategy highlights weaknesses and threats to the local economy and actions required. A weakness is that the housing supply does not meet need, a threat is delivering insufficient housing provided to meet need and demand, and the action is to increase the supply of market and affordable homes through the Local Development Framework.

Guildford borough [Sustainable Community Strategy](#)

- 6.5 The Guildford borough Sustainable Community Strategy (SCS) 2009 – 2026 was developed by the Guildford Local Strategic Partnership in discussion with local people, groups and organisations. The partnership comprises representatives of various public service agencies, for example, Surrey Police, the University of Surrey, and representatives of the business, voluntary, community and faith sectors.
- 6.6 The Sustainable Community Strategy highlights:
- that investment will be required to maintain competitiveness and retain and attract businesses. Key issues include the provision of high quality business and commercial sites, housing and associated infrastructure and transport improvements.
 - that the quality of housing has a major influence on the overall health and wellbeing of the community, including social inclusion, educational achievement, crime and disorder and mental and physical health. It also impacts on the local economy by enabling a workforce with the necessary skills to secure decent homes. High house prices and a shortage of affordable housing make the area too expensive for many people and present difficulties in attracting much needed lower paid workers, key workers, young people and migrant workers. The lack of affordable homes also increases commuting from cheaper areas outside the borough contributing to congestion.

Objective 12: low levels of unemployment will have been maintained

- Action: enable the growth and diversification of the borough's business base by... protecting existing businesses and attracting new ones in growth sectors such as green and alternative technologies, healthcare and medicine, digital media and communications.

Objective 13: more businesses will be based in the borough

- Action: enabling new businesses to locate in the borough by... providing opportunities for investment, supporting significant business clusters, ensuring the availability of land and premises
- Action: facilitating new business start ups within the borough
- Action: ensuring the retention and growth of existing businesses within the borough

Objective 14: more affordable housing will be available

- Action: agree and ensure effective implementation of viable planning policies to maximise affordable housing.
- Action: develop a coordinated approach by relevant partners to the release of land for affordable housing.
- Action: identify the expressed needs of local communities for affordable housing and promote the benefits of rural exception sites, including to the local economy and the sustainability of local businesses.
- Action: ensure effective use of existing affordable housing stock to address demand.
- Action: manage demand by ensuring effective use of homelessness prevention intervention and housing options policies.

Objective 15: traffic congestion will be lower; and more people will travel by public transport, cycling and walking.

Capacity and delivery factors

Housing land supply (SHLAA)

- 6.7 The Council is required to prepare a [Strategic Housing Land Availability Assessment](#) (SHLAA). This must identify a five year housing land supply, listing suitable, available and achievable sites for housing development for the next five years and also where possible for a further ten years, identifying in the latter years, broad locations for development.
- 6.8 The SHLAA will take account of land constraints (for example Areas of Outstanding Natural Beauty, Green Belt land) under the assessment of a site's suitability for housing development, the landowners intentions for their land as part of the assessment of the site's availability and the viability of development as part of the assessment of achievability.
- 6.9 The SHLAA will, as part of the evidence base informing the Core Strategy and Site Allocations and Development Control Policies Development Plan Documents, help assess whether a housing number is deliverable.

Economic land supply

- 6.10 Local councils are required to gather evidence to inform their Local Development Frameworks that will guide planning policy and land allocations in the future. This includes robust studies of the provision of, and demand for, land for economic uses.

Environmental capacity

- 6.11 We have several landscape and biodiversity constraints upon development that dramatically reduce the land that has development potential. The major constraints are as follows:

European directive

- 6.12 Thames Basin Heaths Special Protection Areas (TBH SPA) - is an extensive area of heath land in the north of the borough that is protected by European legislation because of the rare bird species which live there. New homes within 5km of the SPA are required to provide avoidance for the potential harm arising from the increased resident population who may visit the SPA for informal recreation. Under the terms of our [TBH SPA Avoidance Strategy 2009-2014](#), avoidance can take the form of a developer tariff, payable on commencement of the new home(s). This money goes towards the improvement of sites of Suitable Alternative Natural Greenspace (SANG) to increase their capacity for informal recreation, and Strategic Access Management and Monitoring (SAMM) on the SPA itself.

National designations

- 6.13 Green Belt - outside the urban areas of Guildford and Ash and Tongham, most of the borough is designated as Green Belt, within which new development is strictly controlled.
- 6.14 As noted in [Planning Policy Guidance Note 2](#): Green Belts, prevention of urban sprawl and keeping the countryside permanently open are the fundamental aims of Green Belt designation.
- 6.15 Other aims of the designation are to enable patterns of development that are more sustainable, through prevention of sprawl, and protection of the countryside.
- 6.16 Within Green Belt areas, there is a general presumption against inappropriate development, which is deemed to be anything harmful to the Green Belt. New (additional) housing is not an appropriate use within the Green Belt, with the exceptions of limited village infilling, affordable housing needs (rural exception sites), or redevelopment of Major Developed Sites in the Green Belt.
- 6.17 Areas of Outstanding Natural Beauty (AONB) - the Surrey Hills AONB is an area of high visual quality designated for its national importance and within which development will only be permitted if it is consistent with the aim of conserving the landscape character.

- 6.18 AONB is a national designation, designed to conserve and enhance the natural beauty of an area. A management plan for the Surrey AONB has been prepared in partnership with the Surrey Hills Board, and adopted by the councils in the area under a duty in the Countryside and Rights of Way Act 2000.
- 6.19 AONB covers a large swathe of Guildford borough, through the southern part of the Borough.
- 6.20 Sites of Special Scientific Interest (SSSI) - there are 16 SSSIs in Guildford borough. These are of national importance for nature conservation and new development will not be permitted within these areas unless the reasons for the development clearly outweigh the intrinsic value of the sites themselves.

Local designations

- 6.21 Sites of Nature Conservation Importance (SNCI) - 83 SNCIs have been designated for their wildlife and flora, although these are constantly under review. New development that might cause harm to these sites is not permitted unless clear justification is provided that the reasons for the development outweigh the value of the site in its local context.
- 6.22 We have a duty under the Natural Environment and Rural Communities Act (2006) to have regard to biodiversity conservation. SNCIs are a local designation, designed to protect species, flora and fauna not protected under higher level designations such as SSSI.
- 6.23 SNCI designation would be an important factor in the determination of planning applications for residential development on or close to an SNCI, and therefore forms a constraint.
- 6.24 Regionally Important Geological/geomorphological Sites (RIGS)—10 RIGs have been designated for their geological importance
- 6.25 Areas of Great Landscape Value (AGLV) - the AGLV is an extensive area with a landscape quality of county significance within which new development must be consistent with the aim of protecting the distinctive landscape character.
- 6.26 Ancient woodlands - planning permission should not be granted for any development which would result in the loss or deterioration of ancient woodlands. Surrey councils are currently updating the inventory of ancient woodland. This information is due to be published in June 2011.
- 6.27 Countryside Beyond the Green Belt (CBGB) - there is a requirement in [Planning Policy Statement 7](#) to protect the countryside intrinsically for itself, aside from Green Belt issues

or other considerations. In response, the Countryside Beyond the Green Belt (CBGB) designation was created through the Guildford borough Local Plan (2003), which is an area of land protected from development. It consists of open fields lying generally to the south and east of Ash and Tongham. This area is particularly sensitive to development pressure as it lies next to and immediately beyond (west of) the Green Belt. It comprises attractive countryside within which development restrictions apply to protect it for its own landscape value.

- 6.28 [Conservation areas](#) - there are 39 conservation areas which are designated as being of special architectural or historic interest. New development will be required to respect and enhance the character of these areas and conform to high architectural and design standards.

Other types of environmental constraint:

- 6.29 Open spaces - new development on open space within the urban areas will only be allowed if there is no harm caused to the character of the space and its surroundings. The Local Plan 2003 includes a policy to protect certain designated open spaces.
- 6.30 Blackwater Valley Strategic Gap (BVSG) - this is a strategic area stretching north to south along the western boundary of the borough, designated to prevent the coalescence of the settlements in the valley. New development within the area is strictly controlled to preserve open spaces between the built up areas.
- 6.31 Floodplains - areas of floodplain are safeguarded from additional development that would increase the risk of flooding. This is assessed via the Floodrisk Assessment, carried out by the Environment Agency. For further information please see our [Strategic Flood Risk Assessment](#).
- 6.32 Historic parks and gardens - new development will not be permitted if it detracts from the character or appearance of a park or garden of [special historic interest](#).
- 6.33 As a result of the variety of landscape and biodiversity constraints the traditional pattern of development in the borough has been small-scale, urban infill and windfall, predominantly on previously developed land. This type of incremental, small-scale development places a cumulative burden on existing infrastructure, and is very difficult to measure and plan for.

Infrastructure capacity

- 6.34 New development requires availability of capacity in a variety of infrastructure. This may be capacity on the road network, public transport, schools and nurseries, doctors and

dental surgeries, hospitals, emergency services, water supply and sewers and waste management facilities, and open space. Where there is no spare capacity to accommodate new development, a large development can plan for, and provide or contribute towards any extra infrastructure it needs. However, as with most of Surrey, the pattern of Guildford is for many small/medium-sized development schemes.

- 6.35 As each scheme would most likely be too small to provide infrastructure to support itself, a contribution could be required from each development towards increasing infrastructure capacity. These types of development require much more forward planning to make sure they do not over-burden existing infrastructure. We need to know how much housing is expected and its broad locations; this is what we will be planning for in the Local Development Framework. We can then determine which areas will need improvements in infrastructure. Using this information, we can encourage the infrastructure providers to plan for this, and we can require developers of the small and medium sized schemes to contribute to the cost. Developers currently contribute through planning obligations (known as Section 106 legal agreements). By April 2014, almost all contributions towards infrastructure made by developers through the planning process will be made through the Community Infrastructure Levy (CIL) system.
- 6.36 The Council will produce an Infrastructure Delivery Plan to demonstrate that the development set out in the Core Strategy- including the local housing requirement figure identified following this consultation - can be successfully delivered. This will provide a detailed assessment of existing infrastructure and any capacity, what infrastructure is already over-burdened, and the need for new provision arising from the development planned. The document setting out what CIL tariff will be charged will be based on the IDP.
- 6.37 Part of the Thames Basin Heaths Special Protection Area (SPA) lies within, and adjoins, the borough. Existing SANG at Effingham Common, Riverside Nature Reserve, Chantry Wood, and Lakeside Nature Reserve have the capacity to provide for approximately 2700 new homes within 5km of the SPA (up to 2014). Three additional areas of SANG at Broad Street and Backside common, Stringers common and Tongham Pools are currently being negotiated and will provide SANG for approximately an additional 9500 new homes.

This paper forms part of the material for the housing consultation running from 30 May – 8 July 2011. Its purpose is to set the scene and provide you with additional information that may help you when responding.

If you have any questions about any of the content of this paper please contact us at planningpolicy@guildford.gov.uk.

7.0 Questions you may have

Why are you writing to me?

It is likely that you have been sent this consultation because you have previously responded to one of our planning consultations, are a representative of a local organisation or have corresponded with us in relation to the preparation of the Strategic Housing Land Availability Assessment (SHLAA). You may also have been handed one of our postcards advertising the consultation, or received one through your letter box, and responded. We want to involve/consult as many people as possible, and have tried through many means to raise the profile of this consultation.

Why are you doing this?

The Government has announced that it intends to abolish regional strategies like the South East Plan, which set a housing target for each area, and return responsibility for setting housing requirements to the local level. This is in line with the Government's localism²¹ initiative. We therefore need your views to help us decide what our new number should be.

Didn't the courts rule that the Government's announcement about abolishing the regional plans, including the South East Plan and its housing targets, was illegal?

The High Court ruled that the Government could not abolish the regional plans and housing targets in the way that it tried to. However, the Government intends to introduce legislation to formally abolish the South East Plan and its housing targets later next year. This consultation will mean that we are prepared for when that happens.

Didn't the Council successfully legally challenge the housing target in the South East Plan?

Yes, and this resulted in the deletion of our overall housing target for the borough. See our website for more information (www.guildford.gov.uk/southeastplan). However, we cannot plan for the future, including trying to meet housing need, without a housing requirement.

The Council has consulted on a Core Strategy and Site Allocations Development Plan Document (Issues and Options) in the past, why are you now doing this?

Things have changed since the election of the current Government. The regional planning system is being removed (the South East Plan), and councils now need to set their own local housing target, taking into account a variety of factors, including the views of local communities.

²¹ Localism is the Government's initiative to devolve greater powers to councils and neighbourhoods, including giving local councils control over housing and planning decisions.

Previous consultations either did not consult on housing requirements, or took on board housing requirements set through other documents. We now need to set our own housing requirement.

The responses you previously sent us to these other consultations have helped us to develop this work, and are definitely not wasted. If you have responded before, however, we would still encourage you to respond to this consultation if you still wish to let us know your views.

Why do we need a housing requirement? Why can't we just judge each planning application on its merits?

We need to set a housing requirement and then identify where that housing can go in order to provide clarity to developers as to what is acceptable and what is not and to ensure that we can provide infrastructure and maximise benefits for local areas from new developments. If we do not do this and do not have policies backed up by a strong evidence base our position will be much weaker if we have to defend planning decisions at appeal.

We have a legal duty to prepare a Local Development Framework that will guide future development across the borough.

See the topic paper for more information.

Why is there no actual housing numbers attached to the scenarios?

We would like you to focus on the scenarios and how you want the housing need to be met and to what extent, rather than actual numbers which, for many people can be meaningless, and difficult to understand what they imply for the future of the area. Following this consultation, and further examination of available evidence (such as the Strategic Housing Land Availability Assessment and Employment Land Assessment), we will select a proposed annual housing number, which will be inserted into the draft Core Strategy. The Core Strategy will then be available for full public consultation in September/October 2012.

Why did you choose these scenarios?

There are different extents to which the housing need can be met. The five scenarios reflect different options to attempt to meet a level of identified housing need, except scenario one which would not meet any level of need and could constrain the local economy. There is a sixth possible option that would attempt to meet future demand and the full need for affordable housing has not been included due to the very high number of new affordable homes that would need to be built.

Where will new housing and other development go?

We are not at that stage of the process yet. First we need to identify our preferred local housing requirement. Once that has been derived, we will look at the various options as to where these will be located and then seek your views again before making the final decision. We expect this

next stage of consultation to be in September/October 2012. For further information please view our [Local Development Scheme](#) (LDS).

The scenarios mean nothing to me. How am I supposed to understand what they mean and which is the best scenario?

We appreciate this may be the case for some people, and this is why we have tried to provide a brief outline of what each scenario means and what the key issues are. By answering the survey questions on the online (or paper) response form you will see that you are given guidance as to the housing requirement your answers suggest. However, even if you do not feel able to choose a specific scenario, we still value your responses to other general questions.

If you have any questions, you can email us, or visit us at one of our drop in sessions. See our website for more information or view our contact details at the end of this document

What exactly is meant by affordable housing?

Affordable housing is housing provided to specified eligible households whose needs are not met by the market. Affordable housing includes social rented and intermediate housing (including affordable rent), provided to specified eligible households (households registered with the Council).

Why do we need any more houses at all?

That is the issue the consultation is trying to address. Even with no growth there will be demands from within the community as young people seek homes in the area in which they grew up.

If there is more housing won't this put the countryside and gardens at risk?

Our first priority will be to seek to identify suitable land within the established boundaries of our town and villages without encroaching on open countryside, although as almost all of our villages are within the green belt, their development is limited. With a higher housing requirement there would be more pressure for homes on land not previously built on (sometimes called Greenfield land), including in the countryside and gardens. This is not a new concept and Greenfield development has occurred in the past, for example, those living in homes in Merrow Park are living in a housing development built on Greenfield land in the 1980s which has helped to meet the need for housing for many local people. Merrow Park comprises several thousand homes and has its own shops, school and doctor's surgery.

This is not to say it is in the intention to bring forward such large scale Greenfield development in the future. We must consider all potential scenarios and all options for the location of housing, taking into account your views, and technical studies and assessments that help us to understand how sustainable the options are. We intend to consult next year as part of the Core Strategy on broad locations so it is our intention to do this in a fair way and fully involve local people in this process.

Why is the date 2030?

This work goes up to the year 2030 as we must plan for the next 15 to 20 years ahead. From the date of adoption of the Core Strategy, 2030 is 15 years from this date.

Where can I find out more?

Further details are on our website at www.guildford.gov.uk/consultations. This will be kept up to date during the consultation that is taking place from 30 May - 8 July 2011.

There are a number of people in our family. Can we all submit a response?

Yes. We want to receive as many responses as possible from a wide range of people. You are able to respond as an individual or as a family. The more responses received the more meaningful our consultation will be. However, we can only accept one response per person and people must not submit multiple responses.

We would prefer to receive your responses via the online response form on our website at www.guildford.gov.uk/consultations. This makes it easier and more efficient for us to analyse the responses. However, we welcome paper forms from those unable to access the online form. Paper response forms are available on request, telephone us on +44 01483 444471 or can be collected from the Planning helpdesk at the Council offices, Millmead.

Have I got all the details I need?

For this consultation we have published, online at www.guildford.gov.uk/consultations.

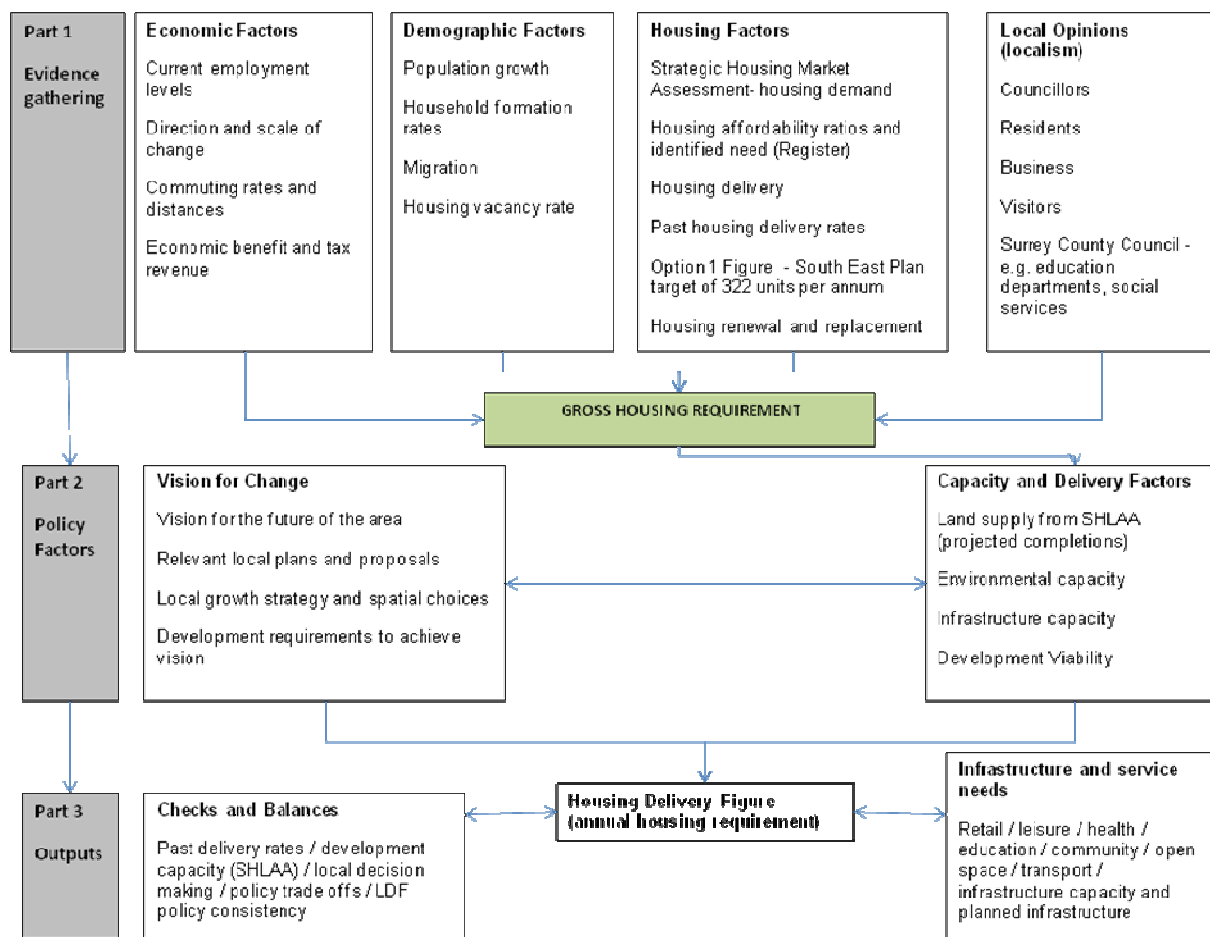
- Topic paper setting out the background and key facts about the borough
- A response form
- People's housing profiles
- FAQs

What other ways can I take part in the consultation?

You can formally respond to the consultation by completing the online response form at www.guildford.gov.uk/consultations. You can also respond using a hard copy response form which is available on request.

What happens next?

We will consider all of the responses and comments we receive during this consultation to inform a gross housing requirement. The next stage of the process is part 2 shown in the below diagram when we will then assess capacity including environmental constraints.



How can I make sure I am consulted on the next stage?

The consultation response form gives you the opportunity to join our LDF mailing list. If you consent to your contact details being added to our mailing list, you will be notified directly of any future LDF consultations (including the Core Strategy which will include the proposed housing number). We would prefer to notify you by email, so if possible, please supply an email address. You will only be notified about LDF issues, and will not receive other information from the Council or other partners.

What is the [Local Development Framework](#)?

The Local Development Framework (LDF) is a term that refers to a group of documents that will replace Guildford borough's Local Plan 2003. It sets the planning framework for the borough and will detail planning policy and identify the amount of development proposed and where it should be located.

What's the timetable for the Local Development Framework?

The [Local Development Scheme](#) (LDS) is the project plan for the production of documents, plans and policies that form part of the Local Development Framework (LDF). It also reviews and identifies the resources required, potential constraints and milestones to monitor progress.

The latest draft LDS is dated March 2011 and received the Council's Executive approval at its meeting on 3 March 2011. The LDS was approved by the Government Office for the South East (GOSE) on 14 March 2011.

What's the [Core Strategy](#)?

As part of the LDF, we are preparing the Core Strategy Development Plan Document (DPD).

The Core Strategy is the main, over-arching, strategic part of the LDF that sets out a vision and spatial strategy for Guildford borough up to 2030, detailing how the borough will change. The policies in the Core Strategy will guide the location and type of new housing, offices, shops, transport and leisure facilities needed to achieve that vision.

The Core Strategy sets out a vision for:

- how we want the borough to look and feel, and
- how our communities will develop

It also makes planned decisions about the use of land in the borough up to 2030.

When it is adopted, the Core Strategy policies will replace some Guildford Borough Local Plan (2003) policies. This is important for the consideration of planning applications. The remaining saved policies of the Local Plan will be replaced by later LDF documents as set out in the Local Development Scheme.

Frequently asked questions on Gypsies, Travellers and Travelling Showpeople

Who are Gypsies and Travellers?

Romany Gypsies and Irish Travellers are defined as a minority ethnic group under the Race Relations Act (amended version in 2000). There are a number of Gypsy and Traveller communities which each have their own history and tradition:

- Gypsy and Romany ethnic groups who have lived in Britain for around 600 years. Their ancestors originate from northern India.
- Irish Travellers are a nomadic group with a distinctive way of life who have been part of the Irish and British society since ancient times.

New Travellers are people of settled background who adopted a travelling lifestyle in the more recent past, although some are now in their third or fourth generation of travelling (Earle et al, 1994)¹

The Planning Definition (as identified in Circular 01/2006)²² identifies Gypsies as:

“Persons of nomadic habit of life whatever their race or origin, including such persons who on the grounds of their own or their family’s or dependents’ education or health need or old age have ceased to travel temporarily or permanently, but excluding members of an organised group or Travelling Showpeople or circus people travelling together as such”.

Who are Travelling Showpeople?

The planning definition of Gypsies and Travellers as identified in Circular 01/2006, specifically excludes Travelling Showpeople or circus people. Travelling Showpeople are identified in Circular 04/2007 as:

“Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family’s or dependents’ more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers as defined in ODPM Circular 1/2006.”

Travelling Showpeople occupy plots rather than pitches which reflects the term traditionally used by Travelling Showpeople and differentiates plots which may need to incorporate space for the storage and maintenance of equipment as well as residential use.

²² Planning for traveller sites: Consultation April 2011. This consultation seeks views on a new draft Planning Policy Statement for traveller sites. The final Statement will replace current policy set out in *Circular 01/06 (ODPM): Planning for Gypsy and Traveller Caravan Sites* and *Circular 04/07: Planning for Travelling Showpeople*.

Circular 04/2007 states that sites on the outskirts of built-up areas may be appropriate, or rural or semi-rural areas, but new development in the open countryside away from existing settlements, or outside areas allocated in Development Plan Documents, should be strictly controlled. This differs from the emphasis in Circular 01/06 in that Gypsy sites in the Green Belt are normally inappropriate and alternatives should be considered before Green Belt locations. Gypsies can also have rural exception sites. This is also emphasised in the new Traveller consultation document.

How many Gypsies and Travellers are there?

It is difficult to establish accurately the number of Gypsies and Travellers in Britain as they are not currently identifiable as a separate ethnic group in the Census. Estimates of the Gypsy and Traveller population in Britain vary widely - from 82,000 to 300,000 including those living in bricks and mortar housing.

Approximately how many Gypsy and Traveller caravans are there?

The Government collates a twice-yearly Gypsy and Traveller Caravan Count which is carried out by councils in January and July.

The January 2011 Caravan Count identified that there are 135 Gypsy and Traveller caravans in Guildford borough including unauthorised caravans.

Note: There are normally two caravans per pitch - one static mobile home and one tourer/trailer caravan.

How many Travelling Showpeople are there?

Up until now, Travelling Showpeople have not been included within the bi-annual caravan counts. There is therefore no real way of any national figures being obtained other than through the Travelling Showmen's Guild (even then not all Showpeople are members).

Why are more authorised caravan pitches needed?

The Communities and Local Government webpage (www.communities.gov.uk/planningandbuilding/travellers) states that around 20 percent of traveller caravans are on unauthorised sites and are therefore considered as homeless. It is important that more sites are identified to meet the accommodation needs of Gypsies and Travellers. Meeting this need will help to prevent the use and development of more unauthorised sites, improve community relationships and decrease costly enforcement action against Gypsies and Travellers.

Guildford Borough Council approved two public sites in the 1990's and since then few private sites have been granted planning permission. With growing overcrowding and unmet demand the levels of unauthorised encampments and developments are likely to rise.

Where do Gypsies, Travellers and Travelling Showpeople live?

The nomadic way of life is a tradition that has existed within the Gypsy, Traveller and Travelling Showpeople cultures for centuries. It is a tradition that allows Gypsies, Travellers and Travelling Showpeople to travel, take up work opportunities and meet with family. Where a Gypsy, Traveller or Showperson settles depends on a variety of reasons, such as work, health and education. Many Gypsies, Travellers and Showpeople prefer to buy their own land rather than relying on councils to provide it for them. However, due to the difficulty in finding suitable sites in planning terms, a high proportion of planning applications for Gypsy, Traveller and Showpeople sites are unsuccessful.

If Showpeople are travelling why do they require permanent sites?

Although their work requires travelling around the country, Showpeople nevertheless require secure, permanent bases for the storage of their equipment and more particularly for residential purposes. Such bases are mostly occupied during the winter, when many Showpeople will return with their caravans, vehicles and fairground equipment. For this reason, these sites traditionally have been referred to as winter quarters. But increasingly Showpeople's quarters are occupied by some member of the family permanently. Older family members may stay on site for most of the year and there are plainly advantages in children living there all year to benefit from uninterrupted education. In recent years many Showpeople have had to leave traditional sites which have been displaced by other forms of development. Some Showpeople have had considerably difficulty in obtaining planning permission for alternative sites. This has led to overcrowding on some sites, and caused some Showpeople to leave their home area in an attempted to find sites elsewhere.

What is a transit site?

Transit sites are authorised sites which are used for short stays by Gypsies, Travellers and Showpeople. The sites are provided on a permanent basis by councils and have basic amenities and services, which include water supply, shared toilets, washing facilities/utility rooms and waste disposal. All transit sites are managed and are subject to rent and council tax.

What is a residential site?

Also referred to as permanent sites, these sites are either provided by councils or are owned by Gypsies, Travellers and Showpeople themselves. The sites are used as a long-term residence by Gypsies, Travellers and Showpeople. The residential sites are either managed by a sites manager (council sites) or by the Gypsies, Travellers and Showpeople themselves (privately owned sites). They have a number of amenities including, water supply, electricity and individual toilets and utility rooms.

What is an unauthorised encampment?

This is land which is not owned by Gypsies, Travellers and Showpeople but is used without permission of the owner.

What is an unauthorised development?

Land that is owned by Gypsies, Travellers and Showpeople but does not have planning permission from the local authority for the use as a residential or transit site.

What action can the council take against unauthorised developments or encampments?

In the United Kingdom, planning laws are used to control development of our urban and rural environments. The planning enforcement team at the Council investigate and enforce against alleged breaches of planning control. We may seek to negotiate an acceptable outcome, or serve formal notices requiring the breach to be stopped or rectified.

The Council and police do not have a duty to move encampments on when they are camped without the landowners' permission. The powers given to councils and the police are discretionary and can only be used when certain conditions exist; they must be used lawfully and be in compliance with Human Rights legislation. Failure to comply with both civil and criminal procedures could result in a costly legal challenge and the loss of those powers.

The duty of the police is to preserve the peace and prevent crime. Trespass on land by itself is not a crime but a civil matter and the responsibility of the landowner. Landowners can get more information from the local county court (www.courtservice.gov.uk) or the Citizens Advice Bureau.

If unauthorised encampment takes place on council owned land the Council can use Section 77 of the Criminal Justice and Public Order Act 1994 to require encampers to leave and remove their vehicles and property. Councils are legally obliged to consider common humanity when using their powers and actions must be proportionate and accord with the Human Rights Act.

For further information on planning enforcement see our website at: www.guildford.gov.uk/planning/planningenforcement

Glossary There is a useful glossary of Gypsy and Traveller and Travelling Show people terms at the back of the [West Surrey Gypsy and Traveller Accommodation Assessment](#) 2006.

Contact us

[Planning Policy](#)

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