Tandridge District Council

Balancing Homes and Job Requirements in the Tandridge District Local Plan

Part A: Balancing the Number of Homes and Jobs

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Introduction

Tandridge District Council is currently preparing its Local Plan. In December 2015, it held its Regulation 18 Issues and Approaches consultation on the issues to be addressed by the Plan, its proposed vision and objectives and spatial approaches to accommodating the district's objectively assessed housing and employment need.

The purpose of this report is to explore the relationship between housing and employment requirements, the implications of land availability and seeks to understand what might be the 'optimum' balance of homes and jobs in the district taking into account constraints such as the Green Belt, Areas of Outstanding Natural Beauty, transport and other infrastructure.

In particular, the report considers the implications of land availability for delivering homes and jobs, whether there is a relationship between the types of homes and jobs to be provided within the district and if there is a point beyond which the district may face economic decline. It also explores the policy implications of the study, which should be taken into account in developing the Local Plan.

An overview of the methodology used in the report is provided in **Section 1**.

Tandridge's context

The demographic and economic context of Tandridge is provided in **Section 2**. The main conclusions which relate to the relationship between jobs and homes are:

- Population within the district grew steadily by around 4.8% within the last Censal period (2001-2011), and has continued to grow since then.
- Growth in households has followed a similar trend, albeit at a slightly faster rate – this is to be expected, given the general trend towards smaller average household sizes.
- Delivery of homes has been in excess of Regional Spatial Strategy (RSS) housing targets on average in the years up until 2013/14, where delivery fell below the RSS target.
- The working age population (i.e. the population living in Tandridge which are considered to be able and likely to work) has risen slightly in overall terms, and declined slightly in percentage terms, though the changes are not large. However, the reasons given for economic inactivity have changed over time, with an increase in the number of students and a decrease in the proportion of the working age population inactive due to (early) retirement.
- There have been significant fluctuations in employment (measured both in terms of the number of Tandridge residents in employment, and the number of

jobs located in the district), which might be expected given the economic downturn and protracted recovery. However, the trend in jobs over a ten year period shows a slight increase, broadly matching the increases in households.

Based on the demographic and economic contest, it is considered that the trends over the last ten years are an appropriate base on which to investigate the relationship between jobs and homes in the district.

Exploring the relationship between homes and jobs

Whilst work has been undertaken to understand housing and employment need in the district over the plan period, physical constraints may influence the extent to which these needs might be met. Given that there is a relationship between homes and jobs, a constraint in one of these variables through lack of available land will have an impact on the requirement for the other variable.

A model has been produced which simulates the relationship between homes and jobs in the district, based on past trends. The model is explained in more detail in **Section 3.1** and **Appendix A**. In considering different scenarios, the following has been considered:

- If the Council provided a lower number of jobs than forecasted due to constrained land supply, how many houses would be required in the district?
- If the Council provided a lower number of homes than the objectively assessed need due to constrained land supply, how many jobs would be required in the district?

Six constrained scenarios have been tested as part of the study. Three of the constrained scenarios are supply-led and have been informed by the evidence presented in the Council's Housing and Employment Land Availability Assessment and Economic Needs Assessment. The other three scenarios are demand-led. The six scenarios and their outcomes are set out in detail in **Section 3.1.2** and **Section 3.1.3**.

At the start of the plan period, the model indicates that the relationship between jobs and homes is approximately 1.099:1. However, to maintain the existing relationship between jobs and homes based on the same levels of commuting, over the plan period **approximately 1.982 jobs should be accommodated within the district for every house which is delivered**.

Implications of the relationship between homes and jobs

The outcomes of the constrained scenarios are a useful indication of the relationship between homes and jobs in Tandridge and identify, depending on the amount of land available for development, the relative number of homes and jobs that could be planned for. However, it is recognised that there are a range of factors which may affect the realisation of these scenarios:

- The types of jobs and homes delivered.

- The capacity of existing employment sites for further development or intensification.
- The potential loss of existing employment land to other uses, particularly through office-to-residential permitted development and Starter Homes.
- Sectoral changes.

To help understand the optimum relationship between jobs and homes, an analysis has been undertaken which compares Tandridge's jobs:homes ratio with other similar authorities and considers whether there is a critical level of growth which will need to be achieved in order to ensure a critical situation is not reached. Based on this analysis, there is no indication that Tandridge is currently near a 'critical level' of employment to meet local needs. Its jobs:households ratio is comparable with the benchmark authorities, none of which appear to be suffering from decline and in-commuting has remained largely stable to date. However, it is recognised that it is important that an appropriate mix of housing be provided to enable people to live and work locally thereby reducing the potential for further out-commuting and in-commuting, and to protect existing employment sites.

In summary, the assessment found that:

- It is a desirable policy aspiration to maintain or provide more local employment in the district, particularly to continue to support local services and to avoid unsustainable out-commuting.
- Tandridge currently provides employment to service the needs of people residing in the district. As long as the ratio between jobs:homes remains constant it is not considered that the district would enter into economic decline, and this would seem to be a sensible minimum objective.
- There are a range of constraints which it is recommended the Council continues to balance and monitor to support maintaining the ratio between jobs:homes. These include:
    - Providing a mix of homes within the district to enable workers to live within the district. This includes provision of affordable housing and smaller properties which meet the needs of young couples and families.
    - Provision and protection of employment land to safeguard its re-use for housing and other higher value uses.
    - Balancing the need to protect the Green Belt with provision of land in appropriate locations to respond to market signals.

Implications for the Local Plan

Consideration will be given to the implications of the findings of this report for the Local Plan in terms of plan targets, strategic policies and site allocations/detailed policies. In developing the recommendations set out below a review of the existing Development Plan including Tandridge District Core Strategy (2008), Tandridge Detailed Policies (2014) and associated Proposals Map would be needed. This review process is underway through the preparation of the Council's forthcoming Local Plan. The emerging Local Plan will need to plan for and respond to the findings of the study.

In relation to housing, the following recommendations have been made:

- **Ensure the housing need figures for the plan period are up to date and that they reflect the proposed ratio between jobs and homes.**
- **Ensure the affordable housing targets have been determined in an up to date context for the plan period.**
- **Retain a policy on rural exception sites.**
- **Continue to promote a range of housing within the district.**

In relation to employment, the following recommendations have been made:

- **Strengthen existing employment policies to more positively plan for sustainable economic growth.**
- **Identify land to accommodate economic growth.**
- **Review the Council's approach to protecting employment sites.**
- **Review the approach to increasing supply of commercial development.**
- **Consider amending how strategic employment sites are represented on the Proposals Map.**

The recommendations arising from the findings of this report are set out in **Chapter 4**.

1 Introduction

1.1 Purpose of Report

Paragraph 156 of the National Planning Policy Framework (NPPF) confirms that in preparing Local Plans local planning authorities should set out strategic policies to deliver the homes and jobs needed in the area. It also advises that local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals (paragraph 158).

There have been examples of where Local Plans have been found unsound at examination or recommended for withdrawal due to an unbalance between jobs and homes and lack of integration on housing and employment strategies[1].

Tandridge District Council is currently preparing its Local Plan. In December 2015, it held its Regulation 18 Issues and Approaches consultation on the issues to be addressed by the Plan, its proposed vision and objectives and spatial approaches to accommodating the district's objectively assessed housing and employment need.

The Plan objectives particularly relevant to balancing homes and jobs are as follows:

1. Offer choice to provide employment and economic opportunities.
2. Support and retain businesses, whilst encouraging diversification.
3. Provide an opportunity for people to have the skills necessary to stay within the district and reduce the amount of out-commuting.
4. Support the development of tourism without damaging the quality of life for local residents.
5. Balance the supply of homes for mixed communities, which would provide both affordable units and opportunities to downsize.

The Issues and Approaches consultation document identifies seven approaches to delivering housing and employment growth in the district across the plan period (2013-2033). One approach represents a baseline of existing trends; the other six approaches meet to different extents the objectively assessed housing needs of 9,400 dwellings and employment net demand of up to 14,522 sqm of B1 and -7.9ha of B2/B8 floorspace.

[1] For example, the Cheshire East Local Plan was recommended for withdrawal following the Inspector's interim findings, which identified a mismatch between the Plan's economic and housing strategies. The full report can be viewed at: http://cheshireeast-consult.limehouse.co.uk/file/3201781. The County Durham Plan was also recommended for withdrawal following the Inspector's interim views, which found that the objective assessment of housing needs was too high due to unrealistic assumptions regarding job growth and accompanying in-migration. The full report can be viewed at: http://durhamcc-consult.limehouse.co.uk/file/3333199

Whilst the land identified in five of the six approaches is informed by the Council's Housing and Employment Land Availability Assessment (HELAA) and Economic Needs Assessment, the Council acknowledges that further assessment and refinement of the approaches is required to take account of other evidence base documents and constraints within the district including for example, Green Belt, Areas of Outstanding Natural Beauty, transport and other infrastructure. When taken together, these could present real challenges in meeting, in full, Tandridge's objectively assessed housing need.

The Council also recognises that there are a number of other policies which are outside of the Council's control and may affect land supply within the authority area. These include the office to residential permitted development rights and the Starter Homes policy. The implications of these policies for balancing homes and jobs within the district need to be considered in developing the Local Plan.

This report therefore explores the relationship between housing and employment requirements, the implications of land availability and seeks to understand what might be the 'optimum' balance of homes and jobs in the district taking into account the constraints identified above. In particular, the report considers the implications of land availability for delivering homes and jobs, whether there is a relationship between the types of homes and jobs to be provided within the district and if there is a point beyond which the district may face economic decline. It also explores the policy implications of the study, which should be taken into account in developing the Local Plan.

1.2 Overview of Methodology

In order to explore the relationship between jobs and homes a quantitative homes and jobs model was built to test the implications of different constrained scenarios, the outputs from which were reviewed to identify the optimal threshold for the district[2]. This approach is reflected in the staged methodology followed as illustrated in Figure 1. Further details of the methodology is provided in Appendix A.

[2] The inputs for the model can be varied and could be updated in the future to reflect any new emerging information (including, updated population and household projections) as the Local Plan develops.

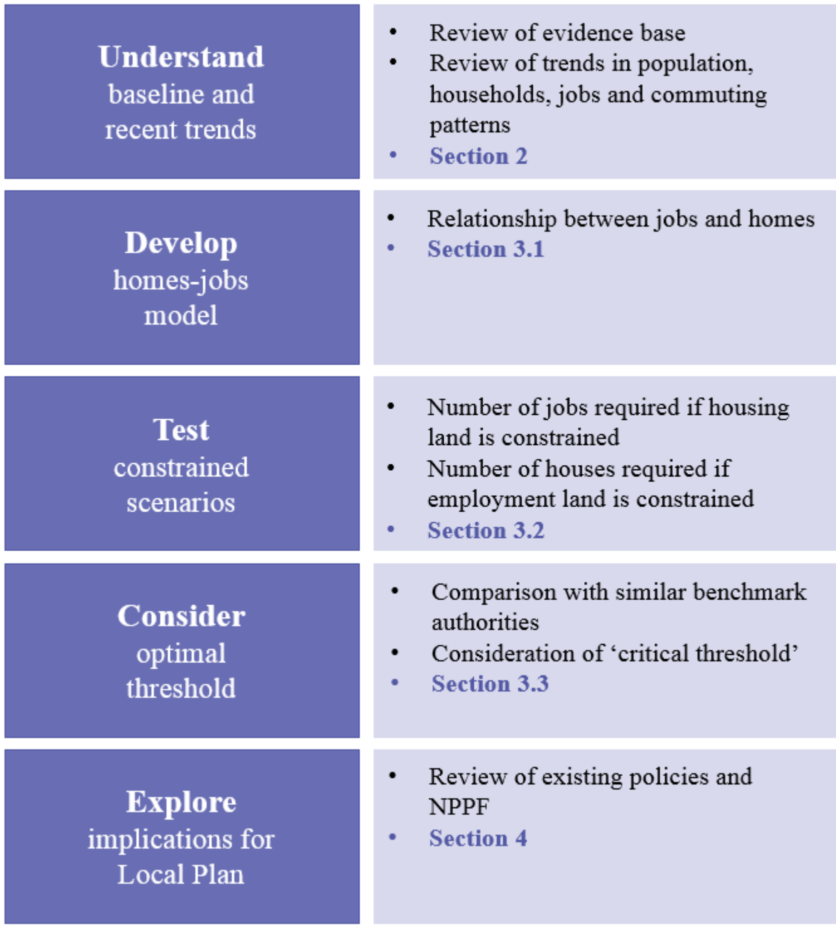

Figure 1 Overview of approach

1.3 Structure of Report

The remainder of this report is structured in the following way:

- Chapter 2 sets out our understanding of the housing and employment context for Tandridge including recent population, household, jobs and commuting patterns and the implications of this for the homes-jobs model.
- Chapter 3 presents the output of the homes-jobs model and the scenarios tested. It also explores the relationship between homes and jobs to understand the implications for the Local Plan including whether a prescribed ratio should be planned for.
- Chapter 4 explores what the findings from Chapter 3 mean for preparation of the Local Plan including additional studies which may be required and policy recommendations.

Appendix A provides further detail on our methodology. Appendix B provides the graphical outputs of the constrained scenarios from the model.

2 Context

This chapter provides a high level overview of Tandridge and its current role within the wider South East drawing from the findings of the Council's existing evidence base. It also establishes the overall context of Tandridge, in terms of changes to, and relationships between population, homes and households, employment and commuting. This change is largely looked at over the last Censal period (2001-2011), though for some datasets this has been extended where more recent data is available[3] in accordance with the NPPF's requirement to use up-to-date and relevant evidence (paragraph 158). Understanding the context of the district allows recognition of the current interplay between homes and jobs, informing the model and the scenarios to be tested.

Data is taken from the following sources:

- **Census:** The UK Census is undertaken every ten years by the Office of National Statistics (ONS) (most recently in 2001 and 2011). A number of data sets are released by the ONS following analysis of the Census – this study uses datasets on: employment by industry; and commuting flows.
- **ONS/Nomis**: The ONS produces data on a range of topics. Some of this data is designed to 'fill the gaps' between Censuses – for example annual Mid Year Estimates. Some ONS data is reported through Nomis, an online service provided by ONS to collate key population and labour market statistics from official sources. The following ONS and Nomis data is used in this study: Mid Year Estimates of population; working age population; residence-based jobs; economic activity; and hours and earnings information.
- **Department of Communities and Local Government (DCLG) household data:** DCLG produces information on houses and households (including forecasts) on a local authority level, based on Census and other data sources. The following DCLG data is used in this study: household estimates and projections; housing completions; and housing affordability.
- **Business Register and Employment Survey (BRES):** BRES is the official source of employee and employment estimates by detailed geography and industry. The survey collects employment information from businesses across the UK economy for each site that they operate. BRES is the recommended source of information on employment by detailed geography and industry. Workplace-based jobs and employment by industry is used in this study.
- **Experian:** Tandridge District Council commissioned Experian to produce a local economic forecast for the district, up to 2033. This forecast has been used as a basis for other evidence base documents, including the Economic Needs Assessment.

[3] It should be noted that the report does not include the updated population and household projections published by Government in July 2016. To ensure consistency with other evidence base documents the 2012-based projections have continued to be used. The Council may wish to update this report in the future, alongside other evidence base documents.

Where data has been used, the year of publication has been stated in the supporting text.

2.1 Population

2.1.1 Population change

The district's population has grown steadily over the period, from 79,332 in 2001 to 86,025 in 2015 (2015 Mid Year Estimate, ONS, 2016). This is an increase of 3,846 (4.8%, or 0.48% average annual increase) over the 2001-2011 Censal period, and 6,693 (8.4%, or 0.60% average annual increase) to 2015 (Figure 2).

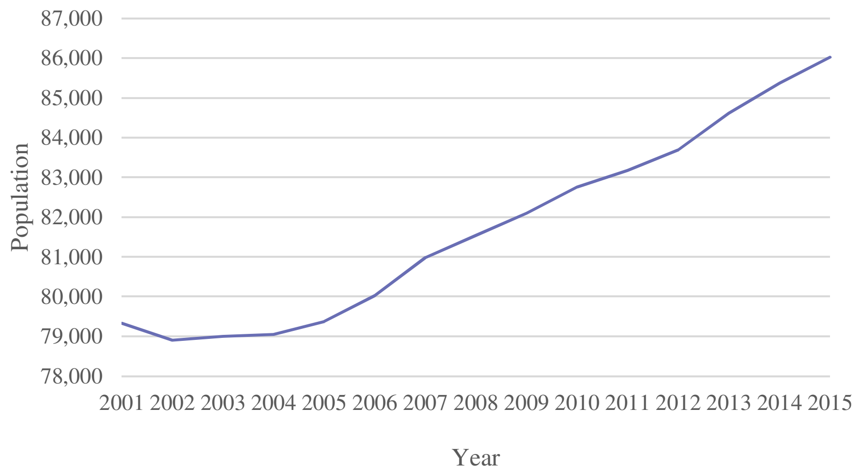

Figure 2 Tandridge population, 2001-2015
Source: ONS Mid Year Estimates

Total population fell between 2001 and 2002, followed by slow growth in the first half of the decade – largely as a result of net international outmigration. The Council's Strategic Housing Market Area (SHMA) Assessment 2015: Tandridge's Objectively Assessed Housing Need Technical Paper outlines potential reasons for this Unattributable Population Change (UPC), suggesting it could have occurred due to statistical error in the 2001 or 2011 Census. The occurrence of an UPC as a result of international migration is likely to have disproportionately affected the earlier years of the decade, due to later improvements in calculating estimates. Growth in population has increased in the latter half of the decade with the rate accelerating (according to the last three Mid Year Estimates). The Council's SHMA Assessment 2015: Tandridge's Objectively Assessed Housing Need Technical Paper attributes this largely to changes in the UK 'flow in' and 'flow out' of the district. Since 2002-03, outflows from the district to the rest of the UK have fallen, and inflow has been growing, despite annual fluctuations (Figure 3).

Year	Start population	Natural increase	Net internal migration	Net international migration	Other	End population	Percentage change on previous year
2001-2002	79,332	90	16	-534	2	**78,906**	-0.5%
2002-2003	78,906	29	184	-98	-19	**79,002**	0.1%
2003-2004	79,002	123	-44	-24	-7	**79,050**	0.1%
2004-2005	79,050	40	268	36	-21	**79,373**	0.4%
2005-2006	79,373	107	386	185	-24	**80,027**	0.8%
2006-2007	80,027	225	653	124	-46	**80,983**	1.2%
2007-2008	80,983	165	397	32	-34	**81,543**	0.7%
2008-2009	81,543	136	492	-7	-65	**82,099**	0.7%
2009-2010	82,099	178	499	48	-68	**82,756**	0.8%
2010-2011	82,756	168	290	48	-84	**83,178**	0.5%
2011-2012	83,178	114	336	57	8	**83,693**	0.6%
2012-2013	83,693	62	822	41	-6	**84,612**	1.1%
2013-2014	84,612	137	430	186	9	**85,374**	0.9%
2014-2015	85,374	101	340	134	14	**86,025**	0.8%

Figure 3 Tandridge population components of change, 2001-2015
Source: ONS Mid Year Estimates

2.1.2 Working age population

The working age population has increased gradually in real terms, from approximately 49,900 in 2001 to around 51,600 (+3.4%) in 2011 and up to approximately 52,400 (+5.0%) in 2015 (Figure 4). However, as a percentage of the overall population, the working age population has declined very slightly over the same period – from 62.9% in 2001 to 60.9% in 2014 (Nomis borough profile, 2016) (Figure 5).

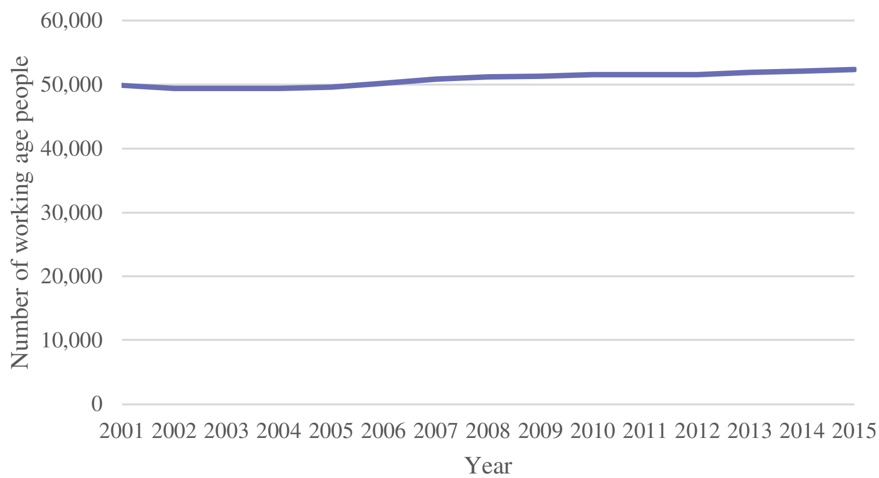

Figure 4 Tandridge working age population, 2001-2015
Source: Nomis borough profile

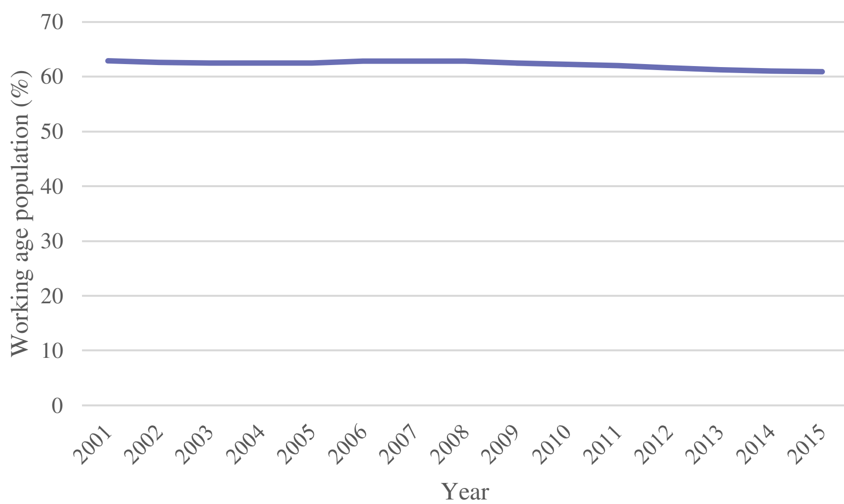

Figure 5 Tandridge working age population, 2001-2015
Source: Nomis borough profile

2.2 Housing and households

2.2.1 Housing Market Area

Tandridge has a complex Housing Market Area. The containment of household moves within the district remains limited, partly due to the close relationship with London. The SHMA (2015) identifies Tandridge as having a functional housing relationship with Croydon, Reigate and Banstead and Mid Sussex. However, the district also has important functional ties to London’s wider housing market and a number of other neighbouring authorities, including Sutton, Crawley, Bromley and Sevenoaks. For the purposes of plan making the SHMA concludes that, whilst given the existing and on-going evidence bases in neighbouring areas Tandridge requires its own SHMA, there should be alignment with neighbouring SHMAs.

Due to its rural setting, Tandridge has traditionally been a desirable residential location. The rural setting, combined with an ageing population, has meant that historically Tandridge has had a housing market where larger homes have been built. The number of households owning their home outright has been increasing in the district, partly due to older demographics paying off their mortgages. The SHMA (2015) outlines future predictions of the increase in older households, which will create additional need for detached and semi-detached properties.

2.2.2 Households

The amount of households in Tandridge grew from 31,730 in 2001 to 33,435 in 2011 (an increase of 1,705, or 5.4%), and 33,768 in 2014 (an increase of 2,038, or 6.4% (2012-based household projections, DCLG 2014). There was a slight decline in houses between 2001 and 2003, before rising at a stable rate to 2011. This growth is shown in Figure 6[4].

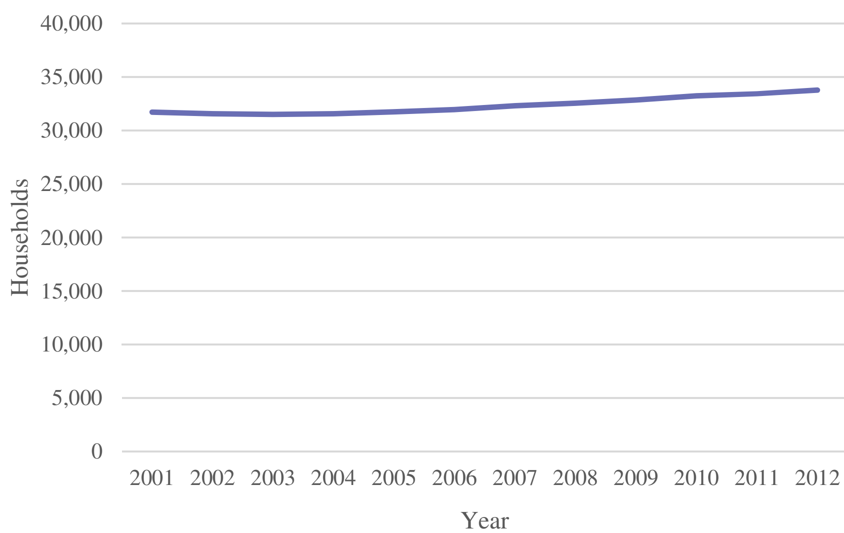

Figure 6 Tandridge households
Source: DCLG 2012-based household projections

Over the last Censal period, the annual percentage change in the number of households either matches or exceeds the percentage change in population – and is occurring at a slightly faster rate. This is consistent with the general trend seen across the country for smaller average households.

Whilst average household size is not available on a yearly basis, a calculation based on population and households provides an indicative comparison, acknowledging that this does not make the distinction between institutional

[4] For the purposes of this analysis, historic growth in households is taken from the DCLG 2012-based household projections, to the period immediately before the plan period. The Council may wish to update the model in the future, alongside other evidence base documents to take account of the most up to date CLG projections and relevant demographics.

population (those not living in private households, such as nursing homes, military barracks prisons) and non-institutional population. This relationship is shown in Figure 7. (Note, the sharp decline in the early part of the decade is a result of the decline in population, which as discussed above could have occurred due to statistical error in the 2001 or 2011 Census.) The graph shows the annual change in households and population for the years prior to 2011.

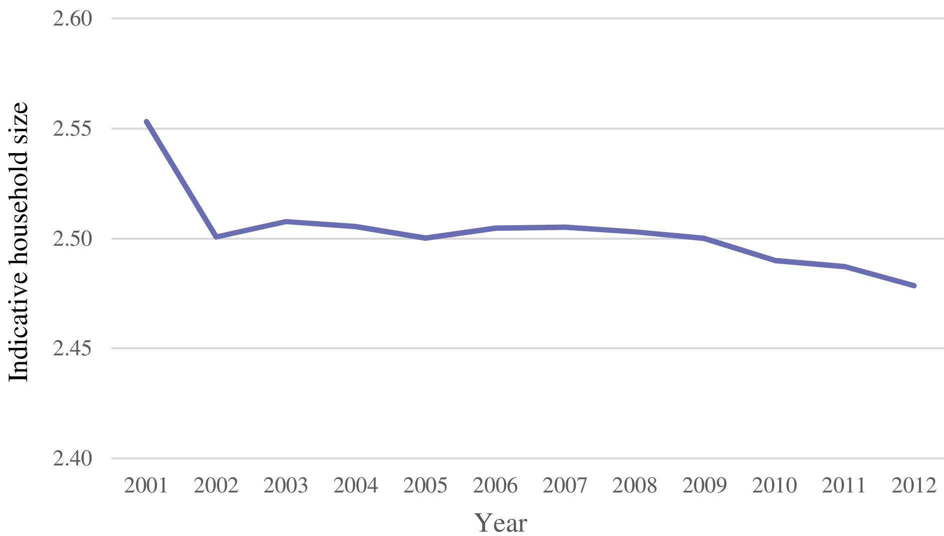

Figure 7 Indicative household size derived from population and household data, 2001-2011
Source: DCLG 2012-based household projections, ONS Mid Year Estimate

2.2.3 Housing delivery

The Regional Spatial Strategy (RSS) set a housing target for Tandridge of 125 homes per year. Over the last ten years, an annual average of 236 homes have been completed which is higher than the RSS figure (Figure 8). However, before the economic downturn a peak of 480 homes in a single year was reached. This rate has been much reduced in recent years, and has been lower than the target in the 2014/15 monitoring year.

Tandridge currently has an objectively assessed need figure of 470 homes per year; such a rate of delivery has only been met once in the last decade. This should be viewed in the context of potential limited land availability as a result of factors such as the very high proportion of Green Belt in the district.

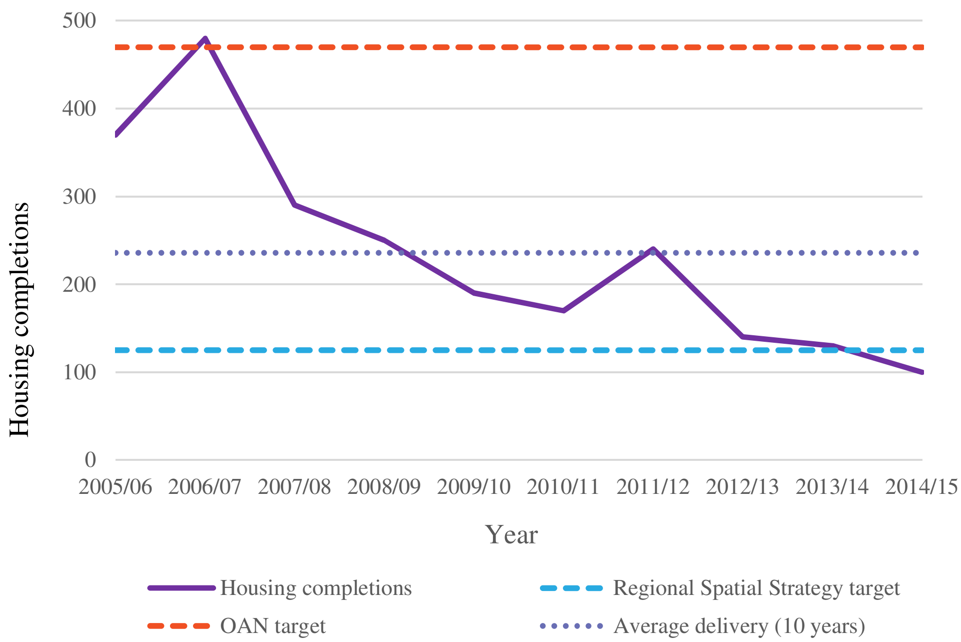

Figure 8 Completed houses in Tandridge compared to RSS target, 2005-2015
Source: DCLG completions data

2.2.4 Housing affordability

The SHMA (2015) investigated house prices and housing affordability as part of its analysis of market signals. It found that average house prices have historically been notably high in Tandridge, largely exceeding neighbouring authorities and the national average, but showing some similarity with neighbouring Sevenoaks. Whilst price growth did slow (and indeed decline) during the recession, there has been a strong recovery in values over recent years.

Tandridge is evidently considerably less affordable than the national average, which is similar to its neighbouring authorities. Affordability has also continued to worsen since the recession; Figure 9 plots the increasing ratio between ability of those lower quartile earnings and lower quartile house prices. Whilst house prices have increased over this period, the increase in affordability ratios is more pronounced suggesting that earnings growth has failed to keep pace with house price change in the area.

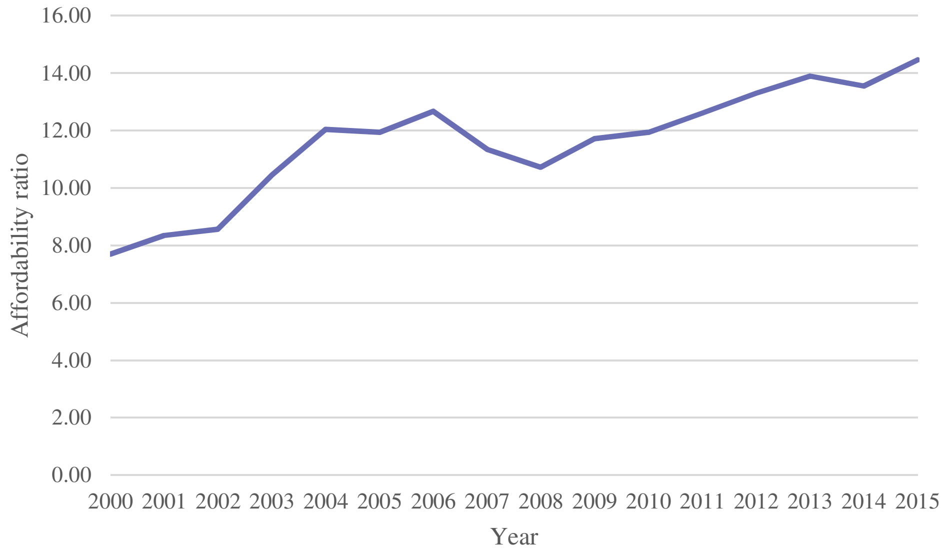

Figure 9 Affordability ratio
Source: DCLG affordability data, based on house prices from Her Majesty's Land Registry price paid data, and data on workplace based gross earnings for full time employees from the Annual Survey of Hours and Earnings (ONS 2016).

2.3 Employment

2.3.1 Functional Economic Area

Tandridge is considered to be a self-contained Functional Economic Area in the Economic Needs Assessment (ENA) (2015). The significant commuter flows and proximity to London mean that it is part of a wider Functional Economic Area that covers Crawley, Mid Sussex, Reigate and Banstead, Sevenoaks, and the London Borough of Croydon. The wider Functional Economic Area is characterised by predominantly rural districts who each have a strong functional relationship with London.

The ENA also states that the district's proximity to London and good transport connections have resulted in low levels of labour self-containment. A significant number of highly skilled residents leave the district for work, with key commuting destinations including Reigate and Banstead, Croydon and the City of Westminster.

2.3.2 Jobs

There are three main ways to measure employment in an area:

- Workplace-based employment – the amount of jobs in an area (regardless of where the people who fill the jobs live).
- Residence-based employment – the amount of people in the area who have jobs (regardless of where those jobs are located).

- Local jobs filled by local residents.

Due to commuting in and out of districts, the first two measures do not usually match. Whilst residence-based employment at a local authority level is available by year (via Nomis), workplace-based employment is only available via BRES (from 2009 onwards) as well as the local economic forecasting produced by Experian for the Council.

The total amount of residence-based employment (i.e. the number of Tandridge residents in employment) has fluctuated since 2004 (Figure 10) but can be regarded as stable whilst tracking cyclical trends in the short term. The average annual increase within the Censal period of 5.6% was slightly higher than the 4.8% growth in population. However, employment levels are influenced not just by population change but also by changing economic activity rates and changing commuting patterns. For example, the drop in residence-based employment in 2009 is a reflection of the wider recession which affected the UK. Due to the fluctuating pattern in residence-based employment it is more difficult to find a definitive ‘trend’; however despite the fluctuations the overall picture has been stable.

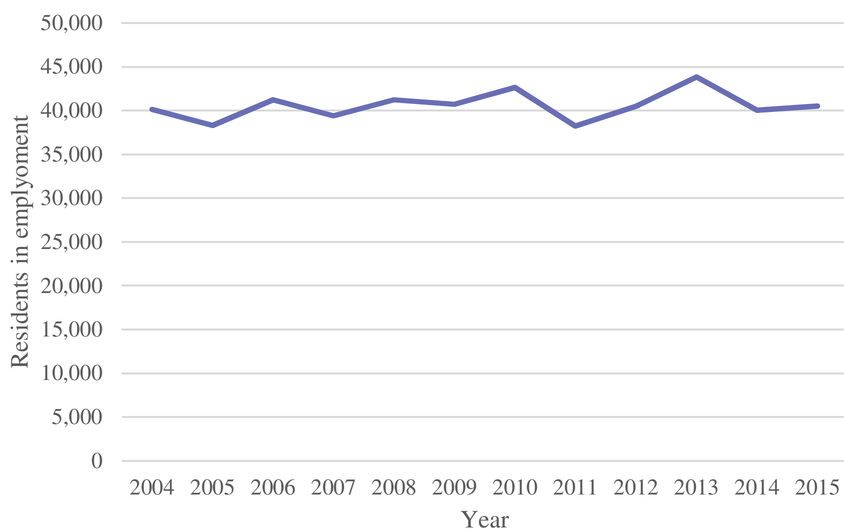

Figure 10 Tandridge residence-based jobs, 2001-2013
Source: Nomis

The notional jobs density for the district (the total number of filled jobs in an area divided by the resident population of working age in that area) has increased slightly over this period, from 0.71 in 2001 to 0.74 in 2011. However, this does not indicate that these jobs are being filled by people residing within the district.

Workplace-based employment in Tandridge since 2009 has been largely stable, albeit fluctuating year by year (Figure 11).

Year	Workplace based employment (BRES)
2009	32,654
2010	31,881
2011	32,442
2012	31,953
2013	31,905
2014	32,479

Figure 11 Workplace-based employment (the amount of jobs in Tandridge), 2009-2014
Source: BRES

Evidence from the ENA suggests that approximately 8,969 jobs in 2011 were filled by Tandridge residents, equivalent to 28.4% of residents in employment. This data is taken from the 2011 Census, and as such is the most up-to-date available.

Work undertaken by Experian included an estimate and forecast of 'total workforce jobs' forecasts in the district, which also includes some employment not included in the BRES figures above, such as non-VAT registered self-employed workers, HM Forces and government-supported trainees. Figure 12 shows the estimated level of workforce since 2001, as well as its expected rise over the plan period.

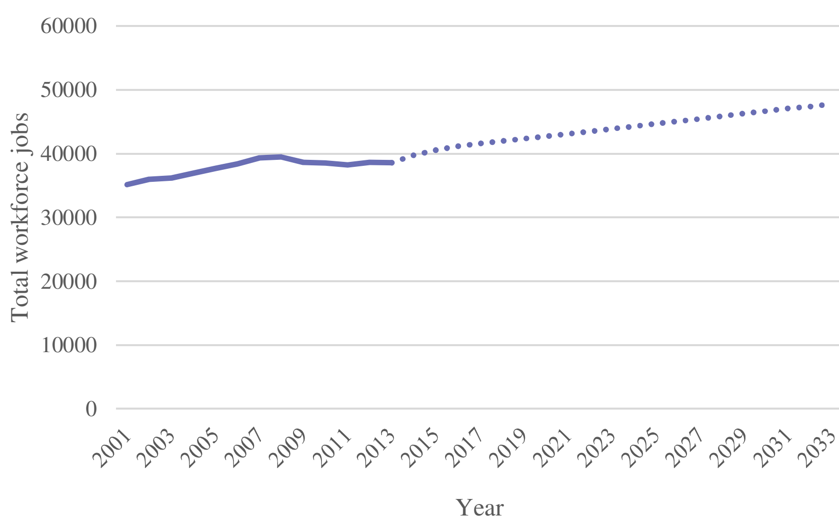

Figure 12 Total workforce jobs - estimated and forecast
Source: Experian

2.3.3 Economic activity rates

The amount of people residing in Tandridge who are classed as economically inactive has fluctuated over previous years, starting at 8,500 at the beginning of 2004, to 9,900 by the end of 2015 (Figure 13). The trend line however shows stability over the medium term.

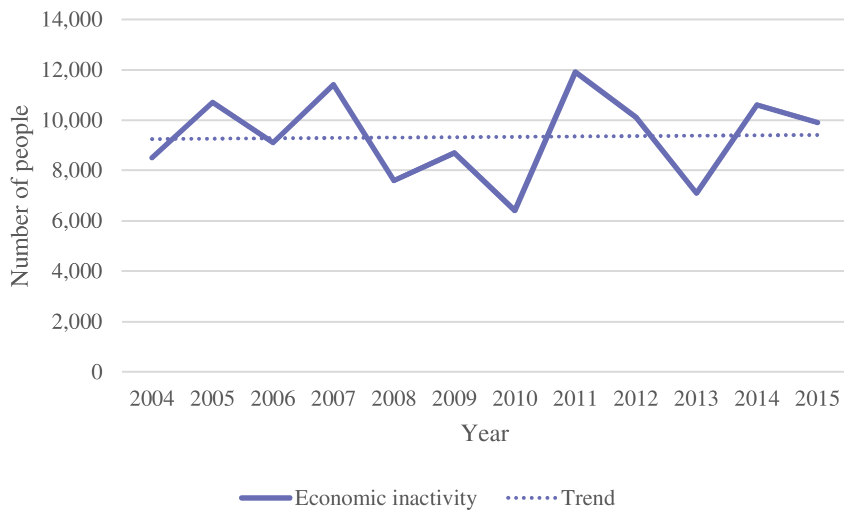

Figure 13 Economic inactivity, 2004-2014
Source: Nomis

Whilst, as a percentage of the total population, economic inactivity remained largely similar across the last ten years, there have been changes in the reasons for this inactivity. Looking more closely at the data, there has been a decrease in those who are looking after family or home or who are long term sick, and a significant increase in students. In recent years there has been a decline in those people of working age who are inactive due to retirement. This is consistent with national trends, which show an overall decline in the number of economically inactive population as a result of retirement over the past ten years (ONS, 2016).

2.3.4 Employment sectors

Tandridge's economy is comprised predominantly of service sector industries. The majority of jobs in the district are well paid in comparison to the South East and national average incomes, and the workforce is generally well-educated. The ENA states that over half of the residence-based working population are in Managerial and Professional occupations, with a very low proportion of people working in elementary, secretarial and administrative occupations.

Figure 14 shows the shift in key industries between 2001 and 2011. The categorisation of industries changed slightly between the release of 2001 and 2011 Census data[5]. Primary sectors such as agriculture and manufacturing, along with the transport industry, have experienced decline over the ten year period (albeit

[5] The categorisation of industries changed slightly between the release of 2001 and 2011 Census data. Some of the categories have been aggregated to give an indicative overview of trends.

the ENA concludes that industrial employment declined at a slower rate than the wider property market area). Key growth sectors over the same period have included the construction industry, education sector, and health and social work.

The dominant employment sectors in Tandridge include wholesale & retail trades, construction, health and social work and education. Whilst surrounding authorities such as Reigate and Banstead and Croydon have seen growth in information, communication and business services, this has not occurred in Tandridge. This is likely to be because Tandridge does not have a large employment centre, unlike other authorities which have seen this growth.

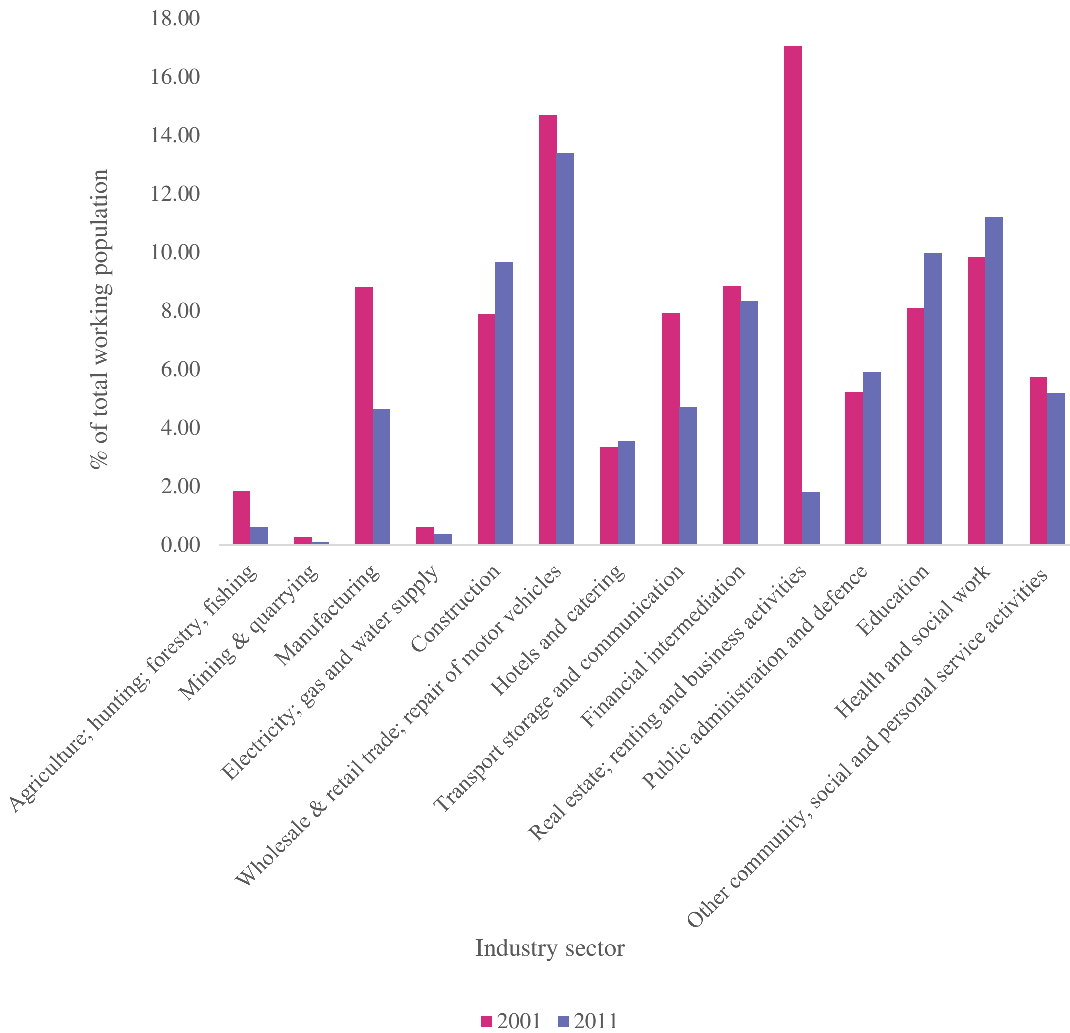

Figure 14 Employment breakdown by industry, 2001 and 2011
Source: ONS

More recent data is available from BRES, which demonstrates relatively stable trends in employment between 2009 and 2014 (Figure 15). The greatest variation has been in the financial and business services, which have experienced annual fluctuations, but overall have remained consistent.

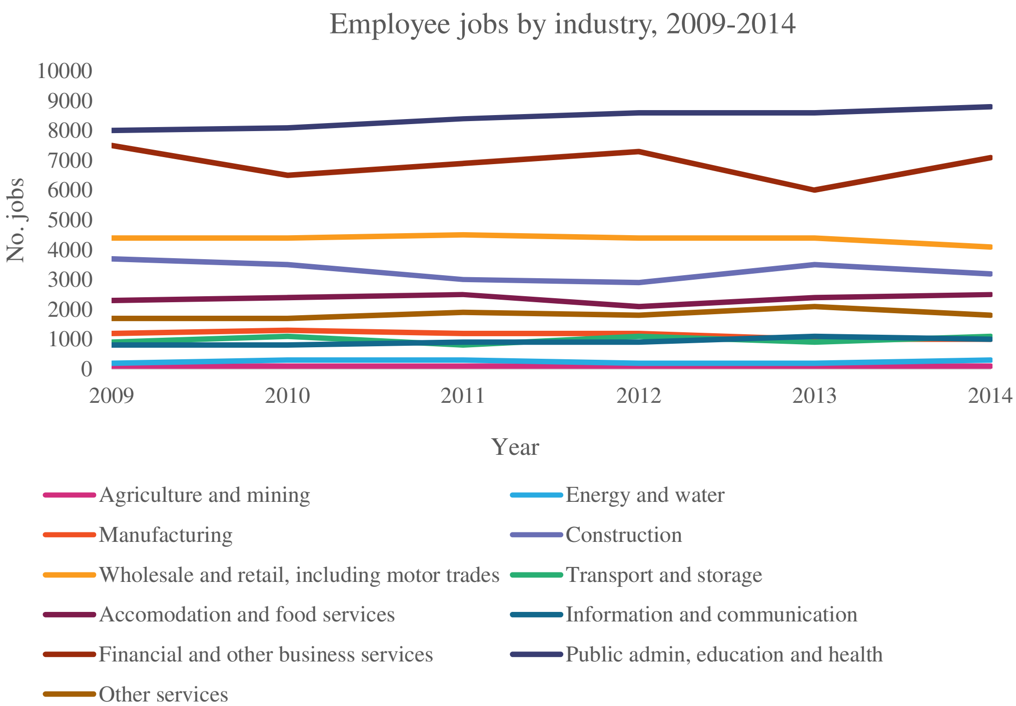

Figure 15 Employee jobs by industry, 2009-2014
Source: BRES

Tandridge's office market is relatively small, and is predominantly concentrated in Oxted and Caterham. Caterham in particular has lost older office space due to the changes to permitted development rights, allowing easier conversion of office space into residential uses. Across the district, micro enterprises have consistently dominated the business profile, representing around 91% of all businesses, and has grown in real terms over the past five years. It is expected by the ENA that office employment in Tandridge will grow at a slightly faster rate than the office growth in the surrounding authorities, based on historic trends.

Industrial activities in are spread across the district, with a small number of larger locations such as the Lambs Business Park and Hobbs Industrial Estate, as well as smaller industrial sites.

2.4 Commuting patterns

Tandridge has a low job density and a relatively low amount of commercial floor space compared to Surrey. These factors, along with the district's close proximity to London and good transport links mean that a significant amount of the economically active population leave the district for work. The Functional Economic Area Topic Paper (2015) outlines how Tandridge has a net commuting outflow of 8,721 people (equivalent to approximately 28% of the working population). Some 51.9% of Tandridge's economically active population commute out of the district for work (although this is partly offset by in-commuters).

The 2011 Census data shows the key commuter destinations as Reigate and Banstead, Croydon and Westminster/City of London (Figure 16). When compared with 2001 Census data (Figure 17), it is clear that commuting to Westminster/City of London has significantly increased whilst commuting to Croydon has seen an overall decline. Despite changes to the individual destinations, it does not appear that the overall pattern of out-commuting has significantly shifted within the Censal period.

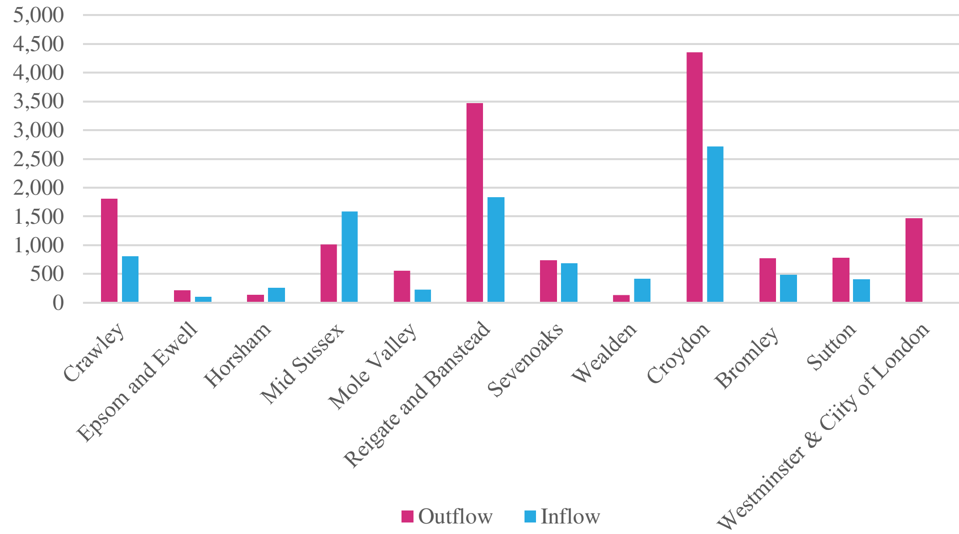

Figure 16 2001 travel flow data. *Source: ONS (2015)*

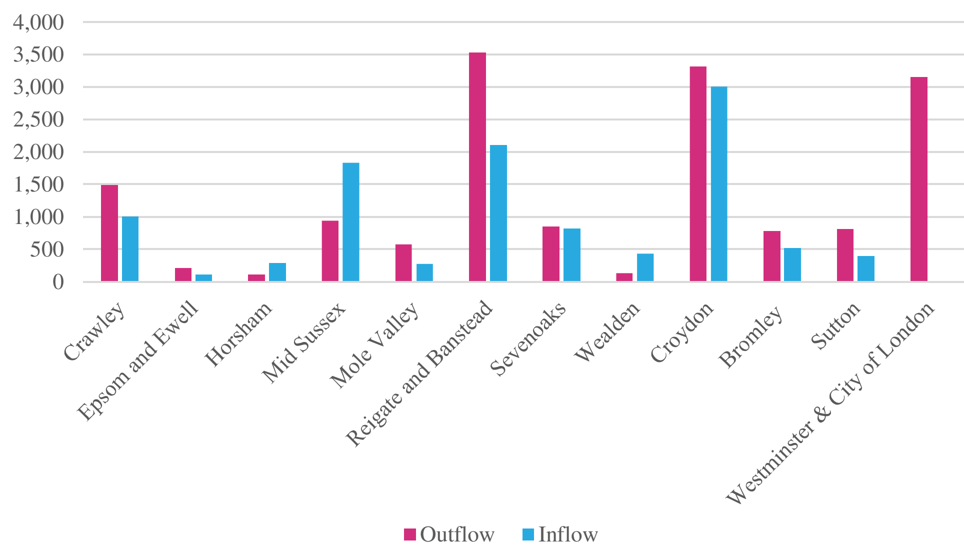

Figure 17 2011 travel flow data. *Source: ONS (2015)*

Tandridge also receives a significant amount of commuters into the district from neighbouring authorities. The Functional Economic Area Topic Paper (2015) states that over half of those that work in Tandridge live outside of the district. These could, of course, be short distance commutes. Indeed, the 2011 Census data shows that main commuter inflows originate from Croydon, Reigate and Banstead and Mid Sussex. Although these inflows have all increased since 2001, the overall outflow of workers continues to exceed workers entering the district.

The high levels of out commuting could in part be explained by the opportunities for higher earnings available in London and surrounding authorities. The Hours and Earnings Survey (2015) shows the median gross weekly earnings for full time workers employed in the district (workplace-based). Figure 18 demonstrates that between 2005 and 2015, Tandridge consistently had one of the lowest average weekly incomes, compared to neighbouring authorities and London boroughs. Weekly incomes in Tandridge have however increased during this period from around £420 per week in 2005 to almost £500 by 2015, which (as shown in Figure 18) is broadly in line with the increase seen in other authorities.

The average weekly earnings for the City of London are significantly higher than all other commuter destinations, averaging around £920 in 2015, representing almost double that of Tandridge. Similarly, Westminster, Mole Valley and Reigate and Banstead all offer greater earnings capacity than Tandridge. The opportunity for higher earnings in the surrounding districts and London boroughs are a clear pull factor for Tandridge’s local labour market, and help to explain the significant net commuter flows out of the district.

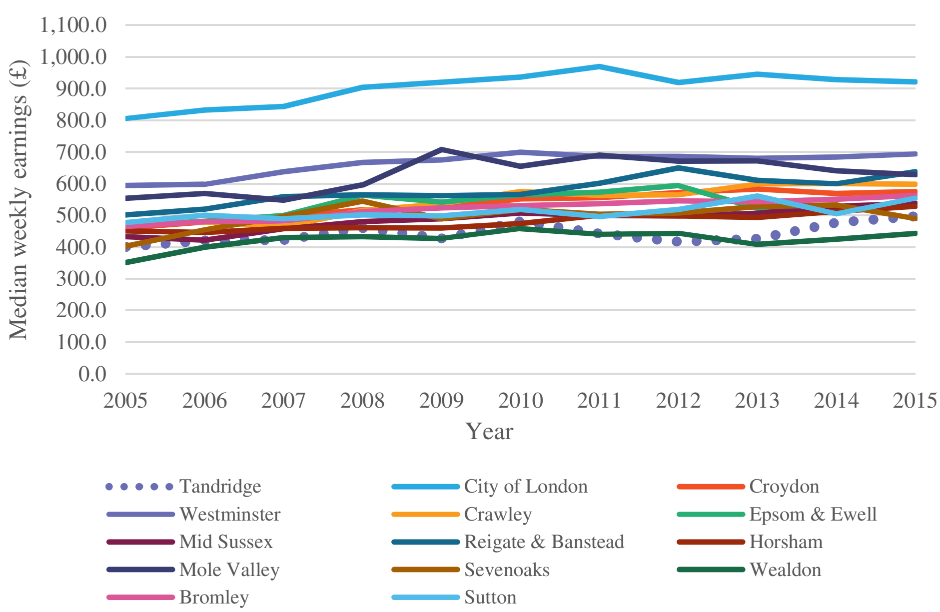

Figure 18 Comparison of average weekly earnings, 2005-2015
Source: Hours and Earnings Survey (2016)

2.5 Relationship between population, homes and job

The key findings from the review of Tandridge's context and examination of recent trends can be summarised as:

- Population within the district grew steadily by around 4.8% within the last Censal period (2001-2011), and has continued to grow since then.
- Growth in households has followed a similar trend, albeit at a slightly faster rate – this is to be expected, given the general trend towards smaller average household sizes.
- Delivery of homes has been in excess of RSS housing targets on average in the years up until 2013/14, where delivery fell below the RSS target.
- The working age population (i.e. the population living in Tandridge which are considered to be able and likely to work) has risen slightly in overall terms, and declined slightly in percentage terms, though the changes are not large. However, the reasons given for economic inactivity have changed over time, with an increase in the number of students and a decrease in the proportion of the working age population inactive due to (early) retirement.
- There have been significant fluctuations in employment (measured both in terms of the number of Tandridge residents in employment, and the number of jobs located in the district), which might be expected given the economic downturn and protracted recovery. However, the trend in jobs over a ten year period shows a slight increase, broadly matching the increases in households; this is illustrated by the dotted trend line in Figure 19.

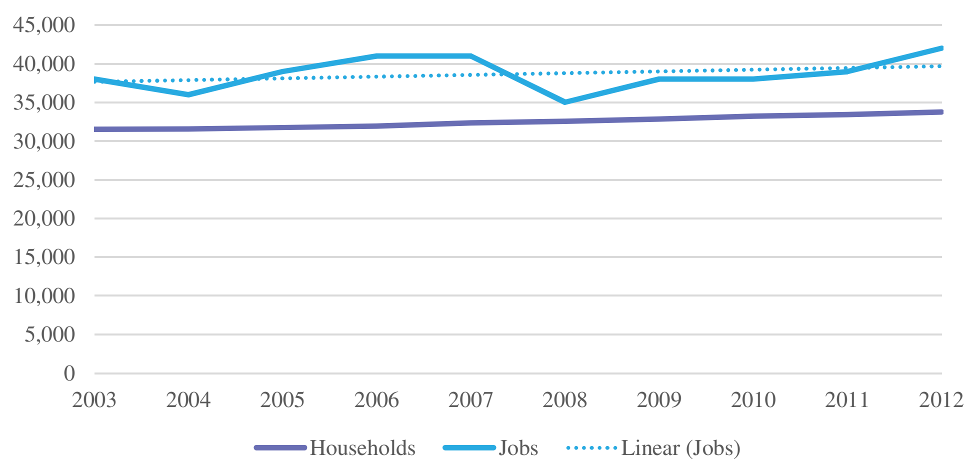

Figure 19 Relationship between households and residence-based jobs
Source: DCLG 2012-based household projections, Nomis

Based on the above conclusions, it is considered that the trends over the last ten years are an appropriate base on which to investigate the relationship between jobs and homes in the district.

It is noted that there have been fluctuations in house building over the last Censal period – this is likely to have affected either total population or (more likely) household sizes within Tandridge. This is considered in detail in the SHMA, the conclusions of which this study builds on. The findings of this study should be considered in the context of fluctuating supply and potential under-delivery.

3 Exploring the Relationship Between Homes and Jobs

3.1 Testing Different Scenarios for Jobs and Homes

A model has been produced which simulates the unconstrained relationship between homes and jobs in the district, based on past trends. The aim is to demonstrate the job or housing outcomes of different levels of housing and employment land provision, assuming in the first instance that homes and jobs relationships follow recent trends. This allows the Council to understand the consequences of different levels of provision.

In general, it is assumed that constraints on new housing will influence local employment, in terms of the extent to which further commuting or local working occurs. This is because it can be assumed that larger and more expensive houses are likely to support further out-commuting as a consequence of the higher incomes and increased purchasing power of commuters. A similar effect may arise with lower levels of housing provision, because higher income commuters are likely to be able to out-bid local workers for purchasing houses.

The extent to which smaller houses and higher levels of provision may support local employment will depend on the wider context of provision. If, for example, surrounding districts are providing low levels of new housing, Tandridge's provision may still be taken up by commuters. However, good practice planning and sustainable development considerations suggest that Tandridge and neighbouring authorities should plan to meet the needs of their districts in a balanced way as far as possible. Given differences in income between commuters and local workers, the provision of affordable housing may also influence local employment.

Ultimately, the issue of commuting also needs to be addressed by ensuring adequate provision of housing in other districts and London boroughs, closer to the source of employment.

3.1.1 Developing the Unconstrained Forecast

An unconstrained forecast has been produced, which represents the current and projected future relationship between homes and jobs, based on maintenance of the existing balance. It is *unconstrained* in the sense that issues around the supply and availability of suitable land required to meet this forecast is not taken into account at this stage. (These issues are considered in the *constrained* scenarios, set out in Section 3.1.2.)

Drawing on the conclusions in Section 2.5, the following approach has been used to develop the unconstrained forecast. In summary, projecting forward homes and jobs trends through the model provided an understanding of the current relationship between homes and jobs in the district, as well as how this relationship might change going forward. More details are the approach to developing the unconstrained forecast is provided in Appendix A.

Housing

- The historic ten-year growth in households in the district (2003-2012, i.e. the period immediately before the start of the current plan period[6]) was used as a basis for projecting forward future growth[7].
- To convert the projected households to houses, it has been assumed that the 3.2% vacancy rate will continue into the future, consistent with the assumptions made in the SHMA. A certain vacancy rate is a normal element of a functioning transitional housing market and therefore a proportion of the housing stock will always be required to allow buying, selling, letting and improvements to occur.

Jobs

- Whilst residence-based employment at a local authority level is available by year (via Nomis), workplace-based employment is only available via BRES from 2009 onwards. For this reason, it is not possible to use a ten-year trend to project forward jobs growth.
- As an alternative, the figures from the Experian forecast have been used as a basis for historic data. This approach is consistent with that used in the ENA, which also used Experian historic employment data rather than BRES data to allow for greater consistency between the historic and projected figures. The ENA concluded that it was more appropriate to use the (conservative) Experian figures as opposed to BRES data. The Experian forecasts are also used as the basis for other evidence base assessments including objectively assessed housing need and therefore providing greater consistency with the Council's existing evidence base documents.
- The Experian 'Total Workforce jobs' forecasts also include some employment not included in BRES, such as non-VAT registered self-employed workers, HM Forces and government-supported trainees and therefore provides a more comprehensive picture of jobs in the District.
- Two alternative projections were then made:
    - The first used the ten-year trend (2004-2013) from the adjusted Experian data to project future jobs growth, i.e. the total change between 2004 and 2013, divided by 10 to give an annual rate of change, and projected forward.
    - The second used the average rate of change forecast by Experian across the plan period, i.e. the total change between 2013 and 2033, divided by 21 to give an annual rate of change, and projected forward. This effectively 'smoothed' the Experian forecast over the plan period.

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[6] This period is different from the period (2004-2014) used to calculate objectively assessed housing need. This is in order to consider the period immediately before the base year of 2013.
[7] Historic growth in households is taken from the DCLG 2012-based household projections, to the period immediately before the Plan period. In July 2016, DCLG released 2014-based household projections; however, to ensure consistency with other evidence base documents the 2012-based projections have continued to be used. The Council may wish to update the model in the future, alongside other evidence base documents.

- On balance, it is considered that due to the recent recessionary period the first projection is unrealistically pessimistic, and that therefore the second period provides a better basis for the model.

3.1.2 Testing Scenarios

As set out in Chapter 1, whilst work has been undertaken to understand housing and employment need in the district over the plan period, physical constraints may influence the extent to which these needs might be met. Given that there is a relationship between homes and jobs, a constraint in one of these variables through lack of available land will have an impact on the requirement for the other variable. Therefore, in developing the scenarios consideration has been given to:

- If the Council provided a lower number of jobs than forecasted due to constrained land supply, how many houses would be required in the district?
- If the Council provided a lower number of homes than the objectively assessed need due to constrained land supply, how many jobs would be required in the district?

In order to test the implications of constrained supply, the lead 'demand' variable (either housing or jobs) has been restricted in the model, which provides an indication of the implications for the other variable. The six constrained scenarios that have been tested as part of the study are set out below. Three of the constrained scenarios are supply-led and have been informed by the evidence presented in the Council's HELAA and Economic Needs Assessment. The remaining scenarios are demand-led. The following sub-sections identify which scenarios are demand or supply led.

3.1.2.1 New homes-constrained scenarios

Three homes-constrained scenarios have been chosen to test the implications for jobs. The intention of these scenarios is to capture the full range of possible outcomes and allow the interpolation of other outcomes within the range. These are:

- **Housing Scenario Max (demand-led scenario)**: meeting the full objectively assessed housing need of 9,440 homes (equivalent to an annual average of around 470 homes).
- **Housing Scenario Mid (demand-led scenario)**: meeting 50% of the objectively assessed housing need, therefore 4,720 homes (equivalent to an annual average of around 236 homes).
- **Housing Scenario Min (supply-led scenario)**: housing delivered in line with Approach 1 (consented development) and Approach 2A of the Spatial Approaches Topic Paper (2015), which is delivery on HELAA sites within the inset Category 1 and Category 2 settlements (Caterham, Oxted, Warlingham,

Whyteleafe, Woldingham, Lingfield and Smallfield)[8]. As the HELAA already converts land supply to a quantum of housing (through its estimate of site yield), these numbers have been used for consistency. This equates to 2,995 homes including a windfall assumption (see below), completions between April 2013 and March 2016 and housing commitments. It should be noted that the yields used in the HELAA may be subject to change when further evidence is applied in the site selection process. In this case, the scenario can be changed in future iterations of the model.

To incorporate windfall development, a figure of 28 dwellings per annum (in accordance with the SHMA and HELAA) has been applied to Housing Scenario Min, above and beyond delivery on the HELAA sites. For the other two scenarios, it is assumed that windfall development is included in the total figure.

3.1.2.2 New jobs-constrained scenarios

Three jobs-constrained scenarios have been chosen to test the implications for homes. These are:

- **Jobs Scenario Max (demand-led scenario)**: jobs delivered in line with the ‘demand’ forecast by Experian over the plan period.
- **Jobs Scenario Mid (supply-led scenario)**: jobs delivered in line with the ENA conclusions for intensification or further development on existing employment sites over 0.25ha.
- **Jobs Scenario Min (supply-led scenario)**: jobs delivered in line with the ENA conclusions for intensification or further development on existing employment sites over 0.25ha, on sites within inset settlements only.

The difference between Mid and Min scenarios is that the minimum scenario does not require any further development in the Green Belt. Dickinson House has been excluded from both these scenarios, given that the ENA identifies it for redevelopment for non-employment uses.

For the two supply-led scenarios (Mid and Min), it has been necessary to convert the site areas provided in the ENA to jobs. In order to do this, a number of assumptions regarding employment type (i.e. office, industrial or mixed), floor area ratio, gross external area to gross internal area ratio and employment density have been used. These are set out in more detail in Appendix A. The employment densities used match the ones derived in the ENA[9], which are themselves consistent with the HCA’s guidelines[10] on employment densities.

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[8] It should be noted that the quantum of included in Approach 1 and Approach 2A have been updated from those presented in the Spatial Approaches Topic Paper (2015) to account for the updated information to be included in the Council’s forthcoming update of the HELAA.

[9] Whilst the ENA states that the derived employment densities are indicative measure of capacity within existing floorspace and should not be used to translate employment projections into floorspace demand, for the purposes of this study it is considered that they represent the most up-to-date and locally considered source of data.

[10] Employment Density Guide (2015), HCA. Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/484133/employment_density_guide_3rd_edition.pdf

As part of the preparation of the Council's Local Plan, a survey was carried out during April and May 2016 with the landowners of those sites identified in the ENA to look at the deliverability and availability of the ENA sites for employment purposes. Findings from the survey were not available to include in this assessment, but should be factored into the supply-led scenarios in any future update of this work.

Given that the Functional Economic Area Topic Paper (2015) estimates that some 72% of current jobs filled by those who live and work in the district are those working from home (rather than on employment sites), it has been assumed that this relationship will continue into the future and an allowance for this has been made for this in the Min and Mid scenarios. This information is taken from the 2011 Census, which is the most up-to-date available.

The ENA did not identify sites below 0.25ha in size in accordance with the planning practice guidance. The model does not currently make an allowance for jobs associated with these sites since reliable data on the extent of such premises is not possible at time of writing (November 2016). If information on small sites is acquired, it should be added to Jobs Scenario Mid and Jobs Scenario Min. As Jobs Scenario Max is demand-led rather than supply-led, there is no need to include information regarding small sites to this scenario.

It should also be noted that the three scenarios do not relate to the low, medium and high scenarios used in the ENA. This is because the scenarios in the ENA draw on a number of property market indicators to provide some flexibility to potential changes in demand, around the Experian base forecasts. It should also be noted that the ENA scenarios are demand-based and do not take into account the supply of employment land; Jobs Scenario Mid and Jobs Scenario Min, in contrast, have been designed to consider the impact of constrained supply.

3.1.3 Scenario Outcomes

At the start of the plan period, the model indicates that the relationship between jobs and homes is approximately 1.099:1. However, to maintain the existing relationship between jobs and homes based on the same levels of commuting, over the plan period approximately **1.982 jobs should be accommodated within the district for every house which is delivered** (Figure 20).

Scenario	Additional homes (change from base)	Additional jobs (change from base)	Ratio (new jobs: new homes)
Housing-constrained scenarios			
Housing Scenario Max	9,440	18,707	1.982
Housing Scenario Mid	4,720	9,353	1.982
Housing Scenario Min	2,995	5,935	1.982
Jobs-constrained scenarios			
Jobs Scenario Max	4,671	9,257	1.982
Jobs Scenario Mid	1,411	2,796	1.982
Jobs Scenario Min	947	1,876	1.982

Figure 20 Outcomes of constrained scenarios – change from base year (2013)

Across the scenarios, the *total* ratio between jobs and homes in Tandridge varies between 1.122 and 1.264. The reason for the variance is that all scenarios include the current amount of homes and jobs which are present in the district. As a result of historic factors, the total existing ratio of 1.099:1 is lower than the 1.982:1 ratio taken from the most recent ten year trend. The greater the amount of new jobs/homes that is added to existing levels, the more the *total* ratio of jobs to homes increases. This is shown in Figure 21.

Scenario	Total homes	Total jobs	Total ratio (jobs: homes)
Housing-constrained scenarios			
Housing Scenario Max	43,206	54,619	1.264
Housing Scenario Mid	38,486	45,266	1.176
Housing Scenario Min	38,111	44,522	1.168
Jobs-constrained scenarios			
Jobs Scenario Max	39,787	47,844	1.203
Jobs Scenario Mid	36,527	41,383	1.133
Jobs Scenario Min	36,063	40,464	1.122

Figure 21 Outcomes of constrained scenarios – total

Graphical outputs from the model are provided in Appendix B.

3.1.4 Implications of the Model Outcomes

The outcomes of the constrained scenarios are a useful indication of the relationship between homes and jobs in Tandridge and identify, depending on the amount of land available for development, the relative number of homes and jobs that could be planned for. However, it is recognised that there are a range of factors which may affect the realisation of these scenarios. Each of these factors are discussed in turn in the following sub-sections.

3.1.4.1 Types of jobs and homes

The outcomes of the model indicate the numerical relationship between jobs and homes. However, it does not provide details of the sectoral composition of those jobs and what this may mean for the types of homes needed in the district. The sectoral trends set out in the ENA suggests that much of Tandridge's current employment and future growth is likely to be in sectors such as Construction, Accommodation & Food Services, and Health. These are likely to be lower paid than professions such as Professional, Scientific & Technical and Financial & Insurance sectors, and therefore employees will require access to less expensive forms of housing. To retain such workers within the district, as opposed to catering for commuters, it will be necessary to ensure that appropriate housing is delivered – this might include affordable housing, smaller units (e.g. terraced or flatted development), homes suitable for families, and accessible locations which reduce the incentive for commuting. Conversely, a focus on larger 'executive' housing is likely to be occupied by those who work outside of the district, therefore exacerbating out-commuting patterns for the reasons given in Section 3.1.

3.1.4.2 Capacity of existing employment sites for further development or intensification

The ENA included an investigation into the current employment land in Tandridge, to assess its suitability for continued use. As part of this, a number of sites were identified as having opportunities for further development or for intensification of uses, which resulted in the ENA concluding that the additional jobs forecast for the district over the plan period could be accommodated on existing employment sites. However, it is not yet clear from the ENA what assumptions have been made about how each identified site can accommodate more jobs, and therefore whether the underused or vacant employment land could potentially accommodate more jobs than forecast or how sensitive the conclusions are if the use of a site was to change. This is particularly pertinent because the model assumes that the existing employment sites have no further capacity to accommodate jobs above those identified in the ENA.

One of the purposes of the survey carried out by the Council during April and May 2016 with the landowners of sites identified in the ENA was to better understand proposals for these sites and how this may affect the conclusions of the ENA. If this work is updated, it is recommended that the findings from the survey work are incorporated into the study to ensure that the capacity of individual employment sites to accommodate further economic growth and additional jobs, and the development and intensification opportunities identified in the ENA align with landowner intentions and are therefore realistic and achievable. For example, it is understood that the proposals for Moorhouse Tileworks have come forward at a lower density than assumed by the ENA.

It may be possible that employment densities may change over the plan period due to technological changes etc. For example, new ways of working (e.g. hot desking) might increase the amount of people employed in a given floorspace; alternatively, increased automation might reduce densities. In practice, these changes are most likely to occur in larger employment centres. This should be monitored by the Council going forward. The HCA guidance on employment densities is a useful tool to assist the Council in doing this, as it takes into account changing working practices and technological changes.

3.1.4.3 Potential loss of employment land

Based on the findings of the ENA and HELAA and the ratio between jobs:homes, the outcomes of the model indicate that the factor which will constrain how many jobs and homes the Council can provide will be land for housing. However, there are a number of current and proposed national planning policies which have and may in the future impact the ability to retain employment land within the district, which could adversely affect the proposed balance between jobs and homes.

The two most relevant policies which could result in loss of employment land are:

- **Office to residential permitted development**: In May 2013, the government introduced temporary permitted development rights for office to residential conversions; in April 2016, these rights were extended in perpetuity. Under these rights, applicants are permitted to convert office accommodation to residential dwellings through a ‘light-touch’ prior approval application rather than a planning permission. The local planning authority is permitted to only consider transport and highways impacts, contamination risks, flooding risks and (as of the updated 2016 Regulations) noise impacts of existing commercial premises on intended residential occupiers; the authority has no discretion to consider or apply any other planning policies. Developers have three years to implement conversions following prior approval. It is understood that parts of the district have been particularly affected by this policy, in particular Caterham.
- **Starter Homes**: The Housing and Planning Act 2016 establishes the Starter Homes initiative, which enables homes targeted to first time buyers to be built on underused or unviable commercial or industrial sites which have not been identified for housing. Where applications for Starter Homes come forward on such exception sites, they should be approved unless the local planning authority can demonstrate that there are overriding conflicts with the NPPF that cannot be mitigated[11]. The allocation of Starter Homes will be decided by the local planning authority according to local housing need and viability. Between March and June 2016 the Government consulted on the regulations for Starter Homes. A response to this consultation is yet to be received or draft regulations published. Proposed changes to the NPPF in relation to Starter Homes are currently being considered by the Government, with revisions expected to be published in the near future.

The scenarios do not reflect the possible loss of employment land arising from such policies, given that it is difficult to estimate the potential impact. Possible mechanisms to minimise any adverse impacts of these policies are explored further in Chapter 4.

[11] Planning Practice Guidance, Reference ID 55-007-20150318

3.1.4.4 Relationship between housing and employment land

Given that land might be used for homes or for employment floorspace, there is a relationship between the two. In other words, if constrained housing land is thought to lead to a reduction in the amount of employment land required and release of existing employment land, such land might therefore become available for housing development.

The scenarios tested do not take this relationship into account. This is because, even if employment land was released, it would not necessarily be suitable for residential uses for a variety of reasons e.g. location, access, neighbouring uses, site constraints, or policy constraints including Green Belt. Indeed, the majority of the employment sites considered in the ENA are outside of main settlements and so may not be considered sustainable locations for new housing development. However, if in the future employment land is re-used for housing it should be remembered that this may have an impact on the relationship between jobs and homes.

3.1.4.5 Sectoral changes

It is possible that the composition of economic sectors present in the district may change over the plan period, which could have an impact on the amount of jobs provided in the district, and/or the employment land required. For example:

- Growth in the tourism sector would result in an increased jobs growth without corresponding growth employment (office / industrial) land. It is understood that the tourism sector has been growing in recent years, particularly the cycling holiday market.
- Changes in sectors on employment sites may have an impact on the employment density and number of jobs. For example, it is understood that the owners of Lambs Business Park wish to promote redevelopment for a data centre, which would be likely to have a much lower level of employment than the current industrial uses.

The Experian forecast produced for the Council makes assumptions on the growth of particular sectors, which have been reflected in the model. The Council should continue to monitor information sources and reflect any changes in the sectoral composition.

There will also be the need to monitor and reflect the economic trends and sectoral growth in the wider area. For example, it is understood that there is expected office growth around Biggin Hill Airport in the London Borough of Bromley, and at two science parks in neighbouring authorities. Therefore, if a significant number of new homes were to be proposed, which resulted in an increased number of jobs above that forecast by Experian, this may result in an excess of employment floorspace into the market, for which there may not be demand.

3.2 Optimum Relationship Between Homes and Jobs

The outcomes of the model provide guidance on the existing ratio between jobs and homes and how that existing relationship can be maintained as more homes are built and jobs are created. However, this assessment does not help to understand whether the existing ratio represents an appropriate or sustainable choice for the district (albeit a decrease in local employment could be regarded as unsustainable), and therefore whether the Council should continue to plan on the basis of existing trends or make a policy decision to plan for something different, such as increased local employment. A critical situation could potentially arise if future housing provision restricted the supply of labour to local employers, or resulted in unsustainable levels of in-commuting from surrounding districts – typically by car.

To help understand the optimum relationship between jobs and homes, an analysis has been undertaken which has compared Tandridge's jobs:homes ratio with other similar authorities and considered whether there is a critical level of growth which will need to be achieved in order to avoid economic decline. The findings from this assessment are presented in the following sub-sections.

3.2.1 Local Authority Comparators

A benchmarking exercise has been undertaken to compare the performance of five other local authorities (Reigate and Banstead, Brentwood, Three Rivers, Sevenoaks and Epping Forest) with Tandridge, with a particular interest in their jobs:households ratio[12]. The five benchmark authorities identified comprise both neighbouring districts and non-neighbouring authorities which share key characteristics with Tandridge such as population size, land constraints, economic indicators and commuting patterns. Further details on how these comparators were selected are set out in Appendix A. A review of historic population, household, employment and commuting trends was undertaken to enable the jobs:households ratio to be contextualised and to understand the possible reasons for differences between the authorities jobs:households ratio.

Figure 22 shows the jobs:households ratio for Tandridge and the five benchmark authorities based on 2012 jobs (ONS and BRES) and household (DCLG 2012-based household projections) figures. This base year of 2012 has been used across the benchmark authorities[13]. It should be noted that the ratio for Tandridge does not use the Experian forecasts used in the model, as corresponding forecasts are not available for the other authorities. For this reason, the Tandridge ratio used for the purposes of the comparison differs from that is presented in Section 3.1.3.

Two types of ratios have been used to compare the authorities – one based on residence-based jobs (i.e. the number of people living in Tandridge who are

[12] Households rather than houses was used to ensure consistency between the benchmark authorities, based on available data. Note, the model makes an adjustment to convert between households and houses within Tandridge, based on information provided in the SHMA.
[13] In July 2016, DCLG released 2014-based household projections. However, to ensure consistency with other evidence base documents the 2012-based projections have continued to be used. The Council may wish to update the model in the future, alongside other evidence base documents.

employed), and one based on workplace-based jobs (i.e. the number of jobs located in the district). The workplace-based jobs ratio is the most relevant to this study, as it demonstrates the relationship between jobs and homes located within the authorities. However, the residence-based jobs ratio has also been included as it provides a useful comparator.

All benchmark authorities have a higher residence-based jobs ratio than workplace-based jobs ratio, which suggests net out-commuting (which is perhaps not surprising given that they have been selected because they share similarities with Tandridge). A larger difference between jobs and households suggests that the authority is less able to meet its residents' employment needs within its administrative boundaries (acknowledging that not all of workplace-based jobs are filled by people living in the authority).

Tandridge ranks third on residence-based jobs:households, with a ratio of 1.196:1. Tandridge ranks fifth on workplace-based jobs:households, with a ratio of 0.946:1 – however, this ranking is extremely marginal with a difference of only 0.021 between third and fifth place. In summary, Tandridge appears to have comparable ratios with districts which have a similar amount of land designated as Green Belt (which may have restricted land supply) and equivalent size of employment centres. Further details of the comparator authorities and implications for Tandridge is set out in the following sub-sections.

Local authority	Residence based jobs:households ratio (2012)	Workplace based jobs:households ratio (2012)
Tandridge	**1.196:1**	**0.946:1**
Reigate and Banstead	1.309:1	1.131:1
Brentwood	1.257:1	1.110:1
Three Rivers	1.088:1	0.967:1
Sevenoaks	1.153:1	0.954:1
Epping Forest	1.065:1	0.864:1

Figure 22 Comparison of residence-based and workplace-based jobs:households ratios

3.2.1.1 Reigate and Banstead and Brentwood

Reigate and Banstead and Brentwood are the two strongest performing authorities, with the highest workplace-based jobs:households ratios of 1.131:1 and 1.110:1 respectively – in other words, there are more jobs located within these districts than there are homes. There are a number of key themes and relationships which differentiate these authorities from Tandridge; fundamentally, these districts represent larger and stronger economic centres.

Of the five comparator authorities, Reigate and Banstead has the lowest levels of out-commuting as a proportion of the economically active population, and is therefore retaining a higher percentage of the labour force than the other comparator authorities. Some 48.1% of Reigate & Banstead's economically active population commute out of the district to work. This compares with Tandridge at

51.9% and Three Rivers which has an out-commuter flow of 58.9% and a lower jobs:households ratio.

Reigate and Banstead has consistently delivered a higher number of completed homes than the comparator authorities, and has over delivered in relation to RSS targets[14]. The RSS set a target of 500 homes per annum for Reigate and Banstead, yet the district delivered an average of 511 homes per annum (2005-2014). Although Brentwood has not on average met its regional target of 175 per annum, having only achieved an annual average of 141 (2005-2014), this gap is smaller than the other comparator authorities. However, it should be stressed that the absolute number of homes delivered across these comparator districts would be expected to be different due to their differing areas, populations and housing targets (RSS or otherwise).

The increased population and employment containment of the two strongest performing comparator authorities has resulted in a higher workplace-based jobs ratio than Tandridge. Although both districts present a strong economic trajectory, it is not considered realistic for Tandridge to directly match this outcome, based on the differences in population size, sectoral profile and the greater land constraints the district faces due to the higher proportion of land designated as Green Belt. For example, Reigate and Banstead has a far higher population than Tandridge (approximately 143,000 in 2014, compared with 85,400), and is less Green Belt constrained (62% as opposed to 94% in Tandridge). Therefore, whilst Brentwood and Reigate and Banstead provide a useful benchmark, it is not considered that their ratios currently represent an achievable aspiration for Tandridge.

3.2.1.2 Sevenoaks, Three Rivers and Epping Forest

Sevenoaks, Three Rivers and Epping Forest Districts have more similar workplace-based jobs:households ratios to Tandridge; with Epping Forest District the lowest at 0.864:1, and Three Rivers and Sevenoaks at 0.967:1 and 0.954:1 respectively (almost identical to Tandridge at 0.946:1).

When analysing the characteristics of the authorities, it would appear that certain social and economic characteristics may have contributed to a lower ratio between jobs and households located within these districts, in particular high levels of out-commuting to London and elsewhere. Sevenoaks and Epping Forest Districts also have similar levels of Green Belt coverage as Tandridge, and higher than Reigate and Banstead and Brentwood, which may have also acted as a constraint on growth and so impacting on the jobs:households ratio. The high proportion of land designated as Green Belt may have meant that insufficient land has historically been made available for the market to realise its potential.

Three Rivers has the highest outflow of commuters, with 58.9% of the economically active workforce leaving the district for work. As a result of low levels of housing delivery, the South West Hertfordshire SHMA (2016) suggests the market area has seen an increase in concealed household and temporary

[14] RSS targets have been used as a basis, in order to provide a direct comparison between districts, given the authorities are at different stages in the plan making process.

accommodation, which suggest significant unmet housing need at the local level; whether or not this need is met is likely to impact the ratio between jobs and homes.

The findings suggest that these authorities face similar constraints to Tandridge. The findings also confirm that the Council should consider how housing affordability and land availability is managed to maximise the ability of workers to live in the district. In Tandridge, the plan objectives seek specifically to provide a better balance of homes and jobs by offering choice and by supporting and retaining businesses.

3.2.2 Critical Threshold for Providing Jobs and Homes

In order to serve the needs of the people residing in Tandridge, there is a requirement for a certain number of people to be employed in certain types of jobs, e.g. healthcare, education, public sector administration, local order retail and other types of services such as banks and post offices. If these local needs are not met, then there is the potential that Tandridge would suffer wider, long term economic decline as residents and businesses would not be able to access the services they require. With future population increase, this jobs requirement would be expected to increase, though not necessarily at a proportionate rate – for example, the local increase might not meet the threshold to require (say) an additional GP or classroom assistant.

Based on our research and analysis, there is no indication that Tandridge is currently near a ‘critical level’ of employment to meet local needs. Its jobs:households ratio is comparable with the benchmark authorities, none of which appear to be suffering from decline and in-commuting has remained largely stable to date. The question is what will happen in the future.

The critical issues are:

- Increased likelihood of residents being able to live and work locally thereby reducing out-commuting and unsustainable journeys to work, particularly by car particularly given dispersed labour catchment areas.
- The maintenance of vital and viable town centres, supporting the local services outlined above. For example, offices located in a town centre are likely to use neighbouring shops, increasing their chances of retention.
- The trend towards a return to local retention of business rates as a result of devolution deals, which could affect future Council revenues.

The number of local jobs filled by Tandridge residents is already low (representing 28.4%) and is likely to be contributing to existing traffic levels given the remaining jobs are filled by individuals from outside the district. Therefore it is arguably important to at least retain the ratio established in Section 3.1.3 (i.e. the delivery of 1.982 jobs for every one home), for an appropriate mix of housing to be provided to enable people to live and work locally thereby reducing the potential for further out-commuting and in-commuting, and to protect existing employment sites. The implications of these findings for the Local Plan are explored further in Chapter 4.

3.3 Conclusions and Implications of Findings for Jobs and Homes

In summary, the analysis documented in this chapter indicates that:

- It is a desirable policy aspiration to maintain or provide more local employment in the district, particularly to continue to support local services and to avoid unsustainable in-commuting.
- Tandridge currently provides employment to service the needs of people residing in the district. As long as the ratio between jobs:homes remains constant it is not considered that the district would enter into economic decline, and this would seem to be a sensible minimum objective.
- There are a range of components which it is recommended the Council continues to balance and monitor to support maintaining the ratio between jobs:homes. These include:
    1. Providing a mix of homes within the district to enable workers to live within the district. This includes provision of affordable housing and smaller properties which meet the needs of young couples and families.
    2. Provision and protection of employment land to safeguard its re-use for housing and other higher value uses.
    3. Balancing the need to protect the Green Belt with provision of land in appropriate locations to respond to market signals.

4 Implications for the Local Plan

In response to the findings set out in Chapter 3, consideration has been given to the implications for the Local Plan in terms of plan targets, strategic policies and site allocations/detailed policies. In developing the recommendations set out below a review of the existing Development Plan including Tandridge District Core Strategy (2008), Tandridge Local Plan Part 2: Detailed Policies (2014) and associated Proposals Map has been undertaken to understand the extent to which the existing framework is able to plan for and respond to the findings of the study.

4.1 Housing

Tandridge's Core Strategy and Local Plan Part 2 contain a comprehensive set of housing policies, which incorporate meeting housing need, the Council's approach to affordable housing, balancing housing mix and rural exception sites and detailed policies on how development will be accommodated within existing towns and villages including those in the Green Belt.

In developing the Local Plan the following recommendations should be taken into account. It is understood that in January 2017 the Government will release a Housing White Paper, which is likely to contain proposed reforms in relation to how housing is addressed through the plan making process. Upon publication of this document, the applicability of these recommendations should be reviewed.

Ensure the housing need figures for the plan period are up to date and that they reflect the proposed ratio between jobs and homes.

The conclusions of Chapter 3 support the Council's initial view that based on the current assessment undertaken the district is unlikely to be able to meet in full its objectively assessed housing need if this figure is to be balanced with job provision taking into account likely future land supply and environmental constraints.

It is noted that The Local Plans Export Group (LPEG) (2016) Report to the Communities Secretary and to the Minister of Housing and Planning ('the LPEG Report') identifies a revised methodology to arrive at an estimate of full objectively assessed housing need. Such an approach would likely result in an increased identified housing need for the District. If such an approach is adopted by Government, this would alter the conclusions of the housing mid and max scenarios tested in Chapter 3.

If the Council does not plan to meet the district's needs in full, this may give rise to increased challenges to the housing figure contained in the Local Plan and whether this is considered to be an up-to-date basis for the five year land supply calculation. The likelihood of this situation occurring should not in itself alter the Council's approach to meeting needs and balance homes and jobs, it is more something to be aware of once the Local Plan is being implemented.

The reasons for the Council not meeting needs in full will need to be clearly evidenced. Consideration should be given to the following:

- The LPEG Report recommends that an Assessment of Environmental Capacity be produced to enable authorities to demonstrate that to meet objectively assessed needs would cause significant adverse effects. Whilst a response has not been received to this recommendation (or any of the other recommendations made by LPEG) by Government it is recommended that the Council continue to monitor whether this additional piece of evidence will be required.
- The Communities and Local Government Committee provided a response to the Government's consultation on national planning policy (March 2016). As part of its response the Committee recommended that Government publish guidance which sets clear guidelines on when and how it may be appropriate for a local authority to review its Green Belt boundary in order to deliver new homes to meet local need. A response has yet to be received from Government on this recommendation.
- Whilst the Council's SHMA has determined that the district comprises its own Housing Market Area, discussions with neighbouring authorities including those with a functional housing relationship with Tandridge (Croydon, Reigate and Banstead and Mid Sussex) should be undertaken to determine the extent to which these authorities can assist in meeting any of Tandridge's unmet needs.

It is noted that Policy CSP 3 Managing the delivery of housing currently provides a mechanism regulating the take-up of larger sites which are not allocated for housing across the plan period. It is considered that such a policy is unlikely to be supported under the NPPF because:

- The housing figure included in Local Plan represents the minimum number of homes an authority should deliver rather than a maximum.
- The minimum number of homes should be reflected in a rolling five year housing land supply. Therefore, if the land supply is developed more quickly than envisaged the Council will still need to find additional housing land otherwise the provisions of paragraph 49 of the NPPF will apply (policies will not be considered up-to-date where a five year housing land supply cannot be demonstrated).
- The HELAA process identified in the NPPF requires a more thorough identification and assessment of sites capable of delivering five or more houses. It is therefore considered less likely that such sites as identified in Policy CSP 3 would come forward outside of a plan review process.

If such a policy was not included in the Local Plan, we consider that in practice delivery of homes is likely to be managed by other mechanisms. These include the programme for infrastructure delivery, market fluctuations and timescales of the development process.

Ensure the affordable housing targets have been determined in an up to date context for the plan period.

As discussed in Chapter 3, in order to encourage and enable the district's lower skilled residents to live and work locally affordable housing will need to be provided.

It is recognised that the annual affordable housing target, percentage of affordable housing provided on-site and site size thresholds will be dependent on plan-wide viability issues including the level of Starter Homes and affordable housing that can be provided. Where viable the highest contribution to affordable housing should be sought in order to support the continued functioning of the district's economy.

In terms of delivering affordable housing we consider that the Council's preferred mechanisms as identified in Policy CSP 4 Affordable Housing is consistent with the NPPF (paragraph 50, bullet 3).

Retain a policy on rural exception sites.

In rural areas, the NPPF (paragraph 54) states that local planning authorities should plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate. Given the conclusions of this work and the importance of providing affordable housing within the district to enable residents to access local jobs, it is recommended that a policy on rural exception sites is retained.

In light of the requirements of the NPPF and Starter Homes policy, it is recommended that the Council's existing rural exceptions policy (CSP 5) is reviewed to:

- reflect that the NPPF permits local planning authorities to consider allowing the provision of some market housing where it would facilitate the provision of significant affordable housing to meet local needs;
- incorporate the criteria set out in Annex 2 to the NPPF which sets out those individuals for whom housing should be provided on rural exception sites; and
- include the ability to deliver Starter Homes on rural exception sites, where appropriate. Section 5(2) of the Housing and Planning Act (2016) gives the Secretary of State powers (through regulations) to dispense with the requirement for Starter Homes to be provided on rural exception sites.

Continue to promote a range of housing within the district.

In order to maximise the ability of people to live and work locally, the 'right' types of homes will need to be provided. Based on the forecast profile of jobs in the district, housing demand will arise from young couples and families indicating a need for flatted and/or 2-3 bedroom homes, which based on historic trends within the district are likely to be terraced.

However, the NPPF requires that local planning authorities plan for a mix of housing based on current and future trends and the needs of different groups in the community. Therefore, any policy on providing a mix of homes within the district will need to recognise the needs of other groups such as older people as identified in the SHMA (2015).

Bullet 2 of paragraph 50 of the NPPF also requires local planning authorities to '*identify the size, type, tenure and range of housing that is required in particular locations*'. There is currently insufficient data in the SHMA to indicate where within the district there is demand for different types and sizes of properties. It advises that affordable homes should be located in areas with higher accessibility. It is recommended that further work is undertaken to comply with this requirement of the NPPF, for example interrogation of DCLG's 'Stage 2 release' of 2012-based household projections (2015), which provides further data on different household types.

Site allocations and detailed housing policies including housing density.

With the exception of the minimum housing scenario, the mid and maximum housing scenarios are not informed by land identified through the HELAA and therefore only theoretically assess the outcome if sufficient land was identified. It is therefore difficult to comment on the ability of existing policy to meet the Council's aspirations or any additional policy requirements because the likely locations for housing development are not known.

This equally applies to Policy CSP 19 Density, which prescribes densities for different parts of the district. This study has not specifically looked at the character of local villages and their ability to accommodate more dense development and therefore it would not be appropriate to comment on the specific density thresholds identified in the policy. That said, the principle of the policy is supported to maximise development potential and provide the greatest opportunity for the local economy to flourish. It is noted that the draft policy amendments to the NPPF (2015), which propose to increase residential density around transport and commuter hubs would likely apply to settlements in Tandridge.

4.2 Employment

The Council's Core Strategy and Local Plan Part 2 Detailed Policies provide more limited policies on the economy and employment. Given the recommendations from this study, which identifies the importance of protecting employment land it is recommended that stronger policies are included in the Local Plan.

Strengthen existing employment policies to more positively plan for sustainable economic growth.

Given the shortage of suitable land for housing development and the pressure this may place on employment land, it will be important for the Local Plan to positively plan to support sustainable economic growth in the district. Paragraph 21 of the NPPF provides further guidance on how Local Plans should plan for economic growth. This includes:

- providing 'a clear economic vision and strategy' for the area, which encourages sustainable economic growth; and

- supporting existing sectors taking into account whether they are expanding or contracting and where possible identify and plan for new or emerging sectors.

Based on the findings of this study, this would mean that the Local Plan should:

- include a figure which confirms the number of jobs the Local Plan is seeking to accommodate; and
- identify the key existing business sectors and new/emerging sectors to be promoted in the district.

Identify land to accommodate economic growth.

The Local Plan should identify how it will accommodate the jobs forecasted. As discussed in Chapter 3 a significant proportion of businesses in Tandridge are small and medium enterprises resulting in many businesses operating from home.

The conclusions of this study has not indicated that this trend is likely to change and therefore it will be important for the Local Plan to support flexible working practices (in accordance with paragraph 21 of the NPPF). Therefore, the Council could consider incorporating a range of requirements within the Local Plan including:

- ensuring adequate transport links and provision of high speed broadband infrastructure to support local workers;
- providing a range of suitable work spaces to offer variation in both size and cost for small and medium enterprises including through placing conditions on larger employment sites to incorporate small, flexible business units or where this is not possible, making a financial contribution to secure equivalent provision off-site;
- giving priority to business uses in the conversion of buildings in rural areas;
- considering whether it would be appropriate to support ‘work-live’ units; and
- protecting units for small and medium enterprises from conversion.

A policy should also identify strategic employment sites to meet projected employment needs. The ENA recommends that all existing B1, B2 and B8 sites except Dickinson House should be protected/safeguarded in the Local Plan in order to meet projected needs. Notwithstanding that the Council may decide to promote a level of growth below that assumed in the ENA, as discussed in Chapter 3, we consider the following, additional recommendations should be considered by the Council:

- identify how the intensification identified for specific sites will meet projected needs/provides the quantum of floorspace to support the number of jobs; and/or
- show how sites have been assessed to demonstrate that they provide sufficient flexibility to enable the Plan to respond to changing circumstances including for different uses.

For example, it is unclear on the assumptions the ENA has made about how many jobs the surplus land identified within existing employment sites could support; or for the sites where intensification is identified as possible that the market would wish to locate offices in these locations and/or confirm that mixing employment uses would not affect the viability of existing industrial uses on site.

We therefore recommend that further, more detailed capacity work is undertaken to demonstrate how the sites proposed for allocation meet the district's projected needs/provide sufficient flexibility for changing circumstances.

Review approach to protecting employment sites.

The Government's current policy emphasis on delivering homes means that underused or unviable employment land is under pressure to be redeveloped for other uses. Whilst we consider that undertaking further, more detailed capacity assessment will help the Council demonstrate that its proposed allocations are robust and necessary to support the number of jobs proposed, we recognise that this position may change over the plan period and that it would be beneficial for the Local Plan to include provisions to address this possibility to reduce the prospect of jobs being lost within the district.

In relation to this matter, two paragraphs in the NPPF are particularly relevant:

- Paragraph 22 advises that where there is no reasonable prospect of an allocated employment site being used for this use that applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.
- Paragraph 51 states that local planning authorities should 'normally' approve planning applications for change to residential use and any associated development from commercial buildings where there is an identified need for additional housing in that area, provided that there are not strong economic reasons why such development would be inappropriate.

In addition, the guidance on Starter Homes in the Planning Practice Guidance identifies under used or unviable commercial or industrial sites as potentially suitable exception sites[15]. It advises that the following indicators may help local planning authorities identify under used or unviable sites:

- the land value for the site is significantly below that of other sites with a similar permitted use in the area;
- there is a high percentage of vacant units, and whether these have been vacant for some time;
- land allocated for employment use has not been marketed actively for some period of time or, if actively marketed, has failed to attract any interest over a reasonable period of time; and
- there has been a lack of recent development activity to improve the commercial or industrial site.

[15] Paragraph 008, Reference ID: 55-008-20150318

The Council's Local Plan Part 2 includes Policy DP4: Alternative Uses of Commercial & Industrial Sites, which seeks to provide guidance on how the Council will implement paragraph 22 of the NPPF. The tests included in this policy seem appropriate where the site is vacant. However, it is considered that the policy tests where a site remains in active employment use or where the proposal is for Starter Homes would appear to be different.

As discussed in Chapter 3, where commercial or industrial land is underused or unviable, proposals for Starter Homes should be approved unless the local planning authority can demonstrate that there are overriding conflicts with the NPPF that cannot be mitigated. Many of the Council's strategic employment sites (as identified in the ENA) are located in rural or edge of settlement locations and therefore would not appear to represent a sustainable location for significant housing development. To address this, it is recommended that the Council consider developing a new policy/expanded Policy DP4 which identifies that in such cases where an applicant can demonstrate an under used or unviable site (in accordance with the existing identified indicators) the Council will require applicants to demonstrate that the provision of Starter Homes on the site would constitute sustainable development and in particular that it would comply with the requirements of paragraph 55 of the NPPF which states that: 'to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the viability of rural communities… and should avoid new isolated homes in countryside unless there are very special circumstances'.

For sites in active employment use the policy test would appear to relate to paragraph 51 where if there is an identified need for additional housing it should normally be approved unless there 'strong economic reasons' why such development would be inappropriate. Given the desirability of the district as a location for housing it may face speculative applications for residential development. In such cases, applicants would need to demonstrate 'strong economic reasons' why the proposed residential development would not be inappropriate.

Review approach to increasing supply of commercial development.

The ENA indicates that demand for additional employment floorspace is only likely to arise for commercial uses. Bullet 6 of paragraph 23 of NPPF identifies that local planning authorities should allocate a range of suitable sites to meet the scale and type of town centre uses including commercial, that such uses are met in full and are not compromised by limited site availability. In such cases where site availability is limited it states that local planning authorities should undertake an assessment of the need to expand town centres in order to ensure a sufficient supply of suitable sites.

It is noted above that the ENA does not provide sufficient clarity on the locations where additional commercial floorspace could be accommodated. Therefore, depending on the findings of the more detailed capacity assessment it may be necessary to review and expand town centres if additional strategic employment sites are needed to meet the district's identified commercial floorspace needs.

Notwithstanding this, the ENA assumes that the existing commercial space provided in the district remains in order to meet projected demand. This same assumption is made in this study or the lost floorspace is re-provided otherwise the ratio between jobs and homes would change. Therefore, as far as possible, the Local Plan should seek to protect existing commercial employment sites.

In other sections of this chapter mechanisms are identified to protect strategic employment sites (see “Review approach to protecting employment sites”). Therefore, any additional policies to protect commercial floorspace should focus on smaller sites which are below 0.25 hectares or seek to limit the potential loss of commercial space through the office to residential permitted development rights. It is considered there are a range of mechanisms the Council could explore including:

- an Article 4 Direction for parts of the district where there are clusters of commercial floorspace (such as Caterham or Oxted), which would disapply the current permitted development rights; and
- a Local Development Order for parts of the district where there are clusters of commercial floorspace, which would permit prescribed development removing the need for planning permission and therefore making it easier for businesses to upgrade or provide additional commercial floorspace.

Consider amending how strategic employment sites are represented on the Proposals Map.

As discussed above, it will be important for Tandridge to protect its existing employment sites as a basis for protecting existing levels of local employment. Currently, Policy CSP 22 designates two sites as Strategic Employment Sites but they are not identified on the Council’s proposals map. It is considered that the Council should consider the merits of including all strategic employment sites (including those identified for protection/safeguarding in the ENA subject to the further capacity assessment set out above) on its Proposals Map.

Since these sites are located within the Green Belt, the further point for consideration is whether the sites should become ‘inset’ or should be ‘washed over’. The NPPF provides guidance on Green Belt boundaries and exceptions to inappropriate development within Green Belt, which we have used to help assess the pros and cons of strategic employment sites being inset or not. We recognise that any recommendations from this section will need to be considered in conjunction with the findings of the Council’s Stage 2 Green Belt Assessment.

Paragraph 83 of the NPPF states that once established Green Belt boundaries should only be altered in exceptional circumstances through the preparation or review of the Local Plan. The principal issue is therefore whether insetting strategic employment sites would constitute exceptional circumstances. This question is revisited again below.

Paragraph 85 of the NPPF sets out that local planning authorities need to ensure consistency of Green Belt boundaries with the Local Plan strategy for meeting identified requirements for sustainable development. This policy raises the question of whether strategic employment sites being designated as Green Belt restricts the ability of businesses to meet employment needs and respond to changing circumstances (as required by paragraph 21 of the NPPF).

Linked to this, paragraph 89 sets out exceptions to inappropriate development in the Green Belt. The criteria particularly relevant to Tandridge's strategic employment sites are:

- extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- the replacement of a building provided the new building is in the same use and not materially larger than the one it replaces; or
- limited infilling or the partial or complete redevelopment of previously developed sites whether redundant or in continuing use which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than existing development.

Policy DP13: Buildings in the Green Belt provides further guidance on how the requirements of paragraph 89 will be applied by the Council. However, the ENA sets out that projected employment needs can only be met through intensification of existing sites. Since the ENA does not provide details of how this intensification can be achieved, it has been assumed that in some cases this is likely to require the provision of new buildings.

Paragraph 89 permits redevelopment of previously developed sites which would not have a greater impact on the openness of the Green Belt and the purpose of including land within the Green Belt than existing development. Depending on the scale of development proposed these exceptions may be sufficient. However, paragraph 89 also makes it clear that construction of new buildings within the Green Belt should be regarded as inappropriate. This would indicate that the continued designation of these sites as Green Belt may frustrate efforts to achieve the district's requirements for sustainable economic development should the proposals have a greater impact of the openness of the Green Belt. This is considered most likely to occur if commercial (B1) uses are promoted within existing industrial locations where multiple storey office buildings may be brought forward.

However, 'washing over' strategic employment sites should not be definitively discounted. Such an approach may be appropriate in the following circumstances:

- Paragraph 86 of the NPPF sets out the approach to washing over villages within the Green Belt. Although not directly applicable to strategic employment sites, an argument could be made that employment sites should remain washed over due to the important contribution which the character of the sites makes to the openness of the Green Belt.
- The site being washed over would not preclude new development coming forward. Although very special circumstances would need to be demonstrated for new development, the allocation of the site for further intensification of the employment could be identified in the Local Plan as a material consideration that should be taken into account when the Council determines whether very special circumstances have been demonstrated.
- A site being designated Green Belt would afford some protection to the land should employment uses cease, the site be under used or become unviable. It

would mean that with the exception of Starter Homes where the Government proposes they could be built on previously developed land in the Green Belt (subject to the tests set out above) the construction of new dwellings would have less policy support. This is because most of the strategic employment sites are industrial in nature and therefore comprise low rise development. Based on the district's historic housing typologies, and existing Local Plan policies, the types of housing being promoted are likely to effect the openness of the Green Belt since they would result in higher density and higher rise development.

It is therefore recommended that more detailed consideration is given to each of the strategic employment sites to explore whether retaining the site as Green Belt would restrict the district's ability to meet its projected needs and/or respond to changing circumstances. Depending on the conclusions of this more detailed assessment, further consideration would then need to be given as to whether exceptional circumstances can be demonstrated. This is likely to require consideration of:

- the acuteness/intensity of the objectively assessed need;
- the constraints on supply/availability of land suitable for sustainable development;
- the need for a material change in circumstances from when the Green Belt was originally established;
- the difficulties in achieving sustainable development without impinging on the Green Belt;
- the nature and extent of the harm to this Green Belt (or those parts of it which would be lost if the boundaries were reviewed); and
- the extent to which the consequent impacts on the purposes of the Green Belt may be ameliorated or reduced to the lowest reasonably practicable extent.

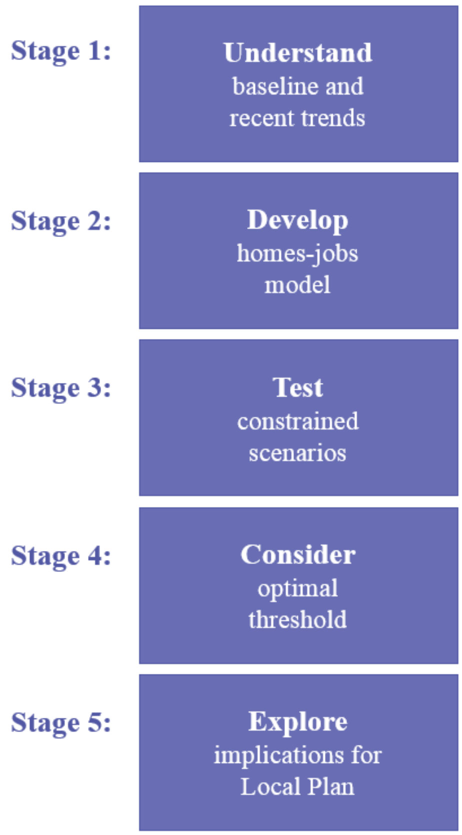
Appendix A

Methodology

A1 Methodology

A1.1 Introduction

The purpose of Appendix A is to set out the method undertaken within the study. An overview of the approach is illustrated in the figure below.



A1.2 Stage 1: Understanding baseline and recent trends

A1.2.1 Local Plan evidence base review

Local Plan evidence base documents (including the ENA, Functional Economic Area Paper, SHMA and HELAA) were subjected to a desk-based review. Both existing quantitative and qualitative information was reviewed for the following information:

- Quantitative: any variables and assumptions on population, housing and economic/employment conditions and changes that should be reflected in the model and forecasts.

- Qualitative: information on market conditions, functional housing and economic market area etc.

The following evidence base documents were reviewed:

- Regulation 18 Local Plan (2015)
- Issues and Options 'Delivery Strategies' (2015)
- Economic Needs Assessment (2015)
- Functional Economic Area Paper (2015)
- Economic Development & Business Study (2014)
- Tandridge Strategic Housing Market Assessment (2015)
- Housing and Employment Land Availability Assessment (2015)
- Green Belt Assessment (2015)
- Duty to Co-operate Statement Update (2015)

A1.2.2 Context review

In order to inform the assumptions used in the model, a review of the district's wider context was undertaken. This included the following types of information:

Population

- ONS Mid Year Estimates (2016)
- ONS population components of change (2016)
- Nomis borough profile (2016)

Households

- DCLG 2012-based household projections (2014)[16]
- DCLG housing completions data (2016)
- DCLG housing affordability data (2016)

Employment

- Nomis borough profile (employment-based jobs) (accessed 2016, various data sources)
- BRES data (workplace-based jobs) (2016)
- ONS economic activity rates (2016)
- Experian local forecasting (commissioned by Tandridge District Council)

[16] Historic growth in households is taken from the DCLG 2012-based household projections, to the period immediately before the plan period. In July 2016, DCLG released 2014-based household projections; however, to ensure consistency with other evidence base documents the 2012-based projections have continued to be used. The Council may wish to update the model in the future, alongside other evidence base documents.

Commuting

- ONS flows data (2015)

A1.3 Stage 2: Developing homes-jobs model

A model was produced which simulates the unconstrained relationship between homes and jobs in the district, based on the past trends identified in Stage 1.

A1.3.1 Housing

The following assumptions were made in the model with regard to housing.

- Historic household data was plotted to understand whether it represented a good basis on which to understand future relationships.
- Following this, the historic ten-year growth (2003-2012 – i.e. the period immediately before the start of the current plan period[17]) in households in the district was used as a basis for projecting forward future growth as it was considered it constituted a good basis for doing so.
- To convert the projected households to houses, it was assumed that the 3.2% vacancy rate will continue into the future, consistent with the assumptions made in the SHMA. A certain vacancy rate is a normal element of a functioning transitional housing market and therefore a proportion of the housing stock will always be required to allow buying, selling, letting and improvements to occur.

A1.3.2 Jobs

- Whilst residence-based employment at a local authority level is available by year (via Nomis), workplace-based employment is only available via BRES from 2009 onwards. For this reason, it is not possible to use a ten-year trend to project forward jobs growth.
- As an alternative, the figures from the Experian forecast have been used as a basis for historic data. This approach is consistent with that used in the ENA, which also used Experian historic employment data rather than BRES data to allow for greater consistency between the historic and projected figures. The ENA concluded that it was more appropriate to use the (conservative) Experian figures as opposed to BRES data. The Experian forecasts are also used as the basis for other evidence base assessments including objectively assessed housing need and therefore providing greater consistency with the Council's existing evidence base documents.
- The Experian 'Total Workforce jobs' forecasts also include some employment not included in BRES, such as non-VAT registered self-employed workers, HM Forces and government-supported trainee and therefore provides a more comprehensive picture of jobs in the District.

[17] This period is different from the period (2004-2014) used to calculate objectively assessed housing need. This is in order to consider the period immediately before the base year of 2013.

- Two alternative projections were then made:
  - The first used the ten-year trend (2004-2013) from the adjusted Experian data to project future jobs growth, i.e. the total change between 2004 and 2013, divided by 10 to give an annual rate of change, and projected forward.
  - The second used the average rate of change forecast by Experian across the plan period, i.e. the total change between 2013 and 2033, divided by 21 to give an annual rate of change, and projected forward. This effectively 'smoothed' the Experian forecast over the plan period.
- On balance, it was considered that due to the recent recessionary period the first projection is unrealistically pessimistic, and that therefore the second period provides a better basis for the model.

A1.3.3 Relationship between homes and jobs

Projecting forwards homes and jobs trends through the model provided an understanding of the current relationship between homes and jobs in the district, as well as how this relationship might change going forward.

A1.4 Stage 3: Testing constrained scenarios

In order to test the implications of constrained supply of either housing or employment land, the lead 'demand' variable (either housing or jobs) was restricted in the model, which providing an indication of the implications for the other variable. The six constrained scenarios that have been tested as part of the study are set out below. Three of the constrained scenarios are supply-led and have been informed by the evidence presented in the Council's HELAA and Economic Needs Assessment. The remaining scenarios are demand-led.

Homes-constrained scenarios

Three homes-constrained scenarios were chosen to test the implications for jobs. These are:

- **Housing Scenario Max (demand-led scenario)**: meeting the full objectively assessed housing need of 9,440 homes.
- **Housing Scenario Mid (demand-led scenario)**: meeting 50% of the objectively assessed housing need, therefore 4,720 homes.
- **Housing Scenario Min (supply-led scenario)**: housing delivered in line with Approach 1 (consented development) and Approach 2A of the Spatial Approaches Topic Paper (2015), which is delivery on HELAA sites within the inset Category 1 and Category 2 settlements (Caterham, Oxted, Warlingham, Whyteleafe, Woldingham, Lingfield and Smallfield)[18]. As the HELAA already converts land supply to a quantum of housing (through its estimate of site

[18] It should be noted that the quantum of included in Approach 1 and Approach 2A have been updated from those presented in the Spatial Approaches Topic Paper (2015) to account for the updated information to be included in the Council's forthcoming update of the HELAA.

yield), these numbers have been used for consistency. This equates to 2,995 homes including a windfall assumption (see below), completions between April 2013 and March 2016 and housing commitments.

To incorporate windfall development, a figure of 28 dwellings per annum (in accordance with the SHMA and HELAA) was applied to Housing Scenario Min, above and beyond delivery on the HELAA sites. For the other two scenarios, it was assumed that windfall development is included in the total figure.

Jobs-constrained scenarios

Three jobs-constrained scenarios were chosen to test the implications for homes. These are:

- **Jobs Scenario Max (demand-led scenario)**: jobs delivered in line with the 'demand' forecast by Experian over the plan period.
- **Jobs Scenario Mid (supply-led scenario)**: jobs delivered in line with the Employment Needs Assessment (ENA) conclusions for intensification or further development on existing employment sites over 0.25ha (Warren Lane Depot; Redhill Aerodrome, Bridges Wood, Church Lane; Brown Utilities; Hobbs Industrial Estate; Ladycross Business Park; Brewer Street; Hays Bridge Farm; Surrey County Council Depot).
- **Jobs Scenario Min (supply-led scenario)**: jobs delivered in line with the ENA conclusions for intensification or further development on existing employment sites over 0.25ha, on inset sites only (Brown Utilities).

The difference between Mid and Min scenarios is that the minimum scenario does not require any further development in the Green Belt. Dickinson House has been excluded from the Mid and Min scenarios, given that the ENA identifies it for redevelopment for non-employment uses.

A number of assumptions were made to convert the site areas provided in the ENA to jobs for the Min and Mid scenarios:

- *Employment type*: sites were categorised into 'office', industrial or mixed, based on the site descriptions provided in the ENA.
- *Floor area ratio*: based on the employment type, a professional judgement was applied.
- *Gross external area to gross internal area ratio:* a standard ratio of 1.2:1 was applied across all sites, based on industry guidelines.
- *Employment density*: applied to the derived gross internal area using the densities derived in the ENA. Whilst the ENA states that the derived employment densities are an indicative measure of capacity within existing floorspace and should not be used to translate employment projections into floorspace demand, for the purposes of this study it was considered that they

represent the most up-to-date and locally considered source of data. These densities are consistent with the HCA's guidelines[19].

Given that the Functional Economic Area Topic Paper (2015) estimates that some 72% of current jobs within Tandridge are those working from home (rather than on employment sites), it has been assumed that this relationship will continue into the future and an allowance for this has been made in the Min and Mid scenarios.

The ENA did not identify sites below 0.25ha in size in accordance with the planning practice guidance. The model does not make an allowance for jobs associated with these sites due to lack of reliable data on the extent of such premises.

A1.5 Stage 4: Considering optimal threshold

A1.5.1 Local authority comparators

A benchmarking process was undertaken to draw upon the relationship between homes and jobs in comparative authorities and compare their performance with Tandridge.

In order to select five benchmark authorities, a selection process was used, taking into account:

- Results from the Chartered Institute of Public Finance and Accountancy's (CIPFA) 'nearest neighbour' model[20].
- Similarity based on a range of characteristics including population, population growth,working age population, housing affordability, commuting patterns, proportion of green belt and settlement patterns.
- A balance between geographical neighbours and authorities that are further afield.

The finding from the selection process are set out at the end of this Appendix (Section A1.7). The five benchmark authorities were:

- Brentwood
- Epping Forest
- Reigate and Banstead
- Sevenoaks
- Three Rivers

A proforma was used to enable comparison between authorities, which included:

- characteristics of population (growth rates, proportion of working age etc.);

[19] Employment Density Guide (2015), HCA. Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/484133/employment_density_guide_3rd_edition.pdf
[20] http://www.cipfastats.net/resources/nearestneighbours/profile.asp?view=select&dataset=england

- housing market characteristics (housing market area, affordability, concealed households, previous/current Plan targets, objectively assessed need etc.);
- employment market characteristics (functional economic area, containment, sectoral trends, commuting patterns etc., GVA per capita); and
- jobs:homes ratio.

Two types of ratio were produced: a residence-based jobs:households ratio; and a workplace-based jobs:households ratio. Households rather than houses were used to ensure consistency between the benchmark authorities (note: the model makes an adjustment to convert between households and houses within Tandridge, based on information provided in the SHMA). The following data sources were used:

- Residence-based jobs – Nomis
- Workplace-based jobs – BRES
- Households – DCLG 2012-based household projections.

A base year of 2012 has been used in determining the ratios, to accord with the household estimates available.

A1.5.2 Assessment of critical levels of jobs and homes

Building on the local authority comparators, a qualitative assessment of the critical levels of employment and housing that will be need to be achieved to avoid economic decline was undertaken.

A1.6 Stage 5: Exploring implications for the Local Plan

A desktop review of existing planning and housing policies was undertaken to assess whether the existing Development Plan (including Tandridge District Core Strategy (2008), Tandridge Local Plan Part 2: Detailed Policies (2014) and Proposals Map provide a suitable framework for planning for and responding to the findings from the study.

A1.7 Long List for Benchmark Authorities

Please refer to Section A1.5.1, which explains how the long list of benchmark authorities were identified.

Local authority	Neighbouring or comparator local authority?	Overall population [Nomis, 2014]	Population growth last 10 years (%) [ONS, 2004 2014	% of population of working age (%) [NOMIS, 2014]	Affordability ratio [DCLG, 2013]	Net out commuting [neighbourhood statistics, 2011 Census] No	Net out commuting %	Green Belt (%) [Green Belt from DCLG 2015, Borough area from ONS, 2011]	Settlement patterns
Tandridge		85,400	8%	61%	13.90	-8,721		93.9%	• Caterham and Oxted are the main town centres, which provide key services and shopping facilities. There are 4 other centres which meet some of the needs of the local population. • There are two larger rural settlements which provide services for the larger communities. In line with its rural setting, there are a number of villages and smaller settlements in the Green belt. • Urban hierarchy is as follows: 7 urban settlements, 3 semi-rural Service Settlements, and 9 Rural Settlements **[Tandridge District Settlement Hierarchy, 2015]**
Waverley	Comparator	122,900	5.7%	58.7%	12.17	-7,003		61.1%	• Four main settlements which combined have a population of 89,000. The centres are relatively distant from each other, and have few direct transport links. • The remaining resident population is spread over 16 rural parishes, which contain over 20 villages • Settlement hierarchy is as follows: 4 urban areas with key services, 6 communities with local services, 9 rural communities with limited services, 9 rural communities with very limited communities, and 11 other ribbon developments and hamlets. **[Local Plan, 2002]**

Local authority	Neighbouring or comparator local authority?	Overall population [Nomis, 2014]	Population growth last 10 years (%) [ONS, 2004 2014	% of population of working age (%) [NOMIS, 2014]	Affordability ratio [DCLG, 2013]	Net out commuting [neighbourhood statistics, 2011 Census] No	Net out commuting %	Green Belt (%) [Green Belt from DCLG 2015, Borough area from ONS, 2011]	Settlement patterns
Surrey Heath	Comparator	87,500	7.2%	62.2%	10.34	-1,045		44.1%	• Western half of borough is mainly urban, comprising two urban centres which link to 3 villages. Camberley is the main centre within the borough. Larger, more rural villages to the east. 4 major towns in the borough. **[Adopted core strategy, 2012]**
Reigate and Banstead	Neighbouring	143,100	12.9%	62.3%	10.16	-3,389		68.8%	• Four distinctive towns set within a wider 'green fabric', surrounded by a range of smaller settlements • Redhill is the primary town centre, and the focus for leisure, retail and culture. • Reigate, Banstead village and Horley town centre perform convenience roles for local catchments • Alongside these town centres is a network of smaller local centres- provide for local needs **[Adopted core strategy 2014]**
Sevenoaks	Neighbouring	117,800 [NOMIS, 2014]	7%	59.8% [NOMIS, 2014]	10.95	-9,607		93.2%	• The principle district town centre is Sevenoaks Urban Area, and is comprised of 5 urban areas. • The urban district centre is Swanley, and is one of the District's major employment centres. • Edenbridge is the Rural Service Centre, and does not provide a full range of services and facilities. • 3 local service centres, 17 service villages, 6 small villages and 21 hamlets. **[Sevenoaks District Settlement Hierarchy, 2009]**

Local authority	Neighbouring or comparator local authority?	Overall population [Nomis, 2014]	Population growth last 10 years (%) [ONS, 2004 2014	% of population of working age (%) [NOMIS, 2014]	Affordability ratio [DCLG, 2013]	Net out commuting [neighbourhood statistics, 2011 Census]		Green Belt (%) [Green Belt from DCLG 2015, Borough area from ONS, 2011]	Settlement patterns
						No	%		
South Oxfordshire	Comparator	137,000	5.9%	61%	10.47	-8,358		22.7%	• 145 settlements in the district, ranging from towns to hamlets. • The settlement hierarchy includes: 4 towns, 12 larger villages, 58 smaller villages (sites of up to 0.2ha) and 44 other villages (sites of up to 0.1ha) **[South Oxfordshire submissions core strategy, 20011- settlement assessment background paper]**
Epping Forest	Comparator	128,800	6%	62.2%	10.96	-14,097		93.5%	• West and south of the district is mainly countryside, and the whole borough is very rural with a high proportion of Green Belt. • The built environment consists of 5 main towns, surrounded by villages (3 of which can be considered large) **[Local Plan, 1998]**
Windsor & Maidenhead	Comparator	147,400	9.1%	61.9%	10.87	2,219		83.9%	• 3 main settlements along the historic route way • 14 villages and parishes • Key historic sites such as Windsor Castle, and surrounding Parkland Estate **[Landscape Character Assessment, 2004]**
Epsom & Ewell	Neighbouring	78,300	14.5%	62.5%	13.17	-7,813		45.8%	• The borough is comprised of town, District, and Local centres, along with Neighbourhood Parades to cater to the daily needs of the local population. • Epsom id the main town centre which provides a good range of facilities and services, supported by multiple local centres. It ranks as a major shopping centre in Surrey but has to compete with nearby larger centres to the north.

Local authority	Neighbouring or comparator local authority?	Overall population [Nomis, 2014]	Population growth last 10 years (%) [ONS, 2004 2014	% of population of working age (%) [NOMIS, 2014]	Affordability ratio [DCLG, 2013]	Net out commuting [neighbourhood statistics, 2011 Census]		Green Belt (%) [Green Belt from DCLG 2015, Borough area from ONS, 2011]	Settlement patterns
						No	%		
									• Other significant retail details centres such as Ewell Village and Stoneleigh Broadway. **[Core strategy, 2007]**
East Hampshire	Comparator	117,500	6.9%	60.1%	11.67	-10,207			• The borough is made up of market towns and villages. • 3 Town centres- main comparison shopping centres and leisure destination) • One District centre • 2 market towns, 2 large local service centres, 5 small local service centres, and 19 other settlements with a settlement policy boundary **[Joint core strategy 2014]**
Brentwood	Comparator	75,600	8.2%	61.8%	10.10	-2,351		89.5%	• Brentwood town centre is the major shopping, leisure and visitor centre of the borough. • There are 2 smaller, but important, shopping centres- supported by a number of smaller shopping parades and village centres which provide for local shopping needs. **[Brentwood Replacement Local Plan, 2005]**
Elmbridge	Comparator	132,800	5.7%	60%	12.97	-8,397		59.1%	• No regional centres - most residents travel out of the borough to Kingston, Guildford and Woking for their main shopping needs. • 1 main town centre, 5 District centres, 9 local centres and a series of small parades and local shops **[Core strategy 2011]**

Local authority	Neighbouring or comparator local authority?	Overall population [Nomis, 2014]	Population growth last 10 years (%) [ONS, 2004 2014	% of population of working age (%) [NOMIS, 2014]	Affordability ratio [DCLG, 2013]	Net out commuting [neighbourhood statistics, 2011 Census]		Green Belt (%) [Green Belt from DCLG 2015, Borough area from ONS, 2011]	Settlement patterns
						No	%		
Wokingham	Comparator	159,100	6.8%	62.3%	10.13	-12,223		16.2%	• Wokingham Borough is made up of 3 towns and 14 parishes, and is rural in character. • Wokingham town centre is the administrative centre and main retail destination on the borough, with 8 main residential areas radiating out in all directions. • There are 8 'core employment areas', which each provide job opportunities for residents and convenience shopping. Comparison shopping is available at centres outside other borough- particularly Reading, Bracknell, Camberley and Maidenhead. **[Core Strategy 2014; Sustainability Appraisal, 2010]**
West Oxfordshire	Comparator	108,200	16.3%	61.5%	9.20	-8,326		2.3%	• West Oxfordshire has a total of 120 settlements • The service centres consist of 9 towns and villages- which contains the District's key service centres. Most have good links with Oxford, and have experience significant growth. • 12 medium sized villages- all with populations over 1000 • 21 smaller villages – populations of less than 1000 • Small villages/ hamlets and open countryside (populations of less than 4000) - dependent upon service centres elsewhere. Only 3 of these smaller villages have shops. **[Local Development Framework- Settlement Sustainability Report, 2013]**

Local authority	Neighbouring or comparator local authority?	Overall population [Nomis, 2014]	Population growth last 10 years (%) [ONS, 2004 2014	% of population of working age (%) [NOMIS, 2014]	Affordability ratio [DCLG, 2013]	Net out commuting [neighbourhood statistics, 2011 Census]		Green Belt (%) [Green Belt from DCLG 2015, Borough area from ONS, 2011]	Settlement patterns
						No	%		
Spelthorne	Comparator	98,100	8.8%	63.1%	9.27	-9,117		74%	• Staines is the main commercial centre in the Borough- major shopping centre. • 5 main urban areas, only separated by a small distance. Supported by local parades which provide convenient shopping facilities for local communities. • 4 other smaller communities. **[Core strategy, 2009]**
Broxbourne	Comparator	95,700	9%	62.5%	8.30	-7,351		64.3%	• Core areas include both the Hoddeson and Waltham Cross town centres, which offer primary retail functions. • The urban settlement pattern consists of 1 district centre, 7 neighbourhood centres and 14 local centres and parades **[Local Plan, 2005]**
Three Rivers	Comparator	90,400	7.7%	61.9%	11.15	-8,615		75.7%	• Mixture of countryside, villages and small towns- very car dependent. There is a dispersed pattern of settlements • One principal town, 6 key centres, 6 secondary centres, 2 villages **[Core Strategy, 2011]**

Appendix B

Graphical outputs from the model

B1 Graphical outputs from the model

B1.1 Scenarios and legend

Scenario	Scenario Explanation	Colour code
Homes constrained		
Housing Scenario_MIN	Spatial Approaches Topic Paper - Approach 2A (development within Cat 1 and Cat 2 settlements, excluding Godstone), plus permissions	
Housing Scenario_MID	Meeting 50% of objectively assessed need (4,720 homes)	
Housing Scenario_MAX	Meeting 100% of objectively assessed need (9,440 homes)	
Jobs constrained		
Jobs Scenario_MIN	Intensification of existing employment land within the inset areas	
Jobs Scenario_MID	Intensification of all existing employment sites within the district	
Jobs Scenario_MAX	Demand based on Experian forecasts, indexed to available BRES data	

Legend

Jobs

Houses

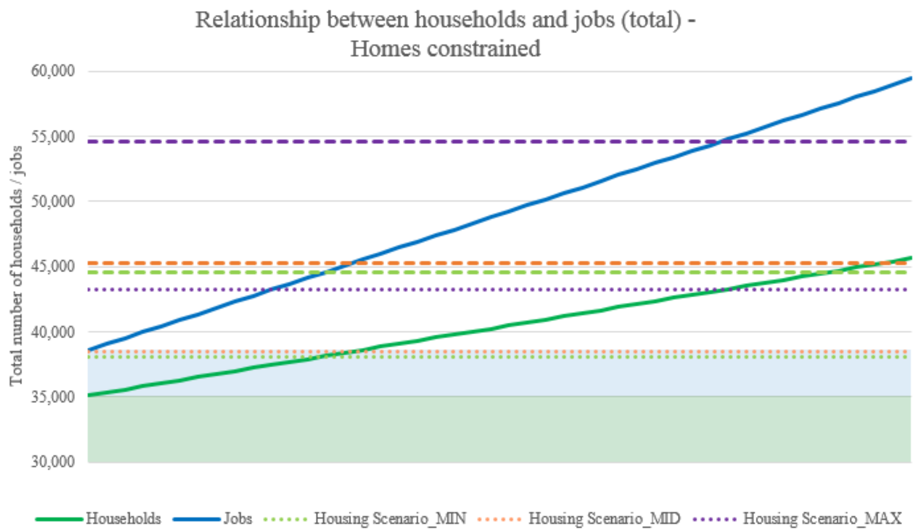
Implications for jobs (see scenario colour code)

Implications for houses (see scenario colour code)

Existing jobs (2013 base)

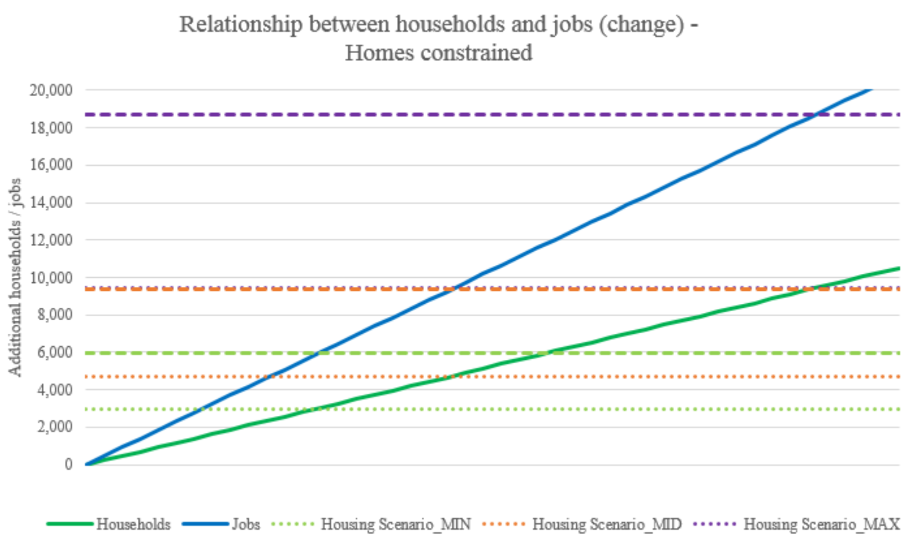
Existing houses (2013 base)

B1.2 Homes-constrained scenarios



Total

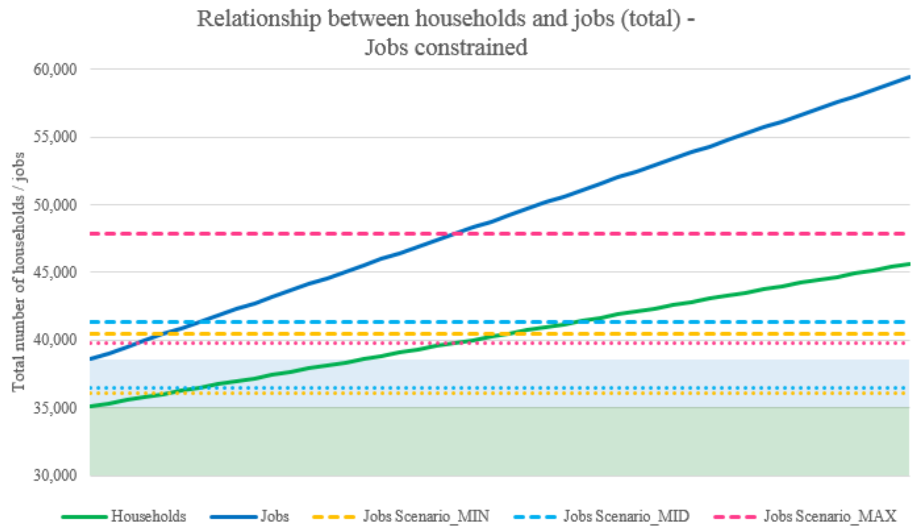
Scenario	Number of homes	Number of jobs	Ratio (Jobs: Homes)
Housing Scenario_MIN	38,111	44,522	1.168
Housing Scenario_MID	38,486	45,266	1.176
Housing Scenario_MAX	43,206	54,619	1.264



Change from base year (2013)

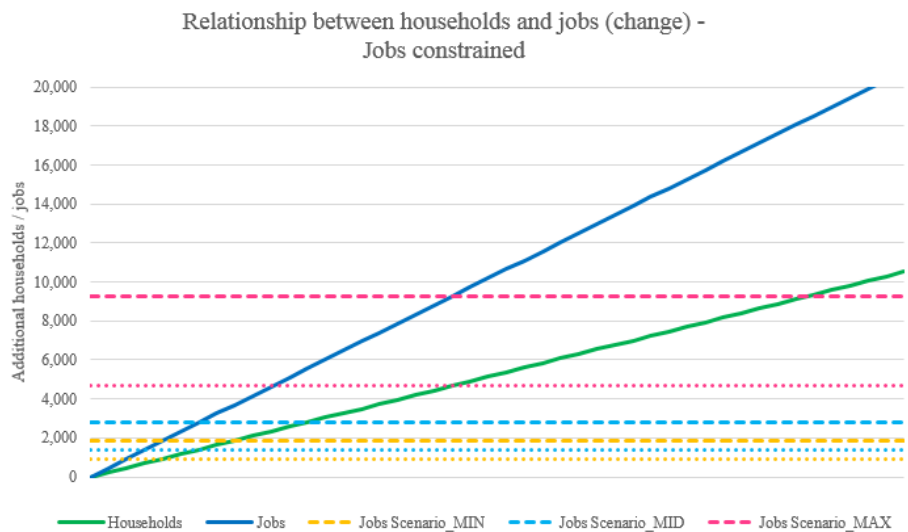
Scenario	Number of homes	Number of jobs	Ratio (Jobs: Homes)
Housing Scenario_MIN	2,995	5,935	1.982
Housing Scenario_MID	4,720	9,353	1.982
Housing Scenario_MAX	9,440	18,707	1.982

B1.3 Jobs-constrained scenarios



Total

Scenario	Number of homes	Number of jobs	Ratio (Jobs: Homes)
Jobs Scenario_MIN	36,063	40,464	1.122
Jobs Scenario_MID	36,527	41,383	1.133
Jobs Scenario_MAX	39,787	47,844	1.203



Change from base year (2013)

Scenario	Number of homes	Number of jobs	Ratio (Jobs: Homes)
Jobs Scenario_MIN	947	1,876	1.982
Jobs Scenario_MID	1,411	2,796	1.982
Jobs Scenario_MAX	4,671	9,257	1.982