



Elmbridge
Borough Council
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Elmbridge Local Plan

Alternative Development Options

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Email: planningpolicy@elmbridge.gov.uk

Website: elmbridge.gov.uk/planning

Contact details

Email: planningpolicy@elmbridge.gov.uk

Telephone: 01372 474474

Address: Planning Policy Team,
Planning Services,
Elmbridge Borough Council,
Civic Centre,
High Street,
Esher,
Surrey,
KT10 9SD

Website: elmbridge.gov.uk/planning

Acronyms

ADO	Alternative Development Options
AMR	Authority's Monitoring Report
BOA	Biodiversity Opportunity Area
CPMS	Commercial Property Market Study
DMP	Development Market Panel
DPH	Dwellings Per Hectare
ELR	Employment Land Review
FEA	Functional Economic Area
GBBR	Green Belt Boundary Review
HMA	Housing Market Area
LAA	Land Availability Assessment
LGS	Local Green Spaces
LPA	Local Planning Authorities
MUE	Major Urban Extension
NPPF	National Planning Policy Framework
OAHN	Objectively Assessed Housing Need
OAN	Objectively Assessed Need
OSRA	Open Space and Recreation Assessment
PDL	Previously Developed Land
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites
RAC	Review of Absolute Constraints Report
SA	Sustainability Assessment
SANG	Suitable Accessible Nature Green space
SEA	Strategic Environmental Assessment
SEL	Strategic Employment Land
SHEELA	Strategic Housing & Employment Land Assessment
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SOUL	Strategic Open Urban Land
SPA	Special Protection Area
SSSI	Site of Special Scientific Interest
SUE	Sustainable Urban Extension
TBH	Thames Basin Heath
TAA	Traveller Accommodation Assessment

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1. Introduction

1.1 Purpose of the paper

- 1.1.1 This paper has been prepared as part of the review of the Elmbridge Local Plan and its evidence base. The aim of this paper is to outline the alternative strategic options that the Council needs to consider to how and where housing growth and new development can be delivered within the Borough.
- 1.1.2 This paper therefore sets out the various delivery opportunities considered by the Council in trying to meet its objectively assessed housing need and that of the wider Housing Market Area (HMA) within the Borough's seven settlement areas, commensurate with ensuring the proper balance between residential, employment and other uses.
- 1.1.3 This paper utilises information from other evidence base documents including the Land Available Assessment (LAA)¹ Employment Land Review (ELR)²; Retail Assessment³ ; and Open Space & Recreation Assessment (OSRA)⁴.
- 1.1.4 The paper also includes a desk- based assessment of the housing evidence and land supply position for those authorities within the same HMA as Elmbridge and those within the adjoining HMAs. The purpose of this exercise was to consider whether the housing needs of the HMA could be met across the four authorities or within adjoining HMAs given the surplus housing requirement as part of the duty to cooperate
- 1.1.5 The paper also examines the opportunities for increasing residential densities around 'commuter-hubs' and creating new settlements, both suggested by Government in national Guidance and in its consultation on the proposed changes to national planning policy⁵ .

1.2 Background

- 1.2.1 The LAA has identified sites within the existing urban area of Elmbridge suitable for housing and which are considered deliverable and developable. These sites have the potential capacity of delivering approximately 3,793 new homes.
- 1.2.2 The Councils' current Spatial Strategy plans for the delivery of 3,375 net new homes between 2011 and 2026, with an average delivery of 225 net homes per annum. The LAA demonstrated that the Council has a 5-year housing supply plus 5%. Furthermore, sufficient potential housing sites have been identified to meet the

¹ Elmbridge Land Availability Assessment (LAA) 2016

² Elmbridge Employment Land Review (ELR) (date)

³ Bilfinger GVA Elmbridge Retail Assessment 2015

⁴ Elmbridge Open Space & Recreation Assessment (OSRA) 2014

⁵ DCLG – Consultation on proposed changes to national planning policy (December 2015)

<https://www.gov.uk/government/consultations/national-planning-policy-consultation-on-proposed-changes>

full housing requirement as set by the Core Strategy. Notwithstanding this, the Government is clear that a housing target based on pre-NPPF plan and evidence base (such as the Elmbridge Core Strategy) is out of date and could be open to challenge.

- 1.2.3 The Strategic Housing Market Assessment (SHMA) 2015⁶ has identified the need to deliver 9,480 new homes within Elmbridge Borough from 2015 to 2035. This is a significant increase in what is currently planned. The updated evidence in relation to housing need has clearly indicated that the housing targets set out within the Core Strategy are no longer appropriate.
- 1.2.4 Through the undertaking of the LAA it is apparent that the Council is not able to identify sufficient land to meet its housing need in accordance with the National Planning Policy Framework (NPPF). More specifically, there is a potential a residual housing requirement of 5, 687 units across the 20-year period (2015-2035).
- 1.2.5 The LAA findings report recommended that further work was undertaken to enable the Council to assess the options for and implications of meeting the OAHN for the Borough. This would include revisiting some of the Council's assumptions relating to site suitability and capacity. In addition, work will need to be undertaken to consider, in full, the approaches that could be applied to achieving the residual housing need figure in the urban area.

1.3 Duty to Cooperate

- 1.3.1 Section 33A of the Planning and Compulsory Purchase Act 2004, as inserted by section 110 of the Localism Act 2011, introduced a duty to cooperate in relation to the planning of sustainable development. The duty requires the Borough Council to cooperate with other local planning authorities and other public bodies in preparing and developing their Local Plan so far as it relates to a strategic matter.
- 1.3.2 The duty is an important element in the strategic planning functions and one that builds on the Council's existing approach of engagement and partnership working. Work undertaken as part of the Council's duty to co-operate on strategic issues as part of the review of the Local Plan evidence base will be recorded.
- 1.3.3 All neighbouring authorities have been contacted under the Duty to Cooperate to seek their views on this paper. In addition, the Council will be contacting those authorities with linkages to the Elmbridge housing area to enquiry to whether they would be able to meet some of Elmbridge's unmet housing need.

1.4 Questions or Queries

- 1.4.1 If you have any questions relating to the Alternative Development Options paper and the other documents that form part of the Council's review of the Local Plan evidence base, please contact the Planning Policy Team using the details at the start of this document.

⁶ Kingston and North East Surrey SHMA 2015- insert link

2. Policy Context

2.1 National Planning Policy Framework

- 2.1.1 The National Planning Policy Framework (NPPF) recognises that housing is a key component of sustainable communities and delivering sustainable economic growth. A particular focus of the NPPF is ensuring that policies are in place to meet the strategic needs for new residential development, including for market, affordable, specialist (including starter homes) housing. Local authorities are required to identify their objectively assessed needs for new housing. In addition, LPAs are required to maintain a five-year supply of housing land, determine a likely housing trajectory.
- 2.1.2 The NPPF advocates the efficient and effective use of land, in locations that offer good access to a range of community facilities, key services, employment opportunities and infrastructure. The importance of re-using previously development land is retained including the opportunities from empty housing and buildings. Furthermore, to ‘boost significantly the supply of housing’, local planning authorities should set out their own approach to housing density to reflect local circumstances⁷.
- 2.1.3 In addition, paragraph 52 of the NPPF states that ‘the supply of new homes can sometimes be best achieved through planning for larger scale developments, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities’.

2.2 Planning Practice Guidance

- 2.2.1 The Government's Planning Practice Guidance (PPG), launched in March 2014, offers practical guidance to support the NPPF. The section on Housing and Economic Land Availability Assessments sets out that the purpose of such an assessment is to identify a future supply of land which is suitable, available and achievable for housing and economic development uses over the plan period. The assessment of land availability includes the SHLAA requirement as set out in the NPPF.
- 2.2.2 The PPG advises that if it is concluded that insufficient sites have been identified against objectively assessed needs, the Council will need to revisit the assessment (the LAA), for example ‘changing the assumptions on the development potential on particular sites (including physical and policy constraints) including sites for possible new settlements’⁸.
- 2.2.3 If following a secondary review, there remains insufficient sites, then it is ‘necessary to investigate how this shortfall should be best planned for. If there is clear evidence that the needs cannot be met locally, it will be necessary to consider how

⁷ NPPF, Paragraph 47 (2012)

⁸ PPG ID 3-026-20140306

needs might be met in adjoining areas in accordance with the duty to cooperate⁹.

2.3 The Five Year Land Supply

- 2.3.1 As outlined above, the NPPF requires the LPA to achieve a five year – housing land supply as measured against a local plan that is compliant with the NPPF. The PPG states that ‘housing requirement figures in up-to-date adopted Local Plans should be used as the starting point for calculating the five-year supply.
- 2.3.2 The NPPF sets a clear requirement for LPAs to significantly boost the delivery of housing and to plan to meet the identified need for new homes and other development needs such as employment and retail. This is known as the ‘objectively assessed need’ and should be informed by the latest evidence of population and household projections as well as employment growth, retail performance and trends.
- 2.3.3 The Core Strategy was adopted in July 2011. Policy CS2 (Housing Provision, Location & Distribution) sets out Elmbridge’s housing requirement of 3,375 net additional homes between 2011 and 2026. The evidence supporting the CS2 housing figures is in excess of 6 years old and is based on the housing figures within the partially revoked Regional Spatial Strategy for the South East.
- 2.3.4 In October 2014 the Council made the decision to review its Local Plan evidence base following a series of decisions made by the Courts and Planning Inspectors in relation to local plans in other areas. These decisions indicated that Plans adopted prior to the publication of the NPPF and any evidence base prepared prior to this date, where housing delivery was based on Regional Spatial Strategies could not be considered up to date.
- 2.3.5 Given the concerns relating to conformity with the NPPF the Council has taken steps to understand the Objectively Assessed Needs of the Borough and has undertaken the following assessments to identify its OANs;
- Employment Land Review
 - Retail Assessment
 - Strategic Housing Market Assessment (SHMA) identifying housing need from 2015 to 2035;
 - Traveller Accommodation Assessment
- 2.3.6 For clarification, due to the untested nature of the housing need evidence, the Council has continued to prepare its evidence to demonstrate its 5-year land plus 5% supply based on the ‘tested’ figures of the Core Strategy 2011. However, in conformity with NPPF the Council has reviewed its base figure for 5 years plus 5% to take account of this updated (but untested) evidence of the SHMA 2015.
- 2.3.7 The LAA identified sites with the Borough that have the potential to come forward

⁹ PPG ID 3-026-20140306

for development in the future and sets out the housing supply for the plan periods of 2011-2026 and 2015-2035 separately. The findings of the provided the Council's five-year land supply position for the year from 1st April 2016.

- 2.3.8 The findings of the LAA concluded that the Council is not able to identify sufficient land to meet its housing need in accordance with the National Planning Policy Framework (NPPF) within the constraints of the existing Spatial Strategy. More specifically, there is a potential a residual housing requirement of 5, 687 units across the 20-year period (2015-2035) against the untested and unconstrained objectively assessed housing need figure (OAHN).
- 2.3.9 The NPPF as well as guidance as set out in the PPG and through the Planning Inspectorate¹⁰ is clear in its requirement for the Council to positively seek opportunities to meet the development needs of its area. Similarly, that where there is a significant shortfall in meeting housing needs, it is important that a rigorous assessment of all opportunities to meet need is undertaken.

2.4 Green Belt Boundary Review

- 2.4.1 Alongside the SHMA, the Council has undertaken review of its Green Belt. The purpose of the Green Belt Boundary Review 2016 (GBBR) is to provide evidence of how different areas perform against the Green Belt purposes as set out within the NPPF.
- 2.4.2 The assessment includes the identification of the Strategic Areas of the Green Belt within the Borough and smaller Local Areas (referred to as land parcels) based on function and boundary features. The performance of the individual parcels has been assessed against the 3 purposes of the Green Belt that are relevant to Elmbridge.
- 2.4.3 Whilst this paper considers the various delivery opportunities to meet its objectively assessed housing need, it is ultimately, the outcomes the SHMA, GBBR and the LAA combined that will inform the Council view to whether there is the need to consider if there is the case for exceptional circumstances which could lead to revisions to the Spatial Strategy. This could include potential amendments to the Green Belt boundary, to which the findings and recommendations of the GBBR will be fundamental to any assessment of such land.

¹⁰ NPPF, paragraph 14 (2012), Planning Inspector, Laura Graham letter to Brighton & Hove City Council 13 December 2013

3. Understanding the need for housing

3.1 Elmbridge's Future Housing Need

- 3.1.1 As part of the review of the Local Plan evidence base, the Council commissioned a joint Strategic Housing Market Assessment (SHMA) with The Royal Borough of Kingston upon Thames, the Borough of Epsom and Ewell and the District of Mole Valley.
- 3.1.2 Using house prices and rates of change in house prices; household migration and search patterns as well as contextual data on travel to work area boundaries, the assessment has identified the extent of the Housing Market Areas (HMA) and its housing need applicable to the commissioning authorities.
- 3.1.3 The Strategic Housing Market Assessment (SHMA) 2015 has identified the need to deliver 9,480 new homes within Elmbridge Borough from 2015 to 2035. This is a significant increase in what had been previously planned for.
- 3.1.4 The overall Objectively Assessed Housing Need (OAHN) can be broken down by the size of dwellings required. The primary need is for 2 bedroom homes; however, it is important to note that by 2035 there will be an estimated increase of 13,600 people aged 65 and over. This includes a 4,000 increase in the number of people aged 85 and over. This is key driver in the future demand for new homes for 1 person households.
- 3.1.5 The SHMA identified that the net affordable housing for Elmbridge Borough to be 6,640 net affordable housing units are required across a 20-year period (332 units per annum). The 20-year requirement of 6,640 is also nearly 6 times (5.8) the existing target as set out in Policy CS21 of the Core Strategy¹¹.
- 3.1.6 The SHMA indicated that the future pattern of requirements shows a slight increase in the proportion of smaller (one and two bedroom) units required in 2035, and a slight reduction in the proportion of larger units (three and four bedroom). The largest requirement in 2035 remains however, the same as in 2015; three bedroom units followed by two bedroom units. Interestingly, the data shows that only 1% of new provision to meet the OAHN would need to be in the form of four bedroom units. In contrast, and similar to existing local planning policy (CS19) and the previous SHMA, 28% and 29% of new provision to meet OAHN would need to be in the form of one and three bedroom units respectively. The largest proportion would be for two bedroom units (42% of OAHN).
- 3.1.7 Whilst the delivery of smaller units is encouraged though Policy CS29, Table 1 shows that the number of 4-bedroomed units delivered in 2015 – 2016 meets the number of 4-bedroom units required to meet need across the entire SHMA period of

¹¹ It should be noted that the existing Affordable Housing target (1,150) as set out in the Core Strategy relates to a 15 year period (2011 – 2026) whereas, the figure from the SHMA relates to a 20 year period (2015 – 2035).

2015 – 2035.

Size	Percentage of OAHN	No. of Units	No. & Percentage of Units Delivered in 2015 - 2016
1	28%	2,654	108 (34%)
2	42%	3,982	82 (25%)
3	29%	2,749	26 (8%)
4	1%	95	105 (33%)
Total	100%	9,480	321

Table 1: The size of housing units required in Elmbridge up to 2035 (Source: Kingston & North East Surrey SHMA 2015 and Elmbridge Borough Council AMR 2015-2016)

3.2 Housing Supply and Delivery within Elmbridge

3.2.1 The outcomes of the SHMA 2015 have been cross referenced with the LAA to determine whether there is sufficient housing land supply within the Borough to meet identified housing need. The total dwelling stock within Elmbridge as of 31 March 2015 was 56,785¹². The Core Strategy Policy CS19 commits to the provision of sufficient housing to meet the local requirement¹³ of 3,375 units in the most sustainable locations in the urban area.

3.2.2 Delivery of housing varies across the Borough and may be higher in some areas and lower in others and does (modestly) fluctuate year on year. Table 5 shows the annual net housing completions since the adoption of the Core Strategy in 2011.

Monitoring Year	Net Completions	Running total
2011/12	300	300
2012/13	264	564
2013/14	257	821
2014/15	273	1094
2015/16	240	1,334

Table 2: Annual Net Housing Completions (Source: AMR 2015/16)

Meeting the Residual Housing Target

3.2.3 Existing housing commitments in the Borough equates to 1,197 dwellings, this comprises 436 residential units currently under construction and a further 761 units committed by virtue of planning permissions that are yet to be implemented.

3.2.4 In total the LAA identifies 60 opportunity sites with the capacity to deliver 1,765 units over 1 to 15-year time frame. Table 6 provides a summary of the results of the LAA.

¹² Housing Flow Reconciliation Form 2015/16, pre-filled by the Department for Communities and Local Government (DCLG).

¹³ Based on the housing target set by the partially revoked Regional Spatial Strategy

	Years	No. of sites	No. of units	Rationalised No. units*
Deliverable Sites	1-5	29	506	455
Developable Sites	6-10	27	1054	949
	11-15	4	205	185
Total		60	1,765	1,589

Table 3: Summary of Identified Deliverable / Developable Opportunity Sites (Source: LAA 2016 - * Incorporating the non-implementation discount rate¹⁴)

3.2.5 The potential supply of identified sites¹⁵ considered to be 'deliverable' (1-5 years) is 506 dwellings. As shown in Table 6 above, the LAA identified 1,054 units which the Council considers to be 'developable' within years 6-10 and a further 205 units within 11 - 15+ years.

3.2.6 Excluding commenced and unimplemented planning permissions, it is estimated that the opportunity sites totalled 44ha of gross developable land capable of accommodating 1,765 residential units.

Housing Supply 2015-2035 against the OAHN

3.2.7 The SHMA 2015 has identified the need to provide 9,480 new homes over a 20-year period, 2015-2035. Over 2015/2016 monitoring period 204 units have been completed, reducing the identified housing need to 9,276 homes, therefore, an average of 488 units per annum over the remaining 19 of the 20-year period.

3.2.8 Paragraph 47 of the NPPF requires LPAs demonstrate a five-year supply of deliverable housing land plus a 5 % buffer. As part of the LAA, a 5-year Housing Supply calculation and Housing Trajectory was undertaken against the OAHN figure. This indicated that, overall:

- Elmbridge does not have a 5 year forward supply of deliverable sites equal of the OAHN figure.
- Against the OAHN figure of 9,480 units between 2015 and 2035, a forward supply of 3,793 deliverable/ developable units have been identified. Consequently, Elmbridge can achieve 40% of the projected housing need to 2035.
- There will be a residual requirement of 5,687 units net, across the 20-year period.

3.2.9 In summary, it is clear that the supply of sites within the urban area will not meet the Elmbridge OAHN. There would be a significant shortfall of over 5,000 units.

¹⁴ Refer to Appendix 2 of the LAA Findings report for assumptions

¹⁵ Pure opportunity sites which do not benefit from planning permission

4. Continuation of the existing Spatial Strategy

4.1 Continue with the Adopted Core Strategy

- 4.1.1 This option would see the continuation of the existing spatial strategy which directs developments being brought forward within the urban area to deliver the existing housing target.
- 4.1.2 There are significant risks associated with continuing with the existing spatial strategy which is considered to be out of date and more importantly not NPPF compliant. This could include Government intervention¹⁶ within the plan making process to which would result in the Council and the wider community having a very limited impact in to the overall growth and its location within the Borough.
- 4.1.3 The Land Availability Assessment has concluded that Council is in a position where a 5-year housing supply against the OAHN figure cannot be demonstrated. Therefore, the soundness of the local plan could be undermined and housing developers would have a strong argument to permit any planning application for new houses, regardless of its location and land designation. Any large scale incremental or piecemeal growth could undermine the potential for infrastructure to be brought forward at the right time in the most suitable locations.

4.2 Understanding the Housing Market Area

- 4.2.1 The NPPF states that local planning authorities should use their evidence base to ensure Local Plans meet the full, objectively assessed needs for market and affordable housing in their “housing market area” (HMA).
- 4.2.2 The Strategic Housing Market Assessment (SHMA) considered housing market geographies. The analysis highlighted a complex set of relationships across North Surrey and outer South West London Boroughs. However, it is considered that the four authorities of Elmbridge, Kingston, Epsom and Ewell and Mole Valley form a coherent and self- contained HMA as identified from strong migration linkages and supported by evidence on house prices patterns and commuting links.¹⁷ It is acknowledged that there are links not only between the four commissioning authorities of the SHMA but also with other surrounding authorities.

¹⁶ Under new powers through the Planning and Housing Act 2016

¹⁷ Kingston and North Surrey SHMA 2015

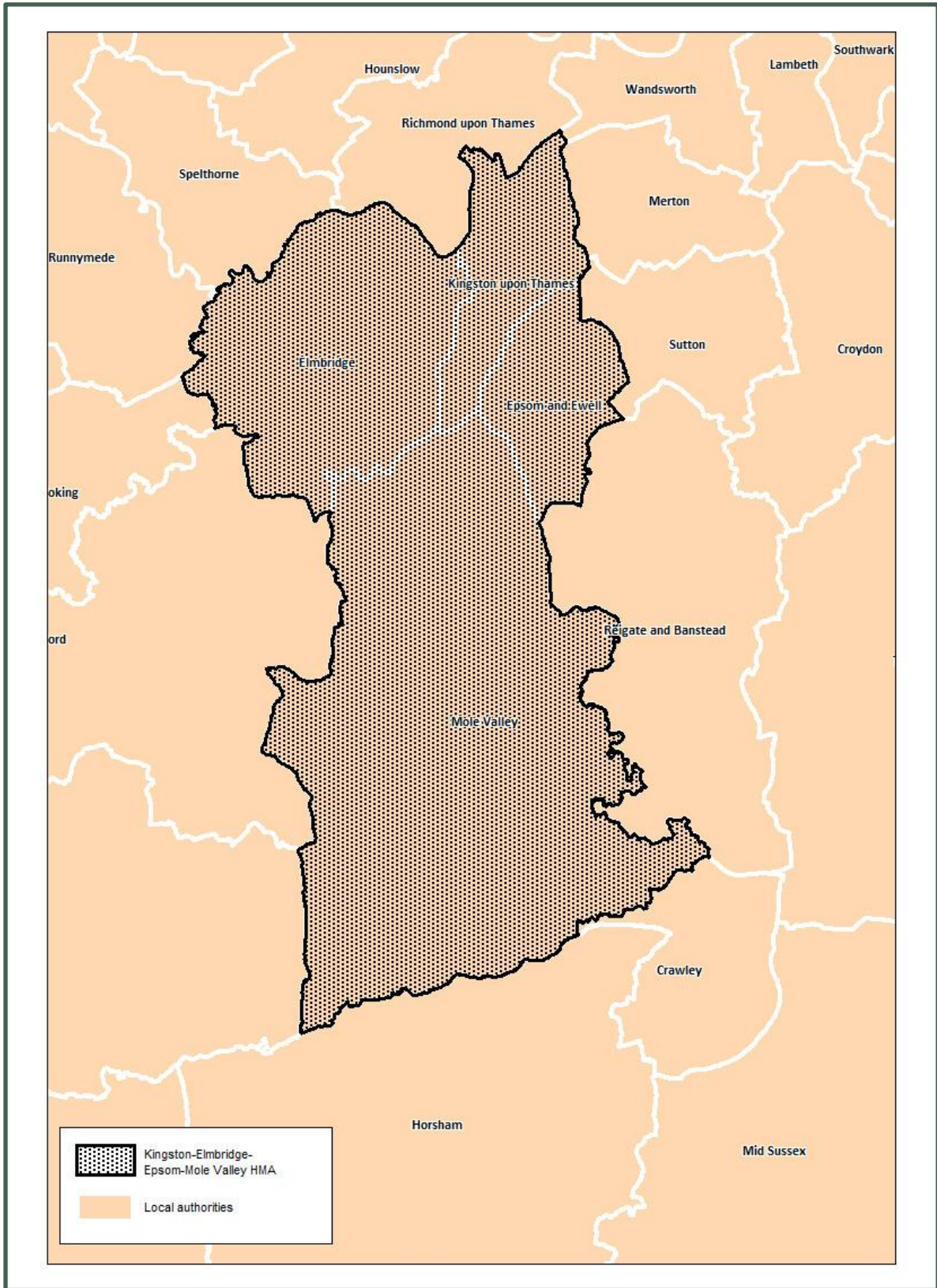


Figure 1: Kingston and North Surrey Housing Market Area

4.3 Can our housing need be addressed outside of the Borough?

- 4.3.1 The NPPF advises that 'local planning authorities should work collaboratively with other bodies to ensure that strategic properties across local boundaries are properly coordinated and clearly reflected in individual Local plan' (NPPF, para.179). More specifically, the level of housing which a local plan needs to provide for is determined in part by whether there is an 'unmet requirement' from a neighbouring authority' (NPPF, para.182).
- 4.3.2 As the Council has identified insufficient land within the built-up-areas to meet its objectively assessed housing need, one option available to meet the residual is to work with neighbouring authorities to see if needs can be met outside of the Borough. The starting point would be other local authorities in the HMA (Royal Borough of Kingston upon Thames, Epsom & Ewell and Mole Valley) and then in neighbouring HMAs where there are linkages between our authorities as demonstrated through the SHMA e.g. Guildford, London Borough of Richmond upon Thames and Runnymede.
- 4.3.3 Exploring this point, Tables 4 & 5 sets out the position of neighbouring local planning authorities in regards to their own attempts to meet their objectively assessed housing needs and that of their respective HMAs, focusing on whether they have also had to undertake a review / assessment of the Green Belt in their areas and whether subsequent plans have sought to amend the Green Belt boundary and allocate sites for development. Table 5 shows that the majority of adjoining and surrounding authorities are undertaking similar reviews and those six local authorities have indicated the need to amend the Green Belt boundary as part of their Local Plan preparation.

Local Planning Authority	Local Plan Position	Current Housing Target	OAHN/ Housing Figure
Epsom & Ewell	Adopted Core Strategy 2007-2022	2,715 new dwellings 2007-2022	8,375 net dwellings 2015-2035
Guildford	Emerging Local Plan- Proposed Submission Local Plan (Reg.19) June 2016	N/A	13,860 units. 2013-2033
Mole Valley	Adopted Core Strategy 2009-2026	at least 3,760 2006- 2026	7,821 net dwellings 2015-2035
Reigate & Banstead	Core Strategy adopted 2014 (2012-2027)	6,900 net dwellings 2012-2027	4,140 additional dwellings 2012 to 2023 or 5,856 additional dwellings over 16 year CS period
Runnymede	Local Plan adopted 2001 Issues, options & Preferred Approaches Consultation July 2016	N/A	10,700 net dwellings 2013-2033
Spelthorne	Core Strategy adopted 2009 (2006-2026) Review of evidence base and produce a new Local Plan	3,320 net dwellings 2006 - 2026	15,140 net dwellings 2013-2033
Surrey Heath	Core Strategy adopted 2012 covering period from 2011 - 2028.	3,240 additional dwellings over 17 year period	6,800 additional dwellings 2011 - 2031
Tandridge	Core Strategy adopted 2008. (2006-2026)	2,500 additional dwellings	9,400 additional dwellings 2013 - 2033
Waverley	Core strategy withdrawn. Preparing a new Local Plan.	N/A	10,380 additional dwellings 2013 - 2033
Woking	Core Strategy 2012 (2010-2027)	4,964 net dwellings 2010-2027	10,340 net dwellings 2013-2033
London Borough of Richmond	Core Strategy adopted 2009 covering period up to 2024. Review of local plan policies and proposed site allocations. FALP182015 covering period from 2011 up to 2036.	FALP 2015-2025 at least 3,150 net dwellings	10,380 net dwellings 2013-2033
Royal Borough of Kingston upon Thames	Core Strategy: 2012/13 – 2026/27 FALP: 2011-2036	FALP 2015-2025 at least 3,150 net dwellings	14,281 net dwellings 2015-2035

Table 4: Local Authorities' Local Plan preparation housing need and land supply

¹⁸ Further Alterations to the London Plan

Local Planning Authority	Percentage of the Borough designated Green Belt	Green Belt Boundary Assessment / Review	Proposals to amend the Green Belt Boundary
Epsom & Ewell	46%	Undertaking	No Current Proposals
Guildford	89%	Yes	Yes
Mole Valley	76%	Yes	No Current Proposals
Reigate & Banstead	69%	Yes	Yes
Runnymede	79%	Yes	Yes
Spelthorne	65%	Undertaking	No Current Proposals
Surrey Heath	44%	No	No Current Proposals
Tandridge	94%	Yes	Yes
Waverley	61%	Yes	Yes
Woking	63%	Yes	Yes
London Borough of Richmond	2%	No	No Current Proposals
Royal Borough of Kingston upon Thames	17%	No	No Current Proposals

Table 5: Local Authorities' Local Plan preparation and Green Belt Reviews / Assessments.

- 4.3.4 The majority of the adjoining and surrounding LPAs are undertaking similar reviews of their Local Plan evidence base including undertaking an objective assessment of the development needs. The findings indicate that when using the most recent assessment of need (albeit untested) current under provision and land supply either through local plan allocation or land availability studies is deficient in meeting most recent (although in most cases, untested) need. This desk top exercise demonstrates that based on the emerging evidence, there appears to be no opportunity for the adjoining and surrounding authorities, within the immediate or wider housing market area, which could meet Elmbridge's housing need.
- 4.3.5 As part of its Duty to Cooperate obligations, the Council will formally write to the adjoining and neighbouring local authorities within the Housing Market Area to enquire as whether they have the ability to accommodate Elmbridge's housing need. However, in light of the outcomes of the desk top study, it is highly improbable that surplus land will be identified and that a positive response will be received. Therefore, at the present time provisions are not being made to rely on any neighbouring authorities to deliver any part of the housing requirement for Elmbridge.

5. Alternative Policy Options for Elmbridge

5.1 What this could include?

- 5.1.1 Any new or revised local plan will need to show how the requirement for new housing will be met and although it does not need to allocate all specific sites for development it does need to identify strategic or broad locations for where this growth will be met. A range of policy options will therefore need to be explored in order to meet the identified housing need requirements within the existing urban area.
- 5.1.2 To deliver more dwellings within the existing urban area the paper considered five main options for achieving residential intensification: introduction of high density residential schemes, commuter hubs and town centre intensification, redevelopment of existing residential areas at higher densities as well as the redevelopment of existing employment land and open space.
- 5.1.3 For example, the modification of the Council's design and character policy requirements to increase the density at which new residential development is delivered to meet the OAHN. Similarly, a policy to promote the subdivision of existing dwellings and plots could be introduced. Other options could include consideration of alternative land uses for existing land use designations and allocations. This could result in a change of policy to allow elements of urban green space or existing employment allocations to be developed for housing.
- 5.1.4 Alongside considering alternative policy approaches, the Council as landowner could review its assets to consider the potential to release and redevelop its land for residential development within the urban area.

5.2 Option 1: Increasing residential densities

- 5.2.1 The interaction and proportionately between Elmbridge's green space and the build environment is what gives Elmbridge much of its unique and highly desired character. The size and type of housing together with the density at which it is built has implications for the amount of land available for development. In general, there is low population density within the Borough, there are slightly higher densities within the Settlement Areas of The Dittons (including Hinchey Wood and Weston Green) and East and West Molesey. The average population density across the Elmbridge is 29 people per hectare¹⁹ with the majority of residential areas considered to have a low or low-medium densities resulting in a Borough average of 13 households per hectare.
- 5.2.2 When assessing housing land supply, it is important to take account of the site size in considering how much residential development can be accommodated on a

¹⁹ Atkins, Elmbridge Open Space and Recreation Assessment Final Report, 2014

particular site. This is because with increasing site size, there is generally more “supporting infrastructure” to be accommodated; such as access roads and open space.

- 5.2.3 Housing density can be an emotive subject, with local communities and decision makers sometimes seeing higher density as a synonym for low quality, poorly designed flats that might place a strain on local facilities. However, the density of an application for residential development provides a measurement of how intensively a piece of land is being used, it does not relate to the quality of the homes being built.
- 5.2.4 For sites that do not have planning permission or have been subject to a positive pre-application enquiry but feature within the Elmbridge LAA, assumptions have been made about the proportion of a site which can accommodate residential development. In addition, it is crucial to consider the density of housing development which can be achieved on any such sites.
- 5.2.5 Currently, the Elmbridge Local Plan through Core Strategy Policy CS17 (Local Character, Density and Design) ‘seeks to promote the best use of urban land, and to promote well designed, high quality and sustainable developments which will contribute to the achievement of overall housing density target of 40 dwellings per hectare’ (dph). Furthermore, the policy states that ‘other than in the St George’s Hill Estate, Burwood Park and the Crown Estate, Oxshott, a minimum density of 30dph will be required. Developments within town centres should exceed 40dph’.
- 5.2.6 The LAA indicates that there is capacity within the urban area²⁰ for the delivery of 1,612 new homes. This is in addition to unimplemented planning permissions²¹ of 761 units.
- 5.2.7 The appropriateness of the proposed scale and density of a development is determined on a case by case assessment. This has been approach applied within the LAA process. However, it should be noted that the densities within the LAA are purely indicative. Based on current assumptions, the opportunity sites within the urban area have the potential of delivering 1,600 homes over a 44 ha area (gross) at an average density of 50dph.
- 5.2.8 If a higher average density level was achieved this could significantly contribute to the capacity within the urban area. Table 6 below provides indicative figures of the total numbers of units that could be provided on opportunity sites by increasing the average density within the Borough.

Average Dwellings per Hectare	Total No. of potential new homes within the urban area
100dph	3,000
200dph	6,000
300dph	9,000

Table 6: Summary of density level and capacity of opportunity sites in the urban area

²⁰ This figure excludes opportunity sites located on previously developed land within the Green Belt

²¹ Unimplemented Planning Permission as of 1st April 2016

5.2.9 The Council's residential monitoring, indicates housing delivery for 2014/15 achieved on average 44dph and for 2015/16 57dph across the Borough. This is reflective of the housing type being delivered and the distinctive suburban and semi-rural character of the established built form within Elmbridge and is compliant with Core Strategy policy CS17.

5.2.10 The Council has identified a number of higher density residential developments within the Borough that have been completed, commenced or committed by virtue of unimplemented planning permissions; these have been outlined in Table 7 below.

Planning Permission	Site	Type of houses	No. units	dph	No. of Storeys
2004/0497	The Heart, New Zealand Avenue, Walton on Thames, redevelopment	Flats	379	Approx. 170	4-7
2014/3899	Mark House, 9-11 Queens Road, Hersham	Flats	14	140	5
2013/5035	Rydens Enterprise School & Sixth Form College	Mixed residential scheme	296	50	2-4
2008/1986	133 Queens Road & Land rear of 2 & 4 High Pine Close & 1 Oatlands Avenue, Weybridge	Flats	27	150	Part 4/ part 3
2007/0234	Dukes Head, Hepworth Way, Walton	Flats	33	220	Part 5/ part 4
2012/0434	Weybridge House, Queens Road	Flats & Town houses	21	49	3
1996/1857/OUT	Former Government Buildings, Lynwood Road, Thames Ditton (now known as Hinchley park)	Mixed residential scheme and nursery	152	28	2-3

Table 7: Higher density residential schemes with the Borough

5.2.11 Table 8 sets out the opportunity sites identified within the LAA as potential sites which could deliver a higher density of residential development;

Site	No. units	dph*
Walton Court, Station Avenue, Walton	300	112
Locke King House, 24 Balfour Road, Weybridge	15	88
1-7 Holly Parade, High Street, Cobham	24	125
BT Telephone Exchange, Hare Lane, Claygate	60	83

Table 8: Opportunity sites identified with potential of delivering higher density residential development *based on gross site area



Figure 2: The Heart, Walton 170dph

5.2.12 In general, sites which tend yield a higher residential density within the Borough are primarily delivering flatted development. Often the intensification and redevelopment at a higher density within existing urban areas leads to strong and vocal concerns over its impact on local character

and distinctiveness. It would need to be demonstrated that increased density beyond that advocated within Policy CS17 or the introduction of a higher minimum requirement for sites within the urban areas would not have a detrimental impact on green space and infrastructure provision as well as visual amenity and character of a locality.



Figure 3: Weybridge House, Queens Road, Weybridge 49dph

5.2.13 Whilst achieving a higher density across the opportunity sites would mean a more efficient use of land within the most sustainable urban location, which should be encouraged. However, as outlined in Table 6 to achieve the number of new homes required to meet the OAHN figure, all opportunity sites within the urban area, regardless of their location within the Borough, must deliver at a minimum of 300dph.



Figure 2: Site of 1-7 Holly Parade, Cobham

5.2.14 Therefore, focusing Table 8 in particular the site of

No.1-7 Holly Parade, High Street, Cobham which has the potential capacity to deliver 24 units at an approx.125dph on this town centre location through a mixed use development. Currently proposed (2016/2185 pending consideration) is a 4 storey building, with the ground floor proposed for retail, the building would be in excess of 13m in height. To achieve a 300dph (312) which would enable the full OAHN to be met on the opportunity sites within the Urban Area, maintaining a retail ground floor it is estimated that the proposal would need to be significantly increased to 8.5 storeys. The 8.5 storey building would then accommodate 60 residential units within this 0.2 ha site. At close to 9 stories and approximately 40m²² in height, this would be significantly taller than the surrounding built form which takes on a primarily 2 & 3 storey form.



Figure 3: Walton Court, Station Road, potential yield 300 units, 112dph

Understanding high density residential development

- 5.2.15 In the co-authored report ‘Superdensity: The Sequel’²³ development of over 100 dwelling per hectare (dph) is termed as being ‘superdense’ with those reaching densities of over 350dph are considered to achieve ‘hyperdensity’.
- 5.2.16 For context, Table 9 outlines the average density per housing type which is akin to the current housing offer across Elmbridge. This ranges from 5 to 80 dwellings per hectare and reflects the generally lower densities within the built up areas of the Borough. On developments above 100dph flats will inevitably dominate any mix of housing type.

Housing Type	Average Density Levels
Urban Victorian or other period terraces	60 to 80 dwellings per hectare 280 habitable rooms per hectare
Modern executive home developments	5 to 10 dwellings per hectare 40 habitable rooms per hectare

²² Refer to formula for calculating the height of a mixed use tall building.

²³ HTA Design LLP, Levitt Bernstein, Pollard Thomas Edwards, and PRP Architects (2015) Superdensity: The Sequel

20 th Century garden cities	30 to 40 dwellings per hectare 165 habitable rooms per hectare
Suburban semi-detached	15 to 30 dwellings per hectare 90 habitable rooms per hectare

Table 9: Average density levels by housing type (Source: CABI Report Making higher densities work 2005)

5.2.17 To assist London Boroughs in ensuring that density levels are appropriate for the location and site setting, the Further Alterations to the London Plan contains a density matrix (summarised in Table 10) that sets out a recommended range of habitable rooms and dwellings per hectare based on calculations related to the sites setting in terms of location, existing building form and massing, and critically the index of public transport accessibility.

Setting	Public Transport Accessibility Level (PTAL)		
	0 to 1	2 to 3	4 to 6
Suburban			
3.8-4.6 hr/ unit	35-55dph	35-65dph	45-90dph
3.1-3.7 hr/unit	40-65dph	40-80dph	55-115dph
2.7-3.0 hr/ unit	50-75dph	50-95dph	70-130dph
Urban			
3.8-4.6 hr/ unit	35-65dph	45-120dph	45-185dph
3.1-3.7 hr/unit	40-80dph	55-145dph	55-225dph
2.7-3.0 hr/ unit	50-95dph	70-170dph	70-260dph
Central			
3.8-4.6 hr/ unit	35-80dph	65-170dph	140-290dph
3.1-3.7 hr/unit	40-100dph	80-210dph	175-355dph
2.7-3.0 hr/ unit	50-110dph	100-240dph	215-405dph

Note to table:

Appropriate density ranges are related to setting in terms of location, existing building form and massing, and the index of public transport accessibility (PTAL). The setting can be defined as:

- central – areas with very dense development, a mix of different uses, large building footprints and typically buildings of four to six storeys, located within 800 metres walking distance of an International, Metropolitan or Major town centre.
- urban – areas with predominantly dense development such as, for example, terraced houses, mansion blocks, a mix of different uses, medium building footprints and typically buildings of two to four storeys, located within 800 metres walking distance of a District centre or, along main arterial routes
- suburban – areas with predominantly lower density development such as, for example, detached and semi-detached houses, predominantly residential, small building footprints and typically buildings of two to three storeys.

Table 10: Sustainable Residential Quality (SRQ) Density Matrix (habitable rooms and dwellings per hectare) (Source: Based on Policy 3.4 Optimising housing potential, Further Alterations to the London Plan 2015)

5.2.18 The matrix indicates that the greater the transport connectivity the greater the



density that could potentially be supported. The PTAL of all opportunity sites within Elmbridge has not been tested however, it is reasonable to assume based on current service provision, that it is unlikely that all sites would score high enough (a score of 4-6) to support a density of 215-405 units/ dwellings per hectare as per the matrix guidance. However, this paper has considered the potential of achieving higher density at opportunity sites located within a 500m radius of a train station. However, it is highly questionable to whether the current service at these stations and the bus network represents 'excellent public transport connections' which could support such a concentration of population within such compact sites.

5.2.19 Using known examples and providing indicative building storey heights the Council has considered how the Borough could accommodate ultra- high density residential development of 300dph on a range of sites across the Borough. It should be noted that not all of the sites referred to in this exercise have been identified within the LAA as being deliverable or developable. This exercise does not assess the suitability, availability or achievability rather considers the implications of high density residential and mixed use development.

High Density (300+ dph) Living – Examples outside of Elmbridge


Bear Lane, North Southwark, London	
Site Area: 1,930sqm / 0.193 ha	
No. of dwellings: 89	
DPH: 461	
Other use: 2,442sqm	
Range of storeys: 2.5-8	

Figure 4: Image: Bear Lane, Architect: Panter Hudspith

Queen Elizabeth Hospital, Hackney Road, London

Site Area:
**6,080sqm /
0.6 ha**

No. of dwellings:
188

DPH:
299

Other use:
91sqm

Range of storeys:
4-9



Figure 5: Image: Queen Elizabeth Hospital, Hackney Road, Architect: HTA Design LLP

Micawber Street, Hackney, London

Site Area:
**3,096sqm /
0.31 ha**

No. of dwellings:
108

DPH:
350

Other use:
2,244sqm

Range of storeys:
**2-7
(+basement)**



Figure 6: Image: Micawber Street, Architect: Pollard Thomas Edward

South Action, Ealing, London

Site Area:
**7,500sqm /
0.75 ha**

No. of dwellings:
167

DPH:
233

Other use:
none

Range of storeys:
3-9



Figure 7: Image: South Action Phase 1, Architect: HTA Design LLP

Ceres, CB1, Cambridge

Site Area:
**5,300sqm /
0.53 ha**

No. of dwellings:
150

DPH:
303

Other use:
1,037sqm

Range of storeys:
6-7



Figure 8: Ceres, CB1, Architect: Pollard Thomas Edwards

High Density (300+ dhc) Living – On Elmbridge Sites

Creating High Density

Scenario 1- For the residual housing need to be met a requirement of 300dph on all 60 opportunity sites.

Scenario 2- For the residual housing need to be met a requirement for all 60 opportunity sites to deliver 120 dwellings.
 ((OAHN figure – completion & commitments) / no. opportunity sites= 120 dwellings).

Assumptions:

- Existing uses must remain at the site (e.g. if the site is currently a village hall, this facility continues at ground floor)
- The developable ratio of each site is 80/20 for all sites*
- 80% of the floor area of a building is habitable space
- Average unit size is 100sqm
- Ground floor use & lobby is 6.1m in height
- Each floor is 3.5m in height

*This is applied to all development sites, including those over 1ha, reflecting the more efficient use of land often achieved within high density developments.

High Density Developments on Elmbridge Sites

Site	Hampton Court Station & Jolly Boatman, Hampton Court Way, East Molesey
Description	Collection of parcels of sites located to the east of Hampton Court Way. The site is bound by the River Thames beyond which lies Hampton Court Place. The site is located with the Molesey Bridge Road Local Centre in a predominately denser setting. Including terrace houses, mansion blocks and a mix of different uses. The buildings in this area are typically two to four storeys.
Size (ha)	1.68
Net Size (ha)	1.18
Current Est. Yield	99 Units
Current Est. Density	84dph

At 300dph	354 units
Storeys	7
Height	27m
120 yield - Storeys	3
120 yield -Height	13.1
120 yield - Density	102dph

Site	
Homebase New Zealand Avenue, Walton	
Description	Occupied part single / part two storey retail store with associated car parking. The site is located within District Centre of Walton on Thames. This 'central' setting includes very dense development, a mix of different uses, larger building footprints and buildings of four to six stories, including The Heart (mixed use development).
Size (ha)	1.00
Net Size (ha)	0.70
Current Est. Yield	50 Units
Current Est. Density	71dph
At 300dph	210 units
Storeys	7
Height	27m
120 yield- Storeys	4
120 yield- Height	16.7m
120 yield- Density	171dph

Site	
Esher Car Park, Esher Library, Citizens Advice Bureau The King George's Hall, Esher	
Description	Collection of single storey buildings and open car park located to the rear of the High Street within the designated District Centre. This is a predominately urban setting, higher density development and there is mix of uses. Typically buildings are of two to four storeys.
Size (ha)	0.90
Net Size (ha)	0.70
Current Est. Yield	None - This site has not been identified as an opportunity sites within the LAA.
Current Est. Density	-
At 300dph	216 units
Storeys	7
Height	27m
120 yield-Storeys	4
120 yield-Height	16.7m
120 yield- Density	167dph



Site	
Dittons Library Mercer Close, Thames Ditton	
Description	Single storey building within a predominately urban setting, higher density development such as terraced houses, mansion blocks, given its location close to the local parade of shops and Giggs Hill Green, there is mix of uses. Typically buildings are of two to four storeys.
Size (ha)	0.33
Net Size (ha)	0.26
Current Est. Yield	None - This site has not been identified as an opportunity sites within the LAA.
Current Est. Density	-
At 300dph	78 units
Storeys	7
Height	27m
120 yield-Storeys	9
120 yield-Height	34.1m
120 yield- Density	462dph

Site	
Oxshott Medical Centre and Village Hall Holtwood Road, Oxshott	
Description	Detached part single / part 2 storey building in a suburban setting, surrounded by lower density development predominately residential, small building footprints and typically buildings of two storeys.
Size (ha)	0.81
Net Size (ha)	0.65
Current Est. Yield	None - This site has not been identified as an opportunity sites within the LAA.
Current Est. Density	-
At 300dph	195 units
Storeys	7
Height	27m
120 yield- Storeys	4
120 yield-Height	20 m
120 yield- Density	185dph

Site	
Claygate House Littleworth Road, Claygate	
Description	Detached 4 storey building in a suburban setting, surrounded by lower density development predominately residential, small building footprints and typically buildings of two to three storeys.
Size (ha)	1.5
Net Size (ha)	1.05
Current Est. Yield	55 units
Current Est. Density	52dph
At 300dph	315 units
Storeys	7
Height	27m
120 yield- Storey	
120 yield- Height	

Site	
BT Telephone Exchange Hare Lane, Claygate	
Description	Detached part 2/ part 3 storey building in a suburban setting, surrounded by lower density development predominately residential, small building footprints and typically buildings of two storeys.
Size (ha)	0.72
Net Size (ha)	0.58
Current Est. Yield	60 units
Current Est. Density	103dph
At 300dph	174 units
Storeys	7
Height	27 m
120 yield –Storey	4.5
120 yield- Height	20.1m
120 yield- Density	206.9dph

Site & address	Setting	Current use/ to be retained at ground floor	Site Size (ha)	Net site size (ha)*	100dph			200dph			300dph		
					No. units	No. storeys	Height (m)	No. units	No. storeys	Height (m)	No. units	No. storeys	Height (m)
Hampton Court Station & Jolly Boatman	Urban	Train station and vacant land	1.68	1.18	118	3	13.1	236	5	20.1	354	7	27.1
Homebase, New Zealand Avenue, Walton	Central & district centre	Retail & car parking	1	0.7	70	3	13.1	140	5	20.1	210	7	27.1
Esher car park, Esher Library, Citizens advice Bureau, King George's Hall, Esher	Urban & local centre	Community hall, library non-residential institution & car park	0.9	0.72	72	3	13.1	144	5	20.1	216	7	27.1
Dittons Library Mercer Close, Thames Ditton	Urban area	Library & car parking	0.33	0.26	26	3	13.1	52	5	20.1	78	7	27.1
Oxshott Medical centre and Village hall, Holtwood Road Oxshott	Suburban	Medical centre & village hall & car parking	0.81	0.65	65	3	13.1	130	5	20.1	195	7	27.1
Claygate House, Littleworth Road, Claygate	Suburban	Office (SEL) & car parking	1.5	1.05	105	3	13.1	210	5	20.1	315	7	27.1
BT Telephone Exchange, Hare Lane, Claygate	Suburban	Office & car parking	0.72	0.58	58	3	13.1	116	5	20.1	174	7	27.1

Table 11: Scenario 1- summary of potential number of units, number of storeys & building heights when all sites deliver at 300dph

5.2.20 As Table 11 and the individual site proformas indicates, Scenario1 delivering at 300dph per site would achieve 6 storeys + 1 storey to provide the existing use at a buildings at an approx. height of 27.1m. As the site size varies it is not the height of the building but the width of the building that is the variant. Therefore, with a constant dph, the greater the site size, the greater the mass of building rather than height.

5.2.21 Scenario 2 seeks for each opportunity site to deliver the OAHN equally. Table 12 and the individual site proformas show that a range of building sizes and heights would result. Smaller sites, for example those within retail centres would increase density, scale and height. When the yield is fixed the density ranged from 101.69dph on the largest site to 461.54dph on the



Figure 9: Battery Park City, The Visionaire, New York, 35 storey, 249 units, 755dph

smallest site. The average site size of the opportunity sites identified within the LAA, is 0.7ha, with a yield of 120 units this would result in an approximate site density of 171.43dph, a 4 storey building at 17m in height.

Site & address	Setting	Current use/ to be retained at ground floor	Site Size (ha)	Net site size (ha)*	No. units	Density (dph)	No. storeys	Height (m)
Hampton Court Station & Jolly Boatman	Urban	Train station and vacant land	1.68	1.18	120	101.69	2.7	13.1
Homebase, New Zealand Avenue, Walton	Central & district centre	Retail & car parking	1	0.7	120	171.43	3.9	16.6
Esher car park, Esher Library, Citizens advice Bureau, King George's Hall, Esher	Urban & local centre	Community hall, library non-residential institution & car park	0.9	0.72	120	166.67	3.8	34.1
Dittons Library Mercer Close, Thames Ditton	Urban area	Library & car parking	0.33	0.26	120	461.54	8.7	20.1
Oxshott Medical centre and Village hall, Holtwood Road Oxshott	Suburban	Medical centre & village hall & car parking	0.81	0.65	120	184.62	4.1	20.1
Claygate House, Littleworth Road, Claygate	Suburban	Office (SEL) & car parking	1.5	1.05	120	114.29	3	13.1
BT Telephone Exchange, Hare Lane, Claygate	Suburban	Office & car parking	0.72	0.58	120	206.9	4.5	20.1

Table 12: Scenario 2- summary of density, number of storeys & building heights if all sites delivered 120 units

5.2.22 Table 13 applies Scenario 1 & 2 to all Council owned public car parks. These sites if made available for development could provide a notable number of units. The presumption would be to keep the existing car parking facilities as with the exception of those already identified within the LAA (see Section 6) are not surplus to requirement. With a minimum 300dph policy approach, these sites could deliver 1,662 units in total, if a minimum 120 dwelling yield was applied, 3,360 units could be provided although the average density would be significant at 1,017dph.



Figure 10: Manhattan District 8, Block 4001, 1025 units, 569dph



Figure 11: Kwong Ming Court, Hong Kong, 1824 units, 1507dph.

5.2.23 If the residual housing need figure of 5,687 units was to be accommodated by this land supply, an average density of 759dph would be required or a minimum yield of 203 units per site. The resultant densities would range from 179dph to 4000dph.

	No. of spaces to be retained	Site Size (ha)	Net site size (ha)*	300dph			120 units			Density (dph)
				No. units	No. storeys	Height (m)	No. units	No. storeys	Height (m)	
EBC Owned Car Park										
Ashley Park Car Park, Walton	60	0.06	0.05	15	7	27.1	120	41	146.1	2400
Ashley Road Car Park, Thames Ditton	66	0.17	0.14	42	7	27.1	120	15.3	58.6	857.1
Baker Street Car Park, Weybridge	55	0.16	0.13	39	7	27.1	120	155.4	62.1	923
Berguette Car Park, Esher	46	0.46	0.36	108	7	27.1	120	6.6	27.1	333.3
Cedar Road, Cobham	24	0.07	0.06	18	7	27.1	120	34.4	125.1	2000
Churchfield Road, Car Park, Weybridge	199	0.47	0.38	114	7	27.1	120	6.3	27.1	315
Civic Centre Car Park, Esher	157	0.43	0.34	102	7	27.1	120	6.9	27.1	352.94
Drewitts Court Car Park**, Walton	188	0.54	0.43	129	7	27.1	120	5.7	23.6	279
Halfway Car Park, Walton	74	0.2	0.16	48	7	27.1	120	13.5	51.6	750

Hare Lane Car Park, Claygate	43	0.15	0.12	36	7	27.1	120	17.7	65.6	1000
Heather Place Car Park, Esher	29	0.07	0.06	18	7	27.1	120	34.4	125.1	2000
Highwaymans Cottage Car Park, Esher	68	0.18	0.14	38	7	27.1	120	15.3	58.6	857.1
Hollyhedge Road, Cobham	192	0.46	0.36	108	7	27.1	120	6.5	27.1	333.3
Manor Road Car Park, Walton	28	0.09	0.07	21	7	27.1	120	29.6	107.6	1714.3
Mayfield Road Car Park, Walton	193	0.45	0.36	108	7	27.1	120	6.6	27.1	333.3
Monument Hill, Weybridge	14	0.04	0.03	9	7	27.1	120	67.7	240.6	4000
New Berry Lane Car Park, Hersham	32	0.84	0.67	201	7	27.1	120	4	16.6	179.1
Oatlands Village Car Park, Weybridge	57	0.14	0.11	33	7	27.1	120	19.2	72.6	1090.9
Southbank Car Park, Long Ditton	51	0.22	0.18	54	7	27.1	120	12.2	48.1	666.6
Station Avenue Car Park, Walton	255	0.52	0.42	126	7	27.1	120	5.8	23.6	285.7
Steels Lane Car Park, Oxshott	30	0.09	0.07	21	7	27.1	120	29.6	107.6	1714.3
Thamesmead, Walton	21	0.07	0.06	18	7	27.1	120	34.4	125.1	2000
The Heath North Car Park, Weybridge	132	0.25	0.2	40	7	27.1	120	11	41.1	600
The Heath South Car Park, Weybridge	136	0.24	0.19	38	7	27.1	120	11.6	44.6	631.5
Torrington Lodge, Claygate	90	0.28	0.22	44	7	27.1	120	10.1	41.1	545.5
Walton Park Car Park, Hersham	147	0.34	0.27	54	7	27.1	120	8.5	34.1	444.4
Walton Road Car Park, East Molesey	138	0.4	0.32	64	7	27.1	120	7.3	30.6	375
York Road Car Park, Weybridge	43	0.1	0.08	16	7	27.1	120	26	93.6	1500

Table 13: Scenario 1 & 2 -Summary of potential number of units, building heights and storeys from 300dph density & 120 units per site to Council Owned Car Parks

5.3 Intensification and mixed use within retail centres and transport hubs

5.3.1 It is considered that there could be greater scope to make better use of the land in town and district centres across the Borough. Moreover, the NPPF requires LPA to recognise that residential development can play an important role in ensuring the viability of town centres. The Government also considers that there are *significant* benefits to encouraging development around new and existing commuter hubs. The Government is keen to support higher density housing development around commuter hubs to help meet a range of housing needs including those of first-time buyers.

5.3.2 The proposed definition of a commuter hub has been outlined as:

- A public transport interchange (rail, tube or tram) where people can board or alight to continue their journey by public transport (including buses), walking or cycling; and
- A place that has, or could have in the future, a frequent service to that stop (at least every 15 minutes during normal commuting hours).
- Whilst there is not proposal to set a national minimum density requirement, the proposed changes to national policy would 'expect LPA, in both plan-making and in taking planning decision, to require higher density development around commuter hubs wherever feasible'.

5.3.3 Table 13 identifies the opportunity sites that could be considered within the Government's proposed definition of a commuter hub as they are within a 500m radius of a railway station and the potential yield through increased densities. The LAA identified 9 sites with a potential of delivering a total of 646 units achieving an overall average dph of 89. This includes a number of sites identified as being proposed conversions of existing buildings. There is a notable increase in the average dph reflective of the location of the sites when compared with the overall 50dph of all opportunity sites identified within the LAA.



Total number of units /dph										
Railway Station	Setting	LAA opportunity site within 500m	Site Size (ha)	Net site size (ha)*	yield**	40	60	100	200	300
Claygate	Within urban area Adjoining Green Belt	The Old Bank, 109 Hare Lane	0.8	0.64	6	25.6	38.4	64	128	192
		BT Telephone Exchange, Hare Lane	0.72	0.57	60	22.8	34.2	57	114	171
		Torrington Lodge, Car Park, Hare Lane	0.32	0.25	8	10	15	25	50	75
Cobham & Stoke D'Abernon	Within urban area Adjoining Green Belt	None	---	---	---	---	---	---	---	---
Hampton Court	Within urban area	Hampton Court Station & Jolly Boatman	1.68	1.17	99	46.8	70	117	234	351
Hersham	Within urban area Adjoining Green Belt	None	---	---	---	---	---	---	---	---
Esher	Green Belt Edge of urban area	Rosemary House, Portsmouth Road, Esher	0.11	0.09	11	3.6	5.4	9	18	27
Oxshott	Within urban area Adjoining Green Belt	None	---	---	---	---	---	---	---	---
Thames Ditton	Within urban area	None	---	---	---	---	---	---	---	---
Walton	Within urban area	Station Car Park Mayfield Road	0.7	0.56	60	22.4	33.6	56	112	168
		Walton Court, Station Avenue	2.67	1.87	300	74.8	112.2	18.7	374	561
Weybridge	Within Green Belt	Site of 287 to 289 Brooklands Road	0.35	0.28	17	11.2	16.8	28	56	84
		GlaxoSmithKline, St Georges Avenue	2.6	1.82	85	72.8	109	182	364	546
Total			9.95	7.25	646	290	434.6	556.7	1,450	2,175

Table 14: Number of units/ dwellings achieved at opportunity sites identified as being located within 500m of a train station (Source: LAA 2016) * Based on a net developable area of 80/20 ratio for sites less than 1 ha & 70/30 for sites over 1ha ** Potential yield (net) as identified within the LAA

5.3.4 Similarly, Table 15 identifies the opportunity sites located within the Borough's town, district and local centres. The LAA identified 17 sites with a potential of delivering a total of 362 units achieving an overall average dph of 78, again, notably higher than the average across the urban area. This includes a number of sites identified as being proposed conversions of existing buildings, in particular the conversion of the upper floors.

		Total number of units /dph								
Retail Centre	Centre	LAA opportunity site	Site Size (ha)	Net site size (ha)*	yield**	40	60	100	200	300
Town Centre	Walton	83 High Street	0.04	0.03	6	1.2	1.8	3	6	9
		Elm Grove Hall, High Street	1	0.7	14	28	42	70	140	210
		Homebase, New Zealand Avenue	1	0.7	50	28	42	70	140	210
District Centres	Weybridge	56-60 High Street	0.05	0.04	8	1.6	2.4	4	8	12
		Baker Street Car Park	0.12	0.1	7	4	6	10	20	30
		Telephone Exchange, Heath Road	0.47	0.37	17	14.8	22.2	37	74	111
		Weybridge Library, Church Road	0.17	0.13	12	5.2	7.8	13	26	39
	Cobham	1-7 Holly Parade, High Street	0.2	0.16	25	6.4	9.6	16	32	48
		BT Telephone Exchange, Church Street	0.18	0.14	15	5.6	8.4	14	28	42
	Esher	83 High Street	0.12	0.1	6	4	6	10	20	30
		53-53a High Street	0.03	0.2	6	8	12	20	40	60
		Land to the rear of 83 & 85 High Street	0.12	0.1	8	4	6	10	20	30
	East Molesey	None	---	---	---	---	---	---	---	---
	Hersham	Claremount House, 34 Molesey Road	0.09	0.07	6	2.8	4.2	7	14	21
		Hersham Day Centre & Village Hall, 7 Queens Road	0.35	0.28	15	11.2	16.8	28	56	84
Local Centres	Claygate	The Old Bank, 109 Hare Lane	0.08	0.06	8	2.4	3.6	6	12	18
		Torrington Lodge, Car Park	0.35	0.28	60	11.2	16.8	28	56	84
	East Molesey Bridge Road	Hampton Court Station & Jolly Boatman	1.68	1.18	99	47.2	70.8	118	236	354
	Hinchley Wood	None	---	---	---	---	---	---	---	---
Total			6.05	4.64	362	185.6	278.4	467	928	1392

Table 15: Number of units/ dwellings achieved at opportunity site s identified as being located within designated retail centres (Source: LAA 2016) * Based on a net developable area of 80/20 ratio for sites less than 1 ha & 70/30 for sites over 1ha ** Potential yield (net) as identified within the LAA

5.3.5 Tables 14 & 15 also considers the potential yield through further intensification of these sites within existing retail centres and commuter ‘hubs’. To increase the densities beyond that currently anticipated it is assumed that any existing buildings would not constrain development. If a 300dph was achieved a further a 1,529 homes could be provided within the commuter hubs and 1,030 homes within designated town and local centres. However, the concerns relating to character, mass, scale and the deliverability of sufficient infrastructure would remain.

5.4 Impact of achieving high density development

5.4.1 Given Elmbridge’s population projection, the housing need identified within the SHMA 2015 and the constrained land supply, a policy on optimising the housing

potential of existing sites could be a sensible policy response.

5.4.2 A high density approach would lead the OAHN being delivered within the existing urban area and through primarily medium sized development (less than 500 units). Whilst the sites will provide the much needed dwellings, each development's contributions toward infrastructure made through the Community Infrastructure Levy (CIL) as individual permissions commence and the funds collected over the life time of the plan. This would make it difficult to fund more financially demanding capital infrastructure projects (new schools, public transport and roads) required to support the increased number of residents.

5.4.3 Informed by the discussion and case studies, it is concluded that the extent to which densities would have to be delivered and the resulting intensification of the existing urban area from this policy option are likely lead to significant negative consequences for the Borough. These have been summarised as follows:

- Potential increased residential land values within the urban area - contribution to the higher price of housing and social exclusion;
- Reduced viability due to technical challenges of delivering larger buildings with greater structural mass as well as increased build times and labour costs, lower ratios of saleable floor space as well as the complications of providing on-site parking provision will impact on the ability to deliver affordable housing which would undermine the creation of mixed and balanced communities;
- Reduced delivery of family sized homes that are not suitable for high density development;
- High density development and tall buildings which are alien to the distinctly suburban residential context of Elmbridge. This will directly conflict with the existing design and character policies and guidance within the Local Plan.
- An increased in general height would lead to a shift in the scale of development from suburban and semi-rural and low level industrial format across the Borough to that which would be more akin to a metropolitan urban area;
- Limited to no opportunity to provide new facilities such as schools, GP surgeries to support this influx and concentration of households through application lead funding and there simply would not be the developable land within the urban area available to provide it;
- Insufficient public transport to support such high density residential developments leading to greater pressure on road network and parking stress. The Borough does not benefit from the excellent public transport connectivity required which would reduce the need for private vehicles and parking provision; and
- Leads to significant number of people living within a small area, is there the ability to accommodating more intense residential activity comfortably and safely.

5.4.4 Therefore, in light of the above, the introduction of a high minimum density of

300dph requirement to increase capacity of housing land to meet housing need within the urban area cannot be relied upon at this stage without significant concerns for the impact upon the local character and infrastructure provision.

- 5.4.5 However, there should be a greater focus on delivering development at a higher density where possible and appropriate across the Borough especially in the most sustainable locations, such as sites within close proximity to stations and retail centres. This is in line with national policy drivers and would promote further efficient land use without the significant compromises and negative implications from imposing ultra-densities of over 150dph. Although generally reflected in the LAA assumptions, more efficient use of land needs be consistently delivered on all sites (including windfall). This should be done through the development management process. Any forthcoming new plan could provide the opportunity to reconsider the densities targets of Policy CS17.

5.5 Intensification of existing residential land

- 5.5.1 The redevelopment of existing residential areas at higher densities is normally triggered by the need for regeneration, this is also known as remodelling. Fortunately, there is no such need for comprehensive regeneration / redevelopment with the Borough. However, there are opportunities for intensification which can create additional dwellings (and other land uses) and which promote more effective use of land, for example by developing infill plots, garages etc. The LAA has identified just 3 opportunity sites across the Borough which through the demolition of 1 residential property could deliver a net gain of 5 units of more. This source is could yield 28 new homes over the plan period. Therefore, this source of land generally relates to smaller, primarily windfall developments (e.g. less than 5 units).
- 5.5.2 In general, the redevelopment of large houses or large single plots does deliver a notable number of new homes across the Borough each year. This often involves the demolition of the existing larger detached family property to deliver multiple dwellings at a higher density.
- 5.5.3 Since 2011, 168 planning permissions have been granted for 1 (net) additional dwelling within than existing residential curtilage over the past 4 years. Furthermore, past trends have indicated that since 2011 to the present there has been on average 92 units delivered per annum through small (1-4 net) sites.
- 5.5.4 The continued provision may be due to the relatively high house prices and the low number of single and smaller buildings plots that are generally available. However, in general 'back-land' development is also constrained, as it often difficult to achieve acceptable designs on these sites dues to overlooking and access. Similarly, proposals for increases in dwelling numbers in existing residential curtilages must be considered against the established/ prevailing character and form of the locality. There is a general presumption against / fear of cramming and over development.
- 5.5.5 Provisions for windfall have been made within the Council housing trajectory and



future land supply²⁴. The supply of such sites is heavily reliant on the development ambitions or otherwise of the current owner. Furthermore, such subdivision and redevelopment cannot be achieved on all larger plots. Material planning and 'non-planning' constraints are often common on the most substantial plots within the Borough, such as the designation of special- low density areas and restrictive land covenants which seek to maintain the spacious character and plot ratios of neighbourhoods. As such, it is reasonable to assume that potential capacity from this source will be limited.

- 5.5.6 Of the other potential sources of land for development through intensification, domestic garage sites are less likely to come forward as they may be in different ownership, provide an important and relatively safe amenity for cars and bikes and tend to have poor access. It is therefore unlikely that there will be any capacity arising from this source.

Subdivision of existing housing

- 5.5.7 The subdivision of existing housing into two or more units could be a significant source of new dwellings, especially in areas of the Borough that contain large older properties. Over the 4-year period since the adoption of the Core Strategy planning permission has been granted for a net gain of 27 units through the subdivision of existing housing. This equates to an average net gain of 6.75 units per annum. Therefore, based on previous delivery it is considered that the potential source of additional market homes from subdivision is modest. Furthermore, as there has been no sole net gain greater than 4 units when subdividing an existing property. It is therefore appropriate to consider that the delivery of housing from this source as part of any windfall estimates.
- 5.5.8 In contrast to subdivision, in some areas of the Borough there is demand to convert two or more smaller residential units into one larger one. Often these properties have been previously subdivided, often into two or three smaller flats or maisonettes.
- 5.5.9 Core Policy CS2 seeks to 'resist any developments that involve a net loss of housing, unless it can be demonstrated that the benefits of the development outweigh the harm'. This is particularly important when considering the loss of smaller residential units, which the SHMA identifies as being a key need. Since 2011, there has been a net loss of 8 residential units with a further loss of 14 units committed through commenced and unimplemented planning permissions.
- 5.5.10 An intensification strategy/ policy approach might provide a more efficient use of land but it will see a greater urbanisation of all areas within the built up area across the Borough. However, capacity from intensification cannot easily be measured and would require significant policy led intervention to achieve the residual housing need figure. Given its general windfall nature, it is not considered sensible to rely on this type of capacity as part of the Local Plan assumptions.

²⁴ Land Availability Assessment 2016

5.5.11 There is not the opportunity to achieve housing capacity from urban remodelling in Elmbridge and the Council's housing supply figures take into account a measured and rationalised provision for windfall development. Therefore, it is considered that the potential capacity from the intensification of existing residential areas has already accounted for within the findings of the LAA. However, it's unlikely that reliance beyond that prudent figure would be considered compliant with the NPPF.

Vacant dwellings

5.5.12 Vacant dwellings are inevitable as people's circumstances change; however, there could be some housing capacity in the number of vacant dwellings that could be brought back into use. It is reasonable to assume that the capacity from vacant dwelling should be based on the extent to which local vacancy rates exceed national averages.

5.5.13 Statistic produced by DCLG put the number of empty homes in England in October 2015 at 600, 179. Of these 203,569 were classed as long term empty properties (empty for longer than 6 months). This equates to 2.5% of the total stock with 0.9% deemed long –term vacant.

5.5.14 The Government has committed to bring empty homes back into use. Along with other legislation and initiatives Paragraph 51 of the NPPF states 'local planning authorities should identify and bring back empty housing and buildings in line with local housing and empty homes strategies, and, where appropriate, acquire properties compulsory purchases powers.'

5.5.15 Council Tax records (October 2015) indicates that there is 1,136 empty dwellings (2% of the total housing stock) within the Borough of these 477 of these have been empty for more than 6 months. This equates to a 0.8% long term vacancy rate within the existing housing stock.

5.5.16 The Council has made a corporate commitment within its Council Plan 2016/17 and its Housing and Homelessness Strategy for Elmbridge 2015-2019 to bring at least 40 empty homes back into use by March 2017. Work is currently being undertaken to produce a position statement on long term vacant dwellings within the Borough. This has included investigating the number of properties classed as long term vacant using data from Council Tax records.

5.5.17 The findings to date indicate that although Council Tax records provide a good indication of vacancy rates they are not a true and full reflection of the situation. Although the refined figures are yet to be finalised, visits to the properties have revealed that a number have actually been re- occupied and that a notable proportion where in the pipeline for development or are being refurbished. As a result, the 'true' number of long term empty properties will be lower than indicated by the Council Tax records.

5.5.18 It appears that the potential source of supply of market homes from empty stock is modest. If the Council was able to exceed its target and bring back into use all of the long term vacant home, this would represent just 5% of the identified housing

need figure. Notwithstanding this, a review of the type and Council Tax banding of long term vacant properties within the Borough indicates that bring back into use many of these properties would not contribute to the market and affordable need for 2 and 3 bed homes as identified by the SHMA.

5.5.19 The Council will continue its commitment to bring back into use of empty homes primarily in an advisory capacity. The Council does offer financial packages and incentives however; there is very limited take up with many properties being brought back into use or redeveloped by the Market. Intervention through an Empty Homes Order or similar is resource intensive and often lead by Council Tax arrears.

5.5.20 With regards to its own assets, the Council owns 6 residential properties let on occupational assured short hold tenancies. The Corporate Asset Management Plan 2014-17, identified that 3 residential properties within Council ownership as being vacant, these are;

- Elm Grove Cottage is a vacant detached house, currently the garden is being used for nursery educations. This unit will be incorporated into the Elm Grove master plan.
- A large flat at Weybridge Hall has become vacant and the Council is considering refurbishment and consolidation into three units, to maximising the available space for the Council's needs.
- Pleasant Place Bungalow, a vacant residential property and horticultural land. The property has been deemed surplus to Council requirements and the Council is considering at various options for the site.



5.6 Option 2: Alternative Land Uses

Conversion of office and commercial buildings

5.6.1 Non-residential buildings can provide a good source of capacity for housing through conversions. The table below shows the number of units created from previously non-residential buildings. These conversions have been subject to full planning permission and do not include those obtained under the Prior Notification process introduced by the Government through national General Permitted Development Order.

Previous use	No. of units
Farm/ agriculture/ outbuildings	2
Bed & breakfast/ guesthouse/ hotel	2
Shops / retail	19
Restaurants / cafes	---
Drinking establishments	2
Commercial/ industrial / storage	1
Office	231
Non-residential institution (e.g places of worship, health clinics, art galleries)	5
Assembly and leisure (e.g, cinemas, sports halls)	1
Other	---
Total	263

Table 16: Planning permission for the conversion of commercial buildings- number of residential units created (2011-2015/16)

5.6.2 The AMR and Council's monitoring has not indicated that the vacancy rates of office and retail floor space across the Borough since 2011 is below the national averages. Recent changes to the General Permitted Development Order have extended permitted development rights in the following areas, relating to the creation of residential units:

- Office to residential
- Retail to residential
- Agricultural buildings to residential

5.6.3 The premise for the amendments was to 'promote the use of brownfield land to assist regeneration, and get empty and under-used buildings back into productive use'²⁵

Prior Notification by type	No. of units approved
Retail to Residential	13
Office to Residential	195
Agricultural to Residential	2

²⁵ Written Ministerial Statement by the Communities Secretary, Eric Pickles MP, accompanying the 2013 changes

Total	210
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Table 17: Number of residential units approved under the General Permitted Development Order (2013- 2015/2016)

5.6.4 The figures show that such conversion could provide a notable contribution to housing, though there is not an infinite source of such conversions. However, policies within the Local Plan as well as the Article 4 Direction seek to safeguard the loss of office social and community facilities and sites, for example, constrain the potential contribution to housing from this sector. The opportunities and limitations to delivering housing on employment land within Borough have been discussed below.

Re-allocation of employment land

5.6.5 A further potential source of housing land could be from the re-allocated of non-residential use (e.g. employment sites) which could be brought forward for an alternative mix of uses, including housing development.

5.6.6 These sites are all considered to be located on brownfield land and would be classified as being previously developed. The sites, by their very nature, in general, have excellent links to the road network. Table 18 considers the potential housing yield that could be achieved on all SEL across the Borough at both a policy compliant 40dph density rate as well as a higher 60dph.

Strategic Employment Land	Site Size (ha)	Net Site Size (ha)*	No. of units at 40dph*	No. of units at 60dph*
Brooklands Industrial Estate, Weybridge	36.27	25.4	1,016	1,524
Hersham Trading Estate, Walton on Thames	7.16	5	200	300
Hersham Place Technology Park, Hersham	4.21	2.9	116	174
Molesey Industrial Estate, West Molesey	14.68	10.3	412	618
The Heights, Weybridge	27.77	19.4	776	1,164
Claygate House, Claygate	1.49	1	40	60
Glaxo Smith Kline, Weybridge	2.58	1.8	72	108
Kingston House Estate, Long Ditton	3.61	2.5	100	150
Portsmouth Road, Cobham	1.25	0.88	35	53
Station Avenue, Walton on Thames	3.33	2.33	93	140
The Pavilion, Thames Ditton	1.01	0.7	28	42
Total	103.36	72.21	2,888	4,333

Table 18: Potential Housing Yield from designated Strategic Employment Land *Based on a net developable area 70/30 ratio

5.6.7 It is important to bear in mind that use of these sites for residential will result in a significant net loss of employment land, which will have implications for the employment land supply position for Elmbridge. This must be considered as part of the overall strategy for ensuring a sufficient supply of development land for employment uses in Elmbridge. Currently, the adopted Core Strategy and

Development Management DPD contain very restrictive policies with regards to protection of designated and existing employment sites.

- 5.6.8 As part of preliminary evidence for a new Employment Land Review, the Council has examined the nature of the SEL, their potential to meet the needs of the market and deliver new growth to meet demand. This work may identify a number of existing SEL sites that after being reviewed are deemed not to be strategic and thus should no longer be covered by the designation. This is not to say that employment uses should cease on these sites but rather long term protection of the sites may no be longer necessary.
- 5.6.9 During the LAA a number of current employment sites have been identified as sites with the potential to come forward for an alternative use these have been identified in Table 10. These opportunity sites have the potential to deliver 1,006 residential units across a 15 year plus plan period. Of the 1,006 units, 146 units (14.5%) are likely to come within years 1 to 5, with 725 units (72%) within years 6 to 10 years and 135 units (13.5%) within years 11 to 15. Table 19 below provides detail of these employment sites that may offer potential to be developed for alternative uses.

Settlement Area	Site name and address	Potential no. of units	Timeframe (yrs)
Claygate	BT Telephone Exchange, Hare Lane	60	6-10
	Claygate House, Littleworth Rd	55	6-10
	Sites identified through pre-application enquiries	12	1-5
Cobham, Stoke D A'bernon & Oxshott	BT Telephone Exchange, Church Street	15	6-10
	Munro House, Portsmouth Road	50	11-15
The Dittons	BT Telephone Exchange, Portsmouth Road	13	6-10
	Sites identified through pre-application enquiries	85	6-10
Esher	River Mole Business Park, Mill Road	60	6-10
	Rosemary House, Portsmouth Road*	11	1-5
	Units A & B Sandown Industrial Estate, Mill Road	70	6-10
	53-53a High Street	6	1-5
	83 High Street*	6	1-5
	Sites identified through pre-application enquiries	8	1-5
Walton	Rivendell Court, 174 Terrace Road	6	1-5
	83 High Street*	6	1-5
	Walton Court, Station Road	300	6-10
	Homebase, New Zealand Avenue	50	6-10
Weybridge	GlaxoSmithKline, St George Avenue	85	11-15
	Locke King House, 2 Balfour Road	15	1-5
	56-60 High Street	8	1-5
	BT Telephone Exchange, Heath Road	17	6-10
	Sites identified through pre-application enquiries	75	1-5

Total		1,013	---
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**Table 19: Employment sites with potential for alternative use (housing) (Source: LAA 2016)
*application pending as of July 2016**

5.6.10 To date the following SEL sites have been granted planning permission for non-employment uses including housing. The loss of employment land was considered in policy terms considered to be acceptable. These sites have been listed below in Table 20.

Planning permission Ref	Site	No. Units
2014/5061	Riverdene Industrial Estate	38
2015/0404	Churchfield Industrial Estate	42 (C2 use- assisted living)
2015/3400*	Imber Court Industrial Estate	95
Total		175

Table 20: SEL sites granted planning permission for non-employment uses (Source: Councils' planning permissions) *Outline planning permission

5.6.11 In summary, there is a significant amount of land within Elmbridge which is allocated for employment uses. These are considered valuable uses and are protected by current planning policy. However, through the preparation of the Local Plan the Council could choose to rationalise the current stock of employment land. Any significant rationalisation beyond that currently recommended would require a significant change and an intervention led policy approach most likely requiring the use of Compulsory Purchase Orders (CPOs) to acquire land and a programme to assist industry with relocation. Given the shortage of urban land, this relocation would ultimately be to sites outside of the Borough. A spatial strategy skewed solely to the delivery of housing with the urban area at the cost of managing a supply of employment land to meet demand would significantly change the economic profile of the Borough.

Development of Strategic Open Urban Land (SOUL)

5.6.12 Overall Elmbridge benefits from a high proportion of open space per 1,000 population of which a significant amount is of a high quality. Within certain areas of the Borough amenity greenspace and other types of open space from an integral part of the urban fabric and contribute towards local character and distinctiveness.

5.6.13 In total, there are approximately 276 open spaces comprising some 1,850 ha across the Borough. Of this 168 ha is located within the urban area and is currently designated as Strategic Open Urban Land (SOUL). The designation is currently afforded a high level of protection through the existing planning policies of Policy CS14 (Green Infrastructure) & CS15 (Biodiversity) of the Core Strategy (2011) and DM20 (Open Space and Views) of the Development Management DPD (2015).

5.6.14 However, this land is not located within the Green Belt and therefore any forthcoming new spatial strategy and local plan could provide the opportunity to release the SOUL land within the urban area. The release of this land would

continue the protection of the existing Green Belt boundary with the facilities provided by the existing SOUL sites relocated to the most accessible part of the Green Belt land.

5.6.15 Table 21 outlines the potential housing yield that could be achieved on the SOUL sites. This assessment does not take into account other policy and physical constraints or site availability (as not all of the sites are within the Council's ownership) which could prevent development coming forward.

Strategic Open Urban Land (SOUL)	Site Size (ha)	Net Site Size (ha)*	No. of units at 40dph	No. of units at 60dph
Claygate Recreation Ground	3.70	2.59	104	156
Cobham Recreation Ground	3.12	2.18	88	132
Land fronting Portsmouth Road, Cobham	6.96	4.87	195	293
Tartar Road Common, Cobham	0.66	0.52	22	32
Leigh Hill Common- Areas E & F, Cobham	0.42	0.33	14	21
Leigh Hill Common Areas A-C, Cobham	1.84	1.28	52	78
Leigh Hill Common Area D, Cobham	0.99	0.79	32	48
Stoke D'Abernon Recreation Ground, Cobham	2.65	1.85	75	112
The Tilt, Cobham	1.64	1.14	46	69
Cigarette Island, Molesey	2.03	1.42	57	86
East and West side of Esher Road, Molesey	0.29	0.23	10	14
Grovelands Recreation Ground, Molesey	2.25	1.57	63	95
Hurst Meadow and Hurst Park Recreation Ground. Molesey	27.34	19.13	766	1149
Molesey Hurst Recreation Ground, Molesey	5.17	3.61	145	218
West Molesey Recreation Ground, Molesey	1.91	1.33	54	81
Old Tiffianian Association Sports Group and Hampton Court Road Allotments, Molesey	14.32	10.02	401	602
Abbey Walk open spaces, Molesey	0.76	0.60	25	37
Arbrook Lane open space, Esher	0.54	0.43	18	26
Esher Green, Esher	1.1	0.77	31	47
Esher High Street Greens, Esher	0.15	0.12	5	8
Hare Lane Green, Esher	1.27	0.88	36	54
Hersham Green & play area	1.17	0.81	33	50
Coronation Recreation Ground, Hersham	7.65	5.35	215	322
Esher Road open spaces, Hersham	0.88	0.70	29	43
Hersham Recreation Ground - Area A	2.20	1.54	62	93
Hersham Recreation Ground - Area B	0.81	0.64	26	39
Mayfield Gardens, Hersham	0.38	0.30	13	19
Queens Road – wooded area	0.88	0.70	29	43
Vaux Mead, Hersham	1.10	0.7	31	47

Hersham War Memorial	0.17	0.13	6	9
Ryden's School playing field, Hersham	14.85	10.39	416	624
Albany Reach, The Dittons	2.75	1.92	77	116
Corner Summer Road / Hampton Court Way, The Dittons	0.72	0.57	24	35
Ditton Marina	2.95	2.06	83	124
Kingston Grammar School Playing Fields / Ditton Fields, The Dittons	9.21	6.44	258	387
The Dell, The Dittons	0.92	0.73	30	45
Fieldsave, The Dittons	0.63	0.50	21	31
Giggs Hill Green, The Dittons	3.09	2.16	87	130
Land at Esher College, The Dittons	3.86	2.70	109	163
Long Ditton Recreation Ground	6.22	4.35	175	262
Hinchley Wood Memorial Garden	0.2	0.16	7	10
Lynwood Road Recreation Ground, Walton	8.09	5.66	227	340
Halfway Green, Walton	0.4	0.32	13	20
Walton-on-Thames Cricket Club, Walton	7.05	4.93	198	297
Churchfield Road, Allotments, Sports Ground & play area, Weybridge	7.57	5.29	212	318
Cleves School, Weybridge	2.83	1.98	80	119
Monument Green, Weybridge	0.27	0.21	9	13
Weybridge War memorial	0.03	0.02	1	2
Weybridge Cricket Club	2.19	1.53	62	92
Total	168.18	118.73	4, 772	7, 151

Table 21: Potential Housing Yield from designated Strategic Open Urban Land *Based on a net developable area of 80/20 ratio for sites less than 1 ha & 70/30 for sites over 1ha

- 5.6.16 Table 21, indicates that with a 'constraints off' approach to this source of land (depending on the density of development), a significant proportionate of all the residual housing need could be accommodated on SOUL land. It should be noted that residential development has been granted planning permission at Rydens School Playing Fields as part of the redevelopment and expansion of the school.
- 5.6.17 It is considered that quality green and open spaces have a positive impact on the urban environment and they are considered to be a vital part of a vibrant community. They provide tangible social benefits such as promoting healthier lifestyles and encouraging social interaction within a community. As well as these recreational benefits, green spaces can also improve the visual amenity of a particular area, provide opportunities for biodiversity, and help alleviate and mitigate flooding. The loss of all open space within the urban area would significantly impact upon the character and visual amenity of that location.
- 5.6.18 Furthermore, such spaces play a vital role to biodiversity and are home to wildlife; as such development would need to mitigate the loss of habitat. However, with such a large scale loss of habitat within a relatively short period of time (over the forthcoming plan period 2015-2035) it is unlikely that the implications could be suitability mitigated without significant adverse impact.
- 5.6.19 The NPPF advises that local communities through local plans should be able to identify for special protection green area of particular importance to them. These are referred to as Local Green Spaces (LGS). To date, the Council, in consultation with communities, has undertaken a Green Spaces Assessment²⁶. This included a review of all SOUL sites. The assessment considered the accessibility, significance and value of the sites.
- 5.6.20 The assessment recommends that 38 sites / 168.5ha of land should be designated as LGS. Many sites were discounted due accessibility or that they were protected by virtue of an alternative status, such as a registered park or common. Interestingly, just over half of existing SOUL sites (52.8%) has been recommended for LGS designation. Paragraph 78 of the NPPF states, that once designated, local policy for managing developments within such spaces should be consistent with policy for Green Belt. In essence, the construction of new building should be regarded as in appropriate, subject to the exceptions as listed in paragraphs 89-92.
- 5.6.21 Notwithstanding the above, the NPPF provides a high level of protection to all open space sports and recreational buildings and land, including playing fields. In particular, paragraph 74 states that they should not be built on unless;
- An assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
 - The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; and

²⁶Green Spaces Assessment 2016- insert link

- The development is for alternative sports and recreational provision, the needs of which clearly outweigh the loss.

5.6.22 In summary the NPPF offers significant protection to all open space not just those identified as being of importance to the local community. When considering the theoretical loss of the SOUL against the above NPPF criteria, in turn, the following conclusions were drawn;

- The Elmbridge Open Space and Recreation Assessment 2014 (OSRA) did not identify a surplus in the provision of any form of open space across the Borough.
- The OSRA recommends quantity standards for the provision of various types of open space, such as public parks, formal children's play, natural greenspace and allotments. Importantly, the assessment recommends that all residents within the Borough should have access to area of formal and informal play provision for children and teenagers / pocket park, Local Park or Town Park within 400m from home. The re-provision to the edge of the urban areas within the Green Belt would significantly impact on whether the recommended accessibility standards could be met. The relocation of the provision is likely to be out of walking distance, leading to a greater dependence on private or public transport to access such facilities.
- The policy option would not be for the development of an alternative sports and recreational provision.

5.6.23 In light of the above, it is likely that any proposed 'land swap' and redevelopment of existing open space and sports facilities within the urban area would not be NPPF compliant. Therefore, a spatial strategy based on such 'land swapping' would be unlikely to be considered 'sound' by the Planning Inspectorate and could not be taken forward.

5.6.24 It is important to note this is a theoretical assessment of a strategic proposal to release all of the existing SOUL sites for housing and does not represent a formal policy response to such proposals on individual sites. Should any forthcoming application come forward, such proposals will be assessed on their own merits against the relevant national and local planning policies taking into consideration the relevant material planning consideration.

6. Council Asset Review

6.1 Review of land holdings

6.1.1 The Council has land holdings within Elmbridge, including sites occupied by its facilities, such as car parks. The Council has reviewed its land holdings, to consider how best they can be used for a variety of purposes in the future and has set a corporate objective to 'make use of surplus Council owned land for affordable housing where appropriate'.

6.1.2 To date the Council has been active in the management of the Council's portfolio and in relation to the delivery of housing (primarily affordable) has recently facilitated the following developments and commitments;

- Radnor House- 100% affordable housing scheme comprising 50 units
- Former Walton Pool site- developed by Linden Homes, 34 units with 50% affordable
- Stompond Lane Sports Ground- Outline planning permission for 30 units

6.1.3 There are currently 28 pay and display car parks owned by the Council within the Borough, providing 2,568 vehicle spaces on a total area of 7.49ha. The Council's car parks are generally within urban areas which are highly accessible by public transport and well located often in close proximity to town and local centres. They can take up a great deal of space, encourage excessive car use and are mainly used for only a small proportion of the day. The locational characteristics of many of the car parks, offer sustainable locations for new residential development. Table 22 considers the potential housing yield that could be achieved on all Council owned car parks. Given the sustainable location of the car parks, a higher density figure of 100dph has also been applied.

Car Park	No. spaces	Site Size (ha)	Net Site Size (ha)*	Total number of units /dph		
				40	60	100
Ashley Park Car Park, Walton	60	0.06	0.05	2	3	5
Ashley Road Car Park, Thames Ditton	66	0.17	0.14	5.6	8.4	14
Baker Street Car Park, Weybridge	55	0.16	0.13	5.2	7.8	13
Berguette Car Park, Esher	46	0.46	0.36	14.4	21.6	36
Cedar Road, Cobham	24	0.07	0.06	2.4	3.6	6
Churchfield Road, Car Park, Weybridge	199	0.47	0.38	15.2	22.8	38
Civic Centre Car Park, Esher	157	0.43	0.34	13.6	20.4	34
Drewitts Court Car Park**, Walton	188	0.54	0.43	17.2	25.8	43
Halfway Car Park, Walton	74	0.2	0.16	6.4	9.6	16
Hare Lane Car Park, Claygate	43	0.15	0.12	4.8	7.2	12

Heather Place Car Park, Esher	29	0.07	0.06	2.4	3.6	6
Highwaymans Cottage Car Park, Esher	68	0.18	0.14	5.6	8.4	14
Hollyhedge Road, Cobham	192	0.46	0.36	14.4	21.6	36
Manor Road Car Park, Walton	28	0.09	0.07	2.8	4.2	7
Mayfield Road Car Park, Walton	193	0.45	0.36	14.4	21.6	36
Monument Hill, Weybridge	14	0.04	0.03	1.2	1.8	3
New Berry Lane Car Park, Hersham	32	0.84	0.67	26.8	40.2	67
Oatlands Village Car Park, Weybridge	57	0.14	0.11	4.4	6.6	11
Southbank Car Park, Long Ditton	51	0.22	0.18	7.2	10.8	18
Station Avenue Car Park, Walton	255	0.52	0.42	16.8	25.2	42
Steels Lane Car Park, Oxshott	30	0.09	0.07	2.8	4.2	7
Thamesmead, Walton	21	0.07	0.06	2.4	3.6	6
The Heath North Car Park, Weybridge	132	0.25	0.2	8	12	20
The Heath South Car Park, Weybridge	136	0.24	0.19	7.6	11.4	19
Torrington Lodge, Claygate	90	0.28	0.22	8.8	13.2	22
Walton Park Car Park, Hersham	147	0.34	0.27	10.8	16.2	27
Walton Road Car Park, East Molesey	138	0.4	0.32	12.8	19.2	32
York Road Car Park, Weybridge	43	0.1	0.08	3.2	4.8	8
Total	2,568	7.49	5.98	239.2	358.8	598

Table 22: Potential Housing Yield from all Council owned public car parks *Based on a net developable area of 80/20 ratio for sites less than 1 ha & 70/30 for sites over 1haincluding ground & upper car parks **includes both upper and lower level**

- 6.1.4 However, car parks are valued asset for communities, including commuters and shoppers, in particular in areas of the Borough identified as being subject to 'parking stress'. Furthermore, they provide a nominal book value of £10.1m with an estimated annual income of £2,553,060²⁷.
- 6.1.5 Policy DM7 of the Development Management DPD (2015) seeks the continued provision of public off street parking where its supports the economic or recreational use of the immediate area and provides dual use allowing parking for residents and shoppers/ employees, particularly in town centres. Furthermore, retention of station car parking will be encouraged unless surplus or development would lead to suitable re-provision.
- 6.1.6 The Council is continuously monitoring its portfolio, including regular reviews of car park usage. Through the LAA process a number of Council owned assets including car parks have been identified as being deliverable / developable opportunity sites. The 7 sites, as listed in Table 23, include 3 public car parks and in total have the potential to deliver 122 residential units in the next 1 to 10 years
- 6.1.7 It is considered that to reduce the supply of car parking, beyond those identified as being surplus or underutilised, would be contrary to the aims of policy DM7.

2014/15 estimated income from fees & charges and enforcement, Asset Management Plan 2014-2017

Site	No. of units	Timescale (yrs)
Torrington Lodge Car Park, Hare Lane, Claygate	8	1-5
Elm Grove Hall, Hersham Road, Walton	14	1-5
Baker Street Car Park, Weybridge	7	1-5
River Mole Business Park, Mill Road, Esher	60	6-10
Hersham Day Centre & Village Hall, 7 Queens Road, Hersham	15	6-10
Mole Hall, 2 Bishop Fox Way, Molesey (car park)	10	6-10
Half Way Car Park, Hersham Road	8	6-10
Total	122	---

Table 23: Council owned land identified as surplus or under-utilised having potential for delivery of housing

7. Strategic Development Options for Delivering Housing in Elmbridge

7.1 New Settlements and Urban Extensions

- 7.1.1 In order to help meet the need, it is necessary to consider whether significant development could be contained within either a new settlement or strategic urban extension. This would involve the concentration of new housing development. Paragraph 52 of the NPPF states that ‘the supply of new homes can sometimes be best achieved through planning for larger scale developments, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities’.
- 7.1.2 The term ‘new settlement’ in affect refers to a smaller new town. Whilst a new town in the traditional sense might approach a population of 100,000 and beyond, a new settlement might be for a lot less, depending on housing need. Beheney et al (1993)²⁸ define a new settlement as ‘a **free standing** settlement, promoted by private and / or public sector interest, where the complete new development- of whatever size- constitutes 50 per cent or more of the total size of a settlement, measured in terms of population/ dwellings.
- 7.1.3 The planning portal glossary²⁹ defines an urban extension as a development that ‘involves the planned expansion of a city or town and can contribute to creating more sustainable patterns of development when located in the right place, with well-planned infrastructure including access to a range of facilities, and when developed at appropriate densities’.
- 7.1.4 A sustainable urban extension is a well-recognised form of accommodation and delivering significant growth (NPPF, paragraph 52). The concept allows for a number of characteristics that conform well with the overall requirements for sustainable development:
- A true mix of uses, particularly housing (size, tenure and type) and employment, minimising unnecessary travel.
 - Building on established settlements and the existing amenities and facilities
 - A critical mass and concentration of development that can contribute fully to the infrastructure requirements of both existing and new communities (e.g. transport, education, health and other community facilities), as opposed to piecemeal development.
 - An opportunity to build high quality development based on imaginative master planning and architectural design.

²⁸ Breheny, M., Gent, T. and Lick, D. (1993) Alternative Development Patterns: New Settlements. Report for the Department of the Environment. London: HMSO

²⁹<http://www.planningportal.gov.uk/general/glossaryandlinks/glossary/u>

- Deliver a scale of development at a predictable rate

7.1.5 The proposed changes³⁰ to the NPPF will provide a more supportive approach for new settlements, within locally led plans. The Government is looking for LPA to



take a proactive approach to planning for new settlements where they can meet the sustainable development objectives of national policy, including taking account of the need to provide an adequate supply of new homes.

7.1.6 Therefore, a new settlement, Major (MUE) or Sustainable Urban Extension (SUE)

can be an important element in the portfolio of solutions to the problem of meeting the need for housing and related development. Both new settlements and urban extensions provide opportunities for concentrated rather than sprawling

development.

Figure 12: Barton Farm (Settlement Extension), Winchester, 100ha site, 2,000 new homes. Source: jtp Architects, Client: Cala Homes

7.1.7 The benefit of concentrating development is that it makes it easier to

plan for and fund any necessary infrastructure such as new roads or schools. Incremental or piecemeal growth could undermine the potential for such infrastructure to be brought forward at the right time in the most suitable locations.

7.2 Understanding critical mass of a New Settlement or Major Urban Extension

7.2.1 A key principle of sustainable development is to locate new housing within close proximity of existing services, facilities and jobs that are accessible by alternative modes of transport to the private car. MUEs and new settlements therefore need to be of sufficient scale and density to support basic amenities and minimise the use of resources, including land.

7.2.2 Research undertaken by Tribal Urban Studio³¹ suggests that in England, sustainable residential neighbourhoods (including 4-5,000 units, and provision for employment land, open space and other community facilities such as schools and

³⁰ Consultation on proposed changes to national planning policy, Department for Communities and Local Government, December 2015

³¹

health centres), can be achieved at approximately 25 dwellings gross per hectare. The greater the average density per hectare the greater number of units will be delivered. However, a further concentration of growth will lead to greater implications in relation to infrastructure.

- 7.2.3 The scale and nature of facilities and services that can be provided within an urban extension or new settlement depends upon a number of factors including the planned scale of residential development; the proximity and capacity of existing facilities and services; and the socio-demographic characteristics of residents. The ranges of infrastructure provision that will need to be considered include education and health facilities, utilities including water, green infrastructure and waste.

Land requirements

- 7.2.4 The number of dwellings expected to be accommodated within an urban extension or new settlement will need to be established and this will allow for an estimation of the amount of land required to accommodate these dwellings, alongside other associated development. The space requirement will be the basis for defining an urban extension or settlement boundary.
- 7.2.5 The Council will need determine the housing density across any new settlement or urban extension. The NPPF (paragraph 57), states that local authorities should develop their own density policies in response to local condition and this may vary across the urban extension. However, an average density requirement will need to be determined and the land required to accommodate the housing number will need to be calculated. A gross to net ratio will also need to be determined. It is common practice to assume an average net to gross ratio on site development sites. The LAA has assumed that for housing sites over 1ha a 70/30 developable area ratio is applied. This provides an estimated net density figure, and provides the site's area that will actually be developed, discounting land for roads, access and open space provision.
- 7.2.6 For example, if a minimum net density requirement of 40 dwellings per hectare (dph)³² was introduced within an SUE or a new settlement, the land necessary to accommodate 4,000 dwellings is 100 ha. Therefore, assuming an average 70% net to gross ratio, the total land required to accommodate 4,000 dwelling is 143ha.



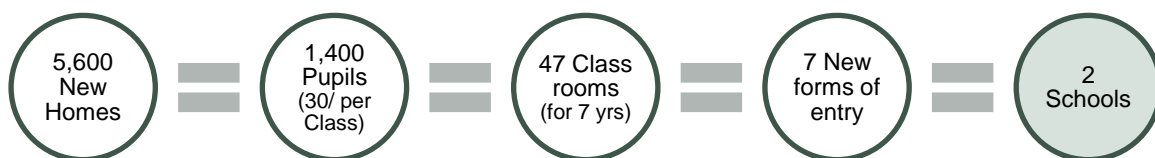
Figure 13: Watercolour (new neighbourhood), Redhill, 497 dwellings & smaller mix use over 25 ha (12.5 net) site at 40dph. Development by Linden Homes

³² In conformity with policy CS17 of Elmbridge Core Strategy (2011)

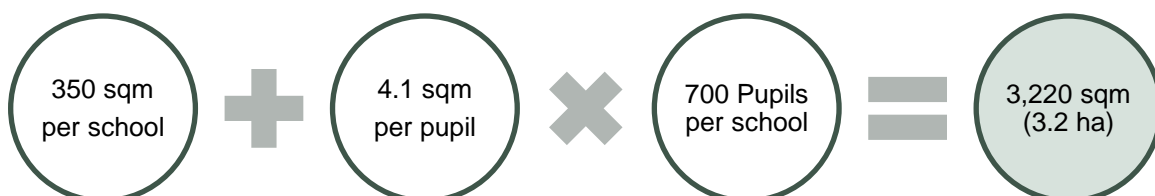
- 7.2.7 The LAA has indicated a residual housing need figure of 5,687 (rounded to 5,600). On the above assumption this would result in a land requirement of 200 ha when achieving an average density of 40dph.
- 7.2.8 With the exception of the special low density character areas of Burwood Park, St George's Hill Estate and the Crown Estate, a 40dph development would be compatible with the majority of residential environs of the Borough. However, any new settlement or urban extension would be significant enough to create its own distinct character and therefore, would have the opportunity to provide a higher density development from the outset. A development of 60dph would maximise the efficient use of land, requiring approximately 95ha whilst not adversely impacting upon established and valued characters within the existing urban area.
- 7.2.9 The average Elmbridge household size is 2.6 people; therefore a new settlement or large urban extension of 5,600 new homes would likely accommodate 14,500 residents. Therefore, in addition to calculating how many new homes we need in a single new settlement or urban extension, there needs to be adequate land needed to build community facilities, shops, schools and employment premises to support the housing development.

Education

- 7.2.10 The current assumption is that every 100 new dwellings creates 25 primary age pupils. In the case of a 5,600 home development this would mean 1400 pupils.

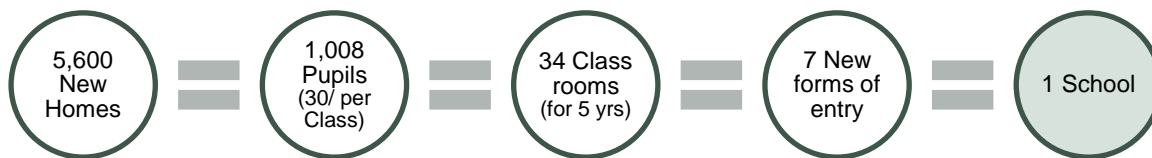


- 7.2.11 The Education Funding Agency (EFA) area allowance³³ sets a gross area formula for new primary school buildings at:

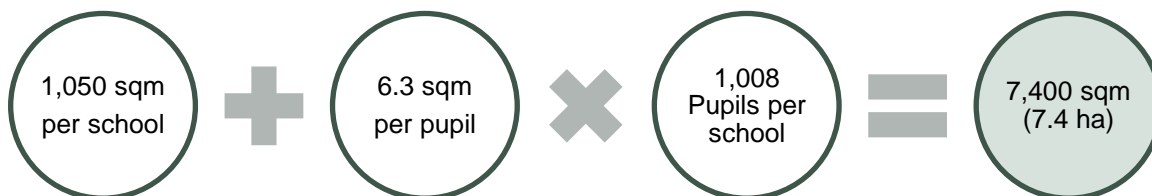


- 7.2.12 The current assumption is that every 100 new dwellings creates 18 secondary school age pupils. This would mean 1008 pupils from the 5,600 homes.

³³ The Education Funding Agency (FEA), Baseline designs for schools: guidance. Published 11 March 2014



7.2.13 The Education Funding Agency (EFA) area allowance sets a gross area formula for new secondary school buildings at (assuming no sixth form):



Commercial Space

7.2.14 Any major urban extension or new settlement should have at its heart a local centre providing a range of retail outlets and community facilities, which could include areas for leisure facilities, community centre and healthcare facilities.

7.2.15 With regards to health facilities, current practice is to assume an average GP list of 1,500; this is consistent with average provision across the Borough. 14, 500 residents would give the need for 9.6 (rounded 10) additional GPs and associated facilities.

7.2.16 The Retail Assessment has identified that to support the projected growth in the number of households, the Borough will need between 14,100 and 19,700sqm net additional comparison goods floor space by 2035 and between 1,000 and 1,900sqm net additional convenience goods floor space respectively. This would allow the Borough to retain market share, which is the amount of comparison and convenience goods expenditure retained in the Borough and not spent in the neighbouring shopping centres.



Figure 14: Chilmington Green, '21st Century Garden Suburb' Ashford, Kent, 5,750 new homes. Source: jtp Architects, Client: Chilmington Green Consortium

7.2.17 Putting aside the identified comparison goods floor space which would unlikely to be provided within a residential development of this scale. The residual housing

need equates to 57% of the overall OAHN figure of 9,480 new homes, therefore it is reasonable to assume that the convenience goods floor space required to support a new settlement/ MUE would be 57% of up to 1,900sqm which would be 500-1,083sqm. For this exercise, the median floor space figure of 790sqm has been included in the overall land requirements.

Employment Land

7.2.18 Given the adequate supply of employment land within the Borough, as demonstrated through the ELR 2016 and the large employment centres within commuter distance from Elmbridge, it is unlikely that any forthcoming Sustainable Urban Extension would require the provision of significant employment. Therefore, reflecting the local circumstances, no provision for specific employment land has been made in the overall land requirement for a new settlement or MUE. It should be noted that there would employment opportunities through the construction and maintenance of a new settlement or MUE, the local shops, services as well as through the public services (schools, health and other facilities).

Open Space and Recreation Provision

7.2.19 Currently there are no set open space standards within the local plan. However, the Council has undertaken an Open Space and Recreation Assessment³⁴ and for the purposes of this paper the Council has based calculations on standards recommended within this 2014 report. The OSRA also incorporates the standards recommended within the Elmbridge Play Pitch Needs Assessment 2013.

Description	Proposed Std	Requirement for 5,600 new dwellings (14,500 residents)
Parks and Gardens (excluding ancient woodlands)	0.9 ha of public park provision per 1,000 population	13.05 ha
Natural and Semi Natural Green Space	9.4ha per 1,000 population	136.3 ha
Children's play provision	0.01ha per 1,000 population	0.14 ha
Outdoor Sports Facilities (excluding golf courses)	Football (full size) -1 pitch per 3,600 ppl	4 pitches
	Football (junior) 1 pitch per 2,500 ppl	5.8 pitches
	Football (5 a side) 1 pitch per 3,100 ppl	3.5 pitches
	Cricket 1 pitch per 4,200 ppl	3.4 pitches
	Rugby (full size) 1 pitch per 7,900 ppl	1.6 pitches
	Rugby (junior) 1 pitch per 8,700 ppl	1.6 pitches
	Synthetic Turf 1 pitch per 20,000	0.7 pitch
Allotments	0.26ha per 1,000 population	3.7ha

Table 22: Proposed Open Space Quantity Standard (Source: OSRC 2014 & Elmbridge Play Pitch Needs Assessment 2013)

³⁴ Elmbridge Open Space and Recreation Assessment, Final Report October 2014

7.2.20 It is noted that the standards as recommended within both assessments were based on Core Strategy projects for 2016 of 138,223 residents in Borough. However, they provide a good starting point and indication of future need. Any detailed analysis of land requirement and future provision will need to be based on the most up to date population projections and the forthcoming housing target.

Overall Land Requirements

7.2.21 On the basis of the above calculations and discussions, Table 23 present the overall land budget that is required to accommodate all of the required elements of a Sustainable Urban Extension to be of a sufficient scale to meet the residual OAHN figure that cannot be meet within the urban area.

Land Use	Target No. of Units	Approximate Areas (Ha)
Residential	5,600 units	95.0
Community Facilities	2 x Primary	6.4
	1 x Secondary	7.4
Health Facilities	10 GPs & associated facilities	1.0
Local Centres and Retail Facilities	750sqm of convenience floor space	1.5
Public Realm and Open Space	See table 22	153.2
Total Development Area		264.5

Table 23: Proposed Extension Land Budget

7.2.22 The calculations provide figure of circa 260 ha which can be used to identify suitable options and locations for accommodating such land take up. It should be noted that the land requirement figure is based on a series of assumptions and information that is currently available. It is an approximate figure and should be treated as such. It is anticipated that any land requirements can be refined through detailed studies undertaken prior to any site allocation and beyond the plan making process through master planning this would respond to the site context and key physical characteristics of the site(s).

7.3 Can Elmbridge accommodate a new settlement or a Major Urban Extension?

7.3.1 A new settlement or a Major Urban Extension (MUE) would undoubtedly be able to meet the residual housing figure. From the above research an estimated figure of 260 ha of land has been calculated to accommodate 5,600 homes, this includes provision for commercial space, open space and infrastructure. Given the limited availability of sites within the urban area, as demonstrated by the LAA, such scale of development would have to be accommodated on green field land. With the boundary between the urban area and the Green Belt tightly defined, this could lead to a potential release of Green Belt land.

7.3.2 Although it is quite clear that no new settlement or MUE will be fully self- sufficient, however, given the predicated housing numbers and population growth there

should not be an over reliance or dependence on the neighbouring established settlement areas for access to services.

- 7.3.3 However, a new settlement or MUE up to 5,000 homes would likely be partly or mostly self-sufficient in terms of its local infrastructure. Whilst the detailed implications for the road network have not been considered at this stage, smaller new settlements are likely to generate more journeys and there is likely to be a requirement for high quality public transport links. The more self-contained a new settlement (in terms of places of employment and services in close proximity to place of residence), the lower the trip generation. Reflecting the general economy of Elmbridge and the scale of new settlement required to meet the residual housing need, it would be expected the most jobs would be within the existing employment areas of the Borough or nearby towns and London authorities.
- 7.3.4 Development on this scale would need to be planned to take place in phases likely over a least a 20 year period. There would need to be clear understanding of the on-going and cumulative infrastructure requirements needed to support the development over its entire construction period and what will be needed to be provided in advance or alongside development.
- 7.3.5 To support either a new settlement or a MUE a significant amount of land is required. Unlike urban extensions a new settlement is detached from the existing urban area with a separation gap or buffer of approximately 3 km to prevent future coalescence and/ or further pressure on the Green Belt. Therefore, the location of any new settlement will need to take account of the amount of the land required not only for the proposed built form, open space and services but also maintaining the necessary separation distances.
- 7.3.6 This section of the report considers the possible locations which could accommodate such a large scale of development. It is purely an exercise to identify if there is sufficient land available within the administrative boundaries of the Borough to accommodate a new settlement or a single major urban extension to accommodate 5,600 new homes and if identified, what are the constraints attributed to such land. The paper has already identified that there is not sufficient land within the urban area and, as such, the search considers Green Belt land with Elmbridge.
- 7.3.7 This broad locational search considers performance of any parcels of Green Belt land and the absolute constraints which could prevent development. The Green Belt Boundary Review identified 76 Local Areas across the Green Belt. As any potential alterations to the Green Belt must be based on new permanent and defensible boundary; the Local Areas (land parcels) were defined by permanent man-made and nature features which would provide defensible boundaries. Features included motorways, A and B roads, railway lines, water features such as rivers and reservoirs.
- 7.3.8 The Review of Absolute Constraints Report (RAC) has considered the constraints affecting all the identified parcels of Green Belt that could prevent development from taking place and where it would not be possible to mitigate impacts. The Absolute Constraints have included Sites of Special Scientific Interest, Ancient

Woodland, functional floodplain, Historic Parks and Gardens, Schedule Ancient Monuments and Village Greens

7.3.9 Utilising the Local Areas, just 8 parcels are sufficient in size to accommodate a development requiring 260ha of land including of land requirements such as open space. These have been considered in greater detail in Table 24 below, which brings together the findings of both the GBBR and RAC. The performance of each land parcel in terms its Green Belt functions and the constraints (outside of Green Belt designation) that would prevent development coming forward in that location have been considered in detail.

Local Area No.	Strategic Area	Description	Parcel Size ha (total size)	Green Belt performance	Absolute Constraints	Land not effected by Absolute Constraints (ha)
1	C	Located to the south of the Borough, straddles the boundary with Guildford Borough. Strategic role is to prevent Oxshott / Cobham from merging with Ashtead & Leatherhead/ Bookham.	243.1 (453.4)	Strong	10% SSSI (23ha) 10% SPA/ Ramsar site (24ha) 7% Ancient Woodland (16ha) 9% Registered Common or Village green (22ha)	202 (83%)
4	C	The parcel straddles the Borough boundary with Guildford Borough to the south west. Strategic role is to prevent Oxshott / Cobham from merging with Ashtead & Leatherhead/ Bookham/ Fetcham in Mole Valley.	446 (471.6)	Strong	20% Functional Floodplain (87ha) 3% SSI (5.3ha) 4%Ancient Woodland (17ha) 4% Registered Park & Garden (17ha) 4% Registered Park & Garden (16ha) Borders SPA/ Ramsar site	264 (59%)
10	C	Straddles the Borough boundary with Mole Valley District Council. Strategic role in Elmbridge is to prevent the town of Oxshott / Cobham from merging with Ashtead and Leatherhead / Bookham / Fetcham in Mole Valle. Important for preventing encroachment into open countryside.	217.9 (291.8)	Strong	5% Ancient Woodland (10.4ha)	207.5 (95%)
12	B & C	Located east of Oxshott. Role in maintaining a series of narrow gaps between Elmbridge's towns, important role in preventing urban sprawl between settlements within Surrey and has a strategic role in Elmbridge is to preventing Oxshott / Cobham from merging with Ashtead and Leatherhead / Bookham / Fetcham in Mole Valley. Important for preventing	268.9	Strong	47% Ancient Woodland 125.9ha)	143 (53%)

		encroachment into open countryside.				
13	B & C	The parcel straddles the boundary with Guildford Borough to the South. Role in maintaining a series of narrow gaps between Elmbridge's towns, important role in preventing urban sprawl between settlements within Surrey and has a strategic role in Elmbridge preventing Oxshott / Cobham from merging with Ashtead and Leatherhead / Bookham / Fetcham in Mole Valley. Important for preventing encroachment into open countryside.	199.4 (300.2)	Moderate	15% Functional Floodplain (30.6ha) 3% Ancient Woodland (5.8ha) Borders a Registered Park & Garden	164.2 (82%)
21	B & C	Located south of Hersham, 80% of the parcel is within Strategic Area B and has a role in maintaining a series of narrow gaps between Elmbridge's towns, important role in preventing urban sprawl between settlements within Surrey. Role in preventing Oxshott / Cobham from merging with Ashtead and Leatherhead / Bookham / Fetcham in Mole Valley. Important for preventing encroachment into open countryside.	455.8	Moderate	10% Functional Floodplain (47.3ha) 1% Ancient Woodland (1.5 ha) Borders Esher Common SSSI	407 ha (89%)
23	A, B & C	Site stretches from Esher to Cobham through West End Common and is bounded by the A3 & Portsmouth Road. Parcel has is part of a narrow but essential arc of Green Belt and plays an important role in meeting the fundamental aim of preventing the sprawl of Greater London built-up area and its coalescence with towns in Surrey. Parcel has a role in maintaining a series of narrow gaps between Elmbridge's towns, important role in preventing urban sprawl between settlements within Surrey. Role in preventing Oxshott / Cobham from merging with Ashtead and Leatherhead / Bookham / Fetcham in Mole Valley. Important for preventing encroachment into open countryside.	431.6	Moderate	16% Functional Floodplain (70.7ha) 19% SSSI (83ha) 4% Ancient Woodland (18ha) 16% Registered Common or Village Green (69ha)	271 ha (63%)
27	A & B	Site straddles the boundary with The Royal Borough of Kingston Upon Thames to the west. Parcel is part of a narrow but essential arc of Green Belt and plays an important role in meeting the fundamental aim of preventing the sprawl of Greater London built-up	125.1 (344.8)	Moderate	38% Ancient Woodlands(47.2ha)	77.9ha (62%)

	area and its coalescence with towns in Surrey Parcel has a role in maintaining a series of narrow gaps between Elmbridge's towns, important role in preventing urban sprawl between settlements within Surrey.				
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Table 24: Review of Green Belt Parcels with a total size of over 260 ha. Source: GBBR 2016 & RAC 2016

- 7.3.10 Table 24 indicates that all the 8 land parcels were either moderately or strongly performing in Green Belt terms and that all were affected by some degree by absolute constraints, this varied from 5% to 47%. Just 3 parcels (Nos. 4, 21 &23) had an unconstrained area of over 260ha. However, as approx.150 ha of the land requirement would be for the provision of open space which could potentially be located on land within the parcel identified as been constrained for built development. For example, open space could double up as flood storage.
- 7.3.11 When considering a low 110ha land requirement to accommodate the 'built' form of a New Settlement or MUE, 7 parcels (Nos.1, 4, 10,12, 13, 21 &23) were considered to contain a sufficient amount of unconstrained land. Notwithstanding this the land has been identified as either strongly or moderately performing Green Belt purposes. It is considered that the integrity of the Green Belt and its local and strategic functions would be significantly undermined with potential implications for the performance the of remaining Green Belt, were one of the 7 land parcels identified in Table 24 were released. The Council may wish to consider the suitability of high performing parcels, however, this is likely to be driven though the consultation process as part of the local plan preparation
- 7.3.12 With regards to the specific additional land requirement attributed to a New Settlement by way of a 'separation buffer' as discussed in paragraph 7.3.5. Notwithstanding the land concerns to host the 'development envelope' of a New Settlement, as outlined above, the additional requirement of a separation buffer would result in the new settlement expanding across the administrative boundaries. Again, the land requirements would lead in the New Settlement being located within strongly performing Green Belt of both Elmbridge and the adjoining Local Authority to the south.

7.4 Option 3: Delivering of smaller Sustainable urban Extensions in Elmbridge

7.4.1 As demonstrated above, the delivering of new settlement or a Major Urban Extension (MUE) to accommodate the amount of growth (unconstrained) needed over the plan period would require a significant amount of land. From a review of the Borough's Green Belt land a potential location for a new settlement, inclusive of a separation buffer was not found. Furthermore, the Review of Absolute Constraints (RAC) assessment has concluded there were 7 potential parcels which could provide 110ha of developable land needed for the siting of 5,600 new homes in one location. This land has been identified as either strongly or moderately performing Green Belt purposes. Therefore its release was considered that the use



Figure 15: The Hamptons (new neighbourhood) Worcester Park, 24ha site, 645 homes at average 54dph with 12ha park. Source: jtp Architects, Developer: St James

of this land would lead to potential detrimental implications to the integrity of the Green Belt and its local and strategic functions.

7.4.2 Given the constraints of siting a single larger development with the Borough, the practicalities of a number of smaller, more sustainable urban extensions have been

considered. These small scale sustainable urban extensions (SUEs) would range from approximately 300 new homes to an upper limit of 1,000 new homes.

7.4.3 For an urban extension to be truly sustainable, they need to be located so as to maximise existing infrastructure capacity where possible and to be of a critical mass to sustain the provision of new infrastructure where it is not already available. Smaller scale urban extensions located on the periphery of the urban area would provide this opportunity to meet this objective. In comparison a new settlement or MUE would require a significant amount of new infrastructure to sustain its population, increasing the amount of land required. Given their smaller population and proximity to existing communities, provision of new infrastructure within SUEs can be linked and complementary to existing provision. However, unlike a collection of individual housing sites, an SUE would have the critical mass of development in terms of resident demand and development value that could secure investment for infrastructure and capital projects.



Figure 16: Water Colours, mixed scheme including a medical centre at Redhill, 497 new homes at 40dph

7.4.4 Where additional capacity and new infrastructure is required, funding to support its delivery will need to be identified as it is unlikely that the Community Infrastructure Levy (CIL) will be the appropriate mechanism for such capital infrastructure projects. This is likely to be through the S106 negotiations.

- 7.4.5 Notwithstanding the significant weight of evidence base that will need to be gathered and prepared to support any identification of suitable site(s) and scale of development as well as the necessary engagement and consultation with stakeholders and communities. In accordance with the NPPF any forthcoming SUE(s) will need to be identified in an adopted local plan as a strategic location for development. The policy provision within the local plan could include the following:
- Allocation of land and site boundaries
 - Defining the primary uses, including housing, local centre, mix uses, open space, land for highways
 - Definition of provision of development, quantifying the type
 - Phasing and release of land
- 7.4.6 Any forthcoming land allocation within a local plan document will assist delivery of the housing and infrastructure required at the right time within the plan period of 2015-2035. This approach will provide certainty of the market, offering landowners the confidence to bring the site forward for development as well as inform the public of future growth planned for Elmbridge and allow service providers to forward plan for a growing population.
- 7.4.7 A Planning Brief for each SUE setting out strategic aims is likely to be produced. It is anticipated that this will be Council lead. Furthermore, it is likely that a Masterplan will need to be prepared setting out the guiding vision, a series of development objectives and a set of key design principles, together with an illustrative layout plan and phasing proposals. This may take the form of a Supplementary Planning Document which would be adopted by the Council. Such documentation will be a material consideration when any application for planning permission or other statutory approval is determined.
- 7.4.8 Successful delivery of a SUE is best achieved by comprehensive assembly of land with development likely to come forward through a series of planning applications which in many cases are linked to a 'phasing and delivery strategy' to ensure coordination and the provision of infrastructure.

- 7.4.9 It is not possible for a SUE to yield completed homes or other development for a number of years, and completion in some locations may be beyond local plan periods. This is particularly pertinent for SUEs which will be part of a fundamental change to a spatial strategy. Therefore, it is prudent to anticipate the delivery of new homes on such sites as commencing within the 6-10 year period. This will be reflected in the 5 years housing supply and housing trajectory figures produced annually.
- 7.4.10 Whilst an average density of 60dph would be advocated across all the SUE, this preferred option would not meet the residual housing figure in full. However, it is considered that it represents a balanced strategy that would deliver a significant proportion of housing need in a sustainable manner. This option would see the full capacity of the existing urban area being exploited without adverse impact on the character of the Borough's Settlement Areas and overcrowding, the loss of important employment land as well as valued open space and facilities.
- 7.4.11 A significant proportion of the identified housing need would be accommodated and policy mechanisms within a new Local Plan would ensure the delivery of the right type, size and tenure of homes. Development at this scale would enable the delivery of new sustainable neighbourhoods that are supported by infrastructure in a co-ordinated way for new and existing residents.

7.5 Identifying suitable locations to host Sustainable Urban Extension

- 7.5.1 It is considered that given the scale of development that will need to be promoted by the Borough Council, based on objectively assessed needs, a number of Sustainable Urban Extensions are considered to be a necessary form of development. SUEs could provide a significant number of homes without significant loss of Green Belt land or change to the established character of the existing settlement areas.
- 7.5.2 The number and location of such SUE would need further analysis. This would require a 'constraints' approach to considering the residual housing need, including the outcomes of the Green Belt Boundary Review (GBBR) and the Review of the Absolute Constraints report (RAC).
- 7.5.3 It is not for this paper to consider whether there are the Exceptional Circumstances to revision to the existing Green Belt boundary to allow for a release of land for development. However, the paper considers the options for meeting the residual housing need, one of which is the potential release of Green Belt land.
- 7.5.4 The GBBR included the identification of the Strategic Areas of the Green Belt within the Borough and smaller Local Areas (referred to as land parcels) based on function and boundary features. The performance of the 76 individual parcels has been assessed against the 3 NPPF purposes of the Green Belt that are relevant to Elmbridge.
- 7.5.5 The majority of Green Belt land within the Borough performs the purpose(s) of

Green Belt designation strongly or moderately. It is considered that the release of such land would lead to potential detrimental implications to the integrity of the Green Belt and its local and strategic functions. However, there are a number of parcels, shown in the lightest shade of green, that are weakly performing and as a starting point it is these parcels that warrant further consideration.

- 7.5.6 It should be noted that the Council may wish to consider the suitability of higher performing parcels, however, this is likely to be driven through the consultation process as part of the local plan preparation.
- 7.5.7 The GBBR has identified 13 parcels judged to be failing to meet or weakly meeting the purposes of Green Belt relevant to Elmbridge. The RAC has considered the constraints affecting all the identified parcels of Green Belt that would prevent development from taking place and where it would not be possible to mitigate impacts. The Absolute Constraints have included Sites of Special Scientific Interest, Ancient Woodland, functional floodplain, Historic Parks and Gardens, Schedule Ancient Monuments and Village Greens. Table 25 below, considers the weakly performing land parcels in more detail utilising the findings of the RAC.

Local Area No.	Strategic Area	Description	Parcel Size ha (total size)	Green Belt performance	Absolute Constraints	Land not effected by Absolute Constraints (ha)
14	B & C	Land north of Blundel Lane including Knowle Hill Park and Fairmile Park, Cobham Parcel is within Strategic Area B and has a role in maintaining a series of narrow gaps between Elmbridge's towns with a role in preventing urban sprawl between settlements within Surrey. Role in preventing Oxshott / Cobham from merging with Ashtead and Leatherhead / Bookham / Fetcham in Mole Valley for preventing encroachment into open countryside.	65.1	Weakly	9% Ancient Woodland (5.6ha) 9% Registered Common/ Village	54 (83%)
18	B & C	Land south of A3 at the inter- junction with Portsmouth Road (A245). Parcel is within Strategic Area B and has a role in maintaining a series of narrow gaps between Elmbridge's towns with a role in preventing urban sprawl between settlements within Surrey. Role in preventing Oxshott / Cobham from merging with Ashtead and Leatherhead / Bookham / Fetcham in Mole Valley for preventing encroachment into open countryside.	4.5	Weakly	17% Functional Floodplain (0.8ha) Borders Registered Park & Garden	3.7 (83%)
20	B & C	Land south of the A3 including Chippings Farm and The Fairmile, Cobham	61.5	Weakly	11% Functional Floodplain (6.9ha) 33%Registered	41 (67%)

		Parcel is within Strategic Area B and has a role in maintaining a series of narrow gaps between Elmbridge's towns with a role in preventing urban sprawl between settlements within Surrey. Role in preventing Oxshott / Cobham from merging with Ashted and Leatherhead / Bookham / Fetcham in Mole Valley for preventing encroachment into open countryside.			Common or Village Green (20ha)	
36	B	Narrow strip of land along the western side of Seven Hills Road (B365) & Queen Place to the junction with Queens Road, parcel is bound by the junction of Seven Hills Road (B365) and Burwood Road to the south. Parcel is within Strategic Area B and has a role in maintaining a series of narrow gaps between Elmbridge's towns with a role in preventing urban sprawl between settlements within Surrey.	13.5	Weakly	None	13.5 (100%)
37	B	Narrow strip of land along the eastern side of Seven Hills Road (B365) from its junction with Burwood Road into Queens Place and along Queens Road (A317). Parcel is within Strategic Area B and has a role in maintaining a series of narrow gaps between Elmbridge's towns with a role in preventing urban sprawl between settlements within Surrey.	17.6	Weakly	None	17.6 (100%)
50	B	Land bound by both the River Wey and River Thames, comprising of two islands sited north of Hambaugh Island. Parcel straddles the border with Runnymede Borough Council Parcel is within Strategic Area B and has a role in maintaining a series of narrow gaps between Elmbridge's towns with a role in preventing urban sprawl between settlements within Surrey.	9.6 (9.9)	Weakly	79% Functional Floodplain (7.6ha)	2.0 (21%)
51	B	Land south of Oatlands Drive (A3050) Weybridge, bordered by Barham Close and St Mary's Road (inclusive of Oatlands Recreation Ground and allotments) Parcel is within Strategic Area B and has a role in maintaining a series of narrow gaps between Elmbridge's towns with a role in preventing urban sprawl between settlements within Surrey.	4.1	Weakly	None	4.1 (100%)
53	B	Land north of Oatlands Drive	11	Weakly	91% Registered	1.0 (9%)

		(A3050) Weybridge to Broad Water (fish pond) (inclusive of the northern part of Oatlands Recreation Ground) Parcel is within Strategic Area B and has a role in maintaining a series of narrow gaps between Elmbridge's towns with a role in preventing urban sprawl between settlements within Surrey.			Park / Garden (10ha)	
58	A	Land north of the A309 and east & west of Woodstock Lane North, Long Ditton. Parcel straddles the boundary with the Royal Borough of Kingston upon Thames Parcel is part of a narrow arc of Green Belt and plays an important role in meeting the fundamental aim of preventing the sprawl of Greater London built-up area and its coalescence with towns in Surrey	61.3 (67.3)	Weakly	None	61.3 (100%)
70	A	Land west of Ember Lane (B3379), north of Grove Way south & east of Imber Court Trading Estate (Western Green) Parcel is part of a narrow arc of Green Belt and plays an important role in meeting the fundamental aim of preventing the sprawl of Greater London built-up area and its coalescence with towns in Surrey	19.2	Weakly	3% Functional Floodplain (0.6ha)	18.6 (97%)
71	B	Located in Walton, the land borders the River Thames inclusive of the tow path, Felix Road Recreation Ground & Riverhouse Gardens, Sullivans Reach. Parcel is within Strategic Area B and has a role in maintaining a series of narrow gaps between Elmbridge's towns with a role in preventing urban sprawl between settlements within Surrey.	7.5	Weakly	63% Functional Floodplain (4.8ha)	2.7 (36%)
77	A	Land south of Molesey Park Road and bordered by the River Mole (inclusive of Spencer Park). Parcel is part of a narrow arc of Green Belt and plays an important role in meeting the fundamental aim of preventing the sprawl of Greater London built-up area and its coalescence with towns in Surrey	3.1	Weakly	11% Functional Floodplain (0.3ha)	2.7 (89%)

Table 25: Review of Parcels identified within the GBBR as weakly performing. Source: GBBR 2016 & RAC 2016

7.5.8 Of the 13 weakly performing parcels, the RAC assessment concluded that there would be 3 parcels of land sufficient in size and which would not be affected by

constraints (outside of its existing Green Belt land designation) to an extent that would preclude development of a strategic scale. These 3 parcels are:

- Land north of Blundel Lane including Knowle Hill Park and Fairmile Park, Cobham (Local Area 14);
- Land south of the A3 including Chippings Farm and The Fairmile, Cobham (Local Area 20); and
- Land north of the A309 and east & west of Woodstock Lane North, Long Ditton (Local Area 58).

7.5.9 The location of each of these three key strategic areas is set out below in Figures 17 - 19. It should be noted that within these strategic areas there are absolute constraints to development that are present which will limit the identification of future development opportunities.

7.5.10 Within Local Area 58, there is a small section of land that is located in the neighbouring London Borough of Kingston-upon-Thames. It is important to note that the Elmbridge Green Belt Boundary Review does not directly influence the approaches to Green Belt in neighbouring authorities and no recommendations will be made beyond the boundaries of Elmbridge. Area 58 is therefore limited to the area of land within Elmbridge Borough.

7.5.11 The 3 strategic areas identified have a combined size of 193.9 ha and represent broad locations for further consideration. Table 26, considers the estimated developable land available within the parcels and the potential housing yield.

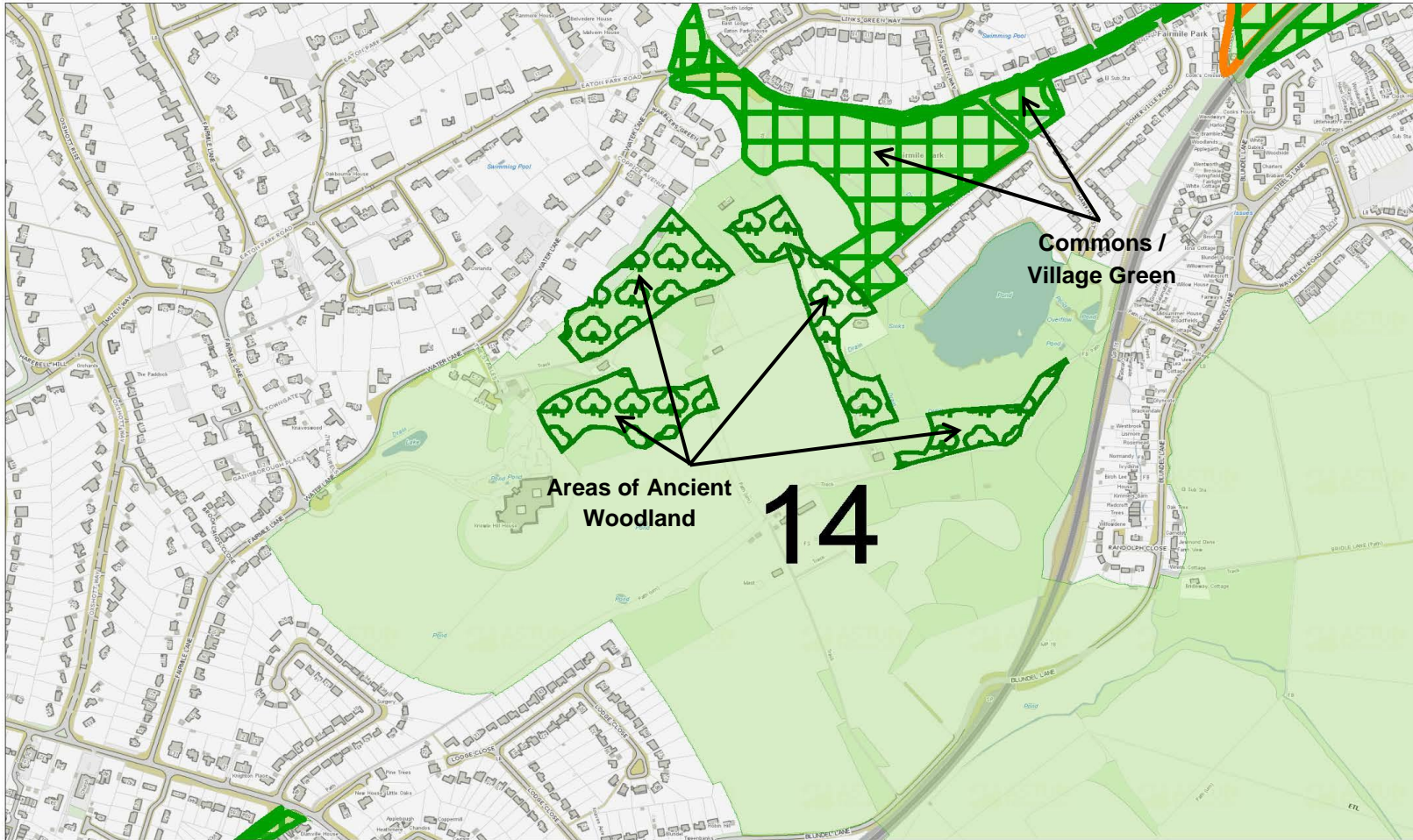
Strategic Area	Parcel Size (ha)	Estimated developable area (ha)	No. of new homes	
			40dph	60dph
Land north of Blundel Lane including Knowle Hill Park and Fairmile Park, Cobham (Local Area 14)	65.1	6	240	360
Land south of the A3 including Chippings Farm and The Fairmile, Cobham (Local Area 20)	61.5	15	600	900
Land north of the A309 and east & west of Woodstock Lane North, Long Ditton (Local Area 58)	67.3	22	880	1200
Total	193.9	43	1,720	2,460

Table 26: Estimate housing yield of the 3 strategic areas identified as being potential SUE locations

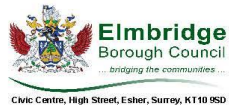
7.5.12 It is clear that the developable land within these broad locations is not going to be sufficient as to meet the residual housing need in full either a 40dph or 60dph. However, the identification of SUE locations based the least constrained weakly performing parcels of Green Belt could ensure that a significant proportion of the residual OAHN is met over the life time of the local plan, in a coordinated way providing the required infrastructure whilst seeking to protect the strong and moderately performing Green Belt long term. Furthermore, with an overall reduced land requirement, such development could be delivered in areas around the periphery of the urban area and which would not intrude into the strongly or

moderately performing Green Belt.

- 7.5.13 Whilst there would be a loss of Green Belt, approximately 3% of the current designation, the revised designation would be fully performing its purpose to prevent urban sprawl. What would remain would be a Green Belt designation that would be fit for purpose and, as such, its permanence could be maintained and protected.
- 7.5.14 When considering the approach to identify suitable sites for SUEs, the Council will need to undertake detailed infrastructure analysis to fully consider the infrastructure implications and requirements of the SUEs in conjunction with the development proposed within the urban area. This will assist in identifying any key area of concern that could require mitigation. The Council will need to liaise with key strategic service providers to assist in determining the following:
- How far can the development requirements be covered by existing capacity?
 - How are increased requirements covered by current planned investment?
 - To what extent can improvements and increased capacity at existing facilities meet the requirements of new development?
 - What are the thresholds to make specific infrastructure viable?
- 7.5.15 Therefore, the location, precise boundaries and the impacts of development, including implications for infrastructure, in these locations would be evaluated in greater detail through the preparation of the local plan process.

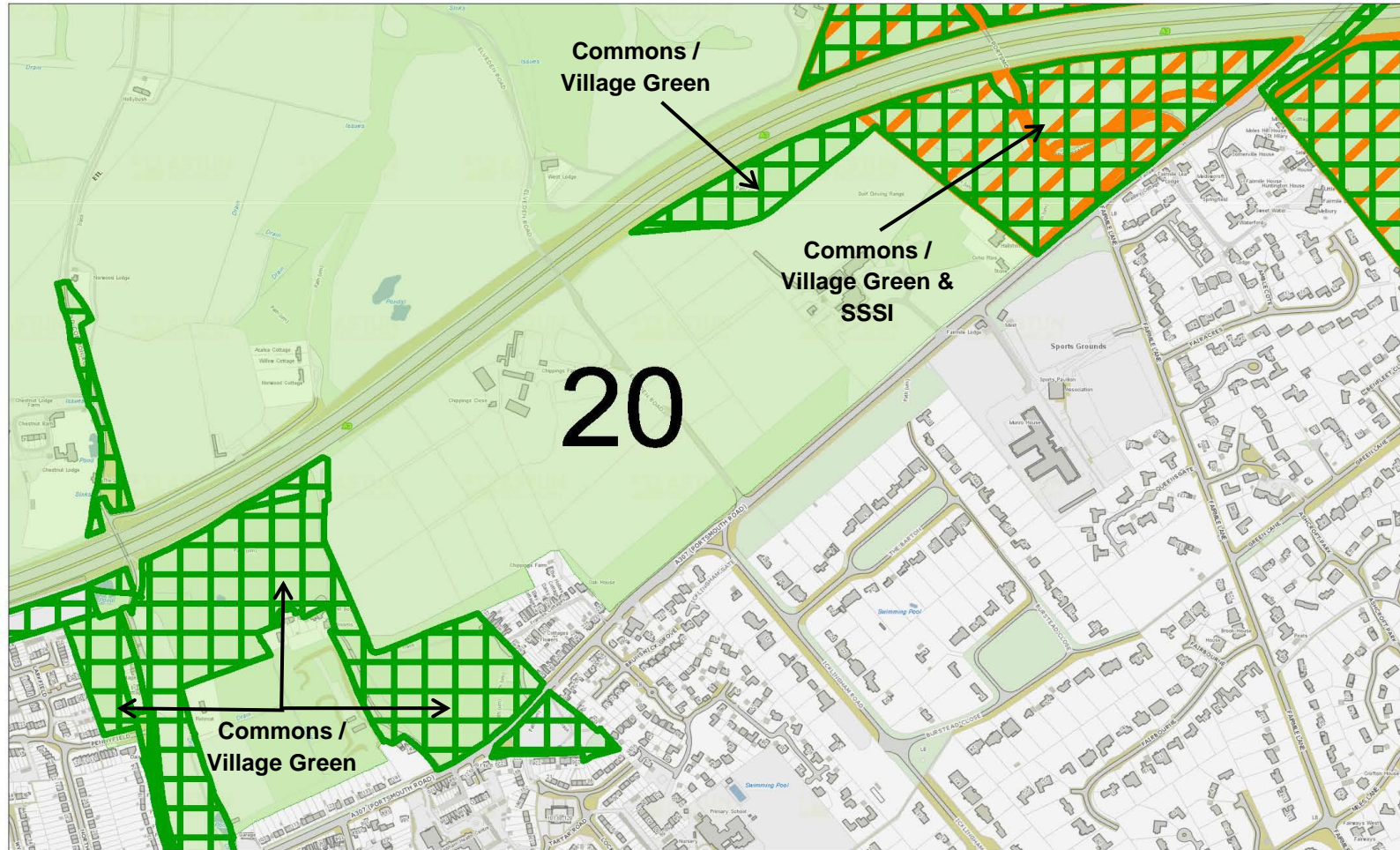


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Figure 17: Land north of Blundel Lane including Knowle Hill Park and Fairmile Park, Cobham (Local Area 14)

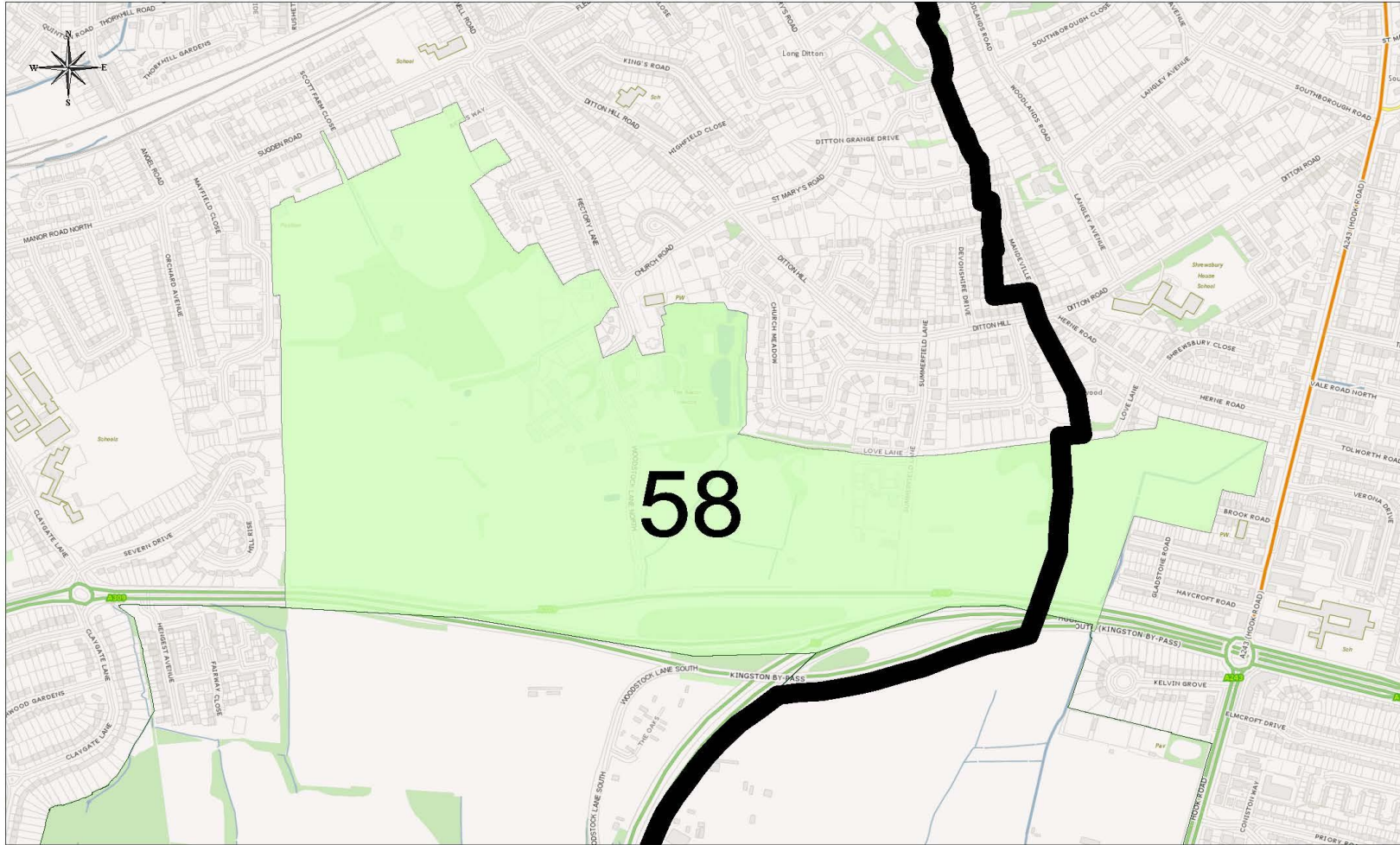


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Figure 18: Land south of the A3 including Chippings Farm and The Fairmile, Cobham (Local Area 20)



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Figure 19: Land north of the A309 and east & west of Woodstock Lane North, Long Ditton (Local Area 58)

8. Conclusion and Next Steps

8.1 Conclusions

- 8.1.1 The Strategic Housing Market Assessment (SHMA) 2015 has identified the need to deliver 9,480 new homes within Elmbridge Borough from 2015 to 2035. This is a significant increase in what had been previously planned for. The updated evidence in relation to housing need has clearly indicated that the housing targets set within the Core Strategy are no longer appropriate.
- 8.1.2 Through the undertaking of the LAA it is apparent that the Council is not able to identify sufficient land to meet its housing need in accordance with the National Planning Policy Framework (NPPF). More specifically, there is a potential residual housing need of 5,687 units across the 20-year period (2015-2035).
- 8.1.3 In conformity with the NPPF, the PPG and the recommendations of the emerging local evidence base paper has discussed how residual housing need could be met given the shortage of deliverable and developable sites within the existing urban area. It considers a wide range of policy options and potential sources of housing which could be introduced.

Continuation of existing Spatial Strategy

- 8.1.4 There is significant risk associated with continuing with the existing spatial strategy which is considered to be out of date and more importantly not NPPF compliant. This could include Government intervention within the plan making process to which would result in the Council and the wider community having a very limited impact in to the overall growth and its location within the Borough.
- 8.1.5 The Land Availability Assessment has concluded that Council is in a position where a 5-year housing supply against the OAHN figure cannot be demonstrated. Therefore, the soundness of the local plan could be undermined and housing developers would have a strong argument to permit any planning application for new houses, regardless of its location and land designation. Any large scale incremental or piecemeal growth could undermine the potential for infrastructure to be brought forward at the right time in the most suitable locations.
- 8.1.6 This paper has considered options for providing new housing to meet the residual OAHN of Elmbridge elsewhere. However, the majority of the adjoining and surrounding LPAs are undertaking similar reviews of their Local Plan evidence base including undertaking an objective assessment of the development needs.
- 8.1.7 Whilst this report recommends that as part of its obligations under Duty to Cooperate, the Council will formally write to the adjoining and neighbouring local authorities within the Housing Market Area to enquiry as whether they have the ability to accommodate Elmbridge's housing need. It is highly improbable that surplus land will be identified and that a positive response will be received. Therefore, at the present time provisions are not being made to rely on any neighbouring authorities to deliver any part of the housing requirement for

Elmbridge.

Alternative Policy Options

- 8.1.8 It is acknowledged that the introduction of taller buildings into the Borough could enable the delivery of a significant number of residential units, in sustainable locations in the urban area, on brownfield land and at a high density. However, it is considered that on balance, given the distinct low rise suburban and semi-rural character of the Borough and the limited site size, there is not a significant amount of scope for the introduction of tall buildings of more than 5 storeys. Furthermore, building homes at high densities does not necessarily save much land out of the total land required unless other facilities/ infrastructure are compromised for example, smaller schools without playing fields, limited to no green infrastructure provision and increase population head per existing facility.
- 8.1.9 Notwithstanding this, the LAA has identified opportunities to bring forward new development at a higher level of density in appropriate locations than is currently been achieved through Policy CS17. There is opportunity to use existing urban land more efficiently without adverse and detrimental impact upon character and infrastructure provision.
- 8.1.10 An intensification strategy/ policy approach to existing residential areas of the Borough might provide a more efficient use of land but it will see a greater urbanisation of Settlement Areas. There is not the opportunity to achieve housing capacity from urban remodelling in Elmbridge and the Council's housing supply figures take into account a measured and rationalised provision for windfall development.
- 8.1.11 However, capacity from intensification cannot easily be measured and would require significant policy led intervention to achieve the residual housing need. Therefore, it is considered that the potential capacity from the intensification of existing residential areas is already accounted for within the findings of the LAA. However, it's unlikely that reliance beyond that prudent figure with the Local Plan assumption would be considered compliant with the NPPF.

Alternative Land Uses

- 8.1.12 It is noted that the conversion of existing buildings into residential units could provide a notable contribution to housing, though there is not an infinite source of such conversions. However, policies within the Local Plan which would need significant change as well as the Article 4 Direction seek to safeguard the loss of offices, social and community facilities and sites, constrain the potential contribution to housing from this source.
- 8.1.13 With the exception of the Green Belt, the two largest land use designations within the urban area, as defined in the Core Strategy, are Strategic Employment Land (SEL) and Strategic Open Urban Land (SOUL). The paper has considered where there is the opportunity to deliver housing on this land currently designated for non-residential uses.
- 8.1.14 The Council will need to consider whether the Strategic Employment Land (SEL)

provision is rationalised. This would include identifying land no longer deemed as strategic to be de-designated within the plan making process. The LAA has identified capacity to delivery 1,013 units on potentially surplus employment land. These have been included with the LAA housing supply figures.

- 8.1.15 If all the SEL was developed for housing, it would have the potential to meet the residual OAHN figure as identified by the SHMA. However, it is considered that any further loss of SEL would be detrimental to the local economy and the spatial profile of the Borough. Therefore, the Council does not consider a further supply of land for residential development appropriate from this source, beyond that identified within the LAA.
- 8.1.16 Elmbridge benefits from approximately 276 open spaces comprising some 1,850 ha across the Borough. This paper has considered the option of relocating the infrastructure/ provision offered at all of the open spaces currently designated as SOUL to the Green Belt, where such uses and facilities would not be considered to be inappropriate development. The re-provision and the use of the SOUL for housing would protect the existing Green Belt Boundary and ensure that new development is continued to be directed to the existing urban area only.
- 8.1.17 The analysis indicated that such a strategy to meet the OAHN had the potential to address the residual housing need. However, the NPPF offers significant protection to all open space not just those identified as being of importance to the local community. More specifically, the Elmbridge Open Space and Recreation Assessment 2014 (OSRA) did not identify a surplus in the provision of any form of open space across the Borough. Similarly, the re-provision to the edge of the urban areas within the Green Belt would significantly impact on whether the recommended accessibility standards as set out within the OSRA could be met. Furthermore, the relocation of the provision is likely to be out of walking distance, leading to a greater dependence on private or public transport to access such facilities.
- 8.1.18 To conclude, it was considered that a 'land swap strategy' would require an intervention led policy approach most likely requiring the use of Compulsory Purchase Orders (CPOs) to acquire land and a programme to assist industry relocation and open space and sports pitch provision. Such a spatial strategy skewed solely to the delivery of housing with the urban area would lead to significant implications for the local economy, wildlife and character of the area and would be unlikely to be considered to be compliant with the NPPF.

Council Asset Review

- 8.1.19 The Council is a notable landowner within the Borough however is owns and manages just 6 residential properties. The majority of the Council's land is in use and supports a range of council services; the Council does regularly review its assets to identify those which are surplus or underutilised.
- 8.1.20 Currently there is 7.49ha of land within the Council's portfolio in the form of public car parks. The report identified that under a 'constraints off' approach there is could be a potential for these assets to yield a further 575 homes at 100dph, at a more appropriate 60dph 358 homes could be achieved. However, these car parks

contribute significantly to the vitality of the town and local centres and are highly valued by the existing communities including commuters. Concerns were raised that a full release of all public car parks would be contrary to Policy DM7 of the Development Management Plan (2015).

8.1.21 The Asset Management Plan 2014-2017 and on-going discussions with the Assessment Management function of the Council has identified a number of sites (including public car parks) that might be made available for housing development. These sites have already been identified within the LAA. The LAA is considered to represent the most update position and currently any further release of land for redevelop is not considered to be sustainable without implications for service provision.

Alternative sources of Housing Delivery	Potential No. of additional homes*	Implications
Delivery of housing need outside of the Borough	0	Residual housing need remains.
Seek a minimum of density of 300dph on all opportunity sites within the Urban Area	9, 240**	Introducing development with above 100dph leads significant urbanisation and intensification across the existing urban area. 300dph would lead to 7 storey buildings across all opportunity sites.
Seek a minimum of density of 300dph on all opportunity sites within the 500m of a train station	1,529	Significant urbanisation in specific locations, introduction of 7 storey high buildings. Pressure on existing infrastructure. Limited transport connectivity to support such a high concentration of population
Seek a minimum of density of 300dph on all opportunity sites within town, district and local centres	1,030	Significant urbanisation in specific locations, introduction of 7 storey high buildings. Pressure on existing infrastructure. Limited transport connectivity to support such a high concentration of population.
Bring back into use all long term residential properties in the Borough	477	On-going commitment which is progress. Limited contribution to the residual need especially in terms of size and tenure.
Bring back into use all vacant residential properties owned by the Council	6	Action taken. Very limited contribution to the residual housing need figure.
Redevelopment of all Strategic Employment Land in the Borough for housing at 60dph	4,193	Significant impact on the local economy and spatial profile of the Borough.
Redevelopment of all Strategic Open Urban Land in the Borough for housing at 60dph	6,835	Loss of green space and infrastructure, contrary to NPPF. Adverse impact on character and wildlife.
Redevelop all Council owned car parks for residential development at 60dph	575	Loss of all public car parking. Loss of revenue and provision for commuter and shoppers impacting on the viability of the Borough's retail centres

Table 27: Summary of the alternative sources of housing land considered *additional units beyond that identified within the LAA from that source **Based on a developable ratio of 70/30

Strategic Development Options for Delivering Housing

- 8.1.22 The LAA and this paper has considered the options for meeting the residual housing need within urban area, identified urban capacity and options for urban intensification. It is clear that alternative policy and 'land swapping' options to continue the concentration of development within the Urban Area would lead to a significant compromise to existing social, economic and environmental profile of the Borough as well as its distinctive and highly valued character. There remains the question of the 5,687 homes that will need to be accommodated across the 20-year period (2015-2035).
- 8.1.23 In light of this the Council has considered 'strategic' options for delivering housing to meet the residual housing need of the Borough outside the existing built-up area. The Green Belt boundary is tightly drawn around the existing urban area and beyond that there is general limited amount of unconstrained land within the Borough. This limits the ability to identify the land required to support a new settlement or a Major Urban Extension. When the potential locations were crossed referenced with the performance in Green Belt terms as set out in the Green Belt Boundary Review (GBBR), there are not synergies between all the land designation constraints. This option would lead to the location of large development on land strongly performing the purposes of Green Belt would undermine the overall role and function of such a designation.
- 8.1.24 However, the work undertaken through the GBBR and a review of Absolute Constraints (RAC) did identified a small number of parcels of land / broad locations which do not perform the purposes of Green Belt or do so weakly and are not constrained by other designations which would prevent development coming forward. The Council is of the view that providing a number of Sustainable Urban Extensions (SUEs) on the edge of the urban area on these unconstrained and weakly performing Green Belt areas could deliver a significant number and range of new homes. Development at this scale would enable the delivery of new sustainable neighbourhoods that are supported by infrastructure in a co-ordinated way for new and existing residents.
- 8.1.25 This option would not meet the residual housing figure in full; however, it considered that it represents balanced strategy that would deliver a significant proportion of housing need in a sustainable manner. This option would see the full capacity of the existing urban area being exploited without adverse impact on the character of the Borough's Settlement Areas and overcrowding, the loss of important employment land as well as valued open space and facilities.

Land Supply		Approx. No. of new homes
Urban Capacity	2015 completions	240
	Under construction	436
	Planning permissions*	723
	Opportunity sites identified within the LAA*	1,589
	Intensification (windfall)	805
Green Belt	Sustainable Urban Extensions (x3)	1,720-2,460
Total		5,513-6,253

Table 28: Land Supply of Preferred Option. Source: LAA 2016 * Non-implementation discount rate applied

8.1.26 A significant proportion of the identified housing need would be accommodated and policy mechanisms within a new Local Plan would ensure the delivery of the right type, size and tenure of homes. Whilst there would be a loss of Green Belt, approximately 3% of the current land designation, the revised designation would be fully performing its purpose to prevent urban sprawl. What would remain would be a Green Belt designation that would be fit for purpose and, as such, its permanence could be maintained and protected.

8.2 Next Steps

8.2.1 The undertaking of the LAA and the examination of opportunities to increase urban capacity in the foregoing has identified significant and wide ranging policy options for restraining development to within urban area over the next plan period. However, it appears unlikely that these options are viable without significant compromise and therefore, there needs to be serious consideration the options for development in the Green Belt.

8.2.2 Therefore, it is recommended that the Council consideration of the option to focus the delivery of the residual housing need through a number of SUEs, delivering roughly up to 1,000 new homes per location. The paper has cross referenced the findings of the GBBR and the RAC and has identified broad locations that are lease constrained in planning terms and perform the relevant purposes of Green Belt weakly or have no purpose. Such strategic locations could provide key building blocks for the delivery of growth within Elmbridge and could ensure that a significant proportion of the OAHN is met. A plan-led process would ensure development and infrastructure comes forward in a coordinated way and that the Green Belt is protected long term.

8.2.3 The role of this paper has been to inform the Council's and the community's deliberations in how to meet housing need and potential Green Belt release. However, the justification of any preferred and ultimately adopted approach will depend on a number of factors.

8.2.4 This paper and the LAA have identified the Borough's capacity to deliver housing need. The focus has been on the search for land. However, it is not only the suitability and availability of land that will be paramount to achieving housing growth and meeting that residual housing need sustainably. Work needs to be undertaken





to identify the social and 'hard' infrastructure (including transport) needs; capacities and delivery mechanisms to support new housing. A suite of infrastructure studies will ultimately determine how much of the housing need figure can be accommodated in the Borough and whether the broad locations suggested as potential urban extensions are appropriate.

- 8.2.5 This paper is therefore recommending a spatial strategy that utilises the urban capacity as identified within the LAA alongside limited Green Belt release to meet the Borough's rationalised housing need.
- 8.2.6 The principle of such development within the Borough would need significant consideration. The recommendations of this paper are just one of a number of evidence bases that have produced as part of the Local Plan preparation. Should it be considered that there are the exceptional circumstances to consider a release of land within the Green Belt to meet the residual housing need; detailed analysis would need to be undertaken as to whether sustainable development could be achieved outside of the urban area and the possibly policy mechanism for its delivery.

9. Appendix 1: Height Calculator

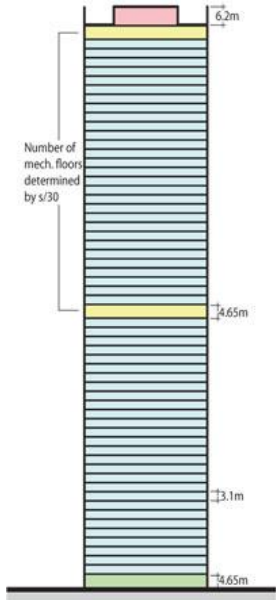
- 9.2.1 Taken from the Council of Tall Buildings and Urban Habitat building height calculator³⁵.
- 9.2.2 The calculator will provide an approximate height for a single tall building, but as tall building characteristics vary significantly with location, structural material, form, profile etc., in some instances estimates will vary considerably with actual building height.
- 9.2.3 As such, the calculator is best utilised to determine heights in multiple building / statistical studies, where there are many unknown building heights. In these instances, the greater number of buildings examined will reduce any overall variations.
- The calculator does not include any factors for spires or any other major projections at the roof plane, due to the wide ranging nature of these.

Height Calculator Assumptions

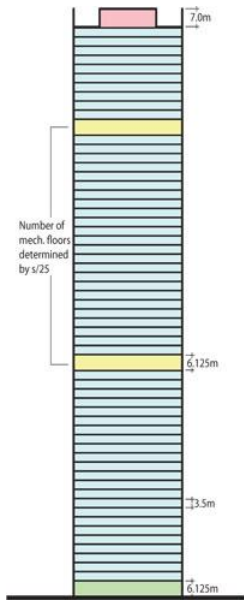
	Office	Residential/hotel	Function Unknown or Mixed-Use ¹
floor-to-floor height (f)	3.9m	3.1m	3.5m
Entrance lobby level floor-to-floor height	2.0f = 7.8m	1.5f = 4.65m	1.75f = 6.125m
Number of mechanical floors above ground (excluding those on the roof)	s/20 = One mechanical floor every 20 storeys	s/30 = One mechanical floor every 30 storeys	s/25 = One mechanical floor every 25 storeys
Height of mechanical floors	2.0f = 7.8m	1.5f = 4.65m	1.75f = 6.125m
Height of roof-level mechanical areas / parapets / screen walls²	2.0f = 7.8m	2.0f = 6.2m	2.0f = 7.0m
Key H= Building height f = Typical occupied floor-to-floor height s = Total number of storeys³  Useable Floors  Entrance Lobby  Mechanical Floors  Roof	<ol style="list-style-type: none"> Mixed-use assumptions derived from the average values between office and residential/hotel figures. Figures do not assume spires or other major projections at the roof plane. The number of storeys should include the ground floor level and be the number of main floors above ground, including any significant mezzanine floors and major mechanical plant floors. Mechanical mezzanines or penthouses should not be included if they have a significantly smaller floor area than the major floors below. <p>CTBUH floor counts may differ from published accounts, as it is common in some regions of the world for certain floor levels not to be included (for example, the level 4, 14, 24, etc. in Hong Kong).</p>		

³⁵ <http://www.ctbuh.org/TallBuildings/HeightStatistics/HeightCalculator/tabid/1007/language/en-US/Default.aspx> accessed September 2016

Calculating the height of a residential/hotel tall building where only the number of storeys is known

<p>60 Storey Residential/Hotel Building</p> 	Number of storey (known) = s
	Assumed floor-to-floor height = f = 3.1m
	<p>Factor for increased ground level floor-to-floor height</p> <p>Assuming the entrance lobby floor-to-floor height is 4.65m, the factor will be an additional 4.65 minus (-) 3.1 = 1.55m (e.g. discounting the 3.1m of the ground level floor-to-floor height that has already been counted).</p>
	<p>Factor for increased mechanical levels floor-to-floor height</p> <p>Assuming the mechanical levels are 4.65m high, the factor will be an additional 4.65 minus (-) 3.1 = 1.55m per mechanical floor (e.g. discounting the 3.1m of the mechanical floors that have already been counted). The number of mechanical floors is calculated by the total number of floors divided by 30 = s/30.</p>
	<p>Factor for roof level mechanical systems / parapets / roof features</p> <p>Assume this is an additional 6.2m in height (there is no need to discount any storeys as roof level mechanical systems / parapets / roof features are not included in the figure for total storey count).</p> <p>Height of building = number of storeys x floor-to-floor height = 3.1s + Factor for increased ground level floor-to-floor height = 1.55m + Factor for increased mechanical levels floor-to-floor height = 1.55m x (s/30) + Factor for roof level mechanical systems / parapets / roof features = 6.2m</p>
	<p>Final formula for calculating the height of a residential/hotel building:</p> $H_{\text{residential}} = 3.1s + 7.75 + 1.55(s/30)$

Calculating the height of a mixed-use tall building or where the function of the building is unknown and the number of storeys is known

<p>60 Mixed-Use or Function Unknown Building</p> 	Number of storeys (known) = s
	Assumed floor-to-floor height = f = 3.5m
	<p>Factor for increased ground level floor-to-floor height</p> <p>Assuming the entrance lobby floor-to-floor height is 6.125m, the factor will be an additional 6.125 minus (-) 3.5 = 2.625m (e.g. discounting the 3.5m of the ground level floor-to-floor height that has already been counted).</p>
	<p>Factor for increased mechanical levels floor-to-floor height</p> <p>Assuming the mechanical levels are 6.125m high, the factor will be an additional 6.125 minus (-) 3.5 = 2.625m per mechanical floor (e.g. discounting the 3.5m of the mechanical floors that have already been counted). The number of mechanical floors is calculated by the total number of floors divided by 25 = s/25.</p>
	<p>Factor for roof level mechanical systems / parapets / roof features</p> <p>Assume this is an additional 7.0m in height (there is no need to discount any stories as roof level mechanical systems / parapets / roof features are not included in the figure for total story count).</p> <p>Height of building = number of storeys x floor-to-floor height = 3.5s + Factor for increased ground level floor-to-floor height = 2.625m + Factor for increased mechanical levels floor-to-floor height = 2.625m x (s/25) + Factor for roof level mechanical systems / parapets / roof features = 7.0m</p>
	<p>Final formula for calculating the height of a mixed-use or function unknown tall building:</p> $H_{\text{unknown}} = 3.5s + 9.625 + 2.625(s/25)$