



Elmbridge

Borough Council

... bridging the communities ...

2013/14 Authority's Monitoring Report

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Executive Summary

Monitoring is an essential part of the planning process and provides a yearly snapshot of performance in the context of set objectives and indicators which determine the success of the Local Plan. Despite on-going changes to Government guidance, the obligation to produce a report setting out performance on the delivery of development locally remains as important as ever. This is now known as the Authority's Monitoring Report (AMR) and must be produced annually. The report forms part of the Government's drive towards local decision making and as such is produced to allow local residents and other stakeholders the opportunity to scrutinise the performance of the Council. Last year's AMR took a slightly different approach to reporting as a result of the Government's decision to withdraw guidance on national monitoring indicators and remove the requirement for the Council to submit an annual report to the Secretary of State, but most importantly it represented the first full year of monitoring following the adoption of the Core Strategy in 2011.

The Council will continue producing an AMR on an annual basis, as part of the Councils continuous monitoring of the objectives set out in the Core Strategy and its commitment to reporting effectiveness of local planning policy initiatives to local communities.

This document reports on 4 key areas assessed against defined objectives and relevant indicators;

- Housing
- The Local Economy
- The Local Environment
- Infrastructure

Between 1 April 2013 and 31 March 2014:

Housing Delivery

Objective/s

To provide sufficient housing to meet the local requirement for 3,375 units in the most sustainable locations.

- 251 net completions in 2013/14 (225 annual target).
- There is a sufficient supply of developable land to deliver 6 years of the Borough's housing target.

Affordable Housing:

Objective/s

To address inequalities, promote better integration and increase opportunities for people who live in less affluent areas of the Borough and to supply homes and land that address local housing needs in terms of mix, size design and tenure.

To supply homes and land that address local housing needs in terms of mix, size, design and tenure.

To adopt a viable approach to contribute to increasing the supply of affordable housings as a key priority.

- There were 48¹ gross affordable housing completions.
- Expressed against overall gross completions (282 units), affordable housing accounted for 17% of housing development
- 24 units were provided as affordable rented housing.
- Planning permission was granted for 26 gross affordable housing units whilst in the same period 62² affordable housing units were commenced.
- Of the 26 gross affordable units permitted, 54% were 4+ bedroomed 35% were 3 bed and the 11% were 1 and 2 bedroom.

Gypsies, Travellers and Travelling Showpeople:

Objective/s

To provide for the identified pitch requirements of Gypsies and Travellers in sustainable locations supported by good quality facilities.

- There were no additional new pitches for Gypsy, Travellers or Travelling Showpeople. The Council have prepared a Traveller Accommodation Assessment (TAA) which identified a 36 pitch need until 2027.

Housing for Older People:

Objective/s

To meet the needs of an increasingly ageing population through a variety of measures, including lifetime homes, specialist accommodation and care and support services that respond to their needs.

- There were no new Extra Care or Private Sheltered Completions specifically for older people

The Local Economy

Objective/s

To maintain a thriving economy by providing an adequate supply of land and buildings, in the right places, to support a diverse range of business and commercial activity.

Employment Land:

- There was a net loss of 4,574sqm in office employment floor space
- 3,135sqm of employment floor space was given over to residential development
- There was a net loss of employment space floorspace across all employment uses
- Internal monitoring data has identified 21% of office space, 23% of light industrial and 37% of warehouse space as vacant³

¹ 71 units less than Housing. Please see paragraph 3.19 for explanation.

² 145 gross units in total under construction

³ Vacancy data within the Commercial Property Market Study (CPMS) 2014 15% B1 office and 19% B2 industrial, B8 warehouse combined.

Town Centres:

Objective/s

To support and develop the distinctive roles of our town and village centres in order to provide a strong focus for commercial and community activity.

- 2,031sqm⁴ grade 'A'⁵ offices were completed on Esher High Street
- The same scheme delivered 420sqm of A2⁶ and 580sqm of A3⁷
- 17% of office space within the Boroughs town and village centres is currently vacant
- There was a small increase of 150sqm A1 retail across the Boroughs centres

Hotels and Tourism:

Objective/s

To continue to Support the Boroughs variety of tourist attractions whilst protecting the amenities of those who live close by and provide an adequate supply of visitor accommodation in appropriate and sustainable locations.

- There was no additional bed spaces or tourists attractions improved

Employment and Unemployment:

- There are approximately 66,800 jobs in Elmbridge. This equates 9.5% of all the jobs in Surrey
- The number of residents claiming Job Seekers Allowance fell from 946 to 534 registered claimants within the reporting year (July 2014)

The Local Environment

The Built Environment:

Objective/s

To continue to protect the Green Belt in order to prevent coalescence of the Boroughs towns and villages and retain the distinctiveness of our local communities

To protect the unique character of the Borough, and to enhance the high quality of the built, historic and natural environment

- There was no change to the percentage of the Borough that is Green Belt
- Excluding all '1 for 1' developments, average site density for residential development was, 41% at 30dph or below, 26% between 30 and 50dph and 31% at 50dph or more⁸

⁴ Gross

⁵ Brand new or recently refurbished space which demands rents above the average for the area.

⁶ Financial and professional

⁷ Restaurant and cafes

⁸ Percentage may not sum due to rounding

- 90% of housing and 100% of employment⁹ floorspace was delivered on PDL¹⁰

Landscape and Biodiversity:

Objective/s

To enhance the distinctiveness and diversity of the landscapes within the Green Belt, and to promote improvements to our network of strategic and local open land and green corridors, balancing the desire to increase access to the open countryside with the need to protect and enhance biodiversity interests.

- Three environmental improvement schemes have been undertaken Brooklands Community Park and Arbrook, Littleworth, Fairmile and West End Commons.

Waterways and Flooding:

Objective/s

To take part in a co-ordinated approach to the management of the Boroughs waterways in a way that protects and enhances their distinct role and character and that minimises their potential to flood.

- No planning permissions were granted contrary to Environment Agency advice on flooding
- Permeable surfacing and rainwater collection were the two most commonly used Sustainable Drainage Systems (SuDS) accounting for 88% collectively

Sustainable Development:

Objective/s

To promote sustainable lifestyles and reduce the Boroughs ecological footprint through minimising and reducing the need to travel, minimising the use of natural resources and maximising the use of renewable energy.

- 50% of permissions for new residential development proposed to use 1 or more forms of renewable energy¹¹

Transport and Pollution:

Objective/s

To reduce peoples reliance on driving, by directing new development to sustainable locations, promoting attractive and convenient alternatives to using the private car and in doing so reducing congestion and pollution caused by traffic.

- There has been a 0.4 tonnes per capita increase in estimated CO₂ emissions between 2011 and 2012, and this represents the most up to date data available

⁹ Employment floor space includes all buildings in B1, B2 and B8 uses

¹⁰ Previously Developed Land

¹¹ Not all permissions submit a Climate Neutral Checklist

Quality of Life:

Objective/s

To retain the high quality of life experienced by most Borough residents and share the benefits across all sections of the community.

To deliver high quality buildings and neighbourhoods that enhance character, improve people's sense of safety and security and promote healthier lifestyles.

- Residents Panel Survey result 2013 showed that 86% of residents said they were satisfied with a number of Council services
- 8.7% of children in Elmbridge live in poverty

Infrastructure

Objective/s

To respond to the social and physical infrastructure needs arising from new developments in a way that delivers sustainable growth.

- During the period 2013/14 the Council accrued a total of £1,687,470 through the Community Infrastructure Levy (CIL)
- £483,000 of CIL monies has been allocated to strategic infrastructure projects
- £104,129 of CIL monies has been allocated to local infrastructure projects

1 Introduction

- 1.1 The Authority's Monitoring Report (AMR) forms part of the Elmbridge Local Plan as required by The Planning and Compulsory Purchase Act 2004¹². Regulation 34 of the Town and Country Planning (Local Development) (England) Regulations 2012 requires all local planning authorities to produce an annual report to monitor and review the effectiveness of planning policy. Whilst Section 113 of the Localism Act 2011 removed the duty to submit the AMR to the Secretary of State for Communities, it retained the need to report to local people on issues deemed to be locally important.
- 1.2 The AMR therefore remains a key aspect of the 'plan, monitor and manage' approach to planning, playing a crucial role in the successful delivery of the vision and objectives of the Local Plan. Alongside this the report now forms a key element of the Government's Localism agenda and provides the information required for local residents and other stakeholders to scrutinise the performance of the Council against its objectives for the physical development of the area it serves. The report is also a key evidence base supporting the development of new plans and policy and contributes to two of the tests of soundness against which Planning Inspectors consider development plan documents at independent examination¹³.
- 1.3 The Council therefore recognises the importance of monitoring and is committed to measuring the impacts and outcomes arising from the implementation of its policies. Publishing a report not only provides transparency surrounding the implementation of policies, but also allows the Council to ensure that its policies are working in the ways that were intended. Where policies are failing to deliver their expected outcomes, it allows the Council to consider its approach to the delivery of its plans and policies. In particular this allows the Council to implement contingency plans to ensure that objectives are achieved. Future information on how the Council intends to take forward monitoring of the Local Plan is outlined in Chapter 8.
- 1.4 This year's AMR represents the second full monitoring year since the Local Plan was adopted, in July 2011. It is therefore reasonable to assess the effectiveness of adopted policies in delivering the objectives contained within the plan. That said, it must be remembered that many figures within this AMR relate to applications granted using saved policies from the Local Plan 2000 as there is inevitably a 'time lag' between planning consent being granted and completion.

Methodology

- 1.5 The AMR covers the period 1 April 2013 – 31 March 2014. While the data and trends explored relate specifically to this reporting period, subsequent analysis has taken place to assess the impact of new policy initiatives being introduced. As a tool for future analysis, this document reflects on-going policy changes, both locally through the Council's adopted Local Plan, and nationally through the National Planning Policy Framework.

¹² As amended by Part 6, section 133 of the Localism Act 2011

¹³ That policies are founded on a robust and credible evidence base; There are clear mechanisms for implementation and monitoring (paragraph 182 of the NPPF).

- 1.6 Previous AMRs included information on a range of Core Output Indicators (COI) that were required by Central Government. The requirement to provide information on these COIs was removed under the Localism Act 2011 and as such the 2013/14 AMR uses an Objective Led Performance Framework as a guide to assess the effectiveness of Local Plan Policies. This Framework is set out in Appendix 1 of the Elmbridge Core Strategy 2011.
- 1.7 Each chapter has been split into sections outlining performance against the relevant objective/s. Appropriate indicators have been identified to measure how well we are meeting the objective/s and these are set out at the beginning of each section, underneath the relevant objectives. A short commentary is then provided on the progress that has been made throughout year in meeting these objectives. Each chapter concludes with a summary of whether or not we are meeting our objectives and an explanation of actions required if we are not.
- 1.8 Unless otherwise stated all baseline data and information is from sources within Elmbridge Borough Council.

Duty to Cooperate

- 1.9 New legislation places a duty on all local planning authorities to co-operate with neighbouring authorities and a prescribed list of statutory bodies. The legislation and guidance on the duty set out in the National Planning Policy Framework sets out that this co-operation needs to be undertaken constructively, actively and on an on-going basis.
- 1.10 This duty is an important element in the strategic planning functions of the authority and one that builds on the Council's existing approach to engagement and partnership working. As well as ensuring that recent consultations on the Development Management Plan and Settlement Investment and Development Plans (ID Plans) involved neighbouring Boroughs, Districts and statutory duty to co-operate bodies the Council has ensured it has an on-going and active relationship with these bodies on key cross boundary issues. Work undertaken as part of the Council's duty to co-operate on strategic issues includes:
 - The Council is an active partner within the Thames Basin Heaths Special Protection Area (SPA) Joint Strategic Partnership Board. This board oversees the delivery of the mitigation required to ensure development does not impact negatively on the SPA.
 - On flooding issues the Council is a member of the Lower Thames Strategy Officer Group and is currently working with the Environment Agency, Surrey County Council and other key stakeholders on the review of its Strategic Flood Risk Assessment.
 - To support infrastructure delivery the Council is developing governance structures for the allocation of CIL that will seek to improve partnership working with infrastructure and service providers in the delivery of infrastructure that addresses the impacts of development locally.
 - Continue to share good practice and experience gained as a CIL front runner with other districts and Surrey County Council.
 - Liaising with the Development Market Panel on identifying potential sites for development within the Borough
 - Engaging with Local Economic Partnership (Enterprise M3), Highways Agency, Surrey County Council, Greater London Authority, Woking Borough

Council, Runnymede Borough Council, Spelthorne Borough Council on the Employment Land Review

- Started work identifying our Housing Market Area and commissioning a Strategic Housing Market Assessment with 4 partner authorities including Mole Valley District Council, Epsom and Ewell Borough Council, the Royal Borough of Kingston upon Thames, and the London Borough of Merton
- Initial discussions on how to address the River Thames Scheme within forthcoming Local Plans
- Involvement in evidence base work and Local Plan documents produced by other authorities either through attending meetings or responding to formal consultations
- Working with other local authorities in Surrey to prepare and agree a Local Strategic Statement

2 Local Plan Progress

- 2.1 The Local Development Scheme 2011-2014 (LDS) sets out the scope and timetable for producing future planning documents that form part of the new Elmbridge Local Plan and is relevant for the 2013/14 AMR. The LDS explains what documents are going to be produced, by whom and when, with key dates from initial preparation to adoption. Key timelines for the production and consultation of forthcoming documents are set out below.
- 2.2 It should be noted that, as a result of key changes to Government Policy, a new timetable for the production of the Local Plan was agreed on 1 October 2014. Further information can be found on the Councils Planning Policy webpages. Due to the work involved in taking this forward a number of work streams were put on hold or delayed whilst consideration was given as to how to proceed and the future direction of the Local Plan.

Local Development Document	Local Development Scheme	Adoption Date
Core Strategy		July 2011
Developer Contributions SPD	April 2012	Adopted April 2012
Infrastructure Delivery/ CIL charging schedule	February 2013	Adopted February 2013 Implemented April 2013
Design and Character SPD	April 2012	Adopted April 2012
Statement of Community Involvement (SCI)	February 2013	Adopted February 2013
Settlement 'ID' Plans	Publication July 2013 Consultation Jan/Feb 2014 Preferred Options March 2014	Adoption anticipated September 2014
Development Management Plan	September 2014 Publication November 2013 Submission to Secretary of State early 2014	Adoption anticipated Autumn 2014
Evidence Base Documents		Publication Date
2012 Town and Village Centres Audit	January 2012	Published July 2012
Gypsy and Traveller Accommodation Assessment (GTAA)	December 2012	Published January 2013
2012 Strategic Housing and Employment Land Availability Assessment SHELAA	September 2013	Published September 2013
Strategic Flood Risk Assessment (SFRA)	April 2013	TBC
Employment Land Review (ELR)	October 2013	Anticipated End of 2013 early 2014

Table 2.1: Timelines for the production of Local Plan Documents

Progress during 2013/14

- 2.3 On 3 February 2014 the Council went out to consultation for six weeks on the Proposed Submission Development Management Plan before submitting it to the Secretary of State for examination in June 2014. A new timetable was agreed for the production of Settlement ID Plans in order to work on the Development Management Plan to be prioritised in the short term. However, work continued on analysing the comments from the consultation undertaken in April/May 2013, developing a methodology for the assessment of sites to be allocated, creating a database of sites and preparation of a Duty to Cooperate Scoping Statement.
- 2.4 During the monitoring year the Council also commissioned consultants to undertake a review of its Strategic Flood Risk Assessment, produce an Employment Land Review and Open Space and Recreation Assessment.
- 2.5 Work was also ongoing in developing the processes for the allocation and spending of Community Infrastructure Levy (CIL) monies. This included agreeing to set aside 25% of monies collected to be spent directly in local communities and setting up Local Spending Boards to consider bids and decide how this will be spent. The remaining 75% was agreed to be used by the Council in conjunction with infrastructure providers to fund or part fund strategic infrastructure. A Strategic Spending Board comprising both Local Councillors and Officers from both the Council and County Council was set up to make recommendations to the Council's Cabinet on what strategic infrastructure projects should be funded. Further details of projects funded through CIL can be found in Section 6.

3 Housing Delivery

- 3.1 Housing styles in Elmbridge vary by location, ranging from Victorian and Edwardian villas to modern apartments, and from sheltered accommodation for the elderly to large family homes set in extensive grounds. The Borough is a sought after location in which to live because of good communications to London and the quality of the local environment, which is characterised by high quality open land. The Council is committed to providing wider housing opportunity, choice and a better mix in the size, type and location of housing that takes account of local housing needs.

Housing Completions

Objective/s
To provide sufficient housing to meet the local requirement for 3,375 units in the most sustainable locations.

Indicators:

- Net additional homes delivered
 - Amount of development land available in the next five years
- 3.2 Meeting our objective for housing delivery is fundamental to the Council maintaining local control over decision making. Whilst the Council has a Borough wide total when developing the Core Strategy the Council focused on delivery at a settlement level as well as on a Borough wide basis, setting a housing delivery distribution for each settlement area. Therefore, monitoring will also include data for each settlement and as such, the anticipated contributions from each settlement area are reproduced below.

Settlement	Anticipated housing distribution
Walton	675-725
Weybridge	625-675
Hersham	350-400
East and West Molesey	475-525
Long Ditton, Thames Ditton, Hinchley Wood and Weston Green	375-425
Esher	250-300
Cobham (inc. Oxshott, Stoke D'Abernon, Downside)	575-625
Claygate	50-100

Table 3.1 Anticipated Housing Distribution

- 3.3 Whilst delivery may be higher in some areas and lower in others, overall delivery over the plan period must at least meet the minimum overall Local Plan housing target of 3,375. Given the market attractiveness of the Borough, coupled with the Council's commitment to retain local control and adopt a sensible approach to planning for sustainable growth, it is considered that this target will be achieved, and potentially exceeded, without resulting in unacceptable consequences on the local environment or the economic health of the Borough.

3.4 At the end of the monitoring period (31/03/2014) Elmbridge had a recorded dwelling stock of 56,150 units. Table 3.2 below shows the net housing completions between 2004 -2103.

Year	Net Completions
2004/05	336
2005/06	362
2006/07	450
2007/08	718 ¹⁴
2008/09	327
2009/10	201
2010/11	355
2011/12	300
2012/13	256
2013/14	251

Table 3.2: Net Housing Completions 2004-2013

3.5 In the reporting year there were a total of 251 net completions. This represents a 2% decrease on the previous year's completions (256 units) and a 32% reduction on the completions average of the previous 9 years (367). The net completions total includes 5 units delivered through changes of use and 8 net registered conversions. In the reporting year 46 gross units were delivered as '1 for 1' dwelling replacements which did not deliver a net yield, spread over 46 applications.

3.6 Table 3.3 breaks down 2013/14 housing delivery across the 8 settlements and shows that Walton delivered well over annual expectations set out within the Core Strategy. This is down to the completion of two large sites of 44¹⁵ and 34¹⁶ units.

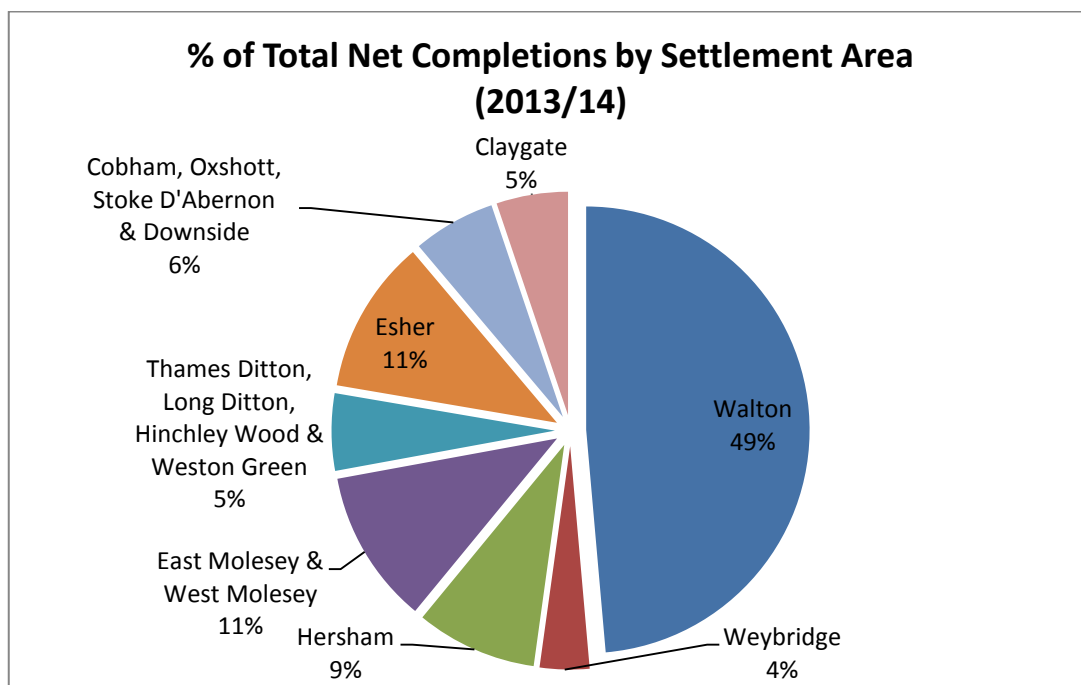


Table 3.3: Percentage of total housing delivery by settlement area 2013/14

¹⁴ Includes The Heart development in Walton (379 net units) (2004/0497)

¹⁵ Former Ambleside & Swansmere Schools, Ambleside Avenue (2008/2240)

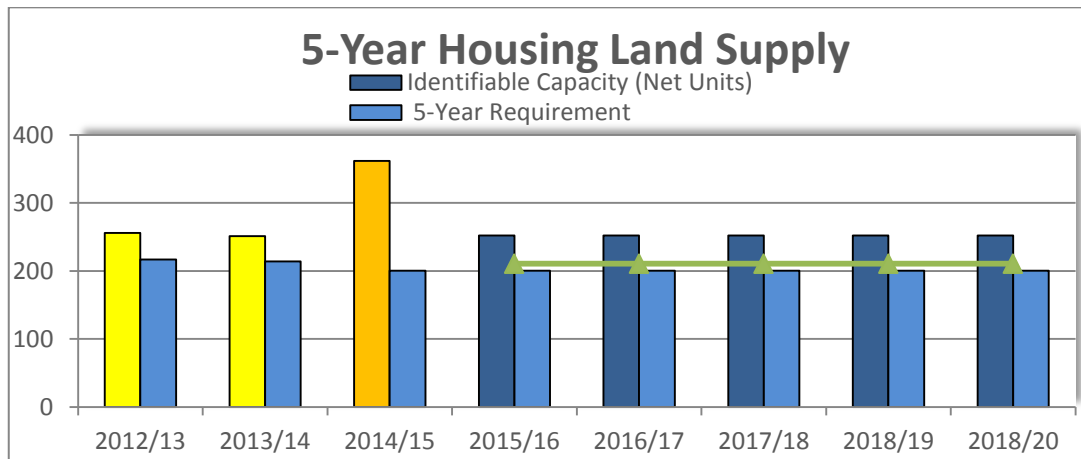
¹⁶ Walton Swimming Pool Kings Close (2009/0780)

Future Delivery

- 3.7 In order to assess future delivery it is necessary to assess the amount of housing that is has planning permission but has not been implemented and the potential supply of developable land. When combined this provides an estimate of future housing supply and provides the basis for calculating the Council's five year housing land supply. However, prior to assessing the five year land supply the Council's target must be adjusted to take account of any under or over delivery since the adoption of the target.
- 3.8 At the end of March 2014 the Council's target had reduced to delivering a minimum of 2,568 homes by 2026, an average of 214 units per annum due to delivering over and above annual targets in previous years. At 1 April 2014 362 units were under construction and this is used as an estimate for housing completions by March 2015. Taking account of anticipated completions in 2014/15 the annual minimum target can be adjusted to 201 units per annum, with overall target adjusted to 2,206 units.

5 year housing land supply (April 2014-2019):

- 3.9 The National Planning Policy Framework (NPPF) requires Local Planning Authorities to show that they have 5 years supply plus an additional 5% buffer¹⁷. Based on the adjusted housing requirement of 2,206 units set out above, 1,003 units would need to be delivered to satisfy the Borough's 5 year housing land supply. The 535 units with planning permissions yet to be implemented added to potential opportunity sites that could be delivered in the next 5 years result in a total of 1,208 units which equates to 6.02 years supply or an additional allowance of 20%.



	Current Monitoring Year (estimated completions - 362 units)
	1-5 Year Identified Supply (annualised - 242 per annum)
	5-year Requirement (annualised - 201 per annum)
	5-year (+5% -annualised - 210 per annum)

Table 3.4: 5 Year Housing Land Supply

¹⁷ To ensure choice and competition in the market-paragraph 47 of the NPPF

10 year housing land supply (April 2014 – March 2024):

- 3.10 To meet the Borough's ten year housing requirement 2,005 units would need to be delivered. Combining the number of unimplemented planning permissions and identified opportunity sites, there is housing potential for the delivery of 1,688 units on identified sites. It is estimated that an additional 116 units per annum will come from unidentified windfall in 2020-2026. The equivalent of five years windfall supply, added to the identified sites total takes total capacity within the 10 year period to 2,268. This represents 10.60 years supply.

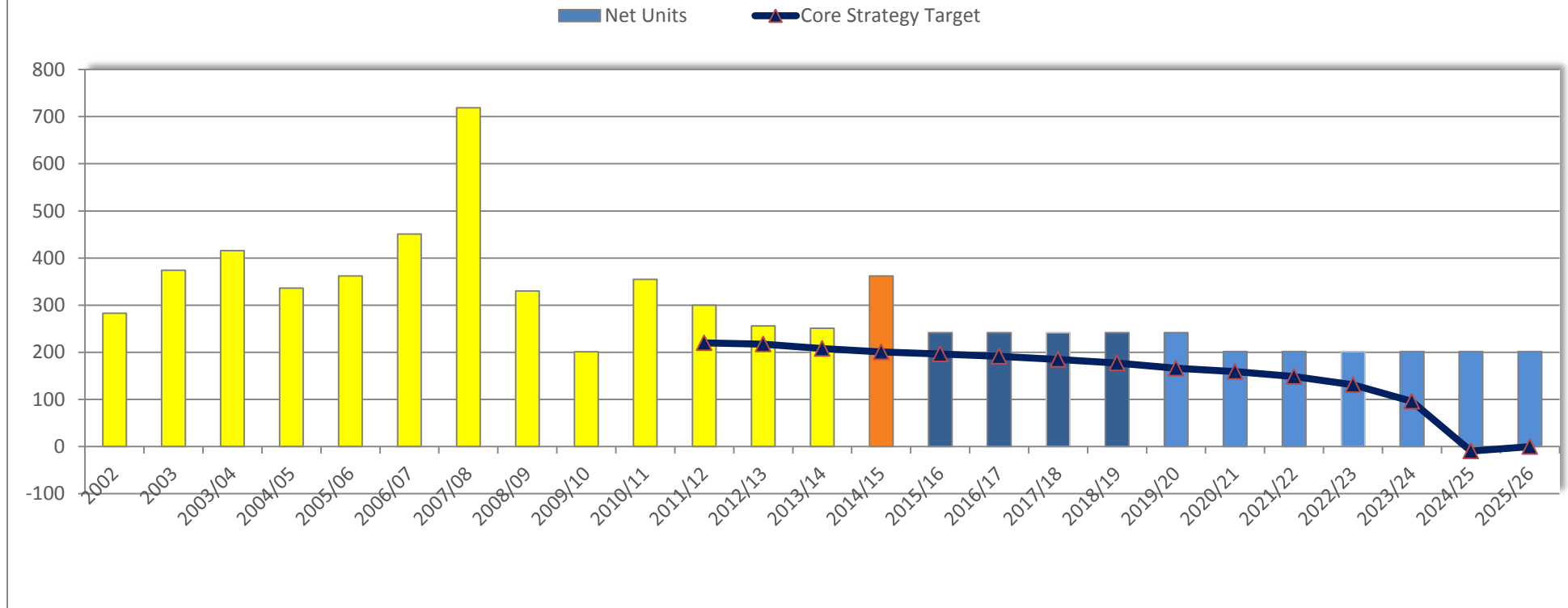
2014 Land Availability Assessment (LAA):

- 3.11 The baseline figures for future housing delivery have been informed by the Council's soon to be published Land Availability Assessment (LAA). It should be noted that the current monitoring year excluded, there are 11 years remaining of the Core strategy plan period to 2026. The tables set out overleaf provide an overview of housing land supply in the Borough, broken down on a settlement by settlement basis, set against specific Local Plan requirements.

Core Strategy Housing Land Supply 2011-2026									
Potential Housing Distribution									
Settlement Areas	Completed sites – April 2011-March 2014	Under construction at April 2014	Planning permissions not yet implemented at April 2014	Identified Opportunity Sites			Small Sites Windfall allocation	Estimated Potential 2014-2026	Core Strategy Indicative Distribution Ranges (Residual)
		Current year	1-5 years	1-5 years	6-10 years	11	Deliverable during 2017-2026	Total	2011-2026
Walton	241	37	218	138	0	0	112	505	675-725 (434-484)
Weybridge	89	72	54	10	0	21	136	293	625-675 (536-586)
Hersham	70	90	21	261	156	0	64	592	350-400 (280-330)
East and West Molesey	87	97	85	50	80	12	64	388	475-525 (388-438)
Thames Ditton, Long Ditton, Hinchley Wood and Weston Green	122	27	29	50	0	0	80	186	375-425 (253-303)
Esher	101	10	53	81	60	0	56	260	250-300 (149-199)
Cobham and Oxshott	73	21	67	83	116	0	152	439	575-625 (502-552)
Claygate	24	8	8	0	68	0	32	116	50-100 (26-76)
Total	807	362	535	673	480	33	696	2779	3375 (2568)
								(+8%)	
Note: This table examines identifiable housing capacity relative to the settlement distribution ranges set out in the adopted Core Strategy. Capacity figures relating to opportunity sites in years 11 and the small site windfall allocation have been adjusted to align potential delivery in the 2014 LAA with the plan period 2011-2026.									
10% - total estimated potential expressed against the total residual Core Strategy requirement, 2014-2026									

Table 3.5: Core Strategy Housing Land Supply 2011-2026

Rationalised Trajectory 2002-2026



	Completed Net Units
	Current Monitoring Year (estimated completions)
	1-5 Year Rationalised Supply
	6-13 Year Rationalised Supply (includes 116 net units of windfall per annum)

Table 3.6: Rationalised Trajectory 2002-2026

Type and mix of housing

Objective/s
To supply homes and land that address local housing needs in terms of mix, size, design and tenure.

Indicators:

- **Proportion of new dwellings that are 1, 2 and 3 bedrooms**

Bedroom Mix

3.12 43% of gross residential units¹⁸ delivered in 2013/14 were flats, with 57% being houses¹⁹. The predominant type of dwelling delivered in the Borough in the reporting year was 4+ bed roomed houses, closely followed by 2 bed flats, and this remains consistent with 2013/14 delivery. Tables 3.7 and 3.8 set out a breakdown of delivered houses and flats by size mix in 2013/14.²⁰

Houses	Number	% Proportion of Total Housing	% Proportion of Overall Delivery
1 Bed	4	2	1
2 Bed	35	22	12
3 Bed	38	23	13
4+ Bed	85	52	30
Total	162	100	57

Table 3.7: House Size Mix 2013-14

Flats	Number	% Proportion of Total Housing	% Proportion of Overall Delivery
1 Bed	46	38	16
2 Bed	72	60	26
3 Bed	2	2	1
4+ Bed	0	0	0
Total	120	100	43

Table 3.8: Flat Size Mix 2013-14

3.13 The Core Strategy sets out a need for 90% of all new housing developments to deliver 1, 2 and 3 bedroom dwellings in equal proportions in private market housing sectors within the Borough. Last year the greatest delivery was for 4+ bed units at 35% of total delivery. 13/14 delivery also failed to meet Core Strategy targets with 30% of delivery being 4+ bed units. Positives can be drawn however from the significant amount two bed units delivered at 38%. It is clear that more work is needed to promote the provision of 1, 2 and 3 bed dwellings when considering proposals for new housing. It is also clear however that the financial incentives to develop larger market housing within the Borough remain strong.

¹⁸ Where there was a net gain onsite

¹⁹ Delivery 2013/14 43% flats and 57% houses

²⁰ Based on gross completions, excludes completed maisonettes

Affordable Housing

Objective/s

To address inequalities, promote better integration and increase opportunities for people who live in less affluent areas of the Borough and to supply homes and land that address local housing needs in terms of mix, size design and tenure.

To adopt a viable approach to contribute to increasing the supply of affordable housings as a key priority.

Indicators:

- Number of affordable homes provided
- Tenure mix of affordable homes provided
- Percentage of affordable homes provided without a grant
- Proportion of new affordable dwellings that are 1, 2 and 3 bedrooms
- Percentage of affordable homes completed

3.14 Table 3.9 below compares average house prices across the Borough, Surrey and selected London authorities²¹ for which Elmbridge has the strongest migratory links. In May 2014 the average price of a house in Elmbridge was 40% higher than the Surrey average and 37% higher than the selected London Boroughs. This can be attributed to the value of a detached property in Elmbridge, which is more akin with those in London authorities of Wandsworth, Merton and Richmond upon Thames.

3.15 To understand this in greater detail it's useful to examine areas of distinct value which disproportionately affect prices across the Borough. Zoopla²² identifies the average asking price of a property in St. George's Hill to be £5,440,194 (June 2014) and £1,782,808 in Oxshott. In comparison the average price of a house in Walton on Thames is £4,977,301 less than St. Georges Hill at £462,893. Therefore whilst affordability is a distinct issue for the Borough it is not as acute as average values would suggest.

Type	Elmbridge	Surrey	London ²³
Average	£691,056	£412,709	£469,621
Detached	£1,343,423	£692,247	£1,084,159
Semi-Detached	£560,516	£374,392	£703,754
Terraced	£439,073	£291,558	£512,132
Flat	£290,785	£221,053	£315,110

Table 3.9: Average House Prices Comparison

²¹ Kingston upon Thames, Hillingdon, Hounslow, Richmond upon Thames, Wandsworth, Sutton, Merton.

²² Zoopla – House Prices

²³ Selected London boroughs

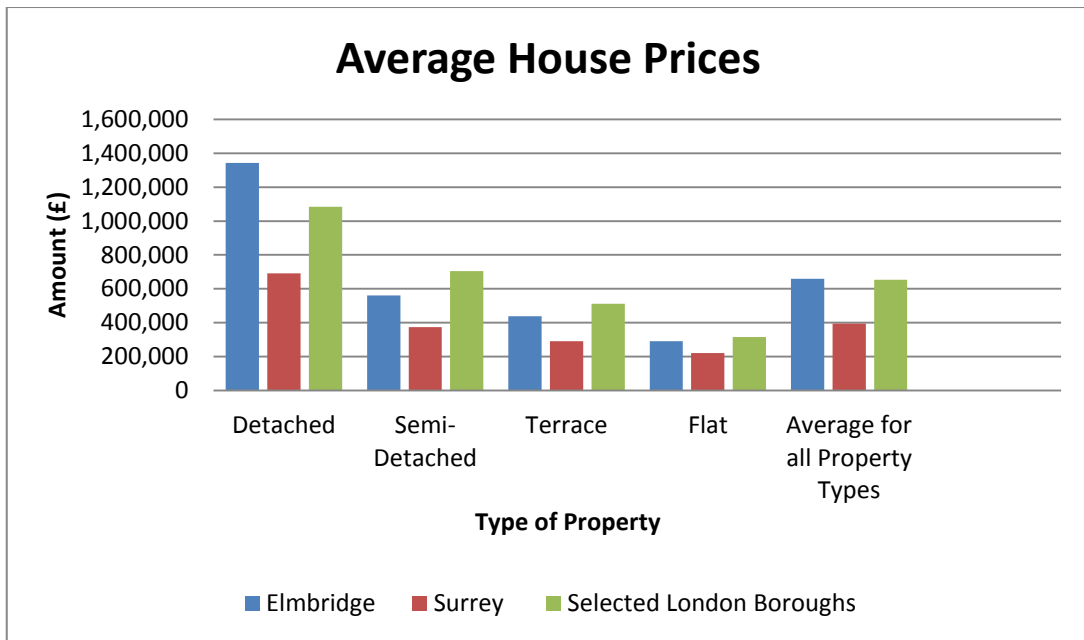


Table 3.10: Average House Price Comparison Graph

Gross Affordable Housing Delivery

3.16 Unlike market housing, which is measured in net units, affordable housing is reported annually as a gross unit figure. There were 48 gross affordable housing completions between 2013/14 over four sites accounting for around 17% of total, gross²⁴ delivery. This represents a slight increase on last years delivery of 44 gross units but a 44% decrease on the five year average of 85 gross units per annum. Table 3.10 breaks down the tenure mix of the 48 completed units 2013/14.

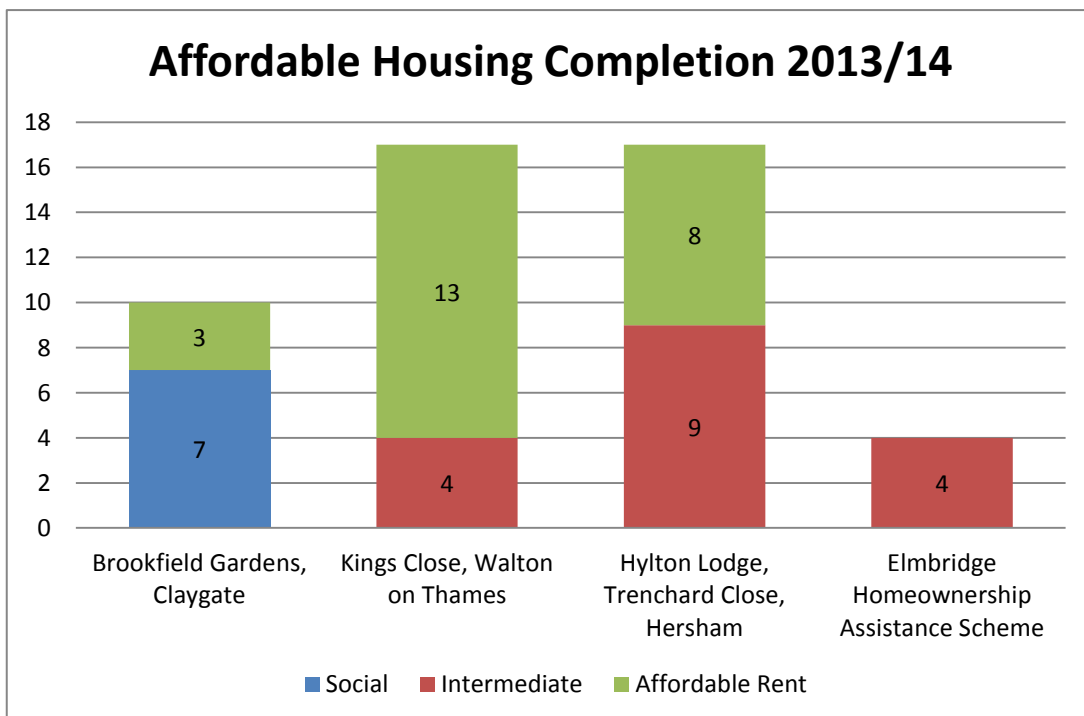


Table 3.11: Affordable Housing Completions 2013/14

²⁴ 282 gross units deliver 2013/14

3.17 Policy CS21 Affordable housing sets out the Council's intention to deliver at least 1,150 affordable homes between 2011 and 2026. The 48 units provided this year combined with 11/12 and 12/13 delivery mean that 932 units still remain to be delivered over the next 12 years and this equates to a 78 units per annum average. 27 of the 48 gross affordable units delivered 2013/14 were delivered by Paragon, 17 by Thames Valley and 4 through the Elmbridge Homeownership Assistance Scheme.

Affordable Housing Bedroom Mix

3.18 Local Plan targets aim for 65% of delivery to be 1 and 2 bedrooms with the remaining 35% being 3 and 4 bedrooms. 2011/12 saw 81% of all new homes being either 1 or 2 bedroom properties with the remaining 19% being 3 or 4 bedrooms. 2012/13 delivered 93% as 1 and 2 bedroom with the remaining 7% being 3 beds. 2013/14 saw considerable improvement with overall delivery of 1 and 2 bedroom units at 65% and 35% being 3 beds. Although no 4+ units were delivered, positives can be drawn from improved alignment with Core Strategy targets and a shift towards larger affordable units in comparison with previous years.

Type	Flats	Houses	Totals	% Proportion of Affordable Housing
1 Bed	14	0	14	23
2 Bed	21	4	25	40
3 Bed	0	23	23	37
4+ Bed	0	0	0	0
Total	35	27	62	100

Table 3.12: Proportion of new dwellings that are 1, 2 and 3 bedrooms

Affordable housing units coming forward

3.19 Positives can also be drawn from the considerable amount of affordable units which are under construction. 145 gross units are currently recorded as commenced and providing just 54% are delivered between 2014/15, average and residual requirements will be comfortably met.²⁵ Table 3.12 identifies those sites currently under construction that are delivering affordable units

²⁵ 78 units p.a. average

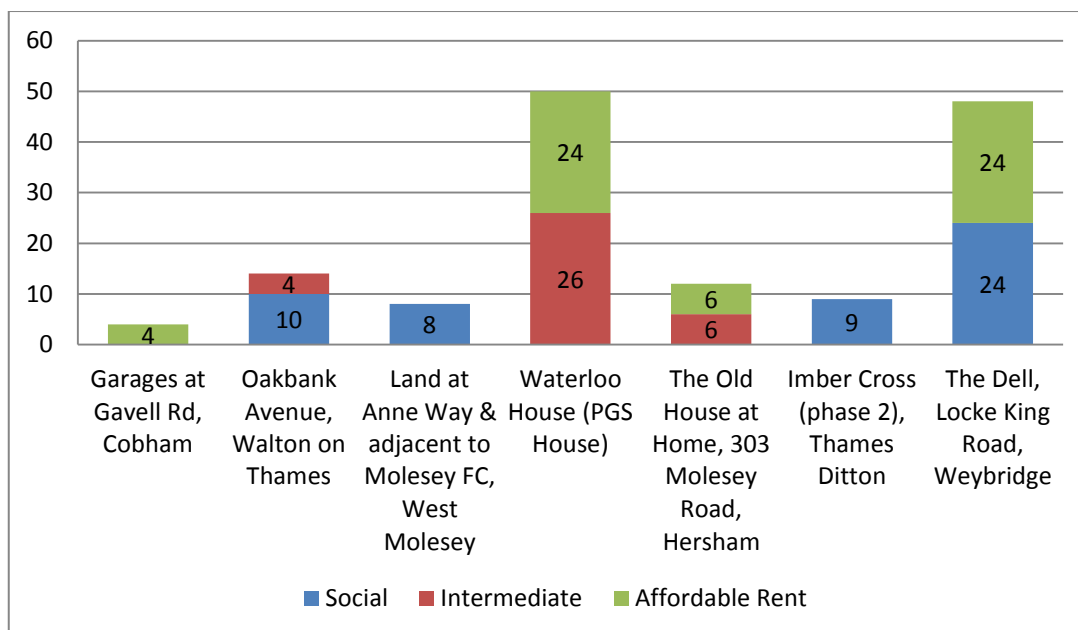


Table 3.13 Affordable Housing under Construction 2013/14

3.20 Every effort is made to ensure affordable housing data reported through the AMR is consistent with that held by Elmbridge Borough Councils Housing department. At the end of the monitoring year Housing reported 119 gross affordable completions, 71 units more than Planning. Justification for this discrepancy can be found in the omission of three sites by Planning, Imber Cross²⁶, The Dell²⁷ and Oakbank Avenue²⁸. However, at the end of the 13/14 monitoring year no completion data had been received from either Building Control or NHBC for these sites. As Planning relies on this data for end of year calculations, the sites were omitted and remain within Table 3.12. The three sites will be reported as complete in 14/15 AMR meaning that just 7 units gross need to be complete in order to meet residual targets of 78 units per annum.

Affordable Permissions

3.21 Permission was granted for 26 affordable units in 2013/14, one more than in 2012/13. Although this reduction in permitted units will have a negative effect on the supply pipeline for affordable dwellings, positives can be identified in the type of units granted, of which 14 were 4+ beds, 6 were 3 bed, and the remaining 3, 1 and 2 beds. This represents a shift towards larger affordable units being permitted, evidence of the 2011 Core Strategy target bedding in.

3.22 Seven of the 4+ bed units were permitted as part of Stompond Lane Sports Ground redevelopment. This is a Council owned site and thus in line with policy CS21, 50% of the gross number of units are to be affordable. Moreover the Council is committed to providing larger, family size affordable units, in sustainable locations that are capable of meeting the needs of young families.

²⁶ 9 units

²⁷ 48 units

²⁸ 14 units

- 3.23 The Council's policy on affordable housing in the Core Strategy introduced a variable requirement for affordable housing on all sites where there is a net increase in the number of dwellings. Part of this policy was the introduction of a financial contribution on developments of 1-4 units. Between 2013/14 the policy secured £2,639,619 from development contributions of which £234,554 has been paid. These contributions will be used to directly support the deliverable of affordable housing as well as other initiatives that will support improved access to more affordable accommodation, such as the Elmbridge Home Ownership Scheme outlined below.

Gypsies, Travellers and Travelling Showpeople

Objective/s

To provide for the identified pitch requirements of Gypsies and Travellers in sustainable locations supported by good quality facilities.

Indicators:

- Net additional pitches for Gypsies, Travellers and Travelling Show People Accommodation
- 3.24 There was no additional Gypsy, Travellers or Travelling Showpeople pitches provided in 2013/14. There is currently one publicly owned Gypsy and Traveller site in the Borough, at Woodstock Lane, Hinchley Wood, which has 16 pitches. There are also 5 private pitches in adjacent sites. In addition to this, there are a small number of other privately authorised sites elsewhere in the Borough, 4 of which have temporary planning permission for a 5 year period. No unauthorised sites were reported in 2013/14.
- 3.25 Following on from the Government publishing 'Planning for Gypsy and Traveller Sites' in 2011 and 'Planning Policy for Travellers Sites' (March 2012), the Council has prepared a Traveller Accommodation Assessment (TAA) to identify future pitch/plot needs for members of the Gypsy, Traveller and Travelling Show People.

The Councils 5 year supply requirement

- 3.26 The Council's five year requirement for 2014 - 2019 is 26 pitches. This includes the entire requirement for the period 2012 – 2017 (24 pitches) plus 1.2 pitches per annum from the requirement of 12 pitches across the period 2018 – 2027 (12 pitches divided by 10 years is 1.2 pitches per annum)
- 3.27 In accordance with the NPPF the Council is also required to provide a buffer of 5% to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.

- 3.28 Prior to the completion of the TAA the Council did not have a target for the provision of new pitches for Gypsies and Travellers. It is therefore unclear as to whether 2 years of providing no additional sites can be considered as 'persistent under delivery' in the same way which conventional forms of housing would be considered.
- 3.29 If the Council were to provide a 5% buffer the requirement for new pitches between 2014 and 2019 would be 27 pitches, whereas a 20% buffer would be 31 pitches across the same period.
- 3.30 The Council considers there to be 3 deliverable pitches during the period 2014 – 2019. This equates to a land supply of 0.6 years on the basis of 26 pitches required plus a 5% buffer (27 pitches) or a 0.4 years supply on the basis of 26 pitches required plus a 20% buffer (31 pitches)

Housing for Older People

Objective/s
To meet the needs of an increasingly ageing population through a variety of measures, including lifetime homes, specialist accommodation and care and support services that respond to their needs.

Indicators:

- Extra care and private sheltered completions
- 3.31 There was no Extra Care or Private Sheltered²⁹ accommodation catering specifically for the needs of older people completed in 2013/14. Over the next 10 years we will aim to increase provision of extra care units by 250 and private sheltered units by 200³⁰.

²⁹ Indicator does not measure the delivery of new residential care homes. Please see Appendix 5: Glossary of the Core Strategy for Extra Care Housing Definition.

³⁰ Subject to a review after 10 years of both types of units we will aim to increase units by a further 150 individually.

Pipeline: Applications Granted 13/14

Ref	Address	Units Proposed	Decision Date
2012/3215	Duneevan 72 - 76 Oatlands Drive Weybridge Surrey KT13 9HZ	65 Assisted living apartments	18/06/2013
2013/1304	B A B T Forsyth House Churchfield Road Walton-On-Thames Surrey KT12 2TD	59 Sheltered apartments for the elderly	14/08/2013
2013/3492	Stompond Lane Sports Ground Stompond Lane Walton-On-Thames Surrey KT12 1HF	60 Bed care home for the elderly	15/01/2014
2013/4334	Home of Compassion 58 High Street Thames Ditton Surrey KT7 0TT	285 ³¹ Bed residential care home	11/03/2014
2013/4490	Alexandra Lodge Monument Hill Weybridge Surrey KT13 8RY	Change of use from C3 to form one C2 sheltered elderly accommodation	16/01/2014

Table 3.14: Residential Care Schemes Permitted

3.32 The table above also records planning applications for residential care homes. This is for information purposes only as the development of such units does not count towards meeting this specific indicator

Conclusions and Actions Required

3.33 Within the reporting year 251 net additional dwellings were delivered, 26 above the 225 annual average requirement set out within the Core Strategy, reducing the Councils requirement to 2,568 by 2026. Although past delivery has shown consistent over delivery, the net additional dwelling figure has been falling annually.

3.34 Based on present projections the Council has a 6 year housing land supply of identified sites. This supply also exceeds the additional allowance referred to in the NPPF.

3.35 In the event that housing is not delivered as planned³² the Council will implement contingency measures as set out in the Monitoring chapter of the Core Strategy, paragraph 8.13.

³¹ Gross

³² Housing delivery has failed to achieve the levels of housing expected by more than 20% at the end of any rolling 3 year period. At the same point in time, the projected 5 year supply does not indicate that the shortfall will be compensated for by higher delivery in future years.

- 3.36 The delivery of affordable housing is closely linked to overall housing delivery and therefore contingency measures in the Core Strategy are equally as relevant to the delivery of affordable housing as they are to overall housing delivery. Whilst delivery in this and the previous monitoring year has been weak, the pipeline of housing is strong with considerable completions identified for next year. Affordable housing delivery will be kept under close review with extra measures being implemented³³ if overall delivery falls below agreed requirements.
- 3.37 Work is now underway identifying suitable pitches for Gypsies, Travellers and Travelling Showpeople through the Local Plan. More work needs to be done to ensure the Council has a strong supply of deliverable pitches over the five year period.
- 3.38 At this stage it is not considered necessary to implement any of the contingency measures set out in the Core Strategy in relation to the future delivery of housing in the Borough.

³³ As set out in Policy CS29 of the Elmbridge Core Strategy 2011

4 The Local Economy

- 4.1 The defining characteristics of Elmbridge are its suburban and residential nature and due to high levels of out commuting; over half the jobs in the Borough are taken by people living outside of Elmbridge. But despite this, there are still significant levels of employment land within the Borough. The area is traditionally characterised by low levels of unemployment³⁴, high levels of out commuting into London and a high proportion of residents with professional qualifications and higher than average incomes. In 2012 there were approximately 66,800 jobs located in Elmbridge. This equates to around 9.5% of all the jobs in Surrey. The number of jobs in the Borough has increased by 7,400 since 1997. This equates to growth of 12.4%. Over the same period jobs in Surrey increased at the same rate, however both were behind the national (12.8%) and regional levels of growth (13.5%). This is likely to partly be a function of commuting to London. The highest single year of jobs growth was experienced between 2011 and 2012, when around 2,500 new jobs were created which can be attributed to post recession recovery.

Employment Land

Objective/s
To maintain a thriving economy by providing an adequate supply of land and buildings, in the right places, to support a diverse range of business and commercial activity.

Indicators:

- Employment land available by type.
 - Total amount of additional employment floor space – by type
- 4.2 2012/13 saw a net gain of 10,752sqm employment floorspace which was almost wholly attributed to the completion of two detached five storey office buildings at Brooklands Weybridge which totalled 11,264sqm. Without this addition, delivery would have been more in line with net losses experienced in previous years.
- 4.3 2013/14 saw a return to the general pattern of decline amongst commercial buildings, particularly poorer grade office developments, experienced pre 2012/13. Table 4.1³⁵ below sets out delivery for 2013/14 monitoring year.

Indicator	Office (B1-Net) 12/13	Industrial (B2-Net) 12/13	Warehousing/ Distribution (B8-Net) 12/13
Total Floorspace (m ²) 13/14	291,300	158,265	223,904
Total amount of additional floorspace (m ²) ³⁶ 13/14	-4,574	-205	-194

Table 4.1: Summary of employment floorspace provision 2013/14

³⁴ 0.7% of 16-64 year olds seeking work

³⁵ Please note: total figures for employment land within the Commercial Property Market Study 2014 will not

³⁶ Based on confirmed completions in 2013/14

- 4.4 Core Strategy policies and policies within the soon to be adopted Development Management Plan aim to support growth of residential development in the most sustainable locations whilst limiting any losses to employment floorspace. Policies also seek to ensure that the Borough's towns and villages remain vibrant retail centres providing both services and employment for residents. That said, pressure on employment land from residential development continues as demand for housing, and the differential in the potential profits between residential and commercial developments, increases. This year 3,135sqm of employment floorspace was given over to housing use and this is indicative of on-going pressures to release employment land for residential use.
- 4.5 In May 2013 the Government amended the General Permitted Development Order to include the conversion of offices to residential use using prior approval. The aim of this new class of permitted development (to be referred to as the PD right) was to encourage the reuse of vacant office space that no longer meets the requirements of the market, allowing them to be converted quickly and easily to residential use.
- 4.6 In light of the Boroughs very strong residential market, with some of the highest values outside of London, it is reasonable to expect that the Borough is likely to receive a high number of PD office to residential conversion applications. However, the Borough also has a generally healthy office market, with good demand and strong rental levels for good quality office accommodation. Analysis indicates that the focus for office to residential conversion applications is likely to be for poorer quality, lower value office accommodation and that better quality accommodation achieving rental values of £25 per square foot upwards will not be economic to convert.
- 4.7 Between 1 April 2013 and 31 March 2014 there were a total of 34 PD applications across 27 sites. Prior approval was given on 17 individual sites. Five sites were refused prior approval, one of which was approved at a later date. c. 5,583sqm of B1 office space was approved through PD achieving 81 net additional residential dwellings. The Council is taking steps to manage these changes more effectively through the use of Article 4 Directions, which will reinstate the need to submit a planning application for change of use from offices to residential. Article 4 Directions will be applied to a number of agreed industrial areas³⁷ throughout the Borough.

Outstanding Permissions

2013/2014	B1(Office)	B2 (Industrial)	B8 (Warehousing/ Distribution)
Under Construction	-4,573	0	-14
Unimplemented Permissions	-2,685	1,253	-3,424

Table 4.2: Under Construction/Unimplemented Planning Permissions (net s.qm)

³⁷ Molesey Industrial Estate, Riverdene Industrial Estate, Brooklands Industrial Estate, Hersham Trading Estate and North Weylands Trading Estate

- 4.8 There are currently no schemes under construction that contain new B2 or B8 floorspace with no guarantees that those with planning permission will come forward. This absence of new development, despite developable land being available in employment areas, can be viewed as the markets current unwillingness to bring forward schemes of this type.
- 4.9 There are no significant schemes under construction for new office space but a considerable amount which is being converted or demolished to make way for new housing.

Employment Land Review (ELR) 2014

- 4.10 In December 2013 the Council commissioned GL Hearn to conduct a Commercial Property Market Study (CPMS) for the Borough. The purpose of the CPMS is to review the Borough's commercial property market, assess future demand for employment use types from a market demand and employment needs perspective and help to support decision making on;
- the potential allocation of employment sites for redevelopment
 - the designation of key areas of commercial property as strategic sites that would protect them from any redevelopment to non-employment uses
- 4.11 Bringing together market evidence the CPMS concluded that there is demand over the plan period for;
- B1a/b (Office and Research & Development): Demand for an additional 30,000 to 40,000 sq.m net;
 - B1c/B2 (Industrial): Surplus of 2,000 to 3,000 sq.m net;
 - B8 (Warehouse): Demand for an additional 20,000 to 30,000 sq.m net.

Future Delivery

- 4.12 An additional requirement when planning for employment land uses is to establish the Boroughs ability to meet its forecast need up to 2026. To do this, two contributing factors are considered, vacancy rates and opportunity sites. Finalised vacancy figures are set out in Table 4.3 below.

Total B1 (Office)	253,999	Total B2 (Industrial)	148,208	Total B8 (Warehousing / Distribution)	163,377
Total Vacant	53,065	Total Vacant	34,493	Total Vacant	59,774
% Vacant	21	% Vacant	23	% Vacant	37

Table 4.3: Vacancy Rates: Internal Survey

4.13 Ten³⁸ employment opportunities suitable for intensification or redevelopment have been identified through 2014 survey work. In total, 2.71ha hectares of B1 and 1.75ha of land for B8 land is considered suitable for the delivery of employment space in the next 15 years. Floorspace under construction, unimplemented permissions and vacant space³⁹ are also combined to form an Identified Employment Opportunity Sites total for the Borough. Combining the amount of developable land and existing vacant space within the Borough there is a surplus of 2.49ha of B1 land 0.82ha of B8 land to meet existing expected demand.

Local Enterprise Partnership (LEP)

4.14 LEPs play a central role in determining local economic priorities and undertaking activities to drive economic growth. Elmbridge sits within the Enterprise M3 LEP which includes 14 local authorities focused along or near the M3 motorway. In December 2013 the Enterprise M3 published the Draft Enterprise M3 Strategic Economic Plan setting out key objectives and investments for the next five years across the LEP area. Through this document and number of Growth Centres and Step Up Towns are identified for investment or concentrated transformative action however no areas within Elmbridge are included within this work. The Council remains committed to working closely within the LEP on the production of all relevant Local Plan documents.

Town Centres

Objective/s
To support and develop the distinctive roles of our town and village centres in order to provide a strong focus for commercial and community activity.

Indicators:

- The amount of new retail floorspace developed in town centres
- The amount of office floorspace developed in town centres

4.15 The importance of town and village centres in Elmbridge cannot be overstated, they act as a focal point for each settlement providing vital services to meet the needs of both residents and businesses. Elmbridge has an established hierarchy of 15 centres, which is unlikely to change in the foreseeable future, but within this, it is recognised that these centres must continue to develop in order to meet future challenges and address the needs and aspirations of the public and businesses alike.

³⁸ Three sites rolled forward from 2013 SHELAA

³⁹ A 10% discount rate has been applied across all uses allowing figures to be aligned with normal market vacancy levels of 8-10%. By sustaining a level of good quality existing space, movement and expansion of firms as well as choice of locations can be maintained.

4.16 A key aim is to strike an appropriate balance in terms of town centre development, promoting the role of town centres as the primary location for shopping, employment and higher density mixed use schemes, while maintaining and enhancing their character. Monitoring floorspace within these areas is therefore vital. Last year a review of the Boroughs retail centres was carried and reported in the 2012/13 AMR. The data provided represents a snapshot in time and intends to identify recognisable changes in the ways town centres are used and their physical development. This data has been updated through desktop work and reported in the 13/14 AMR.

Town Centre Floorspace

4.17 There is around 380,400sqm of floorspace across 1,650 units within the Borough's 15 town and village centres. Walton Town Centre is the largest of these centres accounting for over a quarter of all town centre floor space. A1 retail space accounts for around 30% of all space provided in town centre's.

4.18 This year saw a growth across all centres of 1,212sqm net across the 'A' retail uses, a 91sqm increase on last year figures. There was a recorded loss of 2,958sqm B1 office to other uses in the town and village centres, all of which was either demolished or converted to C3 residential, D2 assembly and leisure or retail and this is typical of wider trends across the Borough.

Indicator	Amount m ²
Total amount of additional floorspace in A1 ⁴⁰	150
Total amount of additional floorspace in A2 ⁴¹	423
Total amount of additional floorspace in A3 ⁴²	579
Total amount of additional floorspace in A4	0
Total amount of additional floorspace in A5	60
Total amount of additional floorspace in B1 ⁴³	-2,958

Table 4.4: Summary of Town Centre Uses

4.19 Esher has recently increased the quality and capacity of its town centre accommodation with the completion of the Aissela building. This building adds around 2,000sqm of grade 'A' B1 office floorspace to the centre indicating that there is strong demand for both good quality retail and office space in the area.

4.20 The majority of office floorspace in town and village centres is concentrated in three areas – Walton, Weybridge and Esher which contain 68% of all office floorspace in town centres. Using a combination of Council Tax and Valuation Office Agency floorspace data office floorspace vacancy is reported to be at 17%. Vacancy rates vary considerably across the Borough with Cobham and Queens Road, Weybridge having very little vacancy. Higher levels of vacancy in those centres with less floorspace however can be attributed to the vacancy of a single offices. In Hersham for example the entirety of the vacancy shown is from one office building - Mark House, Queens Road.

4.21 Office vacancy figures for each of the Boroughs 15 designated centres are set out in Table 4.5 below.

⁴⁰ Shops

⁴¹ Financial and Professional Services

⁴² Restaurants and Cafes

⁴³ Business Office, Research and Development, Light Industry

Centre	Floorspace (sqm)	Vacancy (%)
Weybridge	18,220 ⁴⁴	13
Esher	14,550	19
Walton	14,140	29
Cobham	4,333	0
Thames Ditton	4,282	12
Queens Road	3,692	2
Walton Halfway	2,785	41
Hersham	2,224	40
Bridge Road, Molesey	1,636	20
Claygate	1,561	18
East Molesey	1,282	5
Terrace Road, Walton	239	8
Oatlands, Weybridge	189	0
Hinchley Wood	17	0
Oxshott	0	0

Table 4.5: Office Vacancy Designated Centres

4.22 Since the 6 April 2014 permitted development rights have been extended to enable to the change of use from retail use class A1 or A2 to residential use class C3. Providing the existing retail use meets set criteria as defined within the GPDO then it can be converted to residential use through the prior approval process. A full analysis of applications approved of this type during the 14/15 monitoring year will be provided in next year's AMR.

Hotels and Tourism

Objective/s
To continue to Support the Borough's variety of tourist attraction whilst protecting the amenities of those who live close by and provide an adequate supply of visitor accommodation in appropriate and sustainable locations

Indicators:

- Number of new bed spaces provided
- Number of tourist attractions improved

4.23 Ensuring a healthy supply of hotel bed places to support local visitor attractions can bring a number of social and economic benefits to the Elmbridge residents and the Borough as a whole. In the 2013/14 reporting year no new hotel rooms were provided and no tourist attractions were reported to have improved within the monitoring year.

⁴⁴ Totals differ from Article 4 Planning Committee Report 25/03/14 – St Georges House and Clive House were included in Weybridge DC totals (3,495sqm total)

Conclusions and Actions Required

- 4.24 Within the reporting year there was a net loss of employment space across the 'B' uses and a limited amount of new floorspace delivered. This loss can predominantly be attributed to the on-going pressure to convert or demolish poorer quality employment space to make way for residential developments. It is likely that this trend will continue and be exacerbated by changes to PD rights, which allow offices to be converted to residential use through prior approval. Steps are being taken by the Council to manage this loss in the most appropriate way possible through the use of Article 4 Directions
- 4.25 Demand for new employment space is expected principally within the B1a/b⁴⁵ and B8⁴⁶ uses across the remaining 12 years of the Plan, up to 2026. It concluded that this demand could be met through both the development of a limited amount of opportunity sites and the refurbishment and subsequent occupancy of poorer quality, inefficient vacant space, of which there is a considerable amount within Elmbridge. What will be important for the Council over the coming years is identifying less efficient office space for other uses alongside those sites that can be intensified and improved to meet the demands of modern day business.
- 4.26 The Council intends to update its retail evidence base through the production of a new retail assessment. This assessment is expected to be produced by the end of 2015. The Council will continue to monitor town centre uses through town and village centre audits and internal monitoring databases. New retail development will continued to be promoted as high density mixed use schemes within the Borough identified retail areas in accordance with adopted and emerging planning policies.

⁴⁵ Demand for an additional 30,000 to 40,000 sqm net (2.3ha);

⁴⁶ Demand for an additional 20,000 to 30,000 sqm net (5.00ha)

5 The Local Environment

5.1 Ensuring that the Borough retains the high quality of both its natural and built environment is of key importance to both the Council and residents. Existing Local Plan policies aim to ensure that the Green Belt is maintained, areas of environmental, biodiversity and landscape importance are protected and the negative impacts on our most sensitive environments are adequately mitigated against. Policies also seek to limit the impact of development on local and global pollution, ensuring that development encourages the use of sustainable transport, supports the construction of energy efficient buildings and, wherever viable, increases the use of renewable energy. For purposes of clarity this chapter has been broken down into six sections;

- The Built Environment
- Landscape and Biodiversity
- Waterways and Flooding
- Sustainable Development
- Transport and Pollution
- Quality of Life

The Built Environment

Objective/s
To continue to protect the Green Belt in order to prevent coalescence of the Boroughs towns and villages and retain the distinctiveness of our local communities.
To protect the unique character of the Borough, and to enhance the high quality of the built, historic and natural environment.

Indicators:

- Percentage of the Borough that is Green Belt
- Percentage of development built within the urban areas
- Number of buildings on the 'Buildings at Risk Register
- Number of agreed prioritised up to date Conservation Area Appraisals
- Density of residential development
- Dwellings on previously developed land
- Total amount of employment floor space on built on previously developed

Green Belt

- 5.2 One of the main purposes of the Green Belt is to prevent the coalescence of towns and villages. For this reason it remains an important policy tool in ensuring the character of Elmbridge is retained. The Green Belt covers 57% of the Boroughs total land area and this figure has not changed or been altered within 2013/14.

Buildings at Risk

- 5.3 Within Elmbridge there are a number of important statutorily listed and locally listed buildings and English Heritage monitors those buildings considered to be at risk in the Borough. No additional buildings have been placed on this list within the reporting year.

Conservations Areas

- 5.4 A new conservation area was designated at Lakeside Esher and community based Conservation Area Management Plan (CAMP) documents for both Lakeside and an existing conservation area, Downside Village, were completed and endorsed by Planning Committee and the Council within 2013/14. This brings the total number of Conservation Areas covered by CAMPs in the Borough to 13.

Densities of Completed Developments

- 5.5 Density is the relationship between the gross (total) number of units delivered on a site and the area (in hectares) of that site, expressed as dwellings per hectare (dph). All recorded completions in 2013/14 were delivered at an average site density of 37 dph. Each year a significant number of 1-for-1 dwelling replacements occur on large sites⁴⁷ and when these are removed from the calculation, the average site density of additional new development is 58 dph. This represents an increase of 5dph on that recorded in 2012/13. Table 5.1 sets out the average densities achieved in the Borough between 2006 and 2012, broken down on a settlement-by-settlement basis and compares them with densities achieved in the reporting year.

Settlement Area	Gross Units Completed 2006-13	Average Site Density 2006-13	Gross Units Completed 2013-14	Average Site Density 2013-14
Elmbridge Borough	2929	51	282	58
Walton	823	59	125	53
Weybridge	510	83	20	30
Hersham	258	51	24	92
East & West Molesey	261	107	29	71
Thames Ditton, Long Ditton, Hinchley Wood & Weston Green	302	34	17	62
Esher	239	39	32	99
Cobham, Oxshott & Stoke D'Abernon	436	18	22	14
Claygate	100	43	13	32

⁴⁷ In the reporting year there were 88 gross units delivered as '1 for 1' dwelling replacements which did not deliver a net yield spread over 47 applications

Table 5.1: Average Site Development Densities (Ha) By Settlement Area 2006-14

Dwellings on Previously Developed Land

- 5.6 In the reporting year, 90%⁴⁸ of additional net dwellings were completed on previously developed land (PDL). This represents a 6% increase on the previous reporting year's figure of 84%. Of the 12 net units delivered on greenfield land, all were granted or submitted prior to the publication of the NPPF which restricts the inappropriate development on residential gardens.

Landscape and Biodiversity

Objective/s

To enhance the distinctiveness and diversity of the landscapes within the Green Belt, and to promote improvements to our network of strategic and local open land and green corridors, balancing the desire to increase access to the open countryside with the need to protect and enhance biodiversity interests.

Indicators

- Number of environmental improvement schemes
 - Amount of open space accessible to the public
 - Number of areas of Nature Conservation Interest threatened by impact of new development
 - The efficacy of SANGS as set out in the TBH SPA Delivery Framework
 - Amount of Planning contributions spent on Green Infrastructure
 - Status of Annex 1 Bird Species of TBH SPA (Results of the 2012 Monitoring Programme for Natural England)
 - Number area and condition of regionally or locally designated wildlife sites
 - Condition of Elmbridge SSSIs
 - Enhancement and creation Surrey BAP habitat-**Revised indicator**
 - Tree Strategy in place to deliver relevant targets in accordance with national guidance
- 5.7 Three environmental improvement schemes have been undertaken within the Borough, these being, work at Brooklands Community Park and Arbrook, Littleworth, Fairmile and West End Commons. Whilst the projects have not delivered additional areas of open space they have resulted in improvements to the capacity of existing sites and enhancements to important habitats.
- 5.8 Brooklands Community Park is one of the Borough's Suitable Accessible Natural Green Spaces (SANGs) designed to help mitigate the adverse effects of new development on the Thames Basin Heaths Special Protection Area (SPA) by providing an alternative place to visit. Enhancement works to increase visitor capacity at the site have been agreed with Natural England and are funded through developer contributions⁴⁹. Work has included a new woodland pond, tree thinning, a circular walking route including a boardwalk, and additional car parking.

⁴⁸ 225 units

⁴⁹ Infrastructure Delivery Plan and Brooklands Community Park SAN Proposal

- 5.9 Woodland management activities have taken place at Arbrook Common where around 1.6 hectares have been coppiced and 1.5 hectares thinned. A further 6 hectares have been thinned at Littleworth Common. These works have increased light into the sites resulting in improvements to biodiversity and access. A pond restoration programme has taken place at Middle Pond, Halfpenny Pond, and Chequers Pond on Fairmile and West End Commons involving removal of fish and extensive desilting works. This has resulted in significant biodiversity improvements and, coupled with the associated landscaping works, will improve accessibility.
- 5.10 Elmbridge also contains a number of protected landscapes and wildlife areas ranging from internationally designated habitats such as the Thames Basin Heaths through to locally protected nature reserves. Together these provide an important part of our green infrastructure which not only support wildlife but also add to the overall character of the Borough.

Internationally protected habitats

- 5.11 SPAs are European designated sites identified by Natural England as being important for the feeding, wintering or the migration of rare and vulnerable species of birds. Species of relevance to Elmbridge's SPA are the Nightjar, Woodlark and Dartford Warbler.
- 5.12 In 2007 the Council adopted a new policy to support the protection of the Thames Basin Heaths Special Protection Area (SPA). The Council collects contributions from developers to support mitigation measures that reduce the impact of new development on these sensitive areas. There are two elements involved in doing so:
- Supporting the development of Suitable Accessible Natural Greenspace (SANG) to provide alternative areas of recreation in the Borough with a view to reducing visitor pressure on the SPA.
 - The Local Authorities that surround the SPA along with other partners have established the Joint Strategic Partnership Board to plan for the long-term protection of the SPA in a consistent and coordinated way. Whilst individual Boroughs/districts are responsible for the delivery of SANGs, the Board coordinates the Strategic Access Management and Monitoring project (SAMM). SAMM provides the baseline assessment and on-going data to measure the effect of visitor numbers on the SPA and evaluate the success of avoidance and mitigation measures, including the effectiveness of SANGs. The project is jointly funded through developer contributions collected across the 11 SPA local authorities.
- 5.13 In 2013/14 11 residential units were granted planning permission within 5km of the SPA, with a resulting £51,381 committed to support mitigation measure to protect the Thames Basin Heaths. This can be broken down as £37,357 for SANGS and £14,024 for SAMM.

	Units permitted in the SPA mitigation zone 2012/13	Potential contributions from units permitted 2012/13	Amount from invoice made during 2012/13	Total amount collected to date to support mitigation
SANG	11	£37,357	£35,636	£324,863
SAMM		£14,024	£16,468	

Table 5.2: Summary of collections to support mitigation of housing development on the Thames Basin Heaths SPA

5.14 Since the introduction of this policy the number of protected birds in these habitats has, in general, continued to increase. The drop in Dartford Warbler numbers in 2008 was due to the severe winter in 2008/9 and the lower woodlark numbers in 2013 is most probably due to the cold/wet start to the year. The results of the most recent 2013 Monitoring Programme from Natural England are contained within Table 5.3 below.

Species	Survey Year	2007	2008	2009	2010	2011	2012	2013
Nightjar	SPA	289	248	281 ⁵⁰	312	313	313	314
Woodlark	SPA	224	150	151	150	151	197	130
Dartford Warbler	SPA	511	464	61	38	46	85	117

Table 5.3: Actual Counts of Annex 1 Bird territories on the THB SPA and Peripheral Sites 2007-13

5.15 A large scale visitor survey was undertaken across the Thames Basin Heaths SPA to replicate and expand the visitor survey undertaken in 2005, which supported its designation. In 2012, a total of 5,454 adult, 957 children and 4,314 dogs visited the SPA. The majority of visitors arrived by car and were local e.g. 94% within 5km. When compared with the 2005 survey the total number of people entering the SPA was 10% higher. However, this difference was not considered to be significant and falls within the limits of what could be expected by chance. This data in no way tests the effectiveness of SANG as a mitigation measure and further work is ongoing to investigate this.

Nationally and locally designated sites

5.16 Elmbridge also possesses a number of nationally and locally designated wildlife sites and Sites of Special Scientific Interest (SSSIs) which are regularly surveyed by Natural England as to their quality, the results and current conditions of the Boroughs 3 SSSIs are contained within Table 5.4 below. They remain unchanged from the previous year. There have been no identified threats to areas of Nature Conservation Interest from new development 2013/14 nor were there any new designations of locally or regionally important wildlife sites. A breakdown of existing wildlife sites and status of Sites of Nature Conservation Importance (SNCl)s is provided in Table 5.5 and 5.6 below.

⁵⁰ Some 2007 totals have been modified to include peripheral sites

Name of SSSI	Date compiled	Main Habitat	Area (Ha)	Assessment description
1. Esher Commons	01/10/2014	Broadleaved, mixed and yew woodland – lowland Dwarf shrub heath – lowland Standing open water and canals	424.28	% of area in favourable condition- 20.33% % Area unfavourable/ recovering - 79.67%
2. Knight & Bessborough Reservoirs	01/10/2014	Standing open water and canals	63.43	100% in favourable condition
3. Ockham and Wisley Commons	01/10/2014	Dwarf shrub heath - lowland	24.31	% Area in favourable condition - 33.19% % Area unfavourable recovering - 66.81%

Table 5.4: Condition of Elmbridge SSSIs

Designation	Area	Number of Sites
SSSIs	445.5 ha	3 sites
SNCIs	1003.55 ha	20 sites
LNRs	243.15 ha	5 sites
SPAs/Ramsar	87.37 ha	2 sites

Table 5.5: Number and area of locally designated wildlife sites

Borough	Total Number of SNCIs	Number of SNCIs meeting 160-000	2009	2011	2012	2013
Elmbridge	22 ⁵¹	13	9 (43%)	11 (52%)	12 (57%)	13 (59%)

Table 5.6: Number and status of the Boroughs SNCIS

Biodiversity Action Plans (BAPs)

5.17 The Government has introduced a number of changes to biodiversity designations and how these are coordinated, monitored and managed. Biodiversity Action Plan Habitats are now recommended for protection, restoration and re-creation through local planning policy as Priority Habitats and are listed as Habitats of Principal Importance in Section 41 of the Natural Environment and Rural Communities Act. Areas where the restoration and re-creation of Priority Habitats should be focussed are known as Biodiversity Opportunity Areas (BOAs), and are identified on the Local Plan Policies Map. Whilst new national targets for restoration and re-creation of priority habitats are being developed for 'Biodiversity 2020: A Strategy for England's wildlife and ecosystem services', these have yet to be separated for monitoring local progress at the district level.

⁵¹ This was previously incorrectly recorded as 20. The update to 22 does not affect the status data.

5.18 This work is to be taken forward by the newly formed Surrey Nature Partnership and through the further development of the Surrey Habitat Framework—aimed at accurately measuring local biodiversity gains and losses. The results will be reflected in future AMRs.

Waterways and Flooding

Objective/s

To take part in a co-ordinated approach to the management of the Boroughs waterways in a way that protects and enhances their distinct role and character and that minimises their potential to flood.

Indicators:

- Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds.
- Percentage of developments involving SUDs

5.19 The Borough’s location means that there is considerable risk from flooding. The Thames, Mole and Wey all flow through the Borough and are susceptible to flooding. It is therefore important that an accurate record of flood risk is maintained and those policies that mitigate the potential impact of flooding on a development are properly implemented and the Borough’s natural flood storage is not reduced as a result of new development. New development within either flood zones 2 or 3 can be considered most at risk.

5.20 In the event that development takes place in flood zones 2 or 3, the Council will require flood resistance and resilience measures in line with current Environment Agency advice, and advice included within the Elmbridge SFRA. Within the reporting year there were no applications granted contrary to EA advice⁵². To help alleviate against future risk from flooding it is expected that all new applications for residential development within flood zones 2 and 3 will require surface water runoff control, as near to its source as possible, and at greenfield rates.

5.21 All new development will need to contain Sustainable Drainage Systems Usage (SuDS) in line with the Councils Climate Neutral Development Checklist (CNDC). Where SuDS have not been used the applicant should justify the reasons why. Of the 150 consents for new residential development which would normally be expected to provide evidence of SuDS incorporation in the scheme, 48 did not specify SuDS usage for a number of reasons. Greater detail of these permissions is contained within table 5.7 below. Permeable surfacing and rainwater collection were the two most commonly used SuDS accounting for 88% collectively.

Number of Applications	Justification for no CNDC
12	No CNC
4	CNDC attached with no SuDS proposes
22	Conversion, change of use, subdivision or extension
7	Granted on appeal-submitted pre C26
1	Retrospective

Table 5.7 No. of application that did not provided a CNDC

⁵² Policy C26 Flooding Elmbridge Core Strategy 2011

Sustainable Development

Objective/s

To promote sustainable lifestyles and reduce the Borough's ecological footprint through minimising and reducing the need to travel, minimising the use of natural resources and maximising the use of renewable energy.

Indicators:

- Renewable energy generation
- Percentage of household waste sent for reuse, recycling or composting
- Per capita reduction in CO₂ emissions in the Borough
- Number of homes built to 'Code for Sustainable Homes'

5.22 Sensible approaches to managing the impacts new development on CO₂ emissions can ensure that the high quality of life and environment enjoyed by most residents is maintained now and well into the future. The following information sets out how new development permission in the Borough intends to address these impacts.

5.23 A total 150 permissions were granted for new residential development between 2013/14⁵³. 71% of applications stated whether or not they proposed to use renewable energy, with 50% stating that renewable energy would be used. 29% of the 150 applications provided no information. The table below sets out renewable energy types amongst permissions which proposed to use some form of renewable energy.

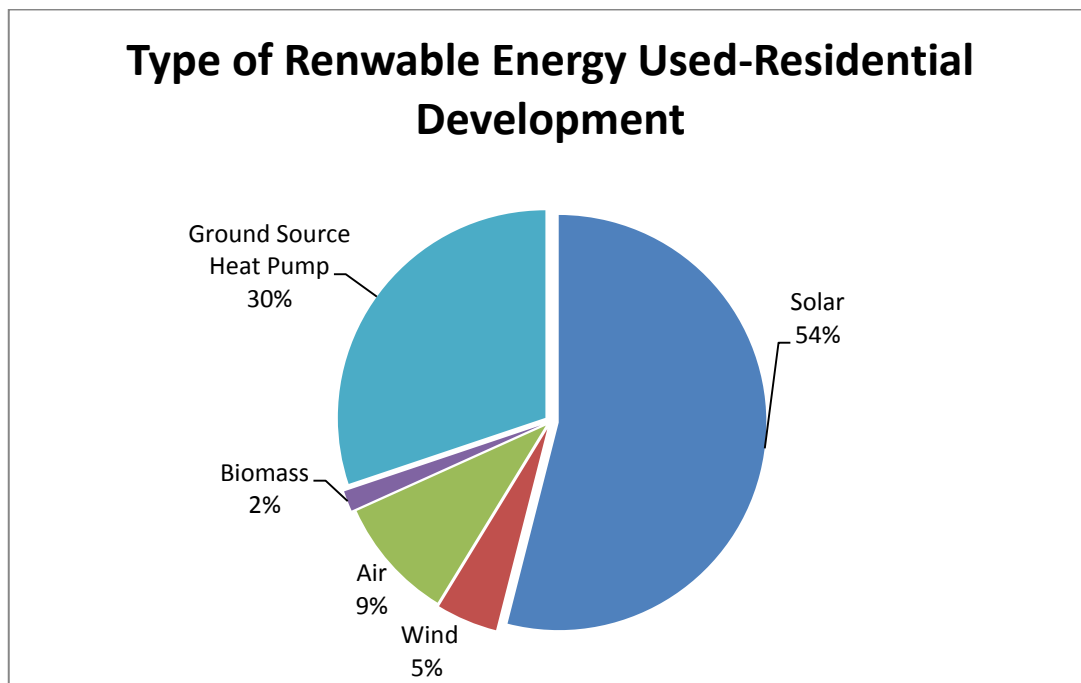


Table 5.8: Types of renewable energy used

⁵³ 1 for 1 and net gain

5.24 During 2012/13 solar energy was the most commonly proposed form of renewable energy, accounting for 49% overall. The same was true this year with solar accounting for 54% of renewable proposals. 49.1% of household waste was sent to recycling, a 1% decrease on the previous year's figures.

Code for Sustainable Homes

5.25 42 (28%) permissions for new residential units had no Climate Neutral Checklist attached either because they were change of use, conversions, renewals, applications made prior to Core Strategy adoption but permitted through the appeals process or had no checklist attached. This represents a 16% increase on 12/13. Justification for this increase lies with the number of applications for office to residential conversion under PD which does not require the submission on a Climate Neutral Checklist.

5.26 Applications permitted meeting 3, 4, 5 and 6 star rating are presented in the table below. The percentage value is assessed against the total number of applications permitted within the reporting year.⁵⁴ Please note that the figures just take account of applications which provided CfSH data.

Star rating	Number of applications	% of Total apps	Units-(gross)
3	97	65	198
4	11	7	165
5	0	0	0
6	0	0	0

Table 5.9: Received Applications 2013/14 and CfSH rating

Transport and Pollution

Objective/s
To reduce people reliance on driving, by directing new development to sustainable locations, to reduce peoples reliance on driving, by directing new development to sustainable location, promoting attractive and convenient alternatives to using the private car and in doing so reducing congestion and pollution caused by traffic

Indicators:

- Congestion levels
- Pollution levels in AQMAs
- Number of travel plans submitted
- Length of cycleways and footways
- Number of train stations improved
- Number of bus services improved

⁵⁴ 150 applications for new residential development

Transport:

- 5.27 Elmbridge is highly desirable place to live with an increasing population⁵⁵ and within close proximity and easy commuting distance to London. With this come significant opportunities but also considerable challenges in terms of traffic generation and subsequent pollution and congestion levels. There are a number of key challenges ahead in terms of identifying congestion pinch points and the Council along with Surrey County Council (SCC) must respond effectively in order to minimise further negative effects being felt on the Borough's roads and public transport networks.
- 5.28 SCC is the lead Transport and Highways authority responsible for the delivery of congestion alleviation throughout Elmbridge. There have been no significant measures taken to alleviate congestion in the Borough in 2013/14. However, SCC produced a Congestion Strategy in 2011 and building on from this have developed a Congestion Programme covering each local authority, prepared in consultation with stakeholders⁵⁶. Strategic hotspots are identified and a programme of interventions are proposed for 2015 to 2019⁵⁷. SCC also take responsibility for assessing Travel Plans submitted for appropriate mitigation against the effects of new development. Within 2013/14 there were a reported 8 applications of this type.
- 5.29 No cycleway or footways were completed during the reporting year. The Surrey Cycle Strategy 2014-2026 identifies one cycle scheme in Elmbridge, set out below, which has recently commenced;
- Walton Bridge links cycle path, linking Walton Bridge to Walton town centre, Elmbridge leisure centre and Upper Halliford

Pollution:

- 5.30 There has been a 0.4 tonnes per capita increase in estimated CO₂ emissions between 2011 and 2012, and this represents the most up to date data available. The largest contribution to CO₂ continues to come from domestic properties, which contributed just over 40% of all emissions in 2012.

Year	Industry/ Commercial	Domestic	Road Transport	Total
2005	2.0	3.0	2.5	7.5
2006	2.0	2.9	2.6	7.5
2007	1.9	2.9	2.5	7.3
2008	2.0	2.9	2.4	7.3
2009	1.7	2.7	2.3	6.7
2010	1.8	2.9	2.3	7.0
2011	1.6	2.5	2.2	6.3
2012	1.7	2.8	2.2	6.7

Table 5.10: Elmbridge Borough Council CO₂ Emissions estimates 2005-2012⁵⁸

⁵⁵ The 3rd highest in Surrey: Reigate and Banstead 141,073, Guildford 141,009, Elmbridge 132,179. Source: Surrey, 2013 population estimates

⁵⁶ Surrey Transport Plan - Elmbridge Local Transport Strategy and Forward Plan (Sept. 2014)

⁵⁷ Surrey Transport Plan - Elmbridge Local Transport Strategy and Forward Plan (Sept. 2014)

⁵⁸ DECC statistics 2005-2012

- 5.31 While overall CO₂ levels in the Borough during 2012 compare favourably with Surrey (7.1 tonnes per capita) and national averages (7.2 tonnes per capita), domestic emissions in Elmbridge (2.8 tonnes per capita) are the highest in Surrey and above the national average (2.2 tonnes per capita)⁵⁹. The Council acknowledges this problem and is actively working to tackle related issues. The Council adopted a Local Climate Change Action Plan in 2009 in partnership with the Energy Saving Trust, identifying a way forward in dealing with all aspects of climate change. The plan has been reviewed annually and new actions identified. Within the reporting year 2013/2014 a new action plan has been prepared for implementation in 2014/2015. The Council continues to work with Action Surrey, which helps residents across Surrey to reduce their energy bills and their energy consumption.
- 5.32 The majority of Nitrogen Dioxide (NO₂) is produced as a result of vehicle use and congestion levels. The levels in the Borough are monitored and Air Quality Management Areas (AQMA) are declared where the national air quality objectives are unlikely to be achieved. A Local Air Quality Action Plan must then be put together to improve the air quality in these areas. Table 5.11 shows the number of nitrogen dioxide (NO₂) diffusion tube monitoring points within each AQMA for 2013/14 and the number of tubes that recorded annual levels in excess of the EU Air Quality Objective of 40µg/m³

AQMA	Number of Monitoring Points	Number of Monitoring Points exceeding the Air Quality Objective
Esher High St	8	6
Walton Road, Molesey	4	3
Hampton Court	4	3 (in one location)
Hinchley Wood	2	1
High St and Church St, Walton	4	4
Weybridge High St	10	8 (3 in one location)
Cobham High St	2	2

Table 5.11: Air Quality Management Areas in Elmbridge

- 5.33 The above table sets out the number of monitoring points exceeding air quality objectives in each of the seven designated Air Quality Management Areas. The Walton High Street AQMA was extended into Church Street in November 2013 as monitoring indicated that air quality exceeding agreed levels in this area. The highest levels were recorded in Esher High Street, Hampton Court Parade and Church Street, Weybridge. A Local Air Quality Action Plan has now been agreed and all the actions contained within this plan will be progressed. The AQMA's will continue to be monitored to ascertain the longer term trend.
- 5.34 It is evident that there is a significant challenge to reduce the amount of air pollution in the Borough. In March 2011, the Council successfully justified the need to set levels of building sustainability in advance of those set out nationally through Core Strategy Policy CS27 'Sustainable Buildings'. The Council's uplift in building requirements through the Code for Sustainable Homes and continual improvements in the availability and affordability of

⁵⁹ DECC statistics "Local & Regional CO₂ emission estimates for 2005-2012 Full Dataset" Total figures are amended from original dataset to reflect sum of three CO₂ sources.

technology⁶⁰ should have a positive effect on reducing the impact on new development on CO₂ and NO₂ emissions. However, it should be noted that the positive impact of developing new energy efficient homes in the future will be limited, as over the 15 year time span of the Core Strategy, new development⁶¹ will form just 6% of the total housing stock. Policies outside of the planning system will be of key importance in encouraging the reduction in the use of energy across households and businesses.

Quality of Life

Objective/s

To retain the high quality of life experienced by most Borough residents and share the benefits across all sections of the community.

To deliver high quality buildings and neighbourhoods that enhance character, improve people's sense of safety and security and promote healthier lifestyles.

Indicators

- Resident satisfaction with Council services
- Residents feeling of safety in the Borough
- Overall health residents and adult participation in sport

5.35 The above indicators replace the original National Indicators (NI) set out in the Core Strategy which have now been removed and are no longer monitored. These indicators are taken from a Council led survey of Elmbridge residents to help us gauge how well we are doing in general.

5.36 The survey, known as the Residents Panel Survey, was most recently carried out in autumn 2013 and received 544 responses. 86% of residents said they were satisfied with a number of Council services, representing a 7% increase on 2012, with 11% reporting dissatisfaction with Council services, up 4% since 2012. Residents were asked to think about the last 12 months and say how satisfied they were with a number of Council services. 39% of respondents reported being satisfied with the services offered by the Planning department. Respondents were also asked to consider which issues are the most important for Elmbridge over the next five years. Protecting the character of the area from building development was a high a priority at 52% however providing more affordable housing was not considered so important at 17%. Residents were asked how safe they felt when outside their local area during the day and after dark. 61% feel very or fairly unsafe when outside in the local area after dark, compared to 88% during the day.

⁶⁰ A cost review published by DCLG in September, 2011, estimated that compliance with minimal national requirements could be achieved at a 1.1% addition to construction costs

⁶¹ Based on housing allocation from 2011 to 2026 in adopted Core Strategy.

5.37 Promoting healthier lifestyles is an important objective of the Council and helps to measure overall quality of life. In July 2014 Public Health England published a short Health Profile report for the Borough which covered general health, deprivation, life expectancy, and ethnicity of residents. In Summary the report found that the health of people in Elmbridge is generally better than the England average. Deprivation is lower than average, however about 8.7% (2,300) children live in poverty. Life expectancy for both men and women is higher than the England average however life expectancy is 6.1 years lower for men and 3.5 years lower for women in the most deprived areas of Elmbridge than in the least deprived areas. The majority of indicators which measure the health of residents in the Borough were identified as significantly better than the England average with the remainder, bar one being not significantly different from the England average. Incidences of malignant melanoma amongst residents was highlighted as being significantly worse than the England average.

Conclusions and Future Actions

5.38 It is evident that there are considerable challenges ahead in terms of reducing the carbon footprint of new development and mitigating potential negative effects on the Boroughs landscape and biodiversity assets. Early signs indicate a growing awareness amongst developers and applicants in achieving sustainable development, evidenced by the use of SuDS and renewable energy being recorded in completed developments and those coming forward. It is also evident however that relaxed planning regulations which negate the need for climate neutral checking could hinder objectives set out in policy CS26.

5.39 The Council will continue to monitor the effectiveness of environmental policies through the AMR and other evidence base documents, working closely with relevant stakeholders to ensure the most sustainable development for Elmbridge is achieved. The Council will also review current indicators to ensure the most up to date and relevant tools are in place to measure the effectiveness of adopted policies.

5.40 The Council commissioned consultants, URS, to undertake a review of the Strategic Flood Risk Assessment (SFRA) in January 2014. The previous SFRA was produced in December 2007 and thus an update of existing evidence is required to take account of changing geographies and the impact of new development. The Council has worked closely with the Environment Agency and other key stakeholders in producing the Assessment. Updated evidence will feed into the progression of Local Plan documents, including a Flood Risk Supplementary Planning Document, and help ensure best practice approaches to flood risk management are incorporated into future development decisions. The SFRA is expected to be published early in 2015.

6 Infrastructure

Objective/s

To respond to the social and physical infrastructure needs arising from new development in a way that delivers sustainable growth.

Indicators:

- Amount of contributions collected
- Infrastructure supported through planning contributions

- 6.1 Local infrastructure planning in Elmbridge is of paramount importance. It plays a key role in identifying what infrastructure is needed to meet current and future demands and it enables the delivery of required improvements to achieve the vision for Elmbridge, as set out in the Local Plan. It is about ensuring that the Borough grows in a sustainable way, providing not just homes and jobs, but all the other elements that collectively make the area a great place to live, work and visit. By infrastructure we mean physical or hard infrastructure such as utilities and transport; green infrastructure such as parks, open spaces and the natural environment; and social infrastructure such as schools, health facilities and other public service centres.
- 6.2 Housing development in Elmbridge is principally on small sites of less than 10 units. Over the years this has placed an increasing amount of incremental pressure on local infrastructure. To ensure continued funds to support infrastructure improvements the Council is actively pursuing new means to deliver required infrastructure through partnership working and in response to government change on planning contributions, successfully introduced the Community Infrastructure Levy in April 2013.
- 6.3 The Community Infrastructure Levy is a charge on the increase in development within a Borough in order to address the impacts of development locally. Prior to adopting CIL the Council had to prepare a charging schedule setting out the amount of CIL it would like to charge which was then examined by an inspector to assess whether the charges set were reasonable and would not compromise the delivery of development within the Borough.
- 6.4 The Council's charging schedule was examined in November 2012 and found to be sound with the authority starting to collect CIL on the 1 April 2013. In July 2013, the Council agreed governance arrangements for the spend of CIL receipts collected, which included a decision to pass a 'meaningful amount' of 25% of contributions collected each year to communities. In doing so, Elmbridge became the first authority in the country to uniformly apply this high rate across all its areas.
- 6.5 Legislation requires this meaningful amount to be passed on to either Parish Councils or Neighbourhood Forum where these exist. As Elmbridge has only one parish and no neighbourhood forums the Council has established Local Spending Boards through which bids for funding from this local allocation can be considered and supported. The remaining strategic allocation is then considered through a Strategic Spending Board which recommends allocations to the Council's Cabinet.

6.6 Overall, the new approach is considered more transparent; bespoke to circumstances in Elmbridge, tying in with our settlement-based approach to planning; and more democratic in its outlook, with elected members playing a central role in shaping priorities and delivering improvements.

Amount Collected

6.7 As part of the evidence supporting the introduction of CIL in Elmbridge the Council estimated the overall amount of money that would be collected. Based on expected future delivery of market and affordable housing it was estimated that around £2m of CIL would be collected each year with a total of just over £20m being collected by 2023.

6.8 During the period 2013/14 the Council collected a total of £1,687,470. Whilst this is smaller than the average expected it was anticipated that this amount would be smaller in the first year of collection with the average annual income increasing over time as all development coming through pays CIL.

6.9 During this period the Government also made significant changes to the way in which CIL could be charged. Relief from CIL was introduced for all residential extensions and all development classified as self-build. This will have an impact on the overall amounts collected, however, in estimating future CIL income extensions and one for one replacements were not considered and as such expected income in the future is not likely to be significantly affected by these changes.

6.10 Unlike the previous tariff based approach to developer contributions CIL is not automatically allocated to different types of infrastructure. All the money raised through the Levy is paid into a central pot and then allocated from that pot to different projects. In addition, as mentioned above, a meaningful proportion of CIL is given to local communities to be spent on improvements that offset the negative impact of development locally.

6.11 The table below sets out the meaningful amount collected within each settlement area as a result of new development in that area for the 2013/14 period.

Settlement Area	Meaningful proportion
Walton on Thames	£137,887.72
Weybridge	£24,343.76
Hersham	£21,274.65
East & West Molesey	£93,709.20
Thames Ditton, Long Ditton, Hinchley Wood and Weston Green	£11,929.93
Esher	£13,478.13
Cobham, Oxshott Stoke D'Abernon, Downside	£61,632.00
Claygate	£12,918.71

Table 6.1: Amount of CIL collected 13/14

Amount allocated

6.12 As the Community Infrastructure Levy was introduced in 2013/14 no infrastructure was funded through the Community Infrastructure Levy within this period. However, since the end of the financial year the Council has been through the first phase of its allocation procedures for money raised during this period. The Governance arrangements for CIL were agreed in July 2013 and the first local spending board meetings were convened in July and September 2014 with the Strategic Spending Board having its first meeting on 29 September 2014. Outlined below are the improvements that were agreed to be funded using the CIL money raised during the reporting year.

6.13 No projects were put forward by Elmbridge Borough Council for the strategic spending element of CIL as it was decided to ensure all projects were considered as part of the Council's capital bidding process and therefore bids would be put forward in the second round of funding at the start of 2015.

Project	Settlement Area	Delivery body	Total Cost	CIL funding
Esher Transport Study	Esher	Surrey CC	£50,000	£50,000
Burwood Road School Safety Measures	Hersham	Surrey CC	£140,000	£85,000
Long Ditton School Safety Measures	Dittons, Hinchley Wood and Weston Green	Surrey CC	£112,500	£90,500
Fairmile Lane Safety Improvements	Cobham, Oxshott and Stoke D'Abernon	Surrey CC	£45,000	£22,500
Stoke Road Speed Management Measures	Cobham, Oxshott and Stoke D'Abernon	Surrey CC	£20,000	£10,000
Oxshott Speed Management Measures	Cobham, Oxshott and Stoke D'Abernon	Surrey CC	£34,000	£25,000
Burhill Primary School Expansion	Hersham	Surrey CC	£7,650,000	£150,000
Improvements to Molesey Rowing Club	E&W Molesey	Molesey Rowing Club	£298,456	£50,000
Total			£8,349,956	£483,000

Table 6.2: Strategic Projects Receiving CIL

Local Allocations in Settlement Areas

6.14 Outlined in table 6.3 are the allocations made through Local Spending Boards. These allocations are from the 25% meaningful proportion allocated to each settlement area as required by the CIL regulations. Areas with no spend indicates that they either had no money to allocate or no bids came forward as part of the first round of spending bids.

Settlement Area	Project	Delivery Body	Project Cost	Allocation
Weybridge	Repair of toilet facilities	Weyfarer's Rowing Club	£7,000	£3,750
Hersham	Scout Hall Improvements	1 st Hersham Scout Group	£6,000	£6,000
Cobham, Oxshott and Stoke D'Abernon	Purchase of a buggy to provide improved access for visitors with limited mobility	Painshill Park Trust Ltd	£5,450	£5,450
	Community Bus project to improve access between Cobham and Weybridge	Transition Cobham Public Transport Group	£41,000	£20,000
Esher	Restoration work on the Rifle Range Footpath on West End Common.	Lower Mole Countryside Management Project	£9,687	£3,229
East and West Molesey	Installation of a community indoor rowing tank at Molesey Boat Club;	Molesey Community Rowing Club	£298,456	£30,000
	Enhancements to Graburn Way and Barge Walk by creating an accessible and welcoming gateway to Barge Walk and Hurst Park providing greater access to open space	Thames Landscape Strategy	£7,790	£5,700

	at Hurst Park;			
	Replacement bridge at Green Lane, West Molesey;	Elmbridge Borough Council	£150,000	£20,000
	Finish repairs to the St. Paul's Church spire.	St. Paul's Church, E Molesey	£45,000	£10,000
Total				£104,129

Table 6.3: Local Projects Receiving CIL

Other identified infrastructure improvements

6.15 The improvements outlined above are those that are being supported through the Community Infrastructure Levy. However, other improvements have been identified and supported through other funds including those resources remaining from unspent S106 collected prior to the introduction of CIL. Outlined below are other planned improvements to locally infrastructure identified by Surrey County Council and Elmbridge Borough Council.

Surrey County Council

6.16 The Core Strategy identified both education and transport as key elements of local infrastructure that would need to be improved in order to meet the additional demands created by development. Outlined below are the improvements that have been made or identified during the monitoring period outside of the allocation of the Community Infrastructure Levy.

6.17 The Table below outlines those transport and highways projects identified during the monitoring period for funding through remaining S106 funds. From last year one scheme has been completed and two additional projects, improvements to the 461/514/411 bus route and Pedestrian crossing on the Portsmouth Road, close to the Scilly Isles, were identified for funding from existing S106 funds.

Scheme	Earmarked PIC SUM (£)	Timescale for implementation
Bus Route 514 Quality Bus Corridor	20,000	Completed 2013/14
Route 461/514/411- shelter, RTPI. Accessibility improvements at the busiest stops	£36,000	2015/2016
Bridge Road pedestrian improvements	38,000	Not yet timetabled
Bus Route K3 improvements	60,000	2013/14
Bus Route K3 corridor enhancements	50,000	2014/15
Bus Routes 408-515 Quality Bus Corridor	65,000	2013/14 through to 2014/15
A245 Pedestrian/Cyclist improvements	47,000	Not yet timetabled

Bus Route 515 Quality Bus Corridor upgrade	15,000	2014/15
Pedestrian/ Cyclist/ Vehicle improvements at junction of Fairmile/Miles Lane/ Leigh Hill Road	30,000-50,000	Not yet timetabled
Bus Route 408 Quality Bus Corridor enhancements	67,000	2014/15
Bus Routes 459/461 improvements	103,000	2013/14 through to 2014/15
Improve the accessibility of Weybridge station in partnership with South West Trains	60,800	2014/15
Bus Route 458 Quality Bus Corridor intelligent signalling	7,700	2014/15
K3 bus corridor improvement programme: bus stop accessibility improvements on Manor Road in partnership with TfL and London Buses	20,000	2014/15
Routes 458/459/515 Quality Bus Corridors: provide Real Time Passenger Information at bus stops in Esher town centre. New bus stop on Lammas Lane improving passenger accessibility	48,000	2014/15
Routes 458/459/555 Quality Bus Corridor improvements: Intelligent Bus Priority & bus stop accessibility enhancements	48,000	2014/15
Pedestrian crossing facility on the Portsmouth Road, close to the Scilly Isles to improve access to bus stops.	£20,000	Not yet timetabled
Total	£705,500	

Table 6.4 SCC PIC forward plan for Transport/Highways Improvements

6.18 Alongside the impact of development on highways and transport there is an acknowledged need for more school places across Elmbridge to meet growing demand for school places as a result of both new development and an increased birth rate over recent years. In 2013 Surrey CC outlined in its School Organisation Plan⁶² that an additional 5 forms of entry⁶³ were provided at reception. These were all as 'bulge' classes, pending a number of permanent expansions planned for 2014 and 2015. The reorganisation of Hersham and Walton Schools was completed and Bell Farm took its first permanent reception class. Two further temporary forms of entry were also created at Key Stage 2 to accommodate bulges in reception from previous years.

6.19 Future plans for further expansions were outlined by Surrey CC in their School Organisation Plan 2014 which states that there are plans in place to expand Hurst Park Primary, St Alban's Primary, Cranmere Primary and Manby Lodge Infant Schools subject to public consultation and the appropriate permissions. With regard to secondary education there are plans to expand provision at Heathside, Esher High School and Rydens Enterprise School. However, any expansions need to be considered in light of permission being given to Cobham Free School to open up a secondary department at either 3 or 4 forms of entry by 2016.

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6.20 In addition to education and transport other infrastructure such as leisure facilities, community centres, open spaces and playing fields need to be supported to meet the additional demand created by new development. The table below outlines the allocation of residual money collected through the Planning Infrastructure Contributions SPD that was adopted in 2008 and was in place until the adoption of CIL in 2013. Following these allocations there will be £682,000 of unallocated contributions collected prior to the introduction of CIL. It is expected that a further £452,800 will be allocated to projects in 2014/15 which leaves £229,000 unallocated against the following areas

- Play areas - £122,000
- Environmental Improvements - £69,000
- Playing Fields - £38,000

Type of infrastructure	Project	Amount allocated		
		13/14(£)	14/15(£)	15/16(£)
Community facilities	Wheelchair Loan Scheme at Centres for the Community	925	1,000	
	Old Church Path Esher		9,400	
	Leg of Mutton Access Track		10,000	
	Purchase of Community Transport	585	39,400	40,000

⁶² Surrey School Organisation Plan - 2013/14 to 2022/23

⁶³ One form of entry is 30 pupils

	Provision of Public Bus Shelters / Benches		900	
Recycling	Recycling Containers	6282		
Equipped Playspace	Playground Refurbishment Programme 2012/13		800	
	Playground Refurbishment Programme 2013/14		2,300	
	Paddling Pool Refurbishment	898	24,500	
	Play Area Infrastructure		62,500	
	Splash Parks		100,000	
	Footpath to Giggs Hill Field Play area	5,225		
	Brooklands Play Area Shade Sails		21,000	
	Playground Refurbishment Programme 2014/15	15,190	55,000	60,000
Environmental Improvements	Community Planting	4,459	7,900	
	Community Planting		10,000	
	Old Church Path Esher		15,600	
	Refurbishment of Hard Standings -see below	30,584	5,400	
Playing fields	Westend Recreation Hardstanding		12,100	
	Molesey Hurst Recreation Ground - Cricket Table	30,000		

Table 6.5: Residual PIC Monies

Conclusions and Actions Required

- 6.21 The introduction of CIL and the accompanying allocation's process is a significant change in the way that the Council will support infrastructure improvements from development. It places more responsibility on the Borough to allocate resources effectively but it also allows the Borough to work more effectively with partners in supporting any improvements required.
- 6.22 With regard to the collection of CIL the Council is on track with the expected levels of contributions coming forward despite significant changes to the reliefs that can be obtained on residential extensions and self-build development. It must also be noted that despite the complexity in collecting CIL only one challenge has been made with regard to the application of CIL and that was dismissed by the Local Government Ombudsman.
- 6.23 Whilst the first round of CIL allocations were successful there is a need to try and increase the number of applications coming forward for funding from both the local spending boards and the strategic allocation. To better support the allocation of the strategic element of CIL changes are being considered with regard to the timing of CIL and consideration of all capital allocations. This would mean bring forward the strategic allocation process into March or April rather than September. To improve the number of applications to local spending boards improved communications is required to widen the understanding of CIL to those organisations and services that may be able to apply.

7 Performance of Planning Services

7.1 In the interests of transparency and information sharing, going forward, the Council is committed to reporting on the performance and achievements of Planning Services. This helps provide members of the community with an insight on the different functions being delivered to the public. The information detailed below is not exhaustive, but represents a snapshot of key achievements and milestones over 2013/14.

Planning Guarantee Monitoring Report

7.2 The 2011/12 AMR reviewed the Councils performance against The Planning Guarantee, a 2011 'Plan for Growth' Government initiative to speed up the processing of planning applications for applicants. The Guarantee sets out a 26 week period within which all planning applications should be considered, even when an appeal has been made, but does not replace existing statutory time limits.⁶⁴

7.3 Out of 2,101 applications, total of 4 major and 2 minor applications were dealt with outside the 26 week period.

Statutory Timescales for Processing Planning Applications

7.4 The Council determined a total 2,276 applications within the reporting year. Of these 2,084 were determined within the statutory periods stipulated, equating to 91%⁶⁵ of all applications being decided within the specified timescales, a 2% decrease on 12/13. Table 7.1 breaks down performance between different application categories, producing and annual average across these categories. Comparisons are also drawn with figures nationally, which illustrates that development management performance is 12% above the national averages, which places Elmbridge among the top performing authorities in the country.

	Major Developments	Minor Developments	Other Developments
Apr - Jun	85%	90%	95%
Jul - Sep	71%	85%	93%
Oct - Dec	100%	82%	94%
Jan - Mar	75%	78%	93%
Elm Ann Avg 13/14	83%	84%	94%
National Avg 13/14	71%	70%	83%
Difference	+12%	+14%	+11%

Table 7.1: Percentage of planning applications determined within statutory time period (8 or 13 weeks)

⁶⁴ 13 weeks for major applications, 8 weeks for minor or other

⁶⁵ Not assed against 2,429 figure

Heritage

- 7.5 A new conservation area was designated at Lakeside Esher and community based Conservation Area Management Plan (CAMP) documents for both Lakeside and an existing conservation area, Downside Village, were completed and endorsed by Planning Committee and the Council within 2013/14. This brings the total number of Conservation Areas covered by CAMPs in the Borough to 13.

Planning Investigations and Enforcement

- 7.6 During the period 01 April 2013 to 31 March 2014, the Council received 667 new cases to investigate. In this 12 month period, 632 cases were closed, of which 83% met the target for the initial site visit. Of those cases received, only 11 required formal enforcement action by the Council through the service of 8 Enforcement Notices and 3 Breach of Condition Notice. This Authority aims to resolve breaches of planning control by negotiation reverting to formal action only as a last resort

8 Future Monitoring

- 8.1 Monitoring is a key element to the 'plan, monitor, manage' approach to planning that has been adopted by Councils across the Country. Without comprehensive monitoring it is impossible to understand the impacts of both the local and national policies being implemented by the Council.
- 8.2 The Council, like the Government is committed to maintaining transparency with regard to its policies and their outcomes. An annual AMR helps achieve this by outlining the broad impact of the Council's policies on the local environment and community.
- 8.3 Therefore, the Council will continue to produce and publish an AMR on its website. As part of its objective led performance framework, the AMR will continue to monitor those indicators outlined in the Core Strategy⁶⁶ and other documents in the Local Plan. The indicators have been examined alongside agreed objectives in order to assess their effectiveness regarding whether the policies set out are achieving the agreed objectives. Monitoring will also allow the Council to know if it is necessary to trigger contingency plans outlined in the Core Strategy should performance fall below expectations⁶⁷.
- 8.4 It is intended the level of monitoring will continue to improve and go beyond the statutory monitoring set out in existing legislation once new policy becomes embedded. Indicators will become more locally specific and, wherever possible, will monitor performance at both a Borough wide and settlement level. Monitoring information at a settlement level will enable us to understand the impacts of our policies at a local level and better support the Localism agenda of the Government.
- 8.5 To achieve this level of monitoring the Council is improving its data collection processes. Over the last two years, the Council has updated procedures for reporting on housing and development activity within town and village centres. Our monitoring practices are under constant review in order to improve the collection of baseline information on employment uses outside of the main centres. The AMR will continue to widen the scope of the Council's monitoring and in doing so, will aim to achieve a more holistic understanding of how its spatial policies are impacting on the Borough and its settlements

⁶⁶ See Core Strategy Appendix 1: Objective Led Performance Framework

⁶⁷ See Core Strategy Policy CS29-Monitoring