Shaping Elmbridge
A New Local Plan

Frequently Asked Questions

About the Local Plan

What is the Local Plan?

The Local Plan guides how the communities and places of Elmbridge will develop over a 15-year period. It will tell us how many houses we need, how much employment land we need, how much infrastructure we need as well as indications for where it should go and how we can best protect our environment. When adopted it will guide decisions on whether or not planning applications should be granted and it will be the overarching framework for any Neighbourhood Plans.

Why have a Local Plan?

The Local Plan is a statutory requirement and the Government has made it clear that all local authorities must have an up-to-date plan and it must be pro-growth. The National Planning Policy Framework (NPPF) explains that ‘The planning system should be genuinely plan-led. Succinct and up-to-date plans should provide a positive vision for the future of each area; a framework for addressing housing needs and other economic, social and environmental priorities; and a platform for local people to shape their surroundings’ (NPPF, p15).

What will happen if we don’t prepare a new Local Plan?

The Local Plan is a statutory requirement and the Government has made it clear that all local authorities must have an up-to-date plan.

Failure to do so could lead to intervention whereby the Government writes our Local Plan and policies. Without a new plan we could find ourselves unable to resist unacceptable development or refused applications being granted on appeal. This could result in unplanned development in unsustainable locations.

What is the status of the existing Local Plan?

The set of adopted documents (Core Strategy, Development Management Plan, Developer Contributions SPD, Design and Character SPD and Flooding SPD) still represents the council’s Local Plan. These documents will remain the local planning policy until the new Local Plan is at an
advanced stage of preparation. The new Local Plan will replace the policies in the Core Strategy and the Development Management Plan.

**Will all the existing polices be changed?**

We will be reviewing all our existing local policies and while much of the content is still relevant it is likely that there are aspects that require updating or re-writing altogether to reflect more recent national policy and current local circumstances.

We will also need to update our Development Management Plan as this contains the detailed day-to-day planning policies on matters such as design, density, changes of use, parking provision and adverts against which planning applications and enforcement action is assessed. These policies will ensure that the right homes are built and that we create high quality places to live and work.

**What has been done so far?**

We have already done a lot of work and in 2016 undertook a Strategic Options Consultation and asked for your views on how Elmbridge should grow over the next 15 years and what issues are important to you. We listened and based on your feedback have undertaken further studies and assessments to inform the development of the Local Plan and this consultation.

**What is the next step? When will the new Local Plan be ready?**

We will consider all the feedback we receive from this consultation and what the evidence is showing us to write a draft local plan. The draft local plan will then undergo further consultation in early 2020 before being submitted to the Planning Inspectorate (Spring 2020). At an ‘Examination in Public’ the plan will be assessed by an independent Planning Inspector (Summer 2020). It is anticipated that the new Local Plan will be adopted in early 2021.

**Who decides if the Elmbridge Local Plan is acceptable?**

An independent Planning Inspector will examine the plan through a formal ‘Examination in Public’ to assess if it has been prepared in accordance with legal and procedural requirements and whether it is ‘sound’. To be found ‘sound’, the Local Plan must be:

- Positively prepared
- Justified
- Effective
- Consistent with national policy

Following the examination, the Inspector makes recommendations to the Secretary of State and the local planning authority about whether the local plan should be adopted, or any changes should be made. If changes are required further consultation is necessary. If the plan can be adopted, it would need to be formally decided by the council.
**About the Options consultation**

**What is this consultation about?**

The consultation document responds to the Government’s housing target for Elmbridge of over 9,300 new homes by 2035. It builds on the Strategic Options consultation carried out in December 2016 and takes account of your feedback. We now have 5 options for housing growth to share with you.

**What communication has there been about the Options consultation?**

The forthcoming consultation has been advertised on the council’s website since early July and meetings have been held with Claygate Parish council, Residents Associations and Councillors to advise on the format of the consultation.

**Will there be any public meetings, if so, how can I attend?**

Yes. There are six public meetings being held at the Civic Centre and residents can attend any one of the meetings.

The meetings will each have a different area focus, they will all take place at the Civic Centre off the High Street in Esher and they will all be webcast, allowing residents to watch all the meetings from the comfort of their homes. Residents must [book to attend a meeting](#) and we would request that residents attend one meeting only in person, to allow as many as people as possible to take part in the consultation. The [webcast is also available](#) to all and there will be a webcast replay service.

Questions to be asked at these meetings can be submitted in advance via the website.

More information on the public meetings can be found on the council’s website: [http://consult.elmbridge.gov.uk/consult.ti/LPOC/consultationHome](http://consult.elmbridge.gov.uk/consult.ti/LPOC/consultationHome)

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<thead>
<tr>
<th>A focus on your area</th>
<th>Date</th>
<th>Time</th>
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<tbody>
<tr>
<td>Weybridge</td>
<td>Tuesday 27 August</td>
<td>7pm - 9pm</td>
</tr>
<tr>
<td>Walton &amp; Hersham</td>
<td>Wednesday 28 August</td>
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<td>Thursday 29 August</td>
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</tr>
<tr>
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<td>The Dittons &amp; Hinchley Wood</td>
<td>Tuesday 3 September</td>
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<tr>
<td>Esher &amp; Claygate</td>
<td>Thursday 5 September</td>
<td>7pm - 9pm</td>
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What area does it cover?

The consultation covers the area within the borough boundary.

Where can I find the Consultation Document?

The consultation document can be access online and in hard copy. Online the document can be found on the council’s website [here.](http://consult.elmbridge.gov.uk/consult.ti)

The document is also available to view at the Civic Centre and in all libraries in the borough. There will be no need to make a booking appointment for this.

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<tr>
<th>Library/ Centre</th>
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<td>The Forum, Walton Road, West Molesey KT8 2HZ</td>
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<td>Sunday &amp; Monday – Closed Tuesday- Saturday – 9.30am to 5pm</td>
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<tr>
<td>The Civic Centre</td>
<td>High Street, Esher, KT10 9SD</td>
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Where can I find the council’s supporting information?

The supporting information can be found on the ‘Planning Policy’ webpage and is called ‘Evidence to inform the new local plan’. Alternatively, hard copies are available for inspection by appointment at the Civic Centre. Please contact the Planning Policy team by phone on 01372 474 474 or by email at [localplan@elmbridge.gov.uk](mailto:localplan@elmbridge.gov.uk) to make an appointment.
How can I take part in this consultation?

You can tell us what you think by completing the questionnaire. You will need to register or if you are already registered log in to be able to complete the questionnaire.

If unable to complete the interactive questionnaire online or participate in the event of your choice then please do contact Planning Policy by phone on 01372 474 474 or by email at localplan@elmbridge.gov.uk where someone can assist you.

When is the deadline to respond?

The consultation runs from 9am 19 August to midnight on 30 September 2019.

Have the responses to the previous consultation been taken on board?

We have listened and your feedback, alongside further technical work and changes to national planning policy which has informed the five options for housing growth we are sharing with you through this consultation.

All feedback from the previous consultation in 2016 can be found here.

What will happen to my comments?

The Consultation responses will be reviewed and considered as we prepare the more detailed draft plan. We will issue a log of the consultation responses received along with the council’s consideration of the issues raised in the Autumn.

Understanding the evidence base

What evidence do you have to show Elmbridge’s development needs? Where can I find these documents?

The evidence base is the collection of documents we use to inform the development of policy for the Local Plan. It is generally technical work, either produced by the council or specialist planning consultants, and uses a clear and established methodology where appropriate so that the conclusions it reaches are transparent. These evidence base documents help us to write policy from an informed perspective, alongside other considerations like the results of consultations and national policy.

In terms of the borough’s housing need, the number of new homes that we need is determined by a nationally set calculation, known as the ‘standard methodology’. This is based on nationally-published population and household projections. Although the council objected to the introduction of this method in the past, the Government expects us to prepare our plan to meet this housing requirement in full.
The **evidence to inform the Local Plan** is available to view on our website.

**What is Elmbridge’s future housing needs?**

The minimum number of homes the council is required to plan for is set by the Government through its ‘Standard Methodology’. The methodology uses the official household projections with an uplift required for areas such as Elmbridge where average house prices are not affordable for those on an average wage.

This has resulted in a minimum requirement of 623 homes per year. As the plan must be for a minimum of 15 years this means we need to plan for 9,345 new homes.

**What is the Standard Methodology?**

This is the calculation used by the Government to work out the housing need for each area in England, and therefore how many homes that area is expected to deliver. The methodology uses population projections, the affordability of the area and applies a cap in certain circumstances.

**Why are you using the 2014 population projections in the calculation for housing need?**

Whilst the 2016 projection have been published, Government guidance on the Standard Methodology insists the 2014 projections to be used. This is to provide stability for all local authorities and communities, and to ensure under-delivery and affordability are reflected in calculating housing need.

**What do we need to do to meet Elmbridge’s Future Housing Needs?**

In the new Local Plan we need to identify how we are going to deliver much needed housing and affordable housing, and this is what we are consulting on now. We may not simply say that Elmbridge is full, and the new homes must go elsewhere. The consultation has identified different options as to how this need could be met, and we would like your views on meeting this need.

**What will happen if we don’t plan for more housing? Why can’t we just say no?**

The Local Plan is a Statutory requirement and the Government has made clear that all Local Authorities must have an up-to-date plan. Failure to do so could lead to intervention whereby the Government writes our Local Plan and policies. Without a new plan we could find ourselves unable to resist unacceptable development or refused applications being granted on appeal. This could result in unplanned development in unsustainable locations.

**What about Brexit? Won’t that reduce housing requirements?**

The Government has declared a national housing crisis, and one of its main objectives is to significantly boost the supply for housing. Part of this is due to historic under delivery of houses and also to a 5.5% projected population increase by mid-2026. These factors are unlikely to change significantly due to Brexit and we therefore need to continue to plan for our housing need.
Who will be living in the new homes once they are built? Could they be filled by people from outside the area?

We cannot control who moves into new market housing in the borough, so it could be households from outside of Elmbridge. A proportion of new developments over a certain size will be required to provide affordable housing. These units are allocated in line with the council’s housing policy and those households in need within the borough have a priority on the housing list.

Identification of sites

Where did these sites in the Options Consultation come from?

The Options Consultation has come from existing and further technical work on where homes could be built. Options 1, 2 and 3 were originally from the Strategic Options Consultation (December 2016) but these have evolved after further consideration to comments made by public responses to the Consultation. Options 4 and 5 are new options that are based on findings of further technical work the public asked the council to do. Further information on the shaping of the options can be found in the useful summary paper.

What was the criteria use to identify / assessment potential housing sites to be included in the options consultation?

The council has used a number of sources to identify potential sites for housing. These include:

- Sites promoted at the Strategic Options consultation
- Sites submitted from the developer call for sites
- Sites submitted from the community call for sites
- Sites highlighted at internal workshops
- Sites in public ownership
- Previous LAA sites
- Pre-application sites
- Refused and withdrawn planning application sites
- Sites identified through the urban capacity study

Various technical studies published alongside the consultation assess different aspects of sites, including highways/ transport and Green Belt boundaries.

Have you considered matters such as flood risk when identifying sites?

A Strategic Flood Risk Assessment has been undertaken across the borough to inform the new Local Plan. The flood risk level of sites has been taken into account through their identification. Sites in the highest flood risk (zone 3b) the functional floodplain have been discounted.

What is the ‘Call for Sites’?

A ‘call for sites’ is an opportunity for potential sites or broad locations to be put forward to the council for further consideration for development, regardless of where it is in the borough. Sites
can be submitted for all types of future use such as employment, retail and housing. These sites will then be reviewed as part of the next stage of the plan preparation which will include the selection of sites for allocation.

**How many empty homes are there in Elmbridge? Why can’t all the empty homes be used for new housing instead of finding new sites?**

There are approximately 1395 empty homes in the borough, of which 308 are second homes and 499 have been vacant for under six months. Some of these homes could be empty due to refurbishment, a change in tenancies or redevelopment. A reduction in the number of empty homes is a strategic priority within the council’s Housing Strategy to make the best use of existing stock. However, our housing need over the next 15 years is a requirement for additional homes to be built in the borough.

**If a site is identified on an options map does it mean it will be granted planning permission or allocated in the draft Plan?**

No, sites that are identified on an options map will not automatically be allocated or granted planning permission.

The sites identified have been assessed at a high level at this stage. More detailed assessments will be needed on any sites that are proposed to be allocated in the draft Local Plan. Allocated or unallocated sites will need to go through the planning application process. Any larger sites that are allocated in a draft Local Plan may be subject to master planning.

**Will developers be able to submit planning applications while we are preparing a new Local Plan?**

Yes, developers can submit a planning application while the council are preparing a new Local Plan and will be considered against existing local planning policy. In the NPPF (paragraph 48) ‘Local Planning Authorities may give weight to relevant policies in emerging plans.’

**Can the council force a developer to implement a planning permission for housing?**

We cannot force a developer to implement a planning permission for housing. Planning permission will be granted on condition that it is implemented within a certain timeframe, usually three years. After this time a planning permission expires, and a new planning application would need to be submitted.

**Are developers ‘land banking’ development sites in Elmbridge?**

The Housing Delivery Test and Action Plan (published in March 19) did not identify this as a local issue that is preventing / or slowing down the delivery of new homes in this borough. Housebuilders will build and sell homes as efficiently as possible, maximising profit margins and will make land purchases and secure future options on land informed by longer term business considerations (many beyond the local plan period) but there are misconceptions surrounding the issue of ‘land banking’ and housing delivery. Land which benefits from planning permission or is considered ‘developable’ (so suitable, available and viable for homes in the longer
term 6-15 years +) will undoubtedly be included in the respective local planning authority’s land supply calculations and will be contributing to meeting their need.

**Understanding Green Belt**

**What is the Green Belt?**

Green belt is a designation given to some areas of land within the borough with the primary purpose of preventing urban sprawl and to maintain gaps between built up areas.

**Who owns Green Belt land in Elmbridge?**

The Green Belt in Elmbridge is in different ownerships in both the public and private sector.

**Why do we need to consider land in the Green Belt?**

As we don’t have enough land in our urban area for all the homes needed, we are required to review the potential of land in the Green Belt. This enables us to demonstrate that all available options have been properly assessed. We need to decide if there are exceptional circumstances, as set out by national planning policy to amend the boundaries in Elmbridge.

**Is Green Belt land not sacrosanct?**

The Green Belt is not sacrosanct. However, it is heavily protected from development, except in very special circumstances, by national and local planning policies.

**Can Green Belt boundaries be changed?**

National policy states that Green Belt boundaries should only be altered in exceptional circumstances, as part of a Local Plan. These have been defined by national policy and three nearby Surrey authorities have recently concluded that there were exceptional circumstances to justify amendments to their boundaries.

**Who has undertaken the review of the Green Belt?**

We have undertaken a variety of assessments on the Green Belt Boundary. This work has been undertaken by independent Consultants and by council officers.

**Why are you still using Arup to undertake the Green Belt review?**

Arup are an industry leader in Green Belt assessments and were awarded the commission following a rigorous tendering process. The work they have provided has been produced to a high standard and to the specification required for our Local Plan. Arup have produced and had successful defend its ‘tried and tested’ Green Belt methodology including at the recent Drakes Park Public Enquiry. The work they have undertaken has been thoroughly checked by council officers and they are confident the work is correct and meets the Government requirements on Green Belt work.
Arup and council officers have looked in detail at the specific critical responses on the Green Belt assessment and have not found any sound objections to the methodology and assessment that would stand up to scrutiny at an Examination in Public.

**Infrastructure**

**What does infrastructure include?**

Infrastructure includes transport, health facilities such as GP surgeries and hospitals, schools and other education facilities, emergency services (fire, police and ambulance), utilities and waste, and green infrastructure (multifunctional green space).

**Will we get the additional infrastructure before development takes place?**

The council works closely with infrastructure providers on road, health, education, utilities and emergency service. The plan must be prepared in consultation with providers and in a joined-up way to ensure the right type and levels of infrastructure are provided. However, it is the infrastructure providers themselves who decide what infrastructure requires improvement or additions based on their own service level agreements with the Government.

To understand what infrastructure currently exists and what improvements the providers are planning, the council has produced the [Infrastructure Delivery Plan](#). This living document will pull together the infrastructure needs for the plan period. The infrastructure Delivery Plan will be used to inform a programme for the delivery of infrastructure projects to be funded by development through the Community Infrastructure Levy.

To date we have asked providers and agencies to consider the impact of meeting housing need evenly across the borough. Once we have determined which sites could be carried forward into the draft Local Plan we will go back to the providers and agencies to understand the local impact in each area of the borough. Their response will influence, where and when development could come forward in the borough and set out infrastructure improvements.

**Roads are already at capacity; more households will add to the problem. What plans are the to deal with this?**

It is recognised that there is an AM/PM traffic peak in the borough, and the council is undertaking a highways assessment to inform the Local Plan.

**What happens next?**

**Is this consultation a vote and the option which residents are most in favour will be taken forward?**

The consultation is not a vote or referendum. In the next stage of the plan preparation, the council will need to marry up as best it can our residents’ visions for their area and views on how the borough should grow over the next 15 years to meet the Government’s requirements for the Local Plan.
Are the options fixed so whichever one is picked will become the Local Plan?

The options and the potential locations for development have been formed by using the technical assessments which have been applied across the borough. However, they are not fixed and are not a draft plan in disguise.

Given that there are such distinct differences in the areas of our borough, it is likely that no sole option can be applied universally across the borough sustainably. That is why we are asking you what option would be best for your area and why. We also want to know what makes your area special and how you would like it to grow in the next 15 years. This will enable us to tailor a bespoke plan for Elmbridge that focuses on place making but also responds to our housing challenges.

When will we know which sites are going to be taken forward in the Local Plan?

At the next stage of consultation, known as Regulation 19 stage, the council will submit the Local Plan to be assessed by an Independent Inspector. At this stage the public will know which sites will be deliverable within the time period of the Local Plan.

When will we know more detail on the layout of new developments?

Development on allocated sites will still need planning permission and will need to submit a planning application. At the planning application stage more detail on the layout and design of new development will be known.
Why can we not challenge the Government on our housing need figure?

The Council has continually objected to the Government’s standard methodology and evidence of these can be viewed online on our Previous Updates section on the Progress on the Local Plan webpage. The standard methodology affects every local authority in England. No other authority is legally challenging its introduction into national planning policy.

The Council’s own evidence on housing need in the Kingston and North Surrey Strategy Housing Market Assessment (2016) calculate there was a need for 474 new homes per year.

The National Planning Policy Framework states that ‘new buildings should not be built on green belt to prevent urban sprawl, prevent towns merging, safeguard the countryside, preserve the setting and special character of historic towns and villages and encourage recycling of derelict/urban land. Is this just being ignored?’

The National Planning Policy Framework is clear there is a presumption against development in the Green Belt, but alongside that commitment, Chapter 13 which relates Green Belt states when green belt boundaries should be reviewed through the Local Plan process and what the government considers to be the exceptional circumstances to justify amendments to boundaries. Similarly, to other local authorities, the reviews undertaken are part of this plan preparation, and are prepared in accordance with national guidance.

The Council recently declared a Climate Emergency, how does the Council reconcile this with options to release Green Belt land?

If the Council were to release Green Belt, the options suggestion a loss of 3% to 11%, although Green Belt isn’t an environmental policy the impact on air quality and the environment are important matters when considering the amount of development that can be sustainably planned for in the borough and its location. Indeed, there are strong national environmental policy requirements as well as successful local policies which will need to be taken forward in the new local plan. This will include detailed policies on sustainable design, climate change and the new national requirement for biodiversity net gains on all developments.

What is the difference between Option 1 and Option 2?

Option 1 includes only urban sites from the LAA 2018 but the overall total for these sites have been doubled to reflect an increase in density. These sites also include some urban open spaces such as allotments and small parks. No Green Belt sites are proposed for this option.

Option 2 includes urban sites from the LAA 2018 with no density multiplier and no urban green spaces. It also includes the 3 weakly performing Green Belt sites that were consulted upon in 2016/7.
What happens if the consultation produced overwhelming support for Option 4 but it falls to meet all housing need?

The options are illustrated from the evidence base, they are not draft plans. This consultation is not picking an option to form the plan, rather identify the approach you consider will be best for your area. The results from consultation in conjunction with the evidence base will inform the Council’s approach to the local plan and site selection. At this stage, we don’t know what that approach will include.

At this stage in our plan making, we do not know if our plan will or will not meet need or whether it will or will not include Green Belt release. However, the plan and the sites it includes and does not include will be led by the evidence and informed by your response to consultations.

Regardless of the Local Plan direction, there will need to be evidenced justification for the approach of the local plan and the sites it includes and does not include. This will be tested by the Inspector, however, experience from other local authority local plan examinations indicates that the greater the shortfall the greater the challenge.

How much affordable homes are needed and will it actually be delivered?

70% of housing need is for an affordable product, however that is a need figure and does not necessarily mean we will be to deliver this in full. The exact percentage of Affordable Housing will be determined by the financial viability appraisal of the plan and will be vigorously tested at the examination. Through having an up to date plan we will have new affordable housing policy, this will be robustly tested at the examination. Once adopted the onus will be on the developer to prove what has changed since the examination to warrant a review of viability.

Residents thought the findings from the Arup Green Belt Boundary Review is flawed. Why is this work still be used as the evidence base appears bias?

The evidence base is not biased, it has been produced in line with national requirements and best practice. Some elements of the technical work include the use of professional judgement either provided by independent specialist consultants and checked by officers or by officers themselves.

We are aware that there were strong representations made to the elements of the Green Belt Boundary Review methodology. We asked Arup to respond to these comments and this included the assessment of parcel 58, they maintained that the assessment was correct and that there would be no justification to change the assessment. Officers agree with this assessment.

This response has been published and Officers have checked the work and are confident it is correct and meets the Government’s requirements on Green Belt work.

It’s also important to remember that the evidence itself will be tested at the examination by the inspector and residents and stakeholders will be able to challenge its use at the examination. Arup’s Green Belt Boundary Review 2016 has already undergone significant scrutiny at the Drakes Park Public Inquiry in 2017.

Will new development happen at once?
Once the Local Plan has been adopted development on sites allocated in the Local Plan may come forward through planning applications. It is important to remember that not all sites will be delivered at once, many sites are not expected to come forward for 6 to 10 years or indeed 11 to 15 years.

**Where did the figure 5,300 new homes quoted in the consultation document come from? I cannot find this figure in the Land Availability Assessment 2018.**

Page 10 of the consultation document states that ‘There is only enough land in our urban areas to build approximately 5,300 new homes’. The footnote explains that this figure comes from the Elmbridge Land Availability Assessment 2018 (LAA 2018).

The figures are derived from the raw data included in the LAA 2018. A non-implemented percentage has been applied but no windfall allowances have been used. Please see the table below which explains the breakdown of figures.

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**There could be a significant increase in homes & population proposed in the new Local Plan, what are the findings of the infrastructure (water, waste, public transportation, roads, schools) surveys that have been completed and which would support such a population increase?**

To support this Options Consultation we have asked the infrastructure providers and agencies to consider the impact of delivering the local housing need figure evenly across the urban area. The outcome of that assessment concluded that there would be no show- stoppers in infrastructure terms that would prevent development coming forward.

The findings of this has been published in the Infrastructure Delivery Plan 2018 and 2019 update and these are available to view on the website. Following this consultation, when we are determining an approach for the local plan and sites that could be brought forward in the draft plan
will ask the providers to re-assess the impact. This will be an iterative process as their response will influence where, when and if development can come forward in a location.

In relation to the impact on highways, a transport assessment is being prepared and a baseline model is being completed and we know that there are those key pinch points at peak times. As with all the infrastructure assessments, the next stage is to test the impact of sites and identify any mitigation measures.

Development will not be able to come forward without the infrastructure in place and that is why an Infrastructure Delivery Plan is produced, tested at examination and reviewed regularly.

It is important to stress, that if a site is allocated and it is dependent on infrastructure improvement, then planning permission for the development will only be granted if those infrastructure improvements are made.

What consultation has the Council had with the other boroughs in Surrey about developing one new town with required infrastructure to address part of the housing shortfall. Possibly in Mole Valley or Waverley where there is so much Green Belt and good road networks.

All Councils have a duty to cooperate when developing Local Plans, this duty is written in Government policy and tested during each local Plan examination by the Secretary of State. We have been in contact with all of the 11 districts and boroughs throughout Surrey to ascertain whether any of them have capacity to help meet our need.

Whilst the majority are proposing to meet their own need they have not identified surplus land. It can happen both Waverley and Guildford have been instructed at the examination of their plan to take a share of Woking’s unmet need. Tandridge are also proposing a new town but this will meet their need, it has no additional capacity. If we think our neighbouring authorities have capacity to meet some of our unmet need we will pursue this in our representations on their plan and at their examinations but for now there is no reasonable prospect of this happening.

Last updated: 10 September 2019