

INTERIM LOCAL STRATEGIC  
STATEMENT FOR SURREY  
2016-2031

DECEMBER 2017

# Interim Surrey Local Strategic Statement 2016 – 2031

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## Executive Summary

### Introduction

This draft interim Local Strategic Statement (LSS) for Surrey is not a statutory document, but is intended to set out a consensus around common objectives and priorities through an overarching spatial planning vision for the county covering the period 2016 - 2031. It is a key tool to help councils manage growth sustainably and provides important evidence to demonstrate that cooperation on strategic matters is an integral part of their Local Plan preparation. It is informed by existing and new evidence developed to support Local Plan preparation by the borough, district and county councils.

The LSS provides an important high level statement which articulates the growth ambitions and spatial priorities of Surrey authorities for the short to medium term and will form the basis of engagement on strategic issues as authorities progress Local Plans. It will also enable authorities to respond collectively on sub-regional and regional matters such as the London Plan review and engage with any sub-regional infrastructure and spatial development strategies arising from the devolution bid for the Three Southern Counties (3SC) and with Transport for the South East as it develops its transport strategy.

### Shared challenges across Surrey

The overarching challenge facing local planning authorities is how to balance development pressures in this area of buoyant economic growth close to London, Heathrow and Gatwick without compromising the quality of life of its residents and the high quality natural and built environment. Particular challenges include the following.

- As far as possible, meeting development needs in a sustainable way where the design and quality of development remains high in a county that faces significant constraints including Green Belt and migratory pressures from London.
- Delivering the mix, size and tenure of homes required to meet the needs of specific groups of the population including travellers, the elderly, students and those with identified affordable housing needs.
- Supporting a strong, competitive economy and fostering increased competitiveness and connectivity in the face of infrastructure deficits, environmental constraints and competition from other uses across the county.
- Delivering the service and infrastructure improvements needed to support Surrey's residents, now and in the future, given the substantial gaps in funding identified and the level of growth anticipated.
- Dealing with the effects of climate change, in particular the challenges posed by flood risk.
- Safeguarding the high quality natural environment and habitats across the county in the face of significant pressure for growth.
- Safeguarding mineral reserves from sterilisation where extraction could be economically viable to ensure sufficient resources to supply the construction industry.

### A sustainable growth strategy for Surrey

#### Vision

Our vision is for a county of **well-functioning, well-connected places and healthy communities**. Surrey recognises its role in the wider South East and will build on its strengths while retaining the qualities which give the county its distinctive character. Through collaborative working, local authorities and partner agencies will seek positive and innovative solutions to shared challenges to meet the need for homes, support

economic prosperity and infrastructure improvements and to maintain and enhance the natural and built environment.

### Strategic objectives of the interim LSS

The following strategic objectives are intended to guide Local Plans in delivering the overall vision for the county.

- **Objective 1: Supporting Economic Prosperity** - Local authorities will work with partner organisations including the LEPs, business support organisations, the business community and education and training providers to help support a strong, competitive economy.
- **Objective 2: Meeting Housing Needs** - Local planning authorities will work together and with infrastructure providers to deliver planned growth and positively seek to accommodate their housing requirement and meet specific housing needs.
- **Objective 3: Delivering Infrastructure** - Local authorities will work together with public and private sector partners to ensure sufficient capacity is available or can be delivered to support growth and meet the needs of new development.
- **Objective 4: Supporting environmental sustainability, natural resource management and conserving and enhancing the character and quality of the countryside and openness of the Green Belt** - Local planning authorities will work together and with partners to invest in natural capital, avoid adverse effects on the environment, improve resilience to climate change and protect heritage assets to support economic prosperity and the wellbeing of residents.

### Sub-areas

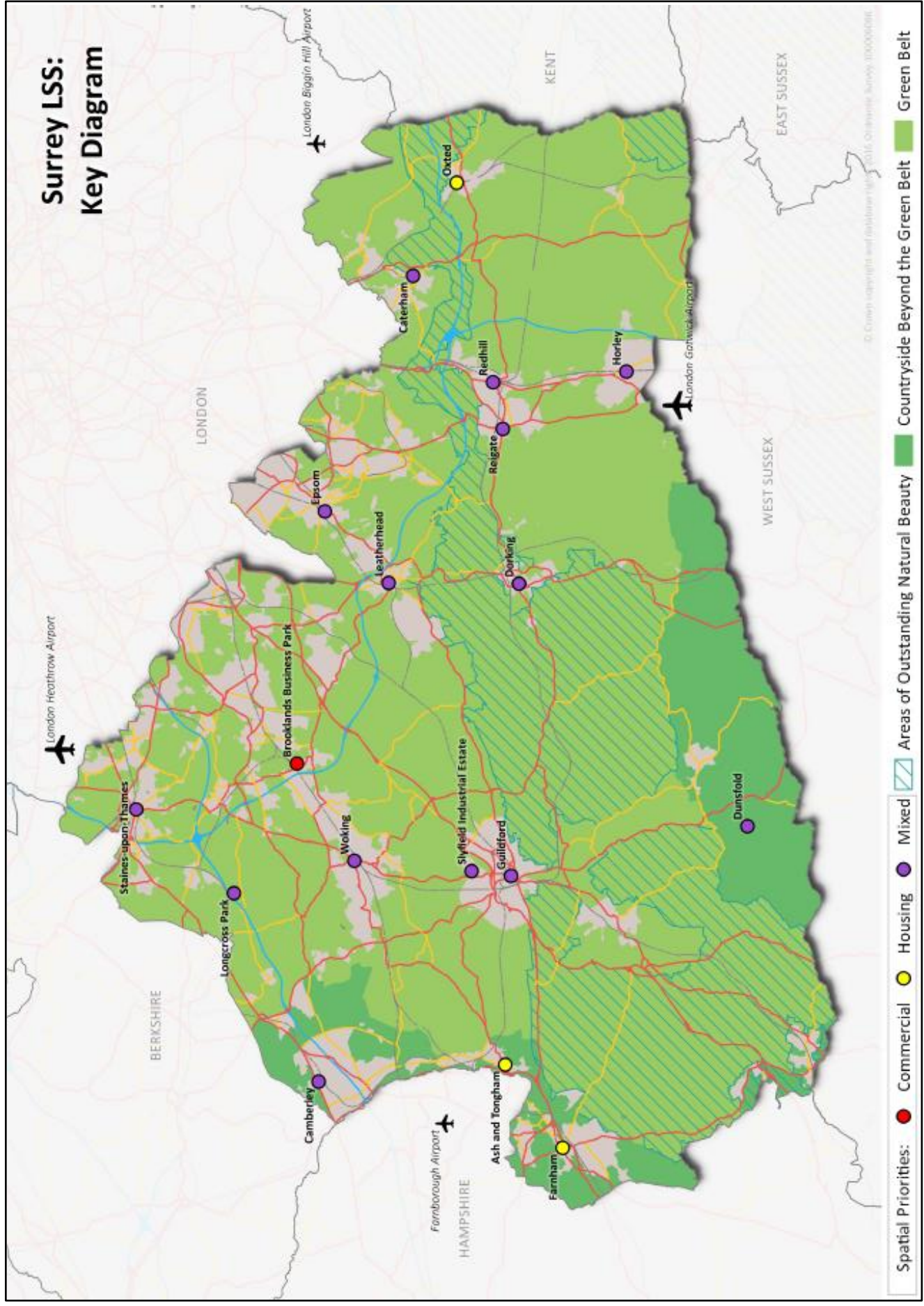
The LSS considers four sub-areas to allow an additional level of detail to be provided on how the LSS challenges present themselves in different parts of the county. The sub-area sections also provide a more detailed commentary on the key priorities and locations for growth in each area. However, it should be noted that the sub-area sections present a strategic overview and the evidence bases underpinning Local Plans will add a finer level of detail on the functional links of each local authority area on different issues including with those beyond the county boundary. The four sub-areas the LSS considers are as follows.

- **Upper M3:** Located in north west Surrey and made up of the boroughs of Elmbridge, Runnymede and Spelthorne.
- **East Surrey:** Made of up the boroughs and districts of Epsom & Ewell, Mole Valley, Reigate & Banstead and Tandridge
- **Blackwater Valley:** The Blackwater Valley extends over north east Hampshire, north west Surrey and the southern parts of Bracknell Forest and Wokingham districts and incorporates areas of Guildford, Surrey Heath and Waverley boroughs in Surrey.
- **A3 corridor:** The corridor surrounding the A3 incorporates large areas of the boroughs of Guildford, Waverley and Woking.

The key diagram presents an overview of the potential constraints to development across the county and the spatial priorities over the period of the interim LSS.

The strategic transport projects map from the Surrey Infrastructure Study highlights some of the priority strategic projects across the county. Crossrail 2 straddles the boundary with Greater London and there are projects such as the A3/Hook junction improvements just outside Surrey that will allow for improved capacity and connectivity and help to bring forward and support growth to meet future housing and economic needs in the county.

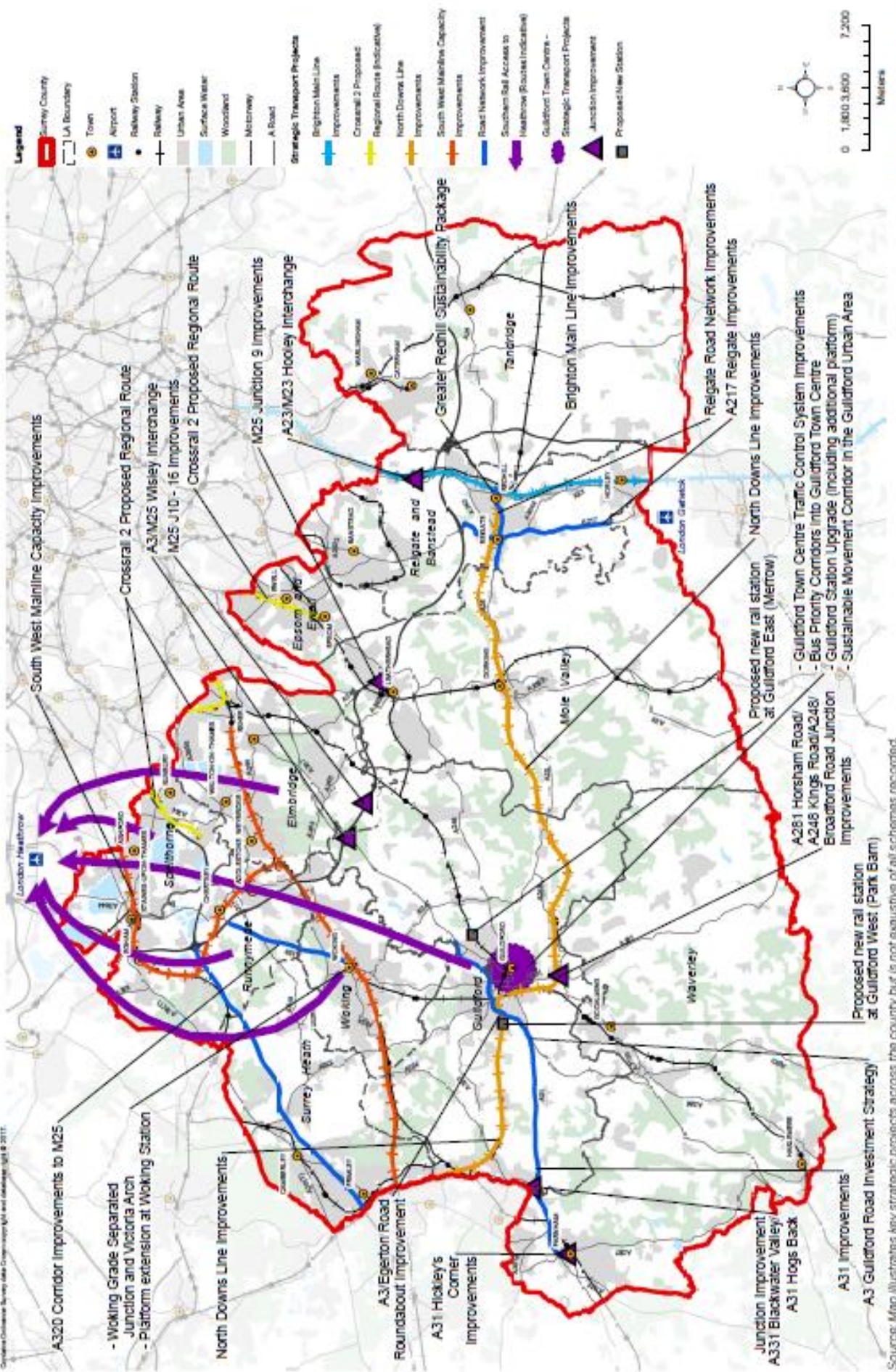
# Surrey LSS: Key Diagram





# Strategic transport projects

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Sources: Map illustrates key strategic projects across the county but is not exhaustive of all schemas recorded.

## **Delivery and Monitoring**

Infrastructure investment is critical to unlock scheme delivery, achieve the sub-area priorities and – ultimately - deliver the LSS strategic objectives.

- Investment in transport and flooding infrastructure as well as education and health provision, is needed from service providers, relevant authorities and Government agencies.
- Bids to, and grant funding from, Government and other organisations such as the Coast 2 Capital and Enterprise M3 Local Enterprise Partnerships will be important to delivery transport infrastructure, flood mitigation infrastructure and measures to promote economic development.
- Use of section 106 money collected from developers, and Community Infrastructure Levy receipts will help manage the impacts of new growth and can be used as match funding to leverage in additional funding.

Achieving the LSS strategic objectives will require close working between local authorities both within and beyond the Surrey county boundary and statutory bodies such as the Environment Agency. Whilst this LSS focuses on the Surrey county area, functional planning areas and infrastructure corridors, frequently cross administrative boundaries. Particular matters which will require joint working beyond the county boundary are:

- Housing and traveller accommodation
- Development for employment uses
- Retail needs
- Transport
- Education health and other services
- Green infrastructure, landscape and flooding

Monitoring of the strategic objectives of the LSS through a series of key indicators will be co-ordinated on a regular basis by SPOA.

# 1. Working Together

## Background

- 1.1 In July 2014, Surrey Leaders' Group agreed to establish a Strategic Planning and Infrastructure Partnership to facilitate joint working to address strategic issues and deliver on strategic priorities.
- 1.2 The Partnership was formed in response to various issues and pressures, in particular:
- to assist Surrey authorities with their ongoing work and cooperation when preparing Local Plans and satisfying the Duty to Cooperate legal requirement, which requires authorities to demonstrate how they have engaged "constructively, actively and on an on-going basis" with neighbouring authorities and other organisations on strategic planning matters;
  - the need to make a stronger case for infrastructure investment in Surrey; and
  - emerging pressures from London, notably unmet housing needs, and the advantage of having a collective voice to engage with the Mayor/GLA.
- 1.3 The scope of the Partnership envisages the development of a planning and investment framework which would comprise:
- 1) a Local Strategic Statement (LSS) that sets out shared objectives around spatial, infrastructure and economic issues and a broad direction for spatial planning on strategic priorities;
  - 2) a Memorandum of Understanding on how councils will work together towards an LSS and more generally on strategic planning; and
  - 3) an Investment Framework to support the delivery of the strategic priorities in the LSS including a co-ordinated approach to infrastructure funding and delivery that builds on the Surrey Infrastructure Study.
- 1.4 The LSS is not a statutory document, but is intended to set out a consensus around collective needs and common objectives and priorities through an overarching spatial planning vision for Surrey. It is a key tool to help councils manage growth sustainably and provides important evidence to demonstrate that strategic cooperation is an integral part of their Local Plan preparation. It is informed by existing and new evidence developed to support Local Plan preparation by the borough, district and county councils and by the Surrey Infrastructure Study. It reflects the Coast to Capital and Enterprise M3 Strategic Economic Plans (SEPs) and takes account of other wider relationships.

## Case for an 'interim' LSS for 2016-2031

- 1.5 A Memorandum of Understanding has been agreed by the County Council and all of the Surrey boroughs and districts. It is supported by a Terms of Reference for the Partnership that sets out how the signatories to the MoU - the Surrey Planning and Infrastructure Partnership Board - will work to deliver the LSS and other work to help meet the requirements of the Duty to Cooperate. The MoU and ToR are set out in Annex 1.
- 1.6 There has been considerable progress made on the first stage of work to compile an evidence base involving completion of Strategic Housing Market Assessments (SHMAs) and Green Belt assessments and assembling an overview of infrastructure needs and economic growth ambitions. However, due to the different positions and timetables for Local Plan preparation for each borough and district not all studies have been completed.
- 1.7 All Surrey authorities now have up-to-date SHMAs that are considered to be compliant with the National Planning Policy Framework (NPPF). Guildford, Waverley and Woking have worked together to

produce a West Surrey SHMA and Runnymede and Spelthorne have worked together on a joint SHMA. Elmbridge, Epsom & Ewell and Mole Valley have undertaken a joint SHMA with the Royal Borough of Kingston upon Thames and a revised SHMA for Surrey Heath, working jointly with the Hampshire districts of Hart and Rushmoor has been completed. Reigate & Banstead published an updated SHMA and supplementary paper on housing need/demand to support the Core Strategy Examination in 2012 and this evidence was found 'sound' by the Inspector. Tandridge also published its own SHMA in 2015 with a supporting technical paper concluding that the district is a functional component of an HMA including LB Croydon, Reigate & Banstead and Mid Sussex. Annex 2 sets out the objectively assessed housing need (OAHN) for each borough and district compared with Local Plan targets and annual housing completion rates.

- 1.8 A number of boroughs and districts have published recent Green Belt assessments: Elmbridge, Mole Valley, Guildford, Reigate & Banstead, Runnymede, Spelthorne, Tandridge, Waverley and Woking. For Epsom & Ewell, assessment work is underway/continuing to confirm the robustness of existing Green Belt boundaries. Surrey Heath is not currently planning any Green Belt assessment work. Some benchmarking is likely to be needed given the varying methodologies used.
- 1.9 The [Surrey Infrastructure Study](#) provides an overview of the development pressures the county is facing as set out in existing and emerging Local Plans and the infrastructure needed to support expected growth to 2031. These pressures include Surrey not just meeting its own growth needs but also its continuing role in housing those who work in London and want or need to live outside the capital. The report presents the anticipated infrastructure requirement for each element of infrastructure (including transport, schools, healthcare, social care, community facilities, green infrastructure, flood defences, waste, utilities and emergency services), maps existing capacity against expected development and highlights the extent to which there is a gap in funding to enable the delivery of the infrastructure required. It provides a comprehensive picture of growth and infrastructure at a strategic level across Surrey and will help to inform how decisions on infrastructure priorities and funding will impact on job creation and the extent to which meeting housing needs might be achieved.
- 1.10 The Enterprise M3 SEP (2014) and the Coast to Capital SEP (2014) set out the visions and aims for their areas and the interventions necessary to support and deliver the economic growth envisaged. In particular, they identify the most important towns for the economy and growth that are to be targeted for regeneration and investment. Both LEPS are expected to refresh their SEPs in 2018. The districts and boroughs also have their own economic strategies and, as part of their local plan work in planning for economic development, are starting to build up evidence on the needs of the Functional Economic Area (FEA) of which they form a part and the quantity and quality of employment land through employment land reviews.
- 1.11 There are also wider relationships with other areas that need to be taken into account in considering strategic planning issues especially:
  - Blackwater Valley - Surrey Heath has been working closely with Rushmoor and Hart councils in Hampshire on housing market and employment land assessments, but the wider Blackwater Valley area with its functional travel to work and housing market links also extends to parts of Guildford, Waverley and Bracknell.
  - Gatwick Diamond - There have been strong working relationships between the four east Surrey authorities and the West Sussex authorities of Crawley, Horsham and Mid Sussex for many years



and a first Gatwick Diamond Local Strategic Statement was endorsed by Surrey County Council, West Sussex County Council and Crawley, Horsham, Mid Sussex, Mole Valley and Reigate & Banstead in 2011. A revised LSS was agreed in June 2017.

- London - Surrey authorities are involved in discussions with the Mayor/GLA and other local authorities across the wider South East on shared priorities including infrastructure and the full review of the London Plan. There is also a Heathrow Strategic Planning Group that has recently been set up that covers authorities in Greater London, Surrey and Berkshire which have strong links to the airport and are impacted by its growth.

1.12 Despite progress on the evidence base, there are still gaps that will need to be filled before an LSS looking to 2036 and beyond can be developed. This LSS, however, will provide an important interim statement enabling Surrey authorities to articulate their growth ambitions and spatial priorities for the short to medium term and engage on strategic issues as they progress Local Plans. It will also enable them to respond collectively on sub-regional and regional matters such as the London Plan review and engage with any sub-regional infrastructure and spatial development strategies arising from the devolution bid for the Three Southern Counties (3SC) and with Transport for the South East as it develops its transport strategy.

## 2. Surrey Overview

### Context

- 2.1 Situated between Greater London to the north, the South Downs National Park to the south west and Gatwick Airport to the south, Surrey is the most urbanised shire county in England. Home to about 1.15m people in 2015, some 87% of the population live in urban areas. The county is characterised by a polycentric settlement pattern of large and small towns but with no one dominant city or conurbation. Guildford is the most significant urban settlement and county town. Other major towns are Camberley, Epsom, Redhill, Staines-upon-Thames and Woking.
- 2.2 About 85% of the area is countryside and approximately 70% is designated as Metropolitan Green Belt. Large parts of Surrey's countryside are recognised nationally to be of high landscape quality. A total of 44,800 hectares of the county is covered by national landscape designations including the Surrey Hills Area of Outstanding Natural Beauty (AONB) and the High Weald AONB. The County also contains a number of Special Protection Areas (SPAs), which put particular limitations on development. This includes, but is not limited to, the Thames Basin Heaths SPA that covers significant parts of north and west Surrey.
- 2.3 Surrey is one of the top-performing economies in the UK with high productivity output, strong growth rate and a diverse business base with good representation of growth sectors such as advanced manufacturing/engineering, business and professional services, pharmaceuticals, life sciences and healthcare and niche and emerging sectors. It is home to 66,540 active businesses (2014) including a significant number of international headquarters, but 99.5% of businesses are small and medium enterprises. The county undoubtedly benefits from its strong strategic location relative to London. Proximity to Heathrow and Gatwick Airports and the network of road, rail and air links ensures that UK, European and global markets are easily accessible. Surrey's continued economic growth is important to the prosperity of the UK.
- 2.4 The county also benefits from a highly skilled workforce. Patterns of commuting are dominated by flows across the London boundary especially to Central London and to Heathrow and Gatwick airports and firms that support the airports are an important source of jobs for Surrey residents. There is also significant in-commuting to Surrey from surrounding authorities, particularly by those in lower paid jobs who cannot access suitable housing in the county.
- 2.5 Surrey's success, attractiveness and typically high quality of life and proximity to London mean that it is a desirable place to live and there is high demand for housing to meet the needs arising from its resident population and immigration, most especially from London. However, there are some pockets of deprivation in certain urban areas in Guildford, Woking and parts of Elmbridge, Reigate & Banstead, Spelthorne and Tandridge. House prices tend to be high - the average house price in Surrey in 2015 was £450,000, compared with £317,000 in neighbouring counties - and there is a considerable need for affordable housing, especially for family homes, that is not being met.
- 2.6 The recent recession, however, has shown that Surrey's economic success cannot be taken for granted and investment in infrastructure, particularly transport infrastructure is needed to support a strong, competitive economy. With the exception of the orbital M25, the main road and rail links are radial, focussed on London, prompting calls for investment to improve the North Downs Line connecting Redhill (and Gatwick), Guildford and Reading. The M3, M23 and M25 motorways and the A3 trunk road all experience congestion at peak times on key stretches and many 'A' roads have congestion

bottlenecks, particularly in the more densely populated northern parts of the county and around Guildford. The cost of congestion to the Surrey economy is estimated at £500 million per annum.

- 2.7 Surrey's population is expected to grow by some 100,000 people by 2031, but those aged 20-69 will decrease slightly whereas those over 70 will increase. An ageing population will give rise to greater demands for different forms of housing and increasing needs for healthcare and accessible infrastructure.

### **Analysis of strengths, weaknesses, opportunities and threats**

- 2.8 A Surrey-wide SWOT analysis has been prepared as part of establishing the context for the LSS. It is based on an assessment of a range of strategic documents including the Surrey Infrastructure Study, Local Transport Plan, Rural strategy, Enterprise M3 and Coast to Capital SEPs, Surrey Joint Health and Wellbeing Strategy, Surrey Landscape Character Assessment, Natural Capital Investment Strategy for Surrey and various Surrey Future and Surrey Connects documents.

<i>Strengths</i>	<i>Weaknesses</i>
<ul style="list-style-type: none"><li>• High quality landscapes including AONB</li><li>• A strategic location in the South East with road, rail and airport connections to London, the rest of the UK and international business destinations</li><li>• A large and diverse concentration of knowledge industries, IT, telecommunications, biotechnology and advanced engineering companies</li><li>• A highly skilled workforce</li><li>• A number of well-regarded universities, further education colleges and research centres</li><li>• Generally high quality of life across Surrey - pockets of deprivation exist but are limited</li><li>• Important biodiversity assets including internationally protected sites</li></ul>	<ul style="list-style-type: none"><li>• Lack of appropriate infrastructure constrains business growth</li><li>• High levels of traffic congestion cost the county up to £550m in lost earnings each year</li><li>• High risk of flooding in parts of Surrey from fluvial sources putting homes, businesses and people at risk</li><li>• Significant housing affordability issues across the county</li><li>• Many rail services at capacity with peak time overcrowding</li><li>• Access to services and public transport in more rural areas continues to be an issue</li><li>• Pockets of deprivation do exist with a range of social problems</li><li>• Deterioration of landscape and woodlands in places and the loss of heathland and downland</li><li>• Changes in farming in rural Surrey and small rural businesses having shut down or moved</li><li>• Pollution from congestion and other activities is an issue in parts of the county</li></ul>

### *Opportunities*

- Investment in Surrey would provide an opportunity to drive economic growth across a much wider area
- Opportunities to address road congestion and improve public transport and journey time reliability
- Opportunities to use technology and innovative ways of working to increase productivity
- Town centre regeneration can improve the vitality and viability of Surrey's centres and benefit the visitor economy
- Airport expansion at Heathrow and/or Gatwick offers opportunities to secure investment in road and rail
- Growth Towns of Guildford and Woking and Step up Towns of Camberley and Staines-upon-Thames offer opportunities for significant economic growth
- Crossrail 2 offers opportunities to improve transport connectivity and increase capacity on the SWML to help bring forward and support new housing
- Securing high quality development supported by the right infrastructure will facilitate intensification and promote healthy and sustainable communities
- Investment in the natural environment can help future-proof against the effects of climate change and extreme weather

### *Threats*

- Continued threats to the natural environment and biodiversity and the need to deliver SANG to mitigate impacts on the TBH SPA leads to land constraint issues in terms of housing delivery
- Congestion threatens business growth across the county
- Lack of affordable housing contributes to recruitment difficulties in some sectors
- A substantial gap in funding to deliver the necessary infrastructure to support growth
- An ageing population will present a number of challenges
- Crossrail 2 brings with it a number of challenges including added pressures for development
- Significant flood risk in parts of the county exacerbated by the impacts of climate change
- High land values and housing pressures makes safeguarding employment sites a concern in parts of the county
- Expansion of Heathrow will need improved surface access to be delivered
- London and Surrey are increasingly interconnected - the flow of migrants from London into Surrey increases pressure to provide additional housing in the county

- 2.9 Proposed changes to national planning policy will also have implications for the LSS, for example expected changes to the NPPF and the provisions of the Neighbourhood Planning Bill and forthcoming Housing White Paper. The Government's emphasis on meeting housing needs on brownfield sites and building starter homes for sale, will have implications for ensuring that there is sufficient employment land to meet economic growth needs and for an authority's ability to deliver a range of tenures to meet identified housing needs.

### **Shared Challenges**

- 2.10 The very things that make Surrey an attractive location in which to live and work also constrain its growth. The overarching challenge facing the county is how to balance development pressures in this area of buoyant economic growth close to London, Heathrow and Gatwick without compromising the quality of life of its residents and the high quality natural and built environment. Particular challenges include the following.

- As far as possible, meeting development needs in a sustainable way where the design and quality of development remains high in a county that faces significant constraints including Green Belt and migratory pressures from London. On the basis of evidence to date, it appears that Surrey is only likely to be able to meet between approximately 50% and 75% of its objectively assessed



housing needs over the next 15 years (see Annex 2) and few adjoining authorities will be able to contribute to meeting any unmet needs.

- Delivering the mix, size and tenure of homes required to meet the needs of specific groups of the population including travellers, the elderly, students and those with identified affordable housing needs in a county that has historically struggled to meet the needs of identified groups due to environmental constraints, high affordability pressures and availability of sufficient housing land.
- Supporting a strong, competitive economy and fostering increased competitiveness and connectivity in the face of infrastructure deficits, environmental constraints and competition from other uses across the county.
- Delivering the service and infrastructure improvements needed to support Surrey's residents, now and in the future, given the substantial gaps in funding identified and the level of growth anticipated. Reliance on public sector funding is no longer an option and there is a need to lever in a much higher proportion of investment from the private sector including through developer contributions.
- Dealing with the effects of climate change, in particular the challenges posed by flood risk, and the need to address air quality issues in parts of the county.
- Safeguarding heritage and the high quality natural environment and habitats across the county in the face of significant pressure for growth.
- Safeguarding mineral reserves from sterilisation where extraction could be economically viable to ensure sufficient resources to supply the construction industry.

### 3. Sustainable Growth Strategy for Surrey

#### Vision

- 3.1 Our vision is for a county of **well-functioning, well-connected places and healthy communities**. Surrey recognises its role in the wider South East and will build on its strengths while retaining the qualities which give the county its distinctive character. Through collaborative working, local authorities and partner agencies will seek positive and innovative solutions to shared challenges to meet the need for homes, support economic prosperity and infrastructure improvements and to maintain and enhance the natural and built environment.

#### Strategic Objectives

##### 3.2 Objective 1: Supporting Economic Prosperity

Local authorities will work with partner organisations including the LEPs, business support organisations, the business community and education and training providers to help support a strong, competitive economy by:

- identifying and safeguarding strategic employment sites and promoting their regeneration to support existing businesses and to meet anticipated development needs in current and emerging sectors;
- ensuring a range of sites and premises, including new employment land allocations in Local Plans, are available in sustainable locations or locations that can be made sustainable to meet anticipated local and inward investment needs;
- encouraging a mix of uses in and around town centres to ensure an appropriate balance between commercial and residential development;
- encouraging education and training providers to ensure skills provision meets business requirements and the resident workforce can benefit from new job opportunities; and
- recognising that minerals are necessary to support sustainable economic growth and safeguarding potentially viable mineral resources.

##### 3.3 Objective 2: Meeting Housing Needs

Local planning authorities will work together and with infrastructure providers to deliver planned growth and positively seek to accommodate their housing requirement and meet specific housing needs by:

- identifying the potential barriers to the delivery of major sites and regeneration opportunities in town centres and prioritising infrastructure investment that supports their delivery;
- ensuring a range of housing types and sizes to help meet the need for starter homes, self-build properties, traveller pitches/plots, affordable housing and the needs of an ageing population;
- maximising the potential of brownfield land to deliver housing without compromising the supply of employment sites to provide for business needs;
- undertaking Green Belt assessments and, where required and appropriate, to consider local boundary reviews to help meet identified needs, notwithstanding the need to maintain the general extent of the Green Belt in Surrey and identifying additional Green Belt land where justified; and
- ensuring that pressures for intensification result in well-designed developments that respect local character, enhance the historic environment, promote sustainable transport choices and contribute to improved health and wellbeing.

### 3.4 **Objective 3: Delivering Infrastructure**

Local authorities will work together with public and private sector partners to ensure sufficient capacity is available or can be delivered to support growth and meet the needs of new development. The following priorities are identified.

- Investment should be programmed to fund identified improvements so that development and infrastructure delivery can be aligned.
- Investment is needed in road improvements to enhance connectivity and journey time reliability along the strategic route network especially the A3 corridor and congested parts of the local road network (including the transport network outside Surrey) to support the delivery of major sites.
- Modal shift and active travel are encouraged by increasing opportunities for sustainable travel through improvements to bus, cycling and pedestrian facilities to tackle congestion.
- Investment is needed to upgrade rail infrastructure and improve capacity and quality of passenger services in line with the Surrey Rail Strategy especially the North Downs Line, South West Mainline, Crossrail 2 and Southern Rail Access to Heathrow.
- Investment is needed in wider social and community infrastructure including education, healthcare and leisure facilities that addresses both cumulative development impacts and needs relating to strategic sites.
- Blue and green infrastructure is maintained and enhanced, including through the preparation of green infrastructure strategies, and green infrastructure is identified, developed and implemented in conjunction with new development to enhance landscape and townscape, manage flood risk and improve resilience to climate change.
- Superfast Broadband is delivered to those remaining areas not yet connected and to all new developments
- Investment is needed in energy and water and sewerage infrastructure to support future growth priorities.
- Investment is needed in flood mitigation measures, including the River Thames Scheme, to reduce the risk of flooding to homes, businesses and infrastructure.
- Existing waste management facilities and viable sites for additional facilities are safeguarded to ensure sufficient capacity to address future waste management needs.

### 3.5 **Objective 4: Supporting environmental sustainability, natural resource management and conserving and enhancing the character and quality of the countryside and the openness of the Green Belt**

Local planning authorities will work together and with partners to invest in natural capital, avoid adverse effects on the environment, improve resilience to climate change and protect heritage assets to support economic prosperity and the wellbeing of residents by:

- recognising the importance of natural capital and the role of ecosystem services and pursuing opportunities for improving biodiversity and the air and water environment alongside development;
- positively managing and improving the condition of internationally, nationally and locally designated sites of nature importance;
- conserving and enhancing the distinctiveness of Surrey's landscapes and the natural beauty of the Surrey Hills AONB and High Weald AONB having regard to landscape character assessments and AONB Management Plans;
- promoting positive and high quality management of the countryside, particularly in areas closer to London, appropriate viable open space uses in the Green Belt and improving public access; and
- ensuring that land used for mineral working is restored to an appropriate future use and managed so that it brings value to the environment and local community.

### **Sub-area Priorities**

- 3.6 This strategy also envisages a number of spatial priorities for four sub-areas. The delivery of these priorities will support the implementation of the strategic objectives.

### **Upper M3**

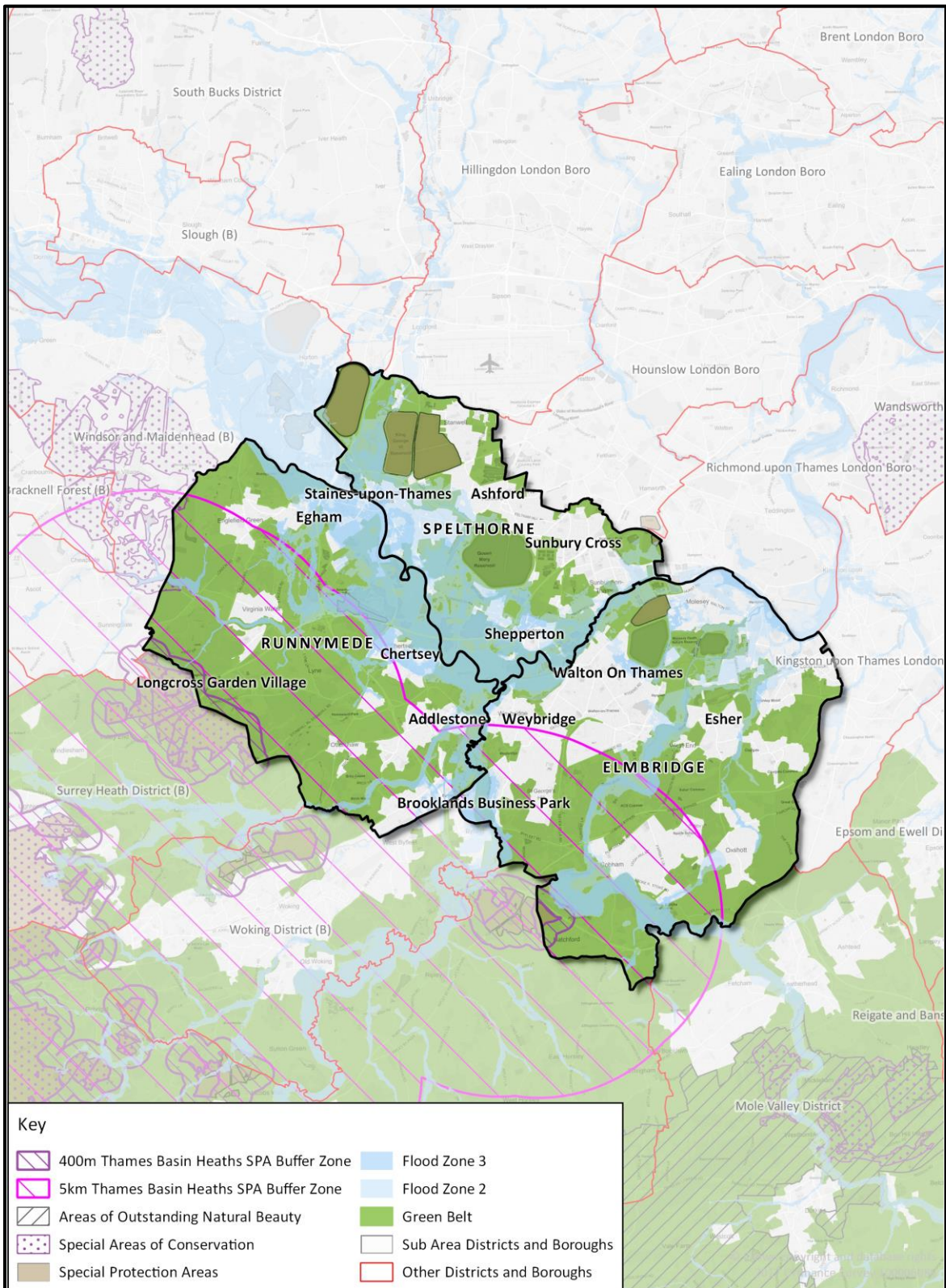
- 3.7 The Upper M3 Sub-area in north west Surrey includes the three boroughs of Elmbridge, Runnymede and Spelthorne. It has strong links with London including Heathrow Airport. The sub-area is relatively densely developed compared to the rest of Surrey and this is reflected in pressures on infrastructure, particularly health services, school places and congestion on the road network - with associated poor air quality - including stretches of the M25 (Junctions 10-14), M3 and A3 that run through it. There is a need for improved surface access to Heathrow and a Southern Rail Access that would also extend southwards to Woking/Guildford. Early consideration needs to be given to the impact on infrastructure should the expansion of Heathrow Airport be approved.
- 3.8 The largest town in the Upper M3 area is Staines-upon-Thames, which is a centre of sub-regional importance and is identified as a Step-up Town in the Enterprise M3 LEP's SEP. There is a range of other smaller centres in the sub-area including Walton-on-Thames, Weybridge, Esher, Ashford, Sunbury, Shepperton, Addlestone, Chertsey and Egham.
- 3.9 The local economy is generally characterised by high employment rates, skill levels and output per head with a high incidence of knowledge-based industries especially professional and financial services, ICT and advanced engineering. There is also a significant wholesale, storage and distribution sector that is partly related to the proximity of Heathrow Airport. The relative value of residential development in the area will require key employment sites to be protected. Alongside this, new sites for warehousing and distribution uses will need to be allocated where appropriate given the projected demand for such uses.
- 3.10 A significant part of the sub-area is designated Green Belt, which separates the towns and villages and contains the outward sprawl of London. However, gaps between settlements are more limited especially in those areas closer to London. In terms of the natural environment, there are internationally designated sites such as the Thames Basin Heaths SPA, South West London Waterbodies SPA and Windsor Forest and Great Park Special Area of Conservation (SAC). For new residential development within 400m – 5km of the Thames Basin Heaths SPA, there must be adequate Suitable Alternative Natural Greenspace (SANG) provided to ensure it does not give rise to significant adverse impacts on the ecological integrity of the SPA.
- 3.11 The River Thames and its tributaries such as the River Mole, River Wey and Bourne flow through the Upper M3 Corridor and many areas are at risk from fluvial flooding. The proposed River Thames Scheme would reduce flood risk in Egham, Staines-upon-Thames, Chertsey, Shepperton and Sunbury. The Scheme consists of large scale engineering work including the construction of a flood channel as well as improvements to three of the Thames weirs. There are also a number of major reservoirs and other artificial water bodies in the sub-area as a result of former mineral workings.
- 3.12 Given that the amount of developable land in the area is severely constrained, the ability to meet housing needs within the area will also be constrained. As well as maximising delivery on urban sites, reviews of Green Belt across the upper M3 area may indicate the potential to release some additional land subject to the necessary infrastructure being provided.



3.13 The key challenges facing the sub-area are:

- significant pre-existing infrastructure pressures, coupled with a lack of available funding for new/improved infrastructure and residents' concerns that more development will not be supported by adequate infrastructure investment;
- high levels of development pressure, in particular for housing, due to proximity to London and Heathrow set against significant constraints to development;
- high land values that favour market housing and limit delivery of affordable housing and warehousing;
- keeping town centres vibrant in the face of changing shopping habits and increased demand for leisure activities such as restaurants, cinemas and gyms etc.; and
- potential impacts of airport expansion.

Figure 3.1: Upper M3 - Constraints



Sub-area priorities and key locations

3.14 The sub area priorities in the Upper M3 are to:

- work with service providers and developers to deliver infrastructure to address existing problems and to support future growth given that pressure on existing infrastructure is a significant barrier to new development;
- meet as much housing need as possible in a sustainable way, including promoting measures to reduce the need to travel and sustainable transport choices;

- deliver a better mix of housing especially smaller family housing, affordable homes and specialist accommodation with major housing sites supporting a mix of different sizes and types of homes including affordable homes to ensure balanced communities;
- safeguard key employment sites and identify potential sites for the expansion of warehousing and distribution uses; and
- maximise the development potential of Longcross Village as a new settlement.

Table 3.1 shows how the Upper M3 sub area priorities help meet the strategic objectives of the LSS.

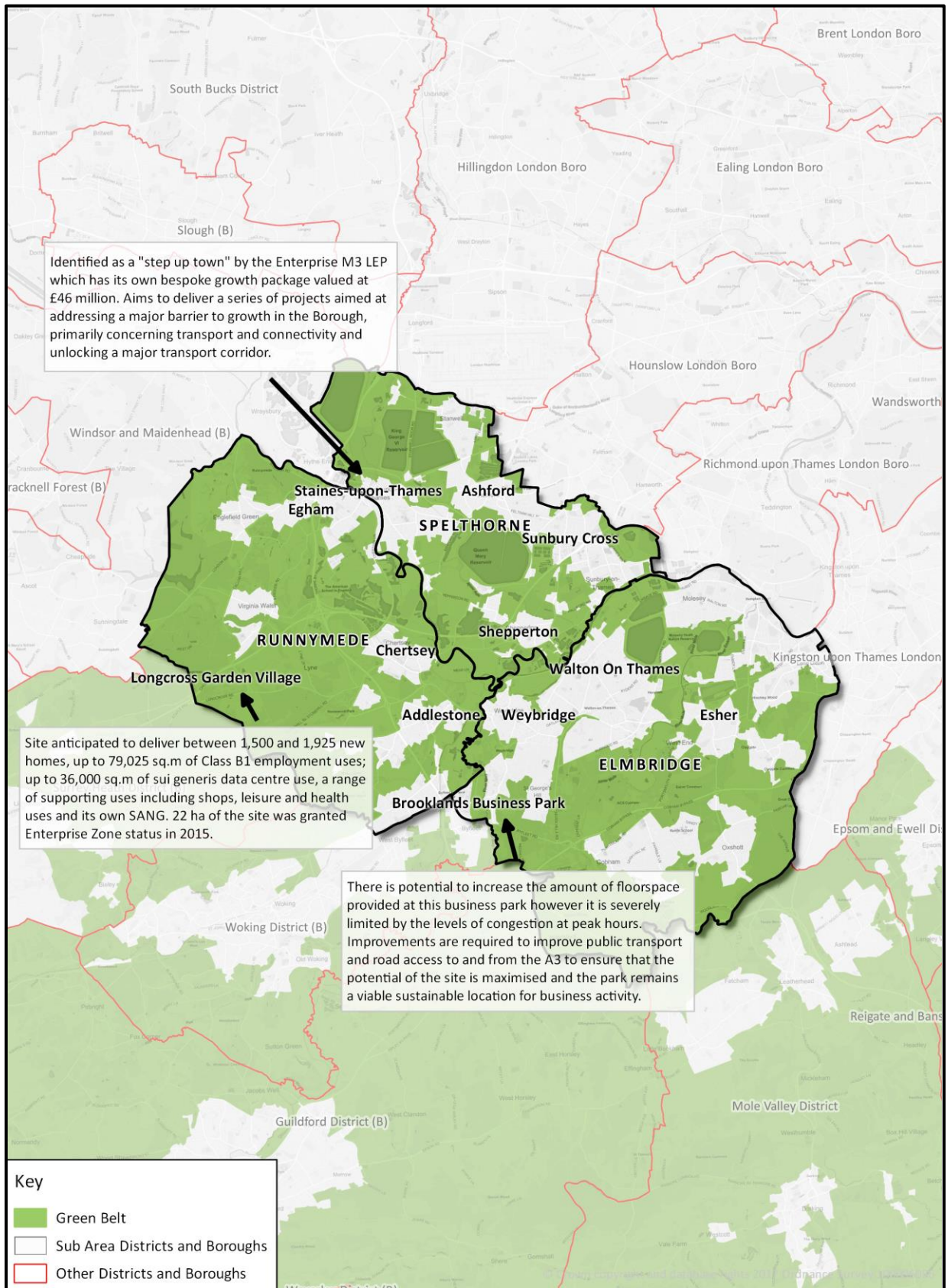
Table 3.1: Upper M3 – Sub-area priorities and strategic objectives

	Supporting economic prosperity	Meeting housing needs	Delivering infrastructure	Supporting environmental sustainability, natural resource management and conserving and enhancing the character and quality of the countryside and Green Belt
Work with service providers and developers to deliver infrastructure to address existing problems and to support future growth	√	√	√	√
Meet as much housing need as possible in a sustainable way	√	√		√
Deliver a better mix of housing especially smaller family housing, affordable homes and specialist accommodation	√	√		
Safeguard key employment sites and identify potential sites for the expansion of warehousing and distribution uses	√			
Maximise the development potential of Longcross Village as a new settlement	√	√	√	√

3.15 The key locations in the Upper M3 area which will help address the sub area priorities and the wider strategic objectives are set out in Figure 3.2.



Figure 3.2: Upper M3 - Sub-area priorities and key locations



3.16 Longcross Village: The emerging Runnymede Local Plan identifies redevelopment of this 125 hectare site (which includes 117 hectares in Runnymede) for a new Garden Village and Enterprise Zone to include:



- provision of between 1,500 and 1,925 homes, an office park and a range of supporting uses including shops, leisure and health uses, a range of open spaces and its own SANG<sup>1</sup>; and
- delivery of Longcross Park Enterprise Zone on 22 hectares of the site (as part of the Enterprise M3 LEP ‘multi-site Enterprise Zone’ with Basing View Business Park in Basingstoke and Whitehill and Bordon in East Hampshire).

3.17 Staines-upon-Thames: There are a number of regeneration initiatives to deliver improved commercial, retail and residential opportunities commensurate with its role as a Step-up Town. These include:

- redevelopment of key sites such as Majestic House, Bridge Street Car Park and the extension of the Elmsleigh Centre; and
- infrastructure improvements such as increasing capacity in the vicinity of Staines Bridge and also in the wider Staines area to the east of the town.

3.18 Brooklands Business Park: This is the largest business park in the Upper M3 and key employment location with a mixture of employment uses on 58 hectares ranging from high quality offices at the Heights and Velocity through to large format warehousing and distribution centres on the Brooklands Industrial Estate. The Park has potential to increase the amount of floorspace provided, however it is severely limited by local levels of congestion at peak hours and transport infrastructure improvements are required if the potential of the site is to be maximised and the Park is to remain a viable and sustainable location for business activity.

3.19 Table 3.2 shows how the Upper M3 key locations deliver the sub-area priorities.

Table 3.2: Upper M3 – Key locations and priorities

	Work with service providers and developers to deliver infrastructure to address existing problems and to support future growth	Meet as much housing need as possible in a sustainable way	Deliver a better mix of housing especially smaller family housing, affordable homes and specialist accommodation	Safeguard key employment sites and identify potential sites for the expansion of warehousing and distribution uses	Maximise the development potential of Longcross Village as a new settlement
<b>Longcross Village</b>	√	√	√	√	√
<b>Staines-upon-Thames town centre</b>	√	√	√	√	
<b>Brooklands Business Park</b>	√			√	

<sup>1</sup> Please note that a hybrid planning application has already been granted planning permission on the northern site under RU.13/0856 for the demolition of the existing buildings and redevelopment of the site to provide: up to 79,025sqm of Class B1 employment uses; up to 36,000sqm of sui generis data centre use; up to 200 dwellings; up to 6,300sqm of ancillary uses including Class A1-A5 uses (i.e. retail uses, café/restaurants and a public house of up to 1,550sqm), class D1 uses (i.e. childcare facilities up to 600sqm), Class D2 uses (i.e. health and leisure uses up to 1,900sqm ; and the creation of Publicly Available Open Space. RU.13/0857 has granted the use of the adjacent site as Publicly Available Open Space which would be used as a SANG.

### Duty to Cooperate

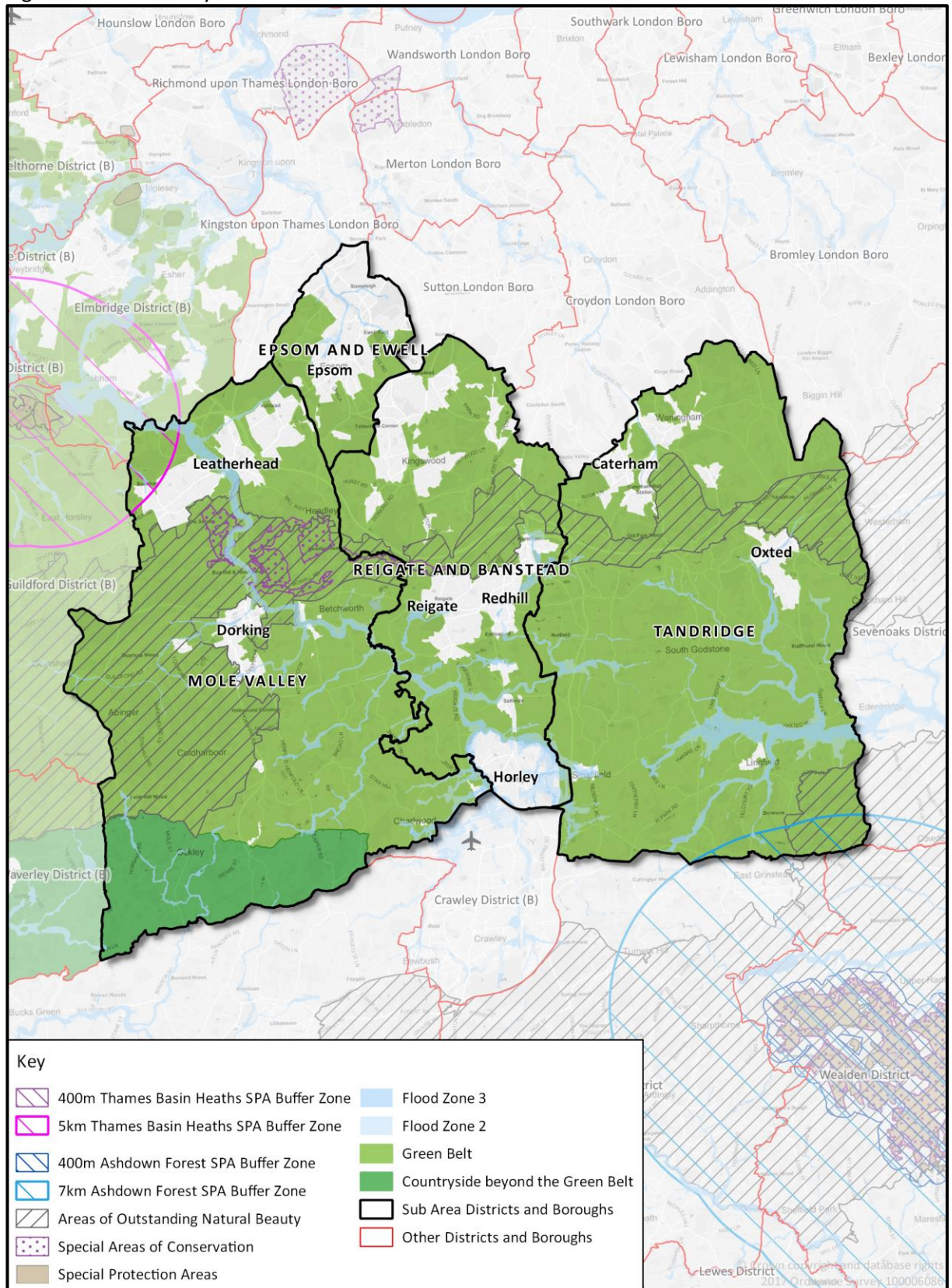
- 3.20 The following strategic issues have been identified as important duty to cooperate priorities for the three Upper M3 authorities.
- Housing: The upper M3 area cuts across at least two HMAs. Elmbridge is in a Kingston and north Surrey HMA whilst Runnymede and Spelthorne are considered to be in a separate HMA. However, the overlapping nature of travel to work patterns and migration in the region means there are strong links between these two HMAs which have been recognised in their respective SHMAs. Each authority has either undertaken, or is undertaking, an assessment/review of Green Belt which will inform plan preparation.
  - Development for employment uses: The FEAs for each of the authorities cover the Upper M3 Sub-area and there are recognised cross-boundary linkages with adjoining London Boroughs. Demand for warehousing and distribution uses, which is strong across the Upper M3 area, will be more difficult to meet due to both the lack of suitable sites and the value of available sites. Much of the area also sits within a wider FEA that focusses on Heathrow and future airport growth and associated development will have a significant bearing on the nature of development and infrastructure required in the north west Surrey part of the Upper M3.
  - Infrastructure: The M25 runs through the southern part of the Upper M3 area and has impacts on congestion in this area. Other issues such as flooding and the Thames Basin Heaths SPA also cut across the Upper M3 area and on-going cooperation through existing mechanisms will be vital to support the delivery of new development. One aspect of any co-operation going forward from the Upper M3 sub area could be joint lobbying for improvements to roads, rail and flood defences on the Thames and in relation to Heathrow expansion.
- 3.21 Given that land in the Upper M3 area is severely constrained, it is unlikely that all the development needs identified will be met in full. To seek to maximise housing delivery, consideration will need to be given as to whether other less constrained sub-areas in Surrey, or beyond the county boundaries are able to support additional development in order to meet any unmet needs.

### East Surrey

- 3.22 The four East Surrey authorities - Epsom & Ewell, Mole Valley, Reigate & Banstead and Tandridge - fall within the Gatwick Diamond economic area. However, they also sit in a wider and strategically important location between London and Gatwick Airport, and are traversed by the M25 corridor. In particular, settlements in the north of the sub-area have a strong functional relationship (both in terms of housing and economy) with south London.
- 3.23 The main towns in the area include Epsom, Dorking, Leatherhead, Redhill, Reigate, Horley, Caterham, Banstead and Oxted. Epsom performs a sub-regional role and Redhill a sub-regional retail role. Other towns, including Caterham, Dorking, Leatherhead and Oxted have more local catchments.
- 3.24 Between these main towns is a network of suburban areas and smaller settlements and sensitive and protected countryside. The northern areas of the sub-area in particular have a fragmented countryside character, which provides important recreational opportunities for the population of the sub-area and beyond. The Green Belt in the north of the sub-area is particularly important in managing the very high development pressures that exist and preventing existing settlements from merging.
- 3.25 In the southern parts of the sub-area, the character is more rural, with dispersed villages and a working landscape, but where development pressures remain high and the Green Belt designation plays a key role in helping to prevent urban sprawl and the encroachment of development into the wider countryside.

- 3.26 The sub-area as a whole exhibits diverse landscape typologies (arising from its varied geology), from the North Downs in the north to the Weald in the south. The character of towns and villages in the sub-area is influenced by these landscapes, and historic use of local building materials. It is traversed by a network of locally, nationally and internationally designated landscapes and habitats, including the Surrey Hills AONB, High Weald AONB and the Mole Gap to Reigate Escarpment (SAC), extensive tracts of woodland, and a network of watercourses including the River Mole. Ashdown Forest SPA and SAC also impacts on south east Tandridge and the provision of SANG may be required to mitigate the impact of new housing. The NPPF requires AONBs to be afforded the highest level of policy protection.
- 3.27 The quality of the natural environment is one of the main ‘selling points’ of East Surrey, and together with its high levels of connectivity and strong economic base, make it an attractive place to live and do business.
- 3.28 The population of East Surrey is, in general, well educated, highly skilled and in well paid employment. However this overall prosperity hides pockets of deprivation and poverty. The desirability of the area means that market housing is expensive and beyond the reach of many, and limited land supply only serves to exacerbate this meaning that those in greatest need (including travellers and travelling showpeople) may experience barriers to accessing housing, education and training, and poor living environments.
- 3.29 Given the economic, social and environmental context, the key challenges facing the sub-area are:
- balancing high levels of growth pressures with the need for protection of the environment and local character, and the need for social equity;
  - ensuring infrastructure and services have the capacity to respond to the changing needs of the existing population as well as new population and service uses arising from new development;
  - ensuring that the area is resilient in the face of change – both short term change resulting from development, change as a result of national decisions about the future of Gatwick Airport, and the longer term challenges of climate change;
  - not taking economic prosperity for granted and growing the local economy (including the rural economy) to provide more job opportunities for local people and reduce the need to commute;
  - maintaining the quality of life and environment that attracts people, businesses, investment and visitors to the sub-area; and
  - delivering housing that is affordable to those looking to remain, live and work in the area, specifically a mix of affordable housing tenures that meet the range of needs within East Surrey.

Figure 3.3: East Surrey – Constraints



### Sub-area priorities and key locations

3.30 The priorities for the East Surrey Sub-area are:

- the regeneration and enhancement of town centres to increase their vitality and viability, to attract residents, businesses and visitors, and make the best use of limited land supply to help meet the high levels of housing need;



- delivering opportunities to increase the sustainability and resilience of settlements outside the current built up areas and support the rural economy;
- the provision of employment space that meets the changing needs of business and provides local employment opportunities for local residents, minimising the need to commute out of the area for work;
- investment in key transport hubs, and interventions to address transport bottlenecks which cause delay and frustration and reduce the attractiveness of the sub-area as a place to invest;
- to promote measures to reduce the need to travel, including sustainable transport choices (making it easier for residents to get around, contributing to an increase in health and wellbeing and reducing air pollution and emissions) and high quality and reliable electronic communication connectivity;
- to maintain and enhance a coherent network of landscapes and green infrastructure corridors providing environmental benefits and recreational opportunities for the local and wider population; and
- to ensure new housing types across the area meet the range of local needs (particularly for the young/first time buyers/renters and older people) and are as affordable as possible.

Table 3.3 shows how these priorities help meet the strategic objectives of the LSS.

3.31 Additionally, priorities for the following key corridors have been identified.

- East–west transport corridor: To work with transport agencies and providers on interventions to east-west road and rail corridors to improve:
  - service frequency, reliability, level crossing downtime and station facilities along the North Downs line;
  - M25 capacity and junction enhancements including junction 8 (Reigate);
  - interventions along the A25 to improve route resilience and reliability; and
  - interventions to improve the A22 and minimise congestion.
- North-south transport corridor: To work with transport agencies and providers on interventions to north-south road and rail corridors to improve:
  - service frequency, reliability, and station facilities on the Brighton Mainline;
  - A23/M23 improvements including at the Hooley Interchange and M23 Spur; and
  - interventions along the A217/A240 to improve route resilience and reliability.
- River Mole and tributaries corridor: To work with the Environment Agency to improve river corridor management and resilience and minimise flood risk, including:
  - Burstow Stream Flood Alleviation Scheme; and
  - Redhill Brook Flood Alleviation Scheme / upstream storage options.

Table 3.3: East Surrey - Sub-area priorities and strategic objectives

	Supporting economic prosperity	Meeting housing needs	Delivering infrastructure	Supporting environmental sustainability, natural resource management and conserving and enhancing the character and quality of the countryside and Green Belt
Regeneration and enhancement of town centres	√	√	√	
Sustainability and resilience of centres outside current build up areas	√	√	√	√
Provision of employment space that meets changing needs and provides local employment opportunities	√			
Investment in transport hubs, and transport bottlenecks			√	
Promoting measures to reduce the need to travel			√	
Maintaining and enhancing a coherent GI network				√
Ensuring new housing types meet local needs and are as affordable as possible		√		

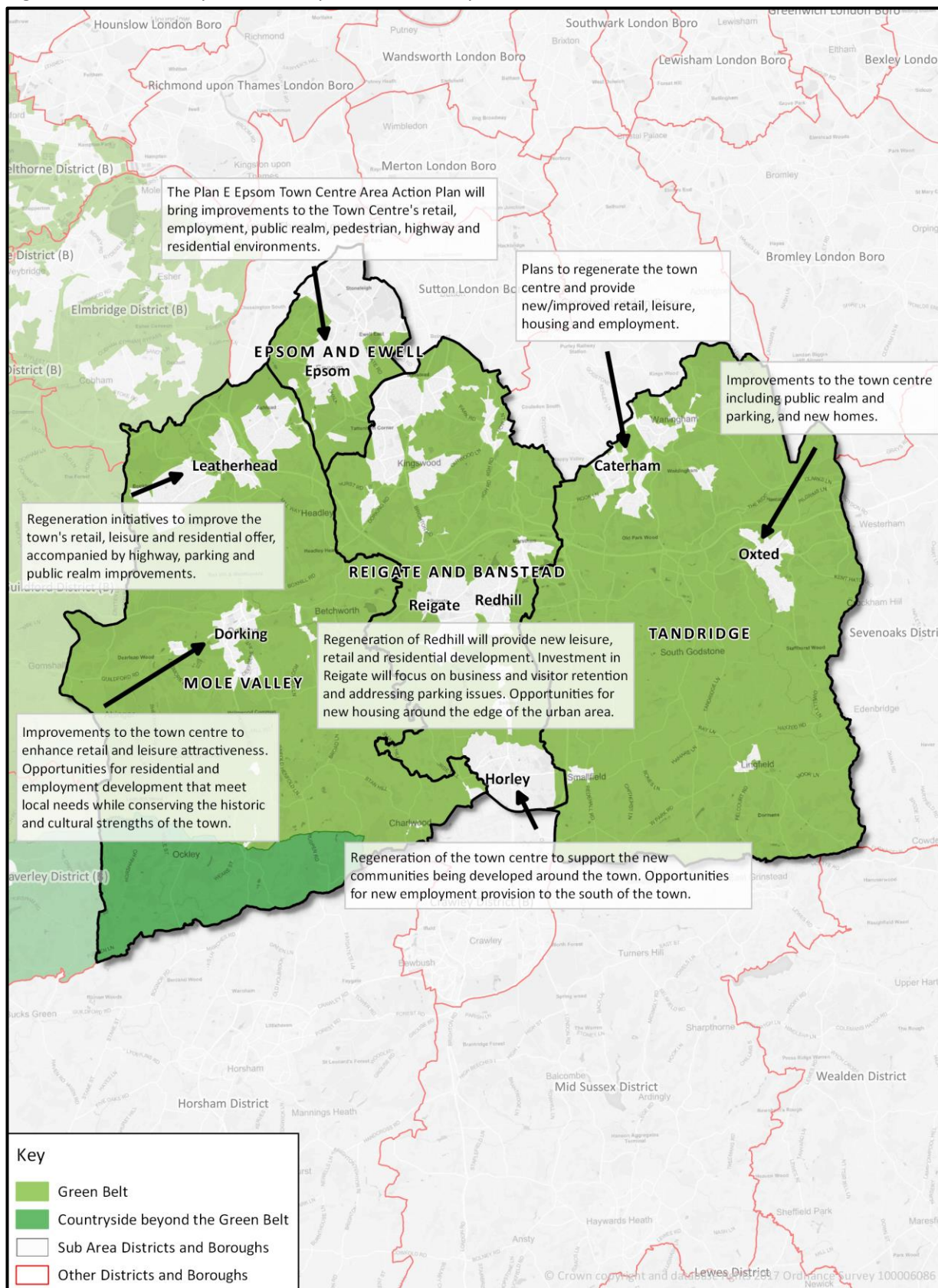
3.32 The key locations which will help address the sub area priorities and the wider strategic objectives are set out in Figure 3.4.

3.33 Epsom: Delivery of Plan E, Epsom Town Centre Area Action Plan, will bring improvements to the town centre’s retail, employment, public realm, pedestrian, highway and residential environments.

- New housing will continue to be delivered within the town centre to achieve the local plan target of 635 new residential units.
- New retail floorspace of up to around 2,400sqm of convenience retail and 7,700sqm of comparison retail by 2026 will help to cement the town’s position as a secondary regional centre and complementing the existing ‘market town’ offer.
- Around 6,000sqm of new employment floorspace will be developed in the town centre, along with measures to retain and enhance existing employment sites (particularly offices).
- Qualitative improvements to the pedestrian, highway and public realm environments in the town

centre are currently in the process of being implemented, with further upgrades planned for the next 10 years. Delivery of the Kiln Lane Link has been identified as being essential, and opportunities are being explored for improved and intensified employment offers at the borough's two main trading estates to facilitate this scheme.

Figure 3.4: East Surrey – Sub-area priorities and key locations



- 3.34 Leatherhead: The Transform Leatherhead initiative is seeking to improve the town's retail, leisure and residential offer, accompanied by highway, parking and public realm improvements including:
- High Street retail and leisure quarter - focal point for majority of retail and leisure offer, incorporating public realm improvements and changes to traffic management;
  - riverside quarter – potential for enhancement through improved landscape creation and links to sports/leisure across river. Redevelopment of office buildings to act as focus for change;
  - new urban quarter – based around Bull Hill site, mixed use redevelopment for retail, leisure, hotel, residential and parking uses; and
  - infrastructure improvements to include replanning of the town centre one-way system around Bull Hill; public realm improvements to High Street, Church Street and North Street; improvements to Swan Centre car park; new pedestrian link to leisure centre; new riverside park.
- 3.35 Dorking: Improvements to the town centre to enhance retail and leisure attractiveness, and identify opportunities for residential and employment development that meet local needs while conserving the historic and cultural strengths of the town will include:
- new convenience retail; improved comparison retail offer;
  - new residential and employment development on designated sites within town centre boundary; and
  - improved leisure facilities at Meadowbank, improved public transport interchange facilities at Dorking mainline station, public realm enhancements.
- 3.36 Redhill/Reigate: Regeneration of Redhill town centre will provide new leisure, retail and residential development, and investment in Reigate town centre will focus on business and visitor retention and addressing parking and transport issues. Proposed new development includes:
- up to 1,450 new homes, including smaller flatted units in Redhill town centre and urban extensions to the east of Redhill, east of Merstham and south west of Reigate, to provide family homes and other housing types which may include retirement accommodation, self build opportunities and starter homes as well as more traditional types of affordable housing;
  - up to 9,500sqm of retail floorspace and 7,000sqm of office floorspace, along with new leisure and community uses (including new primary school and health centre); and
  - measures to reduce flooding in Redhill and Reigate, new parking provision in both towns, Reigate Road network improvements, measures to improve A25 corridor resilience and interventions to promote walking and cycling and legibility in and between the two towns.
- The borough council will also continue to work with transport providers to secure new platform provision at Redhill and Reigate stations, and lobby for measures to reduce level crossing down-time in Reigate and improvements to M25 J8.
- 3.37 Horley: Regeneration of the town centre through making better use of underused council assets will provide new mixed use development to support the new communities being developed around the town. Opportunities to provide a new large scale employment area to the south of the town are also being explored.
- Up to 1,880 new homes will be built including smaller flatted units in Horley town centre, and family and affordable homes in the North West Sector (currently under development) and new smaller scale urban extensions.
  - Up to 2,750sqm of new retail floorspace and up to 200,000sqm of new employment floorspace (office led) will be developed.
  - There will be mitigation measures to manage flooding related to the River Mole and tributaries, interventions to improve A217/A23 corridor resilience, and new road junction off M23 Spur would be required to serve new employment development.

- 3.38 Oxted: Tandridge District Council is working with the Oxted BID to deliver improvements to the viability and vitality of the town centre. This includes:
- up to 60 new homes in a highly sustainable location on the town centre gasholder site;
  - a parking review including consideration of potential to increase and improve the quality of town centre parking; and
  - public realm improvements to Oxted shopping streets, as part of BID.
- 3.39 Caterham: Tandridge District Council is currently preparing a masterplan to regenerate Caterham town centre (Hill and Valley) and provide new/improved retail, leisure, housing and employment floorspace, accompanied by improvements to access and public realm. The precise details of what the masterplan will deliver are still being determined.
- 3.40 Table 3.4 shows how each key corridor and location delivers on the sub-area priorities.

Table 3.4: East Surrey – Key locations and priorities

	Regeneration and enhancement of town centres	Sustainability and resilience of smaller settlements	Provision of employment space	Investment in transport hubs and bottlenecks	Promoting sustainable transport choices	Network of landscapes and GI corridors	Ensuring housing choice and affordability
East West transport corridor		√		√	√		
North south transport corridor		√		√	√		
River Mole and tributaries corridor						√	
Epsom	√		√	√	√		√
Leatherhead	√		√	√	√	√	<u>√</u>
Dorking	√		√	√	√	<u>√</u>	√
Redhill/Reigate	√		√	√	√		√
Horley	√		√	√	√	√	√
Oxted	√						√
Caterham	√		√	√			√

## Duty to Cooperate

- 3.41 The following strategic issues have been identified as important duty to cooperate priorities for the four East Surrey authorities.
- Housing and traveller accommodation: Ensuring that objectively assessed needs for housing and traveller accommodation are met as far as possible taking into account the levels of constraint that exist in East Surrey and the surrounding area. As part of its emerging Local Plan, Tandridge District Council has agreed a strategy to pursue a development which would accord with the principles of a Garden Village. Its location will be decided as the Local Plan progresses to submission stage in 2018. Development would not be expected to start until mid-way through the plan period at the earliest. It will be important for authorities to work together to understand the more localised impact on growth near shared boundaries on infrastructure and services (see below).
  - Development for employment uses: Ensuring that economic growth and employment floorspace proposals across East Surrey (and beyond) are complementary and together meet, as far as possible, the economic growth needs of the sub-area.
  - Retail needs: Ensuring that retail growth proposals across East Surrey (and beyond) are complementary, meeting needs as far as possible whilst safeguarding the continued vitality and viability of a range of different town and local centres.
  - Infrastructure: Working together, with the County Council and service providers, to ensure that strategic infrastructure provision meets the needs of the wider area, taking into account each authority's development plans. This may include in relation to transport (road and public transport), education, health, utilities, communications technology and burial provision.
  - Green infrastructure, landscape and flooding: Ensuring that, where relevant, green infrastructure networks connect across administrative boundaries and that a joined up approach is taken to flood risk mitigation and management. Exploring opportunities for shared local landscape designations across the sub area.
- 3.42 Addressing these strategic issues is, in reality, a much wider challenge and cooperation with authorities that fall outside the East Surrey sub-area, but have a functional relationship with it, will be vital to ensure that every attempt is made to meet development needs in an appropriate and sustainable manner.
- 3.43 The decision to locate a new runway at Heathrow may have implications for planning priorities in East Surrey. The local authorities that surround Gatwick Airport will therefore need to continue to work together to understand and manage the implications of continued growth at Gatwick as a single runway airport as well as the decision about new runway capacity.

## **Blackwater Valley**

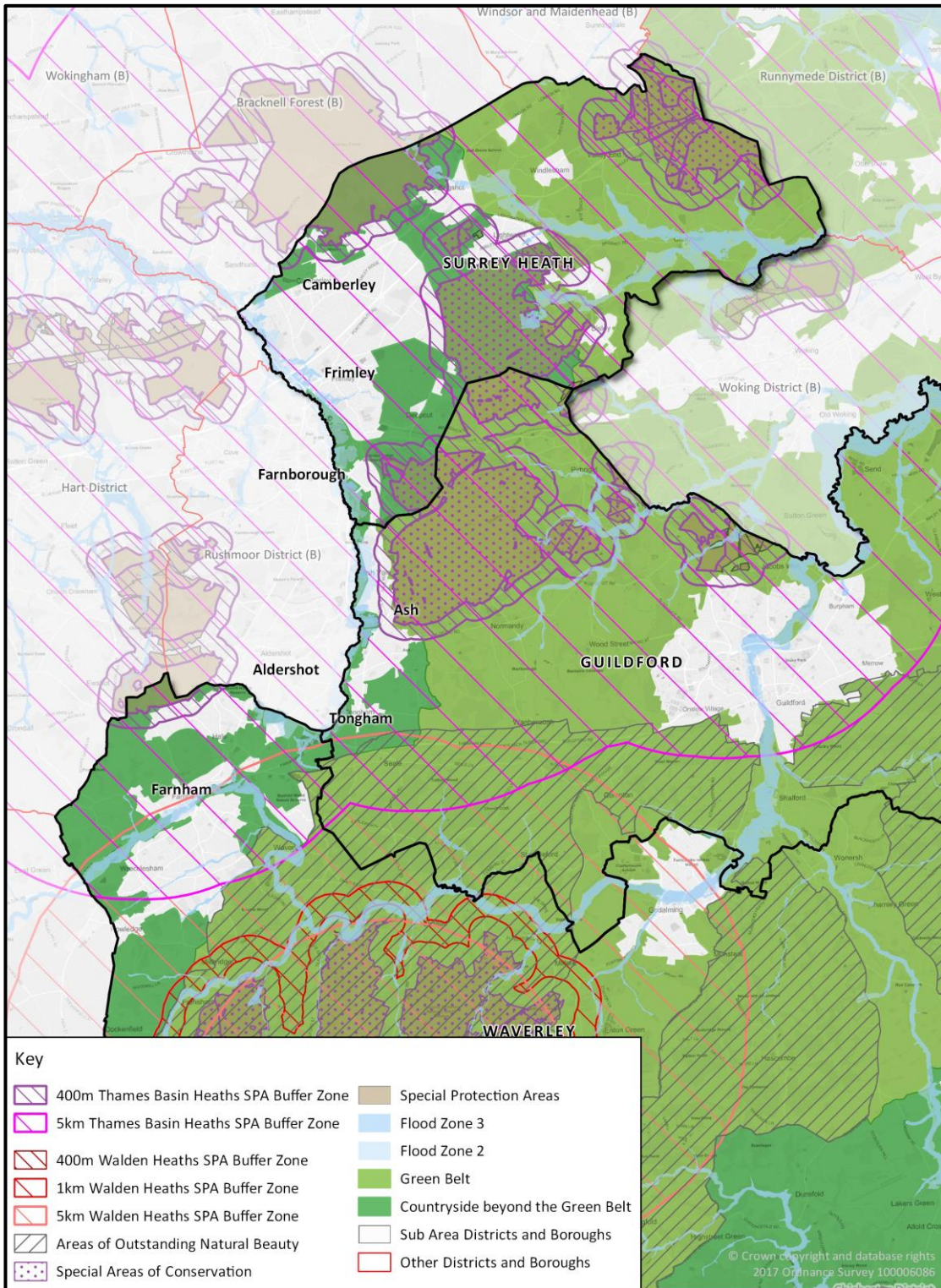
- 3.44 Extending over north east Hampshire, north west Surrey and the southern parts of Bracknell Forest and Wokingham districts, the Blackwater Valley incorporates areas of Guildford, Surrey Heath and Waverley boroughs in Surrey. The area is characterised by both its built-up nature and areas of significant environmental value.
- 3.45 Much of the population lives within five towns - Aldershot, Camberley, Farnborough, Farnham and Fleet - and a number of smaller settlements including Ash, Frimley and Tongham, but no single centre dominates the area. The Blackwater Valley is characterised by strong and complex economic and functional relationships that have developed between these centres as a result of their close proximity and the area is well connected in terms of rail infrastructure and to the strategic road network, including the M3 and A3. The Frimley Health NHS Foundation Trust/ Hospital, which provides services to approximately 900,000 people, is a significant employer in the area. The environmental quality of



the rural area is high and includes Green Belt and designations of national and international significance such as the Thames Basin Heaths SPA.

- 3.46 The Enterprise M3 LEP has pinpointed the Blackwater Valley as a significant location for future growth and investment, identifying Farnborough as a Growth Town and Camberley and Aldershot as Step-up Towns within its SEP. The Growth Towns are recognised as crucial to driving economic growth across the whole Enterprise M3 LEP area and the Step-up Towns are seen as having “untapped potential”. Camberley is an important retail centre. More generally, protecting the vitality and viability of town centres within the Blackwater Valley is important given their role as key employment centres and in facilitating social interaction and community cohesion.
- 3.47 Both the built up nature of the area and the growth agenda means that countryside in the Blackwater Valley is under increasing pressure. Located in, on the edge of or outside of the Green Belt, much of the area is a target for opportunistic developers and/or the subject of strategic site allocations in Local Plans. Small, ad-hoc development has taken place on the edge of Ash and Tongham (it is anticipated that 2000 homes will eventually be constructed in this area alone), presenting challenges for infrastructure providers and the delivery of joined-up strategic planning.
- 3.48 Development in the northern part of the Blackwater Valley (especially within large areas of Surrey Heath) is constrained by areas designated as part of the Thames Basin Heaths SPA. The SPA also has a ‘zone of influence’ which extends significantly into the Blackwater Valley. Development proposals expected to have adverse effects on the SPA will not be permitted unless mitigation measures such as the provision of Suitable Alternative Natural Green Space (SANG), are sought from development in the ‘zone of influence’. Surface water flooding is also a significant issue and a consideration for development in parts of the Blackwater Valley including Ash.
- 3.49 Given the economic, social and environmental context, the key challenges facing the sub-area are:
- meeting objectively assessed needs, including traveller accommodation, given constraints to development such as the SPA and the amount of developable land available;
  - identifying sufficient SANG to facilitate development in the 400m – 5km SPA zone;
  - maintaining the identity of individual settlements in the Blackwater Valley;
  - ensuring that all planning permissions (including those in the countryside) are supported by sufficient developer contributions and satisfactory infrastructure provision;
  - ensuring that development proposals satisfactorily address surface water flood risk and take all available opportunities to reduce it;
  - encouraging sustainable transport and reducing traffic congestion on the A31 and A331 (where concentrations of nitrogen dioxide are predicted to exceed air quality objectives); and
  - providing sufficient wastewater capacity to support future residential development in the area.

Figure 3.5: Blackwater Valley – Constraints



#### Sub-area priorities and key locations

3.50 The priorities in the Blackwater Valley are to:

- work with infrastructure providers to secure the delivery of improvements required to support/deliver planned residential and economic growth including electrification of the North Downs Line (facilitating increased train service frequency), traffic management and promoting sustainable transport choices and environmental schemes across the area and sufficient SANG to facilitate development.;
- Increase housing supply including traveller accommodation;

- deliver more affordable housing in Ash and Tongham to meet assessed needs; and
- maintain the competitiveness of town centres.

Table 3.5 shows how the priorities help meet the strategic objectives of the LSS.

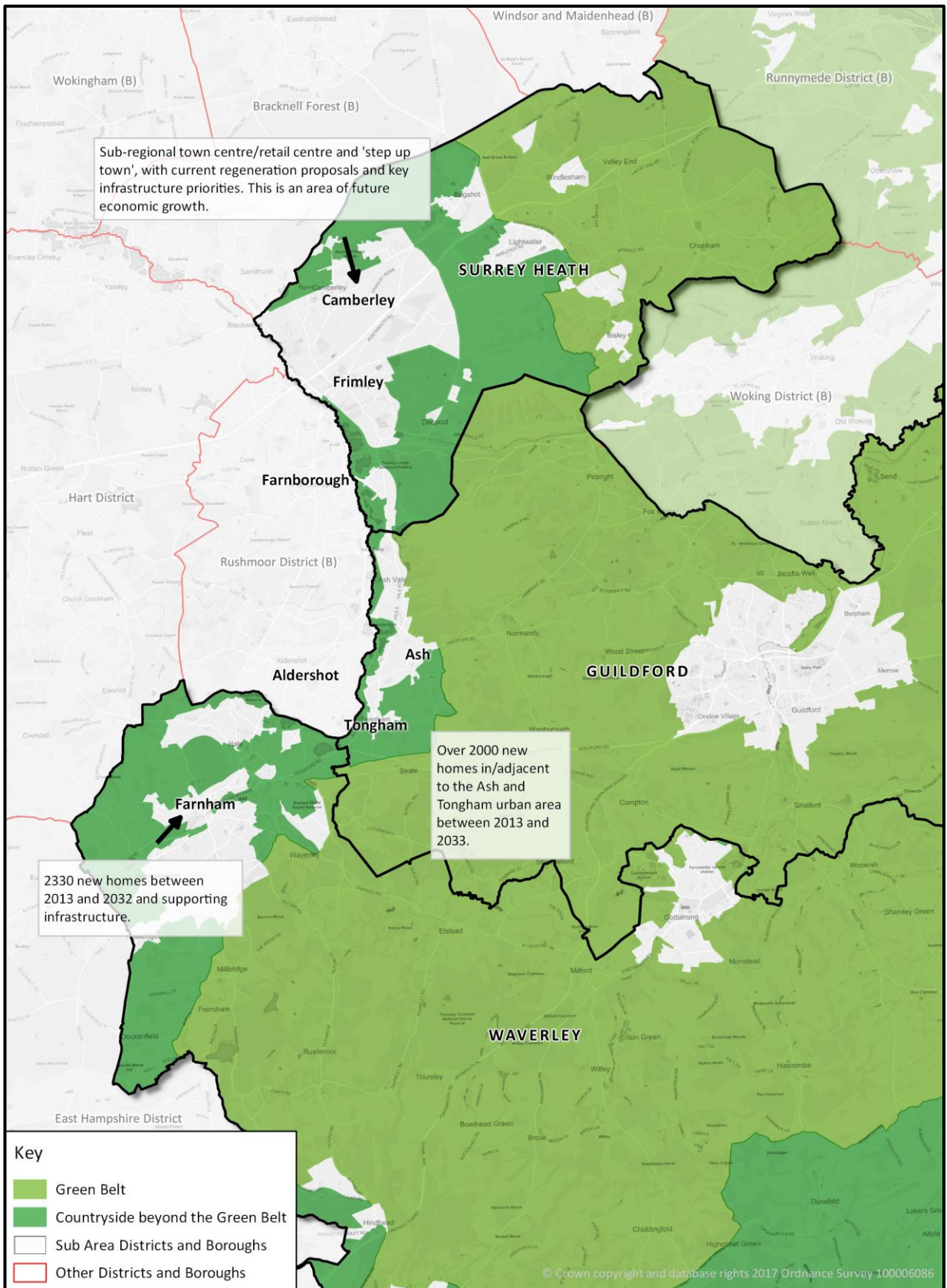
Table 3.5: Blackwater Valley – Sub-area priorities and strategic objectives

	Supporting economic prosperity	Meeting housing needs	Delivering infrastructure	Supporting environmental sustainability, natural resource management and conserving and enhancing the character and quality of the countryside and Green Belt
Work with infrastructure providers to secure the delivery of improvements to support planned residential and economic growth	√	√	√	√
Increase housing supply including traveller accommodation		√		
Deliver more affordable housing in Ash and Tongham to meet assessed needs	√	√		
Maintain the competitiveness of town centres	√	√	√	

- 3.51 The key locations in the Blackwater Valley sub-area which will help address the spatial priorities and the wider strategic objectives of the LSS are set out in Figure 3.6.
- 3.52 Farnham: Waverley Borough Council’s Main Modifications to its Submission Local Plan Part 1 provisionally identifies Farnham for 2,780 additional new homes between 2013 and 2032. Such growth must be supported by appropriate infrastructure improvements, especially improvements to junction capacities and measures to reduce the impact of motor vehicles and improve accessibility, connectivity and safety for walkers and cyclists.
- 3.53 Camberley town centre: There are a number of regeneration initiatives to deliver improved commercial, retail and residential opportunities. These include the redevelopment of key sites such as London Road and infrastructure improvements such as the A30/A331 corridor improvements.



Figure 3.6: Blackwater Valley – Sub-area priorities and key locations



3.54 Ash and Tongham: Guildford Borough Council's submission Local Plan provides for:

- over 2,000 new homes to be constructed in/adjacent to the Ash and Tongham urban area between 2013 and 2033;
- more affordable housing to meet assessed needs - Guildford Borough Council has set up a housing company to help achieve this; and
- supporting infrastructure, including the provision of a new road and footbridge scheme to enable the level crossing closure on the A323 adjacent to Ash Railway Station and sufficient SANG.

3.55 Table 3.6 shows how the Blackwater Valley key locations deliver the sub area priorities.

Table 3.6: Blackwater Valley – Key locations and priorities

	Work with infrastructure providers to secure the delivery of improvements to support planned residential and economic growth	Increase housing supply including traveller accommodation	Deliver more affordable housing in Ash and Tongham to meet assessed needs	Maintain the competitiveness of town centres
<b>Farnham</b>	√			√
<b>Camberley town centre</b>	√			√
<b>Ash and Tongham</b>	√	√	√	

#### Duty to Cooperate

3.56 The following strategic issues have been identified as important duty to cooperate priorities for the Blackwater Valley authorities where the physical and administrative geography creates a number of cross-boundary issues that pose various challenges for planners.

- **Housing and traveller accommodation:** A complex set of migration and commuting interactions between the two housing market areas (the West Surrey HMA and the Hart, Rushmoor and Surrey Heath HMA) are evidenced in the West Surrey SHMA 2015. The SHMA notes that 11.1% of Rushmoor residents commute to Surrey Heath, whilst a further 8.4% work in Guildford. Over 17% of Waverley residents commute to Guildford, with 6.7% of Guildford residents undertaking the reverse journey. More than 2,900 Hart residents commute to Surrey Heath. Understanding and addressing the implications of such commuting patterns requires collaboration between multiple local authorities.
- **Development for employment uses:** Understanding the implications of the complex commuting patterns has implications for how local economic needs are met.
- **Infrastructure:** Given that travel to school patterns do not necessarily follow administrative boundaries, residential development in one local authority or county can increase demand for education provision in neighbouring authorities. Providing sufficient school places in the area therefore requires collaboration between Hampshire and Surrey County Councils as the education authorities and the various local planning authorities in the area.

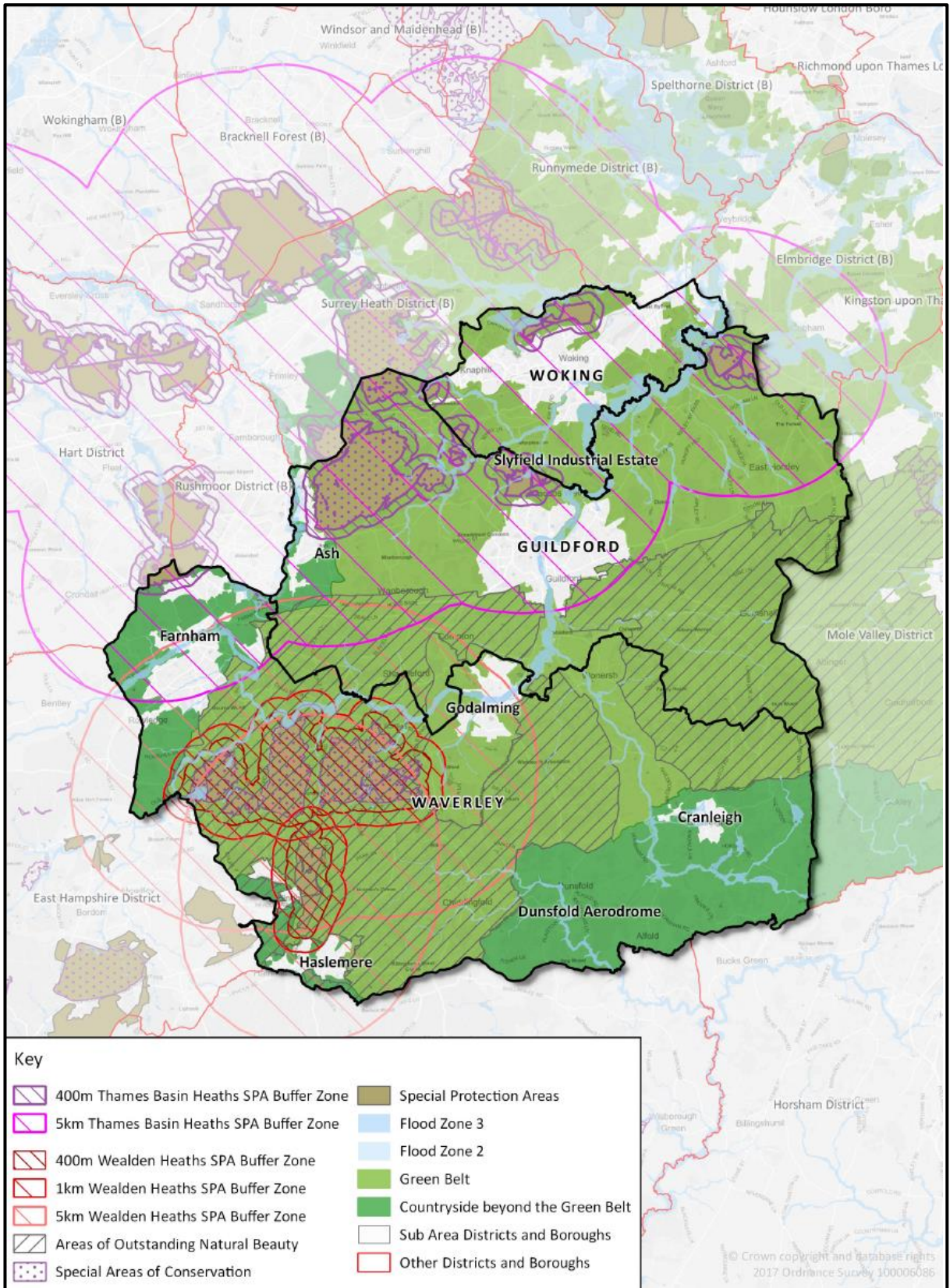
### **A3 corridor**

- 3.57 Connecting London to the south coast, the A3 dual carriageway forms a crucial part of the strategic road network in Surrey and Hampshire. The corridor surrounding the A3 incorporates large areas of the boroughs of Guildford, Waverley and Woking. Major settlements located within the Surrey A3 corridor include Godalming, Guildford and Woking.
- 3.58 Both Guildford and Woking are home to a number of global corporations, many of which are located in large office complexes within existing business/ research parks or town centres. The Surrey Research Park is of regional significance with regard to specialist high-tech and research industries and maintains close links to the University of Surrey, which is based in the town. Guildford is also home to a University of Law and Music College. Such establishments attract students from outside the area and help build and strengthen the skilled future workforce of the area. The Royal Surrey County Hospital is also located in Guildford.
- 3.59 Waverley is generally considered to play a secondary role to Guildford in the commercial property market area and predominately hosts micro enterprises; a 2015 business count indicated that 91% of businesses in the borough have fewer than ten employees.
- 3.60 The West Surrey Strategic Housing Market Assessment (SHMA) 2015 identifies Guildford, Woking and Waverley as being within the same housing market area. The area is one of the least deprived in the country, although small pockets of notable deprivation exist. House prices are particularly high, creating affordability issues for key workers and resulting in high levels of commuting into the boroughs (although the area's proximity to London also results in high levels of out-commuting). The SHMA identifies a significant need for new housing in the area, including a mix of housing types and tenures.
- 3.61 Identifying both Guildford and Woking as Growth Towns, the Enterprise M3 LEP has pinpointed the A3 corridor as a significant location for future growth and investment. The Growth Towns, which fall within the 100 best performing UK localities, are recognised as crucial to driving economic growth across the whole Enterprise M3 LEP area. Improving connectivity through transport investment schemes within and around the Growth Towns is a key aim of the SEP. The compact nature of Guildford and Woking mean most places are already easily accessible, but there remain opportunities for promoting greater use of sustainable modes of transport.
- 3.62 The north of the A3 corridor area benefits from easy access to Heathrow Airport. Gatwick Airport is also located in close proximity to the three boroughs and the area retains good rail connections to London and the South East generally. However, the A3, which runs through large parts of Guildford, Waverley and Woking, suffers from congestion and rural areas outside of the main settlements generally have limited access to public transport, creating a dependency on car travel with associated air quality impacts. Improving rail capacity and securing upgrades to the A3 through Guildford and the A3/M25 Junction 10 at Wisley are crucial to the future growth of the area.
- 3.63 The A3 corridor features a number of major visitor attractions including RHS Wisley and G-live in Guildford and the New Victoria Theatre in Woking. These attractions draw visitors to the area and increase the prosperity of the local economy. As major retail centres, Woking and Guildford also attract a number of day visitors to the area.

- 3.64 The character and heritage of historic towns such as Guildford and Godalming, and the tranquillity and beauty of the surrounding landscape adds to the area's unique appeal. Guildford and Waverley in particular feature a large number of conservation areas and other heritage assets. Development in such locations must respect and enhance their setting.
- 3.65 Outside of the major settlements, large parts of Guildford, Waverley and Woking are designated Green Belt. The Thames Basin Heaths SPA and Wealden Heaths SPA are located towards the north and south of the A3 corridor respectively, whilst the Surrey Hills AONB transcends the south of the borough of Guildford and large parts of Waverley. Many visitors are attracted to the area to pursue leisure and recreational activities (such as cycling and walking) within the Surrey Hills, whilst the southern part of Waverley is also commonly regarded as a gateway to the South Downs National Park.
- 3.66 These constraints present significant challenges to development in the area. The NPPF emphasises that inappropriate development in the Green Belt will not be permitted unless in very special circumstances and states that AONBs should be afforded the highest level of policy protection. As a European designated site, the Thames Basin Heaths SPA is protected from harmful development and residential proposals within 400m - 5km of it must ensure adequate SANG is provided to mitigate the development's anticipated impact. Such mitigation measures are also now commonly requested of development affecting the Wealden Heaths SPA. Major brownfield sites represent significant development opportunities and a 'brownfield first' approach has been adopted across the area.
- 3.67 Flood risk is also a constraint to development in the A3 corridor. Parts of Guildford town centre, Godalming and the historic settlements that have built up along local rivers are at high risk of flooding and therefore inappropriate locations for certain forms of development and there is a need to protect sensitive groundwater resources in Guildford and Godalming.



Figure 3.7: A3 Corridor – Constraints



- 3.68 The key challenges facing the sub-area are considered to be:
- balancing the need to protect and enhance the distinctive natural and built environment of the area with meeting the area's development needs in a sustainable way and avoiding harming areas which are coming under increasing development pressure in the absence of up-to-date local plans;
  - ensuring that the planned growth of the area is deliverable and can be supported by the appropriate level of infrastructure provision;
  - maximising the delivery of affordable homes, including private market housing at more 'affordable' prices, and increasing the supply and mix of housing (including traveller accommodation, homes for the elderly, smaller family homes, student accommodation and specialist homes);
  - developing a feasible and viable flood alleviation scheme that can help unlock brownfield land for redevelopment and reduce flood risk; and
  - improving accessibility to more sustainable modes of transport, particularly outside of the urban centres.

#### Sub-area priorities and key locations

- 3.69 The priorities in the A3 Corridor are to:
- utilise and make best use of brownfield sites to meet needs;
  - protect the area's unique natural environment from harmful and inappropriate development;
  - ensure infrastructure upgrades are delivered, including the promotion of sustainable transport choices, to support planned growth;
  - increase housing supply and address affordability issues through a mix of tenures and house types and by meeting traveller accommodation needs;
  - maintain and improve existing strategic employment sites and establish new employment floorspace in appropriate locations to facilitate a buoyant local economy with good quality offices, business parks and industrial areas; and
  - support the rural economy by working with infrastructure providers to improve broadband and allowing the sustainable growth of rural businesses and enterprises where development proposals accord with Green Belt policy.

Table 3.7 shows how the priorities help meet the strategic objectives of the LSS.

Table 3.7: A3 Corridor – Sub-area priorities and strategic objectives

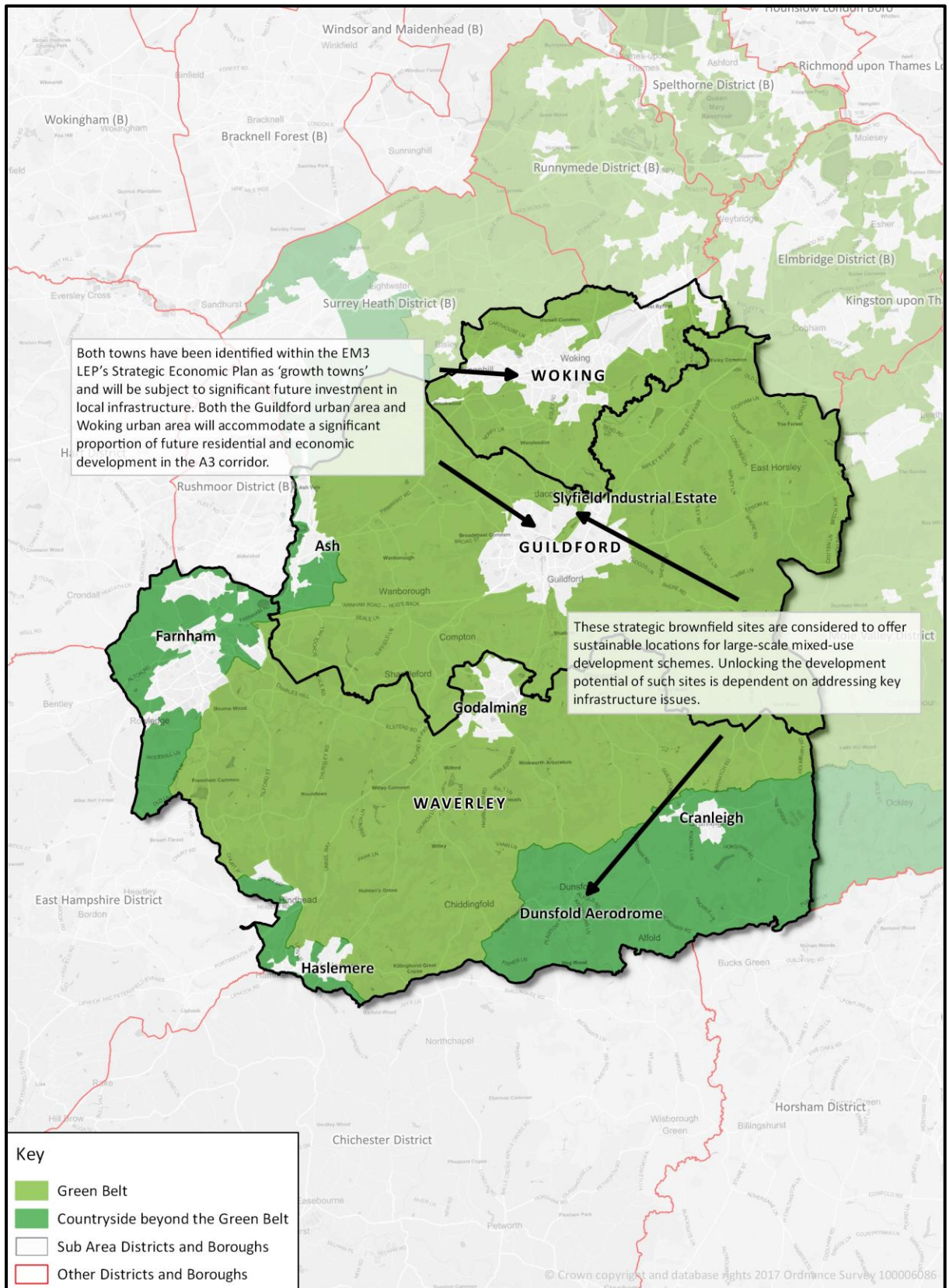
	Supporting economic prosperity	Meeting housing needs	Delivering infrastructure	Supporting environmental sustainability, natural resource management and conserving and enhancing the character and quality of the countryside and Green Belt
Utilise and make best use of brownfield sites to meet needs	√	√	√	√
Protect the natural environment from harmful and inappropriate development				√
Ensure infrastructure upgrades are delivered to support planned growth	√	√	√	
Increase housing supply and address affordability issues and meeting traveller accommodation needs	√	√	√	
Maintain and improve existing strategic employment sites and establish new employment floorspace	√	√	√	
Support the rural economy	√	√		√

- 3.70 The key locations in the A3 Corridor which will help address the sub-area priorities and the wider strategic objectives are set out in Figure 3.8.
- 3.71 Strategic brownfield sites: The emerging Guildford and Waverley Local Plans allocate Slyfield Industrial Estate and Dunsfold Aerodrome for large scale mixed use development.
- Slyfield – The site is allocated for the provision of approximately 1,000 homes, four traveller pitches, light industrial uses, community facilities, waste facilities and a new sewage treatment works.
  - Dunsfold – The site is allocated for a new settlement comprising up to 2,600 homes, an expanded business park with 26,000 sqm of new employment floorspace, a range of supporting uses including shops, health and community facilities and a new primary school.

Unlocking the development potential of these sites is dependent on addressing key infrastructure issues.



Figure 3.8: A3 Corridor – Sub-area priorities and key locations



- 3.72 Guildford: Guildford urban area will accommodate a significant proportion of the sub-area's future residential and economic development commensurate with its role as a Growth Town. There are a number of regeneration initiatives being proposed for the town centre to deliver improved residential, commercial and retail opportunities. These include:
- a new retail-led, mixed-use redevelopment on the North Street regeneration site;

- approximately 1,172 new homes, particularly on upper floors as part of mixed use developments; and
- infrastructure improvements, especially more effective routes within and across the town centre for pedestrians and cyclists.

3.73 Woking: Woking urban area will accommodate a significant proportion of the sub-area’s future residential and economic development commensurate with its role as a Growth Town. There are a number of regeneration initiatives being proposed for the town centre to deliver improved residential, commercial and retail opportunities. These include:

- redevelopment of key major sites such as the Victoria Square Development;
- over 2,000 new homes, approximately 27,000 sqm additional office floorspace and up to 75,000 sqm of additional retail floorspace; and
- infrastructure improvements particularly to improve public transport and cycle facilities.

3.74 Table 3.8 shows how the A3 Corridor locations deliver the sub-area priorities.

Table 3.8: A3 Corridor – Key locations and priorities

	Utilise and make best use of brownfield sites to meet needs	Protect the natural environment from harmful and inappropriate development	Ensure infrastructure upgrades are delivered to support planned growth	Increase housing supply and address affordability issues and meeting traveller accommodation needs	Maintain and improve existing strategic employment sites and establish new employment floorspace	Support the rural economy
<b>Strategic brownfield sites</b>	✓	✓	✓	✓	✓	
<b>Guildford</b>	✓	✓	✓	✓	✓	
<b>Woking</b>	✓	✓	✓	✓	✓	

#### Duty to Cooperate

3.75 The following strategic issues have been identified as important duty to cooperate issues for the A3 Corridor authorities.

- **Housing and traveller accommodation:** The West Surrey SHMA, published in September 2015, identifies an acute need for housing in the area. Woking Borough Council’s Core Strategy, adopted in October 2012, sets a housing target of 292 dwellings per annum; a figure which falls significantly short of its OAHN of 517 new homes a year. Given the provisions of paragraph 47 of the NPPF, both Guildford and Waverley are required to assess whether any of this ‘unmet need’ can be accommodated alongside their own OAHN within their boroughs. It has been recognised by the three authorities that ongoing cooperation will be required to explore how issues of unmet need are addressed across the housing market area. The September 2017 Main Modifications to the Submission Waverley Local Plan Part 1 propose that the borough’s housing target be



increased to 590 additional homes a year (this includes meeting 50% of Woking's unmet need) which will make a significant contribution to meeting the sub-area's housing needs.

- Development for employment uses: Local planning authorities are encouraged to work closely with neighbouring authorities, the county council and LEPs to prepare and maintain a robust evidence base to understand existing business needs and likely changes in the market. The three councils are confident that the boroughs of Guildford, Waverley and Woking combined form an appropriate FEA for joint working.
- Infrastructure: Much of the growth proposed in both Guildford and Waverley is dependent upon upgrades to the A3 (co-ordinated by Highways England through Road Investment Strategy 1 and 2) and cooperation with Highways England is particularly significant to the plan-making process.

## 4. Delivery and Monitoring

### Delivery

- 4.1 Infrastructure investment is critical to unlock scheme delivery, achieve the sub-area priorities and – ultimately - deliver the LSS strategic objectives.
- Investment in transport and flooding infrastructure as well as education and health provision, is needed from service providers, relevant authorities and Government agencies.
  - Bids to, and grant funding from, Government and other organisations such as the Coast 2 Capital and Enterprise M3 Local Enterprise Partnerships will be important to delivery transport infrastructure, flood mitigation infrastructure and measures to promote economic development.
  - Use of section 106 money collected from developers, and Community Infrastructure Levy receipts will help manage the impacts of new growth and can be used as match funding to leverage in additional funding.
- Duty to cooperate beyond Surrey
- 4.2 Achieving the LSS strategic objectives will require close working between local authorities both within and beyond the Surrey county boundary. Whilst this LSS focuses on the Surrey county area, functional planning areas, and infrastructure corridors, frequently cross administrative boundaries.
- 4.3 The following relationships have been identified which cross the Surrey administrative boundaries and will therefore require joint working between authorities and bodies other than the 11 Surrey districts and boroughs and the county council:
- Housing and traveller accommodation: Strategic housing market areas cross administrative boundaries. Joint working not only within Surrey but also with authorities in Greater London (including the Mayor of London), Berkshire, Hampshire, West Sussex and Kent will be required to understand how housing and traveller accommodation development pressures can be sustainably accommodated, and to understand the more localised impacts of growth near shared boundaries on infrastructure and services.
  - Development for employment uses: FEAs cross administrative boundaries and for Surrey, both Heathrow and Gatwick on the county's border provide a particular focus for economic activity. Joint working with adjoining authorities outside Surrey (including the Mayor of London), as well as the Coast to Capital and Enterprise M3 LEPS, and (within Coast to Capital) the Gatwick Diamond will ensure that economic growth and floorspace proposals across Surrey and beyond are complementary and together meet - as far as possible - the economic growth needs of the area.
  - Retail needs: Ensuring that retail growth proposals across Surrey (and beyond) are complementary, and meet needs as far as possible whilst safeguarding the continued vitality and viability of a range of different town and local centres, will require cross boundary working with the local authorities that adjoin Surrey.
  - Transport: A number of strategic transport corridors cross Surrey, and important transport hubs sit adjacent to the County boundary.
    - Heathrow and Gatwick Airports
    - M25, M3 and M23
    - A3, A23
    - Brighton Mainline, South West Mainline, North Downs Line, Crossrail 2
  - Joint working with the Department for Transport, Highways England, Network Rail, Transport for London and public transport providers, along with adjoining county councils, will therefore be important to fully understand the pressures on strategic routes and develop technical solutions and ensure appropriate funding.

- Education health and other services: Local government administrative boundaries often do not reflect the reality of how people access services (such as schools, GPs and burial options), how healthcare is provided and how other services such as utilities are provided. It will therefore be important that the growth aspirations and plans of Surrey districts and boroughs are shared and discussed with County Councils and neighbouring authorities in their role as education providers, with Clinical Commissioning Groups and other NHS Trusts and with utilities providers.
- Green infrastructure, landscape and flooding: Landscapes and water courses do not respect administrative boundaries. Joint working between local authorities, and statutory agencies and bodies, will be vital to understand the impact of growth on these resources and secure appropriate investment, including in flood risk management measures and measures to avoid adverse impacts on the Thames Basin Heaths. Similarly joint working between local authorities will be needed to safeguard the overall coherence of the Metropolitan Green Belt.

### **Monitoring**

4.4 The strategic objectives of the LSS will be monitored by Surrey local authorities on a regular basis using the following indicators.

4.5 Objective 1: Supporting economic prosperity. Monitoring criteria will include:

- losses and gains in employment floor space (B1a, B2 and B8 uses) – overall total and for each safeguarded employment site;
- analysis of how well losses and gains in employment floorspace relate to meeting identified needs at a district level will be carried out to provide a Surrey-wide overview; and
- sufficient land bank of permitted reserves exists to meet Surrey’s current and future demand for minerals.

4.6 Objective 2: Meeting housing needs. Monitoring criteria will include:

- number of additional dwellings completed;
- number of starter homes granted planning permission/completions;
- number of custom and self build properties granted planning permission/completions;
- number of traveller pitches/plots granted planning permission/completions;
- number of affordable homes granted planning permission/completions;
- number of sheltered housing schemes and C2 care home/extra care schemes granted planning permission/completions;
- % of new homes granted on previously developed land; and

A Surrey-wide overview on how provision in each of the above categories relates to meeting assessed needs will be prepared.

Details of proposed/allocated Green Belt release sites will also be gathered.

4.7 Objective 3: Delivering Infrastructure. Monitoring criteria will include:

- annual list of pipeline strategic transport schemes correlated against the key corridors highlighted in the LSS to see if investment is being directed to the most strategically important locations;
- annual update on rail improvement schemes would need to be provided in a similar way as suggested above for road schemes;
- percentage coverage of the county with access to superfast broadband;
- number of new school places created;
- number of patients per GP-average figure on a borough by borough basis (from NHS choices);
- capacity available from permitted waste management facilities to demonstrate net self-sufficiency; and

- number of planning permissions granted for alternative development in areas safeguarded for waste-related development AND where an objection was raised by the county council.

Details of strategic healthcare and leisure schemes across the county will also be collated and reported.

4.8 Objective 4: Supporting environmental sustainability, natural resource management and conserving and enhancing the character and quality of the countryside and openness of the Green Belt .

Monitoring criteria will include:

- measuring biodiversity improvements/net gains (against positive measure implemented in the Biodiversity Opportunity Area Policy Statements);
- assessing the condition of sites and whether they are being managed positively; and
- details of planning permissions granted for mineral restoration and enhancement schemes (SCC AMR).

## MEMORANDUM OF UNDERSTANDING AND TERMS OF REFERENCE FOR THE SURREY STRATEGIC PLANNING AND INFRASTRUCTURE PARTNERSHIP

The MoU and ToR set out below were agreed in principle by Surrey Leaders Group at its meeting in July 2014 and have now been formally agreed by each of the local authorities.

### Memorandum of Understanding ('the Memorandum')

#### 1. Introduction

Surrey Leaders have agreed to meet for the purposes set out in the Terms of Reference for the Surrey Strategic Planning and Infrastructure Partnership.

This Memorandum sets out the basis on which Surrey Leaders have agreed to work together for those purposes, and in particular to help meet the requirements of the Duty to Cooperate through a programme of work undertaken irrespective of plan making timetables at individual authorities.

Under section 33A of the Act (amended by section 110 of the Localism Act 2011) and in accordance with the National Planning Policy Framework (NPPF) it is a requirement under the Duty to Cooperate for local planning authorities, county councils and other named bodies to engage constructively, actively and on an on-going basis in the preparation of development plan documents and other local development documents. This is a test that local authorities need to satisfy at the Local Plan examination stage, and is an additional requirement to the test of soundness. The Duty to Cooperate applies to strategic planning issues of cross boundary significance. The Districts and Boroughs within Surrey are currently all at various stages of Local Plan preparation. However, they all have common strategic issues and as set out in the National Planning Practice Guidance (NPPG) "*local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination.*" The statutory requirements of the Duty to Cooperate are not a choice but a legal obligation. Whilst the obligation is not a duty to agree, cooperation should produce effective and deliverable policies on strategic cross boundary matters in accordance with the government policy in the NPPF, and practice guidance in the NPPG.

#### 2. Working in partnership

The Memorandum sets out a framework for joint working between the local authorities which are represented by the Leaders of each authority who have each signed it ('the Signatories'). It sets out where cooperation will take place and identifies key outcomes. The Memorandum will be reviewed regularly to ensure it is compliant with the statutory duty and the NPPF, and is otherwise fit for purpose and up to date.

It is essential that in producing evidence and seeking to deliver outcomes Districts and Boroughs work together in an effective way. It is particularly essential that when evidence on a cross boundary basis is required by an individual District/Borough (or grouping) other Districts and Boroughs will respond positively and in a timely manner. Periodically the Signatories may agree to action to be taken to a common timeframe. The Signatories will cooperate on the basis that amended evidence bases do not invalidate existing tested plans (see NPPG paragraph 30 ref ID 3-030-20140306). Whilst this applies to housing need assessments and 5-year housing supplies it is considered that this is the main area where there is a real potential for shifts in the evidence base.



### **3. Evidence Base**

The local authorities in Surrey have identified key strategic areas of evidence gathering and technical work that require joint working and could be subject to separate arrangements for combined working/commission. This evidence base will be set on an agreed common methodology. This includes:

- Identification of all housing need<sup>2</sup>, including agreement on Housing Market Areas and agreement to prepare an up to date Strategic Housing Market Assessment.
- Economy and employment needs and opportunities
- Strategic infrastructure with strong links to work with Enterprise M3 LEP and Coast to Capital LEP on their strategic economic plans and funding bids/programmes
- Development of strategic growth options across the County (principally housing integrated with jobs and required infrastructure/services)
- Constraints such as, AONB, Special Protection Areas and Special Areas of Conservation and flooding.
- Green Belt designation

As a matter of principle before undertaking any technical studies the Districts and Boroughs will explore with other authorities where there is scope for joint studies using a common methodology.

### **4. Housing Market Areas**

Government policy places much emphasis on housing delivery as a means for ensuring economic growth and addressing the current national shortage of housing. Consequently, it is critical at Local Plan Examinations to ensure that local authorities are exploring all possible means to meet the objectively assessed housing need in their housing market area. Paragraph 47 of NPPF is very clear that 'local planning authorities should use their evidence base to ensure that their local plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this framework...'. District and Boroughs are already co-operating on work in this regard and will continue to make that commitment.

There are already several Strategic Housing Market area Assessments (SHMAs) underway or completed. These would form a good basis to understand the degree of consensus from a technical point of view of Housing Market Areas (HMAs) in the County and adjoining authorities. This exercise should be completed in late 2014 once all districts and boroughs have an up to date SHMA.

### **5. Infrastructure**

It is considered that this should be split between strategic infrastructure identified at a LEP level and local infrastructure that each authority will continue to pursue working in partnership as appropriate. The sound work done to date by Surrey Future is key and it is valuable that work has been done to map infrastructure in Surrey and collaborate with the LEPs on bidding for funding. For credibility and collaboration this will need to connect closely with existing local plans and infrastructure delivery plans. The local authorities will continue to co-operate and work in partnership on infrastructure primarily through Surrey Future.

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<sup>2</sup> Housing need includes Gypsy, Traveller and Travelling Showpeople accommodation

## **6. Other strategic issues**

The local authorities and other partners have acknowledged that there are other strategic matters that they could work in partnership to address. Paragraph 178 of the NPPF stresses that public bodies have a duty to cooperate on planning issues that cross administrative boundaries such as

- provision of retail, leisure and other commercial uses;
- the provision of health, security, community, water supply, waste management and cultural infrastructure;
- the provision of minerals and energy
- climate change mitigation and adaptation; and
- green infrastructure

Where relevant, the local authorities will work together to address these matters if it is considered beneficial to do so.

## **7. Working arrangements**

The work set out in this Memorandum will be led on a day to day basis by the lead planning officer for each of the local authorities in Surrey through the Surrey Planning Officers Association (SPOA). SPOA will meet monthly and will liaise with the Surrey economic development officers and Planning Working Group as necessary. Work will be commissioned, where appropriate, singly, jointly or severally by the local authorities which are represented by the signatories to this Memorandum through the appropriate procurement processes of the lead authority and arrangements to finance any work commissioned will be made through a separate agreement.

SPOA will report, through the Chair, to the Surrey Chief Executives and thereafter to the Joint Leaders Board. This governance structure will be formalised and protocols put in place for reporting and for administration.

## **8. Limitations**

The purpose of the Memorandum is to facilitate joint working of the local authorities which are represented by the Signatories as set out in the Terms of Reference.. The Memorandum does not seek to restrict or fetter the discretion of any of the authorities in the exercise of its statutory functions and powers, or in its response to consultation or determining planning applications.

**Signatories**



Councillor Stuart Selleck  
**Leader, Elmbridge Borough Council**

Elmbridge



Epsom and Ewell



Guildford



Mole Valley



Reigate and Banstead

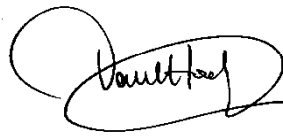


Runnymede

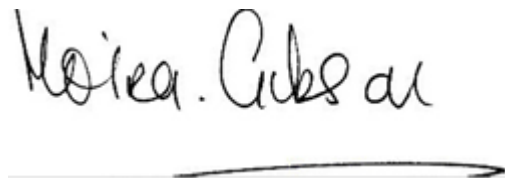


Spelthorne


Surrey County Council



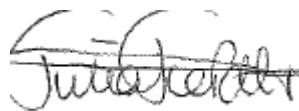
Surrey Heath



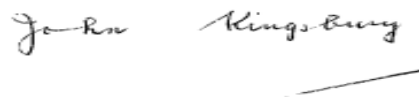
Tandridge



Waverley



Woking



## SURREY STRATEGIC PLANNING AND INFRASTRUCTURE PARTNERSHIP

### Terms of Reference

#### 1. Objectives

- 1.1 The Signatories to a Memorandum of Understanding dated 5 April 2017 have agreed to meet for the purposes set out in these terms of reference to provide a vehicle for cooperation and joint working between local authorities within Surrey.
- 1.2 The Signatories will address matters relating to: (i) the Duty to Cooperate to comply with section 33A of the Planning and Compulsory Purchase Act 2004; (ii) infrastructure investment and funding streams; (iii) strategic planning interaction with Greater London and other adjoining and relevant authorities and (iv) associated planning issues that are of joint interest to the member organisations. In summary:
- To identify and co-operate on spatial planning issues that impact on more than one local planning area across Surrey; and
  - To support better integration and alignment of strategic spatial, infrastructure and investment priorities across Surrey.
- 1.3 The Signatories are acting together in accordance with their powers under sections 13, 14 and 33A of the Planning and Compulsory Purchase Act and section 1 of the Localism Act 2011 for the purposes set out above by:
- Providing a framework to evidence that the Local Authorities are working ‘constructively, actively and on an ongoing basis’ on strategic planning matters to support delivery of Local Plans which will be able to be assessed as ‘sound’.
  - Being ‘spatially specific’ where there is a strategic focus on particular areas within Surrey or overlaps with adjoining areas.
  - Providing a basis for working collaboratively with the GLA/Mayor and other authorities on the long term growth of London, particularly in relation to the next full review of the London Plan and the Mayor’s Long Term Infrastructure Plan.
  - Integrating strategic spatial, economic and infrastructure priorities for Surrey with a clear set of (agreed) objectives for delivering ‘sustainable’ prosperity in Surrey. This should build on the priorities in Surrey Future, the Strategic Economic Plans and local plans and collaboration with the LEPs and Surrey Local Nature Partnership.
  - Providing a positive voice for Surrey, setting out its case for investment and why it is important to the national economy.
  - Helping to align business/investment priorities of other key bodies, e.g. Environment Agency, transport operators and utility companies.
- 1.4 The Signatories will act to deliver cooperation across the Surrey area to maximise the effectiveness of plan making, infrastructure delivery, growth and a single strategic voice in respect of Greater London planning issues.
- 1.5 The Signatories will put in place a single agreed framework, in the form of a Memorandum of Understanding, within which the Duty to Cooperate can be undertaken on an ongoing and rolling programme irrespective of individual plan making timetables of individual authorities.
- 1.6 For the avoidance of doubt, the Signatories cannot exercise any of the functions of a planning authority or competent authorities, including setting formal planning policy or exerting control over planning decisions, nor can they fetter any decisions made by other bodies such as the LEPs.

## 2. Functions

### 2.1 The Signatories will :

- agree frameworks for working effectively at a strategic planning and infrastructure level to ensure the best and most appropriate outcomes for Surrey through the Duty to Cooperate
- act together as a vehicle for joint working, liaison and exchange of information related to the Duty to Cooperate
- agree a spatially specific strategic vision for Plan and infrastructure delivery
- retain an overview of, and monitor, the implementation of projects and plan making across Surrey and the wider area of influence.
- identify the sustainable development issues that impact on more than one local planning area and agreeing how these should be prioritised and managed (covering the whole local plan cycle from plan-making, through to delivery and monitoring)
- support better integration and alignment of strategic spatial and investment priorities in the Surrey area, ensuring that there is a clear and defined route through the statutory local planning process, where necessary

### 2.2 In carrying out these functions, the Signatories may, subject to the necessary procurement arrangements and authorities being put in place by the local authorities represented by them:

- act on behalf of member organisations to commission studies, surveys and reports
- provide advice to member and stakeholder organisations, including making non-binding recommendations for a course of action

### 2.3 Surrey Leaders may review these terms of reference at any point.

## 3. Meetings of the Signatories

### 3.1 The Signatories may invite key stakeholders to attend their meetings as may be agreed. Minutes of the outcomes of meetings will be made available to the local authorities represented by the Signatories.

### 3.2 Other communication regarding their activities will be agreed by the Signatories.

## 4. Statutory/Non-statutory Duty to Cooperate Bodies

### 4.1 There are a number of public bodies that are subject to the Duty to Cooperate. These are set out in the Town and Country Planning (Local Planning) (England) Regulations 2012 as amended by The National Treatment Agency (Abolition) and the Health and Social Care Act 2012 (Consequential, Transitional and Saving Provisions) Order 2013. These bodies are currently:

- the Environment Agency
- the Historic Buildings and Monuments Commission for England (known as English Heritage)
- Natural England
- the Mayor of London
- the Civil Aviation Authority
- the Homes and Communities Agency
- each clinical commissioning group established under section 14D of the National Health Service Act 2006
- the National Health Service Commissioning Board
- the Office of Rail Regulation
- Transport for London



- each Integrated Transport Authority
  - each highway authority within the meaning of section 1 of the Highways Act 1980 (including the Secretary of State, where the Secretary of State is the highways authority)
  - the Marine Management Organisation.
- 4.2 The National Planning Practice Guidance suggests that these bodies play a key role in ensuring Local Plans are as effective as possible on strategic cross boundary matters. The Signatories will ensure, through provisions to invite stakeholders when required or through the work undertaken by the Surrey Chief Executives and SPOA, that preparation of a Local Strategic Statement has involved these statutory bodies as far as is proportionate given the policy context under consideration.
- 4.3 Local Enterprise Partnerships and Local Nature Partnerships are not subject to the requirements of the duty. But local planning authorities and the public bodies that are subject to the duty must cooperate with Local Enterprise Partnerships and Local Nature Partnerships and have regard to their activities when they are preparing their Local Plans, so long as those activities are relevant to local plan making. Local Enterprise Partnerships (LEPs) and Local Nature Partnerships (LNPs) are prescribed for this purpose in Town and Country Planning (Local Planning (England) Regulations as amended by the Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2012 to include Local Nature Partnerships.
- 4.4 There is existing effective working between Councils, LEPs and LNPs. In this context, the Signatories will ensure that they are aware of Strategic Economic Plans and the delivery of a strategic approach to encouraging biodiversity. The Signatories will ensure, through provisions to invite stakeholders when required or through the work undertaken by the Surrey Chief Executives and SPOA, that preparation of a Local Strategic Statement has involved these bodies as far as is proportionate given the policy context under consideration.
- 4.5 The Signatories will be advised by SPOA via the Surrey Chief Executives.

Table A1: Housing Delivery: Objectively assessed needs, Local Plan targets and completions

District/Borough	OAHN (net dpa)	Adopted Local Plan target (net dpa)	Average completions 2006/7 – 2015/16 (net dpa)	Annual completions 2015/16 (net )	Outstanding permissions (including under construction) at 31.03.2016 (net)
Elmbridge	474	225	338	240	1,197
Epsom & Ewell	418	181	257	169	465
Guildford	654	654 <sup>1</sup>	271	388	1,554
Mole Valley	391	188	216	158	1,002
Reigate & Banstead	620	460	541	535	1,992
Runnymede	535 <sup>2</sup>	494 <sup>3</sup>	216	405 <sup>4</sup>	n/a
Spelthorne	757 <sup>5</sup>	166	199	308	1,437
Surrey Heath	382	191	189	305	2,402
Tandridge	470	125	254	316	1,241
Waverley	507 <sup>6</sup>	590 <sup>6</sup>	240	343	2,579
Woking	517	292	274	360	1,770
Surrey	5,737	3,566	-	3,527	-

Position as at December 2017

<sup>1</sup>Provisional figure – Draft Submission Local Plan: strategy and sites (December 2017)

<sup>2</sup>Represents the upper end of a range of housing need of 466 – 535 for the period 2013 – 2033. SHMA subject to review Autumn 2017

<sup>3</sup>Provisional figure – Draft Submission Local Plan (December 2017)

<sup>4</sup>Excludes student accommodation

<sup>5</sup>Represents the upper end of a range of housing need of 552 – 757 for the period 2013 – 2033. SHMA subject to review Autumn 2017

<sup>6</sup>Provisional figure – Main Modifications to Submission Local Plan Part 1: Strategic Policies and Sites (September 2017)