



Preston Regeneration Planning Framework

Draft for consultation

November 2011

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This Consultation Draft of the Preston Regeneration Planning Framework identifies the Council's preferred options for physical regeneration on key sites within the Preston regeneration area. We would like your views on the proposals set out in this document.

You can submit your comments in the following ways:

- Online at www.reigate-banstead.gov.uk or on the Council's consultation portal: <http://reigate-banstead-consult.limehouse.co.uk/portal>
- By email to: LDF@reigate-banstead.gov.uk
- By post to:
LDF Team
Reigate & Banstead Borough Council
Town Hall, Castlefield Road
Reigate,
Surrey, RH2 0SH
- Or by hand to the Help Shops on Marbles Way (Preston), Bolters Lane (Banstead), Library (Banstead), at the Town Hall.

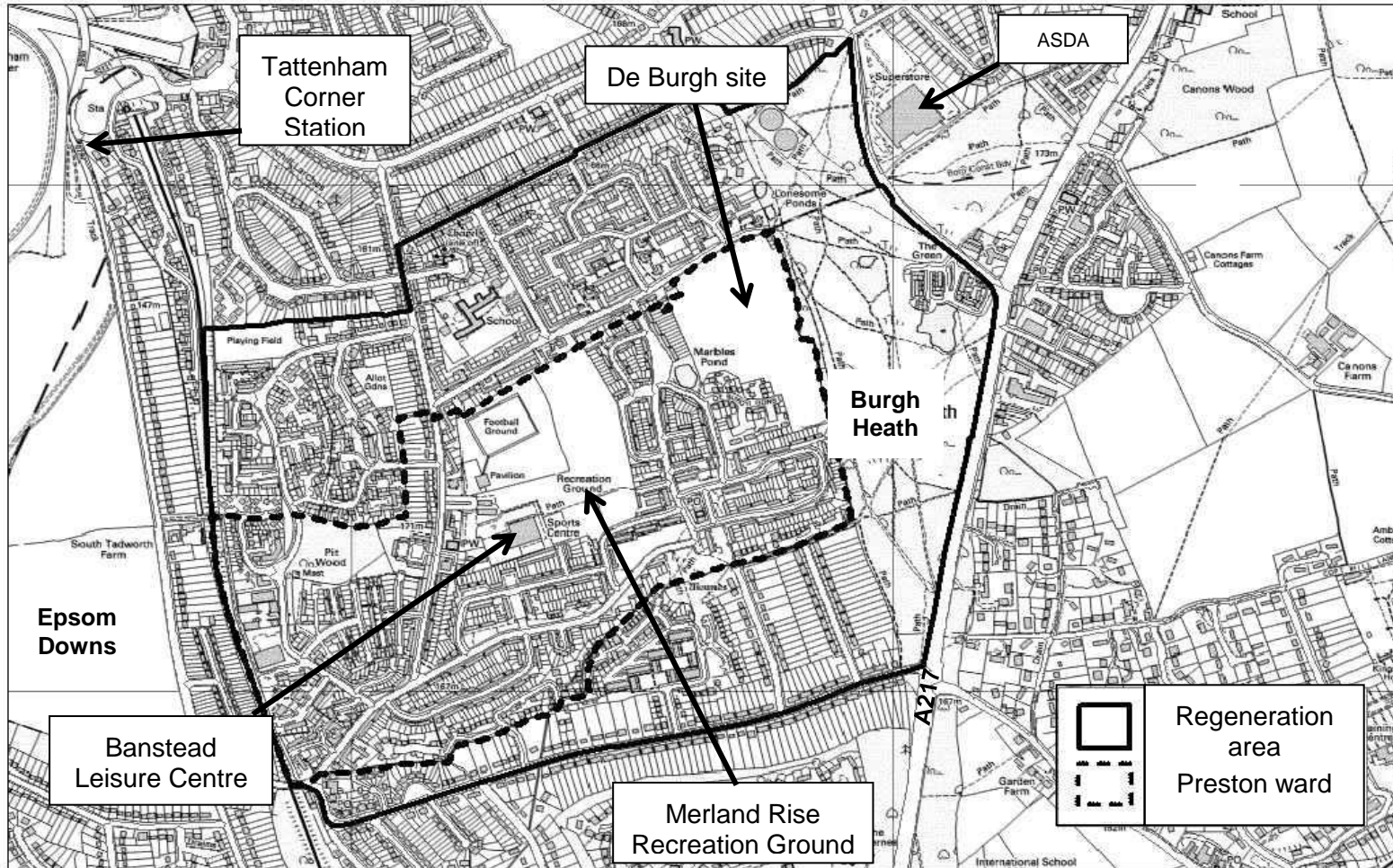
The consultation runs from 14th November 2011 until 6th January 2012.

BACKGROUND AND STATUS OF PLANNING FRAMEWORK

- 1.1 The regeneration area is located to the north of the Borough and is composed of the Preston ward and its immediate surrounding area (refer to map1). Burgh Heath and the A217 to the east and rail tracks to the west form its restricting boundaries. Shelveys Way forms its southern boundary and Chapel Way its northern boundary.
- 1.2 Preston has a range of socio-economic problems. Most significantly Preston has been identified as the most deprived ward in the Borough and the fourth most deprived ward in Surrey in the 2007 Index of Multiple Deprivation. It also ranks within the most deprived 10% in Surrey (12th overall) and in the most deprived 20% in the country. The area was designed prior to the rise in car ownership and has evolved over a number of years resulting in a general lack of design coherence. As such there are a range of environmental issues that affect the regeneration area, including heavy on-street car parking which restricts vehicular movement, poor pedestrian and cycle routes, a lack of any community focus both physically and socially, poor quality public realm, lack of clear boundaries to private / public spaces and open space.
- 1.3 Work on the regeneration of Preston dates back to 2004. This included a number of consultation exercises:
 - The masterplan was developed with extensive involvement of local people and a range of local stakeholders during 2004/5, which included a walking audit, an exhibition, a dedicated project website, questionnaires and a newsletter,
 - A draft SPD was prepared in 2006 and was also subject to a sustainability appraisal and public consultation. The intention was for the Council to adopt this SPD to guide development in the Preston area. However the SPD remained in draft form with the intention that policies be captured in the Development Management Policies (DMP) development plan document.
- 1.4 This Planning Framework sets out the policy context that will guide proposals for development in the Preston Regeneration Area (Preston ward and immediate surrounding area refer to map 1). It will inform and steer interested parties, including decision makers, members of the community and developers. The Framework draws on previous work carried out by the Council in the Preston Regeneration Masterplan (2005) and the Draft Preston SPD (2006).
- 1.5 When the Development Management Policies (DMP) document is adopted in 2013 it will be the appropriate development plan document to guide the development of the Preston area. However, as the timetable for regeneration in Preston is running ahead of the Local Development Framework timetable,

this Preston Planning Framework has been prepared to serve as an interim policy mechanism to guide development. It is anticipated that the content of the Preston Framework will be rolled into the DMP document.

- 1.6 To maximise the robustness of the Preston Planning Framework, there will be a period of formal public consultation and a sustainability appraisal will be undertaken. This will lend weight to the document ensuring it is a material planning consideration in the determination of planning applications. The framework will be finalised once consultation responses are considered and changes are made as necessary. It is scheduled for Council adoption by March 2012.



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Map 1: Preston ward and regeneration area boundary

2. ISSUES AND OPPORTUNITIES

- 2.1 Having undertaken extensive survey work and public consultation, the Council now has a substantial evidence base to develop guidance for regenerating this area. This section sets out the issues and opportunities identified through the evidence gathering so far.

Issues

Housing that is not meeting the needs of local residents

- 2.2 The regeneration area is home to a residential neighbourhood of approximately 2,800 dwellings (approximately 6,700 residents). Terraced houses and flats make up more than 75% of the total dwelling stock in Preston (compared with only 38% across Reigate & Banstead as a whole). The majority of these homes were built in the 1950s, as social housing. There are also a smaller number of modern infill housing schemes.
- 2.3 Since its original construction, many social rented homes have subsequently been sold under the right-to-buy, thereby moving toward a greater mix within the area. The percentage of affordable housing in the regeneration area currently is approximately 36% (31% social rented) with Raven Housing Trust being the principal registered social landlord in the area. This remains one of the highest concentrations in the Borough and is thought to be inconsistent with PPS3 and its requirements for mixed communities.
- 2.4 Preston ward is made up of two defined Local Super Output Areas (LSOA) (005A & 005B). Preston 005B LSOA is ranked as the second worst in the Borough in the Living Environment domain (category of IMD). It is also ranked worst in terms of the Indoors sub-domain, which particularly considers social and private housing in poor condition and percentage of houses without central heating. The 2007 IMD suggests that Preston 005B actually ranked third worst in the Borough with reference to housing in poor condition. Some housing stock in the area is therefore in need of renovation.
- 2.5 Preston experiences almost twice the level of overcrowding compared to the Borough average. The area also has a significantly lower proportion of under-occupied dwellings than the RBBC average. Overcrowding and lack of access to gardens are particular issues for families with children. Also at the time of the 2001 Census, 12.5% of dwellings in the Preston area were without central heating¹, more than 3 times the level experienced across the borough.

¹ Although since the 2001 census all (with a few exceptions) the existing social rented housing has now got satisfactory heating systems.

Local services and facilities

- 2.6 There is currently no identifiable ‘heart’ of the Preston area. Services and facilities are scattered making them less convenient for people to access. Marbles Way is home to a few shops that serve the local area and a general practitioner (GP) operates close to Tattenham rail station. The Merland Rise site (recreation ground) is home to a number of stand alone community facilities including the Banstead Leisure Centre, the Phoenix Youth Centre, a community centre and a Football club. There is a need to create a recognisable heart to Preston to give the area a sense of identity².
- 2.7 Currently accessible outdoor sports provision in Preston is considerably below the Borough average³ and the national standards. Banstead Leisure Centre currently provides only indoor sports facilities and the Football Club pitches are not accessible to the general public at present. If the existing (and new) pitches of Banstead Athletic Football Club could be made available to the public this would add further value to the concept of a ‘community hub’ and greatly enhance outdoor sports provision in the area.
- 2.8 The stand-alone community facilities on the Merland Rise site are currently in poor condition, are not integrated, and are of an inflexible design to either meet the current or future needs of residents. Provision of play areas for children also appears to be insufficient, in particular around the flatted areas where children do not have access to private gardens. Given the socio-economic⁴ background to Preston and how residents feel about the area it is important to ensure the provision of high quality, purpose-built community facilities in the heart of Preston, which cater for local needs.

Public spaces and street scene

- 2.9 Within Preston there are a number of large grassed areas and open spaces however, there is generally inadequate delineation between public and private areas. These open spaces are of poor quality and amenity value. This is compounded by uneven road surfaces and footpaths. The Council’s evidence base (PPG17) identifies a low provision of parks and natural green space in the area. The Preston Regeneration Masterplan identifies the recreation ground to be a large open space in poor condition and is noted as underused. At present a third of the recreation ground is leased to a privately run BAFC, which is not publically accessible and by being fenced off with barbed wire, is

2 The consultation exercise carried out during the development of the Preston Masterplan identified that many residents felt Preston was unattractive with few educational opportunities and a lack of community facilities for older people. A lack of general sense of community and a general disregard for the physical environment was noted.

3 PPG17 Open Space Assessment (2011)

4 Refer to Annex 1 for the socio-economic analysis of Preston

not welcoming in appearance. The patches of grassed areas around flatted areas also appear bare and unused.

- 2.10 Other aspects of the street scene in certain areas of Preston also need further improvement, such as the narrow streets, which are made worse by parking. Parked vehicles reduce the width of the streets, preventing two-way traffic, buses and service vehicles from passing through. Such pinch point areas include Chetwode Road to the north of the De Burgh site, Chetwode Road on approach to the St Leonard's Road junction, and Shelveys Way. With the proposed future development on the De Burgh site, these pinch points could be made worse and therefore need to be addressed as part of the regeneration plans.

Access and linkages

- 2.11 Preston has relatively good car access to the strategic road network with the A240 and A217 providing direct access to the M25. However, Preston has poor connectivity with its immediate environment, including the village centres of Tattenham Corner and Tadworth and open spaces such as Epsom Downs. Two rail stations serve Preston (Tattenham Corner and Tadworth). They are both located approximately 15 to 20 minutes walking distance from the study area, but are not easily accessible via a direct route. Whilst the bus service to Epsom and Banstead on Sundays have been improved, the public transport provision in the area remains limited in the evening and Sundays. Pedestrian routes in general appear poor with the safer pedestrian routes running along the main vehicular routes. Signage and directions in the area are also poor.
- 2.12 There are currently poor and/or limited pedestrian and cycle connections to some key amenities. In addition the dispersed pattern of existing facilities/amenities and the lack of a centre make it difficult to achieve an efficient cycle and pedestrian network. Connectivity to economic opportunities and key amenities beyond the Preston regeneration area is also limited. Inadequate public transport in the area leaves residents feeling isolated and prevents young people from accessing nearby towns.

Opportunities

- 2.13 The potential opportunities for improvements can be categorised under three broad themes: potential development sites, environmentally sustainable development, and the concentration of leisure and community facilities.

Potential Development Sites

- 2.14 Two potential development sites, Merland Rise and De Burgh, have been identified in this area. They both have the potential to meet the local housing need, i.e. the Borough's housing target in the emerging Core Strategy. The

De Burgh site in particular offers a significant opportunity to maximise the value of development so that a portion of capital received from its sale can be used to fund other improvements in the Preston area. The site backs onto Burgh Heath and therefore any development must complement this green space, with appropriate design policies and guidance. The Merland Rise site offers the opportunity to provide housing to contribute to local needs in addition to providing passive surveillance through housing units overlooking the open space where safety issues have been identified. The provision of housing on this site is smaller in scale in comparison to the De Burgh site, but is thought to be complementary to the other envisaged uses for this site. Both these sites present an opportunity to deliver more housing units in the regeneration area and, by providing a mix of market housing types, to create a more diverse and balanced community.

Environmentally Sustainable Development

- 2.15 Recognising that the Preston area will increase in population through the planned development on the identified development sites, this theme seeks to ensure that new development will respect the existing scale and character of the area and enhance Preston so as to benefit the existing community. Given the current environmental concerns and fuel poverty, this also presents an opportunity to provide housing that is energy efficient and cheaper to maintain for future residents. The provision of good linkages ensuring connectivity within the area and with the immediate surrounding area also contributes toward sustainable development. There are therefore opportunities to create new links, both for pedestrians and vehicles, to knit the Preston area back into its surrounding Surrey context and enhance access to economic opportunities for local people.

Concentration of Leisure and Community Facilities

- 2.16 Recognising the poor quality of facilities, the enhancement and/or re-provision of current facilities is required. Merland Rise site is in the Council's ownership and is centrally located in the regeneration area. This site therefore provides the ideal location to provide a grouping of community facilities to serve the current and future population of Preston. There is an opportunity to enhance the underused existing open space with its associated safety issues. Various objectives to improve the Preston area could therefore be met on this particular site with the Council's commitment to invest in these facilities. Any other proposals relating to parts of this site (Merland Rise) should be complementary to the Council's aims.

3. VISION AND OBJECTIVES

3.1 The Council's vision for the Preston area is as follows: *"The proposed regeneration of the Preston area will transform the local environment, making it a more attractive, desirable and safer place in which to live, work and play for this and future generations. A new village centre or 'hub,' will provide a focus for social, leisure and community activity. The quality and choice of housing will be greatly enhanced, with new building, improvements to existing homes, a greater range of affordable housing options and new housing for market sale. The area will be better connected and linked to the new centre, with improved access to the wider neighbourhood and vital transport links. High standards of design and environmental sustainability will be maintained throughout the regeneration process."*

3.2 To deliver the vision and address the issues and opportunities, the regeneration of Preston will be based around the following three objectives:

- ***Improve housing for new and existing residents***
- ***Creation of a new community hub***
- ***Improve infrastructure and open space***

Improve housing for new and existing residents

3.3 The Borough Council needs to provide for housing for the Borough's future needs and is recognised in its emerging Core Strategy. Within Preston there are sites suitable for the delivery of new housing, in particular the De Burgh site and part of the Merland Rise Recreation Ground. Up to 450 new homes could be delivered on these sites.

3.4 It is proposed that 75% of new housing will be private market housing with 15% shared ownership and 10% social rented. This will provide more housing diversity in the area and will provide a greater range of accommodation for local people at an affordable price.

3.5 The Local Lettings policy for the Preston Regeneration area ensures that existing local residents are given priority when allocating new rented homes. Particular consideration will be given to existing tenants who are in overcrowded accommodation or families in flats⁵. Where existing tenants move into new rented accommodation, the Social Housing Provider will be encouraged to consider transferring their previous unit into shared ownership and enable opportunities to vary tenure mix in the existing area.

⁵ Refer to the Councils Local Lettings Policy

- 3.6 Significant improvements to housing stock have been made over the past five years by Raven Housing Trust. An on-going programme of improvements will be pursued, with a particular emphasis on maintaining the Decent Homes Standard for all properties and further extending energy and water efficiency measures. Social housing in Cuddington Close has been identified as suitable for remodelling and some new development.

Creation of a new community hub

- 3.7 A critical mass of new facilities located in a central location would provide a focus and heart of the community. The Merland Rise site would be the most suitable site to provide such a 'community hub' (physical and social hub), being in the ownership of the Council and having existing community facilities located on it. The Council has carried out consultation and viability testing to determine the most suitable leisure uses to accommodate on the Merland Rise site. It is proposed that the existing run down leisure centre will be replaced by 2014 with a new centre comprising: a 25m x 6 lane pool, a teaching pool, a 50 station fitness gym, 30 person exercise/dance studio, crèche, cafeteria and wet & dry change facilities. Subject to funding, an integrated sports hall and youth and community facilities may be developed in partnership with Surrey County Council, creating a hub for community activities. The community hub could be complemented by provision of retail units. However, there is a need to further explore the impact of new retail on the existing shopping parade on Marbles Way and other retail provision in the vicinity. If retail units were to be included on the Merland Rise site, they would be a stand alone provision, close to but separate from that of the community hub and leisure centre.

Improve infrastructure and open space

- 3.8 On street parking is a particular issue in Preston where it causes congestion on access roads and bus routes. The creation of new housing will place additional pressure on these routes. Highway improvements will therefore be required to accommodate the new developments, for example: road widening, junction improvements and parking provision. This should be supplemented with a Community Travel Plan that supports sustainable transport (walking, cycling and public transport).
- 3.9 To support bus access into the area, parking restrictions should be introduced and formalised parking areas on grass verges (e.g. parallel or right angle bays) should be created along bus routes. Pedestrian and cycle routes that link key facilities, within and adjacent to the area, will be improved. In

particular, the pedestrian and cycle links to the A240 (and ASDA) across Burgh Heath.

- 3.10 Whilst Preston enjoys a range of open spaces, they are generally of a poor quality. It is a priority to improve the amenity value of open spaces, in particular transforming the Merland Rise Recreation Ground into a safe and accessible space with a range of play and landscape features. Green space around housing and highways will be more clearly defined and landscaped to maximise the amenity value for residents. Outdoor play and informal sports facilities will be encouraged on existing and new sites.
- 3.11 Existing habitat and heritage sites (e.g. ponds, ancient woodland, hedgerows, and archaeological sites) will be preserved and promoted through appropriate interpretation and community involvement.

4. DESIGN AND SUSTAINABILITY PRINCIPLES

- 4.1 This section sets out the design and sustainability policy principles, for development across sites in the Preston area. The policy principles expand upon the regeneration objectives and give more detail on the way in which these objectives should be delivered. Any proposals for new development should also comply with relevant policies in the Borough Local Plan, including (but not limited to):
- Policy Ho9: Design and Layout
 - Policy HO9A: Housing Density and Making the Best Use of Land
 - Policy Ho13: Maintenance of Character and Amenity
 - Policy Mo7: Car Parking Strategy and Standards

Improving open spaces

- 4.2 Whilst there is a range of green space within Preston, many of these spaces are poorly landscaped with few facilities. There are a number of landscape principles, which will be required to be applied to all improvements in the Preston area:
- a. *Within development sites create new open spaces that contribute to a network of interlinked green spaces across the regeneration area – high quality open space, providing a range of functions, should be incorporated within the designs for the regeneration sites*
 - b. *Provide a clearer distinction between public and private space so that residents can enjoy access to private/communal gardens.*
 - c. *Establish 'positive' edges to streets and public open spaces - to provide natural surveillance and contribute to more secure public space. Reinforcing open spaces with landscaping and tree lined avenues/foot paths/cycle paths will be encouraged. A series of tree*

lined pedestrian/cycle routes that form clear links through the neighbourhood will be encouraged.

- d. Strengthen and protect existing habitats and heritage features* - Detailed landscape and arboreal surveys should be undertaken to ensure ancient hedgerows, copses, ponds and Burgh Heath are sensitively managed and reinforced with new planting.

Improving movement and accessibility

4.3 To improve road access within the area and support sustainable transport choices new development and regeneration projects will be required to deliver the following:

- a. Measures to reduce the congestion caused by on-street parking, in particular on bus routes and/or where this will be exacerbated by new developments. Measures to address this may include road widening, off street parking provision, parking restrictions, which would improve bus access into the Preston area. Routes identified as a priority include: Chetwode Drive, Merland Rise add bus routes.
- b. Convenient, direct and pleasant pedestrian routes between key facilities must be provided through the redevelopment of regeneration sites. Of particular importance are:
 - The route from De Burgh to Merland Rise Recreation Ground and the new community hub.
 - The route from Epsom Downs Primary School to the new play and community facilities at Merland Rise Recreation Ground.
- c. Links to and from the wider Preston area and facilities further afield (such as ASDA and Tattenham Corner village centre) will also need to be considered and upgraded where possible.
- d. New developments should facilitate sustainable transport choices through the provision of convenient, safe and secure, high quality cycle parking.
- e. A community travel plan will be required to encourage non-car travel

Securing resource efficient and sustainable designs

4.4 To support the local response to the challenges of climate change, it is important that new development within the Preston regeneration area contributes towards achieving more efficient use of resources in Reigate & Banstead. Developers will be required to:

- Design new developments to maximise energy and water efficiency and options for the inclusion of renewable technologies should be explored.
- Design new developments to facilitate and encourage recycling.

As the population's age profile gets older, houses will better meet new needs if they are adaptable. Developers will be required to build a proportion of their units as "Lifetime Homes". The agreed proportion is subject to negotiation with the Council.

5. POLICY PRINCIPLES FOR DEVELOPMENT SITES

- 5.1 The overall design and layout of the proposed development should be of the highest quality, ensuring that new development is fully integrated, physically and socially, with the rest of the Preston Ward. Two development sites have been identified (Merland Rise Recreation Ground and De Burgh). Whilst there are specific policy principles that will apply individually to each site, there are a few cross cutting policy principles that are applicable:

New Housing

Housing Density

- 5.2 An assessment of the development potential of areas in Reigate & Banstead, captured in the Design and Parking Review (2008), revealed that Preston has a low quality environment with opportunities to deliver development and environmental improvements. It goes further to identify the appropriate housing density for Preston with exceptional circumstances that allow for a little flexibility.

Policy 1 Housing Density

Housing provision is required to be at a density between 30 and 60 dwelling units per hectare. Lower densities are allowed only where enhancement to the townscape is demonstrated. Such exceptional circumstances will have to be demonstrated by the developer.

The housing density for new developments in general is therefore expected to be consistent with the density requirements of the emerging Core Strategy, which incorporates the ranges set out above, unless demonstrated otherwise.

Affordable Housing

- 5.3 Across the borough as a whole, there is a shortage of affordable housing, and the Council has an interim approach of seeking affordable housing until the Local Plan is formally replaced by the Core Strategy. The interim approach takes into consideration the existing Borough Local Plan, PPS3 and the Council's Supplementary Planning Guidance on Affordable Housing. However, the Council's emerging Core Strategy policy on affordable housing requires up to 40% of affordable housing units to be provided. Both the Council's interim policy and the emerging Core Strategy policies for affordable housing allow for exceptional circumstances for alternative requirements.
- 5.4 Within affordable housing provision, the balance between social rented units and shared ownership units is also important. An affordable housing requirement of 15% shared ownership and 10% social rented housing is considered in line with the interim and emerging policy. It will enable some residents to access homes at an affordable rental level, while also encouraging those that are able, to get on and move up the property ladder. To further encourage access to the property market, some existing rented units could be required to be made available for shared ownership.
- 5.5 The Council's Local Lettings policy for the Preston Regeneration area gives local people priority to the majority of the new rented homes in the area. Particular consideration will be given to existing tenants who are in overcrowded accommodation or families in flats.

Policy 2 **Affordable Housing**

- a. Developers will be required to meet an affordable housing requirement of 15% shared ownership and 10% social rented housing on all developments of 1 hectare or 15 units and above.
- b. Affordable housing should be dispersed within the private housing to create a balanced, integrated and mixed community.

Housing Type

Policy 3 **Housing type**

- a. Market housing units could be a mix between small and medium sized family homes and apartment blocks, creating the opportunity for a diverse community.

Housing Height

- 5.6 New proposals for housing need to complement and blend in with the surrounding environment. The height and character of new development will therefore need to be carefully thought through given the aspired housing densities and other requirements set out above.

**Policy 4
Height**

- a. In providing housing, developers are required to build new homes to a maximum of four storeys,
- b. In doing so, developers must ensure that new housing development respects and complements the existing surrounding environment.

Garden provision

- 5.7 In Preston access to gardens is considered a problem for young families (families with children), i.e. many of them do not have gardens. The Council's Local Lettings policy prioritises local people for new homes.

**Policy 5
Garden Provision and amenity space**

Developers are required to provide housing with high quality open spaces including garden space for homes, green squares, amenity green spaces, courtyards and green corridors including cycle/ pedestrian links with planting to encourage biodiversity connectivity.

Parking Provision

- 5.8 The parking standards applicable for proposed new development must be consistent with the Council's Borough Local Plan adopted standards. One to three bedroom units will be required to provide between 1 and 2 car parking spaces.

Policy 6
Parking standards

- a. Developers will be required to provide car and cycle parking for new development that are consistent with the Council's current adopted parking standards in the Borough Local Plan 2005.
- b. New developments are required to facilitate sustainable transport choices through the provision of safe and secure cycle parking and the provision of car club spaces
- c. Car parking provision must not dominate designs for new development; however it should be located in areas that benefit from natural surveillance.

Site Specific Policy Principles

5.9 The following principles presented below are applicable to the sites identified for development and enhancements. In addition all preceding policy principles set out in section 4 and at the beginning of section 5 will be applicable to these sites.

Merland Rise Recreation ground

Site Description

5.10 Merland Rise Recreation Ground is centrally located in the regeneration area and is predominantly bordered by Merland Rise (road) to the west, Chetwode Road to the north, Acres Gardens and Longmere Gardens to the east. This site is designated as having the potential for development. It is a large (8ha), poorly defined recreation space in Reigate & Banstead Borough Council's ownership and is enclosed by significant lengths of residential rear boundaries fronting onto it. A third of the site is currently leased to Banstead Athletic Football Club (BAFC), which provide a football field and other indoor facilities. Two thirds of the site is a poorly used recreation space with little landscaping.

Designation: Merland Rise

This site will provide high quality new housing, a community hub and an enhanced recreation space with play areas for children and teenagers.

Housing Provision

5.11 The delivery of housing in Preston is central to its regeneration. The Merland Rise site has the potential to deliver housing to address the need identified through the Council's emerging Core Strategy evidence base. New housing would be to the benefit of local people by providing a mix of housing tenure and type of units (flats and homes). This would also meet the Council's

emerging Core Strategy requirements. The Housing policy principles set out above will apply to this site.

Community Hub

- 5.12 The site, currently occupied by the community buildings together with adjoining recreation space and apartment blocks, creates a substantial development opportunity for creating a community hub. This area offers a central location which links to all the regeneration proposals.

Policy 7

Community Hub

The community hub will be located on the Merland Rise site (to the north of the current leisure centre site).

The purpose of the hub is to serve as a community focus for the area. The facilities will be affordable with a management strategy designed to reduce vandalism and promote local use. There are a number of measures that should be undertaken to ensure that the local centre is a successful hive of activity. These are that:

- a. a grouping of activities is built up through the number of amenities available;
- b. a sufficient variety of services is available;
- c. pedestrian/cycle links to the centre from the rest of the area and the De Burgh site are strengthened to make it easier to walk/cycle to;
- d. a high degree of accessibility to and within the hub from important destinations (such as the De Burgh site, the train station, bus stops) must be provided, thereby supporting public transport and sustainable travel.

- 5.13 The Council's leisure centre review established that the existing leisure centre in Preston is coming to the end of its design life and the preferred solution is to build a new centre on an adjacent site. Re-providing the leisure centre is seen as the catalyst for regenerating Preston and for delivering the community hub on the Merland Rise site.

- 5.14 The potential uses within the community hub include a leisure centre (with 25m pool, teaching pool, 50 station fitness gym, exercise/dance studio, crèche, cafeteria and separate wet & dry changing facilities), a youth centre and community meeting rooms. There is also potential for the inclusion of retail units on the Merland Rise site in close proximity to the hub. The site could therefore house a variety of uses to create an active community hub. The community hub is to be located adjacent to the Football Club, which has

potential to develop through the provision of all weather five a side pitches. To meet our commitments in PPG17, it is recommended that any enhancements to the football facilities are accompanied by a commitment to public accessibility and ad-hoc community use.

Enhancements to the open space

- 5.15 Whilst the recreation ground is potentially a valuable asset for the community, it currently does not fulfil its potential as an amenity for local people. It lacks character and feels unwelcoming. Properties adjacent to the recreation ground have their back gardens facing the recreation ground which does not assist in creating a safe overlooked environment. Enhancements to the open space can address a number of issues for this site and the area as a whole.

Policy 8

Enhancements to the open space

Developers are required to:

- a. Provide attractive frontages and passive surveillance through new housing development around the east and south edges of the Recreation Ground.
- b. Provide new formal pathways and structural landscaping, designed to create a more attractive park environment.
- c. Consideration should be given to subdividing the space to create a series of areas that can be designed to have their own character features, such as improved children's play area, kick-about area, sensory garden and picnic areas;
- d. Developers are required to (re)provide play areas and a skate park for children and teenagers as part of the enhancement of the recreation ground.

Improving linkages and accessibility

- 5.16 It would be beneficial for Preston to improve connectivity within the area and with neighbouring areas.

St. Leonard's Road is a main access to Epsom Downs Community Primary School running off Chetwode Road. It is considered desirable to create a better and more direct link between the school and Merland Rise Recreation Ground and new local centre facilities. It is suggested that the central reservation on Chetwode Road is removed to increase the width of the road.

- 5.17 A link already exists as a tarmac path crossing the Recreation Ground. Whilst well used in the day, the route does not benefit from overlooking and is

consequently considered by many as unsafe in the evening. However, it is a very important link and would become more so when a critical mass of facilities is established as the new local centre on Merland Rise. It is proposed that this existing path be formalised as a road (through route) of sufficient width to serve as access to the community facilities.

Policy 9

Improving linkages and accessibility

Direct linkages that contribute toward efficient travel time for local residents must be provided and must be of high quality standards. This would provide local residents with a positive travel experience and would encourage sustainable travel.

In doing so developers are required to provide linkages of the site to its immediate environment and further afield to public transport access points and other services and facilities:

- a. Multiple access points to the site are required;
- b. A road forming an east-west axis across the Merland Rise Recreation Ground to ensure access to the community facilities to be provided and will improve movement across the Preston area. This road should be well lit, tree lined and overlooked by buildings to provide a safer and more attractive route.
- c. A more direct link between Epsom Downs Community Primary School and the Merland Rise Recreation Ground and the new local community facilities to be provided.
- d. Further opportunities for improving the permeability through the area must be explored.

Designations and Issues

- 5.18 The entire site is designated as urban open land in the Council's Borough Local Plan 2005. This policy designation resists the loss of urban open land but permits development where the land in question does not contribute significantly to the recreational, community, ecological or amenity value of the area. In this case, the recreation ground is of poor quality and is under used.
- 5.19 The Council's Open Space Assessment (PPG17 report) identifies a deficiency (quantity) in general amenity space in the area. A quantitative loss of open space would therefore not be desirable. However, where deficiencies do exist, PPG17 recommends that enhancements be made or open spaces be used for numerous purposes (multi-functional).

- 5.20 The regeneration benefits to be gained from the provision of housing and community facilities on this site are considered to be of greater value for the local residents. This would lead to a reduction in the size of the recreation ground but will seek to ensure that a large portion is retained and enhanced so that it is fit for purpose as a recreational space, i.e. contributes to the recreational and amenity value of the area. To ensure that regeneration benefits are balanced with the loss of some urban open land, it is essential that the portion of the site that is used for development purposes contributes to the objectives of creating new housing which provides passive surveillance and creating a community hub.

De Burgh site and surrounding area

- 5.21 The De Burgh site used to be occupied by a County Secondary School. Being in the ownership of both Surrey County Council and Reigate & Banstead BC, this school was considered to be in surplus and was closed in 1990 following the amalgamation with Nork Park School to form the Beacon School on the Nork Park site. Part of this site was developed in 2001 for housing leaving 6 hectares of land available for development. The site has been safeguarded for housing and is identified in the Borough Local Plan as such. It is proposed that the Borough Local Plan designation be retained. The sale and development of this land provides the opportunity to generate income to invest in the Preston area.

Designation 1: De Burgh

This site will provide high quality new housing with high quality open spaces.

Housing Provision

- 5.22 The vision for this site as presented in the 2005 masterplan could be achieved on this site. It was portrayed as a large crescent, with mews running adjacent to Burgh Heath. In order to optimise the potential of the site and to achieve highly sustainable development, it is likely the density will be up to 60 dwellings per hectare (350 units), with 25% affordable housing as outlined above. All housing policy principles above will apply to this site.

Design approach to Burgh Heath

- 5.13 Whilst structurally part of the built up area of Preston, the site presents its longest boundary (east) with Burgh Heath. The open character of the site is valued by local people, and this long boundary should be used to retain visual and physical links with the Heath so the new development benefits from proximity to this valuable asset.

Policy 10

Design Approach to Burgh Heath

Developers are required to ensure that:

- a. Any housing adjacent to Burgh Heath should be of a sympathetic design;
- b. In doing so, the potential for anti-social behaviour should be minimised;
- c. Building heights should also be observed on this site to blend in with the existing built form and so as not to diminish the natural landscape value of Burgh Heath (refer to housing height policy x for further guidance).

Open Space

- 5.23 The provision of open space on this site is important to create a sustainable, high quality housing development.

Policy 11

Open Space

In addition to policy principle xx on the provision of garden and amenity spaces as part of new housing provision, development on this site must be consistent with the following policy principles:

- a. Significant areas of high quality green space should be retained on the De Burgh site to create a public, landscaped space, overlooked by the town and mews houses.
- b. Provide an open-space corridor through the development serving as a 'green-corridor' to allow wildlife to move between habitats. This will need to be considered in the context of the local biodiversity.
- c. The provision of outdoor play areas or a contribution in relation to the development proposed will be required.

Linkages and accessibility

It is important to ensure that this site is connected to its immediate and surrounding environment, thereby providing ease of movement through the area and direct access to economic opportunities, services and facilities within the area. A route connecting to ASDA supermarket will provide safer pedestrian and cycle access to the Heath and the A240, including the local ASDA supermarket, the bus services that run along there, and the Beacon School.

Policy 12

Linkages and accessibility

Developers are required to:

- a. Maximise the opportunity to enhance pedestrian and cycle access through the site and across the Heath. This could take the form of a green tree lined route leading from Marbles Pond to ASDA supermarket through Burgh Heath. This must be well designed to maximise user safety.
- b. Provide multiple points of vehicular and pedestrian/cycle access to this site ensuring ease of access for residents (travelling on foot/bicycle or by car) and service vehicles;
- c. The design of the streets within the development must be consistent with the Local Distinctiveness Design Guide and Surrey Design Guide principles.
- d. Speed control measures must be integral to the road layout with imposed speed limits of 20mph

Cuddington Close/Longfield Crescent Area

Enhancements to existing Affordable Housing units

5.24 The flats around Longfield Crescent and the environment they create received strong criticism during past public consultation events. Many residents indicated the unsuitability of some housing in the area for modern family needs. Since the original Masterplan these blocks have been acquired by Raven Housing Trust and significant work has been undertaken internally to bring them up to the Governments Decent Homes Standard. The requirement and feasibility of replacement, or further refurbishment or remodelling will need to be assessed.

5.25 Across the whole area there may be opportunities for some existing social rented housing to be replaced with other tenures, including shared ownership or market housing to help create a mixed community throughout Preston with an equal number of units being reprovided on the De Burgh site or other potential sites. This approach would be subject to the landlords of existing social housing (principally Raven Housing Trust) being involved in the provision of the new affordable housing on the major development sites.

Designation 2: Cuddington Close/Longfield Crescent Area

Designate this site for the enhancement to existing affordable housing units.

6. DELIVERY AND FUNDING

6.1 The regeneration of Preston will be delivered through a mixture of private and public development. This section gives some background on the different types of funding available for the regeneration. It then sets out the individual regeneration projects. An indication of the scale of the projects and the likely sources of funding are also given. As there is a limited amount of funding, the public regeneration projects have been given a priority ranking.

Funding

6.2 The funding package for regeneration in Preston is very closely linked with the sale and development of 2 key sites for housing: Merland Rise Recreation Ground (part) and De Burgh.

Funding Source	Notes on funding
Private investment	New housing developments (and integrated infrastructure) on Merland Rise Recreation Ground (part) and De Burgh will be funded and delivered by private developers – subject to market demand
Reigate & Banstead Council capital	Funding partially dependent on the sale of Merland Rise Recreation Ground (part). Funding reserved for Leisure Centre
Surrey County Council capital	Funding dependent on the sale of De Burgh site
New Growth Points	Central government funding to support infrastructure improvements (available from 2012/13)
Section 106	Funding contributions towards infrastructure improvements that support the new housing developments e.g. highway improvements, support for community facilities (usually available post development 2014/15+)
Other	Additional funding opportunities will be explored for example sponsorship and trust/lottery funding for environmental improvements

Delivery

Projects to be delivered through Private Development

6.3 The following projects are all associated with the development of housing on part of Merland Rise Recreation Ground and De Burgh site. Some of the projects will be delivered as part of the overall site development, as specified in the planning conditions. The timing of these projects will be subject to housing market conditions; however it is anticipated that Merland Rise Recreation Ground will be available for

phased development from 2013. Development on De Burgh site will follow at a later date.

Project	Cost
New housing at Merland Rise Recreation Ground	££££
Road across Merland Rise Recreation Ground	£££
New physical/visual link De Burgh – Marbles Pond – Recreation Ground	££
New Housing at De Burgh site	££££
Development of new public open space at the De Burgh site	££
Improvements to housing in Cuddington Close and Longfield Crescent	£££

Projects led by Public sector

6.4 The following projects contribute towards the delivery of the three regeneration objectives for Preston (improve housing, create new community hub, improve infrastructure and open space). As set out above, the funding of many of these projects is either directly or indirectly (via S106) linked to the sale and development of Merland Rise Recreation Ground and De Burgh site. The timing of these projects will therefore also be dependent on development timescales. Projects linked to Merland Rise Recreation Ground will proceed in advance of those linked to De Burgh. The target date for creation of a new leisure centre and community facilities is 2014.

(Note where projects are funded by S106 they may be delivered by private developers)

Project	Cost	Potential Funding
High Priority projects		
New Leisure centre with pool	££££	RBBC/S106
New youth and community facilities, including sports hall	££££	SCC/S106
Improvements to Merland Rise Recreation Ground	££	S106
Travel strategy measures linked to new development e.g. promoting sustainable transport	£££	NGP/S106
Highway improvements linked to new developments e.g. Road widening, junction improvements, on street parking	£££/££n	S106
Improve pedestrian & cycle links to A240 across Burgh Heath	££	S106
Medium Priority projects		
Improvements to parking provision/ restrictions on narrow roads to facilitate bus access	£££	NGP/S106
Footpath improvements to key facilities within and adjacent to the Preston area	££	SCC/S106
Landscaping of public and private green space around housing and highways	£££	SCC
Lower Priority projects		
Improve the physical environment of Marbles pond and Lonesome pond	£	S106/Other
Preserve and enhance ancient trees and hedgerows	£	Other
Create more outdoor play and sport facilities	££	SCC/S106
Provide interpretation to enhance access to biodiversity and heritage features	£	Other
Improvements to public transport in the evenings and at weekends	£	S106

KEY: £ =£0 - £20,000 ££ =£21,000 - £200,000 £££ =£201,000 - £1,000,000 ££££ =£1,000,000+

RBBC = Reigate & Banstead Borough Council; SCC = Surrey County Council;
 NGP = New Growth Points; S106 = Section 106 (planning contribution)

Source documents

- Preston Regeneration Masterplan (Urban Practitioners, 2005)
- Borough Local Plan (RBBC, 2005)
- Borough Supplementary Planning Guidance on Affordable Housing (1998)
- Draft Preston Regeneration SPD (RBBC, 2006)
- De Burgh Site – development brief headings (SCC, 2006)
- Preston sustainable energy feasibility study (ESD, 2007)
- Developing a low carbon energy strategy for Preston (ESD, 2008)
- Emerging Core Strategy (RBBC, 2009)
- Development Management and Site Allocations DPD Issues and Options (RBBC, 2010)
- Preston Area Final Transport Assessment (Project Centre for RBBC, 2011)
- Preston Sustainability Appraisal Scoping Report (RBBC)
- Leisure Centre options (RBBC, 2010/11)