

WEST HORSLEY NEIGHBOURHOOD PLAN

2016 – 2033

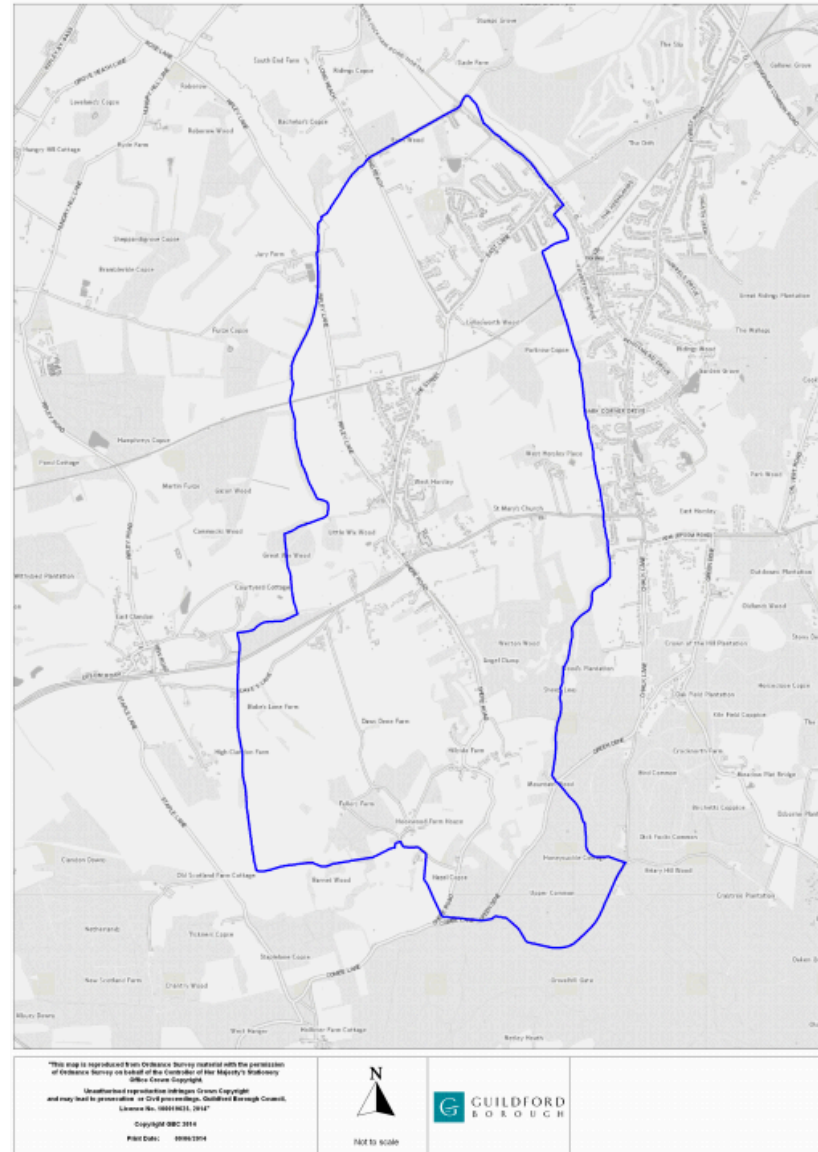
BASIC CONDITIONS STATEMENT

October 2017

Published by West Horsley Parish Council under the Neighbourhood Planning (General) Regulations
2012 (as amended)

1. Introduction

- 1.1. This statement has been prepared by West Horsley Parish Council ('the Parish Council') to accompany the submission to the local planning authority, Guilford Borough Council ('the Borough Council'), of the West Horsley Neighbourhood Plan ('the Neighbourhood Plan') under Regulation 15 of the Neighbourhood Planning (General) Regulations 2012 ('the Regulations').
- 1.2. The Neighbourhood Plan has been prepared by the Parish Council, a qualifying body, for the Neighbourhood Area covering the whole of the Parish of West Horsley, as designated by the Borough Council on the 8th September 2014 (see Plan A overleaf).
- 1.3. The policies described in Section 5 of the Neighbourhood Plan all relate to the development and use of land in the designated Neighbourhood Area. It does not contain policies relating to 'excluded development' as defined by, and in accordance with, the Regulations. The plan period of the Neighbourhood Plan is from 1st April 2016 to 31st March 2033. The Plan also contains a number of non-statutory proposals that relate to local planning matters in Section 6 'Implementation'. Section 6 does not form part of the examined 'neighbourhood development plan' but provides the local community with a comprehensive view of issues that the Parish Council has considered during the preparation of the document.
- 1.4. This Statement addresses each of the four 'Basic Conditions' required of the Regulations and explains how the submitted Neighbourhood Plan meets the requirements of paragraph 8 of Schedule 4B to the 1990 Town & Country Planning Act. The Regulations state that a Neighbourhood Plan will be considered to have met the basic conditions if:
 - Having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make the Neighbourhood Development Plan;
 - The making of the Neighbourhood Development Plan contributes to the achievement of sustainable development;
 - The making of the Neighbourhood Development Plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area); and
 - The making of the Neighbourhood Development Plan does not breach, and is otherwise compatible with EU obligations.



Plan A: The Designated West Horsley Parish Neighbourhood Area

2. Background

2.1. The decision to proceed with a Neighbourhood Plan was made by the Parish Council in November 2014 with the purpose of taking forward work as a result of a housing needs assessment and the desire to produce a village design statement. These were undertaken in the light of proposals by the Borough Council to Inset West Horsley village from the Green Belt and to allocate three large housing sites within the Parish (and another on its immediate edge). This resulted in the preparation of the first version of the plan (the 'Emerging Plan'). Following the advice of the Borough Council the scope of the plan was widened to encompass a positive vision for the Parish and a broader range of issues. The Steering Group, established initially to consider housing need and design matters, subsequently formed three sub groups covering: Housing and Design; Community Assets, Infrastructure and Business Economy; and Environment and Landscape.

The WHNP Vision

The Plan provides a framework to guide development within West Horsley until 2033. This framework is based on, and supports, the following vision for the future of the Parish:

“To achieve the incremental and well planned sustainable development of West Horsley, which respects the rural nature of the Parish, its architectural heritage, its special character and its environmental assets, and which offers housing and community facilities that meet the needs of all generations.”

The vision is largely inspired by the responses to the community survey and more broadly by the interactions with residents during the preparation of the Plan.

2.2. The Steering Group have been given delegated authority by the Parish Council to make day-to-day decisions on the preparation of the Neighbourhood Plan. However, as the 'qualifying body', the Parish Council approved the publication of the Pre-Submission Neighbourhood Plan in May 2017. It has consulted the local community extensively over the duration of the project. It has also worked closely with officers of the Borough Council since inception to collate and examine the evidence base, to design and iterate policy proposals and to define the proper relationship between the Neighbourhood Plan, the Guildford Local Plan and the emerging Local Plan. The outcome of that work is the submission version of the Neighbourhood Plan. Further details on the governance and management of the project are contained in the separate Consultation Statement.

- 2.3. The Neighbourhood Plan contains 15 land use policies many of which are defined on the Policies Map where they are geographically specific. The Plan deliberately avoids containing policies that may duplicate saved development plan policies that are already used to determine planning applications. The policies principally cover development management matters that seek to refine and/or update existing Guilford Borough Local Plan policies or provide policy coverage where the Local Plan (2003) is silent.
- 2.4. In making a clear distinction between land use planning policies and non-statutory proposals relevant to land use planning, the Neighbourhood Plan allows for the examination to focus on the requirement of the policies to meet the Basic Conditions but also allows the local community to see the Neighbourhood Plan in the round. In any event, the non-statutory proposals will each have a land use effect at some later point but cannot do so as part of the Neighbourhood Plan as they fall outside its scope.

3. Conformity with National Planning Policy

- 3.1. The Neighbourhood Plan has been prepared with regard to national policies as set out in the National Planning Policy Framework (NPPF) and is mindful of the Planning Practice Guidance (PPG) in respect of formulating Neighbourhood Plans.
- 3.2. In overall terms, there are four paragraphs that provide general guidance on neighbourhood planning, to which the Neighbourhood Plan has directly responded:

Paragraph 16 and 183

- 3.3. The Parish Council believes the Neighbourhood Plan is planning positively for future development in the parish given its predominantly rural character and the landscape and heritage constraints that apply in the designated area; the southern part of the parish lying within the Surrey Hills AONB and part of West Horsley village designated as a conservation area.
- 3.4. The ability of neighbourhood plans to “plan positively to support local development, shaping and directing development in their area” as encouraged by these paragraphs is significantly constrained in Green Belt areas. Green Belt policy is considered strategic and only Local Plans may establish/revise boundaries. The Parish Council has taken the opportunity to refine existing/emerging Local Plan policies in respect to the Parish in terms of encouraging high quality design solutions in

new development, in supporting rural exception housing and the local economy, protecting local heritage assets and community facilities and securing environmental benefits through the identification of additional green infrastructure assets.

Paragraph 184 and 185

- 3.5. The Parish Council has been mindful that the ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area and the Plan must be in general conformity with the strategic policies of the Local Plan. The Borough Council published a list of strategic policies it considered relevant for neighbourhood planning purposes and those considered most relevant for the WHNP are set out in paragraph 3.4 of the Submission Plan.
- 3.6. The Parish Council has sought to use its Plan to refine and develop the saved GBC planning policies (of the 2003 Local Plan) as they should apply to the Parish but anticipating how the emerging Local Plan: Strategy and Sites policies may differ so that they reflect the National Planning Policy Framework (2012), and hence to influence the District Council's approach to planning for new development in the Parish.
- 3.7. Set out in Table A below, is a brief summary of how each policy conforms to the NPPF. The particular paragraphs referred to in the table are those considered the most relevant to each policy but are not intended to be an exhaustive list of all possible relevant paragraphs.

| Table A: Neighbourhood Plan & NPPF Conformity Summary | | | |
|--|--------------------------------|------------------|--|
| No. | Policy Title | NPPF Ref. | Commentary |
| WH1 | West Horsley Conservation Area | 58, 126, 118 | This policy accords with §58 and §126 of the NPPF and restates the importance of the Conservation Area, seeking to support development within the Conservation Area which sets out the expectations of high quality design that makes a positive heritage contribution and resists the unnecessary loss of mature trees and hedgerows. |

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| WH2 | Design Management in the Village Settlement | 58, 47, 39, 73, 118 | <p>This policy accords with §58 in seeking to ensure high quality design that reflects the character of the area and common design features, such as residential building heights, derived from evidence provide by the West Horsley Character Appraisal Report (October 2016).</p> <p>This policy also accords with §47 by setting out its own approach to housing density, to ensure new developments avoids being overly cramped and out of keeping with the village character; and is consistent with §39 by requiring the sympathetic design of off-street parking and sympathetic visual and physical impact; and §73 and §118 by supporting proposals for “pocket parks” or open space that benefits both people and wildlife.</p> |
| WH3 | Design Management within Rural Areas | 58, 59, 109 | As with Policy WH2, this policy accords with §58 in requiring the design of all development proposals to reflect rural character while also acknowledging the quality of the Surrey Hills AONB (§109) |
| WH4 | Housing Mix | 50 | This policy accords with §50 in delivering a wide choice of homes that meet the specific housing type and tenure needs of the village with the purpose of maintaining a demographically balanced community by influencing the range of housing stock. |
| WH5 | Rural Exception Housing | 50, 54 | Policy WH5 accords with §50 and 54 by supporting proposals for small scale housing proposals to the benefit of local people in housing need as an exception to policy. |
| WH6 | Community Facilities | 70 | This policy specifies those community facilities and other local services that collectively contribute to the functioning of the Parish and therefore warrant protection from harmful development, in line with §70. |

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| WH7 | Education Provision | 70, 72 | This policy supports the principle of retaining the Raleigh School in the Village should the School seek an alternative site. It is consistent with §70 and §72 of the NPPF in providing facilities and services for community needs and in acknowledging the importance local authorities and Government places in ensuring there is sufficient choice of school places. |
| WH8 | Local Buildings of Historic Interest | 126, 135 | This policy accords with §126 by ensuring planning applications have regard to the local heritage value of buildings of note. It is specifically designed to ensure the provisions of §135 are triggered, by identifying the buildings as 'non-designated heritage assets'. |
| WH9 | West Horsley Place | 28, 109 | This policy seeks to support proposals to restore West Horsley Place as a centre for the performing and visual arts which will bring local economic and visitor benefits businesses while respecting the character of the countryside (§28) and its landscape setting (§109). |
| WH10 | Employment | 28, 70 | This policy accords with Section 3 of the NPPF. In particular, § 28 supports promotion of a strong rural economy, explicitly stating that Neighbourhood Plans should “support sustainable growth through conversion of existing buildings in the rural areas and the development and diversification of agriculture and other land based rural businesses. As such in promoting rural economic development and flexible start up accommodation and in protecting the loss of existing community facilities to employment use it is also consistent with §70. |

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| WH11 | Local Green Spaces | 76, 77 | This policy accords with §76 by designating spaces to rule out new development that would undermine their essential rural open character. The spaces designated are considered to all meet the tests of §77 as each is located in reasonably close proximity to the local community and each is demonstrably special and local in character. |
| WH12 | Green and Blue Infrastructure | 114 | This policy is consistent with §114 by identifying a network of existing green and blue infrastructure assets in the Parish and by seeking to ensure that proposals that lie within or adjoin the network maintain or enhance it. |
| WH13 | Sustainable Urban Drainage | 103 | The policy is consistent with §103, in acknowledging the Parish lies on the spring line of the Surrey Hills which results in surface water drainage problem at times of high rainfall. |
| WH14 | Biodiversity | 115, 117, 118 | <p>This policy emphasises the importance of all development proposals avoiding harmful impacts on the many environmental assets of the parish. The local community acknowledges that national and development plan policy already offer significant protection to these assets and §115 of the NPPF expects "great weight should be given to conserving landscape and scenic beauty in... Areas of Outstanding Natural Beauty".</p> <p>The policy is also consistent with the aims of §117 and §118 to conserve and enhance biodiversity.</p> |
| WH15 | Dark Skies | 125 | The policy is consistent with §125 in encouraging the design of development which minimises light pollution to maintain the dark skies evident in the Parish. |

4. Contribution to Achieving Sustainable Development

4.1. Guildford Borough Council determined that a Strategic Environmental Assessment of the Neighbourhood Plan was not required as it considered the policies were unlikely to have significant environmental effects, as defined by the Environmental Assessment of Plans and Programmes Regulations 2004.

4.2. However, the basic condition of 'contributing to the achievement of sustainable development' requires a broader scope of assessment to embrace social and economic, as well as environmental objectives. For completeness, therefore, the Neighbourhood Plan policies have been analysed and a summary is contained in Table B below.

| TABLE B: NEIGHBOURHOOD PLAN & SUSTAINABLE DEVELOPMENT SUMMARY | | | | | |
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| No. | Policy Title | Soc. | Eco. | Env. | Commentary |
| WH1 | West Horsley Conservation Area | 0 | 0 | + | The policy seeks to ensure that the design of development proposals in the Conservation Areas and its setting is of an especially high standard. It will therefore have an environmental benefit. |
| WH2 | Design Management in the Village Settlement | +/0 | 0 | + | This policy will have a positive environmental effect by identifying specific design features within the village settlement, to which development proposals should respond. In managing design in this way, there ought to be a modest positive social effect in sustaining the character of the village. |

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| WH3 | Design Management within Rural Areas | 0 | 0 | + | This policy also has positive environmental effect by seeking to control the design of new development within the setting of the Surrey Hills AONB and that the landscape is not harmed by inappropriate development. |
| WH4 | Housing Mix | + | 0 | 0 | This policy will have a positive social effect in influencing the housing stock in terms of its type and tenure to appeal to a broader demographic of households in the future. Importantly, it will provide opportunities to enable residents to stay in the Parish if they so choose. |
| WH5 | Rural Exception Sites | + | 0 | 0 | This policy has social benefits in allowing for further development, if needed, that meets the needs of local people. |
| WH6 | Community Facilities | + | 0 | 0 | This policy has a positive social benefit in retaining and supporting the continued viability of facilities for the use and enjoyment of the local community. |
| WH7 | Educational Provision | + | 0 | 0 | This policy will have a positive social effect by encouraging new educational provision, to meet future demand and the demand for improved facilities. |
| WH8 | Local Buildings of Historic Interest | + | 0 | + | This policy has a positive environmental and social effects in identifying buildings that, although not warranting full listing, nonetheless have local historic, architectural or social interest in a Parish context. |

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| WH9 | West Horsley Place | + | + | + | This policy has positive social, economic and environmental effects, by supporting culture and arts, by providing local employment and by improving the fabric of West Horsley Place. |
| WH10 | Employment | 0 | + | 0 | This policy has a positive economic effect in supporting proposals for new employment within suitable locations within the village and in supporting farm diversification. |
| WH11 | Local Green Spaces | + | 0 | + | This policy provides positive social and environmental benefits by protecting the essential open character of these spaces that are cherished by local residents for their recreational value. |
| WH12 | Green and Blue Infrastructure | + | 0 | + | This policy has positive environmental and social effects, as the network of green infrastructure assets provide biodiversity and health benefits. |
| WH13 | Sustainability Urban Drainage | 0 | 0 | + | This policy has positive environmental benefits by reducing water consumption and in ensuring water quality in streams and other water bodies is not reduced. |
| WH14 | Biodiversity | 0 | 0 | + | This policy identifies a series of distinctive environmental features in the Parish with the intention of ensuring that development proposals enhance these assets and biodiversity generally. |
| WH15 | Dark Skies | + | 0 | + | This policy has both social and environmental benefits by improving enjoyment of the night skies while at the same time reducing the impact of artificial light on wildlife. |

5. General Conformity with the Strategic Policies of the Development Plan

5.1. The Neighbourhood Plan has been prepared to ensure its general conformity with the strategic policies of the development plan, that is primarily the strategic policies of the Guildford Local Plan 2003 (as reviewed and saved 2007) and SE Plan NRM6. The District Council has been preparing a replacement District Local Plan for some years and its evolution thus far has been a matter of considerable importance to the Parish Council, and a key driver of the Neighbourhood Plan. Although the Local Plan: Strategy and Sites will not be adopted prior to the examination of the Neighbourhood Plan, the Planning Practice Guidance makes clear that, where necessary, the reasoning and evidence of emerging Local Plans should inform the evidence base of the Neighbourhood Plan. Where relevant references to the Proposed Submission Guildford Local Plan: Strategy and Sites (June 2017) have been included.

5.2. The analysis in Table C below summarises the general conformity of the Neighbourhood Plan policies with the most relevant adopted plan policies.

| Table C: Neighbourhood Plan & Development Plan Conformity Summary | | |
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| WH1 | West Horsley Conservation Area | This policy is consistent with policy HE7 but provides a finer grain to the considerations that should be applied in the conservation area while at the same time preserving or enhancing its historic character. It also reflects Policy NE5 (Development affecting Trees, Hedges and Woodland), and is consistent with draft Policy D3 (Historic Environment). |
| WH2 | Design Management in the Village Settlement | This policy is consistent with many of the provisions of policy G5 (Design Code) including G5(1), G5(2), G5(3), G5(6), G5(8) and G5(9) which acknowledges the need for new development to have regard to its design in the context of its rural surroundings, including responding sensitively to its landscape setting. The policy is also largely consistent with the intent of draft Policy D1 and D4 of the emerging plan in that it seeks to encourage high quality design that responds to local context particularly in terms of seeking to secure appropriate density D4(e). |

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| WH3 | Design Management within Rural Areas | As above, this policy is also similarly consistent with many of the provisions of policy G5. In addition, given much of the area lies within an Area of Great Landscape Value and also the Surrey Hills AONB, the final clause of the policy reflects the requirements of policies RE5 and RE6 and draft Policy D4(2). |
| WH4 | Housing Mix | <p>Policy H10 (New Residential Development) has expired hence the development plan is silent in relation to housing mix and largely reliant on §50 of the NPPF in encouraging a wide choice of homes.</p> <p>Policy WH4 is consistent with emerging Policy H1 (1) (Homes for All) which reflects §50. The Strategic Housing Market Assessment Addendum report (2017) suggests the need for smaller homes continues to rise.</p> |
| WH5 | Rural Exception Sites | This policy is consistent with policy H12 in seeking to provide affordable housing to meet local needs as an exception to policy should a development proposal/ application come forward to meet genuine local needs. The policy is also consistent with draft policy H3 (Rural Exception Homes). |
| WH6 | Community Facilities | This policy is consistent with Policy CF1 and CF2 that promotes the protection and enhancement of community facilities. |
| WH7 | Educational Provision | Policy WH7 is included in the event of Raleigh School relocating within the village and is consistent with policy CF1 in seeking to provide for the terms of relocation and to support the anticipated long-term demand for school places to avoid pupils being bussed to alternative locations in the Borough. The policy also contains provisions consistent with the need (CF1) to ensure there is an adequate provision on site for public transport and accessibility to the site by foot and by bicycle and R7 by supporting the provision of new recreational buildings in the form of sports and leisure facilities on the site. |

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| WH8 | Local Buildings of Historic Interest | This policy conforms with policy HE6 by recognising buildings that are not designated as 'listed buildings', and therefore can be 'locally listed'. |
| WH9 | West Horsley Place | This policy is consistent with policy RE9 by supporting the re-use/ redevelopment for community or recreational use. WH9 is also consistent with Policy T1 and CF1 which allows for the expansion of community and cultural facilities. |
| WH10 | Employment | This policy conforms with policy E2 by supporting the redevelopment of existing business uses and policy E3 by safeguarding existing and allocated business from loss. It is also consistent with Policy RE9 which allows for the re-use and adaption of rural buildings for employment use. |
| WH11 | Local Green Spaces | Although a policy designation specific to the NPPF, it remains broadly consistent with policy G5(10) Open Spaces of Value. |
| WH12 | Green and Blue Infrastructure | While the development plan is silent in respect of Green/Blue Infrastructure the policy is consistent draft policy ID4 of the emerging Local Plan and provides a local policy response in advance of the proposed Green and Blue Infrastructure SPD. ID4(1) |
| WH13 | Sustainability Urban Drainage | The policy is consistent with policy G1(6) and G1(7) in so far as it requires development proposals to include sustainable drainage methods and the provision of adequate land drainage. |
| WH14 | Biodiversity | This policy conforms with policy NE3 (Local and Non-Statutory Sites), which seeks to protect biodiversity assets in the village from development proposals that could cause loss or harm. |
| WH15 | Dark Skies | This policy reflects policy G1(8) in terms of designing proposals that reduce light pollution. |

6. Compatibility with EU Legislation

- 6.1. The Borough Council published a Strategic Environmental Assessment/ Habitats Regulations Assessment Screening Report in March 2017 in accordance with Regulation 9 of the Environmental Assessments of Plans and Programmes Regulations 2004.
- 6.2. The Screening Report concluded that the policies in the WHNP were unlikely to have significant effects on any of the sensitive environmental receptors within or around West Horsley Parish, including the Thames Basin Heaths SPA, the Mole Gap to Reigate Escarpment SAC and hence no SEA or HRA would be required.
- 6.3. In the absence of a formal requirement for an SEA or Sustainability Appraisal, an assessment of the neighbourhood plan's contribution to sustainable development is included in Section 4 of this Statement.
- 6.4. The Neighbourhood Plan also has regard to the fundamental rights and freedoms guaranteed under the European convention on Human Rights and is considered to comply with the Human Rights Act.