

## **Chapter 7**

### **RECREATION**

#### **Introduction**

- 7.1 The Borough Council has a dual role to play in recreation provision through its powers as a local planning authority and its role in the provision and maintenance of facilities. The Borough Council's approved Leisure Strategy (1994) takes an overview of all matters relating to leisure and recreation. The Local Plan only concerns itself with those aspects of recreation provision which are within the scope of the Borough Council's responsibilities as a local planning authority, and those aspects of the Borough Council's leisure activities which are land-use based.
- 7.2 The local plan adopts a wide definition of recreation that embraces both formal and informal activities. It covers a full range of leisure activities which are used principally by local residents but can be used by visitors or tourists. Formal recreation includes organised sport, cultural activities and commercial leisure. Informal recreation is concerned with the use of the countryside, parks, open spaces and rights of way for leisure purposes.

#### **Recreational Assets**

- 7.3 Surrey Heath possesses an attractive natural environment, with wide areas of open heath and pine and birch woodland. The extensive Green Belt, and open countryside provides leisure opportunities that can be enjoyed by the inhabitants of both the rural villages and the urban areas of Camberley and Frimley. The Borough has over 200 hectares of parks and recreation grounds including Lightwater Country Park (60 hectares), Frimley Lodge Park (24 hectares), and the Blackwater Valley.
- 7.4 Surrey Heath residents have the benefit of a good level of indoor sports provision. There are three Indoor Sports Centres: The Arena and Tomlinscote Sports Centres in Camberley and one at Lightwater Country Park. There is one swimming pool at The Arena which is a 25 metre pool. In addition, community buildings and some education facilities are available for public use outside of normal school hours.

Commercial leisure opportunities centre on private leisure and health clubs. There is only one theatre, at ArtsLink, and a single cinema, both located in Camberley.

#### **Opportunities for Recreation**

- 7.5 In view of the growing demand placed upon recreational facilities, the deficiency that exists in some forms of facility and the lower financial return of many forms of recreation compared to other uses, it is important to protect existing facilities and resist their loss.
- 7.6 The Local Plan can assist the provision of new recreational facilities by allocating the necessary additional sites, where necessary, and by providing the necessary planning guidance for any new recreation proposals.

#### **Indoor Sports**

- 7.7 Surrey Heath residents have the opportunity to supplement their use of the indoor sports facilities at Camberley Arena, Tomlinscote Sports Centre and Lightwater Country Park, by travelling to Sports Centres at Woking, Guildford, Bracknell, Farnborough and Fleet. Swimming pools at Bracknell, Woking and Guildford, and athletics tracks at Woking, Bracknell, Aldershot, Guildford and Walton. All these venues are located within twenty minutes drive from Camberley. Within the Borough, facilities are available for popular sports such as tennis and bowls and for more specialist sports, notably gymnastics, boxing and judo at local clubs. In addition the important contribution of community centres and village halls as venues for a range of leisure facilities is recognised. In villages they may provide the only suitable meeting place for local clubs.
- 7.8 The Leisure Strategy identified the need to improve the facilities available for gymnastics and judo. Subsequently, it has become clear that current demand justifies the opening of an additional swimming pool for public use.

## Outdoor Sport

- 7.9 The Leisure Strategy identified potential deficiencies in the availability of land to meet the outdoor sporting demands of the general public. Since the adoption of the 1994 Surrey Heath Local Plan, three proposed schemes have been abandoned. Surrey County Council have decided not to release the Robert Haining School playing fields site for use as formal open space. A proposal to provide a formal recreation facility at Whitehill Farm, Camberley, has not been pursued, and the Borough Council's Leisure Strategy has concluded that the need for more indoor sports facilities should be met by maximising the use of existing resources rather than the development of brand new facilities. The Leisure Strategy cast serious doubt on the feasibility of developing the former 'landfill tip' next to Crabtree Recreation Ground as an athletics track and football stadium. The Borough Council concurred with the recommendation not to pursue the project and a landscaped, horticultural and children's play development scheme has been implemented on this site.
- 7.10 The football pitch at Krooner Park is therefore no longer proposed for development, as it assumed relocation to Crabtree Recreation Ground. The Borough Council would wish to see the provision of an all-weather pitch and an athletics track and alternative solutions are being considered, within the planning guidance set out in the Local Plan. The emphasis is being placed on improving existing Borough Council facilities or seeking the dual use of school facilities. The Borough Council will consider the need to supplement existing provision for indoor sports, when opportunities arise in relation to new development; and will support the dual use of education and military facilities (Policy CS8). An artificial pitch has been provided at France Hill School.

## Outdoor Playing Space

- 7.11 The Leisure Strategy and the application of National Playing Fields Association (NPFA) minimum standards indicate significant deficiencies of outdoor playing space in a number of wards. The views of local organisations provide further indication of a shortfall in existing provision. The Borough

Council recognises the need to supplement an analysis of Outdoor Playing Space provision based on NPFA population standards. A more detailed study has been undertaken in two parts. A survey of existing and potential sites for both equipped and casual children's play, using catchment areas recommended by the NPFA, as well as their population standards. The Borough Council is giving priority to achieving provision for larger equipped play areas, where sites are available. Secondly, a questionnaire survey of local users has been undertaken to determine the demand for playing pitches, using the method recommended by the Sports Council.

- 7.12 A programme of potential longer term improvements to the outdoor playing space managed by the Borough Council will help to meet the discrepancies identified in the study. New development will add to existing shortfalls. This is of particular concern in wards where the open space available for both equipped children's play areas and safe casual play is limited. The results of the Outdoor Playing Space Study justify the inclusion of a policy requiring commuted payments from developers of housing schemes, where the study reveals local deficiencies and the opportunity to provide new facilities within an accessible distance from the development site (Policy H22).
- 7.13 The study did not include other outdoor sports. The Borough Council will continue to meet local demand for playing space and other sports through the planning process, particularly in the villages; and by pursuing commercial leisure opportunities in Camberley Town Centre (Policy TC19), in accordance with the Leisure Strategy. Other opportunities rely on bids for lottery, millennium or other sources of external funding. Projects include the Camberley Town Centre Millennium project; recreation proposals by Lightwater Playing Fields Association; and the public use of the John Walker Sports Ground at Bisley. Where local demand is proven the Borough Council will support the provision of new facilities when opportunities arise in accordance with Policy R2. Whilst there may well be unmet demand for several sports, due to recent developments this is no longer the case for golf.

## Recreation in the Countryside

7.14 The countryside areas of the Borough provide for both informal recreational activities such as walking and horse-riding, and more formal sports such as windsurfing and golf. The Borough Council places particular emphasis on maintaining, improving and extending rights of way and the provision of trails for walkers, horse-riders and cyclists (Policy M11). Outdoor forms of recreation may be acceptable in Green Belt and Countryside Beyond the Green Belt, although they must not prejudice the character and amenity of the countryside. Built facilities are limited to those ancillary to the requirements of the outdoor activity. Areas such as the Blackwater Valley, the Basingstoke Canal and Lightwater Country Park already have strategies or management plans to guide their recreational development. The policies in this chapter will assist in maximising the recreational value of these designated areas and the wider countryside, whilst ensuring that any value for nature conservation and the amenities of local residents are not prejudiced. Any proposals for noisy sports will be considered against such policies. Where motorbike scrambling occurs at present, the sites remain unsuitable for formalising such activity. The lack of a suitable site in the Borough owing to the impact of scrambling on residential amenity and nature conservation does not permit the allocation of a site for this activity.

7.15 In accordance with Structure Plan Policy RU9 and Local Plan Policy M11 the Council will seek to make the best use of public rights of way and, where appropriate, will improve or extend the network of footpaths and bridleways. Such routes in urban areas can act as green corridors between areas of major open space. The identification of circular routes and long distance routes will be pursued. The Council will seek to improve route marking and footpaths which are falling into disrepair. In accordance with Policy M13 the identification of recreational routes for cyclists will also be pursued. The following policies encourage the creation of particular footpath links:

R6 - along the Blackwater Valley and links to the Valley;

RE16 - links to and along the Basingstoke Canal.

## Arts and Cultural Facilities

7.16 The 1994 Leisure Strategy identifies the development of the arts and community role of Camberley Civic Hall as a major priority. Its upgrading and renaming as Arts Link was completed in October 1995. In accordance with the Leisure Strategy, the Borough Council will pursue other arts development activities. These could include relocating and expanding the Surrey Heath Museum and providing support for local arts groups. In the absence of any firm land use proposals no policies have been included in the local plan; however, an Art in the Built Environment Policy (Policy G10) has been included in the General Policies Chapter.

## Government Guidance

7.17 In exercising the planning function, Government advice in Planning Policy Guidance Note 17 "Sport and Recreation" (September 1991) requires local planning authorities to take full account of the community's needs for recreational space in order "to ensure .... that adequate land and water resources are allocated both for organised sport and for informal recreation". Local Plan policies pursue this objective in accordance with PPG17, the Sports Council's Recreation Strategy for the South East (1996) and other relevant advice, notably on outdoor playing space and playing pitches, from the National Playing Fields Association and the Sports Council.

## Surrey Structure Plan 1994

7.18 The Surrey Structure Plan recreation policies resist the loss of existing recreation facilities and encourage both new development and the full use of existing facilities (Policy DP22). It recognises that demand for recreation continues to grow and recreation activities usually generate a relatively low financial return. In emphasising the need for the protection of existing facilities and allocating additional land, the Structure Plan expresses particular concern about the adequacy of playing field provision.

- 7.19 The County Council is fostering the growth of leisure. The Structure Plan recognises the importance of business tourism and the need for adequate facilities, such as hotel accommodation (Policy DP23).
- 7.20 Whilst loss of existing recreation facilities in the countryside is resisted, new development is restricted to outdoor uses. Only essential built facilities are permitted, which are genuinely ancillary to the outdoor use (Policy RU6). The Structure Plan encourages the use of water areas for recreation, where environmental features are safeguarded (Policy RU7); provides guidance for the control of noisy and disruptive sports (RU8); and encourages public access to the countryside (Policy RU9).
- 7.23 Existing recreation facilities will face increasing user demands as the number of households continues to grow, both during the plan period and beyond. Some recreation facilities may well come under pressure from alternative forms of development. It is important that the recreation needs of the existing and future population of Surrey Heath are safeguarded by the retention of existing recreation facilities.
- 7.24 Even if an existing recreation facility is under-used or no longer viable it can often accommodate other recreation or community uses. Existing facilities need to be protected even if there may not be an immediate demand for a similar occupier, because other recreation sites are increasingly difficult to find in the built up areas. This is due to the pressure of development and high land values, and the general presumption against built development in the countryside. Where development of an existing facility is proposed, suitable alternative provision to a standard as good as or in excess of that previously provided will be required in an appropriate location.

## Strategy

- 7.21 The strategy in the Local Plan draws upon and applies the approach established at national and strategic levels; and where appropriate reflects the conclusions and proposals of the Borough Council's Leisure Strategy.
- 7.22 The recreation strategy of the Local Plan is based on the following key objectives:
- (a) To resist the loss of public and private recreation facilities;
  - (b) To encourage the provision of appropriate recreation facilities to meet the identified needs of the Borough;
  - (c) To encourage the improvement of existing facilities in order to achieve their full recreation potential.
- 7.25 This Policy applies to all forms of facility made available for sport and recreation purposes, and is in accordance with Surrey Structure Plan Policies DP22 and RU6. Government policy is set out in Planning Policy Guidance Note 17, which stresses the great importance the Government places on the retention of recreational and amenity open space particularly in urban areas (paragraph 25), whilst recognising that people living in countryside areas have no less a need for recreation.

## Existing Recreation Facilities

### **POLICY R1:**

#### **RETENTION OF RECREATION FACILITIES**

**The Borough Council will not permit development which would result in the loss or reduced availability of existing recreation facilities except where suitable alternative provision is being made.**

## New Recreation Development

### **POLICY R2:**

#### **DEVELOPMENT FOR RECREATION**

The Borough Council will permit development for public or private recreation use, where:

- (a) There would not be any unduly adverse environmental effects on the proposal site, or on adjacent areas. Proposals will be considered in accordance with normal development control criteria with special reference to the following:
  - (i) **The nature and built form of the proposal will pay due regard to the character of the surrounding area;**
  - (ii) **Disturbance to the surrounding area in terms of direct impact from noise, lighting and other forms of pollution will be minimised;**
  - (iii) **Safety aspects of the proposed use;**

**(iv) Built recreation facilities will not be permitted in the countryside except in the case of those buildings which are genuinely ancillary to an outdoor use. Proposals should aim to make the best use of existing redundant buildings; and**

- (b) **The Borough Council will seek to achieve the full potential from recreation land, buildings and water features in accordance with this Policy.**

7.26 A wide variety of demands for recreation exists in the Borough. In addition to its role in the direct provision and management of recreation and sporting facilities, the Borough Council will assist the efforts of voluntary groups and encourage the private sector to provide facilities. Policy R2 ensures that the impact of new recreational development on environmental interests such as the landscape, nature conservation and residential amenity is minimised. Certain development may justify an environmental assessment in accordance with paragraph 3.18; and under Policy G3 planning benefits can include environmental enhancement and protection schemes

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involving long-term management plans. In considering proposals for new development, the Borough Council may require a developer to enter into legal agreements to restrict activities that would have an adverse effect on local residents or the environment.

- 7.27 Where built facilities in the countryside are proposed, this policy should be read together with Policy RE2 (Development within the Green Belt) or Policy RE3 (Countryside Beyond the Green Belt). Buildings which are “genuinely ancillary” to an outdoor recreation use include club houses and changing rooms, where the predominant activity is directly related to the outdoor use of the land for recreation purposes. As a guide, the Borough Council will not consider proposed uses of a building to be “genuinely ancillary”, if those uses could continue on their own, in the event of the cessation of the outdoor recreational activities.
- 7.28 Informal activities such as walking, and predominantly outdoor formal recreation facilities such as playing fields and golf courses, are the most suitable recreation uses within the countryside. However, where such proposals conflict with matters of acknowledged importance such as significant nature conservation interests, they may not be appropriate.
- 7.29 Not all recreation facilities in the Borough are available for public use. Some are restricted to use by members of private clubs, employees or schools. Many facilities are inaccessible or provide limited access for people with disabilities either as participants or spectators. The Borough Council, wherever possible, will seek to encourage the maximum use of all recreation assets. The dual use of existing and new facilities can provide a cost effective means of meeting the needs of the community and can reduce the land requirements for additional facilities.

## Outdoor Playing Space

### **POLICY R3:**

#### **ENHANCEMENT OF OUTDOOR PLAYING SPACE**

**The Council will not permit development which would result in the loss or reduced recreational value of existing outdoor playing space; and will undertake a programme of enhancement of existing outdoor playing space, with the intention of securing the provision of new play opportunities to meet any identified deficiency.**

- 7.30 Existing outdoor playing space in the Borough totalled 128 hectares in 1996 and comprises equipped children’s play areas, public recreation grounds, casual play spaces and sports pitches. The National Playing Fields Association (NPFA) recommends a target of 2.4 hectares (6 acres) of playing space for outdoor sports and children’s play per 1000 population. The Outdoor Playing Space Study included only pitch sports (ie soccer, cricket and rugby) and other outdoor sports will be considered in relation to local demand, as and when opportunities arise. The NPFA standard for sports pitches and all children’s playing space is 1.9 ha per 1,000 population. The residential population of the Borough was estimated at 80,800 in 1996. Existing outdoor playing space comprising all children’s playing space and sports pitches is estimated to be 1.6 hectares per 1,000 population, which is below the recommended target. The estimated shortfall for children’s playing spaces is 17.5 hectares, whereas that for playing pitches (excluding pitches that are not used by the public) is only 7 hectares. It should be noted that population growth is predicted, the NPFA recommendation is a minimum standard, and the Outdoor Playing Space Study revealed significant shortfalls within particular wards.
- 7.31 The Borough Council does not rely on the NPFA population standard and places greater emphasis on ensuring residents live within a reasonable distance of play opportunities. This is of particular importance in respect of children’s play. A more detailed examination of the situation in each ward reveals local deficiencies in respect of children’s play.

Furthermore, there is a deficiency in the number of equipped play areas throughout most of the Borough. The Outdoor Playing Space Study has identified where existing play areas require upgrading and new equipped play areas can be provided within casual play space. This “catchment area” approach complements the overview provided by the NPFA population standards and provides more information on the local implications of any shortfall in respect of meeting these minimum targets. The Council will therefore continue to seek additional provision, in order to overcome existing deficiencies, as and when the opportunity arises. Requirements for the provision of children’s play space in association with new housing developments are set out in Policies H20, H21 and H22 of the housing chapter.

- 7.32 The Outdoor Playing Spaces Study concluded that there is no current demand for additional formal playing pitches. Consequently there are no specific proposals for new playing pitches. In order to take account of latent demand and an increasing population, however, the Borough Council will undertake the enhancement of existing playing pitches where resources allow. The Borough Council

will seek opportunities for increasing the supply as a means of increasing choice, providing for a larger future population and taking the pressure away from the more heavily used pitches. The emphasis will be placed on the increased use by the public of existing pitches, including education and military facilities.

- 7.33 In order to ensure these opportunities to meet current deficiencies are not prejudiced, as well as protecting existing outdoor playing space, land will be reserved for use as outdoor playing space. Outdoor playing space sites are listed in Supplementary Planning Guidance, together with a potential programme of works. The overall deficiency in outdoor playing space throughout the Borough will not be eliminated by those policies which provide for playing space in the Local Plan. The Council will seek to provide additional opportunities for outdoor play in accordance with Policy R3.

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## Informal Recreation

### **POLICY R4:**

#### **USE OF INFORMAL PUBLIC OPEN SPACE**

**The Borough Council will seek to secure the better use of existing informal open spaces, including access for people with disabilities, and will permit proposals for informal recreation where they are of a type and scale appropriate to the area. The Borough Council will encourage management schemes.**

7.34 The Borough as a whole is well provided with informal open space. This comprises common land, village greens, allotments and other areas of countryside or urban open space with public access. There are also numerous rights of way in the Borough, both footpaths and bridleways, which afford public access to both privately occupied and Ministry of Defence land. Open spaces linked to water features such as those found along the Blackwater Valley and Basingstoke Canal provide pleasant settings for informal recreation. The protection of these areas for recreation purposes is provided for by Policy R1 of the Local Plan.

7.35 Certain informal open spaces within the Borough, such as Lightwater Country Park and Chobham Common, are important ecological areas. In these areas the potential for recreation is restricted but has to be balanced against some public access. Furthermore much of the available open space is not close to urban populations. The Borough Council supports Surrey Structure Plan Policy DP22 which stresses the importance of achieving the full potential from existing recreational land and facilities, to reduce the impact of future generated needs. Management schemes, such as those prepared for Lightwater Country Park by the Borough Council, Chobham Common by Surrey County Council and Brentmoor Heath by the Surrey Wildlife Trust, will be encouraged where recreation pressures may threaten the nature conservation or other policies of the plan.

### **POLICY R5:**

#### **LIGHTWATER COUNTRY PARK**

**The Borough Council will seek to improve facilities at Lightwater Country Park and in particular will seek to:**

- (a) Manage the park for its full recreational and amenity potential whilst minimising conflict with the nature conservation and landscape interests of the park;**
- (b) Protect, create and maintain the diverse natural habitats of the park; and**
- (c) Promote the educational value and use of the park.**

**The Borough Council will seek to extend Lightwater Country Park to incorporate the area of Stonehill Nurseries, as shown on the Proposals Map. Private recreation development within this extension will be considered acceptable where it is appropriate in form and use to the countryside character and location of this area.**

**The Borough Council will seek to extend Lightwater Country Park to incorporate the area of Lightwater Bog, as shown on the Proposals Map.**

7.36 The open space provided at Lightwater Country Park is an important recreation area. It comprises a characteristic landscape of this part of the Borough and is part of the important green wedge between Lightwater and Bagshot. The Borough Council will seek to develop the Country Park concept within this area.

7.37 The Borough Council will also seek to extend the Country Park to cover part of the adjoining Stonehill Nurseries. This would be a natural extension to the Country Park and provide an alternative access and car parking facility.

7.38 Lightwater Bog is a Site of Special Scientific Interest covering an area of 1.8 ha and bears a close relationship in landscape and ecological terms to the Country Park. As such it is considered a suitable addition to the Country Park.



#### **POLICY R6:**

##### **RECREATION FACILITIES IN THE BLACKWATER VALLEY**

**The Council will encourage the provision of outdoor recreation facilities in the Blackwater Valley Strategic Gap, as shown on the Proposals Map, and require any provision to be in keeping with their countryside location. Proposals must form part of an integrated scheme for environmental improvement and recreation provision, and should not be detrimental to amenities and nature conservation. The Borough Council will seek to achieve footpath and cycleway linkages to and within the Blackwater Valley as and when opportunities arise.**

- 7.39 The Blackwater Valley is an important open countryside area in the west of the Borough separating the settlements of Camberley, Frimley, Frimley Green and Mytchett from those of Farnborough, Hawley and Blackwater. Its proximity to these settlements allows the Valley to perform a valuable role as a recreational facility. In order to maintain the countryside character of the Valley, outdoor recreational pursuits will be encouraged. Policy RE4 addresses those environmental improvements which will form part of an integrated scheme with a recreation proposal. The Blackwater Valley Strategy 1993–1998 has been prepared by the Blackwater Valley Recreation and Management Service together with the local authorities in the Valley. It has been adopted by the Council and will provide a basis for the consideration of recreation proposals within the overall context of Policy R6. The construction of the Blackwater Valley Road provides a riverside path along most of the length of the river. This Council will support the further provision of footpaths within and to the Valley to improve access. A new strategy for the period 2000–2005 is being prepared.
- 7.40 The Basingstoke Canal is an important historic feature and a valuable recreation and landscape resource. Policy RE16 in the Rural Environment Chapter addresses the forms of development, including recreation, that will be appropriate along the canal.

#### **POLICY R7:**

##### **INFORMAL OPEN SPACE POLICY AREAS**

**The Council will seek to preserve the following informal open space areas, as shown on the Proposals Map. Proposals to improve the informal recreational potential of these areas will be encouraged, whilst having due regard to their value for nature conservation.**

- (a) Land South of Old Dean Common, Camberley;**
- (b) Turf Hill Park, Lightwater; and**
- (c) Brentmoor Heath, West End.**

- 7.41 These are existing areas of informal open space in the Council's ownership. The proximity of Land South of Old Dean Common to Camberley, and Turf Hill Park and Brentmoor Heath to Lightwater and West End, provides the opportunity for each of these areas to become an important informal open space facility for local residents. Brentmoor Heath and Turf Hill Park have management plans to co-ordinate activities that are suited to these locations. The preparation of a management plan at Land South of Old Dean Common, which takes account of the nature conservation value of the areas and the need for appropriate public access, will be encouraged.

#### **POLICY R8:**

##### **ALLOTMENTS**

**The Council will normally resist the loss of, and will encourage the further provision of allotments in suitable locations having regard to areas of evident demand, accessibility and other detailed planning considerations.**

- 7.42 The existing provision of allotments in the Borough accounts for approximately 10.6 ha of open space. The existing allotments are well used and there is further demand for additional provision. The Council will therefore encourage the further provision of allotments, subject to ascertaining local views if an alternative use that is considered appropriate, is proposed.

## Proposals for Recreation Development

### **POLICY R9:**

#### **GOLF**

**Proposals for the development of golf facilities will be considered according to Policy R2 and the following criteria:**

- (a) Proposals for built development will be restricted to those activities which are genuinely ancillary to the golf use;**
- (b) The Council will seek to secure by legal agreement the maintenance or, where desirable, the introduction of public access to golf course land;**
- (c) Golf development must pay due consideration to its visual impact;**
- (d) Golf development will not be permitted where it adversely affects landscape character, nature conservation interests, water courses, historic landscapes, conservation areas or buildings of historic or architectural interest;**
- (e) Proposals for the development of golf facilities on the best and most versatile agricultural land will be determined in accordance with Policy RE7;**
- (f) Golf development must give due consideration to the effects of traffic generation on the surrounding areas; and**
- (g) Further development unrelated to golf, including indoor recreation facilities and overnight accommodation, will not be permitted.**

7.43 The development of several private courses within the Borough and on its boundaries in the last few years has absorbed much of the demand for facilities. The poor state of the golf market generally and the development of the public pay-as-you-play course at Pine Ridge Golf Centre in Camberley suggests that there is no further need for a new public golf course in the Borough. Nevertheless this does not preclude the consideration of any new golf course should a proposal be put forward. An environmental statement will be required to

determine the impact on landscape, habitats, water courses and agricultural land. Any proposed development will be considered against the criteria laid down in Surrey County Council guidelines 'Provision of Golf Facilities in Surrey'. As a guide, the Borough Council will not consider proposed uses of buildings to be 'genuinely ancillary' to the golf use of the land, if those activities could continue in their own right, with cessation of golf.

### **POLICY R10:**

#### **NOISY SPORTS**

**Proposals for noisy sports will be considered according to Policy R2 and will have regard to:**

- (a) The amenities of the surrounding area and especially noise-sensitive developments such as housing, hospitals and schools; and**
- (b) Whether the proposal will materially harm the amenity and character of areas which are valued for their quietness; and**
- (c) The level and frequency of noise generation and adequacy of noise mitigation measures; and**
- (d) Guidelines for noise control adopted by the County Council.**

7.44 This policy is in accordance with Planning Policy Guidance Note 17, "Sport and Recreation" (September 1991) and Planning Policy Guidance Note 24 "Planning and Noise" (September 1994), which stresses the need for noisy developments to avoid causing disturbance within noise-sensitive locations. Noisy sports such as clay pigeon shooting, water skiing, microlighting and motorsports are a potential cause of disturbance to wider areas than that in which they operate. Permitted use rights allow the operation of these activities up to 14 or 28 days of the year according to the activity. Policy R10 is intended to control those activities which operate beyond these times. The Council will have regard to the guidelines adopted by the County Council in 1989 for clay pigeon shooting and microlight aircraft, motorised water sports and motor sports, and any further

guidelines that may be adopted as and when appropriate. The Council will require the use of legal agreements, as part of any planning permission, to control these activities. Light aircraft and helicopters are controlled under the Civil Aviation Act 1982 and Air Regulations 1991, and this Policy does not override any existing consents for recreational flying.

access, car parking and servicing arrangements and the impact of traffic on the surrounding road network. The re-use of existing rural buildings for hotel purposes may be permitted in accordance with Policy RE6.

## Tourism

### **POLICY R11:**

#### **HOTELS AND GUEST HOUSES**

**The Council will resist the loss of hotels and guest houses. Proposals for hotel development (including the change of use of existing premises to use as a hotel) will be considered subject to the other policies of the plan and as follows:**

- (a) In settlement areas, new hotel developments, ancillary conference facilities and extensions to existing hotels will normally be permitted if they do not have an unduly adverse effect on the environment. Changes of use which would result in the loss of residential accommodation will normally be resisted; and**
- (b) In the countryside, the erection of new hotel buildings and/or conference facilities will not normally be permitted. Limited extensions to existing hotels may be permitted if they comply with other policies of the Plan. The re-use of existing buildings for hotel purposes may be permitted in accordance with Policy RE6.**

7.45 In the above policy the term “hotel” also refers to guest houses. Demand for hotel accommodation has increased during the 1990s but has been matched by increases in the stock of accommodation. However, current and anticipated levels of demand are such that further new hotel accommodation may be viable. Given the policies which restrict development in the countryside, proposals for hotel development will only be encouraged in the settlement areas. Proposals for extensions to existing premises in the countryside will have regard to the character of the surrounding area, the amenities of nearby properties,



## **Chapter 8**

### **HOUSING**

#### **Introduction**

8.1 The Surrey Structure Plan 1994 sets out the housing requirement for this Borough. The Borough Council must make provision for 3,350 new dwellings in the period 1991 to 2006, comprising 2,700 dwellings to be developed between 1991 and 2001 and 650 dwellings between 2001 and 2006. This Local Plan provides a balanced policy framework for the development of new housing in the Borough by taking account of the principles of sustainability, the need to meet the housing requirements of all sections of the community, and the need to ensure new development does not harm the character of either the existing built-up areas or the countryside and provides a pleasant living environment.

#### **Sustainable Development**

8.2 The Local Plan cannot halt development in the Borough. It balances the requirement for further housing development against the need to protect the Green Belt, Countryside Beyond the Green Belt, nature conservation interests, open spaces in urban areas and the limited capacity of infrastructure and services. This approach should protect the environment for both present and future generations.

#### **Population and Household Growth**

8.3 Population and household forecasts by Surrey County Council (TR1/96) shows that the population and number of households in Surrey Heath will increase by 2.5% and 10.7% respectively, in the period 1991-2006. However, within this there will be a shift in the balance of the population. The national trend toward an ageing population is now being reflected within the Borough, with the 0-49 age group forecast to decrease from 73% to 65% of the population. Within the general increase in the numbers of households there will be a shift in the types of households. Numbers of households comprising married couples will decrease by 9.6%. Households comprising lone parents and single people will

increase by 12.2% and 64.1% respectively. Other types of households will increase by 32.2%. This indicates that there will be a continuing demand for small dwellings in particular, as well as family housing.

#### **Housing Stock and Tenure**

8.4 The previous Surrey Heath Local Plans made provision for 6,200 dwellings in the Borough between 1978-1991. Together with the 3,350 dwellings provided for in this Plan, these figures represent a 38% increase in the dwelling stock since 1978. At the 1991 Census, 81% of dwellings were owner occupied and 19% rented.

#### **Housing Needs Survey 1996**

8.5 A Housing Needs Survey was carried out for the Borough Council in 1995. Its purpose was to ascertain the demand for housing from those people in housing need. The results of the Survey will support the Council's planning process in seeking to meet the overall housing needs of the Borough for the next five years.

#### **Conversions, Extensions, Alterations and Changes of Use**

8.6 Conversions, extensions, alterations and changes of use to dwellings are a significant proportion of the overall amount of development occurring within the Borough. These forms of housing development must respect the character and amenity of the surrounding area and properties.

#### **Playing Space**

8.7 The Borough Council has recently carried out a Study of Outdoor Playing Space within the Borough. The findings of the Study and the recommended adopted play space standards for the Borough are set out in The Outdoor Playing Space Study 1997. The Study found most areas of the Borough to be deficient in play space. New housing developments are not expected to make up the existing defi-

ciency. New housing developments must, however, provide play space to meet its own needs.

## National and Strategic Policy

### Planning Policy Guidance Note 3 “Housing”

- 8.8 Planning Policy Guidance Note 3 “Housing” (PPG3) (March 2000), sets out the Government’s approach to housing issues. The key aim of this guidance is to meet the housing requirements of the whole community, including those in need of affordable and special needs housing.
- 8.9 There is particular emphasis on the re-use of urban land as a means of relieving pressure on the countryside. This approach takes account of the Government’s encouragement of home ownership and provision of rented housing.

### Planning Policy Guidance Note 13 “Transport”

- 8.10 Planning Policy Guidance Note 13 “Transport” (March 1994), sets out the Government’s approach to movement issues, and suggests ways in which local planning authorities should consider integrating transport and land uses more effectively. The guidance aims to reduce the number and length of motorised journeys and to encourage means of travel that have a less harmful environmental impact.

### Circular 6/98 “Planning and Affordable Housing”

- 8.11 Circular 6/98 “Planning and Affordable Housing” (April 1998), supplements guidance given in PPG3. The Circular gives advice on how to increase the supply of affordable housing in appropriate circumstances, together with definitions of affordable housing and advice on how to assess housing need. The Circular states that affordable housing should include both low cost market and subsidised housing. Such housing will be sought only as part of developments of 25 or more dwellings or residential sites of 1 hectare or more.

## Surrey Structure Plan 1994

- 8.12 Local Plan policies must be in general conformity with the policies of the Structure Plan. The main requirements of the latter are:
- (a) The need to encourage housing for those sections of the community with special needs;
  - (b) To make provision in the Borough for 3,350 additional dwellings in the period 1991-2006;
  - (c) The need to phase housing provision (comprising 2,700 dwellings in 1991-2001 and 650 dwellings in 2001-2006);
  - (d) To normally provide housing only in the urban areas and defined rural settlements and to respect the character of the surrounding area; and
  - (e) To not allow the net loss of existing or proposed residential units.

## Strategy

- 8.13 The provision of housing is a key objective of the Borough Council’s Corporate Plan, namely:

*“To increase the range and availability of housing, including social housing, to help meet the identified needs of the individuals and businesses of the Borough”.*

- 8.14 The strategy adopted in this Local Plan draws upon the approach advocated at both national and strategic levels. The objectives are therefore as follows:
- (a) To ensure that sufficient housing land is available to meet the Surrey Structure Plan 1994 and to ensure that the contribution from defined settlement areas is maximised. Where this is not possible, a limited number of sites only in Countryside Beyond the Green Belt on “brown-field land” or close to existing facilities and settlements, or on Housing Reserve Sites have been identified. Green Belt is to be retained and safeguarded from development;
  - (b) To seek to meet the needs of small households, the elderly, those with disabilities, low income households and those needing rented accommodation;

- (c) To resist the loss of small dwellings;
- (d) To ensure that new development respects the character of its surroundings and provides a living environment to a high standard; and
- (e) To ensure that there is adequate provision of amenity space, playspace and public open space.

## Housing Provision

8.15 The requirement for housing as set out in the Surrey Structure Plan 1994 is for 3,350 dwellings to be provided between 1 April 1991 and 31 March 2006. The Local Plan provision is set out in Table H1. In summary, the Borough Council must make provision for a net increase of 1,458 dwellings between 1 April 1998 and 31 March 2006 in order to meet the Structure Plan requirement. This represents the difference between the total of 3,350 dwellings required between 1991 and 2006, and the number of dwellings already completed (1,892) between 1991 and 1998. On 1 April 1998 there were outstanding planning permissions for a net increase of 403 dwellings to be provided on large sites (of over 1 ha), and on medium-sized sites (of 0.4 to 1.0 ha) that had previously been identified for residential development in a Local Plan (see Table H2). It is estimated that small sites and unidentified medium-sized sites will provide the capacity for about 447 extra dwellings between 1998 and 2006, making a total of some 850. This leaves a deficit of 608 dwellings for which additional land must be allocated in the Local Plan.

### **POLICY H1:**

#### **NEW HOUSING PROVISION**

**The Borough Council will make provision for a net increase in the dwelling stock of at least 1458 dwellings between 1 April 1998 and 31 March 2006 to be developed in two phases.**

8.16 In providing for the new housing provision it is important to ensure that all of the sites are available for development. The total net provision set out in Policies H2 and H3 below is 701 dwellings. This represents an over provision of 93 dwellings compared with the Structure Plan requirements. For the purposes of the policies of this chapter, the terms “net” and “gross “ are defined as follows:

Gross– is the total number of dwellings proposed to be built on the site.

Net– is the increase in the number of dwellings on the site, that is the gross figure minus the number of existing dwellings on the site.

Insert photo No.8

**TABLE H1****LOCAL PLAN HOUSING PROVISION****1998–2006****1998-2001 REQUIREMENT:**

Structure Plan Allocation (1991-2001)	2700
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**PROVISION:**

Completions 1991-1998	1,892
Identified sites with permission 1/4/98 (Table H2)	403
Medium Sites Estimate 1998-2001	30
Small Sites Estimate 1998-2001	170
Allocations (Policy H2)	277
Total	2,772

**2001-2006 REQUIREMENT:**

Structure Plan Allocation (2001-2006)	650
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**PROVISION**

Medium Sites Estimate 2001-2006	44
Small Sites Estimate 2001-2006	203
Allocations (Policy H3)	424
Total	671

Total Requirement 1991–2006	3,350
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Total Provision 1991–2006	3,443
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**TABLE H2**

**LARGE SITES (1.0ha+) WITH PLANNING  
PERMISSION AND MEDIUM SITES  
(PREVIOUS LOCAL PLAN SITES 0.4 -  
1.0ha) WITH PLANNING PERMISSION AT  
31 MARCH 1998**

	Net Units
1. Morris Depository, Bridge Road, Bagshot	59
2. Collingwood Farm, The Maultway, Camberley	24
3. Land East of Ridgewood Centre, Old Bisley Road, Camberley	27
4. Former WRAC College, Portsmouth Road, Camberley	104
5. St. Tarcisus School, Valroy Close, Camberley	99
6. 74-78 Chobham Road, Frimley	14
7. Land at Guildford Road/ Sturt Road, Frimley Green	28
8. Navara Nursery, Lightwater	17
9. Former Robert Haining School, Mytchett Place Road, Mytchett	12
10. 155-155A Mytchett Road, Mytchett	12
11. Fellow Green Nursery, Kings Road, West End	7
Total	403



**POLICY H2:****HOUSING ALLOCATION SITES 1998-2001**

The sites identified below are allocated for housing development in the period 1998-2001:

	Net Units
<b>Clewborough House School, Camberley</b>	<b>16</b>
<b>Collingwood College, Camberley</b>	<b>50</b>
<b>Old Dean Road, Camberley</b>	<b>23</b>
<b>Portesbery Woods, Camberley</b>	<b>8</b>
<b>Alma and Dettingen Barracks, Deepcut (Phase I)</b>	<b>145</b>
<b>Lorraine Road, Camberley</b>	<b>35</b>
<b>Total</b>	<b>277</b>

**POLICY H3:****HOUSING ALLOCATION SITES 2001-2006**

The sites identified below are allocated for housing development in the period 2001-2006:

	Net Units
<b>Sergeants Mess, Bellew Road, Deepcut</b>	<b>25</b>
<b>Alma and Dettingen Barracks, Deepcut (Phase II)</b>	<b>145</b>
<b>Grange Nurseries/No 11 Coleford Bridge Road and Linsford Bungalow, Mytchett</b>	<b>38</b>
<b>Notcutts Nursery and Woodside Cottage, Bagshot</b>	<b>150</b>
<b>83 College Ride, Bagshot</b>	<b>30</b>
<b>Dyckmore, Streets Heath, West End</b>	<b>10</b>
<b>Salisbury Terrace, Mytchett</b>	<b>16</b>
<b>Whitehill Farm, Kings Ride, Camberley</b>	<b>10</b>
<b>Total</b>	<b>424</b>

8.17 Further details of housing sites are contained at Appendix 5.

8.18 All of the sites of 25 or more units or 1 ha or more in area listed in Policies H2 and H3 will be subject to Policy H10 which requires the provision of an element of affordable social housing. The sites at Old Dean Road and Lorraine Road are expected to be wholly for social housing.

**POLICY H4:****MAINTENANCE OF HOUSING CAPACITY**

This Policy applies to proposals for development on those Housing Allocation Sites identified in Policies H2 and H3 and on those Sites with Planning Permission identified in Table H2. Proposals for housing development on such sites will not be permitted where this would result in a lower dwelling provision than the dwelling capacity stated in the Policy or Table, unless good reason has been demonstrated for the shortfall.

8.19 It is necessary to maintain housing capacities in order that the housing provision of the Local Plan will meet the Structure Plan requirement and will make the best use of urban land. The provision of a lower number of dwellings than as stated in the Plan would lead to further development pressures on the countryside. Whether good reason has been shown for the provision of dwellings below the capacities identified in the Plan will be decided after consideration of the characteristics of the individual site.

**POLICY H5:****ALMA AND DETTINGEN BARRACKS, DEEPCUT**

**Development of the Alma and Dettingen Barracks site for housing in accordance with Policies H2 and H3, will only be permitted when proposals for the following are agreed with the Borough Council:**

- (a) A package of highway and traffic management improvements, cycleways, pedestrian footpaths and public transport improvements;**
- (b) Appropriate provision for a community facility, in accordance with Policy CS4;**
- (c) Appropriate provision for a retail facility in accordance with Policy S8; and**
- (d) Appropriate provision for affordable housing in accordance with Policies H10 and H13.**

- 8.20 Detailed development requirements for the Alma and Dettingen Barracks site will be set out in a Planning Brief.

**POLICY H6:****LAND AT NOTCUTTS NURSERY AND WOODSIDE COTTAGE, BAGSHOT**

**Development of Land at Notcutts Nursery and Woodside Cottage, Bagshot for housing in accordance with Policy H3 will only be permitted when proposals for the following have been agreed with the Borough Council:**

- (a) Traffic Impact Assessment to determine the nature and extent of any highway and traffic management improvements which may be required including, where appropriate, arrangements for cycleways and public transport; and**
- (b) Appropriate provision of affordable housing in accordance with Policies H10 and H13.**

- 8.21 A Planning Brief will set out detailed development requirements for the above site.
- 8.22 Alma and Dettingen Barracks, Deepcut and Notcutts Nursery and Woodside Cottage, Bagshot are major housing sites identified within this Plan. Developers will need to demonstrate that appropriate provision is made to integrate developments into the existing communities, including provision for non car-based travel.
- 8.23 25% of the housing on the above sites should be for affordable housing, in accordance with Policies H10, H13 and Policy DP3 of the Surrey Structure Plan 1994.

## Housing Land Supply

- 8.24 The housing provisions of this Plan result in the Borough having a 5.37 year supply of housing land. The release of the sites identified in Policies H2 and H3 will maintain this supply. If, however, any of these sites either fail to come forward or come forward ahead of schedule, it is important to ensure that the five year supply of housing land is maintained throughout the plan period. Policy H7 below seeks to ensure that the housing land supply is maintained.

## Phasing

### **POLICY H7:**

#### **FLEXIBLE PHASING OF SITES**

**The release of sites identified in Policy H3 may be brought forward to ensure the adequacy of a five year supply of housing land. Where the five year supply is exceeded by more than 20%, permission on unallocated land may be refused as premature.**

- 8.25 It may be appropriate to adjust the phasing of potential housing development where monitoring of land supply highlights a conflict with the overall requirements for an area. This situation will be regularly reviewed. Sites may come forward in advance of their proposed phasing in order to meet any short term deficiency in land supply. Alternatively, where supply exceeds the short term requirement by more than 20%, permission on unallocated land may be refused as premature. This is to ensure that the opportunity for further housing is achievable in the long term without prejudice to the maintenance of long-established restraint policies.

## Housing Reserve Sites

### **POLICY H8:**

#### **RESERVE HOUSING SITES**

**The following sites, as identified on the Proposals Map, are reserved to meet possible long-term development needs, and are excluded from the Green Belt. During the period covered by this Local Plan they will remain subject to the restrictions set out in Policy RE3:**

**Land South of Kings Road and Beldam Bridge Road, West End;**

**Land East of Benner Lane, West End; and**

**Land East of Heathpark Drive, Windlesham.**

- 8.26 This Plan makes adequate provision for housing development within the plan period to meet the strategic housing requirements set out in the Surrey Structure Plan 1994. Policy

H8 is based upon Policy PE4 of the Surrey Structure Plan and together these policies reflect the approach of national advice set out in PPG2 “Green Belts”.

- 8.27 In accordance with the above policies, sites to the south and east of West End, and to the east of Windlesham have been excluded from the Green Belt to meet possible longer term development needs beyond the current plan period, that is beyond the year 2006. These sites are not to be regarded as suitable for development before that date. Their release for development will depend upon a further review of the Local Plan when it will be necessary to demonstrate that strategic housing requirements cannot be met by the release of other more appropriate land.
- 8.28 Whilst the land is safeguarded from the Green Belt, it is nevertheless subject to a strict policy of restraint over the present plan period in accordance with Policy RE3 (Countryside Beyond the Green Belt).
- 8.29 Any future decision to release any of these sites will depend upon the provision of satisfactory access arrangements and other infrastructure. In particular it will be necessary for Traffic Impact Assessments to be agreed with the Borough Council to establish that the local road network can accommodate the increase in traffic that would be generated by the development. In addition account will be taken of the need to protect the setting of Malthouse Farmhouse, a Grade II listed building, and the retention of the Holy Trinity C of E Primary School at Land East of Benner Lane, West End.

## **POLICY H9:**

### **NEW HOUSING IN GREEN BELT SETTLEMENTS**

**Within the rural settlements of Bisley, West End and Windlesham (including Snows Ride), new housing development outside of the provisions of Policies H2 and H3 will only be allowed in the following cases:**

- (a) Infilling; or**
- (b) Small scale housing developments especially those providing for special needs and affordable social housing.**

**Within the rural settlement of Chobham, new housing development will normally only be allowed in the form of:**

- (c) Infilling; or**
- (d) Small scale social housing developments.**

8.30 These settlements are located within areas of acknowledged restraint and considered inappropriate for large scale development as supported by Policies RU1 and RU2 of the Surrey Structure Plan 1994. Any housing permitted on such sites will count toward the Borough's housing allocation as set out in Policy H1 (New Housing Provision). Policy H18 (Residential Development in Settlement Areas) identifies the development control criteria which will be applied in considering proposals for development of new housing in rural settlements. Outside of the above settlements new residential development will not normally be permitted. The limited exceptions to this are set out in Policies RE3 (Countryside Beyond the Green Belt), RE5 (Extension, Alteration and Replacement of Dwellings in the Countryside) and RE6 (Re-Use and Adaptation of Rural Buildings) of this Plan.

8.31 For the purposes of this Policy the following definitions apply:

- (a) “infilling” is the filling in of vacant plots in a frontage or area which is substantially developed;
- (b) “small scale” means a site of less than 0.4 ha in size;

- (c) “special needs” refers to those needs set out in Policy H13; and
- (d) “affordable social housing” is as defined in Policy H10 and paragraph 8.42. The site threshold as set out in paragraph 8.40 applies to Bisley, West End and Windlesham. For Chobham, however, this is not the case. Chobham is dealt with as set out in paragraph 2.11 of PPG2 ‘Green Belts’ and is proposed for ‘infilling only’ and ‘washed over’ with the Green Belt notation. Paragraph 3.4 (indents 1-4) of PPG2 apply in which development other than those uses specified, which include limited infilling and limited affordable housing for local community needs, is inappropriate. This means that Chobham is treated as an exception to the site thresholds of Circular 6/98 “Planning and Affordable Housing” as set out in paragraph 8.40 of this Plan. Within Chobham the thresholds of site size for developing the provision of affordable housing do not apply and any housing provided other than infilling must be affordable housing.

## **Housing Need**

8.32 The Council’s role is to ensure that there is an adequate supply and choice of housing within the Borough. This is achieved through the Local Plan and the Council’s role of enabling other organisations to provide good quality housing. Part of this role is to assess the housing need for the Borough and how it can be met. Much of the Borough’s housing need is met by the private sector in the form of general market housing. It must however, be recognised that the market cannot meet the needs of all sections of the population. There will also be a need for affordable housing, comprising subsidised or social housing.

## **Housing Needs Survey**

8.33 The need for affordable housing can be taken into account in formulating local plan policies as set out in Circular 6/98 “Planning and Affordable Housing”. In formulating such policies it is essential to have a good understanding of housing needs for the Plan period. A Housing Needs Survey was undertaken on

behalf of Surrey Heath Borough Council in late 1995, and is available as The Surrey Heath Borough Council Housing Needs Survey (February 1996). The Survey has used existing data to estimate the supply of new general needs and affordable housing for the period 1995-2000. The Survey then estimated housing demand and need in the Borough for the same period. The Survey defines affordable housing as:

***“housing suitable for lower income households at a cost which is less than that which is readily obtainable on the open market in the study area”.***

The Survey looked at the various areas of housing within the Borough. In particular it found that there was very little private rented accommodation, traditionally a source of housing for low income households in the Borough. Moreover, much of the private rented housing available was characterised by high rents.

- 8.34 The Survey also looked at house prices. For market housing it concluded that the affordability thresholds were represented by:
- (i) for rented housing, the single persons housing benefit of £90 per week (at 1996 prices) was taken as the cut off price for affordable housing for rent;
  - (ii) for open market housing, £50,000 was the lowest purchase price (at 1996 prices) found and was taken as the cut off price for affordable housing for purchase.
- 8.35 Overall, the Survey found that, above the affordability threshold, the supply and demand for housing was virtually in balance. Below the affordability threshold, the Survey identified a shortfall of 691 units of social housing for the period 1995-2000. It seems likely that any housing provision falling within the affordable category will be some form of subsidised housing eg. social rented housing, and shared ownership. For the purposes of the Local Plan this is referred to as “affordable social housing”. Circular 6/98 advises that the term “affordable housing” encompasses low-cost market as well as subsidised housing. However, it is considered that low-cost market housing will not meet the need that has been identified for social housing. Low cost market housing may not therefore contribute to the affordable housing provisions of this Plan.

- 8.36 The Survey recommends that the Local Plan policies seeking the provision of small dwellings should be strengthened to secure higher proportions of one and two bedroom homes.

## Housing Strategy

- 8.37 The Local Plan seeks provision for affordable housing within the terms of Circular 6/98 (see Para. 8.11 above). It is clear from the Housing Needs Survey that there is a significant shortfall of provision of affordable social housing which the Local Plan should address. This is the priority area in the provision of affordable housing. For this reason the Local Plan specifically addresses the need for affordable social housing and includes clear guidelines on the level of social housing which will be sought. In particular, on suitable sites in Policies H2 and H3, all affordable housing being sought should come forward in the form of affordable social housing. This provides certainty for developers during negotiations as well as enabling the Local Authority to monitor provision.
- 8.38 It is not however, possible for the Local Plan alone to make up the entire shortfall. The Borough Council, in its role as a housing enabler in partnership with other providers of affordable housing, in particular the Housing Associations, will seek to address any remaining shortfall through other initiatives such as the Empty Property Strategy.
- 8.39 In reality the need for affordable homes will rely on the construction of new social housing with other initiatives making a more limited contribution. During the period 1996-2001 it is considered that progress toward meeting the target for 691 affordable homes will only be gradual. For this reason the Local Plan will, on additional sites, encourage affordable social housing through the deferral of an element of market housing.

**POLICY H10:****AFFORDABLE HOUSING WITHIN SETTLEMENT AREAS**

- (a) The Borough Council will negotiate to secure a minimum of 220 units of affordable social housing, from suitable sites allocated in Policies H2 and H3, in accordance with the indicative targets for each site set out in Table H3;**
- (b) Affordable housing will also be sought by negotiation on any other suitable sites that may come forward;**
- (c) Proposals should ensure that the affordable social housing provided will be secured in perpetuity by appropriate arrangements.**

8.40 For the purposes of criteria (a) and (b), “suitable sites” are those which meet the following criteria:

- (a) Sites of 25 or more dwellings or of 1 hectare or more where:
- (b) These sites are close to local services and facilities and have access to public transport, or these can be provided; and
- (c) There are no other planning objectives needing to be given priority in the development of the site that would be prejudiced by the requirement for affordable housing.

These criteria are based upon Circular 6/98, at Paragraph 10(i).

8.41 Circular 6/98 paragraph 9(b) suggests that local planning authorities should indicate how many affordable homes need to be provided throughout the plan area, and set targets for specific sites. The Council will negotiate to secure the provision of affordable social housing on suitable allocated sites in accordance with the targets in Table H3.

**TABLE H3  
INDICATIVE TARGETS FOR  
AFFORDABLE HOUSING ON SUITABLE  
ALLOCATED SITES**

	Units
Collingwood College, Camberley	13
Old Dean Road, Camberley	43
Alma and Dettingen Barracks, Deepcut	73
Lorraine Road, Camberley	35
Grange Nurseries/ No. 11 Coleford Bridge Road/ Linsford Bungalow, Mytchett	10
Notcutts Nursery and Woodside Cottage, Bagshot	38
College Ride, Bagshot	8
<b>TOTAL</b>	<b>220</b>

8.42 For affordable social housing, the Borough Council will need to be satisfied before granting planning permission, that secure arrangements are made for the proper management of social housing. Where the proposal is submitted by a registered social landlord, such as a Housing Association, this will be regarded as being an effective way of controlling occupancy and no additional requirements will be imposed. Any other type of developer proposing to provide an element of affordable social housing will need to provide clear and conclusive evidence that appropriate management arrangements will be provided to ensure that such properties will be made available to those with a genuine need for such accommodation and that such benefits will be retained for successive occupiers. Such arrangements will normally involve the retention of an interest in the accommodation by a housing association or other such social body such as a housing trust. Proposals should therefore include details of arrangements to control occupancy, identify the preferred approach for controlling occupancy and include clear and unambiguous criteria of eligibility against which occupancy can be determined. These arrangements will be the

subject of either conditions or planning obligations as appropriate. In drawing up such arrangements regard will be had to the requirements of Circular 6/98.

## Rural Exception Sites

- 8.43 PPG3 “Housing” (March 2000) recognises that in rural areas there are often difficulties in securing affordable housing for local needs. The need for such housing is a material consideration to be taken into account when deciding whether or not to grant planning permission for a development where normal planning policy would not permit this. This guidance does not alter the general presumption against inappropriate development within Green Belt. The release of such sites is as an exception to normal local plan policies.
- 8.44 It is recognised that there may be a need for such sites within Surrey Heath. Such sites should be located within or adjoining existing villages. On rural exception sites only affordable social housing will be permitted as this is the most clearly defined area of need within Surrey Heath. In accordance with government guidance any planning application will be considered on its merits. It must be clearly demonstrated by the applicant that there is a local need for such housing which cannot be met elsewhere. Any such proposals will only be acceptable where the developer is a recognised provider of social housing. Schemes for single dwellings will not be permitted. Criteria for occupancy should ensure that such dwellings are occupied by those already living in Surrey Heath or for those who have family connections in the area and work within Surrey Heath in permanent full-time employment. These requirements seek to meet the concerns set out in paragraph 26 of Circular 6/98.
- 8.45 Where it can be shown that the need for such housing outweighs the existing policies of restraint then the Borough Council may permit such sites as an exception to normal local plan policy. The requirements of Paragraph 8.42 will apply. Such houses should be subject to occupancy controls sufficient to ensure that the housing is reserved for local needs in perpetuity.

## Provision of Small Dwellings

- 8.46 At a time when the number of households is forecast to increase at the same time as household size decreases it is important to ensure that an adequate supply of dwellings is available for such households. Within the Borough there is a mismatch between the number of small households and small units. This mismatch is likely to increase over time. Between April 1990 and March 1997, of the 2269 dwellings constructed in the Borough, 883 (38%) have been one and two bedroom units. Census projections indicate that an increasing number of households will be small households. It is important that the supply of dwellings reflects this trend. A high proportion of new houses should therefore be in the form of small units. This point was reinforced by the findings of the Borough’s Housing Needs Survey which identified a mismatch between supply and demand for small dwellings in the Borough’s housing market as a whole. For this reason, whereas in previous Local Plans the “target figure” for small dwellings has been included as part of the supporting text, it is now included within the policy.

## Small Dwellings in New Developments

### **POLICY H11:**

#### **PROVISION OF SMALL DWELLINGS IN NEW DEVELOPMENTS**

**Outside of those areas covered by Policy UE3 (Low Density Policy Area), the Borough Council will seek the provision of small dwellings on appropriate sites provided that a high standard of design and layout is maintained in accordance with other policies of this Plan. On such sites not less than 40% of all new dwellings shall be in the form of small dwellings. Where a small dwellings provision of less than 40% is proposed, development will not be permitted unless good reason has been demonstrated for the shortfall.**

- 8.47 The Borough Council recognises the need for flexibility in individual cases. Whether good reason for a small dwelling provision of less than 40% has been demonstrated will be

decided after consideration of the characteristics of the individual site and the surrounding area. The Borough Council considers that it is possible through the use of good design to achieve small units on appropriate sites. For the purposes of this Policy, small dwellings are defined as one and two bedroom units. Where small dwellings are provided as part of any element of affordable housing, these will count toward the 40% figure. Appropriate sites are considered to be those sites of 10 or more units allocated in Policies H2 and H3 and any additional site coming forward of more than 10 units. This threshold equates to sites of more than 0.4 ha in area, that is medium and large sites. It does not apply to designated low density areas as set out at Policy UE3. These dwellings will meet the needs of many of those groups identified in Policy H13.

## Retention of Small Dwellings in Rural Areas

- 8.48 Within rural settlements and countryside areas, both within and beyond the Green Belt, development generally is severely restricted. It is particularly important in these locations to ensure that the existing stock of small dwellings is not depleted in order that a range of housing accommodation is available in these areas.
- 8.49 Consequently the Borough Council will seek to restrict the scale of extensions and rebuilding of small dwellings within countryside and Green Belt (including settlement) areas, unless the dwelling cannot be provided with basic amenities within the policy restrictions.

### POLICY H12:

#### RETENTION OF A STOCK OF SMALL DWELLINGS IN RURAL AREAS

**In the rural areas both within and beyond the Green Belt, and within the settlement areas of Chobham, West End, Bisley and Windlesham, including the area south of the A30 known as Snows Ride, proposals for the rebuilding or substantial extension of dwellings will not normally be permitted where this would result in a reduction in the stock of small dwellings, detract from the rural character of the area, or lead to difficulties in the provision of public services. Exceptionally, the local planning authority may permit larger extensions in order to provide basic amenities for the dwelling.**

- 8.50 The policy seeks to ensure the continued provision of a range of housing accommodation in rural areas (including settlements).
- 8.51 For the purposes of this policy:
- (a) a “small dwelling” is defined as a single unit of residential accommodation which has a gross floorspace of 74 square metres (800 square feet) or less excluding integral garages, or outbuildings but including conservatories and porches;
  - (b) a “substantial extension” is one which increases the gross floor area of the original dwelling to more than 104 square metres (1120 square feet);
  - (c) the “original dwelling” is the dwelling (including any extensions) which existed on, or as constructed since, the following dates in the following areas;
    - (i) 30.1.89 - the countryside area of the parish of Chobham, excluding the settlement of Chobham;
    - (ii) 8.10.80 - Countryside Beyond the Green Belt and any other Green Belt areas outside settlements;
    - (iii) 6.5.81 - the settlement of Chobham; and
    - (iv) 1.1.83 - the settlements of Bisley, West End and Windlesham (including the Snows Ride area);



- (d) for the purposes of this policy “basic amenities” will be taken to mean one bathroom and wc (provided in one or two rooms), and a kitchen area. It does not include breakfast rooms/dining areas or utility rooms.
- 8.52 The Policy is not intended to affect normal permitted development rights as set out in the General Permitted Development Order 1995. In some cases the exercise of full permitted development rights to a small dwelling may increase its size to more than 104 square metres (the maximum permitted under this Policy). The Borough Council will not normally permit any further extensions to properties which have exceeded (through the exercise of permitted development) 104 square metres.
- 8.53 All proposals for extensions to small dwellings will be examined carefully to assess their impact on the surrounding environment in terms of density and residential amenity. Where a proposed development would detract from the rural character of the area or lead to an unsatisfactory intensification of the site, it will be resisted, regardless of whether it complies with the floorspace requirements of the policy. This is to ensure that the rural character of the countryside is not affected by large, intrusive developments.
- 8.54 Exceptionally, where a dwelling lacks certain basic amenities as defined in paragraph 8.51(d) above, and where the dwelling has never been extended, an exception to the floorspace requirements of this Policy may be made, where this provides the dwelling with these basic amenities.
- 8.55 Policy DP3 of the Surrey Structure Plan 1994 emphasises the need to provide for particular sectors of the housing market, specifically young couples or newly formed households, single people, elderly people, and people with disabilities. These groups are generally less mobile and therefore operate within a more restricted housing market. It is important therefore that a housing strategy which seeks to meet the local housing demand (within severe environmental constraints) should attempt to provide appropriate accommodation for all sections of the market. Sheltered housing for the elderly or handicapped is intended to meet special housing needs that should be distinguished from the need for affordable housing. It is not intended to apply Policy H10 to open market housing schemes which are wholly to meet these special needs; but equally sheltered housing units in a comprehensive housing scheme should not be regarded as contributing to meeting the affordable housing targets set out in Policy H10.
- 8.56 This Policy applies to all of the sites allocated in Policies H2 and H3 (Housing Allocation Sites) of 25 or more units and any additional sites coming forward. Such sites may be suitable for one or more types of Special Needs Housing. The level of provision being sought will be assessed according to the type and location of site eg. town centre sites should include a higher proportion of special needs housing than edge of settlement sites. The Borough Council will encourage the provision of specially adapted accommodation for elderly people and people with disabilities, and will monitor the provision of such accommodation to assess whether demand is being met.

## Housing for Special Needs

### **POLICY H13:**

#### **HOUSING FOR SPECIAL NEEDS**

**On sites of 25 or more units the Borough Council will seek the provision of some dwellings suitable for elderly people and/or some dwellings suitable to meet the needs of people with disabilities.**

## Retention of Housing Stock

### **POLICY H14:**

#### **RETENTION OF THE STOCK OF RESIDENTIAL ACCOMMODATION**

**With the exception of Camberley Town Centre, as identified in Policy TC14 and defined on the Proposals Map, the Council will resist the loss of accommodation unless it can be demonstrated to the satisfaction of the Borough Council that:**

- (a) Self-containment does not exist and cannot satisfactorily be provided; or**
- (b) Environmental conditions are such that continuing residential use is inappropriate; or**
- (c) A change of use is the only way of ensuring that a building of architectural or historic merit can be retained or renovated.**

**Where development proposals involve a net loss of residential units, replacement residential accommodation will normally be required to be provided on-site, preferably in the form of small (one or two bedroom) units.**

8.57 This Policy is intended to resist the reduction in the housing stock of the Borough which would otherwise increase pressure for further land releases from countryside and Green Belt areas. Apart from Camberley Town Centre where a separate policy applies (Policy TC14), the Borough Council will resist the loss of residential units through redevelopment unless the property can no longer reasonably be used for residential purposes or where a change of use would allow the retention of a building of particular architectural or historic merit (on the statutory or local list). It should be noted that this policy does not remove any permitted development rights granted by the Town and Country Planning (General Permitted Development) Order 1995.

## Conversions, Extensions and Development Control Criteria

### **POLICY H15:**

#### **CONVERSION OF HOUSING TO INSTITUTIONAL USES**

**Within the settlement areas, as defined on the Proposals Map, proposals for the conversion of houses to institutions (as defined by Classes C2 or D1 of the Town and Country Planning (Use Classes) Order 1987) will be determined in accordance with the following criteria:**

- (a) Type and size of property;**
- (b) Nature of adjoining uses and character of the area;**
- (c) Effects on the amenities of neighbours;**
- (d) Effects on the amenities of occupants of the property;**
- (e) Highway matters, particularly parking provision and access arrangements;**
- (f) A unit of self contained residential accommodation should be retained; and**
- (g) Accessibility of existing services and facilities.**

8.58 Proposals for the change of use from dwellings to residential or non-residential institutions such as residential schools, nursing homes, creches, day nurseries or non-residential educational centres will be considered on their merits. Where a proposal would have an adverse effect on the residential amenities of neighbours, it will be resisted. Proposals should be able to fulfil normal development control criteria. The impact of a proposal on adjoining property and the area will be assessed and material intensification in the use of the premises will be resisted where it would be detrimental to the amenities of the adjoining or nearby residents or businesses. Any residential unit to be retained must be in the form of a separate unit from the institutional use or comprising a mixed use with the institutional use.

#### **POLICY H16:**

##### **CONVERSION TO HOUSES IN MULTIPLE OCCUPANCY**

**Within the settlement areas, as defined on the Proposals Map, applications for the conversion of houses into multiple residential occupation will be assessed with regard to:**

- (a) The suitability of the property with regard to type and size;**
- (b) The impact on the adjoining property and the character of the areas;**
- (c) The effects on the amenities of neighbours;**
- (d) The effects on the amenities of occupants of the property; and**
- (e) The impact of servicing and highway requirements, particularly the parking requirements.**

**Proposals which do not meet these criteria will be deemed to have a detrimental environmental impact and will be strongly resisted.**

8.59 The Borough Council recognises the contribution that small units make in the overall housing market and the contribution to the requirements of Surrey Structure Plan Policy DP3. The subdivision of larger residential properties no longer suited for single family occupation can provide a valuable source of small housing units. However, there is increasing concern about the potential effects on the environment of intensification of use of these buildings. The intrusion which can result from the introduction of large areas of hard surfacing for car parking over large parts of former garden areas will be resisted.

## **House Extensions**

#### **POLICY H17:**

##### **HOUSE EXTENSIONS**

**Proposals for house extensions will be considered according to the following criteria:**

- (a) Extensions should respect the scale, character and detailed design of the property. External materials should be sympathetic to and match where possible those of the property;**
- (b) Extensions should be sympathetic to the scale and character of neighbouring properties and to the character of the surrounding area;**
- (c) Extensions should not adversely affect the privacy of neighbouring properties;**
- (d) Extensions should not seriously affect the amount of daylight or sunlight available to neighbouring properties;**
- (e) Extensions should not have an overbearing effect on neighbouring properties;**
- (f) Extensions should not prejudice the retention of usable amenity space in accordance with Policy H23 (Provision of Amenity Space);**
- (g) Extensions should not adversely affect trees which make a significant contribution to the environment of a site or street;**
- (h) Extensions should not prejudice the retention of adequate parking within the curtilage of the property;**
- (i) Extensions within the Green Belt and Countryside Beyond the Green Belt must be in accordance with Policy RE5 (Replacement or Extension of Dwellings in the Countryside).**

8.60 Extensions to houses must respect the character of the building and the surrounding area. The location, style and size of windows, doors, roofs and other features should reflect those of the existing building. Normally side extensions to semi and small detached properties should allow a sufficient gap between the extension and the plot boundary to avoid a terracing effect. The General

Permitted Development Order 1995 allows, in certain cases, extensions to dwellings without the requirement for making a planning application. Potential applicants should refer to the Department of the Environment publication “Planning - A Householder’s Guide” for more detailed guidance on when planning permission is required and for further advice on house extensions. Extensions to small dwellings in the rural areas must be in accordance with Policy H12.

## Residential Development in Settlement Areas

8.61 Whilst the Borough Council will continue to support the full and effective use of urban land, the quality of existing residential environments should be respected in any new developments. There are many residential areas within Surrey Heath which have established a character appreciated and expected by local residents. Many of these areas are not of sufficient merit to warrant Conservation Area status nor are they recognised as of special character and therefore subject to policies UE2 (Areas of Urban Landscape Quality), UE4 (Areas of Good Urban Character), or UE5 (Residential Enhancement Areas). However the Borough Council intends to ensure that where development does take place, the quality of these areas is not allowed to deteriorate to the detriment of the amenities of local residents. Development proposals will therefore be determined against a series of criteria, including design and layout, the effect on the character of the area, and the provision of amenities and infrastructure.

### **POLICY H18:**

#### **RESIDENTIAL DEVELOPMENT IN SETTLEMENT AREAS**

**Applications for housing development within the defined settlement areas should seek to achieve the highest density having regard to the following criteria:**

- (a) The character and quality of the street scene, taking into account:**
  - (i) The contribution the application site currently makes; and**
  - (ii) The contribution the proposal will make if implemented; and**
- (b) The relationship of the existing and new built form(s), taking into account:**
  - (i) New development should not have a significant adverse effect on the level of privacy of neighbouring properties; and**
  - (ii) New development should not materially affect the amount of sunlight or daylight available to neighbouring properties; and**
  - (iii) New development should respect the form and pattern of existing development in the surrounding area; and**
- (c) Existing site and landscape features; and**
- (d) Listed buildings, locally listed buildings and conservation areas as identified in Policies HE1, HE3, HE9 and HE10; and**
- (e) Species and habitats of nature conservation interest as identified in policies RE10, RE11, RE12 and RE13; and**
- (f) Any extant planning permission and/or Council approved development briefs for the site; and**
- (g) Traffic and infrastructure aspects associated with the proposal.**

8.62 Failure to meet the identified criteria will normally be taken by the Borough Council as sufficient evidence that, if implemented, the proposal would cause demonstrable harm to interests of acknowledged importance, and planning applications are likely to be refused.

Within rural settlement areas, these criteria will apply in addition to those set out in Policy H9 (New Housing in Green Belt Settlements).

Note: Policies HE1 (Development in Conservation Areas), HE3 (Demolition and Replacement of Buildings), HE9 (Development Affecting the Setting of Listed Buildings), HE10 (Structures of Local Significance), RE10 (Special Protection Areas and Special Areas of Conservation), RE11 (National Nature Reserves and Sites of Special Scientific Interest), RE12 (Sites of Nature Conservation Importance), RE13 (Nature Conservation Interest).

- 8.63 In considering planning applications, reference will also be made to the Surrey Design Guide.

## Car Parking in Residential Developments

### **POLICY H19:**

#### **CAR PARKING IN RESIDENTIAL DEVELOPMENTS**

**Applications for residential development or redevelopment must ensure that both garaging and parking are so designed that they are integrated into the development in a sympathetic manner so as not to dominate the residential environment.**

- 8.64 Car parking within residential developments should be laid out in accordance with the principles of the Surrey Design Guide. This seeks to integrate car parking into housing schemes in a satisfactory way. Where such principles of good design and integration in the layout are not upheld, there is a danger of car parking degenerating into unattractive areas of hard surfacing around housing in which the dominating feature becomes the parked vehicle rather than gardens or the houses themselves.

## Provision of Open Space and Outdoor Playing Space with Residential Development

- 8.65 It is the Council's intention that new housing development, whether public or private should make adequate provision for open space with public access and outdoor playing space. It is important to safeguard opportunities for providing open space and outdoor playing space, particularly where shortfalls have been identified. In addition, in areas of deficiency, it is important that demand from new housing development does not exacerbate existing under provision. Open space includes both outdoor playing space and areas used for walking or less active pursuits; but excludes open space that is protected by a landscape or nature conservation designation, comprises essential infrastructure, such as balancing ponds, and residual treed areas. As part of its commitment to improving outdoor playing space within the Borough, the Council has undertaken a survey of current and potential provision.

## Outdoor Playing Space Study 1997

- 8.66 Outdoor playing space includes casual playing space for children, youths and adults as well as more formal provision, comprising equipped children's play areas, pitches, 'greens', 'courts' and similar facilities. The survey examined the existing and potential outdoor play space provision, comprising formal sports pitches, casual and equipped children's playing space. A profile for each ward was then prepared to establish local need based on the population and settlement pattern. The National Playing Field Association (NPFA) minimum standards of 0.7 hectares per 1,000 population for children's playing space and 1.2 hectares per 1,000 population for formal sports pitches were then applied to estimate whether there was an existing deficiency. This estimate gives only an indication of a shortfall or surplus of available land by ward for children's playing space and sports pitches.
- 8.67 For children's playing space the provision in each ward has been assessed more thoroughly using NPFA standards based on travelling distances, size of play area and equipment

provision. This approach based on local ‘catchment areas’ rather than nationally set targets has enabled a more accurate assessment of local needs. The survey found that there are significant deficiencies in the existing Equipped Children’s Play Space provision throughout the Borough. Many residents do not live within the ‘catchment area’ of a larger equipped play area. Available resources will be used most effectively if priority is given to achieving a long-term aim of Borough-wide coverage of Neighbourhood Equipped Areas for Play (NEAPs) and Local Equipped Areas for Play (LEAPs), where the survey has identified potential sites. The need for new Local Areas for Play (LAPs) within established residential areas is questionable and more comprehensive coverage of LAPs is not achievable; but a few smaller play areas will be provided where they are most needed and casual playing space will be maintained.

- 8.68 Formal Sports Pitches provision was examined using an assessment of demand based on a questionnaire survey of local clubs. Again the aim was to form a more accurate view of local need rather than relying on the NPFA minimum standard of 1.2 hectares per 1000 population. Existing provision was identified and current usage established. No significant deficiency was found overall in the provision of playing fields, in so far as demand appeared comparable with provision and any difficulty in finding pitches to play on could be overcome by improvement to existing pitches and training facilities.
- 8.69 Further details are set out in The Outdoor Playing Space Study which explains how all the standards and requirements set out in Policies H20 (Children’s Playing Space Within Large Housing Developments), H21 (Provision of Outdoor Playing Space on New Housing Developments) and H22 (Commutation of Direct Children’s Playing Space Provision) were derived. Arising from the survey it is clear that any loss of outdoor playing space must be resisted, but that the collection of commuted payments can only be justified where there is a shortfall of children’s playing space which would be exacerbated by further development. Accordingly developments which may result in the loss of outdoor playing space will be assessed in relation to Policies R1 (Retention of Rec-

reational Facilities) and R3 (Enhancement of Outdoor Playing Space), which seek to resist the loss of recreational provision and outdoor playing space.

## Provision of Playspace

### **POLICY H20:**

#### **CHILDREN’S PLAYING SPACE WITHIN LARGE HOUSING DEVELOPMENTS**

**Children’s playing space and play equipment will be required to be provided as part of any new residential development of 20 dwellings (net) or more, or on sites of 1 hectare or more where these dwellings are designed for family occupation.**

- 8.70 It is the Council’s intention that new housing developments, whether public or private, which include family housing, should make adequate provision for children’s play in accordance with NPFA standards. New development with inadequate on-site play facilities would add to current deficiencies in the provision of children’s play space and equipment. Provision of equipped playing space will be expected to be provided on sites of 1 hectare or more, or where there is a net increase of 20 or more dwellings on the site. This threshold provides a useable play space of sufficient size to accommodate the more exclusive play space needs of larger housing developments. In summary the area required for both casual and equipped children’s play will be assessed as follows:

Dwelling Type (no of bedrooms)	Persons per Dwelling	Children’s Play Space (m2)
2	3	21
3	4	28
4+	5+	35

- 8.71 A minimum provision of 100 square metres (based on the NPFA standard for a LAP) will be required which should be laid out as formal, equipped playing space, although on sites over

3ha, the 400 square metres activity zone recommended by the NPFA for a LEAP or equivalent provision will be sought. Developers will be required to provide the area to local authority adoptable standards. A commuted sum to cover maintenance cost will be required from the developer via an appropriate legal agreement. The play equipment to be provided must be agreed with the Borough Council. The level of the commuted sum will be kept under review.

- 8.72 The Borough Council may not adopt smaller play areas. In such cases, ideally, the play areas should still meet all relevant standards (including BSEN1176). The developer will be required to enter into an appropriate agreement or make appropriate arrangements in respect of the future maintenance of the area.
- 8.73 The Policy is intended to apply only to developments of family housing. Equipped children's play spaces will not be sought where they would be inappropriate, such as sheltered housing for the elderly or one bedroom units.
- 8.74 Planning for children's play in residential neighbourhoods can contribute to the retention of trees and other natural features by in-

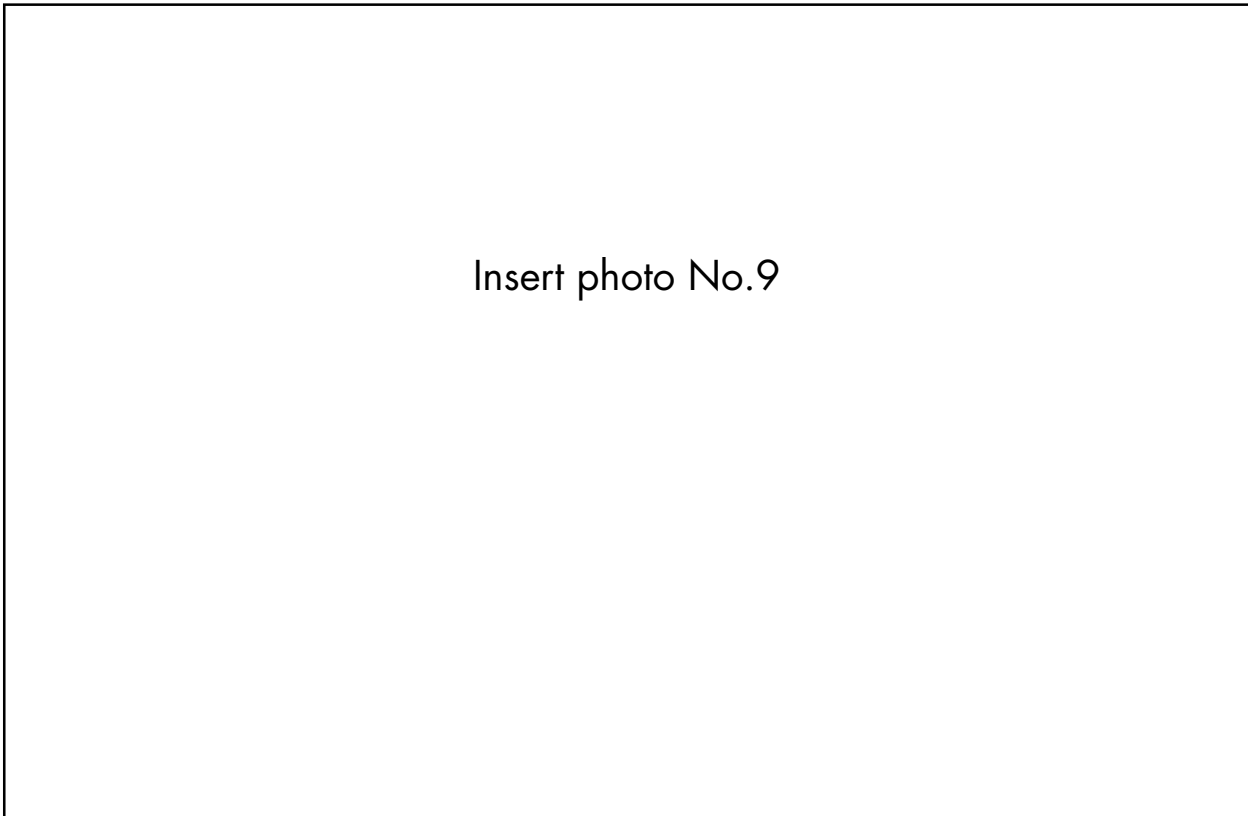
corporating them into these areas. A planned approach to children's play can ensure that the environment is made safer and more accessible for other groups, such as elderly people and people with disabilities, and can also reduce the nuisance which may be caused by children's play.

**POLICY H21:**

**PROVISION OF OUTDOOR PLAYING SPACE ON NEW HOUSING DEVELOPMENTS**

**New housing developments on sites of 5.0 hectares and over will be required to allocate a minimum provision of one tenth of the developable site area as outdoor playing space where appropriate. The requirements of Policy H20 (children's play space) can be incorporated within this area. The areas should be provided to adoptable standards as specified by the Borough Council.**

- 8.75 It has been normal practice for this provision of Outdoor Playing Space to be required as part of large new housing developments. Where housing developments include



provision specifically for the elderly, the amount of outdoor playing space may be reduced accordingly. The cumulative effect of housing development without adequate on-site recreational provision can create considerable pressure on existing facilities. The effect of new development on the demand for Outdoor Playing Space will be assessed for individual planning applications using the results of the Outdoor Playing Space Study. Future developments will be expected to meet the needs of a new resident population within the site, where this is practicable. One tenth of the developable site area is required to be set aside for outdoor playing space purposes. Outdoor playing space comprises casual playing space for children, youths and adults, equipped play areas for children and formal provision for adults. On smaller development sites the more limited space available is used primarily by children. On larger development sites (over 5 hectares) more space would be available for casual play and the outdoor playing space could include more formal provision, such as courts, greens or pitches. This threshold provides a useable play space of sufficient size to accommodate the more exclusive play space needs of the larger housing developments. This would be dependent on local demand; but should not include open space, other than outdoor playing space. Where the Borough Council adopts the outdoor playing space it should be provided to adoptable standards. A commuted sum maintenance cost will be required to be provided by the developer via an appropriate legal agreement.

**POLICY H22:**

**COMMUTATION OF DIRECT CHILDREN'S PLAYING SPACE PROVISION**

**In areas of children's playing space deficiency, where appropriate provision is not made on site, the Borough Council will require commuted payments in respect of small housing schemes to contribute to playspace improvements in the vicinity.**

- 8.76 Housing developments of 20 dwellings (net) or more can provide their own children's playing space within the site in accordance with Policy H20. Individual small housing developments of less than 20 net units are not required to provide equipped play areas within the site, as sufficient land may not be available. Nevertheless, individual small housing developments generate a need for children's playing space provision and, in aggregate, place an additional demand on existing playing spaces in the locality. Policy H22 will apply to providers of both general market and affordable housing.
- 8.77 It is proposed therefore that, in areas of playing space deficiency, these generated needs of small housing developments (1-19 net units) are met through a policy of commutation. Consideration can be given to the option of commuted payments in lieu of all or part of the on-site provision for any housing scheme; if there is a playing space deficiency in the area, and the opportunity has been identified to contribute to a new playing space or the improvement of an existing playing space that is accessible for residents of the new development. It may well be that a more sensible option would be to meet all or part of the children's playing space requirement on an adjacent or nearby site. For larger housing schemes this flexible approach allows consideration to be given to such opportunities.
- 8.78 A Programme of Potential Works forms an essential part of the Supplementary Planning Guidance. These payments will, in due course, part-fund programmed improvements to existing equipped play areas or provide new equipped play areas. Priority should be given to providing larger NEAPs and LEAPs within the minimum walking distances specified by the NPFA. Any payments made will contribute to playing space improvements in the same locality. The level of contribution will be related to the needs arising directly from the proposed housing scheme.
- 8.79 Supplementary Planning Guidance will be prepared to support the implementation of this Policy. This Guidance will specify the areas to which the scheme will apply, the payments to be made based on the children's playing space requirement, and estimated standard costs, and the programme of playing space improvements to be funded by the payments.



8.80 Where an existing children’s playing space is accessible from a proposed large housing site, the Borough Council may require the improvement or enhancement of this children’s playing space rather than the provision of a new facility at the new development. Accessibility will be determined in accordance with National Playing Field Association (NPFA) guidance.

amenity space, drying areas and external storage space should be provided which allow access for all residents.

## Provision of Residential Amenity Space

### **POLICY H23:**

#### **PROVISION OF AMENITY SPACE**

**Proposals for new dwellings must ensure that an appropriate amount of amenity space is provided for the dwelling. Proposals for extensions to dwellings or the conversion of dwellings to multiple residential occupation must ensure that an appropriate level of amenity space is retained with the dwelling. Proposals will be required to:**

- (a) Provide a usable area which can satisfactorily accommodate the “passive” recreational requirements of the residents; and**
- (b) Allow for the external drying areas; and**
- (c) Allow for external storage space.**

8.81 All residents should have immediate access to amenity space such as a garden or yard which can be used for passive recreational activities such as sitting-out. Whilst an individual garden may not always be appropriate, for example with some higher density developments, some form of amenity space will be required. Housing layout and amenity spaces should be designed so as to give the residents a degree of privacy when using the space whilst giving due consideration to safety. Clothes drying areas should allow ease of access for residents whilst remaining visually unobtrusive. External storage space allows bulky items such as bicycles or prams to be stored outside the dwelling. In the case of developments which do not provide private amenity space such as flats, communal

## Mobile Homes, Caravans and Gypsy Sites

## Mobile Homes and Caravan Parks

### **POLICY H24:**

#### **MOBILE HOMES**

**There is a general presumption against the extension of existing and the establishment of new caravan and mobile home sites in the Green Belt. These forms of development will be strongly resisted in Countryside Beyond the Green Belt. Applications for caravan and mobile home sites within the settlement areas, as defined on the Proposals Map, will be considered on their merits, subject to other policies of this Plan.**

8.82 The Borough Council will consider applications for mobile homes and residential caravan sites on their merits within the settlement areas. However, it considers that such uses are not appropriate to Green Belt or countryside locations and will not permit further development of this type in these areas. Such development is also the subject of an Article 4 Direction in some areas of the Borough, and is described at Paragraph 3.90.

## Provision for Gypsy Sites

### **POLICY H25:**

#### **GYPSY SITES**

**Proposals for new gypsy sites and extensions to existing gypsy sites will pay due regard to the following criteria:**

- (a) The need for new gypsy sites and extensions to existing gypsy sites;**
- (b) The character of the surrounding area and whether this can be safeguarded by appropriate landscaping or screening;**
- (c) The amenities of neighbours arising in particular from vehicular movements or activities on the site;**
- (d) Highway matters particularly parking and access arrangements;**
- (e) The proposals are for the stationing of gypsy caravans for recognised gypsy families at an appropriate scale of provision for settled occupation or as temporary or transit stopping places;**
- (f) The site provides for residential accommodation and ancillary uses, including legitimate business use, on sites for settled occupation where acceptable to the Borough Council and subject to suitable controls regarding noise, safety, traffic and visual intrusion; and**
- (g) The site meets the reasonable locational requirements of gypsies in settled occupation in relation to educational and other community facilities and services.**

**Gypsy sites will not be permitted in the Green Belt.**

8.83 There are currently two gypsy sites within the Borough: Swift Lane, Bagshot; and Kalima, Chertsey Road, Chobham. These appear to be meeting the current level of need within the Borough. No additional gypsy sites are therefore proposed. Any new gypsy sites will be considered according to the criteria set out in this Policy.

### **Sites for Travelling Show People**

8.84 Show people are self employed and travel about the country chiefly during the summer months. They require permanent bases, especially during the winter, for the storage of equipment and for residential purposes. There are no such sites within Surrey Heath at present. No need for any such development has been found and therefore no sites have been identified. In considering any future proposals which may arise, the Borough Council will consult the Showmens Guild of Great Britain to ascertain the need for such development and have regard to the appropriate criteria in Policy H25.

## Chapter 9 EMPLOYMENT

### Introduction

- 9.1 Surrey Heath has a buoyant economy, and has maintained over recent years the lowest unemployment rate in Surrey. In October 1996 the unemployment rate in Surrey Heath was 2.4%, which compared favourably with the unemployment rate for the South East of 6.7% (excluding London) and 7.1% for the United Kingdom.
- 9.2 At the time of the 1991 Census, 70% of the population were economically active, that is in work or seeking work. This compares to 64% of the Surrey population who were economically active. Due to the proximity of Surrey Heath to London and the accessibility to the M3 and M25, the working population is highly mobile, with approximately 49% of the economically active local population employed outside the Borough. Surrey Heath also attracts large numbers of workers from outside the district.
- 9.3 The major employment centres in Surrey Heath are Camberley and Frimley, which reflects the location of industrial estates and business parks in the Borough. Within the rural areas of the Borough, major employment sites are restricted to large firms in non estate locations, generally located close to major roads through the Borough, such as British Oxygen Company (BOC) Group in Windlesham and Lilly Research Centre Ltd in Windlesham. Few opportunities exist for new, large employment sites within the rural areas, which are within the Green Belt or Countryside Beyond the Green Belt, where restrictions on new commercial development apply. The use of former agricultural units for industrial and storage purposes, has become an important source of premises for small firms and local businesses.
- 9.4 The overall level of prosperity within the Borough, together with the area's good communication links, has resulted in high levels of industrial and commercial development in the past. Figures for existing industrial and commercial planning permissions granted indicate the increased floorspace is available to maintain the local economy.

**TABLE E1**

### Outstanding Jobs and Floorspace Commitments 1995

Land Use	No. of Jobs	Floorspace (Net sq.m.)
Office (B1 and A2)	2554	51386
Industry (B1-B7)	609	11903
Storage/Distribution (B8)	0	-8268
Retail (A1)	177	8822
Other Retail (A3)	123	11171

### Strategy

- 9.5 The strategy adopted in this Local Plan draws upon and fits into the approach advocated at national and strategic level.
- Planning Policy Guidance Note 4 "Industrial and Commercial Development and Small Firms" (November 1992)*
- 9.6 Planning Policy Guidance Note 4 "Industrial and Commercial Development and Small Firms" sets out the Government's approach to the control of development for industrial and commercial purposes.
- 9.7 One of the key aims of the guidance is to encourage continued economic development in a way which is compatible with environmental objectives. Development plans should weigh the importance of industrial and commercial development with the need to maintain and improve environmental quality.
- 9.8 Planning policies should seek to reconcile the need of firms to locate in areas of their choice, close to customers, raw materials and a suitable workforce, with wider objectives of reducing the number and frequency of vehicle trips and encouraging development in areas served by public transport.

9.9 The approach of this Local Plan is to safeguard existing, suitably located industrial and commercial land to provide for maintenance and renewal of the local economy, but does not provide for significant new development opportunities. Future employment growth within the Borough is envisaged as coming through the re-use of suitably located land, well served by major roads and close to residential areas.

## Surrey Structure Plan 1994

9.10 Policies within the Surrey Structure Plan 1994 are aimed at maintaining and renewing the wealth creating capacity of the county, rather than providing for growth of the economy. The Structure Plan seeks the better use of existing industrial and commercial land by the redevelopment and change of use of existing sites. Additional land for commercial purposes should only be identified for particular kinds of development to meet local needs, where these needs cannot be met on existing industrial and commercial sites.

## Local Plan Strategy

9.11 The employment strategy and objectives for this Local Plan are as follows:

- (a) To make the best use of urban land by encouraging the redevelopment of existing industrial and commercial land, in particular older industrial estates such as Yorktown in Camberley;
- (b) Safeguarding existing, suitably located, industrial and commercial premises from changing to other uses;
- (c) Encourage new small businesses through the development of identified land, in the Council's ownership;
- (d) Allowing limited expansion of rural industrial sites, which accommodate small firms and "bad neighbour" industrial uses;
- (e) Adopting a flexible approach to areas requiring regeneration such as much of the A30 London Road frontage between Yorktown and Camberley town centre; and

- (f) Diversification of use of existing rural buildings, where the proposed use can be accommodated satisfactorily without detriment to the countryside.

### **POLICY E1:**

#### **EXISTING INDUSTRIAL AND COMMERCIAL SITES OUTSIDE CORE EMPLOYMENT AREAS, CAMBERLEY TOWN CENTRE AND CHOBHAM**

**Within the settlement areas (excluding Core Employment Areas, Camberley town centre and Chobham), proposals for industrial and commercial development including changes of use and intensification of sites currently in those uses will normally be permitted where:**

- (a) The development is within the curtilage of existing industrial or commercial premises; or**
- (b) It is to meet the expansion needs of an existing firm and can be satisfactorily accommodated within the existing premises or on immediate adjoining land within the settlement area; and**
- (c) Any additional traffic can be satisfactorily accommodated on the existing road network; and**
- (d) It can be demonstrated that there will be no serious adverse effects on the environment or amenity of the surrounding area of adjoining residential properties.**

9.12 The Surrey Structure Plan 1994 recognises that provision for all forms of development is constrained and that, whilst Surrey should make provision for development, a healthy economy also requires the environment to be protected. In order to ensure that industrial and commercial development does not add to pressures on the environment and on infrastructure, apart from the provisions of this plan, no new sites for industrial and commercial development will be permitted.

9.13 Industrial and commercial uses are defined as business, industrial and storage or distribution premises falling within the Use Classes B1-B8 as defined in the Use Classes Order 1987. The terms "site" and "premises" as used in the employment policies of this plan are defined

as the area comprising existing building(s) and functionally related adjacent land (such as storage areas and car parks). It will not include detached fields or any other vacant land within the curtilage of the property.

**POLICY E2:**

**CORE EMPLOYMENT AREAS**

**Within Core Employment Areas, as defined on the Proposals Map, the Borough Council will encourage development within Use Classes B1-B8 which makes provision for:**

- (a) The expansion needs of existing firms in Surrey;**
- (b) Small firms;**
- (c) Changes of use;**

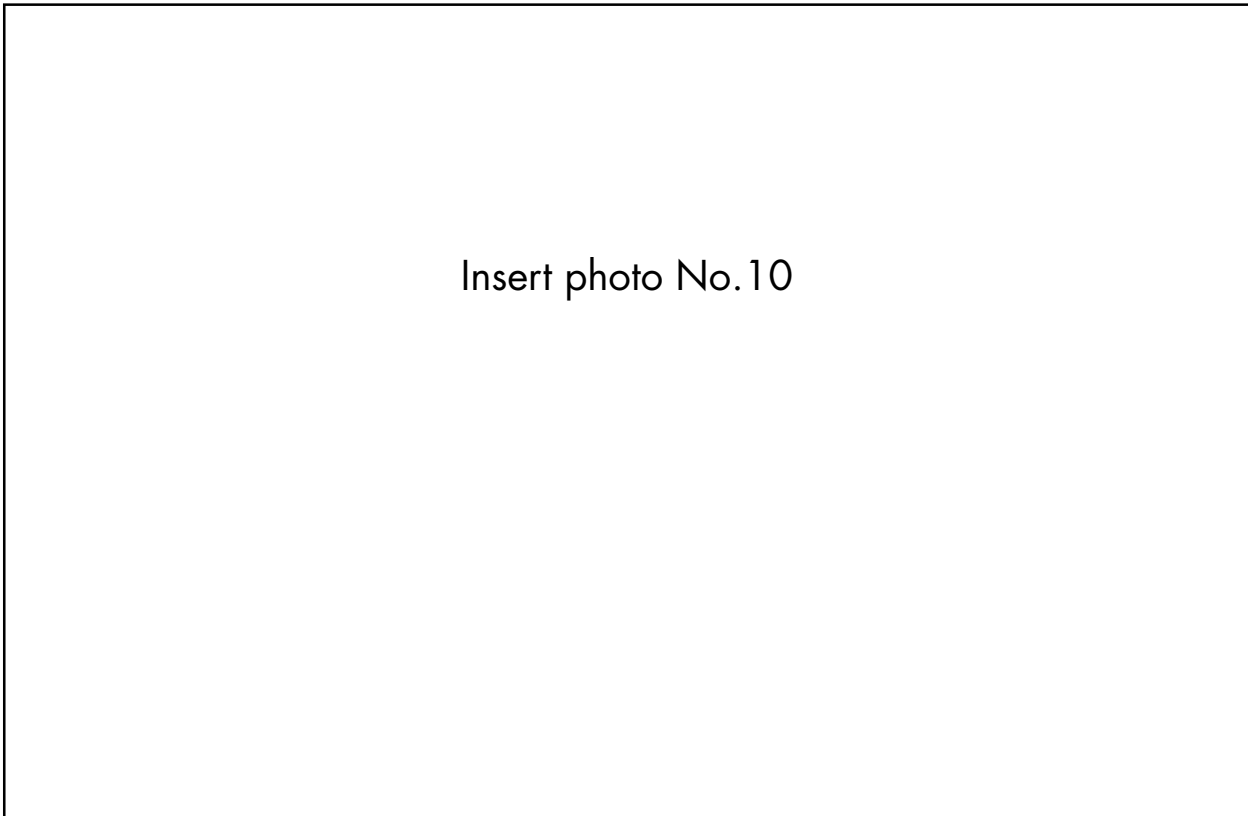
**providing that any resulting intensification of use can be satisfactorily accommodated in relation to the environmental, infrastructure and other development provision policies of this Plan.**

**Proposals for development which would result in the loss of land from industrial and commercial use will not be permitted.**

9.14 Surrey Heath is continuing to experience pressure for development, whilst being an area with acknowledged constraints on development. The opportunity for finding new sites for industrial and commercial uses is limited. It is therefore important to ensure that suitably located existing sites remain available for the maintenance and renewal of the local economy. Core Employment Areas are locations within which industrial and commercial uses are established, have direct access onto the major highway network and where redevelopment is unlikely to create any adverse environmental impact.

9.15 Details of the monitoring of development to be carried out in support of this and other policies of the Plan can be found in Chapter 14 “Implementation and Monitoring”.

9.16 The Borough Council recognises the need to maintain not only levels of employment, but also a mix of employment opportunities. It can help to do this by ensuring that there is a wide variety of types of property available for existing firms. For this reason, where developers seeking B1(b) and (c), B2 and B8 uses are willing to enter into a legal agreement to restrict change of use rights, the Borough



Council will normally be prepared to allow a lower level of car parking provision than for B1(a) business units.

- 9.17 The development of storage and distribution units in excess of 5000 sq metres will not normally be permitted, as required by Policy DP14 of the Surrey Structure Plan 1994.

#### **POLICY E3:**

##### **SITE FOR SMALL FIRMS AT LINSFORD FARM, MYTCHETT**

In the area of Linsford Farm, Mytchett, as identified on the Proposals Map, the erection of buildings for industrial and commercial uses (B1c and B8) by small firms in units up to 200 square metres, may be acceptable. Applicants will be required to:

- (a) Demonstrate that there will be no serious adverse effect on the environment, amenity of the surrounding area or adjoining residential properties; and
- (b) Enter into a legal agreement to ensure that Permitted Development Rights with regard to Part 3, Class B "Changes of Use" and Part 8, Class A and C, "Industrial and Warehouse Development" are removed, occupiers of units are approved in advance by the Borough Council and no units exceed 200 square metres in size; and
- (c) Demonstrate that any traffic generated by the proposal can be accommodated in terms of highway capacity and safety and that traffic generation or necessary highway improvements will not be detrimental to the character of the area.

Permission will not be granted until the present access is improved to the satisfaction of the Highway Authority.

#### **POLICY E4:**

##### **LOSS OF INDUSTRIAL AND COMMERCIAL SITES**

**Outside of the Core Employment Areas, loss of land in industrial and commercial use to other uses will be permitted only where it can be demonstrated that the site is unsuitably located, for any of the following reasons:**

- (a) The existing access and immediately adjoining routes into the site are inadequate to serve any industrial and commercial use on the site;
- (b) The impact of the use and associated activities of this site adversely affects the amenity or character of the adjoining area.

- 9.18 This policy is based on Policy DP10 of the Surrey Structure Plan 1994. There are some sites within the Borough, mainly established uses, which are located on sites which are surrounded by housing or open countryside. In some cases the continuation of industrial/commercial activity on these sites may no longer be appropriate due to poor access or the impact of the activity by virtue of noise, smell, dust, traffic generation or car parking on the surrounding area. In these cases, change of use to another use may be more acceptable.

#### **POLICY E5:**

##### **EXISTING INDUSTRIAL AND COMMERCIAL SITES WITHIN THE SETTLEMENT OF CHOBHAM**

Within the settlement area of Chobham, as defined on the Proposals Map, development will only be permitted where it is for:

- (a) The erection of replacement buildings;
- (b) Changes of use of existing buildings; and
- (c) Suitable small scale extensions to buildings in industrial and commercial uses where proposals do not detract from the character of the surrounding area and no other policies of the Plan are prejudiced.

- 9.19 Chobham is shown on the Proposals Map as being “washed over” by Green Belt designation, as described in PPG2 “Green Belts” (January 1995), in recognition of the special character of the village. The PPG refers only to limited extensions, alterations or replacement buildings being acceptable for existing dwellings. However it is considered that on existing industrial or commercial sites, replacement buildings or small scale extensions may be permitted, where the character of the area is not demonstrably harmed.
- 9.20 The Borough Council recognises the need to provide for some limited development to meet the requirements of firms which provide for the needs of the local community. In accordance with Policy RU1 of the Surrey Structure Plan 1994, the above criteria seek to ensure that a balance is struck between providing for local needs and respecting the character and setting of the settlement.
- 9.21 Where development is permitted under this Policy, particular importance will be attached to the scale and design of any new building or extension, in order to protect the character of the village.

#### **POLICY E6:**

#### **EMPLOYMENT REVITALISATION AREAS**

**The following Employment Revitalisation Areas, are defined upon the Proposals Map:**

- (a) Nos. 279-299 London Road and nos. 309-369 London Road with nos 1-17 Frimley Road, Camberley; and**
- (b) Nos 411-543 London Road, Yorktown, Camberley.**

**In the above areas the Borough Council will encourage development for business use (B1), office (A2), retail (A1) floorspace or other appropriate uses normally as part of a comprehensive mixed use scheme which should include replacement residential accommodation and contribute towards highway and environmental improvements as necessary.**

**Where development comes forward on a phased or piecemeal basis it will be considered in respect of its contribution towards achieving the overall objectives of the Employment Revitalisation Area and any comprehensive scheme.**

**In respect of land at 309-315 London Road, development outside of any agreed comprehensive scheme may be acceptable. Such development will, however, be expected to contribute towards any agreed environmental improvements for Osnaburgh Hill.**

- 9.22 These areas suffer from environmental and traffic problems, which can only be resolved through a comprehensive strategy for development, including the provision of rear servicing. Proposals for development will be considered having regard to the contribution made towards achieving the provisions of Policy M9 (Rear Servicing). The exception to this requirement is land at 309-315 London Road which may be accessed through St. Michaels Road.
- 9.23 Within these areas, the Borough Council will encourage redevelopment which assists in achieving the objectives of improving the quality of the environment and resolving the existing traffic problems. It is considered that these objectives can best be achieved through a comprehensive scheme for the redevelopment of these areas. Such schemes may, however, come forward in a phased manner if appropriate. As part of the comprehensive scheme for these areas, the Borough Council may require replacement residential units.
- 9.24 In respect of land at 309-315 London Road, the development of this site outside of any comprehensive scheme for redevelopment may be acceptable.
- 9.25 Redevelopment of this site will be expected to contribute towards any proposed environmental improvement scheme for the Osnaburgh Hill frontage, including pedestrianisation if appropriate. Further guidance is to be provided in the Planning Guidelines for the site “London Road (The Avenue to Frimley Road), Camberley Planning Brief”.

- 9.26 Any proposals for A1 retail development will be considered in terms of the likely impact on the vitality and viability of Camberley town centre. Major retail development, including proposals for retail warehouses or superstores will not normally be considered acceptable. Policy S2 gives further advice on the criteria which will be taken into account when considering major new retail proposals. Replacement retail units or small scale retail development, as part of a comprehensive, mixed use scheme will be encouraged where redevelopment meets the overall objectives of the policy.

**POLICY E7:**

**UNSUITABLY LOCATED ACTIVITIES**

**Where industrial and commercial development is unsuitably located and gives rise to disturbance, the Borough Council will seek to achieve a reduction in the activities in order to reduce any problems to an acceptable level, where necessary through the use of legal agreements. Where the problem cannot be resolved, the Borough Council will, in appropriate circumstances, seek the discontinuance or relocation of the activity and its replacement by a more acceptable use.**

- 9.27 The Borough Council recognises that there are many activities which, although ostensibly non-conforming uses, are carried out without causing unacceptable disturbance to the surrounding area. The Borough Council also recognises the importance of avoiding the loss of employment created and local services provided by such uses. Where such an activity creates an unacceptable level of disturbance, the Borough Council will seek to relocate the activity from the site and make every effort to assist the owners or occupiers in finding a suitable alternative site. Only in exceptional circumstances will the Borough Council consider the compulsory purchase of a site.

**POLICY E8:**

**LAND AT HALF MOON STREET, BAGSHOT**

**On land between the A30 London Road and Half Moon Street, Bagshot, as defined on the Bagshot Centre Inset Map, the Borough Council will encourage redevelopment to include uses such as industrial (B1), offices (B1 and A2), residential and some small retail units (A1), to include rear servicing.**

- 9.28 Although this site was identified in the Surrey Heath Local Plan 1994 for comprehensive development, with a supermarket as the main use, little interest has been expressed in this form of development. Piecemeal development may be acceptable, but rear servicing will still be required to restrict the number of vehicular access points to the A30. Public car parking, perhaps in the form of long term spaces alongside the service road will be sought. A Planning Brief will be prepared for the site.
- 9.29 In addition, developers should be aware of the Borough Council's long term intention to improve the facilities at the Windle Valley Day Centre, which immediately adjoins this area. Whilst no final scheme has been agreed, proposals for the Windle Valley Day Centre may affect this area. In the event of a comprehensive development proposal coming forward for this area, it may be possible to incorporate a new Windle Valley Day Centre so as to provide a more efficient use of the land and of car parking/servicing arrangements whilst still achieving the desired improvement to the day centre facilities. Policy CS7 refers to the provision of day care facilities.



## Chapter 10 SHOPPING

### Introduction

10.1 Shopping centres and local parades cater for the shopping needs of the Borough's population. In 1995 a retail study was undertaken on behalf of the Borough Council. It examined retailing in Camberley town centre within a regional context, and provides a more up-to-date assessment of retailing trends than those studies which were referred to in the previous Local Plan. Camberley is the only large centre that is located in the Borough, with some 35,000 sq. metres of shopping floorspace. Other centres serve primarily a local population and cater more for convenience goods, serving the day to day needs of the local community. Camberley town centre dominates the retailing hierarchy; and the next largest shopping centre is Frimley, with some 5,700 sq metres of floorspace. Chapter 13 sets out policies for Camberley town centre.

### Local Centres and Parades

10.2 Frimley, Bagshot and Lightwater are local centres with a supermarket and a range of local convenience shops. They have experienced an increase in financial and professional services and food and drink outlets, and a decline in local traders. Chobham has a number of small convenience stores, with a wider range of speciality shops, but does not contain a local supermarket.

10.3 Elsewhere there are a number of local parades. They perform a valuable function by providing convenience goods close to the homes of local residents. Local parades are of particular importance in catering for the day to day shopping needs of residents living in the rural villages. Furthermore, these local village centres and parades reduce unnecessary travel, and cater for residents who do not have access to a car.

### Recent Retail Developments

10.4 In recent years the development of free-standing retail superstores and warehouses has had a profound impact on established patterns

of retailing. The principal developments have been Sainsburys at Watchmoor Park, and The Meadows complex, which is located just outside the Borough in Bracknell Forest. The most serious consequence of out-of-centre developments has been the loss of traditional convenience stores. The loss of trade to the larger stores has coincided with increasing pressure for changes of use from Use Class A1 (Shops) to Use Class A2 (Financial and Professional Services) and Use Class A3 (Food and Drink). The valuable service to the local population which is being provided by small shopping centres, is being threatened by this trend.

### Planning Policy Guidance Note 6: "Town Centres and Retail Developments"

10.5 Planning Policy Guidance Note 6, "Town Centres and Retail Developments" (June 1996), places emphasis on a plan-led approach to promoting development in town centres.

10.6 This guidance reinforces the support for protecting the vitality and viability of both town centres and local centres. The plan-led approach requires the adoption of a sequential test for the selection of development sites, where there is a proven need or capacity for further development. This gives preference to the location of new retail, employment, leisure and other key town centre uses on sites within town centres, followed by edge-of-centre sites. If suitable town centre sites are not available, district or local centre sites should be considered next. Out-of-centre sites in locations that are accessible by a choice of means of transport can be considered, only if it has been demonstrated that all these options have been assessed thoroughly. This approach is based on three key tests for any new retail developments: Impact on the vitality and viability of town centres; accessibility by a choice of means of transport; and impact on overall travel and car use.

- 10.7 In seeking to locate new development within Camberley town centre, the Local Plan conforms with this guidance. PPG6 requires local plans to apply the sequential test to both comparison and convenience shopping. The Local Plan will adopt this approach and direct large-scale retail development to locations within or on the edge of an existing shopping centre.
- 10.8 The guidance promotes policies which seek to retain local shops serving both urban and rural areas, and encourage a wide range of facilities in district and local centres. Particular emphasis is placed on the encouragement of local supermarkets, and the retention of post offices, pharmacies and village shops. The vital social and economic role played by village shops is recognised explicitly.
- 10.9 PPG6 encourages diversification of uses in town centres, but supports the shopping function of the primary shopping area. Different but complementary uses, during the day and in the evening, can reinforce each other and make town centres more attractive; and the occupation of flats above shops can increase the level of activity. The guidance recognises that in town, district and local centres, concentrations of particular uses can cause local problems, due to loss of retail outlets, traffic parking and the effect on local residential amenity. Restaurants and take-away food outlets are mentioned as an example.

### Surrey Structure Plan 1994

- 10.10 The Surrey Structure Plan retail policies allow only limited additional retailing to meet the needs of Surrey residents. Most of this additional retail floorspace will be within town centres rather than in out-of-centre stores; although limited additions are acceptable in local centres, where this is compatible with the local environment and infrastructure. Local plans are required to identify town centres where additional retail floorspace may be acceptable (Policy DP15).
- 10.11 Retail developments will not be acceptable outside town centres, unless it can be shown that there are no suitable sites within a town centre, or on an edge of centre site within easy walking distance of the town centre. A limited

number of new superstores and retail warehouses may be appropriate within Surrey, if they will improve the range and quality of retail facilities available; but it is considered that there are likely to be few new sites available. Any proposals for new retail warehouses and out of centre retail developments must meet criteria relating to impact on the vitality and viability of nearby town centres, impact on the rural economy (including the role of village shops), accessibility by public transport, access to major roads and no overall loss of urban open space, recreation or social and community facilities. They must fulfil a need for large scale shopping facilities not otherwise provided for over a geographically wide catchment area (Policy DP16).

### Strategy

- 10.12 The strategy adopted in the Local Plan draws upon and applies the approach established at national and strategic level.
- 10.13 The retailing strategy for the Local Plan is based on the following key objectives:
- To maintain and enhance the existing retail hierarchy within Surrey Heath;
  - To cater for the needs of local shoppers;
  - To provide additional floorspace within existing centres where opportunities are available;
  - To protect the vitality and viability of existing centres and local parades by resisting the loss of retail units, in order to ensure a range of shopping facilities that cater for the needs of all sectors of the local population;
  - To resist the loss of retail floorspace in primary retail frontages;
  - To encourage environmental improvements and maintain the attractiveness of village and local centres, through the implementation of a “Village Centre Strategy”.

## New Retail Development

### **POLICY S1:**

#### **PROVISION FOR RETAIL FLOORSPACE**

**In considering proposals for additional retail floorspace, the Borough Council will have regard to the following:**

- (a) The needs of all sections of the community; and**
- (b) Changes in population; and**
- (c) Changes in retail expenditure per head; and**
- (d) The impact on existing towns or village centres.**

10.14 Policy DP15 of the Surrey Structure Plan 1994 sets out various criteria which should be considered by local authorities when determining retail development proposals. The Structure Plan does not seek to set provision figures, but sets out a requirement to monitor the needs of Surrey shoppers.

### **POLICY S2:**

#### **NEW RETAIL DEVELOPMENT**

**New retail development will be directed to town centres. Where suitable sites in town centres cannot be identified, then edge of centre followed by district and local centre sites may be considered. Out of centre sites will only be considered where it can be demonstrated to the satisfaction of the Borough Council that the proposal cannot be located in a town centre, edge of centre or district or local centre site. Edge of centre and out of centre sites will be assessed with regard to the following:**

- (a) Whether the proposal serves the needs of shoppers within a geographically wide catchment; and**
- (b) Whether it is easily accessible by a choice of means of transport, including cyclists, and to pedestrians and those with disabilities and would not lead to an increase in the length and number of car journeys or result in any adverse environmental impact from traffic; and**

- (c) The proposal must not individually or cumulatively with others affect the vitality and viability of any town or village centre as a whole.**

10.15 Retail development should, where possible, be located in existing centres, both to maintain a wide range of shops and act as a focus for a town centre, and to reduce the need for shoppers to travel to out of centre stores by private car. Town centres are generally well served by public transport and shoppers can combine trips to a number of shops and facilities. New retail developments should not affect the vitality and viability of existing town centres, by causing a damaging reduction in trade to existing shops within a town centre. For the purpose of this Policy, retail development includes superstores, retail warehouses, warehouse clubs and factory outlet centres. Planning applications for new large-scale retail developments of over 2500 square metres gross floorspace should be accompanied by a retail impact study demonstrating the extent of retail impact on nearby town and village centres. This study should be based on the sequential test indicators identified by PPG6. A traffic impact assessment will also be required. As part of any planning permission for such development, the Borough Council will, where appropriate, limit the range of goods to be sold and the nature of the operation by means of a condition or legal agreement.

## Local and District Shopping Centres

### **POLICY S3:**

#### **LOCAL SHOPPING PROVISION**

**Within existing shopping centres as defined in Policy S5, proposals for small scale shopping development may be permitted. Such developments should:**

- (a) Cater for the needs of local shoppers; and**
- (b) Not significantly increase the overall shopping floorspace of the centre; and**
- (c) Be of a high standard of design which makes a positive contribution to the environment; and**
- (d) Make provision for pedestrians, cyclists and people with disabilities; and**
- (e) Accord with the other provisions of this Plan.**

10.16 Outside of Camberley town centre, local shops have an important role in supplying goods to local residents, particularly to those people who do not have access to a private car. However, in assessing the need for new shopping development, a balance must be struck between meeting local needs and drawing trade away from other centres. Minor developments to existing shops, such as extensions and changes of use fall outside the intended scope of this Policy.

### **POLICY S4:**

#### **DISTRICT CENTRES**

**Within the primary shopping areas of Frimley and Bagshot the loss of A1 (retail) ground floor uses to other retail uses (Use Classes A2 and A3) will be assessed with regard to the following criteria:**

- (a) Whether the proposed use is appropriate to the character and function of the area; and**
- b) Whether the proposed use is (cumulatively with others) prejudicial to the character and function of the area; and**
- (c) Whether the proposal is prejudicial or contrary to highway safety, local residential amenity or other policies of this plan.**

**The primary shopping frontages comprise:**

- (a) Nos 1-17 High Street, including the Parade and from 62 High Street up to and including the (Waitrose) Supermarket, Frimley;**
- (b) Nos 24-40, 3-21 and 33-45 High Street and the (Somerfield) Supermarket, Bagshot.**

**Except where it can be satisfactorily demonstrated that adequate alternative local convenience shopping facilities are available in the immediate vicinity, planning permission will not be granted for development which would result in the loss of a retail unit (Use Classes A1, A2 and A3), within the following secondary shopping frontages of Frimley and Bagshot:**

- (a) Nos 64-68 and 19-53 High Street, Frimley**
- (b) Nos 47-69, 1 and 42 High Street and 1a, 1b and 1c The Square, Bagshot.**

**POLICY S5:**

**LOCAL SHOPPING CENTRES AND PARADES**

**Except where it can be satisfactorily demonstrated that adequate alternative local convenience shopping facilities are available in the immediate vicinity, planning permission will not be granted for development which would result in the loss of a retail unit (Use Classes A1, A2 and A3) within the following local shopping centres and parades:**

- (a) Nos 1-16 Dean Parade and 193-199 Upper College Ride, Camberley;**
- (b) Nos 1-19 Heatheridge Arcade, Cumberland Road, Camberley;**
- (c) Nos. 369 London Road and nos 1-13 Frimley Road, Camberley;**
- (d) Nos 114-146 Frimley Road, Camberley;**
- (e) Nos 1-5 Beaumaris Parade, Balmoral Drive, Frimley Green;**
- (f) Nos 208-228 Frimley Green Road, 1-17 Guildford Road and 1-7 and 2 Wharf Road, Frimley Green;**
- (g) Nos 57(A) - 57(D), 63, 69, 79, 83-93 and 74 Mytchett Road, Mytchett;**
- (h) Nos 201, 204 and 206 Guildford Road, Bisley;**
- (i) Nos 1-5 Bagshot Road and Nos 14-84, 9-31 and 45-77 High Street, Chobham (excluding St. Lawrence's Church);**
- (j) Nos 30-36 Chertsey Road, Chobham;**
- (k) Nos 1-7 The Square and 37-49, 50-62, 65-83 Guildford Road, Lightwater;**
- (l) Nos 9-13 and 12-20 Updown Hill, and 2-8 Chertsey Road, Windlesham;**
- (m) Nos 1-11 Gosden Road, West End;**
- (n) Nos 9-19 Farm Road, Frimley;**
- (o) Nos 36-40 Updown Hill, Windlesham; and**
- (p) Nos 51-61 Deepcut Bridge Road, Deepcut.**

10.17 Frimley and Bagshot are district centres, providing a range of convenience and comparison goods shopping. In Policy S4 primary shopping areas have been designated as areas where A1 retail use still dominate and the maintenance of the retail element is important. It is recognised that certain uses, such as banks, attract a large number of customers and contribute to the viability of primary shopping areas; although any concentration of these uses will be detrimental to the character and main retailing function of these frontages.

10.18 The main shopping frontages of Frimley and Bagshot contain a high proportion of A1 uses when compared to the remaining areas of Frimley High Street and Church Road, and Bagshot High Street and Guildford Road. It is considered that without the added protection of designating these areas as primary shopping areas, A1 premises will continue to be lost to non A1, particularly A3 use. In Bagshot, recent planning permissions have been granted to change the use of premises within the primary shopping area of the High Street to A3 use, and it is felt that the cumulative effect of the

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continued loss of A1 premises within this area of the High Street will be detrimental to the character of the town centre and the future economic health of Bagshot centre. The remaining area of the town centre is considered to be large enough to cater for the need for A2 and A3 premises. The primary shopping area of Frimley was designated in the Surrey Heath Local Plan 1994, and the relative proportion of A1 premises has been maintained.

- 10.19 Local shopping parades and secondary frontages in district centres are essential in meeting day to day shopping needs of the local community, particularly the less mobile. To ensure that these parades and frontages are available to meet the variety of needs of the local community, the Borough Council will resist the loss of local shopping facilities. This accords with PPG6 “Town Centres and Retail Development” which states that local authorities should encourage through their planning policies a wide range of facilities in district and local centres, consistent with the scale and function of the centre.

- 10.20 Restaurants and hot food takeaways generally have particular operating requirements which may cause greater disturbance to occupiers of adjoining residential properties than shops or offices for financial and professional services. Generally, they require to be open for longer hours in the evenings, and hot food takeaways, in particular, may attract significant numbers of car borne customers requiring short term parking. Takeaways may also become the focal point for gatherings of people in the evenings which may be particularly disturbing to local residents.

- 10.21 Although generally acceptable within shopping centres and local parades, the cumulative impact of a number of such premises within a centre may lead to demonstrable harm, and the effects of an individual A3 unit may be harmful if located very close to residential units.

## Residential Accommodation Over Shops

### Food and Drink Outlets

#### **POLICY S6:**

#### **PROPOSALS FOR A3 USES**

**Within any existing shopping centres, parades and individual retail units, changes of use of premises to A3 use will be assessed with regard to the following criteria:**

- (a) Whether the proposed use (individually or cumulatively with others) is prejudicial to the character, function and amenities of the area;**
- (b) Whether the proposed use (individually or cumulatively with others) would be likely to lead to a significant adverse effect on the occupiers of any neighbouring residential premises by reason of increase in noise and disturbance;**
- (c) Whether the proposal would adversely affect conditions of highway safety.**

#### **POLICY S7:**

#### **RESIDENTIAL ACCOMMODATION OVER SHOPS**

**New retail developments within shopping centres and parades should include self contained residential units on the upper floors unless it can be demonstrated that a residential use would be undesirable because of environmental conditions. The loss of existing residential accommodation above shop units will be resisted unless it can be demonstrated to the satisfaction of the Borough Council that:**

- (a) Self containment does not exist and cannot satisfactorily be provided; and**
- (b) Basic amenities cannot be provided.**

10.22 Residential units over shops are generally suited to small or single person accommodation, and are an important way of retaining variety in the housing stock. Residential accommodation within town centres provides increased security for businesses, and introduces life and vitality into areas which would otherwise be unused at night. In addition to protecting existing residential units over shops there may be scope to increase the number of units, by including new self-contained residential accommodation within retail developments, where a suitable living environment can be provided.

### **New Local Supermarket at Alma and Dettingen Barracks, Deepcut**

#### **POLICY S8:**

#### **LOCAL SUPERMARKET AT ALMA AND DETTINGEN BARRACKS, DEEPCUT**

**The Borough Council will seek a local supermarket, as shown on the Proposals Map, to be provided on land at Alma and Dettingen Barracks, Deepcut.**

10.23 It is considered that an improvement in convenience shopping facilities in Deepcut will be required to serve new residents and existing military and private householders in Deepcut; and to reduce the need for residents to make long journeys to other shopping centres within the Borough. The existing shopping centre in Deepcut is small and it is considered that it does not fully cater for the day to day shopping needs of local residents. The proposal also reflects a Ministry of Defence requirement to provide a NAAFI supermarket which will serve the wider community. A planning brief for the Alma and Dettingen site gives further details.

## **Environmental Improvements**

#### **POLICY S9:**

#### **SHOPPING CENTRE IMPROVEMENTS**

**The Borough Council will seek to achieve environmental improvements where appropriate to the Borough's shopping centres through improvements to surfacing materials, parking areas, street furniture and landscaping. New developments in these areas will be expected to contribute to such improvements as a requirement of any planning permission.**

10.24 The Borough Council has an ongoing commitment to improving the environment of the Borough and has targeted shopping areas as a priority for improvement due to their highly prominent locations and their importance in terms of the function of the towns and villages. The Borough Council believes that improving the environment should be a partnership between the public and private sectors, and would expect new developments in these areas to contribute financially towards such improvements, under the terms set out in Policy G3 (Planning Benefits). The Borough Council intends to work with local communities to seek improvements to village and district centres and local shopping parades, as part of its "Village Centre" strategy.





## **Chapter 11**

### **MOVEMENT**

#### **Introduction**

11.1 Surrey County Council is the highway authority for all roads in the Borough with the exception of the M3 which is the responsibility of the Department of the Environment, Transport and the Regions. The Borough Council also discharges a wide measure of responsibility for highways under agency agreements and also provides off-street parking facilities.

#### **Public Transport**

11.2 Surrey Heath is served by a railway line linking Bagshot, Camberley and Frimley with London Waterloo (via connecting services at Ascot) and also in the reverse direction to Guildford and Aldershot. However the service to London is relatively slow and is as a consequence not used to its full potential. Passing through the Borough is the main line service to London Waterloo, offering a much faster journey. The nearest main line stations are outside of the Borough at Farnborough, Brookwood and Woking, which attract Surrey Heath commuters in preference to their using local stations. Except for Bagshot, none of the rural settlements within the Borough are served by railway stations nor are they close to existing rail services.

11.3 Bus services are run by a number of operators. Some services are operated on behalf of the County Council.

#### **Airports**

11.4 To the east of Chobham and within the Green Belt is Fairoaks Airport, which provides a facility for business aviation users. To the west of Mytchett, and in neighbouring Rushmoor Borough, lies Farnborough Aerodrome, a Ministry of Defence facility which is to be sold. It is expected that the existing business flying activities will be expanded at Farnborough in the future.

#### **Traffic and Car Availability**

11.5 Surrey Heath is by nature a largely affluent area and, at 51% has the highest proportion of households with two or more cars in England. This compares with approximately 41% for Surrey as a whole, where car ownership is 18 percent higher than the national average (1994). Car availability is a more accurate reflection of car numbers in the county, and Surrey car availability rates are about 36% higher than the national average. It is forecast that car availability will continue to rise.

11.6 Traffic flows in Surrey are substantially higher than the national and South-East averages for all classes of roads, and on major roads they are approximately double the national average. In the “New Transport Plan for Surrey”, Surrey County Council highlight the demand forecast of 46% traffic growth by the year 2011. The highway network can in practice only accommodate a certain level of traffic, and it is clear that there is insufficient capacity to accommodate future demands for travel on the road by the private motorist.

11.7 Many of the roads in Surrey Heath are heavily congested, especially during peak periods, and continued growth in traffic is environmentally undesirable. Serious road congestion is also a major cost to Surrey businesses. Without a significant change in approach to movement issues, congestion of roads in Surrey Heath will continue to worsen progressively.

11.8 At the Pre-Deposit Consultation stage of this Local Plan, existing congestion on local roads and implications in terms of delays, highway safety and environmental impact were all major concerns of local people.

## The Move Towards Demand Management

- 11.9 The Surrey Heath Local Plan 1994 pre-dates the introduction of Planning Policy Guidance Note 13 “Transport” (March 1994), and seeks to accommodate the needs of the private motor car as far as possible.

## Planning Policy Guidance Note 13 “Transport”

- 11.10 Planning Policy Guidance Note 13 “Transport” (March 1994) sets out the Government’s approach to movement issues, and suggest ways in which local planning authorities should consider integrating transport and land use planning more effectively. The key aims of this guidance are to reduce reliance on the private motor car, reduce the number and length of motorised journeys, and to encourage alternative means of travel which have less environmental impact.
- 11.11 This is seen as a means whereby local planning authorities can contribute towards meeting the Government’s sustainability objectives set out in “Sustainable Development: The UK Strategy” (1994).
- 11.12 The main principles of Planning Policy Guidance Note 13, aim to ensure that local authorities carry out their land-use policies and transport programmes in ways which help to:
- Reduce growth in the length and number of motorised journeys;
  - Encourage alternative means of travel which have less environmental impact; and hence
  - Reduce reliance on the private car.

## Surrey Structure Plan 1994

- 11.13 The Surrey Structure Plan 1994, recognises at Policy MT1, that not all of the demands placed upon the transport system by car users can be met by improvements to the transport infrastructure. Large scale road building is no longer environmentally acceptable nor achievable given limitations upon availability of funding. As a result the demands for travel will have to be managed more coherently and effectively than in the past.

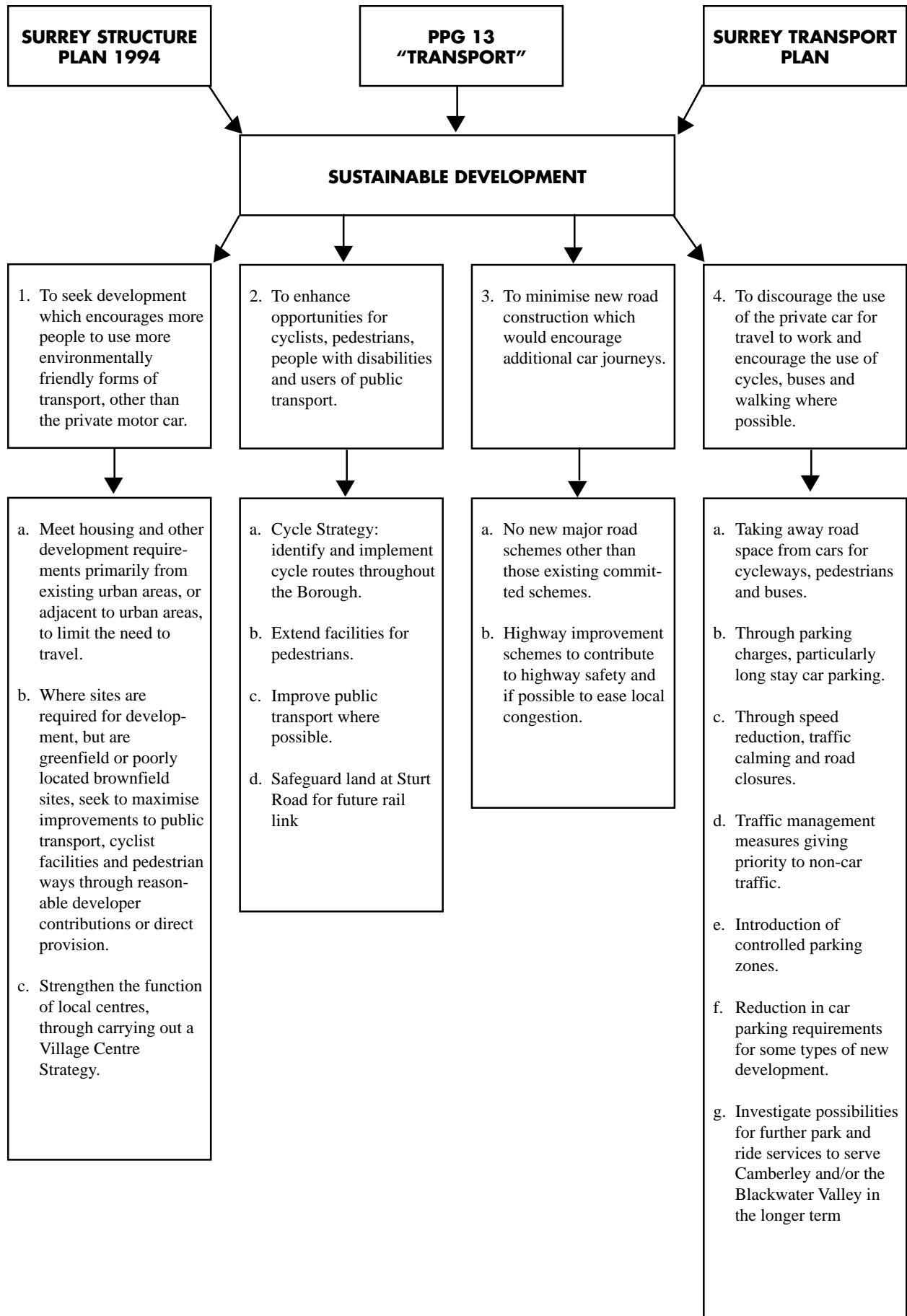
## A New Transport Plan for Surrey 1996

- 11.14 To be effective, this approach extends beyond just land use planning and Surrey County Council has reviewed its Transport Plan and published “A New Transport Plan for Surrey-Planning For A Sustainable Future” (1996) which seeks to address the demand management approach to movement issues in the county.
- 11.15 The objectives of the new Transport Plan are:
- To promote changes in travel behaviour;
  - To reduce the need to travel by private car and encourage the use of alternative means of transport;
  - To minimise the adverse effects of motorised transport on the environment and health;
  - To improve accessibility particularly for non-car users and people with disabilities;
  - To promote the development of a transport system which enhances the environment and supports a sustainable economy; and
  - To improve the safety and security of transport.

## Strategy

- 11.16 The strategy adopted in this Local Plan therefore draws upon, and fits into the approach advocated at national and strategic level.
- 11.17 The movement strategy and objectives for this Local Plan are therefore as follows:
- To seek forms of development which encourage more people to use more environmentally friendly forms of transport, other than the private motor car;
  - To enhance opportunities for cyclists, pedestrians, people with disabilities and users of public transport;
  - To minimise new road construction;
  - To discourage the use of the private motor car particularly for travel to work and encourage the use of cycles, buses and walking.
- 11.18 Diagram M1 sets out the Movement Strategy in more detail.

## DIAGRAM M1: MOVEMENT STRATEGY



11.19 This Local Plan sets out policies to be implemented during the period of the plan, that is up to the year 2006. However, it is recognised that some of the objectives of the Movement Strategy, to be fully effective, may need to be pursued well beyond the plan period, and be seen as part of a wider approach adopted by the New Transport Plan for Surrey.

## **Movement Study**

11.20 Policy MT1 of the Surrey Structure Plan 1994 requires local authorities to use all appropriate measures to manage and control the demand for travel by car, particularly in the peak periods and in and around town centres, in order to secure environmental improvements, to improve safety and to reduce traffic congestion and pollution. Policy MT1 and the Transport Plan promotes the concept of movement studies to take a comprehensive view of transport problems and possible solutions.

11.21 Movement studies for Camberley and the Blackwater Valley are included within the County Council's Transport Feasibility List, although they have not as yet advanced to the capital programme for funding. The roads in and around Camberley are heavily congested and accessibility to the town centre will deteriorate unless new means of managing traffic are identified and implemented.

11.22 Against a background of expanding housing stock, highest car ownership rates in the county, continuing traffic growth and limited accessibility to public transport for much of the Borough's population, the Borough Council considers that a movement study could usefully be extended to the whole Borough or could be extended to include other parts of the Blackwater Valley.

11.23 The Borough Council has helped to form the Blackwater Valley Network, comprising, Hampshire and Surrey County Councils and Bracknell Forest Borough Council, Guildford Borough Council, Hart District Council, Rushmoor Borough Council, Surrey Heath Borough Council, Waverley Borough Council and Wokingham District Council. The Blackwater Valley Network is exploring the possibility of joint working in the planning and transportation field and combined efforts on

transport problems and solutions could usefully be co-ordinated with a Blackwater Valley Movement Study. Continuing pressure for housing development in the Blackwater Valley area should indicate a high priority for such work.

11.24 Any proposals which arise from a movement study will be subject to Surrey Structure Plan Policy MT8 which seeks to ensure that any development schemes are co-ordinated with the movement study. The Borough Council will be seeking a package of planned improvements which might typically include traffic calming, traffic management and road safety measures, parking controls, facilities for pedestrians and cyclists and for those with disabilities and improvements to public transport. The prospects for an extended park and ride scheme should also be examined.

## **Transport Feasibility Studies**

11.25 The County Council has completed a feasibility study for London Road between Caesars Camp Road, Camberley and Bagshot, a stretch of road including Jenkins Hill. Planned improvements to Jenkins Hill were originally the result of development related requirements arising from the housing development at the former WRAC site, at Portsmouth Road, Camberley, just south of the Jolly Farmer roundabout junction with the A30.

11.26 The highway requirements have been re-appraised by the County Council and the improvements are likely to consist of traffic management improvements largely within existing highway limits, including pedestrian and cyclist facilities, having taken into account local road safety and access considerations.

11.27 A major feature of this scheme is expected to be a cycleway linking Camberley to the centre of Bagshot. This is referred to under Policy M13 (Proposed Cycle Network), and will contribute to the implementation of a Borough wide cycle network.

11.28 The promotion of local highway improvements to the A322 by the County Council is intended as an alternative to the West End and Bisley bypass which has been formally abandoned. The County Council will progress these improvements through its own Transport Feasibility Study by way of an A322 Route Management Plan. Improvements to safety and environmental conditions along the A322 will receive the utmost priority. This will include consideration of all possible options south of Bisley, including the currently proposed Bisley Common to Brookwood Crossroads bypass.

services on primary routes within Surrey Heath. The Primary Routes within the Borough are the M3 motorway, A322 (north of the M3) and the Blackwater Valley Road. The Borough Council has considered the potential provision for such facilities and has concluded that there would be harm to countryside and the environment arising from such proposals within these limited routes.

11.32 Proposals for roadside service facilities will be considered against Policies RE2 and RE3 of this Plan.

## Major Highway Proposals

### **POLICY M1:**

#### **MAJOR HIGHWAY PROPOSALS**

**The Borough Council and County Council will safeguard land, shown on the Proposals Map, to achieve the following major highway improvements:**

- (a) A322 (Bisley) Southern Extension; and**
- (b) A325, Frimley Roundabout.**

11.29 In September 1997 Surrey County Council formally abandoned the proposed West End and Bisley bypass with the exception of the Southern Extension. The bypass had repeatedly failed to attract Transport Supplementary Grant (TSG) from the Department of Transport. The County Council intends therefore to promote local highway improvements to the A322 through its own Transport Feasibility studies.

## Minor Highway and Transport Improvements

### **POLICY M2:**

#### **MINOR HIGHWAY AND TRANSPORT IMPROVEMENTS**

**The County Council and Borough Council will undertake a programme of minor highway and transport improvements and traffic management measures which seek to reduce road casualties and enhance local environmental conditions. The highest priority will be given to those measures designed to reduce accidents.**

11.33 In accordance with Structure Plan Policy MT12, Surrey County Council allocates funds annually to minor improvements, being works with an estimated cost of less than £200,000. The Borough Council will investigate, as part of its Highway Initiatives Programme, potential measures and promote them through this minor works scheme.

## Roadside Service Facilities

11.30 Surrey Structure Plan Policy MT4 recognises that there are limited opportunities for roadside facilities on the Primary Route Network in the county.

11.31 The County Council has produced a policy statement on the provision of roadside services. "The Strategy for the Provision of Roadside Services on the Primary Route Network" (1989) which indicated that there is no shortfall in the provision of roadside

## Local Highway Problems

11.34 The Borough Council is aware that in many areas of the Borough the volume of traffic is causing environmental and safety concerns. The public consultation exercise following the publication of the Pre-Deposit Draft of the Local Plan demonstrated the extent of concerns about existing traffic situations in a variety of locations throughout the Borough.

### **POLICY M3:**

#### **TRAFFIC MANAGEMENT MEASURES IN RESIDENTIAL AREAS**

**Where safety problems have been identified, the Borough Council will seek to introduce appropriate measures to control the movement of vehicles through residential areas.**

- 11.35 Concerns about traffic are particularly acute in many residential areas, where through traffic adds to existing problems. Where possible the Council will seek to discourage this traffic from using residential roads by the use of appropriate traffic calming methods, for example, footway widening, road humps, width restrictions and chicanes. The needs and requirements of all road users will be assessed during the preparation of traffic management schemes, following consultation involving local communities.

### **Controlled Parking Zones**

- 11.36 The Borough Council will, with the approval of the County Council, introduce controlled parking zones in the interest of improving road safety, traffic flows and environmental conditions. The Borough Council has undertaken a Camberley on-street parking study and is looking in a comprehensive way at both on-street and off-street parking, parking availability and charging policies, implementation of resident's parking schemes and controlled parking zones in and around Camberley town centre.

### **Off-Street Car Parking**

#### **POLICY M4:**

#### **ADDITIONAL CAR PARKING**

**The Borough Council will seek to provide additional short term public car parking provision at the following locations:**

- (a) On land to the rear of the Parade, Frimley as shown on the Proposals Map;**
- (b) On land to the rear of Half Moon Street and High Street, Bagshot as part of any major redevelopment of the land.**

**Elsewhere the Council will investigate possible solutions to car parking deficiencies and promote appropriate schemes.**

- 11.37 The Borough Council recognises that there is a shortage of suitable public car parking in Frimley. This is particularly so for short term parking for shoppers. The Council therefore intends to tackle this problem through a combination of suitable management of the privately owned car parks together with the addition of increased car parking capacity.
- 11.38 There are also off-street parking shortfalls in other locations within the Borough, including at Bagshot, Lightwater and Windlesham. The Borough Council has introduced a permit parking scheme at Bagshot for the benefit of short stay shoppers and will continue to investigate other initiatives to assist parking deficiencies. Land rear of Half Moon Street and High Street, Bagshot provides an opportunity for some additional public parking provision. Policy E8 provides further guidance for the development of this land.

### **MOVEMENT AND DEVELOPMENT**

#### **Movement Implications of Development Proposals**

- 11.39 Policies M5-M9 set out the specific movement policies which new development proposals will need to meet.

**POLICY M5:**

**IMPACT ON TRAVEL DEMAND**

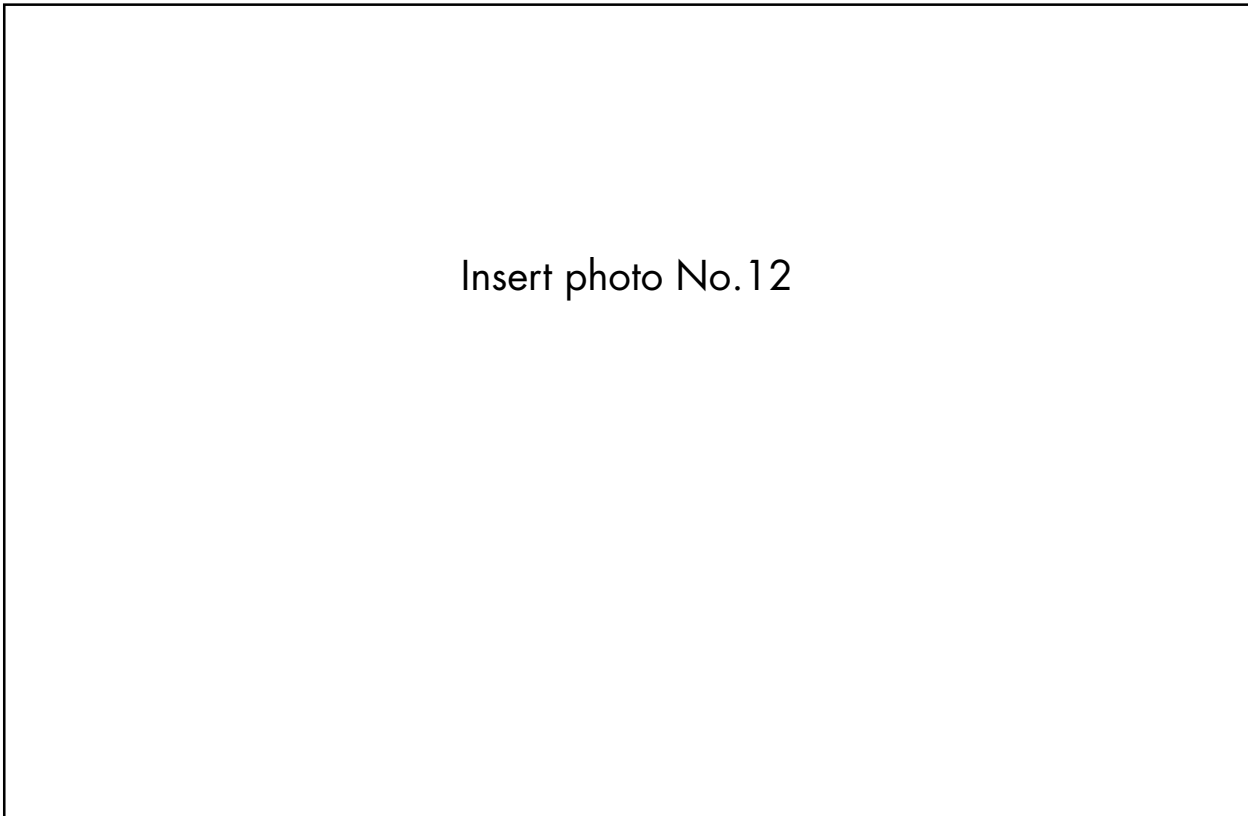
**Significant development will satisfy movement requirements where:**

- (a) Development locations are highly accessible to public transport and other alternatives to the car; and**
- (b) Development provides appropriate improvements such as to highway, public transport, cycleways, pedestrian areas and facilities for the disabled.**

**On roads operating above their operational and environmental capacities, and where Surrey County Council, as Highway Authority, advise that major development would result in unacceptable impact upon the local highways, only small scale development will be permitted, where this results in little new traffic generation.**

11.40 Parts of the road network in Surrey Heath suffers from congestion and have a personal injury accident history especially at peak periods. Major new developments which are likely to generate significant additional road traffic could exacerbate this situation by adding to delays, increasing harmful emissions, wasting valuable fossil fuels, increasing costs to businesses and worsening accessibility to main commercial centres. Small scale developments such as infilling housing sites and small office schemes will however add only small amounts of additional traffic.

11.41 Major development schemes can be acceptable where public transport serves the area well, as it generally does on the main strategic routes through the Borough, or where the development includes proposals to improve access to the non-car user.



## Development Related Transport Requirements

### **POLICY M6:**

#### **DEVELOPMENT RELATED TRANSPORT IMPROVEMENTS**

**In respect of development schemes that would exacerbate existing transport problems or make conditions more hazardous for highway users, where works on the transport system are deemed by the Highway Authority to be necessary to accommodate the development related traffic safely, such works will be fully funded by the developer, and designed to the satisfaction of the Highway Authority.**

- 11.42 The County Council will seek to ensure the development is compatible with the transport infrastructure, in terms of scale, type and location. The Borough's roads are already over-congested and the Borough Council is concerned that major new schemes could exacerbate the situation. In order to accommodate major development schemes within the transport system, developers may be required to provide a package of transport related improvements, including those to encourage forms of transport other than the motor car.
- 11.43 In the absence of developer willingness to fund satisfactory proposals to accommodate a major development scheme within the transport system and where the requirements of Planning Policy Guidance Note 13 "Transport" (March 1994) are not considered to be met, proposals for the development may be refused.

## Off-Street Car Parking Provision

### **POLICY M7:**

#### **OFF-STREET CAR PARKING**

**The Borough Council will require new development to provide car parking in accordance with adopted standards. In certain circumstances, parking requirements may be reduced if:**

- (a) Satisfactory alternative transport to the private motor car exists or will be provided; or**

- (b) The developer makes a contribution towards public transport, pedestrian or cycling related facilities; and**
- (c) The development will not lead to highway safety or environmental problems; and**
- (d) Parking requirements for people with disabilities are met in full.**

- 11.44 In considering proposals for new development, the Borough Council will expect car parking spaces to be provided to the specifications set out in the Adopted Car Parking Standards. Actual provision may be provided on site or in combination with provision on an additional but conveniently located site. The adopted standards may vary over time, but the current standards are set out in Appendix 7.
- 11.45 Surrey County Council is currently reviewing its parking standards with a view to introducing a range of minimum and maximum standards and varying the car parking requirements dependent upon the site location and level of public transport accessibility. The revised standards are expected to help make a contribution towards lessening dependence upon the private motor car. In due course the Borough Council will consider these new standards and may adopt them, with or without modifications.
- 11.46 In the interim, the Borough Council will continue to operate the existing car parking standards. In non-residential developments the Borough Council will not permit parking provision in excess of the car parking requirement as set out in the adopted standards. Where a development proposal site is well served by public transport, and there is evidence that company employees will use other forms of transport other than the car, a reduction in the parking requirement may be justified. The adoption of a Company Transport Plan, wherein the employer actively encourages employees to adopt alternative journey to work habits, perhaps including car sharing, flexible working hours, compressed working weeks, an element of home working, and provision of cycle parking and safe cycle storage will be encouraged and may be accepted as a basis for some reduction in car parking provision.



11.47 Where major trip generating proposals arise in areas not well served by public transport, the Borough Council will take the opportunity to consider developer contributions to improvements to public transport services for the area, or pedestrian facilities or facilities for cyclists in lieu of full parking provision. However any proposals will need to demonstrate a link between the proposals and the transport improvements proposed and that there would be no highway safety problems as a result. Where commuted payments are agreed as part of a development proposal, the conditions applying to such contributions will be set out in a legal agreement. Where contributions are made for future transport improvements it will normally be expected that such improvements will be capable of being undertaken within a reasonable period of time. Policy TC13 relates to financial contributions in Camberley town centre.

## Design Standards

### **POLICY M8:**

#### **HIGHWAY DESIGN STANDARDS**

**All development will be expected to have regard to the current highway design standards as may be adopted by the Highway Authority and the Borough Council.**

11.48 The Borough Council has adopted the Surrey Design Guide and the advice it provides on highway design standards. The basic aim of the guide's approach to road and footpath design is to create safe, convenient and attractive places outside the home. Its main objectives are as follows:

- (a) to create safe routes for vehicles, minimising the danger and nuisance from through traffic;
- (b) to keep vehicle flows and speeds low near to dwellings;
- (c) to provide safe and convenient pedestrian routes between dwelling and community facilities;

- (d) to minimise on-street parking and its attendant dangers to pedestrians and inconvenience to emergency and other service vehicles; and
- (e) to facilitate efficient provision of public utilities and other services.

11.49 The guide is intended to deal with general development situations in both rural and urban areas. It recognises, however that in conservation areas there are special problems which in many instances require separate consideration and where a variation of normal requirements may be appropriate, and this is reflected in Policy HE6 of the Heritage Chapter.

## Proposals for Rear Servicing

### **POLICY M9:**

#### **REAR SERVICING**

**Outside of Camberley town centre, the Borough Council will seek to achieve rear servicing where appropriate and necessary. In particular it will seek to achieve the following rear service roads through redevelopment schemes and minor highway and transport improvements:**

- (a) To the rear of Nos. 423-469 London Road, Yorktown;**
- (b) To the rear of Nos. 319-369 London Road and 1-13 Frimley Road, Camberley;**
- (c) To the rear of Nos. 279-299 London Road, Camberley; and**
- (d) At Land to the rear of Half Moon Street/High Street, Bagshot, the Borough Council will not permit development which prejudices the achievement of rear access to the properties fronting the A30, Half Moon Street and the High Street, via the access to Park Street and Bridge Road, as shown on the Proposals Map.**

11.50 These are areas of generally poor environmental quality, which in part has resulted from the inadequacy of existing servicing and a lack of off-street parking. Further development of these areas without the provision of adequate

servicing and parking facilities will adversely affect the amenity and environment of surrounding areas. The provision of rear service roads will reduce the level of on-street parking and servicing. These roads will also assist in achieving a reduction in the number of existing accesses onto the A30 London Road.

11.51 Further guidance relating to the provision of these rear service roads will be set out in supplementary planning guidance. A planning brief for London Road between The Avenue and Frimley Road provides guidance for areas (b) and (c) above. New guidance will be published for the Yorktown area and land rear of Half Moon Street, Bagshot. Where the alignment of service roads is known it is shown on the Proposals Map.

11.52 In September 1994, the Borough Council adopted the Yorktown Highway Strategy. This Strategy is intended to resolve the highway problems within the Yorktown Industrial Estate and introduce traffic calming into the adjoining Residential Enhancement Area, thus also contributing to Policy UE5 in the Urban Environment Chapter. This Strategy was drawn up with Surrey County Council, as Highway Authority, and includes the following proposals:

- (a) A new access into the industrial estate from the A30 (the exact location of which is yet to be determined);
- (b) The provision of a re-aligned service road at the rear of London Road properties;
- (c) Improvements to existing highways within the industrial estate;
- (d) Closure of roads (with commensurate environmental enhancements), to prevent industrial traffic entering or leaving residential areas;
- (e) Improvements to the Stanhope Road/Blackwater Valley Road junction;
- (f) Improvements to the Frimley Road/A30 junction;
- (g) Possible closure of Laundry Lane/A30 junction;
- (h) A new road linking Watchmoor Road with Doman Road.

- (i) Possible opening of access from Watchmoor Road through to Riverside Way and onto the Blackwater Valley Road.

11.53 The Strategy envisaged that the proposed highway works would be secured by means of development related agreements entered into under planning and highway legislation. A number of the planned projects have now been carried out, either completely or in part. For instance, a re-aligned service road at the rear of the London Road properties has been provided as part of the redevelopment of the former Linatex site by Nokia. The remaining part of this service road, which will provide a connection through to Bracebridge, has yet to be completed.

11.54 Access has now been provided from Watchmoor Road to the Blackwater Valley Road via Riverside Way. That has permitted the closure of Watchmoor Road at its eastern end. Together with traffic restrictions in Doman Road and Stanhope Road, this prevents heavy goods vehicles from the industrial estate penetrating the residential areas to the east. However, no direct access from the A30 into the Yorktown Industrial Estate has yet been provided. The prospect of securing a public route between Watchmoor Road and Doman Road as part of the redevelopment of the Lenthéric Morny site appears no longer to be realistic. In view of these considerations, a review of the Yorktown Highway Strategy is now in progress, which will take account of current circumstances.

## Development Alongside the M3 Motorway and the Primary Route Network

### **POLICY M10:**

#### **DEVELOPMENT ALONGSIDE THE M3 MOTORWAY AND THE PRIMARY ROUTE NETWORK**

**Direct access on to the M3 Motorway or primary route network will not be permitted as part of development proposals.**

11.55 In accordance with Structure Plan Policy MT3, access points need to be limited to protect both the efficiency and safety of the strategic road network. This policy is supported by DOT Roads Circular 4/88 “The Control of Development Trunk Roads”.

## Bridleways, Footpaths and Rights of Way

### **POLICY M11:**

#### **RIGHTS OF WAY**

**The Borough Council will protect and where possible extend public rights of way, comprising bridleways, and footpaths, and will encourage their use for informal recreation, by promoting improvements that seek to make the most effective use of the rights of way network for the benefit of all users. The Borough Council will resist the loss of public footpaths, cycleways and bridleways, except where a satisfactory alternative is provided.**

11.56 In accordance with Structure Plan Policy RU9 the Borough Council will seek to make the best use of public rights of way and where appropriate will improve or extend the network of footpaths, and bridleways. The need to cater for pedestrians, horse riders and cyclists and to encourage greater use of all these forms of transport, within a comprehensive approach to the management of all bridleways, and footpaths is acknowledged. When an alteration or extension of a right of way is being considered, landowners will be consulted.

11.57 Such routes in urban areas can act as green corridors between areas of major open space. The identification of circular routes and long distance routes will be pursued. The Council will seek to improve route marking and footpaths which are falling into disrepair. Whilst the need to make the most effective use of rights of way for the benefit of walkers, horse riders and cyclists is recognised, some separation of users may be necessary to prevent excessive damage to surfaces, and integration must take account of the need to protect the safety of all users of rights of way.

11.58 The following policies set out elsewhere in the Local Plan, encourage the creation of particular pedestrian and cycle links:

- (a) Policy R6 - along the Blackwater Valley and links to the Valley.
- (b) Policy RE16 - links to and along the Basingstoke Canal; and
- (c) Policy M13 - proposed cycle network.

## Pedestrian Facilities

### **POLICY M12:**

#### **IMPROVED PEDESTRIAN FACILITIES**

**In considering proposals for development and highway and traffic management schemes, the Borough Council will seek to improve conditions for pedestrians by identifying potential routes and facilities to meet their needs.**

11.59 The County and Borough Councils recognise that pedestrians are one of the most vulnerable groups of road users and will seek to reduce the number of accidents involving pedestrians, through the provision of routes more suited to their needs.

## Cycling Strategy

11.60 The Government has announced a new National Cycling Strategy, which aims to have 10% of all trips made by bicycle by the year 2012. The Government is also promoting the National Cycle Network, and is placing particular emphasis on local highway authorities preparing package bids for Government funding which include proposals which contribute to the achievement of the National Cycle Network.

11.61 Surrey County Council, through the New Transport Plan for Surrey, intends to establish a county-wide cycle network linking into and between every town centre, secondary school, and railway station, consisting of well signed advisory routes, cycle lanes, tracks, paths, road crossings, junction priorities and parking stands.

11.62 The Borough Council is working with Surrey County Council to help establish and implement a cycle network throughout Surrey Heath with a view to achieving these objectives.

11.63 Surrey County Council has also published a Draft “Cycling Strategy for Surrey, 1997”, which aims to help achieve targets set in the New Transport Plan for Surrey, these being:

- (a) To stabilise the proportion of journeys to work made by cycle at 1991 levels (3%) by the year 2001, and to increase it to 6% by the year 2011;
- (b) To reduce cycle casualties by 40% by the year 2000; and
- (c) To stabilise the number of children and students travelling to and from schools and colleges by means other than the private motor vehicle at 1996 levels by the year 2001 and to increase the proportion by 10% by the year 2006.

#### **POLICY M13:**

#### **PROPOSED CYCLE NETWORK**

**The Borough Council will seek to achieve a cycle network within the Borough linking:**

- (a) Rural communities;**
- (b) Residential areas to town centres and local shopping parades;**
- (c) Residential areas to town centres and core employment areas;**
- (d) Residential areas to local schools sports facilities and hospitals;**
- (e) Residential and commercial centres to railway stations;**
- (f) Into cycle routes or planned cycle routes in adjoining areas, particularly within the Blackwater Valley.**

**To achieve these objectives the Borough Council will ensure that opportunities to establish links within the cycle network are not prejudiced, and will seek the provision of cycle paths on:**

- (g) Major housing sites including those set out in Policy H2 and H3; and**
- (h) Major business or retail or leisure developments.**

#### **(i) Routes identified on the Proposals Map in connection with the proposed housing development at Alma-Dettingen Barracks, Deepcut.**

11.64 Progress is being made with identifying a cycle network within the Borough. This will need to adapt to the physical limitations presented by much of the Borough’s highway network. When an alteration or extension to the network is being considered, landowners will be consulted. Implementation will be longer term and will rely upon linkages being achieved from development schemes as well as direct investment from Surrey County Council and the Borough Council. The objective is to encourage people to use their cycles particularly for short local trips, and not to use their cars. The network will be designed to a high standard of safety, convenience and attractiveness for cyclists, with a view to increasing the proportion of journeys cycled. The management, maintenance, design and alteration of public highways will take this objective into account.

11.65 A cycleway is expected to be an integral part of the highway improvement scheme for the A30 (Jenkins Hill) as identified at paragraph 11.26. Cycle routes linking the proposed housing development at Alma-Dettingen Barracks, Deepcut to surrounding areas will be provided as part of the development in accordance with Policy H5.

## Complementary Cycling Measures

### **POLICY M14:**

#### **COMPLEMENTARY CYCLING MEASURES**

**The Borough Council will promote measures which assist the safe movement of cyclists and promote cycling as a mode of transport and where appropriate will seek developer contributions to:**

- (a) Reduce conflict between cyclists and motor vehicles;**
- (b) Provide safe and convenient access for cyclists both on and off the carriageway; and**
- (c) Design junctions that do not increase risk or unreasonable inconvenience on cyclists; and**
- (d) Provide secure and convenient cycle parking facilities.**

11.66 It may not be possible to achieve a cycle network throughout the Borough on dedicated cycle paths and potential conflict with other highway users will need to be managed. Facilities should comply with any standards adopted by Surrey County Council and the Borough.

## Heavy Goods Vehicles

11.67 The Borough Council will continue to monitor the effects of heavy goods vehicles and, where appropriate, the County Council will be urged to introduce measures to control their movement through traffic regulation orders, including weight restrictions. Whilst the County Council, as highway authority, has not designated lorry routes, it is aware of the environmental problems caused by lorry movements, particularly heavy goods vehicles in rural and urban areas.

## Goods Vehicle Operating Centres

11.68 The Borough Council in conjunction with the County Council, will monitor applications for goods vehicle operating centres and take action as appropriate, to ensure that the operating centres and routes to them are environmentally,

technically and generally suitable. Goods Vehicle Operators Licensing is controlled by the Goods Vehicle (Licensing of Operators) Act 1995, which came into effect on 1st January 1996. Under this Act, Borough and County Councils have a statutory right to object to applications for operators licences on a number of grounds including environmental, technical and general suitability. The criteria for determining the suitability of an operating centre are laid down in the Goods Vehicle (Licensing of Operators) Regulations 1995.

## PUBLIC TRANSPORT

11.69 Although car ownership and car availability rates are high within Surrey Heath there are also significant numbers of people who do not have access to cars and who are wholly or partially dependent upon public transport. Growth in public transport, particularly local bus and train services would also contribute to the objective of reducing reliance upon the private motor car and may go some way towards reducing traffic congestion. The County Council and the Borough Council will work together to seek to justify the provision of improved services by the operators.

11.70 The County Council currently subsidises socially necessary bus services and supports community transport initiatives. The Borough Council operates a Dial-a-Ride and Voluntary Community Transport service, under the Transport Act 1985, which empowers local authorities to provide specialist transport services to meet the mobility needs of disabled people of all ages who would otherwise be prevented from travelling.

## Public Transport and Access to New Developments

### **POLICY M15:**

#### **PUBLIC TRANSPORT AND ACCESS TO NEW DEVELOPMENT**

**The Borough Council, in considering proposals for new developments, will seek to ensure that adequate provision is made within the highway layout to enable public transport to gain access to or serve the development. Where appropriate, contributions may be sought from developers for improvements to public transport infrastructure and information and provision of additional services.**

- 11.71 The Borough Council will seek to ensure that in new developments, the layouts do not preclude the operation of an effective public transport service.

## Access to Local Shopping Centres and Parades

### **POLICY M16:**

#### **ACCESS TO LOCAL SHOPPING CENTRES AND PARADES**

**In considering proposals for new development, the Borough Council will seek to ensure that access to local shopping centres and parades, including public transport services, are retained and where possible improved.**

- 11.72 Accessibility to local shopping centres and parades is important, not just in the interests of the local economy but in the interests of reducing the need to travel by car to other, larger centres, for in particular, convenience shopping. In considering proposals for new developments within the vicinity of a local shopping centre or parade, developers should seek to provide a convenient pedestrian and cyclist access to that centre and an improvement to public transport so as to discourage the use of the car.

## Park and Ride Schemes

- 11.73 There is a limited park and ride service from Yorktown to Camberley town centre and shuttle services from the Meadows retail development to the town centre. The Borough Council will investigate all possible sites to provide a park and ride service to Camberley Town Centre. This may be achieved through the undertaking of a movement study. There is also a possibility that a park and ride scheme could serve not only Camberley and Frimley but also more widely to other parts of the Blackwater Valley.
- 11.74 Park and ride schemes can be an effective way of increasing accessibility into town centres and, combined with tighter parking restraint in central areas, can contribute to a reduction in congestion on the approach roads to town centres. However, the Borough Council will need to find acceptable sites for the operation of a park and ride scheme, which will in fact reduce congestion. In the wrong location, park and ride sites may actually make congestion worse. Park and ride schemes normally operate under some level of financial subsidy which can make it difficult to get schemes operational.

## Improvements to Rail Services

### **POLICY M17:**

#### **IMPROVEMENTS TO RAIL SERVICES**

**The Borough and County Councils will work with the rail operators to seek improvements to services. These improvements will include interchange facilities for passengers at railway stations through the provision of adequate car parking and set down facilities, bus stops and cycle parking.**

11.75 Policy MT13 of the Surrey Structure Plan 1994 recognises the important role provided by the provision of rail services and facilities for passengers. To ensure that railway stations within Surrey Heath are attractive to commuters, it is important to ensure that long stay car parking is available at or near to stations. Adequate provision of commuter parking is also important to prevent the use of nearby short and medium term parking and on-street parking. The provision of adequate dropping off and collection facilities for passengers, bus stops and cycle parking will also reduce the level of congestion resulting from vehicles entering and leaving the station having to negotiate waiting vehicles. In the longer term, it may be possible to provide new stations although there is no intention from the rail operators to pursue these at present.

## Safeguarded Land for Future Public Transport Provision

### **POLICY M18:**

#### **SAFEGUARDED LAND FOR FUTURE PUBLIC TRANSPORT PROVISION**

**The Borough Council and the County Council will safeguard land at the Sturt Road "chord", Frimley Green, as shown on the Proposals Map, to ensure that inappropriate development does not prejudice its future re-use for rail transport.**

11.76 Planning Policy Guidance Note 13, "Transport" (March 1994), makes clear that local planning authorities should ensure that disused transport routes are not unnecessarily severed by new building and non-transport uses, especially where there is a reasonable chance that such routes may be put to use in the future.

11.77 Land at Sturt Road contains a disused rail "chord" on a largely intact embankment which, when last used by trains, linked the main line to London Waterloo with Frimley, Camberley and Bagshot. It is a major objective of the Borough Council and Surrey County Council to achieve a direct and attractive rail access from local stations to London, and to Heathrow Airport via the proposed Heathrow Rail Link, as this would be an important step towards

reducing commuters' reliance upon the local road network.

11.78 The Surrey Structure Plan at Policy MT13 promotes the development of existing services appropriate to the needs of existing and future users. Surrey County Council published a report in 1995 which investigated the Surrey rail network with a view to identifying problem areas and opportunities for enhancing services. The "Rail Line Improvements In Surrey" study demonstrated that passenger throughput at Camberley justified better rail services than is currently provided. The study looked at ways to improve the efficiency of existing services without new infrastructure, how improvements could be made by re-opening disused infrastructure and also at opportunities for new infrastructure, including new stations. The absence of a direct and fast route between Camberley and London (Waterloo) was identified as a particular problem.

11.79 A number of possible ways of providing direct rail services between local stations and London have been identified, including the re-opening of the Sturt Road chord. It would be technically possible to re-introduce either a single or a double line track using the chord, and to programme direct services linking Bagshot, Camberley and Frimley to Waterloo. This would improve travelling time to and from London and make the service more attractive to commuters. However, a demand assessment has been undertaken to assess the likely viability of such a proposal. This concluded that the additional revenue from travellers switching from road to rail would not cover the additional operating costs of the amended rail service; and that it would be difficult to recommend that the scheme should progress at present. Nevertheless, the balance of advantage could change as a result of Government policies designed to deter car use.

11.80 During 1996, the Secretary of State endorsed his Inspector's recommendations on an appeal where the proposed development would have led to the severance of the embankment, contrary to the objectives of Policy MT13 of the Surrey Structure Plan 1994 and the intentions of Planning Policy Guidance Note 13.

11.81 The Borough Council therefore continues to safeguard this land and it is reserved as a future

rail link. The land is otherwise Countryside Beyond the Green Belt and has no major development potential. The safeguarding therefore has no blight implications.

## Facilities for People with Disabilities and the Elderly

### **POLICY M19:**

#### **PROVISION FOR PEOPLE WITH DISABILITIES AND THE ELDERLY**

**The Borough Council will seek to ensure that adequate provision is made for people with limited mobility, the elderly and people with disabilities on the highway network.**

- 11.82 The highway environment can be very difficult and dangerous to traverse for those with limited mobility, with disabilities and for some elderly people. The Borough Council will continue to seek to reduce the risk of accidents by incorporating features such as dropped kerbs, textured surfaces at pedestrian crossings for the blind, opportunities for rest for the elderly and reduced walking distances from parking bays to key facilities for people with disabilities.

## Transport Interchanges and Facilities for those with Disabilities

### **POLICY M20:**

#### **TRANSPORT INTERCHANGES AND FACILITIES FOR THOSE WITH DISABILITIES**

**In considering proposals for development or redevelopment at transport interchanges, the Borough Council will require that the scheme makes provision for people with limited mobility or disabilities.**

- 11.83 The design and layout of a proposal at, or affecting, any of the railway stations in the Borough should properly take into account the needs of those with limited mobility or disabilities, including elderly people, and

ensure that all sectors of the community have equal opportunity of access to public transport.

## Aviation

- 11.84 National planning policy for aviation is set out in:

- (a) The 1985 Airports Policy White Paper (Cmnd 9542);
- (b) Planning Policy Guidance Note 13 “Transport” (March 1994); and
- (c) Regional Planning Guidance for the South East (March 1994).

- 11.85 The 1985 White Paper recognises that in the future, business aviation is likely to find access to the major airports in the South East increasingly restricted by air traffic distribution rules. Planning Policy Guidance Note 13 “Transport”, emphasises the benefits of smaller airports to meeting local business needs and that General Aviation operators will have to look to smaller airfields to provide facilities. Regional Planning Guidance notes the Government’s intention to encourage the provision of adequate facilities for general aviation in the South East and makes clear that local planning authorities should consider the value to the community of having efficient business and light aviation facilities at local airfields. However, it also recognises that development of small airports can generate additional traffic movements and noise and the benefits of expansion need to be weighed against the environmental disbenefits.

- 11.86 Business aviation currently operates from Fairoaks Airport, to the east of Chobham, and from Farnborough Aerodrome which lies to the west of the Borough. The Ministry of Defence has decided to dispose of Farnborough Aerodrome and there is the possibility of a significant expansion of business aviation activities in future. Fairoaks Airport is more limited in its potential to expand beyond the terms of its current planning permission, being wholly within the Green Belt. Should Farnborough Aerodrome not expand to meet its anticipated business aviation role then the development of alternative facilities will need to be based on a sub-regional review of options taking into account environmental and infrastructure considerations.



11.87 Policy MT20 of the Surrey Structure Plan supports the idea of business aviation expansion at Farnborough Aerodrome and to a lesser extent at Fairoaks Airport, provided there would be no materially adverse effect on the environment of adjacent areas.

## **FAIROAKS AIRPORT**

### **Development at Fairoaks Airport**

#### **POLICY M21:**

#### **DEVELOPMENT AT FAIROAKS AIRPORT**

The Surrey Structure Plan identifies Fairoaks Airport as having limited potential for the development of business aviation facilities, provided that it would not have a materially adverse effect on the environment of adjacent areas.

Within the Major Developed Site, as shown on the Proposals Map, the following criteria for infilling and redevelopment will therefore apply:

#### **Infilling should:**

- (a) Have no greater impact on the Green Belt than the existing development;**
- (b) Not exceed the general height of the existing buildings; and**

- (c) Not lead to a significant increase in the developed proportion of the site or give rise to off-site infrastructure problems.**

#### **Redevelopment should:**

- (d) Have no greater impact than the existing development on the openness of the Green Belt and the purposes of including land in it, and where possible have less;**
- (e) Contribute to the achievement of the objectives for the use of the land in the Green Belt;**
- (f) Not exceed the general height of the existing buildings;**
- (g) Not occupy a larger area of the site than the existing buildings;**
- (h) Ensure that the new buildings are located to have regard to the openness of the Green Belt, existing landscape features and the need to integrate with the surroundings;**
  - (i) Be part of a comprehensive scheme for long-term development within the Major Developed Site; and**
  - (j) Not give rise to off-site infrastructure problems or adversely affect the amenities of nearby residents.**

Insert photo No.13

- 11.88 Fairoaks Airport is recognised at Policy MT20 of the Surrey Structure Plan 1994, as a General Aviation airport with limited potential for expansion for business aviation facilities. In order to balance limited aviation related development with the protection of the Green Belt environment, Fairoaks Airport is identified as a “Major Developed Site” in the Green Belt, in accordance with Annex C of Planning Policy Guidance Note 2, “Green Belts” (January 1995). This designation does not mean a site for major new development, but gives recognition to this site as a Major Developed Site within the Green Belt, with limited development potential.
- 11.89 Infill or redevelopment is defined by Annex C of Planning Policy Guidance Note 2 and will only be permitted within the built envelope as defined on the Proposals Map. Where infilling or redevelopment proposals meet the requirements of the above policy it is not inappropriate development within the Green Belt.
- 11.90 This policy will only apply to development which requires planning permission. It should be noted that the airport has the benefit of certain “permitted development” rights under the Town and Country (General Permitted Development) Order 1995.
- 11.91 The current level of runway movements at Fairoaks Airport is controlled by a condition of the planning permission, which was granted on appeal in 1978. This decision limited the number of fixed wing movements to 120,000 per annum. Current levels of flying movements fall well within this permitted ceiling. The Borough Council therefore has no ability to control current flying movements, but is sensitive to the potential problems of noise and overflying of surrounding areas. There are no controls over helicopter movements, nor are there controls over noise, air pollution, employment or traffic generation.