

INTRODUCTION

Reigate and Banstead Borough Local Plan 2005

ABOUT THE PLAN

Preparing the Borough Local Plan

- 1.1 The Borough Local Plan 1994 was adopted in July 1994. Part of this Plan was reviewed and first published as the First Alteration in 1998. It focused on the strategic housing allocation at Horley and the associated need for infrastructure, services etc. (often known as the “Horley Master Plan”). Other boroughwide issues were also considered and some new policies introduced and others were updated or amended, including nature conservation, the Metropolitan Green Belt (but not the boundary), housing, employment and retailing.
- 1.2 The First Alteration, comprising the Revised Deposit Draft 2000 incorporating the Proposed Modifications 2004, was adopted in April 2005. This has been combined with the unaltered parts of the 1994 Plan. Together these form the Borough Local Plan 2005 but the altered policies continue to be distinguished from the unaltered policies in the text. This document has been subject to minor factual updating to 2005 and sites that have been developed have been noted accordingly. Other editorial changes, which do not materially affect the content of the proposals, have also been included.

Detailed Background to Preparation

- 1.3 The Borough Local Plan 1994 was prepared to conform with the Surrey Structure Plan 1989. Following a Public Inquiry into objections to the Deposit Draft in 1992, the Inspector’s Report did not recommend any significant changes. This was considered by the Council in 1993 and the Plan was eventually adopted on 21 July 1994.
- 1.4 The First Alteration was prepared to conform with the Surrey Structure Plan 1994. Work began in 1995, with the Consultation Draft published in 1998 and the Initial Deposit Draft in 2000, followed by the Revised Deposit Draft later in 2000. A Public Inquiry into objections to the Revised Deposit Draft was held in early 2001. The Inspector’s Report in 2001 supported the principles of the Horley Master Plan and of the two main housing allocations in Horley. However, the Inspector recommended carrying out further work on the flooding and transport models, before the allocations could be confirmed. He also supported the boroughwide policy changes and recommended a separate density policy.

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- 1.5 Further studies were completed and independently evaluated and the Proposed Modifications were placed on deposit in 2004. Full Council on 17 February 2005 resolved to adopt the First Alteration without any further modifications. Following publication of the Notice of Intention to Adopt, the First Alteration was adopted and came into operation on 7 April 2005, when the Notice of Adoption was published.

Area and Timescale of the Plan

- 1.6 This Local Plan applies to the whole of the administrative area of the Borough of Reigate & Banstead. The 1994 Plan was expected to cover the period to 31 March 2001, the same date as the Surrey Structure Plan 1989. It contained a number of time limited policies e.g. dealing with housing provision, but the majority of other policies have remained relevant. The partial review addressed changes in circumstances and in national planning guidance and in the Surrey Structure Plan 1994. The First Alteration addressed the housing provision issues arising from the strategic housing allocation to Horley, but dropped the 2006 phasing date, and addressed provision in the rest of the Borough to 2006.

The New Planning System

- 1.7 The Government has introduced new legislation, the Planning & Compulsory Purchase Act 2004, that requires the Council to replace its existing Local Plan with a new style development plan called a Local Development Framework (LDF). Under transitional arrangements, the Local Plan documents produced under the old development plan system are saved for at least three years (from the commencement of the Act or from their date of adoption), and will continue to form the current basis for making planning decisions. The saved policies will be replaced incrementally as new documents within the LDF are progressed.
- 1.8 A rolling project plan, setting out which LDF documents will be produced and the timetable for producing them, is set out in the Local Development Scheme (LDS). The first Reigate & Banstead LDS was approved by the Government Office for the South East (GOSE) and brought into effect on 26 May 2005. The Reigate & Banstead LDS can be viewed online at: www.reigate-banstead.gov.uk. Under the transitional arrangements the unaltered parts of the 1994 plan will be saved until at least 27 September 2007. The First Alteration policies will be saved until at least 6 April 2008. The approval of GOSE will be sought to retain the majority of locally significant policies for a further period.

FORM AND CONTENT OF THE PLAN

Written Statement

- 1.9 The Written Statement sets out, in words, the land use proposals and policies applying to either specific parts or all of the Local Plan area. The actual policies are identified by bold type and policy letters and numbers for unique identification. Each policy from the 1994 plan is preceded by its basic intentions, the need for and the reasoning behind the policy. Those new and altered policies from the First Alteration are preceded by a similar introduction and the purpose for the policy. Immediately below the policy in each case is an “amplification” in italics giving advice on how to interpret the policy or how it may work in practice.
- 1.10 In this combined version the First Alteration policies are distinguished by blue text. The derivation of the altered policies is included as Appendix 1, which shows the relationship of policies in the Alteration to those in the 1994 Local Plan. Where policies have been deleted, all other policies retain their existing numbers for continuity.
- 1.11 The Planning Strategy sets out the overall approach to land use planning within the Borough. It acknowledges the emphasis placed on environmental issues before summarising the approach taken to each of the principal activities, the reasons for levels of provision and the relationship between certain key policies. Each section concludes with stated objectives.
- 1.12 Many of the policies within Chapter 3, dealing with the Protection of Existing Character already operated, for example, in respect of the Area of Outstanding Natural Beauty, Conservation Areas and Listed Buildings. Given the quality of the environment within this Borough, the protection and enhancement of these features, both rural and urban, has been given added emphasis. Besides clearly identifying these environmental assets, the policies both provide for their continued protection and enable positive improvement to take place.
- 1.13 Chapters 4 to 11 set out guidance for development. Their basic aim is to ensure that the changes taking place both conform to the overall policy framework and provide an acceptable form of development, respecting the character of the area and the amenities enjoyed by local residents. They deal with specific activities - countryside, housing, employment, shopping, recreation, community services, utilities and movement. Each includes design and layout criteria and sets out the new provision to be made either by way of specific proposals or general policies,

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which indicate the Borough Council's attitude towards new development within that particular activity. Other policies may be concerned with the retention of existing land and buildings, redevelopment, change of use, improvements, etc.

- 1.14 The Inset Area chapters 12 and 13 set out detailed proposals for redevelopment schemes and environmental improvements within Redhill and Reigate Town Centres. Chapter 14 contains the policies and proposals for the strategic housing allocation at Horley, known as the Horley Master Plan, together with those for Horley Town Centre Inset Area. Chapter 15 covers Banstead Village Inset Area.
- 1.15 A Glossary explaining the meaning of the technical terms used in the Local Plan is included, together with Appendices setting out background information and planning standards. Details of the various heritage and conservation sites have been published separately.

Proposals Map

- 1.16 The Proposals Map is a graphical representation on an Ordnance Survey base of the specific land use proposals and policy areas set out in the Written Statement. The Proposals Map is made up of four sheets, which are

North Sheet	-	Banstead/Tadworth area (1:10,000 scale)
Central Sheet	-	Reigate/Redhill area (1:10,000 scale)
South Sheet	-	Horley area (1:10,000 scale)
Inset Areas	-	Four Inset Maps (1:2,500 scale)
	-	Redhill, Reigate, Horley Town Centres and Banstead Village.

The Inset Maps do not form separate plans but are areas of the Proposals Map which, because of the number of different policies applying, require a larger scale map for ease of identification.

PLANNING STRATEGY

PLANNING STRATEGY & OBJECTIVES

General Approach

- 2.1 The Borough of Reigate and Banstead comprises a number of towns and villages set within attractive countryside, stretching either side of the North Downs escarpment. This pleasant environment, adjoining Greater London to the north and Gatwick Airport to the south and crossed by the M25 and M23 motorways, results in considerable development pressures.
- 2.2 Successive development plans have therefore included policies of firm restraint on development, which seek to protect the character of the area and the level of amenity currently enjoyed by residents.
- 2.3 This Local Plan seeks to restrain development in three principal ways. Firstly, by the maintenance of the Green Belt which is aimed at preventing the outward spread of existing settlements; secondly, by allocating land for only a modest increase in the housing stock, in line with Structure Plan requirements; and thirdly, by strictly regulating the amount of additional business, industrial, and storage or distribution floorspace to be permitted over the Local Plan period.
- 2.4 Over recent years there has been a growing public awareness of, and concern over environmental issues and these are given the highest consideration throughout this Local Plan. Indeed, the first policy chapter of the Local Plan concerns the protection of existing character, since without clear identification of the best and most sensitive areas of the Borough it is difficult to provide for their protection and to determine the optimum location for new development.
- 2.5 Within areas in which development is acceptable, the impact of a proposal on the surrounding area, including its effect on the character of the area, will be of paramount concern. Throughout the Local Plan environmental assessment criteria and comprehensive design and layout requirements have been set down and the Borough Council will seek high standards of development in pursuance of its aim to enhance the character of the Borough wherever possible.

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Objectives

- **To promote a real concern for the environmental quality of the Borough and to take measures to preserve, conserve and enhance both the traditional character of the countryside and the character and townscape value of the urban areas.**
- **To meet only those needs of the existing and future population, for development and the use of land, which can be accommodated without undue detriment to the existing character of the Borough and the operation of Green Belt policy.**
- **To ensure that developments are designed and constructed to a high standard in order to minimise the impact on the surrounding area and where possible to enhance the existing character.**
- **To ensure that developers make adequate provision for the effects of their development on the infrastructure and the amenities of the surrounding area.**
- **To ensure where appropriate a significant degree of planning benefit from major developments.**

Protection of Existing Character

- 2.6 The Borough is fortunate in possessing both countryside and urban areas of exceptional quality. The Surrey Hills Area of Outstanding Natural Beauty along the North Downs escarpment is of national importance, and Banstead Woods, Chipstead Valley, and Walton and Reigate Heaths are also areas of notable landscape and wildlife value.
- 2.7 Virtually the whole of Reigate town centre is recognised for its historic and architectural qualities as a designated Conservation Area, as are the older village centres such as Merstham and Walton-on-the-Hill. The Borough Council has designated several more Conservation Areas, making a total of 17 (2005), including recognising the contributions made by the architects of the Arts and Crafts Movement. There are 425 listed buildings within the Borough and a further 528 recognised as being of local architectural or historic merit (2005).
- 2.8 Development proposals within these areas or which involve historic buildings or protected trees, will not be permitted if they would endanger the identified character. Development which is inappropriate or would have an adverse effect will also be resisted. Only proposals which conform to the policies of this Local Plan and are designed in a sympathetic and traditional form will be acceptable.

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Objectives

- **To protect and conserve the natural environment including major landscape features, habitats, heaths, commons, open spaces, woodlands and the Borough's tree cover generally.**
- **To preserve the Borough's history by the retention, protection and conservation of its heritage sites, including ancient monuments, sites of archaeological importance, historic buildings and gardens of both national and local interest and attractive townscape areas.**

Countryside

- 2.9 Agriculture is the predominant land use in the Borough's countryside, although much is now probably surplus to current farming needs. Many farms are classified as part-time with their owners often having other incomes. There has been some diversification into farm shops, pick-your-own businesses and other pursuits. A number of golf course proposals have been made on farmland, while much land in the Banstead/Tadworth area has gone over to horse keeping. It is in the urban fringes in particular, where land commands prices far in excess of its value for agriculture, that much fragmentation and speculation has taken place.
- 2.10 The countryside also contains large areas of open commons and woodlands to which the public have access, as well as various institutions in large grounds, including a number of redundant and potentially redundant hospitals, together with scattered commercial, recreational and residential properties.
- 2.11 Because of the development pressures much of the Borough has been within the Metropolitan Green Belt since the 1950s. Its purpose is to contain the outward spread of London, to prevent the merging of settlements, to preserve the character of towns and to safeguard the countryside from further encroachment. Green Belt policy is a major factor in the control of development, both within towns and the countryside, and in providing for recreational opportunities.
- 2.12 The Borough Council recognises that in the changing agricultural climate, real problems exist in sustaining farm incomes and hence in maintaining an attractive and well managed countryside. Therefore, agriculture and its problems are given a high profile in the Local Plan, with a flexible approach to diversification, in accordance with Government policy, in an endeavour to provide a stable long-term future, which can reverse the tendency to fragmentation.
- 2.13 However, there is still a need to protect the traditional character of the countryside, and its ecological and recreational value, as well as maintaining local amenities and ensuring that any new development does not merely amount to asset stripping. Therefore, proposals will be carefully examined to see if they meet all these objectives. Positive measures will also be taken to resolve conflicts between

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farming and other activities through Countryside Management Projects and other initiatives.

Objectives

- **To prevent the outward spread of London and the coalescence of settlements in the Borough by the setting and maintenance of a Green Belt.**
- **To meet only those needs for the use of land within the countryside for legitimate activities such as agriculture, forestry and outdoor recreation.**
- **To seek to prevent holdings in active agricultural use from fragmentation and to assist in their continued viability where this would not unduly affect the traditional character of the countryside.**
- **To minimise any impact on the operation of Green Belt policies and on the traditional character of the countryside from the closure of major institutional uses.**
- **To co-ordinate the activities of landowners, voluntary bodies, local organisations and users in order to properly manage and wherever possible enhance the countryside.**
- **To ensure that any development taking place conforms to the traditional character of the countryside in terms of design and layout.**

Housing

- 2.14 The housing stock at the time of the 2001 Census was 52,895 dwellings. Owner occupation comprised 79% of the stock. In March 2002 the Borough Council transferred its housing stock to a Registered Housing Landlord (RSL), giving a total of 13% in that tenure. 7% of the stock was privately rented. The average household size comprised 2.38 persons.
- 2.15 House prices are amongst the highest in the country and access to all forms of housing for first time buyers and those on low incomes is extremely limited. As a result many would-be home owners move away reducing the potential supply of younger persons for the resident workforce. Incoming families tend to be already established in employment or of retirement age. The provision and occupation of new housing therefore does not necessarily equate to an equivalent increase in the labour supply.
- 2.16 The Surrey Structure Plan 1989 housing requirement was for a net increase in the dwelling stock of 4,520 dwellings from 31 March 1986 and by 31 March 2001, to be provided in two phases. Revised Regional Guidance in 1989 required Surrey to make provision for an additional 4000 dwellings in the 1990s. The agreed share to this Borough was 550 dwellings, making the total requirement 5,070 dwellings. In view of the level of existing commitments at the time, there was no justification for additional large land releases for housing, more that the housing strategy should be

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one of slowing down and husbanding the rate of housing provision. In the event, 6,462 dwellings (net) were completed between 1986 and 2001.

- 2.17 The Surrey Structure Plan 1994 requires provision to be made in the Borough for 6,300 additional dwellings from 1991 to 2006. This provision is in two phases, 4,300 units (of which 900 are to be in Horley) between 1991 and 2001, and 2,000 units (of which 1,300 are to be in Horley) between 2001 and 2006. Provision for a further 1,300 dwellings is to be made in Horley post 2006. Allocations to meet the Horley requirement are made in the First Alteration, principally in the form of two new neighbourhoods but no allocations are made in the rest of the Borough, due to high level of outstanding “windfall” commitments. Further details are included in Table 1 in the Housing Chapter.
- 2.18 Given these housing requirements (the highest in Surrey) and the current level of outstanding commitments, the Borough Council considers it both reasonable and necessary to continue to reduce pressures for redevelopment in established residential areas. This is to prevent the type of problems associated with town cramming and generally to maintain the current level of amenity enjoyed by the Borough's residents.
- 2.19 Within an area subject to restraint policies, it is important to protect the existing supply of housing and housing land, and a presumption in favour of this is pre-eminent throughout the Local Plan. However, the pursuit of higher densities upon redevelopment, irrespective of the effect upon the overall character, is not considered necessary or desirable. Policies are included which are aimed at ensuring the protection of existing character through greater care in the design and layout of housing developments, rebuilding and extensions. In Residential Areas of Special Character there are additional controls on development to protect their particular character.
- 2.20 High house prices and limited new house building by RSL's continue to make entry into the housing market extremely difficult for young couples, single persons and those on low incomes. The solution to this seemingly intractable problem is likely to result from a combination of policy initiatives, mainly outside planning legislation. In an effort to contribute to the housing needs of the Borough and following national policy guidance, all major sites are expected to include an element of affordable housing. The type and amount of such housing will be determined following discussions with the Borough Council.

Objectives

- **To identify sufficient land to allow for a net increase in the dwelling stock during the Local Plan period, in line with Structure Plan requirements.**

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- **To provide a range of dwelling types appropriate to the needs of the Borough's population with an emphasis on affordable housing and small dwellings.**
- **To protect the character of existing residential areas and the level of amenity enjoyed by residents of surrounding properties.**
- **To ensure a high standard of design and layout for all housing development.**

Employment

- 2.21 In 1991 the Borough's resident workforce stood at 55,470, of which 28,020 (50.5%) worked within the Borough and 27,450 (49.5%) commuted out to work. The Borough has traditionally had a partial dormitory function with a pattern of journeys to work into London. Whereas in past years this would have entailed daily rail trips to the City and the West End, now a greater proportion work in outer London. The commuting pattern is generally a diverse and car borne one and the actual numbers commuting represent a growing trend both in terms of out-commuting and in-commuting into the Borough. Past experience shows that the provision of new employment floorspace is unlikely to reverse commuting trends and at a time of economic buoyancy will only add to the problems of limited labour supply and local traffic congestion and parking difficulties.
- 2.22 There is no requirement for Surrey to be self-sufficient in employment terms and the level of existing net outflow is assumed to continue throughout this Local Plan period. It is therefore central to the overall planning strategy of the Borough to prevent significant and uncontrolled increases in employment generating floorspace. Despite the need for overall restraint on additional employment growth, some development is required in order to maintain a healthy local economy and to ensure that a range of job opportunities is available locally.
- 2.23 Employment generating development is often an essential element or "pump primer" to bring about town centre redevelopment or to assist in the provision of infrastructure or other planning benefits. The sites proposed for employment development in this Local Plan have generally been selected where they can assist in the provision of significant benefits, either for the regeneration of town centres or industrial estates. In addition, encouragement will be given to proposals which replace outworn premises within existing Employment Areas. Where such schemes are acceptable, in all respects, they will be exempted from regulatory policies aimed at controlling the rate of implementation of employment developments.
- 2.24 The actual level of provision made within this Local Plan is difficult to determine precisely, since it will be dependent, for example, upon the actual mix of uses and levels of benefits required in each of the Integrated Mixed Use Schemes when they come forward for planning permission. The Structure Plan does not set precise requirements and therefore the level of provision is a matter of judgement, set

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against a range of factors. These include increases in the economically active population, the current level of unemployment, the extent of the Metropolitan Green Belt, the level of amenity within the urban areas, the current amount of land suitable for employment development, priorities for redevelopment or planning gain which are reliant upon employment development, past completions and take up rates and the capacity of the existing and proposed infrastructure.

- 2.25 The Borough Council considers that given the Green Belt planning context of this Borough, the amenity considerations within the urban areas, the need to conserve land for a range of competing uses and the actual level of employment provision being made, employment development should be directed only to identified employment policy areas. Proposals for employment development will therefore initially be assessed on the basis of their location and those outside employment policy areas will normally be resisted.
- 2.26 Proposals will then be assessed having regard to the local labour and housing markets and against the level of existing commitments. Should the proposal adversely affect those markets or the Borough Council considers there to be sufficient commitments at that time, then permission will not normally be granted.
- 2.27 Proposals will be assessed against the environmental and other criteria set out in each of the area or activity based policies of the Employment chapter only after these initial assessments have been complied with.
- 2.28 Significant increases in employment development outside but close to the Borough, can also add to the pressures on the local housing and labour markets. Some development related to Gatwick Airport falls into this category and can also result in increased levels of noise and of vehicle traffic. The Borough Council will make representations to Crawley Borough Council and to Gatwick Airport Limited if it considers development proposals at the airport would adversely affect the objectives of this Local Plan.

Objectives

- **To seek to maintain a healthy and viable local economy within the context of the restraint policies of this Local Plan.**
- **To seek to provide and maintain a range of job types and avoid an over-concentration of service sector employment.**
- **To encourage the redevelopment of outworn premises within Employment Areas for industrial, storage or distribution use.**
- **To make provision for and give priority to schemes which make provision for small firms and start up businesses.**
- **To seek significant planning benefits from employment developments.**
- **To ensure a high standard of design and layout for all employment developments.**

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- **To seek to restrain the level of airport related activity adjoining this Borough in order to minimise the impact on the local housing and labour markets, infrastructure and the environment.**

Shopping and Town Centres

- 2.29 The Borough contains four main shopping centres, namely: Redhill, Reigate, Horley and Banstead Village. Compared to surrounding centres such as Croydon, Sutton, Crawley and Epsom, they are relatively small and cater more for the needs of the immediate catchment area, in particular for convenience goods with some comparison shopping.
- 2.30 Redhill is the principal centre serving eastern Surrey, a role which it has been more able to fulfill following the completion of The Belfry Scheme in 1993, which provides comparison shopping on a scale not previously in evidence. The scheme, which includes 22,800 sq.m. of gross retail floorspace, increased the overall retail floorspace provision in the town centre by 60% and brings much needed multiple stores into the Borough. The earlier diversion of the A23 allowed through traffic to be removed from the principal shopping streets and further paving works have been completed following the opening of The Belfry scheme. The South East Quadrant fronting Station Road, High Street and Marketfield Way is in need of major refurbishment and presents an opportunity to expand Redhill's shopping role further.
- 2.31 Reigate's historic character, recognised by its designation as a Conservation Area in 1973, makes it unsuitable for major large scale redevelopment. Shops tend to be small and the town centre suffers from considerable levels of through traffic within its shopping streets. With a major supermarket provided in 1993, the creation of a pedestrian priority area is the most pressing requirement in order to enhance its shopping environment.
- 2.32 Major redevelopment within Horley town centre commenced in the mid 1980s and this process is at an interim stage with two schemes completed. A small pedestrian priority area has been implemented at the western end of the High Street. The building of a food superstore on the outskirts of Horley diverted a significant level of trade from the town centre, but the subsequent opening of a replacement Waitrose store and other improvements have helped consolidate Horley's role as a "local" town centre.
- 2.33 The opening of a new supermarket in Banstead High Street has successfully anchored the future shopping role of the Borough's smallest main shopping centre. The Village remains buoyant and there is little need or opportunity for further retail provision at this time.
- 2.34 The Borough's principal local shopping centres are shown on the Proposals Map and despite the loss of some retail units, due to changes outside planning control, remain

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relatively buoyant. Policies aim to protect both their shopping and community roles because of their importance to local areas and to the less mobile sections of the population.

- 2.35 With out-of-town food superstores at Burgh Heath, Banstead and Hookwood, near Horley, there is reasonable access to this type of shopping facility from all parts of the Borough. In view of the level of existing provision together with supermarkets within town centres, it is not envisaged that there will be any significant demand for further provision within the foreseeable future.
- 2.36 Given the level of investment in the established shopping centres by both the public and private sectors and the continuing programme of pedestrian priority works, it is the firm intention of the Borough Council to maintain Town Centre Shopping Areas and Local Shopping Centres as the principal focuses for shopping in the Borough.
- 2.37 The approach adopted in this Local Plan is to supplement existing floorspace where required. Additional retail floorspace has now been provided in Reigate town centre on land south of the High Street and further retail floorspace is proposed for the South East Quadrant, Redhill. It is proposed that Horley town centre will develop further, as a result of the major new housing development and the additional customers who will live there. Shopping schemes implemented on these sites, together with any net additional floorspace arising from the redevelopment of existing shops, are likely to meet both the quantitative and qualitative requirements for shopping floorspace.
- 2.38 In order to maintain and enhance the viability and vitality of existing established shopping centres, the Borough Council will resist the loss of shopping, including strictly controlling the level of service uses within shopping streets. In addition, the need to make shopping centres attractive and safe environments has long been recognised and schemes for the creation of pedestrian priority areas in Redhill and Horley town centres have already been partially implemented. Parking provision and management will be carefully monitored and every opportunity taken to enhance provision in all of the established shopping centres.

Objectives

- **To seek to achieve and maintain a healthy and viable shopping economy in all the Borough's town, village and local shopping centres.**
- **To enhance the shopping provision within the Town Centre Shopping Areas of Redhill and Horley.**
- **To enhance the shopping environment within established centres with a programme of providing increased levels of parking, improved access and traffic circulation, pedestrian priority areas and landscape improvements.**

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- **To reinforce the multi-purpose role of town centres and local shopping centres by the retention of existing and further provision of social, community and leisure facilities.**
- **To ensure a high standard of design and layout for new developments and for the enhancement of existing shopping frontages.**

Recreation

- 2.39 The Borough as a whole has a generous provision of heaths, commons and other large amenity spaces, in all some 1,300 ha (3,200 acres). However, the distribution is not uniform with the main concentration being in the Banstead area where the inhabitants enjoy over 20 ha (50 acres) of amenity space per 1,000 population. The Horley area by comparison has a very poor level of provision with 1.3 ha (3 acres) per 1,000 population.
- 2.40 There are some 190 ha (470 acres) of outdoor playing space within the Borough. When assessed against the National Playing Fields Association Standard of 2.4 ha (6 acres) per 1,000 population there is, however, a shortfall in provision of about 90 ha (220 acres). The Reigate/Redhill area has a shortfall of over 36 ha (90 acres); the Banstead area of over 32 ha (80 acres); and the Horley area over 21 ha (50 acres).
- 2.41 With the Donyngs Recreation Centre at Redhill, and the facilities at the Horley Anderson and Banstead Centres, the Borough is well provided for, particularly for wet, but also for dry side indoor sports and has a higher level of provision than most other Surrey districts.
- 2.42 The provision of recreation facilities, including open space within the urban areas, is difficult as land prices often effectively prevent the implementation of non-commercial uses. It is, therefore, essential to protect existing open space from development pressures and to make the optimum recreational use of such land wherever possible.
- 2.43 It is unlikely that there will be sufficient financial resources available for the purchase of land, and its development as outdoor playing space, to meet the shortfalls. The selected approach in this Local Plan is, therefore, based on an examination of opportunities that may arise for open space provision within the deficient areas. A combination of direct open space provision, in some cases utilising existing under-developed land, agreements for the dual use of existing school playing fields and provision as part of major housing and employment developments, is seen as a more realistic approach, which is likely to achieve a greater level of provision for the community as a whole.
- 2.44 The retention and continued improvement of the three indoor established recreation centres is given priority in the Local Plan. It is recognised that other sites could be

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developed, either by the Borough Council or in partnership, to meet the growing demand for indoor sports and a range of other activities.

Objectives

- **To retain and optimise the use of existing recreation and leisure facilities.**
- **To make additional open space provision in those areas with deficiencies, either by direct Borough Council involvement, by agreements with other land owners, or as planning benefits from development proposals.**
- **To continue to enhance indoor recreation and leisure provision within the three main urban areas of the Borough.**
- **To ensure that recreational provision is designed to enhance the traditional character of the Borough wherever possible.**

Movement

- 2.45 The Borough is traversed by two major roads, the A23 and A217, running north-south radially from London, and by three which run east-west across it, the A25, M25 and A2022. The London-Brighton railway line, also serving Gatwick Airport, occupies the same corridor as the A23, and provides services to Redhill and Horley town centres as well as smaller stations. Redhill Station is a junction giving access to Tonbridge and beyond to the east, and to Guildford and Reading to the west.
- 2.46 This level of accessibility contributes to the established popularity of the area for both workplace and housing. This factor together with the higher than average car ownership and usage by the Borough's residents, and the greater choice of work place now available, has led to a complex pattern of car commuting and recurrent traffic congestion in the peak hours. Indeed, Surrey's main roads carry twice the national average volume of traffic. A side effect of congestion has been a noticeable increase in 'ratrunning' as motorists try to avoid main road bottlenecks.
- 2.47 Government and County Council funding for road improvements is limited. Given the lack of spare capacity in the road network, it is important that major new developments fund any alterations to the road network or public transport facilities required as a result of the developments, whether on-site or off-site.
- 2.48 The County Council has proposed removing through traffic from Reigate's High Street by providing an alternative route skirting the northern edge of the town centre but studies in 2004 concluded that the safeguarded scheme could not be progressed.
- 2.49 Another effect of the Borough's enhanced level of economic activity can be seen in the main town centres, with public car parking generally in short supply, and with an ever-widening ring of overflow parking within residential roads close to the town centres. This has important implications for parking provision within new

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developments; for public parking to be considered as the key community benefit in mixed use schemes; for management and control of parking spaces within private commercial developments in order to maximise use of an existing asset; and for parking control within residential areas adjacent to town centres, in order to restore to them a reasonable level of residential amenity and contribute to a safer environment.

- 2.50 There have been improvements in public transport services and facilities, notably in rail services to the west and Redhill's bus and railway stations. However, in view of the current complexity of worktrips, it seems unlikely that public transport will gain a significantly greater share of passenger traffic in the absence of any radical Government policy initiatives.
- 2.51 The Borough's town centres straddle the main traffic routes and this has resulted in a deteriorating shopping environment as traffic and congestion have increased significantly during recent years. Redhill's shopping core and part of that at Horley have seen dramatic improvements with the diversion of vehicular traffic away from the main centres of activity. The paving of shopping streets has transformed them into relaxed, safe pedestrian environments free from danger, noise and pollution. This process of improvement is set to continue in Horley, and is also proposed in Reigate High Street. This Plan also recognises the upsurge in popularity of cycling, and will aim to make proper secure parking provision for cyclists within newly paved areas in town centres. It will also provide a context within which advisory routes for cyclists can be planned.

Objectives

- **To make the best use of the existing road, rail and bus networks.**
- **To minimise the environmental impact of major new or improved roads, and secure minor improvements primarily for reasons of safety.**
- **To avoid a significant worsening of local traffic conditions or transport provision through new development proposals, and to ensure that major developments provide for any necessary off-site transport network improvements.**
- **To minimise the impact of traffic on the functioning of Town Centre Shopping Areas and Local Shopping Centres.**
- **To improve facilities for pedestrians and cyclists in the interests of safety, including the creation of pedestrian priority areas in town centres.**
- **To increase the provision of public car parking spaces, the use of private office spaces in town centres, and to minimise the adverse effects of parking in residential areas.**



PROTECTION OF EXISTING CHARACTER

LANDSCAPE AND NATURE CONSERVATION

Area of Outstanding Natural Beauty (AONB) and Areas of Great Landscape Value (AGLVs)

- 3.1 The Surrey Hills Area of Outstanding Natural Beauty (AONB) comprises landscape of national importance which follows the full length of the North Downs Escarpment within this Borough, from Pebble Coombe Hill in the west to Alderstead Heath in the east. The main purpose of designation, is to conserve and enhance the natural beauty and the traditional landscapes of the area. This includes protecting flora, fauna, geological as well as landscape features.
- 3.2 Complementing the AONB are landscape areas of county significance with sufficient visual quality to merit special protection. The County Council is responsible for the designation of Areas of Great Landscape Value (AGLVs) and reviewed the boundaries in 1983 to include additional tracts of countryside, including areas within this Borough. The major areas designated as AGLVs include land on the dip slope of the North Downs at Walton and Banstead Heaths, Kingswood, Chipstead Valley, Banstead Wood, and Hooley. Additionally, the Reigate Heath area forms part of an AGLV.
- 3.3 Recreational demands arising from proximity to London and the completion of the M23/M25 network bring greater pressure to bear on these areas. In addition, they are vulnerable to the changing economic situation in agriculture. The large number of voluntary bodies and land owners active in these areas together with a wide range of recreational pursuits gives rise to conflicting interests and organisational problems in meeting the objectives of designation. The Borough Council will therefore seek, through discussion and voluntary agreements with interested parties, to ensure that pressures for change are managed and co-ordinated in the interests of conservation of the landscape.

Policy Pc 1

The Borough Council will protect the Surrey Hills Area of Outstanding Natural Beauty and the Areas of Great Landscape Value, as shown on the Proposals Map, from inappropriate development, and will promote measures for the conservation and enhancement of the landscape. Major

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proposals for development within these areas would normally be inconsistent with the aims of designation. To aid proper consideration they must be accompanied by an appropriate appraisal of their environmental impact.

When considering applications for development in these areas the Borough Council will apply the following criteria:-

- (i) there will be a general presumption against any development other than to meet the essential requirements of agriculture, forestry or informal recreation, and development provided for in Policies Ho 24, Ho 24A and Ho 26. Mineral working and waste disposal may be acceptable where no suitable alternative sites are available outside the designated areas and where the need for development outweighs environmental and other relevant considerations;
- (ii) special care will be afforded to the siting, scale, impact and design of any development which may be permitted to ensure that it is in keeping with the surrounding landscape. In particular:-
 - (a) the design, materials, siting and screening of new farm buildings should be compatible with the landscape; and
 - (b) where proposals are made by statutory undertakers, the Borough Council will ensure that the interests of visual amenity are a key consideration in siting and design.

Within these areas, the Borough Council will promote conservation and enhancement by: -

- (i) encouraging the management of open spaces and public rights of way for nature conservation and informal recreational use to ensure that visitors are accommodated without detriment to the environment;
- (ii) ensuring that where intrusive development or uses are to the detriment of amenity, action will be taken to improve the environment and extinguish such uses, where practicable;
- (iii) the grant aiding of tree planting and conservation schemes taking into account nature conservation;
- (iv) the promotion of joint action with private interests, including the management of land by agreement to take account of landscape, conservation and other objectives.

Particular regard will be paid to the provisions of this policy in the Surrey Hills Area of Outstanding Natural Beauty in recognition of its national importance.

Landscape and Nature Conservation

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Amplification

- (1) The winning of minerals will normally only be permitted where there is an overriding economic necessity. If permitted special landscaping measures will be required to ensure the protection of the landscape and agreements and conditions will be imposed to require full restoration .*
- (2) Informal recreation will be encouraged where no damage would result to the landscape. The Borough Council will endeavour to secure improved public access to recreational areas (see Policy Re 8). Formal recreation and associated facilities are normally inappropriate to the aim of protecting natural beauty.*
- (3) Where "permitted development" is considered to threaten the quality of the landscape or nature conservation interest, the Borough Council will consider the use of Article 4 Directions in order to bring such development under planning control.*
- (4) Without careful control, advertisements can severely detract from areas of otherwise good landscape. Those parts of the Borough subject to Green Belt Policy in 1972 were designated an area of special control of advertisements, and this places additional restrictions on the types of advertisement that may be displayed without consent. A review is now necessary but the statutory procedures and requirements for consultation need to be carried out separately from the procedures leading to the adoption of this Plan.*
- (5) Much of the North Downs escarpment is owned by the National Trust, while the Borough Council also owns a substantial tract around Reigate Hill. The National Trust and the Borough Council, together with the County Council who are responsible for managing the North Downs Way, co-operate in managing the land in this area, which is subject to increasing visitor pressure (see Policy Pc 5).*
- (6) Specific conservation works and recreation projects, where consistent with the conservation of natural beauty, may be subject to grant aid. Grant aid may also be available for tree planting schemes (see section on Woodlands and Trees). Such schemes should not encroach on existing viewpoints or vistas, but should enhance them or help to create new ones.*
- (7) In AONBs, some permitted development rights are reduced and others withdrawn entirely, so that some types of normally minor development remain subject to scrutiny by the planning system. AGLVs however, have no direct statutory implications for the planning process in terms of any limitations of permitted development rights, but serve to highlight particularly important features of the countryside that should be taken into account in planning decisions.*

Special Areas of Conservation (SACs)

- 3.4 Introduction:** The European Union developed a Habitats Directive to meet the commitments made at the Rio Summit. This Directive was adopted in May 1992. It

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builds on work already done under the 1979 Directive on the Conservation of Wild Birds (the “Birds Directive”). The Habitats Directive lists habitats and plant and animal species that are of European Importance because of their vulnerability or their rarity. Those that are particularly threatened are singled out as Priority Habitats or Species.

- 3.5 The Habitats and Birds Directives require the establishment of a series of sites, the Natura 2000 series. The Natura 2000 network of protected sites will consist of Special Areas of Conservation (SACs) designated under the Habitats Directive and Special Protection Areas designated under the Birds Directive. Special Areas of Conservation (SAC’s) are the best examples of all the listed habitats and species occurring in this country.
- 3.6 The Secretary of State may only give consent for development which significantly damages a Natura 2000 site for reasons of overriding public interest or, in the case of a priority habitat or species, for reasons of human health or public safety. Guidance on the effect of the Habitats Directive on development control procedures is available in the Government’s Planning Policy Guidance Note, PPG 9: Nature Conservation.
- 3.7 There is one SAC in the Borough within the Mole Gap to Reigate Escarpment Site of Special Scientific Interest.
- 3.8 **Purpose:** To ensure the protection of existing and future cSACs and SACs in the Borough.

Policy Pc 2A

The site, as shown on the Proposals Map and listed in Appendix 2 is a Special Areas of Conservation. Development which would affect, directly or indirectly, a SAC or a cSAC will be subject to the most rigorous examination. Development or land use change within or adjoining a SAC or cSAC, which is not an integral part of an acceptable management regime and which is likely to have detrimental effects on the site (either individually or in combination with other plans or projects), will not be permitted unless there are imperative reasons of over-riding public interest for the development or land use change.

Where the site concerned hosts a priority natural habitat type and/or a priority species, development or land use change will only be permitted if it can be shown that:

- (i) it is necessary for reasons of human health or public safety; or
- (ii) would be beneficial to the conservation of recognised habitat.

Development proposals will be expected to be accompanied by a full

environmental appraisal of the scheme. Where such development does proceed conditions or planning obligations will be used where appropriate to secure all compensatory measures necessary to ensure that the overall coherence of Natura 2000 is protected.

Amplification

- (1) *The Borough Council will consult English Nature on proposals affecting any SAC or cSAC.*

Sites of Special Scientific Interest (SSSIs)

- 3.9 **Introduction:** Sites of Special Scientific Interest (SSSIs) are notified by English Nature as being areas of outstanding value for their plants, animals, geological or physiological features. SSSIs are nationally important places for nature conservation and include the best examples of particular habitats and/or localities of rare species, or important concentrations of animals and plants. SSSIs, along with SACs and cSACs, are given the highest level of protection. There are 4 SSSIs within the Borough.
- 3.10 **Purpose:** To identify and protect SSSIs from development which would adversely effect their nature conservation value.

Policy Pc 2B

The sites, as shown on the Proposals Map and listed in Appendix 2 are identified as Sites of Special Scientific Interest. Proposals for development in or likely to affect these sites will be subject to special scrutiny. Within or adjoining SSSIs, development will only be permitted if:

- (i) it does not adversely effect the interests of nature conservation; or
- (ii) the reasons for the development clearly outweigh the value of the site itself and the national policy to safeguard the intrinsic nature conservation value of the national network of such sites.

Proposals for development within or adjoining SSSIs must be accompanied by an appropriate appraisal of their environmental impact. Any damage resulting from a permitted development should be kept to a minimum, and appropriate compensation for any harm caused should be undertaken within or adjacent to the site proposed for development.

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Amplification

- (1) Planning applications which involve land within or in the wider setting of SSSIs must be accompanied by an appropriate Environmental Assessment of their environmental impact. Local Authorities have a statutory duty to notify English Nature of applications within or that may affect SSSIs and will also consult the Surrey Wildlife Trust.*
- (2) Where development is permitted conditions or planning obligations will be used where appropriate to ensure the protection, management and enhancement of the site's nature conservation interest.*
- (3) For detailed information, reference should be made to the Code for Guidance for SSSIs pursuant to Section 33 of the Wildlife and Countryside Act 1981(as amended)..*
- (4) Appropriate enhancement measures will be encouraged in SSSIs. Any action is likely to be co-ordinated through Management Plans.*

Sites of Nature Conservation Importance (SNCIs)

- 3.11 **Introduction:** The 1994 Plan stated that sites then identified as Areas of High Ecological Quality (AHEQs) would be subject to further investigation by the Surrey Wildlife Trust. Subsequently, the SNCI designation has taken over from AHEQs as the nationally recognised term for nature conservation sites of county significance. Accordingly, a phased programme of research and site survey has now been completed by the Trust, to assess eligibility for SNCI status.
- 3.12 SNCIs are of County wildlife importance and have been selected by the Surrey Nature Conservation Liaison Group. Each site has been surveyed by the Surrey Wildlife Trust and found to satisfy criteria to assess flora and fauna based on national guidelines. The Borough Council has identified 36 SNCIs.
- 3.13 **Purpose:** To identify SNCI sites throughout the Borough to secure their protection and implementation through appropriate management.

Policy Pc 2C

The sites, as shown on the Proposals Map and listed in Appendix 2, are identified as Sites of Nature Conservation Importance.

Development within or adjoining SNCIs or that would effect the nature conservation value of an SNCI will only be permitted if:

- (i) it does not materially harm the nature conservation value or wildlife interest of the site**
- (ii) it can be clearly demonstrated that the reasons for the proposal**

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outweigh the harm to the nature conservation value or wildlife interest of the site.

Amplification

- (1) Proposals for development within or adjoining these areas must be accompanied by an appropriate appraisal of their environmental impact. Any damage from a permitted development should be kept to a minimum.*
- (2) The advice of the Surrey Wildlife Trust will be sought on applications for development affecting SNCIs.*
- (3) In appropriate cases, Planning Obligations and conditions will be used to secure the enhancement, management, protection or limitation of damage including compensatory measures, to the above sites. Appropriate compensation for any harm caused should be undertaken within or adjacent to the site proposed for development.*
- (4) The Borough Council will encourage and co-ordinate appropriate advice to landowners to manage and maintain the nature conservation value of SNCIs on their land.*
- (5) SNCI sites will benefit from the management expertise of the two Countryside Management Projects active within the Borough, which involve volunteers from within the local community.*

Potential Sites of Nature Conservation Importance (pSNCIs)

- 3.14 **Introduction:** While SNCIs have been surveyed and found to satisfy criteria based on national guidelines, potential SNCIs have not been surveyed either because it was not possible to identify the landowner and gain their permission to survey or access to the site was not granted. However, on the basis of the information available, it is likely that some of these sites contain flora or fauna of County nature conservation importance. Should there be proposals on or adjacent to such sites, a proper site survey will be necessary to establish its true nature conservation value.
- 3.15 The Borough Council has identified 33 potential SNCIs.
- 3.16 **Purpose:** To identify potential Sites of Nature Conservation Importance and to ensure their protection and implementation through appropriate management.

Policy Pc 2D

The sites, as shown on the Proposals Map and listed in Appendix 2, are identified as potential Sites of Nature Conservation Importance.

Development within or affecting the potential SNCI will only be permitted if:

- (i) it can be demonstrated that it will not materially harm the nature conservation value or wildlife interest of the sites; or**

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- (ii) **it can be clearly demonstrated that the reasons for the proposal outweigh the harm to the nature conservation value or wildlife interest of the site.**

Amplification

- (1) *In considering development proposals which are likely to effect potential Sites of Nature Conservation Importance and identified on the Proposals Map, the Council will consult and have regard to the views of the Surrey Wildlife Trust on the impact of the proposal on the nature conservation or wildlife interests of the site.*
- (2) *Access to the potential Site of Nature Conservation Importance will be essential in order to assess its value.*
- (3) *In considering development proposals on potential SNCIs it will be helpful for an applicant to submit accompanying material on the nature conservation value of the site, prepared by a specialist consultant or other competent person or body. This will have the effect of reducing the time required by the Surrey Wildlife Trust to assess the site. However, access to the site will still be required.*
- (4) *Proposals for development within or adjoining potential SNCIs must be accompanied by an appropriate appraisal of their environmental impact. Any damage from permitted development should be kept to a minimum and appropriate compensation for any harm should be undertaken within or adjacent to the site proposed for development.*
- (5) *The opportunity will be taken, in appropriate cases, to secure enhancements, management or protection of sites through Planning Obligations or Conditions.*
- (6) *The Borough Council will encourage and coordinate appropriate advice to landowners to manage and maintain the nature conservation value of such sites.*

Existing and Proposed Local Nature Reserves (LNRs)

- 3.17 **Introduction:** The National Parks & Access to the Countryside Act 1949 (section 21) provided the statutory basis for the designation of Local Nature Reserves (LNRs). Unlike NNRs and SSSIs the selection, declaration and management of LNRs is a function of local authorities in consultation with English Nature and the local community. They serve a more local function and provide opportunities for urban communities to experience nature on their doorstep and possibly to become involved in its management. The Borough Council has identified three proposed Local Nature Reserves at Horley which are to be safeguarded until the formal declaration process is completed. There are currently two declared LNRs within the Borough at Earlswood Common and at Reigate Heath.

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- 3.18 **Purpose:** To identify declared and proposed LNR sites and to secure their protection and implementation through appropriate management.

Policy Pc 2E

The sites, as shown on the Proposals Map and listed in Appendix 2, are identified as declared and proposed Local Nature Reserves (LNRs): Development will only be permitted within or affecting declared and proposed LNRs if it can be demonstrated that:

- (i) it will not adversely affect the interests of nature conservation and wildlife on the site, or:**
- (ii) there are reasons for the proposal which clearly outweigh the need to safeguard the intrinsic nature conservation or community value of the site or feature.**

Amplification:

- (1) Proposals for development within or adjoining declared and proposed Local Nature Reserves must be accompanied by an appropriate appraisal of their environmental impact. Any damage from permitted development should be kept to a minimum and appropriate compensation for any harm should be undertaken within or adjacent to the site proposed for development.*
- (2) The proposed Local Nature Reserves currently identified are non-statutory in that they have not as yet formed part of a formal agreement with English Nature. It is intended that the sites will be put forward for consultation with English Nature and other relevant bodies and then formal designation. English Nature can advise on the conservation value of a site in terms of its wildlife and geological features, and the minimum conservation area required to support the plants and creatures which make the site significant. English Nature can also give discretionary grants, technical and management advice. The Borough Council must either have entered into an agreement with all the owners of the land or have acquired the land but it does not have to manage the site itself. The Sewage Works element of the Lee Street LNR will need to be the subject of further discussions with Thames Water Utilities.*
- (3) The advice of the Surrey Wildlife Trust will be sought on applications for development affecting declared and proposed LNRs.*
- (4) In appropriate cases the opportunity will be taken to secure enhancement, management or protection of the above sites via planning obligations or conditions. The Borough Council will encourage and coordinate appropriate advice to landowners to manage and maintain the nature conservation value of SNCIs on their land.*
- (5) It is anticipated that the proposed LNR sites in Horley will benefit from the management expertise of the Gatwick Greenspace Partnership which actively involves volunteers from within the local community. The*

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management of other proposed LNR sites will depend upon the establishment of local community groups and the agreement of the relevant landowner/s.

Regionally Important Geological Sites (RIGS)

- 3.19 **Introduction:** There are 3 RIGS within the Borough - Lavender Sand Pit, Cockshot Hill, Reigate; Tunnel Road, Reigate; and Park Lane, Reigate. RIGS are non-statutory designations given to sites identified as having geological importance. They are effectively a geological equivalent of an SNCI.
- 3.20 **Purpose:** To protect existing RIGS and to identify further sites throughout the Borough to secure their protection and implementation through appropriate management.

Policy Pc 2F

The sites, as shown on the Proposals Map, and listed in Appendix 2, are identified as Regionally Important Geological Sites. Development and land use change within or adjacent to RIGS will only be permitted if:

- (i) it does not materially harm the geological value of the site:**
- (ii) unless it can be clearly demonstrated that there are reasons for the proposal which clearly outweigh the need to safeguard the intrinsic geological value of the site or feature**

Amplification

- (1) Proposals for development within or adjoining RIGS must be accompanied by an appropriate appraisal of their environmental impact. Any damage from permitted development should be kept to a minimum and appropriate compensation for any harm should be undertaken within or adjacent to the site proposed for development.*
- (2) Surrey RIGS Group will be consulted on proposals affecting a RIGS.*
- (3) Where development is permitted conditions or planning obligations will be used where appropriate to ensure the protection, management and enhancement of the site's geological interest.*

Local Nature Conservation Interest

- 3.21 **Introduction:** Wildlife is not confined solely to designated sites but is found throughout the Borough in a variety of locations which may be within the urban area or the countryside. For instance, ponds and ancient woodland can provide important

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habitats in their own right, while features such as hedgerows and watercourses can act as links between one habitat and another.

- 3.22 New wildlife habitats in both rural and urban areas can be of considerable landscape and local interest as well as of conservation value. Many major developments offer opportunities to create new habitats by retaining and enhancing existing features and creating new features such as ponds and hedgerows. The Surrey Biodiversity Action Plan (BAP) identifies targets and actions for priority habitats and species in Surrey and delivers actions through partnership working. The aims of the Surrey BAP are to conserve and enhance the biological diversity of Surrey and contribute to conserving and enhancing both national and international biodiversity.
- 3.23 **Purpose:** To protect the distinctive habitats and nature conservation interest of the Borough.

Policy Pc 2G

The retention and enhancement of sites and features, including trees, woodlands, hedgerows, ponds, ditches, streams and other forms of wildlife corridor which contribute to the local diversity and nature conservation interest of the area, will be considered in any development proposals. The damage or loss of these features will be resisted.

Proposals affecting sites valuable for nature conservation must include sufficient information to demonstrate their impact on the site's valuable features. Where appropriate the creation of new areas of conservation value in development proposals are welcomed.

Amplification

- (1) Where it is evident that a development proposal will affect a habitat or feature which is of particular local importance for nature conservation, the views of the Surrey Wildlife Trust will be sought.*
- (2) As well as seeking the retention of these sites and features, measures to enhance and positively manage them are welcomed.*
- (3) Where development is permitted conditions or planning obligations will be used where appropriate to ensure the protection, management and enhancement of the site's nature conservation interest.*

Woodlands

- 3.24 A notable feature of the Borough is the variety of woodland habitats, including copses, downland, wooded heath, hedgerows and Ancient Woodland. Not only are these visually pleasing, but they can also be valuable for recreational pursuits, or simply their ecological variety.

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- 3.25 Achieving a sound balance between the various and sometimes conflicting objectives of woodland management is difficult and requires consideration of, amongst other things, timber production, landscape conservation, wildlife conservation, recreation and amenity. The majority of woodlands in the Borough are privately owned by those for whom woodland management is subsidiary to their main occupation. The Borough Council has limited influence over woodland policy and its powers are essentially protective. In particular the Borough Council may make Tree Preservation Orders on individual or groups of trees, or woodlands where the amenity of an area is threatened (see also Policy Pc 4).
- 3.26 It was estimated in 1988 that 32% of ancient semi-natural woodland in Surrey has been lost since 1920. Clearance for agriculture and urban development, together with coniferisation, have been responsible. The former Nature Conservancy Council (in its "Provisional Inventory of Ancient Woodland in Surrey" (1988) stated that: "The existing, unplanted vegetation of ancient woods, the associated animal life, the undisturbed soil and drainage patterns, historical features and characteristic landscapes comprise an irreplaceable asset of great importance to nature conservation which once destroyed can never be recreated. It is essential that as much as possible of the remaining ancient woodland area is protected and sympathetically managed." In addition to protecting Ancient Woodlands, tree loss and damage generally, as a result of the storm of October 1987, reinforces the need for a positive approach to additional planting in the Borough.

Policy Pc 3

The Borough Council will seek to retain the Ancient Woodland sites, as shown on the Proposals Map, and other sites identified as Ancient Woodlands, and will encourage the positive management of such sites in the interests of nature conservation. Generally, the Borough Council, in conjunction with the Forestry Commission, will seek to retain all existing woodlands and actively promote a larger extent of woodland by the encouragement of appropriate planting. There will be a general presumption in favour of the planting of broadleaf species.

Amplification

- (1) *The Forestry Commission grant aids large and small scale tree and woodland planting and management. Such actions would generally be in accordance with their respective policy guidance "Guidelines for the Management of Broadleaved Woodland" and "Forestry in the Countryside". This planting would be expected to encourage the use of broadleaved species of trees in most circumstances.*
- (2) *Afforestation, the large scale planting of trees on previously open land, would be expected to accord with landscape and nature conservation requirements throughout the Borough, especially within areas of designated landscape value. Farm woodland schemes might be a possible option for*

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afforestation schemes during the present "climate" of agricultural diversification.

- (3) The grant aiding of specific conservation works and recreation projects, where consistent with approved conservation policies, is also undertaken by the Countryside Agency, or the County Council on its behalf. Sites over 0.25 hectares would usually be eligible for Forestry Commission grant aid for tree planting and below this size the County Council would be responsible for grant aid and advice.*
- (4) The Forestry Commission consults the Borough Council on felling licence applications. These are normally required when a proposal to fell growing trees exceeds more than 5 cubic metres in any calendar quarter. There are exemptions to the felling licence requirements, including those trees located in gardens, orchards, churchyards or public open spaces. However, where tree preservation orders or conservation area status applies, the statutory procedures still operate. In its consultations with the Forestry Commission on both felling licence applications and woodland grant schemes, the Borough Council will seek to ensure that landscape, nature conservation, recreational and other amenity considerations are taken fully into account.*

Tree Protection

- 3.27 Trees, individually or in groups, areas or woodlands make a particularly valuable contribution to the visual amenity of the Borough. A great deal of the charm and character of both townscape and landscape are the result of the presence of trees. Planning legislation provides various types of protection for trees, namely Tree Preservation Orders; protection within conservation areas and the use of planning conditions. Since 1997 countryside hedges have also been protected under the Hedgerow Regulations which control their removal, and safeguard important hedges according to various criteria including age, history and nature conservation.
- 3.28 These planning controls protect many thousands of trees within the Borough. There are nearly 1000 Tree Preservation Orders (2005) and a programme of making further orders is currently on-going. There are 17 Conservation Areas (2005) designated for their architectural or historical merit and tree protection is an added benefit arising from their designation. Planning conditions can, amongst other things, provide protection for existing trees during the construction period of a development or require tree planting as part of a landscaping scheme. The breach of these controls can render those responsible liable to legal proceedings.
- 3.29 Tree Preservation Orders are imposed primarily to protect trees and woodlands of current or future visual amenity value. The protected status of trees controls work to them, through statutorily required procedures to sanction such work. The properly administered Tree Preservation Order, or other protection, should provide for all

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reasonable tree work provided the optimum amenity value is maintained and proposed work is consistent with good arboricultural or silvicultural practice. Tree Preservation Orders may particularly be used where a threat is perceived to trees of amenity value.

- 3.30 Particular emphasis is given to the retention of existing trees in the consideration of all planning applications, and good design is encouraged to allow the effective and optimum retention of trees. Past experience has demonstrated that, unfortunately, even where an acceptable design has been achieved the protection of trees in the construction period is often inadequate. Damage, permanent decline and death of trees can follow. Soil compaction in the root spread areas of retained trees and root severance by the construction of underground services are major causes of harm to trees on development sites and the Borough Council will expect particular care to be taken by developers.

Policy Pc 4

The Borough Council will protect, conserve and enhance the tree cover in the Borough through the use of development control powers, its own resources where available, and by the making of Tree Preservation Orders.

The Borough Council will require compliance with the latest arboricultural and silvicultural standards in respect of any tree works or development near to trees.

Amplification

- (1) *The Borough Council encourages the use of arboricultural consultants in the design of new developments. Developers will normally be required to provide details of all the existing trees on a site, including their positions, height, canopy spread, species, and condition, and works to be undertaken including felling, pruning or ground level changes. Adequate space is necessary for the effective retention of trees to ensure their acceptability to future occupants and allow for future growth and avoid nuisance or undue shading to new buildings. Additional planting will generally be required as part of the landscaping treatment.*
- (2) *Relevant arboricultural and silvicultural standards are published in British Standards: No. 3998: 1989, "Recommendations for Tree Works BS 5837:2005 Trees in Relation to Construction and any revisions thereof.*
- (3) *Inevitably mature trees have to be felled because of disease and decay. However, when protected trees are felled for whatever reason, appropriate replacement planting will normally be required. As "one for one" replacement will not maintain the Borough's tree cover in the long term, additional numbers of replacement trees will be sought, where appropriate.*

Countryside Management

- 3.31 Increasing concern with the issues of the urban fringe in the 1970s led to the view that positive management of the countryside could solve a number of problems simultaneously. Countryside management is based on the proposition that the aims and conduct of individual managers of land can be modified to accommodate the wishes of other users and the public at large by agreement with owners and occupiers. In essence schemes constitute activities outside the conventional land use planning scheme and normally involve the employment of a project officer.
- 3.32 Countryside management can also resolve conflicts elsewhere between wildlife and landscape interests, and recreation and farming, particularly where there is over-use by, for example, horse riders, walkers or parked cars. The large areas of informal open space in the north of the Borough comprising common land and woodland and large areas on the North Downs ridge are owned and managed by various bodies. To ensure the best use and improvement of these areas emphasis will be placed on co-operation between the Borough Council and other owners and interested parties. The Borough Council recognises the value of the Downlands Management Project and the Gatwick Greenspace Partnership and will continue to support them.

Policy Pc 5

The Borough Council will seek the co-operation of managers and landowners, through management agreements, to ensure the best use and enhancement of the countryside for appropriate informal recreational use, the extension and improvement of public rights of way and nature conservation.

The Borough Council will participate in, or initiate, countryside management schemes where required and will continue to support the Downlands Management Project and the Gatwick Greenspace Partnership.

Amplification

- (1) *The Borough Council works closely with the National Trust in the management of their various Reigate Hill properties, which adjoin those owned by the Borough Council. As these properties are situated in the AONB and include a large SSSI, the Borough Council will investigate the need for additional management measures appropriate to these and the adjoining properties to the north.*
- (2) *The Downlands Countryside Management Project was established in 1988 and its area of operation covers north east Surrey and adjoining parts of south London. The project is supported by the Borough Council, Surrey*

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- County Council, the London Borough Councils of Sutton and Croydon, the Corporation of London, Tandridge District Council and English Nature.*
- (3) *The Gatwick Greenspace Partnership was established in 1994 as the Horley Crawley Countryside Management Project. Its area of operation covers Horley, Charlwood, Horsham and Crawley, as well as Gatwick Airport. The partnership is supported by the Borough Council, Surrey and West Sussex County Councils, Crawley Borough Council, Horsham and Mole Valley District Councils, Horley Town Council and BAA Gatwick.*

Urban Open Land

- 3.33 As part of the overall strategy of maintaining the character of the established urban areas and protecting them from over-intensive development, the Borough Council considers it important to retain open land which contributes to the quality of life and visual amenity in such areas. In particular woodland, natural habitats, grassed and open areas will be retained.
- 3.34 Policy E4 of the Surrey Structure Plan 1989 stated that land which makes, or can make, a particularly significant contribution to the character and environmental quality of an urban area, or provides for essential social or community uses, should be protected from development. The Structure Plan 1994 also contains a similar policy. The Borough Council considers that the linkages between such areas of land are also important, and that buildings set in open grounds can also make such a contribution.
- 3.35 Areas of urban open land should normally be of sufficient size to possess an identifiable and distinctive character and a need for protection, and would normally include public and private recreation areas and allotments, cemeteries and gardens of remembrance, woodland areas, ponds and watercourses, schools with grounds, detached school playing fields, other social and community sites such as churches, hospitals and other establishments with grounds, other amenity areas of significant character due to their landscape, wildlife, archaeological or historic interest, together with areas which otherwise contribute to the visual amenity of the area. Those areas which are too small to be readily identified on a 1/10,000 scale map, including highway land, incidental housing estate amenity areas, and manor waste, are not shown on the Proposals Map. However, the development of such land will be considered against the policy.

Policy Pc 6

The Borough Council will normally resist the loss of Urban Open Land, as shown on the Proposals Map.

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Proposals for the development of other open land within urban areas will only be permitted, if:-

- (i) such land does not make a significant contribution to the recreational, community, ecological or amenity value of the area; and**
- (ii) it would not conflict with the policies of this Plan.**

Proposals for ancillary buildings or for the extension or replacement of existing buildings included within Urban Open Land, will be considered against the appropriate design and layout policy, the contribution that the area of Urban Open Land makes to the character and visual amenity of the locality and to the functioning of any essential social, community or educational use.

Amplification

- (1) The scarcity value of Urban Open Land in any neighbourhood will be an overriding factor, and the absence of access to the general public or neglect would not preclude its continued protection.*
- (2) The existence of other protectionist policies or specific open space proposals in this Plan covering an area of Urban Open Land would be an additional presumption in favour of its continued protection.*
- (3) Whilst loss of Urban Open Land will be resisted, it is recognised that exceptionally a limited amount of ancillary development may be acceptable on Urban Open Land, such as pavilions on school grounds and land used for other social or community purposes, where this meets legitimate operational requirements.*
- (4) In the exercise of this policy there may be instances where an exchange of land would directly improve the provision and distribution of open space within the locality and so enable Urban Open Land to be released for development.*

River Mole Open Setting

- 3.36 Policy Pc 7 has now become part of the Riverside Green Chain in Policy Hr 38 in Chapter 14.

HERITAGE SITES

Ancient Monuments, County Sites of Archaeological Importance and Areas of High Archaeological Potential

- 3.37 Ancient Monuments are buildings or earthworks of historical, architectural, artistic or archaeological importance. The Borough contains 21 such sites ranging from barrows to the site of a former castle (2005).
- 3.38 Other sites of archaeological interest in the Borough have been identified by the County Council. Additional sites may be added as a result of further studies by the County Council and other agencies. However, finds may also be made unexpectedly in the course of development, e.g. new roads, mineral extraction, redevelopment or farming. In some cases preservation may not always be possible, or even essential, and excavation to record the evidence may be sufficient. In these circumstances the Borough Council will co-operate with the appropriate organisations to arrange for the investigation and recording of such remains as part of the development control process.

Policy Pc 8

The Borough Council, in conjunction with English Heritage and Surrey County Council, will identify, protect and preserve scheduled Ancient Monuments, their settings, and County Sites of Archaeological Importance. The Borough Council will also encourage the management and interpretation of such sites to develop their educational and recreational potential.

The Borough Council, in conjunction with Surrey County Council, will identify Areas of High Archaeological Potential. When such areas are affected by development proposals, the Borough Council will require field evaluation providing for proper and timely preservation or recording.

Where large scale developments occur outside known Areas of High Archaeological Potential, the Borough Council will require an Archaeological Assessment to be submitted, together with the planning application, and may require an agreed scheme for investigation, monitoring and recording.

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Amplification

- (1) *The County Archaeologist, together with local societies, will normally be allowed access to sites in advance of construction works taking place.*
- (2) *Archaeological work is expensive particularly where it needs to be done quickly. The Borough and County Councils will look to developers to ensure that a proper record can be made of anything which cannot be retained in situ.*
- (4) *The Borough Council has published a list of all Ancient Monuments, County Sites of Archaeological Importance and Areas of High Archaeological Potential as supplementary planning guidance.*

Buildings of Special Architectural or Historic Interest

- 3.39 It is important that those buildings which contribute to the historic, architectural and visual character throughout the Borough are preserved and safeguarded from unsympathetic change. Protection is afforded to the buildings that are included in the Statutory List of Buildings of Special Architectural or Historic Interest. They may not be demolished or altered in any way that would affect their character without specific permission known as Listed Building Consent. The list is divided into three gradings:- Grade I, buildings of outstanding national interest, Grade II*, important buildings of more than special interest and Grade II, buildings of special interest.
- 3.40 There are some 428 Statutory Listed Buildings in the Borough (5 of which are Grade I and 18 of which are Grade II*) (2005). The items listed range from coal tax posts, milestones and cattle troughs, to three Grade I churches, Reigate Priory and Tadworth Court.
- 3.41 There will be a strong presumption against the demolition of any Listed Building, except in the most exceptional circumstances, and the Borough Council will seek to ensure that the existing stock of Listed Buildings is well maintained. The character of Listed Buildings and their contribution to the townscape or landscape can be severely damaged by insensitive alteration, extension or adjoining development. Therefore, through the exercise of its development control powers the Borough Council will ensure that any alteration or extension to a Listed Building, or development which would affect the setting of a Listed Building, is of the highest possible design, and fully complements the existing building. In certain circumstances a relaxation of normal planning standards and building regulations may be appropriate.

Policy Pc 9

The Borough Council will seek to retain and preserve the stock of Listed

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Buildings on the Statutory List and will apply the following criteria in relation to proposals affecting them:-

- (i) the demolition of Listed Buildings or removal of their features of character will be resisted;**
- (ii) alterations and additions to Listed Buildings will only be permitted where these respect and reflect the scale, design, materials, colour and other character aspects of the building concerned;**
- (iii) proposals for new development, including alterations and additions, and changes of use should not detract from the character or setting of Listed Buildings;**
- (iv) the relaxation of planning standards and building regulations may be considered where these would assist the preservation of Listed Buildings; and**
- (v) advertisements affixed to a Listed Building, legitimately used for commercial purposes, will be expected to be unilluminated, of a modest nature and fully complementary to the character of the building.**

Planning applications and applications for Listed Building Consent must be supported by sufficient detailed information of the proposed development and/or alterations to allow proper consideration of the effects on the Listed Building.

Amplification

- (1) The Borough Council has published a List of Buildings of Architectural or Historic Interest. It differentiates between buildings on the Statutory List, which are protected by the Planning (Listed Buildings and Conservation Areas) Act, and those which are protected by other legislation or are locally listed.*
- (2) Early consultation with the Borough Council is recommended for all works affecting Listed Buildings before submission of any formal application for building works or grant aid.*
- (3) The Borough Council has powers to serve "notice" on an owner of an unoccupied Listed Building requiring works to be undertaken sufficient to ensure that the property is wind and weather proof in order to prevent unnecessary deterioration. Where it is considered that a Listed Building is not properly preserved, the Borough Council may serve on the owner a "repairs notice" specifying works necessary for the proper preservation of the building. If the specified works are not carried out, compulsory purchase proceedings may be commenced. These measures will normally only be used as a last resort, and the Borough Council will normally seek, by persuasion and advice, to ensure the proper maintenance of Listed Buildings.*

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- (4) *The best use for a Listed Building is the use for which it was designed and built and, wherever possible, this original use, particularly if it is a residential use, should continue. However, where the Borough Council is satisfied that a change to another use is the only realistic means of ensuring the retention of a building, exceptions may be allowed. It is equally important, however, that Listed Buildings are not used for purposes which would detract from or be detrimental to their character, appearance or setting.*
- (5) *Where a Listed Building is totally destroyed by fire or other accidental cause, there would generally be no requirement for rebuilding in replica, unless the building formed part of a contemporary group or terrace. In the case of partial destruction, reinstatement would need to fully respect the character of the building in terms of design and materials used.*

Buildings of Local Architectural or Historic Interest

- 3.42 The Borough Council, with the assistance of the County Council and local organisations, has compiled a comprehensive list of buildings of local interest to supplement the Statutory List. It currently comprises about 528 buildings and structures (2005). The Borough Council will seek to ensure that all buildings of local architectural or historic interest are not demolished and their inherent qualities are taken into account in considering proposals which may affect them.

Policy Pc 10

The Borough Council has established and will maintain a list of Buildings of Local Architectural or Historic Interest. The Borough Council will apply the following criteria to planning applications affecting them:-

- (i) the demolition of Locally Listed Buildings or removal of their features of character will be resisted;**
- (ii) alterations and additions to Locally Listed Buildings will only be approved if they respect and reflect the scale, design, materials, colour and other character aspects of the building concerned;**
- (iii) proposals for new development, including alterations, additions and changes of use, should not detract from the character or setting of Locally Listed Buildings;**
- (iv) the relaxation of planning standards and building regulations may be considered if it would assist the preservation of Locally Listed Buildings; and**
- (v) advertisements fixed to a Locally Listed Building, legitimately used for commercial purposes, will be expected to be**

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unilluminated of a modest nature and complementary to the character of the building.

Planning applications must be supported by sufficient details of the proposed development and/or alterations to allow proper consideration of the effects on the Locally Listed Buildings.

Amplification:

- (1) *Early consultation with the Borough Council is recommended for all works affecting Locally Listed Buildings before any formal application for building works or grant aid.*
- (2) *The Borough Council has published and will maintain a List of Buildings of Local Architectural or Historic Interest, as supplementary planning guidance.*
- (3) *The best use of a Locally Listed Building is the use for which it was designed and built and, wherever possible, this original use, particularly if it is a residential use, should continue. However, where the Borough Council is satisfied that a change to another use is the only realistic means of ensuring the retention of a building, exceptions may be allowed. It is equally important however, that Locally Listed Buildings are not used for purposes which would detract from their character, appearance or setting.*

Historic Gardens

- 3.43 There are a number of gardens in the Borough which are considered to be of special historic interest. Of these Reigate Priory is included in the Register of Parks and Gardens of Special Historic Interest in England, compiled by English Heritage. No additional planning controls apply to gardens or parks in the Register, but they receive special consideration if and when proposals for development in the area are contemplated. Others, both large and small in the urban areas and in the countryside, have been identified for detailed study and assessment. Additional sites may be added as a result of further studies by the County Council. The Borough Council recognises the importance of preserving such gardens as they form part of the Borough's Heritage, and will ensure that the character and appearance of such gardens and their settings are not destroyed by insensitive development.

Policy Pc 11

The Borough Council will seek to identify, protect and encourage the sensitive restoration of gardens of special historic interest within the Borough. Particular emphasis will be placed on the need to secure the preservation of those gardens which are considered to be most valuable

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by virtue of their contribution to the national heritage and scarcity.

In considering proposals affecting such sites, the Borough Council will ensure that the development does not detract from the character and appearance of the garden and that features of architectural and historic interest are preserved. Special attention will be given to the need to protect the setting of the garden and to prevent its unsympathetic subdivision.

Amplification

- (1) *The Borough Council will seek the co-operation of owners and other interested parties in surveying historic gardens, with a view to encouraging their future management and restoration. Replanting of species of the period will be encouraged, where appropriate, and the Borough Council will seek the advice of the County Council's Historic Parks and Gardens Advisor on these matters. Development proposals affecting Historic Gardens should be accompanied by details of the likely effect on the garden and measures for its protection, restoration or enhancement*
- (2) *The Borough Council has published a list of Historic Gardens, as supplementary planning guidance.*

CONSERVATION AREAS

Retention of Character

- 3.44 The Borough Council has powers to designate those areas considered to have special architectural or historic interest as Conservation Areas. The Borough's Conservation Areas not only preserve the best of the Borough's townscape and natural environment, but also illustrate its evolution and provide an historic framework for future development, where this is appropriate. There are seventeen Conservation Areas in the Borough (2005), ranging in size and variety from the architectural interest and historic importance of Reigate town centre to the rural setting and amenity value of Chipstead Pond and Church Green. These are shown on the Proposals Map. As the boundaries may be subject to change, the appropriate designation maps should be consulted.
- 3.45 There is an overall presumption in favour of the retention and conservation of individual buildings and features which contribute to the particular character of a Conservation Area, rather than their redevelopment, inappropriate alteration, or demolition. The Borough Council will use its development control powers in a positive manner in order to allow the area to remain alive and prosperous, but at the same time to ensure that any new development accords with its architectural and visual qualities.
- 3.46 Trees contribute to the character and amenities of Conservation Areas and it is important to secure their retention. Trees in Conservation Areas are specifically protected, and notice of intention to lop, top or fell a tree in a Conservation Area has to be given to the Borough Council, unless already protected by a Tree Preservation Order when a normal application is necessary.

Policy Pc 12

The Borough Council will resist the loss of buildings, trees and other features which are important to the character of Conservation Areas, and such areas will be preserved and enhanced by applying all the relevant policies of this Plan.

Amplification

- (1) *Where the demolition of a building in a conservation area is proposed, full justification must be submitted to show why it is necessary that the*

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demolition should be accepted. Demolition and redevelopment will only be permitted where the proposed replacement building would enhance and not detract from the appearance of the Conservation Area and does not include Listed Buildings, Locally Listed Buildings, or other features which currently make a significant contribution to the character of the area.

- (2) *When notice is given of the intention to fell, top or lop trees, the Borough Council will make a Tree Preservation Order where the contribution of the trees to the character and amenities of the Conservation Area is important (see also Policy Pc 4).*

Control of Development

- 3.47 Wherever new buildings and alterations to existing buildings are permitted, the highest standard of design will be required. Outline planning applications will not normally be acceptable and applications should contain illustrative plans, including elevations, showing all aspects of the design and how it fits into its surroundings, together with details of materials to be used.
- 3.48 Proposals for new development in Conservation Areas will be considered in terms of the effect on the character of the area and whether or not it would serve to preserve or enhance that character. This would normally preclude large scale schemes, and the emphasis will be on the selective renewal of individual buildings which are not of any great architectural or historic merit or of any significant townscape merit.
- 3.49 Conservation Area boundaries should not be seen as lines of strong demarcation in planning policy. Buildings and sites adjoining Conservation Areas should receive a similar degree of design control, so as not to adversely affect the actual Conservation Area or its setting.

Policy Pc 13

All new development in Conservation Areas, including additions and extensions, will be carefully controlled in terms of design, scale, colour, materials, landscape setting and impact on the skyline in order to complement and enhance the character of the Conservation Area. There will be a strong preference for pitched roofs and traditional building forms and traditional materials.

Changes of use should not detract from the character of the Conservation Area particularly if residential property would be affected. New development in the vicinity of Conservation Areas should be designed to respect the character and setting of buildings within the Conservation Area.

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Planning applications must be supported by sufficient detailed information of the proposed development to allow proper consideration of the effects on the Conservation Area.

Amplification

- (1) The Borough Council will encourage early consultation with all persons, organisations or statutory undertakers considering new works, repairs and maintenance, to assist in the achievement of Conservation Area aims.*
- (2) As the various Conservation Areas in the Borough differ considerably in size and character detailed policies to supplement this general policy will be formulated for individual areas, as necessary (see Policy Pc 14).*
- (3) Applications for consent to demolish a building in a Conservation Area in order to redevelop the site, even where the existing building is not of sufficient merit to justify retention, will not normally be granted unless accompanied by an acceptable detailed planning application for the proposed replacement which is available for determination at the same time.*
- (4) Changes of use which would have a detrimental effect on the amenities of the Conservation Area will not normally be permitted, especially those which generate noise or other associated nuisance. Existing uses of this type will be encouraged to relocate to more appropriate areas, rather than expand on existing sites. Where residential use predominates there will be a presumption against new uses which, by reason of their appearance or the noise and traffic which they generate, harm the character of the area and make it a less pleasant place in which to live.*
- (5) In exceptional circumstances directions under Article 4 of the General Permitted Development Order to restrict development rights under the order may be made, subject to the approval of the Secretary of State.*

Additional Guidance and Future Action

- 3.50 The Borough Council will prepare design guidance and promote conservation enhancement schemes where necessary. Contributions from other sources will be encouraged, e.g. amenity societies, and joint schemes implemented, where appropriate. The boundaries of existing Conservation Areas and the need for further designations will be kept under review, in consultation with the County Council and local societies.

Policy Pc 14

The Borough Council will prepare supplementary planning guidance for development in Conservation Areas, and policies and proposals for the

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enhancement of each Conservation Area. The Borough Council will consider designating further Conservation Areas where the overall character or architectural or historic interest of an area is of sufficient quality.

Amplification

- (1) Supplementary planning guidance has already been published providing design criteria for new shopfronts and the treatment of advertisements on historic buildings and in Conservation Areas.*
- (2) Schemes to improve and enhance Conservation Areas could include enforcing the tidying of sites, the elimination of unsightly advertising, the relocation of inappropriate land uses, and re-routing undesirable traffic movements.*
- (3) Positive upgrading would involve renovating neglected buildings, landscaping and tree planting, provision of walls to link buildings and to screen unsightly areas, and rationalising street furniture and traffic signs.*



COUNTRYSIDE

METROPOLITAN GREEN BELT

Setting and Maintenance of the Green Belt

- 4.1 **Introduction:** The Metropolitan Green Belt has been and will remain the major instrument in controlling the spread of further urban development, protecting the open countryside and to assist in urban regeneration. Notwithstanding its discontinuities due to pre-war development, particularly in the north of the Borough, the protection afforded by Green Belt policy has been invaluable in safeguarding the rural environment from inappropriate development, and maintaining gaps between settlements, bearing in mind the considerable pressures for development that exist.
- 4.2 In addition to the controlling nature of Green Belts, Planning Policy Guidance Note 2 (1995) emphasises the positive role they can play. They can provide access to the countryside, opportunities for outdoor sports, opportunities for preserving and enhancing attractive landscapes and areas noted for their nature conservation value, encouraging the improvement of damaged and derelict land and retaining agriculture, forestry and other similar uses.
- 4.3 The Surrey Structure Plan sets down the general line of the Green Belt covering most of Surrey, and detailed policies provide the framework for restraint on development within the countryside. The 1994 Local Plan set a detailed Green Belt boundary around Horley for the first time and made some minor updating and other changes to the existing detailed boundaries in the rest of the Borough.
- 4.4 **Purpose:** To protect the open character and functions of the Green Belt.

Policy Co 1

In order to preserve the openness of the Green Belt, as defined on the Proposals Map, planning permission will not be granted for development that is inappropriate to the Green Belt unless justified by very special circumstances. Permission will be granted for the following development:

- (a) the construction of a new building for one of the following purposes:
 - (i) agriculture or forestry in accordance with Policy Co 2;
 - (ii) the re-use or adaptation of rural buildings in accordance with Policy Co 3;
 - (iii) infilling or redevelopment at the 'major existing developed sites',

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- as defined on the Proposals Map, in accordance with Policy Co 6.
- (iv) essential facilities for outdoor sport or recreation, in accordance with Policies Co 7 and Re 8, for cemeteries or for other uses of land which maintain the openness of the Green Belt and do not conflict with the purposes of including land in it;
- (v) the replacement of a dwelling provided it does not result in a materially larger dwelling which is more intrusive, in accordance with Policy Ho 24;
- (vi) the extension of a dwelling provided it does not result in disproportionate additions over and above the original dwelling, in accordance with Policy Ho 24A;
- (b) the carrying out of an engineering or other operation or the making of any material change in the use of land provided that it maintains the openness of the Green Belt and does not conflict with the purposes of including land in it.

Amplification

- (1) *Any proposals for development in the Green Belt must comply with all other relevant policies in this Plan, and the level of activity which could be generated by the proposed development as well as the scale of the development itself will be carefully considered.*
- (2) *Providing access to the countryside and outdoor sport and recreation, retaining and enhancing landscapes and nature conservation, improving damaged and derelict land and retaining land in agricultural, forestry and associated uses will be encouraged, providing that they maintain the openness of the Green Belt and do not conflict with the purposes of including land in it.*
- (3) *In addition to maintaining the openness of the Green Belt and not conflicting with the purpose of including land within it, proposals for new or extended golf courses would need to meet the criteria set in Policy Re 9.*
- (4) *Proposals for mineral workings and waste disposal facilities in the Green Belt will be considered against the policies within the Surrey Structure Plan 2004the Surrey Minerals Local Plan 1993 and the Surrey Waste Local Plan 1997.*

Agricultural Considerations

- 4.5 The Borough Council recognises the important role of agriculture in determining and maintaining the character of the countryside. With the changing economic situation in farming and the land quality in the Borough, it is particularly important that the areas still in use are protected from inappropriate development, which would fragment or reduce the viability of existing holdings; also that farm diversification schemes and those for increasing farm woodland are supported in appropriate cases.

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- 4.6 The trend toward the fragmentation of farm holdings is one which is increasing throughout the Plan Area. It is assisted by the significant demand for small parcels of land in the countryside for recreational purposes such as horse grazing, leisure plots or quasi agricultural activities. As a result, parts of the countryside are susceptible to unsightly and often intensive development with fencing, field shelters and other related buildings, or retailing, storage and other inappropriate development. The consequence of this process of fragmentation is often a dramatic change to the open and undeveloped character and appearance of the countryside.

Policy Co 2

The Borough Council recognises the importance of and will give priority to agriculture and forestry, and will seek to minimise the detrimental effects to the character and appearance of the Green Belt brought about by the fragmentation of farm holdings.

The Borough Council will seek to ensure that the design and location of agricultural buildings are compatible with the rural environment. Where planning permission is required, the proposal will be considered in the light of the requirements of agriculture and the following factors:-

- (i) the location within the landscape and the design, scale and use of materials;**
- (ii) the need for access to roads suitable for heavy vehicles;**
- (iii) the acceptability in terms of noise, smell and effluent discharged and the impact on local wildlife habitats;**
- (iv) the acceptability in terms of nearby residential or recreational areas.**

Extensive glasshouse development and other forms of large scale production-intensive units will not be permitted if the scale of the building is large in relation to the size of the agricultural unit.

Amplification

- (1) Where an agricultural unit has become unproductive in whole or part, and there are pressures for an alternative use, the Borough Council will seek in the first instance to encourage continued agricultural or forestry use (e.g. in conjunction with an adjoining unit, or diversification which would help to maintain the agricultural unit), before considering non-agricultural uses in accordance with other policies in this Plan.*
- (2) In seeking to reduce some of the effects of fragmentation, the Borough Council will continue to use Article 4 Directions to bring within planning control the erection of fences and temporary buildings and uses.*

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- (3) *Where appropriate, the Borough Council will liaise with Defra and the National Farmers Union, and encourage the co-operation of farmers and landowners prior to the submission of proposals for new buildings. In seeking to reduce some of the effects of intensive production, particularly on small sites, the Borough Council will continue to use Article 4 Directions to bring within planning control agricultural buildings and works*

Re-use and Adaptation of Rural Buildings

- 4.7 **Introduction:** Despite agriculture being the predominant land use in the borough, large areas do not form part of the rural economy, including land used for horse keeping, other quasi-agricultural activities, and land held speculatively by developers or else under-utilised. However, there may be opportunities for the re-use or adaptation of existing rural buildings for small scale uses in support of agriculture, whether it is full-time or part-time, provided these can ensure the future management and appearance of the land, natural features and buildings contained on the holding. The control of such development is appropriate to ensure that the character of the countryside is protected and that the amenity of the locality is not prejudiced.
- 4.8 **Purpose:** To provide for the re-use and adaptation of rural buildings, while protecting the open character and functions of the Green Belt.

Policy Co 3

Planning permission for the re-use and adaptation of a rural building will be granted provided that:

- (i) **the proposal does not have a materially greater impact than the present use on the openness of the Green Belt and the purposes of including land in it;**
- (ii) **the proposal does not include any extension or any associated uses of land around the building, including parking, which would conflict with the openness of the Green Belt and the purposes of including land in it;**
- (iii) **it is a building of permanent and substantial construction, which is capable of conversion without major or complete reconstruction;**
- (iv) **the form, bulk and general design of the building is in keeping with its surroundings;**
- (v) **in the case of a residential use:**
 - (a) **every reasonable attempt has been made to secure a suitable commercial, industrial or recreational use for the building; or**
 - (b) **the residential conversion is a sub-ordinate part of a scheme**

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- for commercial, industrial or recreational reuse: or**
- (c) the proposal meets a need for an agricultural or service dwelling in accordance with Policy Ho 23; and**
- (d) the appropriate criteria (i)-(iv) above are met;**
- (vi) the proposal otherwise does not conflict with other policies in the Plan or cause unacceptable harm to amenity.**

Amplification

- (1) The Borough Council will need to be satisfied that proposals would not:
 - (a) adversely affect the character of the locality and appearance of the locality;*
 - (b) be harmful to the setting of buildings of historic or architectural interest;*
 - (c) damage the amenities of neighbouring dwellings;*
 - (d) be detrimental to highway safety; or*
 - (e) create excessive traffic on local roads. Parking and servicing requirements must be met on-site, and the removal of “eyesores” will be encouraged.**
- (2) Uses likely to be appropriate could include light industrial, offices, farm shops, “pick your own”; tourist accommodation, agricultural and service dwellings; livery and horses/ponies for hire, classrooms, interpretative and exhibition space, storage, changing rooms, toilets and limited refreshment facilities in connection with recreational and educational uses; and stabling.*
- (3) Planning applications for commercial or industrial uses should normally include details of the number of workers and the extent and nature of associated vehicular activity. It may be necessary to restrict by condition the extent and nature of business activities undertaken within and around buildings, including outside storage, hardstandings and car parking, fences, walls etc., in the interests of maintaining the local environment and the openness of the Green Belt.*
- (4) In the case of proposals involving building works, a structural appraisal may be required. Permission will not normally be granted where the extent of adaptation is tantamount to the erection of a replacement building, e.g. in the case of buildings with low ceilings or of temporary construction, or where the building is unattractive. Residential conversions should not normally involve extensions or peripheral development, or incorporate existing buildings which can be used for garaging or ancillary domestic uses. Permitted development rights will normally be removed by condition, and the extent of any land turned into garden area will be carefully controlled.*
- (5) In the case of buildings of traditional character and appearance, they must be capable of adaptation without altering their particular character, setting or landscape value and without extensive alteration, rebuilding or extension. Residential conversions are unlikely to be acceptable, particularly if original fabric and features, which the Borough Council considers to be essential, are*

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not being retained. Supplementary Planning Guidance has been produced on Appropriate Uses for Historic Barns.

New Institutional Development

- 4.9 Policy Co 4 deleted (2005) as a result of the publication of PPG2 (1995).

Development at Existing Institutional and Other Establishments

- 4.10 Policy Co 5 deleted (2005) as a result of the Inspector's recommendation.

Major Existing Developed Sites in the Green Belt

- 4.11 **Introduction:** Planning Policy Guidance Note 2: Green Belts (1995) indicates that limited infilling or redevelopment of major existing developed sites identified in adopted local plans, which meets the criteria in paragraph C3 or C4 of Annex C of the Guidance Note is not inappropriate development inside a Green Belt. Such sites would have a substantial footprint of development and buildings that cumulatively have a significant impact on the openness of the Green Belt. Where the site is in continuing use there should be an identifiable core of buildings that could accommodate limited infill which would help secure jobs and prosperity without further prejudicing the Green Belt. Alternatively the complete or partial redevelopment of the site would offer the opportunity for environmental improvement without adding to the impact on the openness of the Green Belt and the purposes of including land within it. A study has been carried out and East Surrey Hospital, Redhill, is identified as a Major Existing Developed Site in the Green Belt.
- 4.10 **Purpose:** To provide the policy basis for appropriate limited infilling or redevelopment of major existing developed sites in the Green Belt.

Policy Co 6

Within Major Existing Developed Sites, as shown on the Proposals Map, limited infilling will be permitted within the defined area and partial or complete redevelopment of the site will be permitted provided that the following criteria are met:

- A. Infilling should :**
- (i) have no greater impact on the purposes of including land within the Green Belt than the existing development;**

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- (ii) not exceed the height of the existing buildings; and
 - (iii) not lead to a major increase in the developed proportion of the site.
- B. Redevelopment should:**
- (i) have no greater impact than the existing development on the openness of the Green Belt and the purposes of including land in it, and where possible have less;
 - (ii) contribute to the achievement of the objectives for the use of land in the Green Belt set out in paragraph 1.6 of PPG2;
 - (iii) not exceed the height of the existing buildings; and
 - (iv) not occupy a larger area of the site than the existing buildings (unless this would achieve a reduction in height which would benefit visual amenity)
- C. All development proposals should seek to prevent an increase in the use of the car and encourage alternative means of transport including provision for cyclists and pedestrians and where appropriate should include amelioration works in the surrounding area to counteract any adverse effects of traffic generation.**

Potential new Major Existing Developed Sites, which were not considered in the Major Developed Sites Study (December 2000), will be considered in a review of the policy.

Amplification

- (1) *For the purpose of this policy, “infilling” means the filling of small gaps between built development. The defined area for limited infilling is shown on Figure 1.*
- (2) *The relevant area for the purposes of (b)(iv) is the aggregate ground floor spaces with direct external access between wings of a building and areas of hardstanding.*
- (3) *In considering proposals for the redevelopment of major developed sites, regard will be had not only to the footprint of the existing building but also to the character and dispersal of the proposed redevelopment. The location of new buildings will be decided having regard to the openness of the Green Belt and the purposes of including land in it, the objectives for the use of land in the Green Belt, the main features of the landscape and the need to integrate the new development with its surroundings. Also, the site will be considered as a whole whether or not the buildings are to be redeveloped. The test in paragraph (b)(iv) relates to the redevelopment of the entire site; any proposals for partial redevelopment should be put forward in the context of comprehensive long-term plans for the site as a whole. Proposals will also be considered in the light of all material considerations, including for example visual amenity and the traffic and travel implications of redevelopment.*

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- (4) *In granting any planning permission for the redevelopment of major developed sites, the Council will consider whether to impose conditions to ensure that buildings which are not to be retained permanently are demolished as new buildings are erected, thus keeping the total developed area under control.*

Horse Keeping

- 4.12 **Introduction:** Horse keeping is an increasing leisure pursuit within the Borough. Consequently, there is a great demand for grazing, stabling and riding facilities which often bring the activity into conflict with agricultural, recreational and landscape interests. In the urban fringe, particularly where the viability of agricultural land is already undermined, horse owners are willing to purchase or rent paddocks at relatively high prices. This results in further fragmentation of agricultural land.
- 4.13 Where there are large concentrations of horses, such as in the north of the Borough at Banstead and Tadworth, there are instances of the accumulation of shelters, stables, poorly managed grazing areas and loss of visual quality of the landscape. Existing riding facilities are continually under pressure as the numbers of horses increase. Public rights of way and common land are damaged, with increased danger on access roads to traffic and pedestrians alike. Consequently, the Borough Council will seek to regulate the cumulative effects of horse related developments in order to minimise the impact on other countryside users, the environment, and on the roads already used for access purposes.
- 4.14 Planning Policy Guidance Note 2: Green Belts (1995) provides that essential facilities genuinely required for outdoor sport and outdoor recreation which preserve the openness of the Green Belt and do not conflict with the purpose of including land in it need not be inappropriate development. It gives as possible examples small stables and the following policy reflects this guidance.
- 4.15 **Purpose** To safeguard the open character and functions of the Green Belt and to provide criteria against which proposals for small stables can be consistently assessed.

Policy Co 7

Permission will be granted for small stables in the Green Belt provided that they are genuinely required and do not have an unacceptably adverse effect on:

- (i) **land or holdings capable of agricultural or horticultural uses;**

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- (ii) **the landscape or the character or appearance of the area;**
- (iii) **public highways, the public right of way network, or open spaces in the area; and**
- (iv) **neighbouring residential properties.**

Appropriate conditions or voluntary agreements will be used to mitigate problems arising from horse keeping activities.

Amplification

- (1) *For the purpose of this policy the term “small stable” shall be taken to refer to stables with up to, but no more than three looseboxes, where a loosebox measures up to 3.66 metres square (12' square). Any larger development will need to be justified by very special circumstances under Policy Co 1.*
- (2) *In examining the impact on land or holdings capable of agricultural or horticultural use, particular attention will be paid to land of best and most versatile quality, which should only be developed if there is an overriding need for the development and lower graded land is not available.*
- (3) *The Horse Keeping SPG (1998) explains the operation of this Policy in more detail. In dealing with proposals the Borough Council will also have regard to the Code of Practice for owners and riders “Horse Riding” produced by the Countryside Agency*
- (4) *The Borough Council will continue to monitor the situation in the north of the Borough, in particular, and will encourage co-operation from those involved in equestrian activities in order to protect the environment of the countryside and other users, particularly in the urban fringe.*
- (5) *The use and adaptation of rural buildings for stabling is encouraged by Policy Co 3, but the general presumption against building in the countryside applies to the provision of indoor riding facilities.*

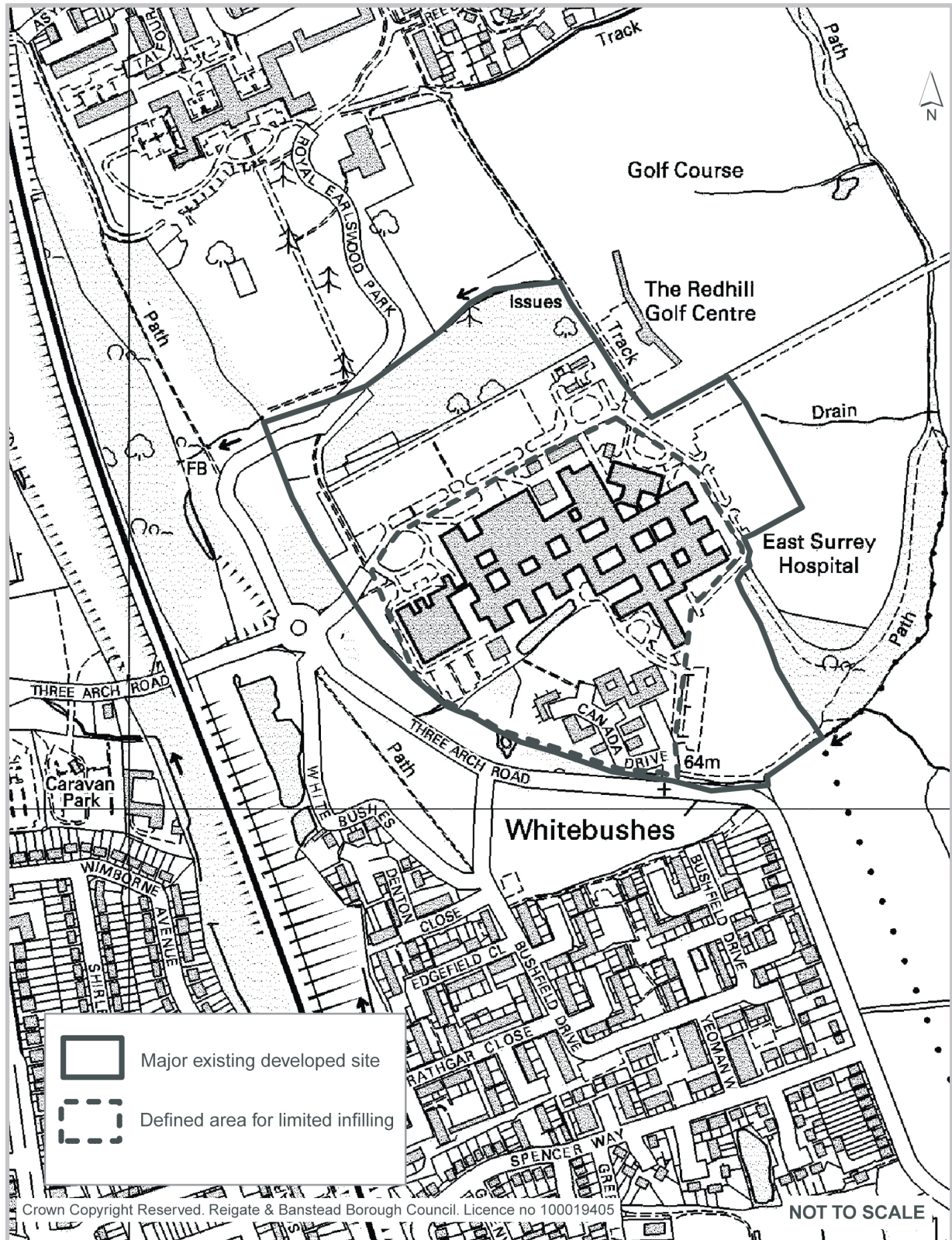


Figure 1: East Surrey Hospital - Defined area for limited infilling

COUNTRYSIDE BEYOND THE METROPOLITAN GREEN BELT

Countryside in the Horley area

4.16 Policy Co 8 replaced (2005) by Policy Hr 36 in Chapter 14.

Gatwick Airport Open Setting

4.17 Policy Co 9 has been moved (2005) unaltered as Policy Hr 37 to Chapter 14.



HOUSING

HOUSING - GENERAL

Retention of the Housing Stock

- 5.1 Given the overall demand for housing in this area and strategic planning policies which restrain future provision, it is important to retain the existing and proposed stock of dwellings as a vital resource in themselves. In the countryside there is a strong presumption against new buildings, and existing dwellings should be retained for those who need to live and work there. It is a requirement that new housing provision makes a net addition to the housing stock. The demolition or loss of existing dwellings through a change of use therefore means replacement dwellings will need to be found elsewhere. Given all these factors, the retention of the housing stock underlies the operation of the majority of policies contained within this Local Plan.
- 5.2 The type of dwellings, the subject of applications for change of use or demolition, are often flats above commercial uses, or large houses potentially suitable for conversion. In both cases, the loss of these types of property reduces the opportunities for renting or buying lower priced housing. New dwellings have usually been owner occupied family housing in less convenient locations. Generally, therefore, special consideration will be given to the retention of these types of dwellings.
- 5.3 The loss of residential units within, or in close proximity to, town centres deprives them of a level of vitality, particularly outside normal business hours. In any case, a stock of dwellings is required for persons who require to live within or in close proximity to their work and who are essential to the functioning of a centre. In addition, other persons wish to take advantage of a central location and, where possible, their needs should be considered, particularly for single or two person households.
- 5.4 There is also a need to maintain a range of dwelling types to meet housing needs, and retention of the stock of small dwellings and small family houses is particularly important (see also Policies Ho 18 Ho 24, and Ho 24A).

Policy Ho 1

Planning permission will not normally be granted for a change of use or redevelopment which results in a loss of existing or proposed residential accommodation or land. Where redevelopment is necessary and involves the loss of residential accommodation or land, replacement residential accommodation will normally be required.

Amplification

- (1) *For the purposes of this policy, existing residential accommodation or land includes vacant accommodation or land last occupied for residential use, and proposed residential accommodation or land includes land allocated for residential purposes in this Plan or the subject of an extant planning permission.*
- (2) *This policy will not normally apply in the Areas for Small Businesses, as shown on Proposals Map, where the provisions of Policy Em 6 are met in full. Loss of housing accommodation refers to all the existing residential floorspace in a building, but this criteria may be relaxed in the case of a change of use appropriate to a residential area where separate accommodation for the owner is retained (see Policies Ho 22, Re 13, Cf 3 and Cf 5).*
- (3) *In exceptional circumstances, if a satisfactory residential environment cannot be achieved, the loss of existing or potential housing stock may be accepted under this Policy. In considering applications which propose the loss of residential accommodation, the type of factors to be examined will include the availability of independent access, whether a garden or sitting out space is provided appropriate to the size and type of accommodation, and the level of noise from road traffic or other sources.*

Housing Needs

- 5.5 PPG 3: Housing (2000) states that where there is a demonstrable lack of affordable housing to meet local needs, authorities may indicate targets for specific sites based on evidence of need and site suitability. They may negotiate with developers for the inclusion of an element of affordable housing in such schemes, both on allocated sites and on other sites. PPG 3 is supplemented by advice contained in Circular 6/98: Planning and Affordable Housing.
- 5.6 Housing need is made up of those households in the Borough living in unsuitable housing who cannot afford to move to another suitable property, plus those concealed households needing to move but unable to afford private sector housing. A small allowance is also made for those who are homeless. The suggested number of additional new build affordable units that would be required to satisfy the projected need is 543 units per annum (2002 Housing Needs Survey). A new Housing Needs Survey was completed in 2005 and this, along with other relevant information, will inform future decisions.
- 5.7 The Housing Needs Survey 2002 also demonstrated that the majority of housing need can only be met by the provision of socially rented housing. As a result it will be the aim of the Council in negotiation to secure mostly social housing with a smaller element of low cost or shared ownership housing. Within the socially rented sector there is a need for a range of dwelling sizes including a significant number of one and two bedroom units. Definitions of social and low cost and shared ownership housing are contained in the Glossary.

- 5.8 PPG 3:Housing (2000) requests that authorities should define affordability in terms of the relationship between local income and house prices. This relationship is not static, as the last 3-5 years demonstrate, with house prices rising significantly faster than income/salaries. It will therefore need to be kept under review. Analysis undertaken as part of the Housing Needs Survey (2002) was based on the average income of all Council tenants and all Registered Social Landlord tenant households not receiving benefit and assumed that it was reasonable to expect 30% of net income to be spent on housing. In order to make property affordable to those in need, the required rent levels would need to be between 30%-40% below those prevailing on the open market, and for shared ownership the monthly housing costs to be 30% below market costs, for a similar sized unit.
- 5.9 It is considered that the sites allocated in this Plan are suitable for the inclusion of a significant element of affordable housing, taking into account the nature and characteristics of the sites and their surroundings and proximity to local facilities and the public transport network. The proportion of social and low cost housing on the individual sites will be a matter for negotiation with the developers. However, it will be the Borough Council's aim in negotiations to secure those types of affordable housing at a ratio reflecting the findings of the Housing Needs Survey (2002), as referred to above. The division of sites or a reduction in number in order to qualify for exemption from the affordable housing requirement will not be acceptable. Policies will be applied on the basis of a comprehensive scheme for the whole site, even if it is developed in a piecemeal way.
- 5.10 Small dwellings (i.e. studio, one and two bed units) should also be included, in appropriate cases, for a number of reasons, including the growth of one and two person households; the emphasis on mixed and balanced communities avoiding areas of social exclusion; the need to accommodate a larger number of new dwellings within existing urban areas and attempts to increase densities especially close to existing centres.
- 5.11 It would, however, be inappropriate to only provide small dwellings. Over 40% of households within the Borough comprise 3 or more persons and not all one or two person households would choose to live in a small dwelling. There is also the issue of maintenance of character to consider. The development of a variety of sizes of dwellings is more likely to be better integrated into existing residential areas in terms of design and character than a development of solely small units.

Affordable Housing

- 5.12 **Introduction:** The provision of affordable housing has a key role in creating sustainable and balanced communities by providing for a varied mix of housing and opportunities. One of the objectives of PPG 3 is to meet the housing requirements of the whole community, including those in need of affordable and special needs housing.

- 5.13 **Purpose:** To negotiate for affordable housing on both allocated and ‘windfall’ sites in line with Circular 6/98 to satisfy identified local housing need.

Policy Ho 2

In addition to the specific requirements on allocated sites, on unallocated housing sites of one hectare or more or 25 units or more, an element of affordable housing will be expected to be provided, taking into account:

- (i) the nature and characteristics of the site and its surroundings;**
- (ii) the proximity of the site to local services and facilities and access to public transport;**
- (iii) the particular costs associated with the development of the site; and**
- (iv) the specific housing needs within the area.**

The proportion of social and low cost housing to be secured on individual sites will be a matter for negotiation with the developers. This requirement should be provided on site unless the Borough Council and the developer both consider it is preferable that a financial or other contribution be made towards the provision of the element of affordable housing on another site within the Borough.

Amplification

- (1) Supplementary Planning Guidance on Affordable Housing Provision was produced by the Borough Council in 1996 and amended in 1998. A review of this document will give further guidance on the level and types of need identified, define affordability in the local context and outline the mechanisms for delivering the affordable units including the likely heads of agreement for a Section 106 agreement.*
- (2) A housing needs survey was undertaken in late 2002 in order to assess the level of housing need within the Borough. The findings of the survey will be used to inform the type and quantity of affordable housing units that can be secured on suitable sites with reference to the above criteria. It is the Council’s intention in negotiations to secure 25% affordable housing with the majority consisting of social housing for rent and the rest low cost or shared ownership in line with the findings of the 2002 Housing Needs Survey. A new Housing Needs survey was completed in 2005 and this, along with other relevant information, will inform future decisions.*
- (3) Separation of a site into smaller development parcels will not be seen as a legitimate reason for exempting a suitable site from an affordable housing requirement.*
- (4) Abnormal costs associated with a particular development may reduce the developer’s ability to provide affordable housing and to make the whole proposal financially viable. The onus will be on the applicant to demonstrate why abnormal costs should be taken into account for the purposes of affordable housing negotiations.*

Housing Mix

- 5.14 **Introduction:** PPG3: Housing (2000) places the emphasis on ensuring that new housing development contributes towards a mix of dwelling types and sizes catering for a range of housing needs (bearing in mind the changing composition of future households) and encourages mixed communities, avoiding areas of social exclusion. Issues of sustainability and reducing the need to travel are also served by developing small units in appropriate locations. They increase density and make better use of urban land, thus reducing the need for greenfield development.
- 5.15 **Purpose:** To ensure there is a mix of dwelling types and sizes to cater for a range of housing needs on both allocated and 'windfall' sites.

Policy Ho 3

In addition to the specific requirements on allocated sites, on unidentified housing sites (of more than 0.4 hectares or 10 units) a mix of dwelling sizes will be required, incorporating a proportion of one and two bedroom units.

The provision of small dwelling units will be permitted on suitable smaller sites (0.4 hectares or 10 units or less), especially within or adjacent to Town Centres and other appropriate locations close to shops, public transport and other amenities where a higher density may be achieved.

Amplification

- (1) *Whilst, as with all proposals for residential development, the maintenance of existing character is a primary consideration, the above Policy is not seen as inconsistent with the appropriate development of a proportion of small dwellings within lower density areas. Within Residential Areas of Special Character (RASCs) however there is unlikely to be scope for providing small dwellings whilst maintaining the existing character of these special areas.*
- (2) *Small dwellings including rented housing will be particularly encouraged on the Integrated Mixed Use Scheme sites identified in this Plan.*

Phasing of Unidentified Sites

- 5.16 **Introduction:** The orderly release of housing land to avoid prematurely exhausting the finite supply of housing land and not to exacerbate pressures on infrastructure, services and the environment is advocated by Policy DP 5 in the Surrey Structure Plan 1994. The aim is to control the speed with which housing land is released, to prevent a mismatch between the requirements of the Structure Plan and the market forces at work within the Borough and the County as a whole.
- 5.17 **Purpose:** To prevent large windfall sites being developed before those sites that have been allocated through the Local Plan process.

Policy Ho 3A

Development on unallocated sites of more than 0.4 ha will not be permitted if the current land supply exceeds the housing provision requirement as set out in the Surrey Structure Plan 1994 by more than 20%, except in the case of previously developed land where there may be specific overriding reasons which justify the grant of permission.

Amplification

- (1) *The housing provision requirement as set out in the Surrey Structure Plan 1994 refers to a total Borough wide requirement and a specific requirement at Horley. The issue of excessive supply will be assessed against the relevant requirement. Permission may exceptionally be granted on previously developed land where justified by factors such as dereliction, amenity and the opportunity to provide affordable housing.*

Residential Caravans and Mobile Homes

- 5.18 Residential caravans and mobile homes form part of the housing stock. They meet a need for those requiring a smaller or cheaper dwelling either through choice or economic necessity. They make similar demands on services and require similar facilities to residential development and, in general, can be accepted only in areas where residential development would normally be acceptable.

Policy Ho 4

The Borough Council will apply, to proposals for residential caravans and mobile homes, the same policies as apply to other forms of housing. There will normally be a presumption in favour of the retention of the existing permanent sites.

Amplification

- (1) *The Borough Council recognizes the contribution to meeting housing needs made by the existing residential caravan sites and will seek to ensure their retention. However, the extension of existing sites in the countryside will be resisted. Similarly, the establishment of new sites in the countryside will also be resisted.*

Gypsy Sites

- 5.19 There are three private family sites in the Borough, two in Rectory Lane, Woodmansterne and one in Lonesome Lane, Reigate, comprising 8 mobile homes, 3 caravans and 2 caravans respectively (2005).
- 5.20 No locations have been identified as suitable for gypsy sites and the following criteria based policy is included as a basis for site provision.

Policy Ho 5

Subject to the other Policies of this Plan, proposals for gypsy sites will be considered on their merits, their suitability for gypsies and their impact on the locality. In addition the following criteria will be taken into account:-

- (i) proximity of shops, schools, medical facilities, employment, and public transport;**
- (ii) access to mains water and electricity supply;**
- (iii) the need to minimise their environmental effects;**
- (iv) the optimum size to meet gypsy requirements, normally less than 16 pitches; and**
- (v) potential for future improvements in accordance with the needs of site dwellers.**

Sites will normally be laid out with facilities appropriate to gypsy needs.

Amplification

- (1) In furtherance of this policy, sites will initially have the following facilities: (i) mains water and electricity supplies; (ii) sanitary facilities, sewage and refuse disposal arrangements; (iii) standings and access for caravans and vehicles; (iv) where suitable, storage and work areas. Additional on-site facilities may be provided in the future to accommodate changing gypsy needs, depending on the suitability of individual sites and the availability of finance.*

Travelling Showpeople

- 5.21 Showpeople are specifically excluded from the definition of gypsies under the Caravan Sites Act 1968. Circular 22/91 says that local planning authorities should consider their needs when preparing their local plans. They should identify existing sites and make specific proposals for sites where a local need has been demonstrated. A personal and seasonal planning permission was granted in 1990 to use land at Axes Lane, Salfords, as a yard for members in the Showmen's Guild. There is no evidence of need to provide anything more for travelling showpeople in the Borough.

Housing Provision

- 5.22 **Introduction:** Policy DP4 in the Surrey Structure Plan 1994 requires provision to be made in the Borough for 6300 additional dwellings from 1991 to 2006. This provision is in two phases, 4300 units (of which 900 are to be in Horley) between 1991 and 2001, and 2000 units (of which 1300 are to be in Horley) between 2001 and 2006. The provisions made in the two phasing periods are cumulative. Any surplus or shortfall from the first phasing period will be carried forward to the

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second phasing period. Provision for a further 1300 dwellings is to be made in Horley post 2006. Provision in Horley is dealt with separately in Chapter 14.

- 5.23 Of the rest of the Borough requirement of 4100, 4164 units have been completed giving a surplus of 64 units (2004). There are, therefore, no additional allocations made for the rest of the Borough to 2006.
- 5.24 The housing requirements and the supply for the whole Borough is summarised in Table 1 below.

Table 1 Housing Allocation Summary Table at 31 March 2004

			Horley	Rest of Borough	Total
1	SSP Allocation	1991-2006	2200	4100	6300
2	Less Net Completions		847	4164	5011
3	Residual allocation		1353	-64	1289
4	SSP Allocation	Post 2006	1300	N/A	1300
5	REQUIREMENT		2653	-64	2589
	Local Plan Housing Provision	To 2006			
7	Proposed sites		N/A	0	0
8	Large sites with permission		N/A	1637	1637
9	Small Site Estimate		N/A	94*	94
		Sub Total	N/A	1731	1731
	Local Plan Housing Provision	From 2004			
10	Proposed sites		2445	N/A	2445
11	Large sites with permission		91	N/A	91
12	Small Site Estimate		98**	N/A	98
		Sub Total	2634	N/A	2634
13	SUPPLY		2634	1731	4365

* Small Site Estimate assumes 47 units per annum on unidentified sites for 2 years using a threshold of less than 10 units.

** Small Site Estimate assumes 14 units per annum on unidentified sites for 7 years using a threshold of less than 10 units.

1993 – 1996

5.25 Policy Ho 6 deleted (2005) as sites 1-9 completed.

Post 1996

5.26 Policy Ho 7 deleted (2005) as sites 10-28 completed.

Safeguarded Sites

5.27 In order to control the level of development taking place and to provide permanence to the Green Belt boundary some sites are safeguarded for possible long term housing development.

Policy Ho 8

The following sites are identified on the Proposals Map. Proposals which would prejudice the use of these sites for possible long term housing development will not normally be permitted unless a review of the Structure Plan establishes a need for such development.

Site No.	Location
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29.	Former De Burgh CSS Site, Merefield Gardens, Tadworth.
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30.	Netherne Hospital, Coulsdon (Phase II). Deleted (2005)
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31.	Part Lee Street Sewage Treatment Works, Horley. Deleted (2005)
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Amplification

(1) *De Burgh CSS has a site area of 7.93 ha (19.6 ac). It closed in 1990 and was declared surplus by the County Council in 1991. 1.8Ha (4.42ac) was developed for housing in 2001.*

Design and Layout

5.28 **Introduction:** While wishing to make the best use of land in the urban areas, and to meet priority housing needs, the Borough Council is mindful of its responsibilities to create an acceptable environment for both existing and future households. In order to maintain the character of the Borough and to meet normal development control criteria, development will be expected to meet high standards of design, layout and construction. Above all, proposals should not detract from the overall character of an area and should enhance that character, wherever possible. The 1994 policy has been updated to include biodiversity and local distinctiveness criteria and to amend the existing criteria relating to outdoor playing space provision.

- 5.29 **Purpose:** To maintain and enhance the natural and built environment of the Borough through the achievement of high standards of design and layout.

Policy Ho 9

In order to maintain and enhance the natural and built environment of the Borough, all residential development will be required to satisfy the following criteria:-

- (i) the development must be laid out and designed to make the best use of the site and its physical characteristics, views into and out of the site and aspect. Existing trees, vegetation, watercourses and other interesting features will be expected to be retained;
- (ii) conserve and promote nature conservation interests;
- (iii) promote or reinforce local distinctiveness;
- (iv) the scale of development should not be detrimental to the character of the surrounding area. High rise development will not be permitted;
- (v) the layout and design should not seriously affect the amenities of adjoining properties;
- (vi) be designed to a high standard incorporating elevational treatments, roofscape and building materials and complement the character of the area;
- (vii) the layout and density of development on the edge of the urban areas should be such as to achieve the appropriate transition to the countryside beyond;
- (viii) additional landscaping proposals will be required and should be considered at an early stage as an integral part of the overall design;
- (ix) the environment created for the residents of the proposed development must be satisfactory, in terms of outlook, privacy and adequacy of garden space;
- (x) in addition to landscaping and other incidental amenity open space, the developer shall provide and arrange for the maintenance of appropriately sited areas of formal outdoor playing space, either as an integral part of the development or in the form of a commuted sum in accordance with Policy Re 6;
- (xi) proposals will be expected to comply with the current highway design standards, and parking provision must be made to the currently adopted standards;
- (xii) take into account the requirements of energy conservation.

Amplification

- (1) *Applications should be supported by a thorough site survey assessing the quality of and effect of the proposed development on existing features. The survey should include reference to levels, aspect, views into and out of the site, neighbouring properties, and to existing fauna and features including trees, woodlands, grasslands, hedgerows, ponds, ditches and streams which*

contribute to the nature conservation interest of the area.. Applicants will, where appropriate, be expected to undertake a comprehensive tree survey identifying the location, species and condition of all trees on the site. Trees not only form a natural feature which is impossible to replace immediately, but can also be used to reduce the visual impact of new development. Developers will be required to observe a strict code of tree protection during the construction period (see Policy Pc 4). The retention of trees and other natural features can usefully form the basis of incidental amenity open spaces and children's play areas in estate development.

- (2) The Borough Council has prepared Boroughwide Supplementary Planning Guidance (SPG) on Local Distinctiveness. The Horley Design Guide Supplementary Planning Document (SPD) also covers the Horley Central, Horley East and West Wards.*
- (3) Unless a large scale redevelopment is contemplated sudden contrasts should be avoided. As a general rule, development should not normally exceed the height of other domestic buildings in the surrounding area, in order to avoid overlooking, interference with established views, or having an adverse effect on the character of the area. In any situation development should not normally exceed 4 storeys.*
- (4) A characteristic of development in the Borough is that generally residential densities decrease towards the edge of the built-up areas and are screened from view from the surrounding countryside. It is considered that these features should be perpetuated as far as possible so as to safeguard the visual amenities of the countryside. Particular attention will be given to the retention and reinforcing of the natural screening in such locations.*
- (5) Landscaping means the treatment of land for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated, and includes screening by fences, walls or other means, planting of trees, hedges, shrubs or grass, formation of banks, terraces or other earthworks, layout of gardens or courts, and other amenity features. Plans of proposed additional landscaping will be required at the detailed planning application stage so as to assess the quality of the proposed built environment in its finished form.*
- (6) The Borough Council attaches importance to the creation of a satisfactory environment, but recognises that matters such as outlook, daylighting and sunlighting, privacy and adequacy of garden space, are influenced by other requirements, such as economy in the use of land, levels, aspect, views, the presence of trees, and architectural considerations, which may sometimes be difficult to reconcile.*
- (7) The Borough Council will pay particular regard to privacy, aspect, views and the character of the area. It will have regard to the type of dwelling and its garden space and to functional requirements, to spacing between dwellings, and between dwellings and boundaries, both of the development and the surrounding land.*
- (8) For the purposes of this Policy and of Policy Re 6, family dwelling means any dwelling not being designed specifically for the elderly, or comprising studio or one bedroom accommodation.*
- (9) Estate development should incorporate sitting out areas and safe playing areas for children away from main streets and with suitable pedestrian*

access arrangements. A scheme for the management of these and other incidental amenity open spaces will be required at the detailed planning application stage, e.g. the establishment of a management trust, unless they form part of an agreed scheme to meet a general outdoor playing space need in accordance with Policy Re 6, in which case arrangements appropriate to that policy will apply. The smaller children's play space (LAPs and LEAPs) will be required on site, however, commuted payments for other playing space provision to be made off site may be acceptable. For details see the published SPG relating to outdoor playing space provision.

- (10) Traffic aspects will be evaluated in relation to the internal layout meeting approved standards and the effect of the completed development on the existing highway network. Proposals will need to demonstrate that a satisfactory means of access can be provided to approved standards, without causing an increase in danger to road users and pedestrians, and without giving rise to undesirable visual impact upon the street scene, e.g. loss of important trees or hedges. The internal site layout will need to comply with the requirements of "Surrey Design", including sufficient provision for the parking of vehicles to accord with current standards, for safe manoeuvring of vehicles (including service vehicles), minimising noise and disturbance from traffic to existing neighbouring properties, by careful layout and screening, and in the choice of materials for hard surfaces. Developers should particularly avoid poor design features, e.g. unsightly views of garages and refuse facilities, large unrelieved parking areas, etc. Provision for footpaths linking new development with existing development, shops, schools and bus stops, etc. should normally be made. In Horley the Borough Council's Horley Design Guide SPD complements "Surrey Design". The currently adopted parking standards are at Appendix 3.
- (11) To accord with sustainability principles new housing should aim to achieve best practice levels of thermal insulation, heating efficiency and water conservation. The latest advances in renewable energy technology will be encouraged. In relation to heating and power, the Borough Council will welcome proposals to incorporate systems which improve upon the efficiency of the normal gas fuelled condensing boiler. In this respect contact with the Renewable Energy Enquiries Bureau may also be beneficial.

Housing Density and Making the Best Use of Land

5.30 **Introduction:** PPG3 Housing (2000) emphasises the need to avoid the inefficient use of land. Surrey is faced with major pressures for residential development and at the same time has one of the most densely populated urban areas in the country outside London. A design-led approach is therefore essential to create opportunities for good quality residential development, including higher densities, which maintain or enhance the character of the urban areas, while reducing the pressure for the development of "greenfield" land.

5.31 **Purpose:** To ensure proposals demonstrate that a design-led approach has been taken that avoids the inefficient use of land and maintains or enhances the character of the area.

Policy Ho 9A

To avoid the inefficient use of land, residential development will be permitted only if:

- (i) the proposal is accompanied by a design statement that shows that the principles of good layout and design as set out in Policy Ho 9, have been taken into account;**
- (ii) a density of at least 30 dwellings per hectare (dph) net is achieved, except where lower density proposals are necessary to respect the character of the surrounding area;**
- (iii) a density of at least 50 dph net is achieved at locations with good public transport accessibility, such as Town Centres;**
- (iv) the proposal would not prejudice the efficient use of adjoining land and would not constitute or lead to piecemeal development.**

Amplification

- (1) The Borough Council has prepared advice on the preparation of design statements.*
- (2) Proposals for lower density development will need to demonstrate that alternative, higher density options have been thoroughly explored and that other planning considerations (including topography, access, highway capacity, context, amenity and impact on the Green Belt) clearly outweigh the benefits of higher density development. The designated Residential Areas of Special Character and the Supplementary Planning Guidance (SPG) on Local Distinctiveness will be material considerations in assessing proposals for new residential development and will assist in identifying areas where lower density development may, as an exception, be appropriate.*
- (3) The requirement to achieve at least 30 dph will not apply to proposals for sites of less than 0.4ha. Policy Ho 16 deals with the sub-division of an existing single plot.*
- (4) Good public transport accessibility will be assessed by the frequency and capacity of the available services and by the range of destinations available. Further, regard will be had to the movement characteristics of a locality, for example, the destinations where people are likely to work and shop. The Borough Council considers that, currently, only Reigate, Redhill and Horley town centres and Banstead Village centre have good public transport accessibility, as they act as local transport hubs with a range of destinations.*
- (5) Proposals for infill or back garden development will be acceptable only if they help create or maintain a high quality urban form and avoid the inefficient use of land (subject also to the requirements of Policy Ho 14). This often depends on the amount of land assembled being sufficient to achieve the design objectives as set out in "Surrey Design". Proposals that do not demonstrate this or that would otherwise result in piecemeal or sporadic development will be resisted. Matters such as the viability of the land assembly and the developer's attempts at comprehensive land assembly will be taken into consideration.*

- (6) *Net site density is calculated using the definition contained in Annex C of PPG 3 (2000); see Glossary, and also excludes land identified on the Proposals Map as being subject to flood risk. The density standards will be applied to developable land, which will exclude land identified on the Proposals Map as being subject to flood risk.*

Noise

- 5.32 It is important that new noise-sensitive development like housing should not be permitted if it would - now or in the foreseeable future - be exposed to unacceptable levels of noise, whether it be noise from road traffic, railways, from industrial or other premises. However in view of countryside restraint policies, and the location of many potential housing sites in the urban areas, it would normally be impracticable to resist new development in the urban areas for noise reasons alone. Therefore, the Borough Council will ensure by appropriate conditions that buildings are sited and designed so as to minimise the effect of noise on them.

Policy Ho 10

Development will not normally be permitted in areas subject to noise and/or vibration unless measures are undertaken as part of such development to reduce to an acceptable level the effect of such noise and/or vibration upon the intended occupiers of such development.

In furtherance of this policy, the Borough Council will have regard to the Guidelines on Noise Control published by Surrey County Council.

Amplification

- (1) *The policy for dealing with development affected by aircraft noise in the areas adjacent to Gatwick Airport is now policy Hr 19 in Chapter 14.*

Satellite T.V. Receiving Dishes

- 5.33 The use of satellite T.V. is increasing and, as government policy is to facilitate the growth of telecommunications, it considers that the planning system should encourage and not hinder this growth while continuing to protect the environment. The installation of a satellite dish may require planning permission. However, there are three broad areas where, if the dish meets certain criteria, it is considered to be "permitted development" by the General Permitted Development Order 1995 (as amended 2005) and does not, therefore, require planning permission. These three areas relate to dwelling houses, flats less than 15 metres in height and flats more than 15 metres in height. The criteria concern the location of the property as well as the size, location and number of dishes involved. The Government provides information on the installation of satellite dishes and this is available from the Borough Council. The provisions of the GPDO do not override the need for Listed Building consent for any works affecting the character of a Listed Building. Thus,

whilst most dishes will be "permitted development" there is a need for policy guidance for those larger installations which will need permission.

Policy Ho 11

Proposals for satellite T.V. receiving dishes will only be acceptable where they are of the smallest practicable size and are sited and designed so as not to adversely affect either the visual appearance of the building and area to which it relates, or the amenities which neighbouring properties might reasonably expect to enjoy.

Amplification

- (1) The colour of the receiver dish and antennae should blend with the building to which they relate. The supporting mount should be designed to be as unobtrusive as possible and be painted the same colour as the dish and antennae.*
- (2) Siting on main roofs of dwelling houses, particularly where any part of the antennae or attached fixing structure extends higher than the ridge line of the roof will normally be resisted, although behind roof parapets, within roof slopes, on rear extension roofs, on lower roofs or garages, or where the dish is shielded from public view by chimney stacks or other projections may be appropriate.*
- (3) There will be a presumption against dishes being installed on the front walls and front roofs of buildings. Apparatus on side or rear walls will be more acceptable if those parts of the building are not prominent in the street scene, or from neighbouring property.*
- (4) Siting within front gardens will normally be unacceptable unless no alternative location can be found, in which case apparatus should be screened from the street and adjoining properties by appropriate landscaping or walls.*
- (5) Siting on or adjacent to statutory or locally listed buildings will not normally be acceptable, and in Conservation Areas dishes will not normally be acceptable where they are in front of the main house wall facing the street or where they are visually prominent from the street or other public areas.*

Improvement and Housing Environment

- 5.34 For the most part, the residential environments within the Plan Area are of a high quality reflecting the pleasant character of the Borough. Even within the older areas of the major settlements, the high demand for housing and high property prices have encouraged improvements to the housing stock. There are no areas within the Borough that can be described as suffering from housing stress. However, there are individual dwellings well below recognised standards of fitness and which lack a basic amenity. In addition, there are areas which suffer from the effects of through-traffic, where off-street parking provision is limited or generally have poorer environments.

Policy Ho 12

The Borough Council will encourage the improvement of the existing stock and the enhancement of those housing areas with environmental problems, and will encourage property owners and interested parties in this process.

Amplification

- (1) The Borough Council will examine the possibility of implementing small scale improvements which could include planting schemes, the provision of car parking spaces, children's play areas, sitting out areas, and traffic management measures.*

HOUSING IN URBAN AREAS

Maintenance of Character and Amenity

- 5.35 The Borough Council recognises the growing concerns with the quality of the environment. Aspects of town cramming are readily apparent in a densely populated Green Belt county like Surrey. Continuous pressures for development, particularly those experienced during the mid and late 1980s, produced housing infill and redevelopment proposals of increasing densities and with increasing frequency, irrevocably changing the character of many areas. The established character of a residential area is much appreciated by local residents and may well have been the fundamental reason for moving into the area. The Borough Council therefore intends to restrain and guide development so that the quality of all residential areas is not allowed to deteriorate, nor is destroyed, to the detriment of the amenities of local residents.

Policy Ho 13

Maintenance of the character of the area will normally be the prime consideration when residential development is contemplated and is of particular relevance for infill development and redevelopment. Only those proposals which conform to the pattern of development in the surrounding area and would not unreasonably affect the amenities of adjoining properties will be permitted.

Amplification

- (1) *Where sites fall within designated Conservation Areas or other special areas, there will be an additional need for any new development to be sympathetic to and harmonious with the special local characteristics and to demonstrate that it contributes to and does not harm the character of such areas.*
- (2) *In other areas not recognised in this formal manner, the Borough Council will examine the particular characteristics of the area which constitute its attractiveness, e.g. quality of existing buildings (form, materials, mass and scale of buildings), wooded/landscape setting, spacing of buildings etc., and the contribution the site (including the natural and amenity value of existing garden land) makes to that character at the present time. It will then assess whether the proposed development would be complementary to, or materially detrimental to the acknowledged character and amenity of the area. The intention is to protect existing housing from unacceptable loss of privacy, overlooking or obtrusive development.*
- (3) *The surrounding area will normally be taken to relate to the broad locality within which a site is situated, and not just the immediate vicinity. However,*

it is recognised that it will be important to understand the relationship of the site to all its surroundings and the area with which it is seen, and understood to relate, in order to determine the character which should be maintained.

Development involving back garden land

- 5.36 The Borough Council attaches great importance to the protection of the existing high standards of residential amenity in the Borough and is concerned to prevent the loss of such amenities through the development of back garden land. In the past, some developments of this type have resulted in significant changes to the character of parts of the Borough and have had an obtrusive impact on the outlook of existing dwellings. Widespread concern over this issue has led to changes in central government advice which is now more sympathetic to the control of development and the maintenance of existing character.
- 5.37 In considering applications for development, involving back garden land, the Borough Council will seek a particularly high standard of development and ensure that any such development which is permitted complies with the requirements of the following policy.

Policy Ho 14

Proposals for housing developments involving back garden land will normally be required to comply with the following criteria:-

- (i) the general pattern and form of development in the area is maintained;
- (ii) the proposed plot sizes and spacings between buildings reflects that predominating in the surrounding area;
- (iii) the proposal does not seriously affect the amenity of existing properties by overlooking, loss of privacy, or obtrusiveness;
- (iv) existing landscape features are retained and additional planting included as an integral part of the scheme;
- (v) any access road into the proposed development does not create an undue disruption to the character and appearance of an existing road frontage;
- (vi) the development is serviced from an access road constructed to the currently approved highway standards;
- (vii) the proposal can be fully implemented by the developer in a single phase or as approved by the Borough Council, and
- (viii) the appropriate design criteria as set out in Policy Ho 9 are met in full.

Amplification

- (1) *The general pattern and form of development relates to house types predominating in the area, e.g. detached, bungalow, terraced, flatted, etc.,*

and the street pattern, grain of development, and overall level of landscaping, will also be considered.

- (2) Any proposal involving back garden land will reduce the plot sizes of remaining properties. However, proposals will only be acceptable to the Borough Council where existing back gardens are excessively long and the back gardens created for the new dwellings and those left for the existing properties would still conform to that prevalent in the general area. In addition, the proposed layout should provide spacings between each of the new dwellings to complement the existing pattern of development in the area.*
- (3) The proposed new dwellings must not be of a height or sited in such a way as to create problems of overlooking, appear obtrusive or decrease the level of privacy currently enjoyed by the existing dwellings surrounding the proposed site. In many cases a development comprising bungalows is least likely to cause such problems.*
- (4) The design criteria in Policy Ho 9 and its amplification set out requirements in respect of site surveys and landscape features. For this type of development landscape issues are of critical importance and the retention of all significant features will be a requirement in order to assist in the maintenance of existing character. Substantial additional planting will normally be required.*
- (5) The development of back garden land is often dependent on the purchase of a full plot within an existing residential frontage and the demolition of the dwelling in order to form a road access into the site. Where the creation of an access road would visually disrupt the character and appearance of an existing street frontage, the proposal will normally be refused. This will particularly be the case where the form and rhythm of development along a street is uniform, or where the street is tree lined and such trees comprise a formal pattern or represents an attractive amenity feature.*
- (6) Any acceptable access road into the proposed development will need to be properly constructed in terms of its geometry and sight lines and be of a width, including footpaths, to the currently adopted standards. The junction of the access road with the existing street pattern must be sited so as not to cause danger to other vehicular or pedestrian traffic.*
- (7) To avoid partial implementation of a proposal because the developer has been unable to acquire all the back garden land necessary, the Borough Council will normally condition any planning permission to ensure the proposal is fully implemented in a single phase, or in accordance with an approved phasing programme. This will prevent "dog-toothed" forms of development which often lead to problems of overlooking and loss of privacy in existing back gardens which would not occur if the proposal were fully implemented.*

Residential Areas of Special Character

- 5.38 There are a number of areas of mainly low density development in the Borough which still retain a special and cohesive character of substantial dwellings in spacious grounds, although some infilling and redevelopment has already taken

place. Often these were planned, high quality estates where landscaping was an integral part of the design, and where the existing predominance of tree cover over buildings has been maintained. The Borough Council intends to limit any new development in the main to two storey detached dwellings in generous plots, in order to maintain the open and spacious character of the areas concerned.

Policy Ho 15

Within Residential Areas of Special Character, as shown on the Proposals Map, redevelopment will not normally be permitted. Proposals for residential development including infilling, replacement, rebuilding and extensions will normally only be permitted if the proposal:-

- (i) respects and is compatible with the existing character of the residential area;
- (ii) maintains the existing visual predominance of tree cover and spacious gardens;
- (iii) maintains generous spacing between buildings;
- (iv) does not result in the removal of trees and other features that make a significant contribution to the area's character;
- (v) results in plot sizes not significantly smaller than those prevailing within the surrounding area;
- (vi) maintains the high level of privacy and residential amenity associated with such areas; and
- (vii) meets the appropriate design criteria as set out in Policies Ho 9 and Ho 16.

Amplification

- (1) *These areas have been selected for their attractive character which is dependent on the relationship between the buildings and their surroundings. An important factor that contributes to their character is the visual predominance of trees and hedges over buildings and the policy seeks to retain that relationship. The proposed and existing plot(s) should normally be regular in shape and possess a reasonable road frontage.*
- (2) *The surrounding area will be taken to relate to the area identified on the Proposals Map, and not just the immediate vicinity of the development site. Guidance on average plot sizes for each individual R.A.S.C. in 1989 (the date of the forerunner to the Policy) can be found in Appendix 4. For this purpose the gross residential areas have been measured i.e. including the roads and incidental open spaces. Exceptionally there may be occasions where a smaller or larger plot size may be appropriate because of the particular circumstances of the plot and the proposal.*

Frontage Plots and Extensions

- 5.39 In the urban areas where a gap exists in a built-up frontage or where the sub-division of an existing plot is proposed, suitable infilling may be considered appropriate.

The principal objectives will be to ensure that such proposals do not result in a cramped form of development or adversely affect the privacy or outlook of the adjoining properties.

- 5.40 Many applications are made to extend existing dwellings, and similar considerations apply. Badly designed and unsympathetic extensions can either singly or cumulatively alter the original character of a street and adversely affect the amenities of future and adjoining residents. Control is important where the extension of small family dwellings is proposed, in order that the stock of these dwellings is not unduly diminished, and to guard against environmental damage through over-development, particularly where terraced houses are involved. Special consideration will be given on new estates, many of which are likely to have been built at relatively high densities, and in the Residential Areas of Special Character.

Policy Ho 16

Where frontage plots or extensions to dwellings in the urban areas are proposed, the Borough Council will seek to minimise the effects on the character of the surrounding area and on adjoining properties by requiring:-

- (i) that consideration is given to the type, design and size of dwelling or extension proposed, in relation to the plot size and shape and to the relationship with existing properties; and**
- (ii) the appropriate design criteria as set out in Policies Ho 9 and Ho 15 are met in full.**

Amplification

- (1) Extensions should be properly integrated with the existing dwelling and should generally respect the character of adjoining properties, where appropriate. Particular attention should be paid to the size and location of windows, doors and to other architectural features, all of which should reflect that of the existing building. For both single and two-storey extensions, the Borough Council will normally require a pitched roof which respects the design of the existing roof in terms of angle of pitch and style. External materials should match those used on the existing building.*
- (2) Two storey side extensions to semi and small detached properties often cause problems, in terms of maintaining the character of the street, and the effects on adjoining houses. To avoid a terracing effect in such cases a minimum one metre gap between the extended building and the boundary of the curtilage will normally be required. In other cases, a gap appropriate to the plot size and the character of the surrounding area will normally be required.*
- (3) No side or rear extension will normally be permitted where the depth of garden remaining after the completion of the extension becomes too small for the size of dwelling. Adequate garden space will be assessed separately from areas required for car parking provision. Any major trees should be retained, where possible.*

- (4) *The privacy and outlook of adjoining properties must be safeguarded, and great care should be taken with regard to the siting of windows (and balconies). Windows should not overlook adjoining properties, but if these are located within flank walls obscured glazing should be used. Daylighting should be maintained to adjoining properties and extensions should be so arranged that sufficient daylighting is available for the purposes for which they are designed. In relation to the depth of a rear addition, it should, as a general rule, not extend beyond a line drawn at 45° from the face of an existing adjoining building, measured from a point at the centre of the lowest window nearest the proposed new addition.*
- (5) *Except where a proposal for an additional separate dwelling would be acceptable on a site, proposals for "granny flat" extensions that are in effect new dwellings or designed to achieve the eventual sub-division of the building, thereby creating an additional dwelling, will not normally be permitted. Such extensions should, therefore, be fully integrated with the existing dwelling and capable of future use as additional living rooms or bedrooms.*
- (6) *Supplementary planning guidance (SPG) on Householder Extensions and Alterations has been produced.*

Curtilage Buildings including Stables and Loose Boxes

- 5.41 Curtilage buildings including stables and loose boxes are permitted in residential curtilages without the need for a planning application, if certain criteria are met. Where the criteria are not met this Policy will apply and the principal will be to ensure good neighbourliness and avoid obtrusive development. While the majority of horses are grazed and stabled in the countryside, some are stabled in domestic gardens, particularly where these are close to the countryside and the bridleway network. Problems can arise when there is insufficient garden land available to exercise a horse, and the access to be used by the horse before and after exercise elsewhere and for the provision of feedstuffs and the removal of manure is close to adjoining houses. Noise and smell generally can disturb the occupants of the nearest dwellings.

Policy Ho 17

Proposals for the erection of ancillary buildings including stables and loose boxes within the curtilage of dwellings in the urban areas will normally be permitted only where such development would not result in any detriment to the amenities enjoyed by the occupants of any adjoining residential property, or detract from the character and appearance of the area.

Amplification

- (1) *The Borough Council would need to be satisfied as to the availability of associated land to be used for exercise and grazing in connection with proposals for stables and loose boxes, and the means of access thereto, and*

will have regard to the Code of Practice for owners and riders "Horse Riding" produced by the Countryside Agency. (See also Policy Co 7).

Conversions

- 5.42 A small yet important amount of new housing is provided each year through the conversion of existing dwellings. It is recognised that in appropriate locations the conversion of suitable properties can provide a lower priced and an additional supply of smaller units of accommodation. Often such units make better use of the existing housing stock, particularly where under occupation exists. In addition, the improvements and maintenance associated with the actual conversion itself can assist in prolonging the life of the houses concerned. Proposals which result in the creation of additional dwellings through change of use of non-residential buildings will normally be encouraged where this would not conflict with other policies of this Plan.

Policy Ho 18

Proposals for the conversion of a dwelling to two or more dwellings in the urban areas will normally be permitted where all the following requirements are met:-

- (i) the proposed dwellings are self-contained and have a satisfactory internal layout;**
- (ii) the arrangement of proposed dwellings minimises any impact on adjoining properties;**
- (iii) each of the proposed dwellings has access to a garden/amenity area incorporating an area for the storage of refuse and the drying of clothes;**
- (iv) the dwelling to be converted is not a small family dwelling;**
- (v) the proposed dwellings do not unreasonably affect the character of the surrounding area and that of the building itself; and**
- (vi) parking provision and access is made to the currently adopted standards.**

In defining the overall character of an area and the effect a proposed conversion would have, it is necessary to consider the type and size of house, the size of the curtilage, the number of existing converted houses within the street, and the implications of traffic generation and the possible increase in activity and car parking.

Similar considerations will apply in the case of the conversion of non-residential buildings.

Amplification

- (1) *The internal arrangements of rooms should provide a satisfactory level of privacy, both visually and in terms of noise for the new dwellings and for any***

adjoining dwellings. Noisy areas such as shared staircases, landings, etc. should be isolated and, generally, living areas should not be directly above or below or adjoining bedrooms in other new dwellings or any adjoining dwellings. The outlook for habitable rooms should be as pleasant as the site allows.

- (2) It is also important to preserve the privacy of adjoining properties and to avoid overlooking by the creation of new window openings, external stairs or the incorporation of a terrace or balcony, each of which will require careful siting.*
- (3) Each new dwelling should be provided with garden or amenity area which may be personal to that dwelling, or shared with other residents. This area must, however, be separate from any car parking provision and should incorporate an area for the drying of clothes. For the purposes of refuse disposal there should be a properly screened enclosure, preferably sited behind the building line.*
- (4) Small family dwellings will not normally be suitable for conversion because of difficulties with internal arrangements and the likely affect on the character of the surrounding residential area. The Borough Council is also anxious to maintain its stock of small family dwellings.*
- (5) Car parking standards are as set out in Appendix 3. Where front garden areas are used to make car parking provision, a degree of planting and walling will be required to minimise the visual impact on the street scene. In cases where provision is made behind the building line, the area should not be a source of disturbance to adjoining properties or to the newly created dwellings, and priority should be given to clothes drying, play facilities, dustbin enclosures and for the retention of trees.*

Bedsitters and Hostels

- 5.43 Properly managed houses in multiple occupation (HMOs) and hostel accommodation with adequate amenities can provide immediate access housing for single young people and other small households. The former normally involves the use of a house as bed-sitters with shared kitchen and/or bathroom and toilet facilities. The latter may be provided by employers or other organisations. There are around 600 HMOs in the Borough concentrated in the older parts of Redhill and Reigate (2005).
- 5.44 However, this type of provision often causes planning problems due to the change in the character of the dwelling resulting from the intensity of occupation which can spill over and affect the locality, and due to the standards provided internally for residents. The latter is more a matter for housing legislation and the enforcement of standards in existing HMOs currently has a high priority, both in terms of safety and the provision of adequate amenities. Multiple occupation is not appropriate where the households concerned are families with children.
- 5.45 The number of HMOs appears to be increasing due to changes in economic circumstances and an increase in the number of shared houses. While the Borough Council does not wish to encourage conversions that are not self-contained, it does

recognise their value to small households because of the lower costs involved, and that not all property is suitable for full conversion. HMOs and hostels may therefore be permitted in certain circumstances.

Policy Ho 19

The Borough Council will only permit the change of use of houses in the urban areas to multiple occupation as bedsitters or hostels if adequate standards of accommodation can be met and there will be no significant adverse impact on adjacent properties or on the neighbourhood generally.

Amplification

- (1) *For hostels where a significant degree of care and maintenance is provided for the occupants see Policies Ho 21 and Ho 22.*

Sheltered accommodation for the elderly

- 5.46 The private sector in particular has actively pursued the development of such schemes, giving significant gains in terms of number of units on sites, and in some cases existing houses, often under-occupied, are being released as a result. The Borough Council will support proposals for sheltered housing schemes if they meet certain criteria and conditions.

Policy Ho 20

New dwellings designed for the elderly will be encouraged in the urban areas if:-

- (i) **they are suitably located, including good access to public transport and other facilities, and where they will not detract from the character and amenities of the surrounding area; and**
- (ii) **the appropriate design criteria as set out in Policies Ho 9 and Ho 13 are met in full.**

In considering whether a particular site is suitable, regard will also be had to the size of the proposal, and the nature of the neighbouring properties.

Amplification

- (1) *Sites should be reasonably level, and access to roads and public transport and to the usual amenities like shops, post offices, churches and places of entertainment should be easy and distances short. Sites suffering from noise, particularly from traffic should be avoided. Safe access for the parking of cars, ambulances and space for parking, turning and delivery will be required.*

- (2) *The principles of good neighbourliness and the needs of the occupants should go hand in hand with the concessions on normal density, on-site parking and outdoor space standards for this type of development. New development should not, for example, be too deep to be a good neighbour to adjoining property, alien in design, or too dominant in the street scene. An interesting aspect is important (backland sites should be avoided) and stores, drying areas and adequate garden areas, etc. provided.*

New Nursing Homes and Other Similar Institutions

- 5.47 Use Class C2 covers all residential institutions, including nursing homes and the like, hospitals, residential schools/colleges and training centres. In the case of the former a significant degree of care and maintenance is provided to the occupants. The Use Classes Order defines care as including care by reason of old age, disablement, alcohol, drugs and mental disorders.
- 5.48 There is evidence of demand for new purpose built facilities such as nursing homes, sometimes combined with sheltered accommodation, in addition to the more traditional use of larger houses no longer retained as single family dwellings. The planning implications are somewhat different. The impact in terms of size, design and layout and intensity of use is likely to be greater than with a conversion, particularly in a low density area. Those receiving care also require all their needs to be supplied on site rather than travelling out for some of them. Applications will therefore be considered on their merits, subject to certain criteria and conditions.

Policy Ho 21

Proposals for purpose built nursing homes and other similar institutional accommodation in the urban areas will normally be permitted only if the Borough Council is satisfied that:-

- (i) the development will not detract from the character and amenities of the surrounding area;**
- (ii) the site is suitably located in relation to access to the secondary road network, public transport and other facilities; and**
- (iii) the appropriate design criteria as set out in Policies Ho 9 and Ho 13 are met in full.**

In considering whether a particular site is suitable, regard will also be had to the size of the proposal, and the nature of the neighbouring properties.

Extensions will normally be subject to the general principles of Policy Ho 16.

Amplification

- (1) *Some new uses within this category will have less impact on adjacent properties and on the neighbourhood generally than others and this will be taken into account in considering each proposal.*
- (2) *The principles of good neighbourliness and the needs of the occupants should go hand in hand with the concessions on normal density, on-site parking and outdoor space standards for this type of development. New development should not, for example, be too deep to be a good neighbour to adjoining property, alien in design, or too dominant in the street scene. An interesting aspect is important (backland sites should be avoided) and stores, drying areas and adequate garden areas, etc. provided. Safe access for the parking of cars, ambulances and space for parking, turning and delivery will be required.*

Conversion to Homes or Flats for the Elderly or to Nursing Homes and other similar Institutions

- 5.49 These have traditionally been converted from large houses, often in large grounds, no longer suitable for single family occupation. Such houses may be in the urban areas, or in the countryside (see Policy Ho 26). In view of the continuing need to make provision and the encouragement given to the private sector to provide additional accommodation, proposals will continue to be considered on their individual merits, particularly in those locations where there are a number of such homes already in existence, subject to certain criteria and conditions.

Policy Ho 22

The conversion of large houses or redundant non-residential institutions in the urban areas into homes or flats for the elderly or to nursing homes and other similar institutions, will normally be permitted in suitable locations if they will not detract from the character and amenities of the surrounding area.

In considering whether a particular site is suitable, regard will also be had to the size of the proposal and the nature of the neighbouring properties.

Extensions will normally be subject to the general principles of Policy Ho 16.

Amplification

- (1) *For the purposes of this policy large houses suitable for conversion are those which by reason of the size of their accommodation and grounds, age, condition, or location, are no longer suitable for single family occupation. Non-residential institutions are as defined in class D1 of the Use Classes Order, and other similar institutions covers all class C2 uses defined in that Order (see Glossary).*

- (2) *The planning requirements are similar to those for new sheltered accommodation, although the locational requirements for nursing homes need not be so strict, as residents are unlikely to make regular visits to the local shops, community and recreational facilities. However, accessibility for visitors, staff, ambulances, etc., must be taken into account.*
- (3) *Sites should be reasonably level, and access to roads and public transport and to the usual amenities like shops, post offices, churches and places of entertainment should be easy and distances short. Sites suffering from noise, particularly from traffic, should be avoided. Safe access for the parking of cars, ambulances and space for parking, turning and delivery will be required.*

HOUSING OUTSIDE URBAN AREAS

Agricultural and Service Dwellings

- 5.50 There is a strict presumption against all but essential new development in the countryside. The Borough Council considers that a need for new agricultural dwellings in the Borough will only arise in exceptional circumstances because of the contraction of farming activities, the proximity of existing settlements and the use of contract labour. Proposals for service accommodation in association with existing large houses, or other establishments, will be considered on their merits, subject to a strong presumption against such development, unless there is a proven long term need which cannot be met in a nearby settlement.

Policy Ho 23

There will be a strong presumption against new dwellings outside the urban areas. In those exceptional circumstances where dwellings for agricultural workers or for other essential staff are justified to the satisfaction of the Borough Council, appropriate controls over occupancy will be imposed and the appropriate design criteria, as set out in Policy Ho 9, should be met in full. Normally, such accommodation should be located within an appropriate existing building.

Amplification

- (1) When considering proposals for new agricultural worker's dwellings it will be necessary in all cases to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. Unless this is proven the Borough Council will expect such a worker to be housed in a nearby settlement. In cases where the above test is not conclusive, it may be appropriate also to apply a financial test to provide further evidence of the genuineness of stated intentions to engage in farming or forestry or the size of dwellings which the unit can sustain*
- (2) In the case of permission being granted a condition would be imposed limiting the occupation of the dwelling to a person solely or mainly working or last working, in the locality in agriculture or in forestry, or a widow or widower of such a person, and to any resident dependents.*
- (3) It will not be appropriate to remove such a condition unless it is shown to have outlived its usefulness and the long-term need for dwellings for agricultural workers, both on the particular farm and in the locality, no longer warrants reserving the dwelling for that purpose.*

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- (4) *A condition tying the occupancy of service accommodation to another building is not satisfactory, and a legal agreement to ensure that the accommodation remains ancillary to the main building would be required.*
- (5) *Where it is proved to the satisfaction of the Borough Council that an agricultural worker's dwelling is necessary on a holding, the conversion of an existing building should be considered first. If this is not practicable, then the Borough Council will normally insist that the siting and design of any new dwelling is closely related to the existing buildings on the holding and is not conspicuous in the landscape. Special care will be necessary within the Surrey Hills Area of Outstanding Natural Beauty and in the adjoining Areas of Great Landscape Value (see Policy Pc 1). Caravans or mobile homes will not normally be permitted on a permanent basis.*
- (6) *Similar considerations apply to the provision of service accommodation. However, as it does not relate to the use of the land in the same way as an agricultural worker's dwelling, such accommodation should normally be integral with the main building so as to prevent its separate occupation.*

Replacement of Dwellings and Extensions to Dwellings

- 5.51 **Introduction:** For the first time Planning Policy Guidance Note 2 (PPG 2): Green Belts (1995) acknowledged that extensions to or replacement of dwellings in the Green Belt need not be inappropriate development but it is for development plans to make clear the approach local planning authorities will take, including the circumstances (if any) under which replacement dwellings are acceptable. Extensions are not inappropriate if they do not result in disproportionate additions over and above the size of the original dwelling, which for the purposes of the policy for extensions to dwellings is taken to be that existing on 19 December 1968 or as built if after that date.
- 5.52 The Borough Council has sought to control the scale of extensions to dwellings in the countryside and the size and siting of replacement dwellings through a policy first adopted in 1968. It is intended to continue this approach in the interests of protecting the open character of the countryside within the Green Belt and the Rural Surrounds of Horley. This will also help maintain the range of dwelling sizes which cater for the varying requirements of different groups in what is largely a fixed dwelling stock.
- 5.53 To ensure that this approach is not undermined through successive additions to the original dwelling, if a dwelling has been extended since 1968 a proposal for a further extension will be judged together with any previous extensions after 1968. This may have the consequence that even small extensions could fail to satisfy this policy.

Replacement of Dwellings

- 5.54 **Purpose:** To protect the open character of the Green Belt and the Rural Surrounds of Horley from inappropriate and harmful development and to provide criteria against which proposals can be consistently assessed.

Policy Ho 24

Proposals for the replacement of dwellings outside the urban areas will be permitted if the existing building is a bona fide dwelling house, and it would not:-

- (i) **result in a materially larger dwelling than the one it replaces,**
- (ii) **be situated in a position other than on or close to the position of that which it replaces unless siting elsewhere in the curtilage would result in an improvement to the appearance of the countryside,**
- (iii) **appear more obtrusive in the landscape or otherwise detract from the character of the area**

Amplification

- (1) *In assessing whether a replacement dwelling is materially larger than the dwelling it replaces, account will be taken of the relative increase in floorspace and volume together with the form, bulk and height of the proposal in comparison to the existing dwelling.*
- (2) *Replacement dwellings will be expected to be sited on or close to the position of the dwelling it replaces. An alternative siting within the curtilage of the original dwelling may be acceptable if it would result in an improvement to the appearance of the countryside. The siting of a replacement dwelling beyond the existing curtilage will not be acceptable.*
- (3) *Proposals will need to have regard to the advice contained within the Council's Supplementary Planning Guidance (SPG) on Local Distinctiveness and the Horley Design Guide Supplementary Planning Document (SPD).*
- (4) *It may be necessary to remove by condition permitted development rights to extend replacement dwellings to restrict further building in the countryside.*

Extensions to Dwellings

- 5.55 **Purpose:** To protect the open character of the Green Belt and Rural Surrounds of Horley from singly or cumulatively inappropriate and harmful extensions and to provide criteria against which proposals can be assessed.

Policy Ho 24A

Proposals for the extension of dwellings outside the urban area will be

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permitted if the existing building is a bona fide dwelling, and it would not:-

- (i) result in accommodation readily capable of conversion into more than one dwelling;
- (ii) result in a disproportionate addition over and above the original dwelling ;
- (iii) detract from the appearance and character of the existing dwelling or the character of the area

Proposals should also meet the appropriate design criteria as set out in Policy Ho 9 and Ho 16.

Amplification

- (1) *The assessment of whether an extension is a disproportionate addition over and above the original building will be based upon the form bulk and height of the proposal in comparison to the original dwelling. For the purposes of this policy the “original dwelling” is taken to mean the dwelling existing on 19 December 1968 or as built if after that date. Proportionate additions will be appropriate development in the Green Belt but their acceptability will be judged against their impact upon the openness of the Green Belt. (See Policy Co 1).*
- (2) *Extensions are often required to meet comparatively transient needs, and the resulting additional building in the countryside remains long after those personal circumstances have ceased to exist. Those who contemplate buying a house in the countryside should carefully consider their foreseeable future accommodation requirements before doing so, in order to avoid the need for a subsequent extension for which planning permission may not be granted.*
- (3) *Proposals for garages and outbuildings, within 5 metres of the main dwelling house, will be assessed against this Policy.*
- (4) *Supplementary Planning Guidance (SPG) on Householder Extensions & Alterations has been produced.*

Curtilage Buildings including Stables and Loose Boxes

5.56 Policy Ho 25 deleted (2005) following Inspector’s recommendation.

Conversion of Large Dwellings

5.57 The Borough Council may permit a sub-division or other residential use of larger than normal residential buildings in the countryside to secure their continued beneficial use, subject to certain criteria

Policy Ho 26

Outside the urban areas, where a residential property is no longer suitable for occupation by a single family, or is otherwise surplus, the Borough Council will normally permit an appropriate alternative residential use of such a building, provided that the character of the property is maintained and the proposal does not result in a demand for extensions and additional buildings or in an intensification of activity inappropriate to the property or its location.

Amplification

- (1) For the purposes of this policy large houses suitable for conversion are those which by reason of the size of their accommodation and grounds, age, condition, or location, are no longer suitable for single family occupation. It will apply to residential properties currently in that use or where another use has taken place and has now ceased, e.g. a school or nursing home.*
- (2) Appropriate residential uses may include conversion into a number of separate units or into accommodation for certain types of non-private households, for example, homes for the elderly or private nursing establishments. Where permission is granted the aim will be to ensure the retention of the character of the house and grounds as a whole.*
- (3) Any conversion should not normally involve extensions to facilitate additional accommodation, either initially or subsequently, or include existing ancillary buildings which can be used for garaging, or ancillary domestic uses.*
- (4) Extensions, rebuilding and/or additional buildings will need to be justified by very special circumstances under Policy Co1. It should be noted that the existence of a large house converted into flats is not a valid reason for the replacement of the building by an equivalent number of houses or flats at a later date.*



EMPLOYMENT

EMPLOYMENT - GENERAL

General Approach

- 6.1 In order to manage the pressures for development operating in this Borough and, at the same time, to ensure that a range of differing employment opportunities are provided and maintained, land and sites are identified for specified types of employment in this Local Plan. In this respect the Borough Council will normally require development for business use to be located within town centres. The industrial estates (referred to as Employment Areas throughout this Local Plan) are reserved for industrial, and storage and distribution uses.
- 6.2 These identified sites have potential for a significant number of additional jobs. By making such provision the Borough Council considers it reasonable to resist new employment development in the remaining areas, to conserve scarce urban land resources for a range of competing uses, to minimise the overheating of the local economy and to protect the level of amenity currently enjoyed by the Borough's residents.

Policy Em 1

Proposals for business, industrial, and storage and distribution uses will normally only be permitted within the Employment Policy Areas shown on the Proposals Map.

The Borough Council will normally require Class B1 business use to be located within Town Centre Business Areas, Town Centre Shopping Areas and Areas for Small Businesses, and Classes B1 B2 and B8, industrial, and storage and distribution uses, to be located within Employment Areas, all as shown on the Proposals Map.

Amplification

- (1) *Proposals for new business, industrial and storage and distribution use or redevelopment of existing business, industrial, and storage and distribution use will be directed to Employment Policy Areas where land is available and environmental and amenity considerations as set out in Policy Em 2 can be met. The Employment Policy Areas are the Town Centre Business Areas, Town Centre Shopping Areas, Areas for Small Businesses and the Employment Areas. This Policy is not relevant to retail development.*

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- (2) *Proposals which fully comply with Policies Em 10 and Co 3 may be permitted.*

Loss of Employment Land

- 6.3 **Introduction:** This policy replaces and extends part of 1994 Policy Em 8 in order to prevent the development of both mainstream industrial and commercial sites for potentially higher order uses such as residential,
- 6.4 **Purpose:** To maintain and renew the Surrey economy through the protection of the existing stock of suitably located industrial and commercial land.

Policy Em 1A

The loss of existing suitably located business, industrial, and storage and distribution uses within those areas defined for employment purposes in Policy Em1 will be resisted. The loss of existing suitably located business, industrial, and storage and distribution uses both within the urban areas and the Rural Surrounds of Horley, outside the areas defined for employment purposes will also be resisted.

Amplification

- (1) *Suitably located includes having good access to and from the principal road network, nearby labour supply and nearby support services.*
- (2) *Alternative business, industrial, and storage and distribution uses for a site would be considered first. Only when it can be demonstrated that a site is unsuitable for such uses will other uses, including residential, be acceptable.*
- (3) *Exceptions to this policy may arise where it can be clearly demonstrated that environmental, access or infrastructure problems currently give rise to unacceptable detriment to the amenity of the locality.*

Assessment and Regulation

- 6.5 Having first satisfied Policy Em 1, proposals for business, industrial, and storage and distribution uses will be assessed against criteria aimed at establishing the likely impact the development would have on both the environment of the area and on the operation of the principal land use policies which form the basis of this Local Plan.
- 6.6 In order to husband scarce land resources, it is essential to prevent too much development coming forward at any one time, particularly given the limited available labour supply and the inability of infrastructure, housing provision and other services to meet significant increases in demand. Therefore, proposals will be

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assessed against the level of commitments, including relets, available at that time. Even where a proposal involves a site within an Employment Policy Area, unless excepted by this policy, it cannot be construed that development will be permitted as of right.

- 6.7 Proposals will be separately assessed against the prevailing situation in the local labour and housing markets, the capacity of infrastructure and the effect on the environmental quality of the surrounding area.

Policy Em 2

In considering planning applications for business, industrial, and storage and distribution uses, the Borough Council will have regard to the labour and housing markets through the regular monitoring of trends and changes in conjunction with the County Council. Such proposals will normally only be permitted if:-

- (i) the proposal complies with Policy Em 1;**
- (ii) the Borough Council is satisfied that insufficient suitable land and premises, buildings under construction, or land with outstanding planning permission is available;**
- (iii) the existing or proposed infrastructure is adequate or the development will fund necessary improvements; and**
- (iv) the proposal complies with the housing, environmental and other policies of this Local Plan.**

Proposals for the redevelopment of outworn industrial, and storage and distribution uses within Employment Areas, or for existing firms wishing to extend or redevelop for their own occupation and within their own curtilage or on land immediately adjoining, and in compliance with all the relevant policies of this Local Plan, will be excepted from criteria (i) and (ii) above.

Amplification

- (1) The Borough Council will continue its monitoring of commercial commitments, namely office, industrial, high technology and storage and distribution floorspace. In considering new proposals for business, industrial, and storage and distribution uses, it will have regard to the availability of existing suitable land and premises, outstanding planning permissions and their rate of occupation and completion. Guidance from the County Council will be used to analyse local changes in the labour market and consequent demands on the housing market.*
- (2) Proposals for business use will not generally be permitted where they would result in loss of land or premises identified in the Local Plan for industrial*

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purposes giving rise to a shortage locally or where it can be shown that there is an over-supply of land or premises for offices shown by the amount of vacant office floorspace and outstanding planning permissions. They will also be resisted if proposals would place demand for additional labour in an area already suffering from labour shortages and place demands for housing which cannot be met, or lead to labour supply/demand mismatches. The cumulative impact of a number of Class B1 proposals will be assessed in considering individual Class B1 development proposals.

- (3) *All proposals will be assessed against environmental and amenity criteria and the Borough Council will normally require planning applications to include details of the following:-*
- (i) siting and scale of the proposed development;*
 - (ii) amount and distribution of floorspace to be provided;*
 - (iii) the likely effects on the existing infrastructure. If the proposed development would exceed existing infrastructure capacity, any necessary improvements will be funded by the developer. The transport network will be assessed in terms of additional vehicle movements, the possible creation of unacceptable local congestion and highway safety problems for pedestrians or other road users;*
 - (iv) means of access; and*
 - (v) layout of parking and servicing provision, including the number of spaces to be provided to the currently adopted standards. A condition may be imposed preventing industrial sites which have a lower standard of car parking provision changing to a business use requiring a higher standard, unless additional provision can be provided on-site so that on-street parking problems are prevented.*
- (4) *"Existing firms" means firms existing in Surrey at the time the Policy requires it to be implemented.*

Design and Layout

- 6.8 In order to maintain the character of the Borough and to meet normal development control criteria, proposals will be expected to meet high standards of design, layout and construction. Above all, proposals should not detract from the overall character of an area and should enhance that character wherever possible.

Policy Em 3

In order to maintain and enhance the natural and built environment of the Borough, all proposals for business, industrial, and storage and distribution use will normally be required to:-

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- (i) **make the best use of the physical characteristics of the site, views into and out of the site and aspect; existing trees, vegetation and other interesting features will be expected to be retained;**
- (ii) **be of a scale and form which would respect the general pattern of development in the area and avoid undue changes in building heights;**
- (iii) **be of a scale and form, where situated on the edge of the urban areas, as to achieve the appropriate transition to the countryside beyond;**
- (iv) **comprise a layout and design which does not unreasonably affect the amenities of adjoining properties;**
- (v) **be designed to a high standard incorporating elevational treatments, roofscape and building materials which complement the character of the area;**
- (vi) **be vertically sub-divided into separate units, each with individual entrances, where the building is designed as small suites of accommodation;**
- (vii) **incorporate facilities for the disabled;**
- (viii) **incorporate substantial landscaping proposals which should be considered at an early stage as an integral part of the overall design;**
- (ix) **provide open space for the enjoyment of employees as part of developments within Employment Areas;**
- (x) **provide satisfactory means for the storage and collection of refuse;**
- (xi) **where necessary, extraction equipment and plant should be fitted in as unobtrusive manner as possible;**
- (xii) **comply with the currently adopted standards for highway design, parking and servicing provision;**
- (xiii) **have regard to the Guidelines on Noise Control published by Surrey County Council and**
- (xiv) **take into account the requirements of energy conservation.**

Amplification

- (1) *The Borough Council will normally require applications to be supported by a thorough site survey assessing the quality and effect of the proposed development on existing features. The survey should include reference to levels, aspect, views into and out of the site, trees, hedges, shrubs and other landscaping features, and to neighbouring properties. These factors must be taken into account in formulating even preliminary layouts. Applicants will, where appropriate, be expected to undertake a comprehensive tree survey identifying the location, species and condition of all trees on the site. Trees not only form a natural feature which it is impossible to replace immediately, but also can be used to reduce the visual impact of new development.*

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Developers will be required to observe a strict code of tree protection during any construction period (see Policy Pc 4).

- (2) As a general rule, development should not normally exceed the height of other buildings in the surrounding area, in order to avoid overlooking, interference with established views, or having an adverse effect on the character of the area. In addition development should be set back at least 30 metres from any residential property.*
- (3) A characteristic of development in the Borough is that generally densities decrease towards the edge of the built-up areas and are screened from view from the surrounding countryside. It is considered that these features should be perpetuated as far as possible so as to safeguard the visual amenities of the countryside. Particular attention will be given to the retention and reinforcing of the natural screening in such locations.*
- (4) Landscaping means the treatment of land for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated, and includes screening by fences, walls or other means, planting of trees, hedges, shrubs or grass, formation of banks, terraces or other earthworks, and other amenity features. Plans of proposed additional landscaping will be required at the detailed planning application stage so as to assess the quality of the proposed built environment in its finished form. With the exception of town centre sites, at least 20% of the total site cover of developments of 2.0 hectares or more should be in the form of soft landscaping, including a grassed area for employees, large enough for informal games; and there should be landscaped strips, minimum 5 metres wide, to screen surrounding properties and to present a physical identity.*
- (5) Door widths, lifts doors and lift carriages themselves, should all be designed to accommodate the needs of the disabled and their helpers and for prams and pushchairs, including double-buggies. For practical guidance on access for the disabled see the Approved Document dealing with the requirements from PART M of Schedule I of the Building Regulations 1991.*
- (6) Traffic aspects will be evaluated in relation to any internal road layout meeting approved standards and the effect of the completed development on the existing highway network. Proposals will need to demonstrate that a satisfactory means of access can be provided to approved standards, without causing an increase in danger to road users and pedestrians, and without giving rise to undesirable visual impact upon the street scene, e.g. loss of important trees or hedges. The internal site layout will need to minimise noise and disturbance to neighbouring properties from traffic movements, by careful layout and screening, and in the choice of materials for hard surfaces. Poor design features, e.g. unsightly views of service areas and refuse facilities, large unrelieved parking areas, etc., should be avoided.*

EMPLOYMENT IN TOWN CENTRES

Town Centre Business Areas

- 6.9 Each of the principal town centres of the Borough, Redhill, Reigate and Horley, contain areas which are predominantly in business use and largely occupied by purpose-built office blocks. Within such areas, and dependent upon the circumstances of each site, proposals for redevelopment and extension will normally be acceptable in principle and will enable requirements for a stock of modern floorspace to be met.
- 6.10 Redhill is identified as the preferred location for major business development in the Borough and, accordingly, a number of sites have been identified for Integrated Mixed Use Schemes in this Local Plan. The outward expansion of town centre uses is constrained by railway embankments to the east and south and residential areas to the north and west, which the Borough Council is anxious to protect. In order to keep employment growth within acceptable bounds, therefore, major business development suitable for office accommodation will be restricted to the Town Centre Business and Shopping Areas.
- 6.11 Reigate and Horley town centres are identified as locations appropriate for small scale development. Because of its historic character, the major part of Reigate town centre lies within a Conservation Area, where opportunities for development are now limited.

Policy Em 4

Within Town Centre Business Areas, as shown on the Proposals Map, proposals for development, redevelopment, extension or change of use for Class B1 business use will normally be permitted if:-

- (i) the proposal complies with Policy Em 2;**
- (ii) the proposal complements the character of the area and would not have an adverse effect on the environment and amenities of the surrounding area;**
- (iii) as part of an Integrated Mixed Use Scheme, the proposal complies with Policy Em 7;**
- (v) the proposal would not conflict with other policies of this Local Plan; and**

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- (vi) **the appropriate design criteria as set out in Policy Em 3 are met in full.**

Within Reigate and Horley Town Centre Business Areas, as shown on the proposals Map, development will normally be required to be small scale, reflecting their character and status.

Amplification

- (1) *Class B1 business use proposals must demonstrate that they can blend with or complement the character of the Town Centre Business Area in terms of siting, visual appearance, scale, mass, height, form, architectural composition and building materials. Regard will be had to surrounding uses and special care taken in considering proposals in Conservation Areas or where historic buildings are affected.*
- (2) *All proposals will be assessed against environmental and amenity criteria. The Borough Council will need details of siting and the scale of the proposed development and the amount of floorspace to be provided, the effects on the existing infrastructure, details of access, parking and servicing provision.*
- (3) *Development for Class B1 business use will normally be permitted as part of an Integrated Mixed Use Scheme (see Policy Em 7).*
- (4) *In order to encourage a range of differing types and sizes of business accommodation and in particular to give assistance to existing firms and small new firms, developments in Reigate and Horley should comprise smaller suites of accommodation and preference will be given to such proposals. This will also be more in keeping with the character and status of the towns.*

Town Centre Shopping Areas

- 6.12 Within Town Centre Shopping Areas, that is the area comprising the primary and secondary shopping areas, planning policy is primarily aimed at retaining and promoting retail facilities and improvements to the shopping environment. However within these areas there already exists a significant amount of business use within both purpose-built and converted accommodation. Changes of use and redevelopment schemes which will make replacement or new provision for business use will normally be acceptable where there is no loss of existing and proposed retail floorspace or where the retail function will not be impaired.
- 6.13 In order to maintain a stock of small, mainly non-family, and rented housing accommodation centrally, the Borough Council will resist the loss of residential units from town centre locations and in Banstead Village. The loss of uses which contribute to the vitality and activity of town centres such as those of a community, recreation and leisure or entertainment nature will also be resisted.

Policy Em 5

Within Town Centre Shopping Areas, as shown on the Proposals Map, proposals for development, redevelopment, extension or change of use for business use will normally be permitted if:-

- (i) the proposal complies with Policy Em 2;**
- (ii) the proposal would not result in the loss of existing or proposed shopping floorspace, or adversely affect the operational requirements of either individual shops or the town centre as a whole;**
- (iii) the proposal would not result in the loss of existing or proposed residential, community, and recreation and leisure uses;**
- (iv) the proposal complements the character of the area and would not have an adverse effect on the environment and amenities of the surrounding area;**
- (v) as part of an Integrated Mixed Use Scheme, the proposal complies with Policy Em 7; and**
- (vi) the appropriate design criteria as set out in Policy Em 3 are met in full.**

Within Reigate and Horley town centres and Banstead Village, development will normally be required to be small scale reflecting their character and status.

Amplification

- (1) The loss of existing or proposed shopping floorspace to business use will be resisted by the Borough Council because of the likely adverse effects on the requirements of individual shops or the town centre as a whole, in line with Policies Sh 7 and Sh 8. Similarly, the loss of existing or proposed residential, community, recreation and leisure uses to business use will be resisted in line with Policies Ho 1, Re 1 and Cf 1.*
- (2) The character of each Town Centre Shopping Area will be taken into account in assessing business use proposals which must show that they can blend with or complement the existing area and the surrounding uses. Particular care will be taken in considering proposals in Conservation Areas or where historic buildings are affected.*
- (3) The Borough Council will require details of siting and the scale of the proposed development and the amount of floorspace to be provided, the effects on the existing infrastructure, details of access, parking and servicing provision to assess proposals for business use and their likely effect on the environment and amenities of the surrounding area.*
- (4) Within Town Centre Shopping Areas, Class B1 business use will normally form part of an Integrated Mixed Use Scheme (see Policy Em 7). In keeping*

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with their character and status, proposals for business use in Reigate and Horley town centres and Banstead Village should comprise smaller suites of accommodation to give assistance to existing firms and small new firms.

Areas for Small Businesses

- 6.14 The Borough Council recognises that there is a continuous demand for units of suitable accommodation for very small and start-up businesses. The provision of small suites of 300 sq.m. within purpose-built development is often still too large and too expensive. However, the Borough Council is anxious to protect the stock of rented and smaller units of residential accommodation which may be sought by small businesses if no alternative accommodation is available. It has therefore identified areas specifically for small businesses and it is considered that the preferred location for such uses should be on the fringe of town centres where certain types of property lend themselves to conversion for business use.
- 6.15 Increasingly the retailing activities within these fringe town centre locations are in decline, particularly where the support population has decreased in numbers or differing patterns of convenience shopping have reduced the demand for such outlets. These areas already contain a mix of specialist retail and business uses and it is therefore intended to give a presumption in favour of the provision of suitable accommodation for small businesses of a Class A1, A2, A3* or B1 use where these would not lead to a significant worsening of environmental and traffic conditions. The loss of some residential accommodation will need to be accepted to achieve the objectives of this policy; however, the Borough Council will continue to safeguard dwellings which have a satisfactory level of amenity. In addition, local convenience shops and community facilities will continue to be protected as serving the needs of the local population and to avoid unnecessary hardship to the less mobile members of the community.

Policy Em 6

Within Areas for Small Businesses, as shown on the Proposals Map, proposals for redevelopment, extension or change of use for retail Classes A1, A2 and A3* and/or business use will normally be permitted if:-

- (i) the proposal complies with Policy Em 2;**
- (ii) the proposal would not result in the loss of existing local convenience shopping or local community facilities;**

* The Use Classes Order 1987, as amended in 2005, divides the old Class A3 into new A3, A4 and A5 categories (see Glossary). References to Class A3 in this plan should be considered as also applying to the new categories and the policies interpreted accordingly.

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- (iii) the proposal would not result in the loss of any residential dwelling which is self-contained and/or possesses an acceptable level of amenity;**
- (iv) the proposal complements the character of the area and would not have an adverse effect on the environment and amenities of the surrounding area, particularly including local traffic conditions;**
- (v) as part of an Integrated Mixed use Scheme, the proposal complies with Policy Em 7;**
- (vi) the appropriate design criteria as set out in Policy Em 3 are met in full.**

Individual suites will normally be restricted to a maximum size of 150 sq.m. gross floorspace.

Amplification

- (1) Local convenience shops would include newsagents, grocers, chemists, bakers, butchers, greengrocers, sub-post offices and launderettes. The loss of such uses to proposed business uses will be resisted in line with Policy Sh 11. Proposals for Class A3* uses will be required to be for ground floor premises and meet the requirements of Policy Sh 12. The loss of local community facilities will also be resisted in line with Policy Cf 1.*
- (2) Policy Ho 1 will apply to any proposal resulting in the loss of a residential dwelling which is self-contained.*
- (3) All proposals will be examined with regard to their affect on the character of the area and must be able to show that they can blend with or complement this and not conflict with surrounding uses. Environmental and amenity criteria will be used to assess proposals in terms of siting and scale of the proposed development and amount of floorspace to be provided, the effects on the existing infrastructure, details of access, parking and servicing provision.*
- (4) Where proposals form part of an Integrated Mixed Use Scheme a significant degree of planning benefit will normally be required in compliance with Policy Em 7. Planning guidelines on each site are set out in the appropriate Inset Area chapter.*
- (5) To ensure that the accommodation is only suitable for small businesses a condition will normally be placed on planning permissions requiring a range of suite sizes and up to a floorspace maximum of 150 sq.m.*

* The Use Classes Order 1987, as amended in 2005, divides the old Class A3 into new A3, A4 and A5 categories (see Glossary). References to Class A3 in this plan should be considered as also applying to the new categories and the policies interpreted accordingly.

Integrated Mixed Use Schemes

- 6.16 Those areas of each town centre which are appropriate for redevelopment, or in some cases which the Borough Council wish to encourage for redevelopment, are identified on the Proposals Map for Integrated Mixed Use Schemes. Within these sites proposals for business use will normally be acceptable provided the overall scheme contains a mix of land uses and a significant degree of planning benefit.
- 6.17 The scale of development should reflect the role and character of the town centre or of the specific area of the town in which the site is located. Generally, Redhill is considered as the major town centre serving the Borough, with Reigate and Horley, appropriate only for smaller scale developments.

Policy Em 7

Proposals for business use forming part of an Integrated Mixed Use Scheme, as shown on the Proposals Map, will normally be permitted if:-

- (i) the proposal complies with Policy Em 2;**
- (ii) the proposal complements the character of the area and would not have an adverse effect on the environment or the amenities of the surrounding area;**
- (iii) the scheme provides a significant degree of planning benefit;**
- (iv) the proposal complies with the other policies of this Local Plan; and**
- (v) the appropriate design and layout policies of this Local Plan are met.**

Amplification

- (1) All integrated Mixed Use Schemes will be the subject of a development brief prepared by the Borough Council, or in conjunction with the applicants. Integrated Mixed Use Scheme sites are not required to be constructed by a single developer or within a single time period. However, the Borough Council must be satisfied that comprehensive consideration has been given to the development of the whole site or area and this conforms to the principles and policies of this Plan. Piecemeal development will normally be refused permission.*
- (2) All proposals will be examined with regard to their effect on the character of the area and must be able to show that they can blend with or complement this and not have an adverse effect on surrounding uses. Environmental and amenity criteria will be used to assess proposals in terms of the siting and scale of the proposed development and amount of floorspace to be provided,*

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the effects on the existing infrastructure, details of access, parking and servicing provision.

- (3) Planning benefits must be related to the site of the proposed development. Advice on the scale of benefits being proposed and their acceptability or otherwise to the Borough Council may be requested from the District Valuer and Valuation Officer or from an independent source. Any costs arising from this exercise will normally be expected to be met by the applicant. The agreed planning benefits related to any proposal will normally be negotiated by agreement between the applicant and the Borough Council. The planning benefits will normally require to be provided before completion and occupation of any business use.*
- (4) Planning benefits which may be acceptable to the Borough Council include the provision of housing, recreation and leisure and social facilities, environmental, parking and traffic management or highway improvements directly related to the development or use of land after development*

EMPLOYMENT IN EMPLOYMENT AREAS

General Approach

- 6.18 The planning strategy of this Local Plan seeks to retain the existing stock of suitable land and premises in use for industrial, and storage and distribution uses, in order to provide for a range of job opportunities for differing skill sectors within the Borough.
- 6.19 The principal Employment Areas within the Borough are located at Holmethorpe, Redhill, and at Salfords. The Borough Council is anxious to see Employment Areas functioning efficiently in terms of layout, traffic access and circulation, parking and the provision of modern accommodation. To this end it will give every encouragement to proposals for the redevelopment of outworn land and premises, and permit lesser car parking provision for Class B1 light industrial use.
- 6.20 The Borough Council would prefer proposals to include a range of smaller units, up to 500 sq.m. gross floorspace in order to make provision for existing firms and small new firms, the staffing of which are less likely to have an adverse affect on the local labour and housing markets.
- 6.21 The general restraint policies operating within Surrey and the character and amenity value of this Borough combine to make this an inappropriate location for major distribution developments, particularly as they require large buildings which demand a great deal of land and generate high levels of activity.
- 6.22 The Employment Area at Albert Road North, Reigate, is located within an older residential area and accessed from narrow, car-lined streets. The Borough Council will critically assess proposals for redevelopment and expansion and in certain cases may prefer redevelopment for residential use. To protect nearby residents any permission granted for employment use will be conditioned to limit working hours.

Policy Em 8

Within Employment Areas, as shown on the Proposals Map, proposals for redevelopment, extension or change of use for industrial, and storage and distribution use will normally only be permitted if: -

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- (i) the proposal complies with Policy Em 2;**
- (ii) the proposal complements the character of the area and would not have an adverse effect on the environment and amenities of the surrounding area;**
- (iii) the proposal does not include a regional distribution centre or a storage and distribution use in excess of 5,000 sq.m. gross floorspace; and**
- (iv) the appropriate design criteria as set out in Policy Em 3 are met in full.**

The Borough Council will normally be prepared to enter into a legal agreement for a lesser car parking provision for proposals for business use which are designed and constructed solely for Class B1light industrial use.

Within redevelopment schemes, preference will be given to proposals which make provision for the expansion needs of existing firms, small new firms, firms displaced by public works within the Borough, or firms which are currently located on inappropriate sites within the Borough, provided such firms are of an industrial or storage and distribution use. Redevelopment proposals permitted within the Employment Area at Albert Road North, Reigate, will be subject to a working hours restriction.

Amplification

- (1) Proposals for redevelopment, extension or change of use for industrial, and storage and distribution use, will need to complement the character of the area and not conflict with surrounding uses. Environmental and amenity criteria will be used to assess proposals in terms of the siting and scale of the proposed development and amount of floorspace to be provided, the effects on the existing infrastructure, details of access, parking and servicing provision.*
- (2) Where development is permitted to accommodate inappropriately sited firms located elsewhere in the Borough, the Borough Council will require an appropriate legal agreement which extinguishes the existing use of the former site and its replacement with a use which is compatible with the character of the surrounding area.*
- (3) Where development is designed and constructed solely for Class B1(c) light industrial use, the Borough Council will normally be prepared to enter into an agreement to allow car parking to be provided at a standard of 1 space per 30 sq.m. of gross floorspace.*
- (4) Working hours restrictions will be appropriate on any site adjacent to a residential area, for work to be carried out on the site (including collection and delivery of goods and materials) only between 0730 and 1800 hours*

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Mondays to Fridays and between 0730 and 1300 hours on Saturdays and not at all on Sundays and Public Holidays.

- (5) *Certain sites and pipelines are designated as notifiable installations because of the substances stored or used there. They are subject to stringent controls under existing Health and Safety legislation, but it is considered prudent to control the kinds of development permitted in the vicinity of these installations. For this reason the Borough Council has been advised by the Health and Safety Executive about consultation distances for each installation. In determining whether to grant consent in such circumstances, the Borough Council will take account of the advice it receives from the Executive about the risks to the proposed development from the notifiable installation. This applies to the existing and proposed employment areas at Balcombe Road, Horley.*

New Land for Industrial, and Storage and Distribution Uses

- 6.23 Adjoining one of the established Employment Areas there is land at Salfords Goods Yard which is suitable for development for industrial, and storage and distribution uses. Although the development of this land will assist in meeting the objective of providing a range of job opportunities within the Borough, another consideration in allocating the land has been to provide development funding to overcome access and traffic problems.
- 6.24 Other land adjoining the Gatwick Metro Centre at Horley contains a utility use and proposals for development are unlikely to be implemented in the short term. This natural phasing is to be welcomed and should allow for an adequate supply of industrial land to be maintained.

Policy Em 9

Land is reserved for primarily industrial, and storage and distribution uses within specific Employment Areas, as shown on the Proposals Map, and proposals for such uses will normally be permitted if they fully comply with Policies Em 2 and Em 8. Proposals for Class B1 business use will normally be resisted. Preference will be given to proposals which make provision for those types of firms set out in Policy Em 8.

The Borough Council will seek to ensure where appropriate that any development undertaken at Salfords Goods Yard will fund the new access road and consequential road improvements into the Employment Area.

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Amplification

- (1) *The development of land at Salfords Goods Yard will be required to take access onto Salbrook Road and the current access onto Southern Avenue closed. The site includes an existing rail served aggregate depot (out of use, 2005) and vacant land, and is also safeguarded under the provisions of Policy 28 of the Surrey Minerals Local Plan 1993. The County Council wishes to be consulted on any development proposals, as they are likely to have a direct bearing on its considerations of any expansion of the present depot.*
- (2) *Certain sites and pipelines are designated as notifiable installations because of the substances stored or used there. They are subject to stringent controls under existing Health and Safety legislation, but it is considered prudent to control the kinds of development permitted in the vicinity of these installations. For this reason the Borough Council has been advised by the Health and Safety Executive about consultation distances for each installation. In determining whether to grant consent in such circumstances, the Borough Council will take account of the advice it receives from the Executive about risks to the proposed development from the notifiable installation. This applies to the new land for industry, storage and distribution at Balcombe Road, Horley.*

EMPLOYMENT OUTSIDE EMPLOYMENT POLICY AREAS

General Approach

- 6.25 There are many firms throughout the Borough located on sites outside the identified Employment Policy Areas, including some sites within the countryside. Development proposed on these sites will be critically assessed according to the individual circumstances of the site, the type of business operated and its impact on the surrounding area. Where development is permitted, the Borough Council will normally seek improvements to the buildings and site to reduce any adverse effect on adjoining properties and to reflect the general character of the surrounding area. Within predominantly residential areas the Borough Council would generally prefer redevelopment of the site for residential use.
- 6.26 In conformity with Policy Em 1 , proposals for business, industrial, and storage and distribution uses on land or within buildings not currently used for employment purposes will be resisted. Within the countryside only proposals which fully comply with Policy Co 3 will be permitted.

Policy Em 10

On sites outside Employment Policy Areas, but within the urban areas, proposals for business, industrial, and storage and distribution uses, involving land and/or buildings not in such uses, will normally be resisted.

Proposals for redevelopment or extension of business, industrial, and storage and distribution uses or changes between such uses will only be permitted if:-

- (i) the proposal complies with Policy Em 2;**
- (ii) the proposal complements the character of the area and would not have an adverse effect on the environment and amenities of the surrounding area:**
- (iii) no individual unit exceeds 300 sq.m. gross floorspace, unless for an existing firm wishing to extend or redevelop within its own curtilage, or on land immediately adjoining, for its own occupation;**
- (iv) the proposal does not result in the loss of existing or proposed**

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- residential, recreation and leisure, shopping or community uses or urban open land; and
- (v) the appropriate design criteria as set out in Policy Em 3 are met in full.

Outside the urban areas, proposals for business, industrial, and storage and distribution uses will not normally be permitted unless they are in strict compliance with Policy Co 3. Any other development will need to be justified by very special circumstances under Policy Co 1.

Amplification

- (1) *All proposals will be examined with regard to their effect on the character of the area and must be able to show that they can complement this and will not have an adverse affect on surrounding uses. Environmental and amenity criteria will be used to assess proposals in terms of the siting and scale of the proposed development and amount of floorspace to be provided, the effects on the existing infrastructure, details of access, parking and servicing provision.*
- (2) *For the purposes of criterion (iii) the term "individual unit" means a structurally separate building of not more than 300 sq. m. gross floorspace. In those circumstances where development is primarily allowed for the expansion needs of an existing firm, the Borough Council will normally impose a condition restricting the first occupation to that firm.*

AIRPORT RELATED ACTIVITIES

Gatwick Airport

- 6.27 The established strategy in successive Structure Plans is that airports should “consume their own smoke”. Additionally, developments must be acceptable on environmental grounds and there is a presumption against major warehousing development.
- 6.28 Whereas airport related activities exist quite satisfactorily in Employment Areas, mainly in the southern part of the Borough, the Borough Council is concerned to restrict airport-related car parks because of the environmental nuisance and traffic generation problems associated with such uses, particularly within countryside settings. The Borough Council therefore supports the West Sussex Authorities' Gatwick Airport Long Term Car Parking Strategy which aims at ensuring that all car parking demand is met on the airport itself or on authorised sites.

Policy Em 11

Proposals for airport-related development, including car parking, will normally be expected to be located within the confines of Gatwick Airport. Proposals which are not of a type to be located at the airport will only be permitted if:-

- (i) the proposal complies with Policies Em 1 and Em 2;**
- (ii) the proposal complements the character of the area and would not have an adverse effect on the environment and amenities of the surrounding area;**
- (iii) the proposal does not include a regional distribution centre or storage and distribution use in excess of 5,000 sq.m. gross floorspace;**
- (iv) the proposal complies with other policies of this Local Plan; and**
- (v) the appropriate design criteria as set out in Policy Em 3 are met in full.**

Amplification

- (1) Airport-related development includes passenger and cargo terminals, maintenance facilities, oil storage depots, storage and distribution buildings,*

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administrative offices, car parking and catering facilities, although this list is not exhaustive.

- (2) Long-term on and off-airport car parking provision associated with Gatwick Airport is monitored annually by the local authorities, including this Council and the car park operators as part of the Strategy. This will continue and the Borough Council will seek to ensure that if any shortfall in supply is identified, provision of additional space will be made on the airport.*
- (3) An Article 4 Direction has been in effect for some time for the areas around Gatwick Airport to prevent the setting up of temporary car parks.*
- (4) Regional distribution centres or storage and distribution uses in excess of 5,000 sq.m. gross floorspace are considered inappropriate in relation to Gatwick Airport by their nature in needing large buildings for storage and distribution which demand a great deal of land and are generators of high levels of activity.*

Redhill Aerodrome

- 6.29 Although the major part of Redhill Aerodrome is situated in Tandridge, part of the airfield lies within the Borough and the whole site is within the Metropolitan Green Belt. As such, any intensification of commercial activity would be contrary to Green Belt policies. In addition, the airfield is close to the populated areas south of Redhill and any intensification of use is likely to create disturbance and nuisance. The Borough Council does not consider that any major development is necessary for the aerodrome to fulfil its relatively limited role.

Policy Em 12

The Borough Council will normally resist any development at Redhill Aerodrome, as shown on the Proposals Map, which is likely to result in the intensification of its use for flying and related activities. Other proposals will be assessed against the Green Belt and appropriate design and layout policies of this Local Plan.

Amplification

- (1) The Future of Air Transport White Paper 2003 did not allocate Redhill Aerodrome for any business aviation role and the Borough Council does not consider it necessary to have a hard runway for its general aviation role.*
- (2) Any development will need to be justified by very special circumstances under Policy Co 1.*



SHOPPING

SHOPPING - GENERAL

General Approach

- 7.1 Shopping provision has improved markedly within the Borough from a previously very poor level of provision, and is continuing to do so despite a downturn in market conditions. The rapid expansion of the retail industry during the mid to late 1980s brought an increased demand for shopping floorspace, both within the established town centres and out-of-town and a number of developments have taken place.
- 7.2 The Belfry scheme in Redhill town centre, completed in 1993, provides a major indoor shopping facility of some 22,800 sq.m. gross retail floorspace, and brought much needed comparison shopping and multiple stores into the Borough. Food shopping in particular is now well served throughout the Borough, with new or extended supermarkets in Reigate, Redhill and Horley town centres and Banstead Village. A superstore at Burgh Heath, near Banstead, together with another at Hookwood, near Horley, provide the Borough with amongst the best coverage of out-of-town convenience shopping in Surrey.
- 7.3 The Borough's local shopping centres have remained relatively buoyant, providing basic convenience goods essential to less mobile sectors of the community and often invaluable for top-up purchase for those whose bulk shopping is done elsewhere.
- 7.4 Given the high level of investment already undertaken within the Borough's established centres and continuing programmes of environmental improvements, including the creation of pedestrian priority areas, it is the Borough Council's intention that established town centres and local centres should continue to be the main focus for shopping provision and that their respective roles should be protected and enhanced wherever possible.

Policy Sh 1

The Borough Council will seek to improve shopping provision within Town Centre Shopping Areas and in Local Shopping Centres.

In Town Centre Shopping Areas and Local Shopping Centres, as shown on the Proposals Map, and in small parades, the Borough Council will also encourage environmental improvements including the improvement of public parking facilities and the reduction of conflict between pedestrians and vehicles.

Proposals which result in the loss of existing or proposed retail floorspace will normally be resisted.

Amplification

- (1) Where requested by the Borough Council, proposals for new retail floorspace should be supported by evidence demonstrating the impact on the remainder of the centre.*
- (2) Preference will be given to schemes which meet identified deficiencies and which contribute to the enhancement of the shopping environment. A number of the centres suffer from parking difficulties or lack of parking and have become hazardous to traffic and pedestrians. Park and Ride schemes may also be an appropriate way to provide parking. Amenity features and/or public facilities are also lacking in some of the local centres, and the shopping environment could be greatly improved by provision of additional landscaping, seating, public toilets and facilities for mothers with young children. Public funding for such works may well be limited and although works will be undertaken as and when resources permit, encouragement will be given to development related improvements where appropriate.*
- (3) Environmental improvement schemes will normally be the subject of development briefs prepared by the Borough Council or in conjunction with the applicants. The Borough Council will normally consult with local organisations on the type and nature of improvements to be undertaken.*
- (4) The loss of existing or proposed retail floorspace will only be permitted when adequate alternative shopping provision is available within the locality and the existing floorspace does not contribute to satisfying the shopping needs of the Borough. The aim will be to retain a range of retail provision including retail warehousing and garden centres.*

Design and Layout

- 7.5 Historically the Borough's principal shopping centres have been characterised by buildings of a domestic scale, often narrow fronted and with a variety of eaves heights combining to promote a vertical emphasis within the street scene. This is still the situation within Reigate town centre, Banstead Village and parts of Horley and Redhill town centres. The retention and enhancement of existing character is a continuous theme throughout this Local Plan and proposals will be required to conform to the overall pattern and form of development in each of the centres concerned.
- 7.6 Given that the whole of Reigate Town Centre Shopping Area lies within a Conservation Area, the Borough Council will require a sensitive approach to design, incorporating, where applicable, the use of traditional building forms and materials.
- 7.7 In other areas which do not exhibit a traditional or historic character, a more modern approach may well be acceptable. Nevertheless, the Borough Council will require developments to contribute to an improvement in the visual quality of the shopping centre.

- 7.8 To assist in improving the attractiveness of shopping areas in line with overall environmental improvements being made to town centres, it is considered that a more rigorous design approach to shop fronts and advertisements is required. The appropriate treatment will depend on the individual scale and character of the building, and its relationship to other buildings in the street. Particular care will be necessary where historic buildings are concerned and where the building is in a Conservation Area.

Policy Sh 2

In order to maintain and enhance the natural and built environment of the Borough, all proposals for retail development will normally be required to:

- (i) make the best use of the physical characteristics of the site, views into and out of the site and aspect; existing trees, vegetation and other interesting features will be expected to be retained;**
- (ii) be of the scale and form which would respect the general pattern of development in the area and avoid undue change in building heights;**
- (iii) comprise a layout and design which does not adversely affect the amenities of adjoining properties;**
- (iv) integrate, where appropriate, with other shopping elements within the town centre or local centre to facilitate ease of pedestrian movements and enhance shopping activities;**
- (v) be designed to a high standard incorporating elevational treatments, roofscape and building materials which complement the character of the area;**
- (vi) include, where appropriate, shop fronts and advertisements (illuminated or not) which are designed to respect the entire elevation of the building of which they form part and to be complementary to the street scene in general;**
- (vii) incorporate additional hard and/or soft landscaping, where appropriate, which should be considered at an early stage as an integral part of the overall design;**
- (viii) incorporate facilities for the disabled and for the easy movement of perambulators, pushchairs and wheelchairs;**
- (ix) provide satisfactory means for the storage and collection of refuse and litter, where appropriate, especially in the case of hot food take-away shops;**
- (x) where necessary fume extraction equipment should be fitted in as unobtrusive a manner as possible;**
- (xi) comply with the currently adopted standards for highway design, parking and servicing provision; and**
- (xii) take into account the requirements of energy conservation.**

Amplification

- (1) The Borough Council will normally require applications to be supported by a thorough site survey assessing the quality and effect of the proposed development on existing features. The survey should include reference to levels, aspect, views into and out of the site, trees, hedges, shrubs and other landscaping features, and to neighbouring properties. These factors must be taken into account in formulating even preliminary layouts.*
- (2) Applicants will, where appropriate, be expected to undertake a comprehensive tree survey identifying the location, species and condition of all trees on the site. Trees not only form a natural feature which it is impossible to replace immediately, but also can be used to reduce the visual impact of new development. Developers will be required to observe a strict code of tree protection during the construction period (see Policy Pc 4).*
- (3) As a general rule, development should not normally exceed the height of other buildings in the surrounding area, in order to avoid overlooking, interference with established views, or having an adverse affect on the character of the area. Where larger retail buildings or complexes are appropriate, the Borough Council will have particular regard to integration with the surrounding area.*
- (4) To avoid an adverse affect on adjoining properties particular care will need to be taken over the siting of accesses, and unloading and parking areas. Other considerations will include the amelioration of noise, including that from plant, glare from floodlighting and advertisements and noise and disturbance emanating from activity focal points.*
- (5) Proposals should incorporate adequate facilities for pedestrians and existing or enhanced provision through developments and linking activities outside the development should be made wherever possible.*
- (6) Development proposed in the Conservation Areas, including Reigate, Merstham and Walton-on-the-Hill, will require particularly sensitive treatment and regard must be given to the use of traditional building forms and use of traditional finishing materials.*
- (7) Shopfront design and advertisements should provide well proportioned fascias, preferably with signwriting and shop windows, stallrisers and vertical and horizontal framing of windows, all in proportion with the elevation of the building. Particular attention to detail is required in Conservation Areas and in dealing with listed or locally listed buildings where considerable emphasis will be given to the use of traditional materials, proportions and design conventions. Any illuminated signs and shop advertisements, including floodlighting, will form a critical part of the design assessment. The Borough Council has prepared supplementary planning guidance on shop fronts and signs. (2001).*
- (8) Landscaping means the treatment of land for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated, and includes screening by fence, walls or other means, planting of trees, hedges, shrubs or grass, formation of banks, terraces or other earthworks, and other amenity features. Plans of proposed additional landscaping will be required*

at the detailed planning application stage so as to assess the quality of the proposed built environment in its finished form.

- (9) Shop door widths and lift doors, lift carriages and other doors within retail development, should all be designed to accommodate the needs of the disabled and their helpers and for prams and pushchairs, including double-buggies. For practical guidance on access for the disabled see the Approved Document dealing with the requirements from PART M of Schedule 1 of the Building Regulations 1991.*
- (10) In situations where fume extraction equipment cannot be positioned unobtrusively, painting in an appropriate colour will be a requirement.*
- (11) Traffic aspects will be evaluated in relation to any internal road layout meeting approved standards and the effect of the completed development on the existing highway network. Proposals will need to demonstrate that a satisfactory means of access can be provided to approved standards, without causing an increase in danger to road users and pedestrians, and without giving rise to undesirable visual impact upon the street scene, e.g. loss of important trees or hedges. Developers should particularly avoid poor design features, e.g. unsightly views of service courts and refuse facilities, large unrelieved parking areas, etc.*

SHOPPING IN TOWN CENTRES

New Provision

- 7.9 Redhill's role as the major shopping centre for Eastern Surrey has been consolidated by the completion of The Belfry scheme in 1993, on the former Cromwell Road car park site. Further shopping improvements in Redhill are limited by the extent of modern redevelopment and the barriers to growth created by railways, roads, and the Memorial Park. To ensure Redhill's future competitiveness with neighbouring towns and to continue the improvement of the shopping environment, the South-East Quadrant is identified as the next major shopping redevelopment opportunity within the town.
- 7.10 A supermarket, together with 7 shops around the newly created Cage Yard was built in 1993 on land south of Reigate High Street.
- 7.11 The main justification for any further retail floorspace expansion in Redhill and Reigate will be, essentially, a qualitative one, both from the standpoint of increasing the range of goods on offer and in helping to secure a viable and vital future for the two town centres.
- 7.12 Policies and proposals for Horley Town Centre are included in the Horley Master Plan Chapter 14.

Policy Sh 3

Within the Town Centre Shopping Areas, as shown on the Proposals Map, replacement and additional retail floorspace will be provided as part of the following Integrated Mixed Use Schemes;-

- (i) land at the South-East Quadrant, Redhill;**
- (ii) land at the North-West Quadrant, Redhill;**
- (iii) land at the Central car park, Horley; Deleted (2005)**
- (iv) land at the north side of High Street, Horley; Completed**
- (v) land at the former Henry's Garage, Victoria Road, Horley; and**
- (vi) land at High Street, Banstead. Completed**

Development of these sites will be the subject of development briefs prepared by the Borough Council or in conjunction with the applicants, which will incorporate the appropriate design criteria as set out in Policy Sh 2.

Amplification

- (1) *Initial planning guidelines for each site are set out in the appropriate Inset Area chapter and the Horley Master Plan Chapter. Increases in retail floorspace will not be expected to exceed a level which is broadly in line with estimates of support population and expenditure per head. Evidence of the impact on the remainder of the centre and on adjoining centres will normally be required in support of any planning application.*

Supermarket Provision

- 7.13 Policy Sh 4 deleted (1994) as site at High Street, Reigate completed.

Other Retail Provision

- 7.14 The requirements of retailers are constantly changing in response to consumer preferences and innovations in the retailing industry. The small-scale redevelopment of existing shop units can improve the quality and variety of shopping and services, providing a range of units suitable for modern shopping needs. However, it is also important to ensure that the needs of small businesses displaced by redevelopment are catered for, wherever possible, in new schemes, e.g. specialist repairers and services and second hand and other specialist shops. Preference will be given to schemes which make provision for other small scale activities appropriate to the role of a town centre.

Policy Sh 5

Within Town Centre Shopping Areas, as shown on the Proposals Map, the provision of additional Class A1 retail floorspace by way of new development, redevelopment, extension or change of use, will normally be permitted if:-

- (i) the proposal is of a size and type appropriate to the shopping centre;**
- (ii) the proposal would not unduly affect the viability of other shopping both within the shopping centre and in Local Shopping Centres, as shown on the Proposals Map;**
- (iii) the proposal complements the character of the area and would not have an adverse affect on the environment and amenities of the surrounding area;**
- (iv) where appropriate, provision is made for existing firms and small scale activities; and**
- (v) the appropriate design criteria as set out in Policy Sh 2 are met in full.**

Amplification

- (1) Evidence may be required in support of significant proposals to demonstrate the likely impact on the town centre and surrounding centres.*
- (2) Environmental and amenity criteria will be used to assess proposals in terms of the siting and scale of the proposed development and amount of floorspace to be provided, the effects on the existing infrastructure, details of access, parking and servicing provision.*
- (3) Provision for small scale activities could include accommodation for public facilities or community services, leisure/meeting room accommodation, and kiosks for specialist repairers and services.*

Open Air Markets

- 7.15 The stall markets at Redhill and in Horley have proved very popular with the general public. They also allow smaller businesses to experiment with new retailing opportunities and, if properly organised and controlled, can add colour and variety to a town centre. The established Redhill market, which occupied an unsatisfactory site at Gloucester Road car park, has been relocated by the Borough Council within the pedestrianised area.

Policy Sh 6

The Borough Council will encourage the establishment and maintenance of an open stall market at Redhill, Reigate and Horley on appropriate sites within the Town Centre Shopping Areas, as shown on the Proposals Map.

Amplification

- (1) The Borough Council has established a 50-60 demountable stall market, of a high quality, within the pedestrian priority area of High Street and Station Road, Redhill. The market is run by private operators under licence from the Council. Conditions of the licence permit the holding of the market on Thursdays and Saturdays. Servicing is time limited to prevent vehicles entering the pedestrian priority area during principal shopping hours.*
- (2) The Borough Council has established a temporary open market in the High Street car park, Horley on Saturdays. The market is run by private operators under a licence from the Council and is required to have a maximum of only 50% of stalls selling food. The Borough Council will seek to relocate the market to the pedestrian priority area in High Street, following the completion of Consort Way.*
- (3) Opportunities to provide a stall market in Reigate town centre will continue to be investigated at a time nearer the implementation of the road improvements and pedestrian priority proposals.*
- (4) Occasional markets are held in the pedestrianised Tunnel Road, Reigate.*

Control of Class A2 and A3* Uses in Redhill and Reigate Town Centres

- 7.16 **Introduction:** Retailing is recognised as one of the most dynamic of all land users. It is constantly evolving and as a result its land use requirements also change. It has been necessary to make alterations to the town centre retail policies to incorporate additional considerations of vitality and viability, alongside the use class frontage based approach in line with PPG6 : Town Centres and Retail Developments (1996). Paragraph three of the policy incorporates consideration of the effects of changes of use on the town's vitality and viability.
- 7.17 To date only Horley Town Centre has been reassessed in terms of its primary and secondary frontages and has consequently been moved from Policy Sh 7 to Policy Sh 8. It is intended to reassess the other centres as part of the ongoing process of producing town centre strategies and monitoring the 'health' of all the centres.
- 7.18 **Purpose:** To preserve the Class A1 core retail function of the Town Centres whilst recognizing that an appropriate number and type of Class A2 and A3* uses can have a positive impact on the vitality and viability of a centre.

Policy Sh 7

The loss of Class A1 retail frontage will not be permitted within Primary Shopping areas of Redhill and Reigate Town Centres, as shown on the Proposals Map, unless the proportion of the identified street frontage occupied by Class A1 retail shops is above 80%.

Within the Secondary Shopping Areas, as shown on the Proposals Map, the loss of Class A1 retail frontage will not be permitted unless the proportion of the identified street frontage occupied by Class A1 retail shops is above 66%.

If a proposal falls below the relevant threshold it will be assessed against criteria designed to sustain and enhance the vitality and viability of the Centre, including evidence of reasonable attempts at letting as a Class A1 retail shop.

When concentrations of more than two non-Class A1 retail uses, or the equivalent frontage, would arise within either the Primary or Secondary Shopping Areas, the loss of a Class A1 retail shop will not be permitted.

Amplification

(see following Policy Sh 8)

* The Use Classes Order 1987, as amended in 2005, divides the old Class A3 into new A3, A4 and A5 categories (see Glossary). References to Class A3 in this Plan should be considered as also applying to the new categories and the policies interpreted accordingly.

Control of Class A2 and A3* Uses in Horley Town Centre and Banstead Village Centre

- 7.19 Horley Town Centre was previously included within Policy Sh 7 and was separated into primary and secondary frontages. Having reassessed the town centre frontages and having regard to the impact of the relocation of the Waitrose supermarket there does not appear to be a clear demarcation between the primary and secondary shopping areas, a new threshold has been set requiring a minimum level of 70% A1 retail uses in frontages throughout the centre.
- 7.20 Banstead Village centre is of local significance and as a single centre does not lend itself to sub-division into primary and secondary areas. Although comparison shopping does not feature to the extent that it does in Redhill and Reigate, it is important to retain its attraction as a place to shop which enhances the chances of linked trips and reducing the need to travel. Therefore it is considered appropriate to ensure a dispersal of Class A2 and A3* uses throughout the High Street, and to restrict the overall number of such uses.
- 7.21 Banstead Village centre has no Secondary Shopping Area a lower percentage of Class A1 retail shops operating throughout the Primary Shopping Area is considered to be more appropriate. In this case 75% should enable a balance to be preserved between protecting Class A1 uses and providing for service uses.
- 7.22 **Purpose:** To preserve the A1 core retail function of the Town Centres whilst recognizing that an appropriate number and type of A2 and A3* uses can have a positive impact on the vitality and viability of a centre.

Policy Sh 8

The loss of Class A1 retail frontage will not be permitted within the Primary Shopping areas of Banstead Village and Horley Town Centre, as shown on the Proposals Map, unless the proportion of the identified street frontage occupied by Class A1 retail shops is above 75% and 70% respectively.

If a proposal falls below the relevant threshold it will be assessed against criteria designed to sustain and enhance the vitality and viability of the Centre, including evidence of reasonable attempts at letting as a Class A1 retail shop.

When concentrations of more than two non-Class A1 retail uses, or the equivalent frontage, would arise the loss of a Class A1 retail shop will not be permitted.

** The Use Classes Order 1987, as amended in 2005, divides the old Class A3 into new A3, A4 and A5 categories (see Glossary). References to Class A3 in this Plan should be considered as also applying to the new categories and the policies interpreted accordingly.*

Amplification to Policies Sh 7 and Sh 8:

- (1) The Borough Council will have regard to the effect on the vitality and viability of a particular frontage and the Town or Village Centre as a whole. This will include the effect on: the variety of retail uses available within the centre, the character and attractiveness of the frontage and centre, the number of visitors and length of the working day, other benefits or possible planning gain and compliance with the emerging Town Centre Strategies. Further detail is contained within the Supplementary Planning Guidance on Retail Changes of Use within Town Centres.*
- (2) Policies Sh 7 and Sh 8 apply to changes of use at ground floor level only.*
- (3) The shopping areas of each of the town centres are divided into frontage blocks and these are shown on the Proposals Map and within the Town Centre Monitors published by the Borough Council. Applications will be assessed on the basis of the appropriate percentage within each separately lettered frontage block and, additionally, on the basis of the level of concentration. Actual frontage lengths, in metres, are shown on the maps in the monitors and these should be used to calculate the relevant percentage. Only elevations, including returns, with shop windows are included in these figures, which were measured on site.*
- (4) The operation of this policy will be subject to regular monitoring.*
- (5) Where retail developments create new frontages, the appropriate percentage for the purposes of assessment will normally be that pertaining to the existing shopping street in which the development takes place.*
- (6) The types of service uses permissible within the Town Centre Shopping Areas will normally be limited to Class A2 and A3* uses, where the services are provided principally for visiting members of the public.*
- (7) Evidence of reasonable attempts to let a Class A1 retail shop should include dated extracts from specialist property or local publications indicating how and over what period of time the shop has been advertised. It is central to the proper consideration of proposals under this policy that the shop is advertised both at a price appropriate to the location and in a condition commensurate with its use as a Class A1 retail shop. The Borough Council may seek specialist advice on these matters.*
- (8) When considering proposals for change of use to a non-Class A1 use, the Borough Council will seek the views of the relevant Chamber of Commerce/Traders' Organisation.*
- (9) Applications for change of use which interrupt Class A1 frontage may depend upon the provision of a shop window display.*
- (10) "Equivalent frontage" is normally assessed as two standard shop front widths, i.e. 10-12 metres.*

Control of Sale of Food and Drink Uses

- 7.23 Use Class A3* for the sale of food or drink for consumption on the premises or of hot food for consumption off the premises covers restaurants, cafés, snack bars, wine bars and public houses, and hot food take-aways. The nature of the service they provide can generate similar environmental problems which result in

disturbance to amenity from noise, smell, litter, etc. and also problems relating to highway safety.

- 7.24 The fast food sector of the retailing industry is expanding rapidly and the major operators normally seek locations in central shopping areas in order to maximise customer throughput. Normally, amenity problems are less serious in town centre locations, where the overall incidence of noise and other disturbance is relatively high. However, the rapid throughput of customers associated with fast-food outlets, usually generates on-street parking of a short term nature, which may be hazardous to the flow of traffic and the safety of pedestrians. This can also cause disturbance to residents, particularly at unsocial hours.

Policy Sh 9

The Borough Council will normally permit proposals for change of use, or development of, sale of food and drink uses, including hot-food take-away shops, within the Primary and Secondary Shopping Areas of Redhill and Reigate and within Banstead Village and Horley Primary Shopping Areas, as shown on the Proposals Map, if:-

- (i) the proposal accords with the provisions of Policies Sh 7 and Sh 8;
- (ii) the proposal would not detract from residential amenity by reason of noise, smell, litter and general disturbance;
- (iii) customer parking would not inhibit the free flow of traffic and would not be dangerous to pedestrians; and
- (iv) proposals meet the appropriate design criteria as set out in Policy Sh 2 in full.

Amplification

- (1) *Operators will be required to maintain a clean and litter free environment in front of their premises and the Borough Council may require an agreement to this effect.*
- (2) *The hours of opening (including the collection and delivery of goods and materials) may be restricted by planning conditions, particularly where the premises are close to residential properties.*

* The Use Classes Order 1987, as amended in 2005, divides the old Class A3 into new A3, A4 and A5 categories (see Glossary). References to Class A3 in this Plan should be considered as also applying to the new categories and the policies interpreted accordingly.

LOCAL SHOPPING

New Retail Provision

- 7.25 It is not expected that there will be any significant demand for additional local shopping development to serve the needs of the existing population. However, the Borough Council will look favourably upon proposals for the upgrading of existing local shopping centres or for new shopping facilities to serve large residential schemes, unless already provided for nearby. Preference will be given to schemes which contribute in other ways to the role of local shopping centres by providing public car parking or other community facilities appropriate to the local centre.

Policy Sh 10

Within Local Shopping Centres, as shown on the Proposals Map, proposals for development, redevelopment, extension or change of use for Class A1 retail use will normally be permitted, if:-

- (i) the scale and type of retail use is appropriate to the local shopping centre concerned;
- (ii) the proposal would not have an adverse impact on town centre and local shopping in the surrounding area;
- (iii) the proposal complements the character of the area and would not have an adverse affect on the environment and amenities of the surrounding area, particularly including local traffic conditions; and
- (iv) the appropriate design criteria as set out in Policy Sh 2 are met in full.

Amplification

- (1) *Evidence may be required in support of significant proposals to demonstrate the likely impact on other centres in the surrounding area.*
- (2) *Environmental and amenity criteria will be used to assess proposals in terms of the siting and scale of the proposed development and amount of floorspace to be provided, the effects on the existing infrastructure, details of access, parking and servicing provision.*
- (3) *Provision of ancillary parking and community facilities will normally be welcomed, but should be of a type and scale appropriate to the local shopping centre concerned.*

Proposals involving the loss of Local Shopping

- 7.26 As stated in Policy Sh 1, it is the intention of this Local Plan to protect, and where possible enhance, Local Shopping Centres. However, the Borough Council recognises that it is unable to prevent shop closures, which occur relatively frequently in an industry prone to fluctuating market conditions. In order to protect local shopping for those sections of the community who are dependent on such facilities, and so as not to provide incentives for the undue closing of shops, the Borough Council will take a particularly critical view of applications for a change of use which results in the loss of Class A1 retail shop, and will need to be convinced that another Class A1 retail shop is unlikely to be forthcoming.
- 7.27 Where changes of use are acceptable, then alternative uses will need to be complementary to the functioning of the Local Shopping Centre or small parade, and will not be permitted where they would adversely affect the vitality and viability of that centre or parade. Both Class A2 and A3* uses already occur in some centres and in limited numbers may complement the attraction of a particular centre. In certain locations residential use may be preferred. However, Class B1 business use will be resisted as being in conflict with Policy Em 1 of this Local Plan and likely to lead to an incremental undermining of the local shopping function.

Policy Sh 11

Class A1 retail floorspace within Local Shopping Centres, or isolated Class A1 retail shops or those within small parades, should normally be retained unless:

- (i) the applicant can provide evidence that reasonable attempts have been made, without success, to let it for a Class A1 retail use;**
- (ii) alternative shopping provision is available within the locality;**
- (iii) the proposed use would not adversely affect the viability and vitality of the Local Shopping Centre or small parade of shops in which it is situated;**
- (iv) the proposal complements the character of the area and would not have an adverse affect on the environment and amenities of the surrounding area;**
- (v) the appropriate design criteria as set out in Policy Sh 2 are met in full.**

Proposals which involve a change of use from Class A1, A2 or A3* uses to Class B1 business use will not normally be permitted.

** The Use Classes Order 1987, as amended in 2005, divides the old Class A3 into new A3, A4 and A5 categories (see Glossary). References to Class A3 in this Plan should be considered as also applying to the new categories and the policies interpreted accordingly.*

Subject to the foregoing policy, if an existing shop is located within or adjacent to a predominantly residential area, a change of use to residential will normally be permitted.

Amplification

- (1) Evidence of reasonable attempts to let a Class A1 retail shop should include dated extracts from specialist property or local publications indicating how and over what period of time the shop has been advertised. It is central to the proper consideration of proposals under this Policy that the shop is advertised both at a price appropriate to the location and in a condition commensurate with its use as a Class A1 retail shop. The Borough Council may seek specialist advice on these matters. "Locality" of a shop extends to a reasonable walking distance.*
- (2) Environmental and amenity criteria will be used to assess proposals in terms of the level and type of activity proposed, the effects on the existing infrastructure, details of access, parking and servicing provision.*
- (3) Subject to Policy Sh 12, Class A3* uses may be considered to have the least detrimental affect on the viability of a local shopping centre or parade. Other possible uses which may be complementary to a local shopping centre include, doctors surgery, dentist, clinic, veterinary surgery, library and small meeting hall/rooms. However, the acceptability of such uses will be dependent upon individual locational circumstances including relationship with surrounding land uses, parking, access and local traffic conditions. The loss of convenience shops will be rigorously assessed under Criterion (ii) of the Policy.*
- (4) Isolated shops, those detached within their own curtilage or shops at the outer edge of a local shopping centre or small parade are most likely to be appropriate for a change of use to residential.*
- (5) When considering proposals for change of use to a non-Class A1 use, the Borough Council will seek the views of the relevant Chamber of Commerce/Traders' Organisation.*
- (6) Applications for change of use which interrupt retail frontage may depend upon providing a suitable shop window display.*

Control of sale of food and drink uses

- 7.28 Outside town centres the problems of disturbance to residential amenity associated with all Class A3* uses, including take-away outlets, can become more acute and as a result it is often difficult to locate such uses satisfactorily. In addition, the Borough Council is concerned that essential local convenience shopping facilities should be protected in such centres, whilst recognising that food and drink uses, including hot food take-aways do provide a relevant service within Local Shopping Centres.

* The Use Classes Order 1987, as amended in 2005, divides the old Class A3 into new A3, A4 and A5 categories (see Glossary). References to Class A3 in this Plan should be considered as also applying to the new categories and the policies interpreted accordingly.

Policy Sh 12

The Borough Council will normally resist proposals for change of use to, or development of, sale of food and drink uses including hot-food take-away shops within the Local Shopping Centres, as shown on the Proposals Map, within small shopping parades or involving isolated shops, if:-

- (i) the proposal does not comply with Policy Sh 11;**
- (ii) the proposal involves the loss of local convenience shops;**
- (iii) the proposal would detract from residential amenity by reason of noise, smell, litter and general disturbance; and**
- (iv) customer parking would inhibit the free flow of traffic and/or would be dangerous to pedestrians.**

Exceptionally, where changes of use are permitted, proposals will be required to meet the appropriate design criteria as set out in Policy Sh 2 in full.

Amplification

- (1) Local convenience shops include grocer, chemist, baker, butcher, greengrocer, newsagent, sub-post office and launderette.*
- (2) Where proposals are permitted the hours of opening (including the collection and delivery of goods and materials) will normally be restricted to 9 a.m. - 11 p.m. on weekdays with no working or activities on Sundays or Public Holidays.*

Improvements to Local Shopping Centres

7.29 Policy Sh 13 deleted (1994) and incorporated within Policy Sh 1.

RETAIL DEVELOPMENT OUTSIDE TOWN CENTRES

Retail Development outside Town Centres

- 7.30 **Introduction:** This Policy combines three 1994 policies that were concerned with different types of retail development outside Town Centres (superstores, major out of centre, retail warehouses and Garden Centres) Separate policies apply to Local Shopping Centres and isolated shops. The criteria within the Policy apply equally to the consideration of proposals for comparison shopping, convenience shopping or retail warehousing uses. The Policy criteria are in line with latest government guidance contained within PPG 6 (1996).
- 7.31 The Borough Council, in conjunction with the County Council carried out retail surveys in 1999 (*Shops & Services in Surrey's Town Centres*, published October 2001), which provided an assessment of the existing situation. The Borough is served by modern supermarkets in Reigate, Redhill and Horley town centres and in Banstead Village. Superstores at Burgh Heath, near Banstead, and at Hookwood (in Mole Valley District), near Horley, also provide the Borough with substantial out-of-town shopping facilities.
- 7.32 Comparison shopping floorspace is concentrated within the Borough's three Town Centres, Banstead Village and to a lesser extent the 18 Local Shopping Centres. It is the intention of both the Structure Plan and the Borough Local Plan to direct future comparison retailing into appropriate sized centres to sustain the existing retail hierarchy and to promote vital and viable town centres in line with PPG 6 and PPG 13. Additional facilities not in town centres are likely to have an adverse affect on the existing town centres and out of town facilities are also likely to infringe either green belt or countryside policies.
- 7.33 There are two allocated sites for retail warehouses in the Borough i.e. the free standing unit on Rushworth Road, Reigate, and the site to the east of Brighton Road, Redhill, comprising three units with potential for expansion within the allocated area.
- 7.34 **Purpose:** To sustain and enhance the vitality and viability of the retail function of the town and local centres, by directing future investment of an appropriate scale to those existing centres where an identified need exists.

Policy Sh 14

With the exception of proposals within the Retail Warehousing Areas, as shown on the Proposals Map, further retail development outside Town Centres including extensions to or other improvements at existing premises will be permitted where:

- (i) there is a need for the development;**
- (ii) it has been demonstrated that there are no suitable alternative sites available in a town centre or on the edge of a town centre;**
- (iii) the proposal individually or cumulatively with other existing and permitted retail development would not adversely affect the vitality and viability of any nearby town centre or local centre;**
- (iv) the site is accessible by a choice of means of transport and would help achieve the reduction in the number and length of car journeys;**
- (v) it would not have an unacceptable environmental impact; and**
- (vi) the appropriate design criteria set out in Policy Sh 2 are met in full.**

An applicant may be required to provide evidence of the sequential approach to site selection, a traffic study and a retail impact assessment to assist in the assessment of the proposal.

Where appropriate the range and type of goods sold may be limited by means of a condition or legal agreement.

Proposals for retail warehousing development, redevelopment or extensions in the Retail Warehousing Areas, as shown on the Proposals Map, will be permitted, provided the design criteria set out in Policy Sh 2 are met in full.

Amplification

- (1) Retail development for the purpose of this Policy includes comparison goods shopping, convenience goods shopping, Retail Warehouses and Garden centres. Separate policies apply to Local Shopping Centres, small parades and isolated shops (Policies Sh 10 and Sh 11).*
- (2) For all retail proposals outside Town Centres the onus will be on the applicant to demonstrate a quantitative need for the particular type of retail provision proposed. The appropriate catchment area will depend on the nature of the proposal.*
- (3) Improvements at existing premises, including to the range of goods available and increases in sales floorspace, will be assessed against this policy, where they require permission.*

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- (4) *For all retail proposals outside Town Centres the onus will be on the applicant to demonstrate a quantitative need for the particular type of retail provision proposed. The appropriate catchment area will depend on the nature of the proposal.*
- (5) *In assessing the likely impact upon the vitality and viability of existing centres the Borough Council will consider the likely effect on future investment, changes to the quality and character, physical condition, range of services, vacancy rates and the general attractiveness of the centre to investors, retailers and customers. Such an assessment will take a long term view.*
- (6) *All new retail development should be accessible by a choice of means of transport so that a significant proportion of customers and staff will be able to get to the development by means other than the car. The aim of reducing the need to travel by car is also supported by facilitating linked trips involving more than one service or activity ie. Retail, leisure and community service. This is best achieved within the existing centres.*
- (7) *The sequential approach to site selection for new retail development involves a preference for town centre sites followed by edge of centre, district centres and local centres. Only when sites do not exist in these locations would out of centre sites be considered and only then if they were accessible by a choice of public transport and a need has been demonstrated. For details of the terminology used for retail development see Annex A of PPG 6 (1996).*
- (8) *In addressing the sequential approach the applicant must demonstrate flexibility in format, scale, design and parking provision, and examine not only potential sites within the nearest town centre, but also others nearby that may be outside the Borough. In some cases local shopping centres should also be assessed. Any format driven reasons for requiring development outside town centres will be resisted.*
- (9) *Retail impact assessments should be provided for all retail developments over 2500 square metres gross floorspace. Similar supporting information may be necessary for smaller proposals depending on the relative size and nature of the development in relation to the centre.*

Major Out-of-Centre retail developments

7.35 Policy Sh 15 deleted (2005) and incorporated within Policy Sh 14

Retail Warehouses and Garden Centres

7.36 Policy Sh 16 deleted (2005) and incorporated within Policy Sh 14.



RECREATION

RECREATION - GENERAL

Retention of Existing Recreation Uses

- 8.1 With limited public sector resources for new recreational development, it is desirable that the benefit from existing recreational sites and facilities be maximised. This includes keeping current sites in recreation use wherever possible and pursuing opportunities for their enhancement. Sites under pressure from other forms of development, especially playing fields in urban areas, could, even if their existing use is no longer viable or necessary, often be used in whole or part to accommodate new and changing demands for recreation. Loss of recreation land in urban areas will not only change the character of those areas, but may need to be replaced at a later date on sites which are increasingly difficult to find and may prove prohibitive in expenditure terms.

Policy Re 1

The Borough Council will normally resist the loss of land, water and buildings used or proposed to be used for recreation and leisure. Exceptionally where such a loss does occur then alternative facilities should normally be provided nearby. The Borough Council will encourage the maintenance and enhancement of existing recreation and leisure facilities, where these are appropriately located and will give priority to those which meet identified shortfalls.

Amplification

- (1) The Borough Council would normally expect any proposal which would result in the loss or partial loss of an existing recreational facility to be supported by evidence of reasonable attempts to dispose of the land and/or buildings for an alternative recreational or community use. The Borough Council will also seek the advice of Sport England and the Surrey Playing Fields Association on such proposals.*
- (2) Existing football pitches are generally well used and many are overused, so that by the end of the season they are in poor condition. There are also a number of informal pitches in the Borough, including those at Lonesome Lane, Reigate; Petridgewood, Redhill; and Riverside, Horley.*
- (3) The construction of synthetic all-weather pitches can greatly increase pitch usage and can accommodate a number of differing sports. Such provision will normally be encouraged in appropriate locations which do not conflict*

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with other policies of this Plan and in particular those concerning landscape and nature conservation issues.

- (4) *Proposals for the extension of existing indoor facilities will be assessed against Policy Re 12.*

Design and Layout

- 8.2 In order to protect the character of the Borough and to meet normal development control criteria, developments will be expected to meet high standards of design, layout and construction. Above all proposals should not detract from the overall character of an area and should enhance that character wherever possible.

Policy Re 2

In order to maintain and enhance the natural and built environment of the Borough, all proposals for recreational development will normally be required to:-

- (i) **make the best use of the physical characteristics of the site, views into and out of the site and aspect; existing trees, vegetation and other interesting features will be expected to be retained;**
- (ii) **be of a scale and form which would respect the general pattern of development in the area and avoid undue change in building heights;**
- (iii) **comprise a layout and design which insulates against the transmission of noise and does not adversely effect the amenities of adjoining properties;**
- (iv) **be designed to a high standard incorporating elevational treatments, roofscape and building materials which complement the character of the area;**
- (v) **incorporate substantial additional landscaping, where appropriate, which should be considered at an early stage as an integral part of the overall design;**
- (vi) **incorporate facilities for the disabled and for the easy movement of prams, pushchairs and wheelchairs;**
- (vii) **provide satisfactory means for the storage and collection of refuse;**
- (viii) **where necessary, extraction and plant equipment should be fitted in as unobtrusive manner as possible;**
- (ix) **comply with the currently adopted standards for highway design, parking and servicing provision.**
- (x) **take account of the effects on watercourses; and**
- (xi) **take into account the requirements of energy conservation.**

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Amplification

- (1) *The Borough Council will normally require applications to be supported by a thorough site survey assessing the quality of and effect of the proposed development on existing features. The survey should include reference to levels, aspect, views into and out of the site, trees, hedges, shrubs and other landscaping features, and to neighbouring properties. These factors must be taken into account in formulating even preliminary designated layouts. Applicants will, where appropriate, be expected to undertake a comprehensive tree survey identifying the location, species and condition of all trees on the site. Trees not only form a natural feature which it is impossible to replace immediately, but also can be used to reduce the visual impact of new development. Developers will be required to observe a strict code of tree protection during any construction period (see Policy Pc 4).*
- (2) *As a general rule, development should not normally exceed the height of other buildings in the surrounding area in order to avoid overlooking, interference with established views, or having an adverse effect on the character of the area.*
- (3) *Landscaping means the treatment of land for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated, and includes screening by fences, walls or other means, planting of trees, hedges, shrub or grass, formation of banks, terraces or other earthworks, layout of gardens or courts, and other amenity features. Plans of proposed additional landscaping will be required at the detailed planning application stage so as to assess the quality of the proposed built environment in its finished form.*
- (4) *Door widths, lift doors and lift carriages themselves, should all be designed to accommodate the needs of the disabled and their helpers and for prams and pushchairs, including double-buggies. For practical guidance on access for the disabled see the Approved Document dealing with the requirements from PART M of Schedule 1 of the Building Regulations 1991.*
- (5) *Traffic aspects will be evaluated in relation to the effect of the development on the existing highway network. Proposals will need to demonstrate that a satisfactory means of access can be provided to approved standards, without causing an increase in danger to road users and pedestrians, and without giving rise to undesirable visual impact upon the street scene, e.g. loss of important trees or hedges. The internal site layout will need to minimise noise and disturbance to neighbouring properties from traffic movements, by careful layout and screening, and in the choice of materials for hard surfaces. Poor design features, e.g. unsightly views of service areas and refuse facilities, large unrelieved parking areas, etc., should be avoided.*

OUTDOOR RECREATION

Land allocations for Public Open Space

- 8.3 A survey of open spaces undertaken by the Borough Council during 1985 revealed deficiencies in many parts of the Borough in both formal and informal recreation facilities, when assessed against acknowledged standards of provision. The distribution of facilities also gives rise to deficiencies when assessed against accessibility criteria. Some deficiencies are also being exacerbated by additional housing developments.
- 8.4 To help meet these deficiencies provision will be made to allocate land as open space for the first time, although in the majority of situations enhanced provision will be made by changing the function of existing open spaces, dual use and improvement of existing facilities and/or by management agreements. Open space may also result as a requirement in respect of large residential developments, or from other large scale developments. Detailed consideration of the provision of facilities on individual sites is outside the scope of this Local Plan.

Policy Re 3

The following sites are allocated for public open space and are shown on the Proposals Map.

Site No.	Location	Area	Category
1.	Nork Park, Banstead (Site completed)		
2.	Merstham Meadows, Malmstone Avenue, Merstham	25.68ha (63.45 acres)	Linear Park/ amenity open space.
3.	Chapel Road, Redhill (Site completed)		
4.	Longmead, Redhill (Site deleted (1994))		

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Site No.	Location	Area	Category
5.	New Pond Farm/ Felland Copse, Woodhatch Road, Reigate (Site completed as countryside open space)		
6.	Y.C. Field, Balcombe Road, Horley (Site completed)		
7.	Fishers Farm/ Bayhorne Farm, Balcombe Road, Horley (Now Policy Hr 33 Site 5)		
8.	River Mole Park, Lee Street, Horley (Now part of the Riverside Green Chain, Horley (see Policy Hr 38))	5.52ha (13.64 acres)	Linear Park/ Riverside Walk

Amplification

- (1) *Merstham Meadows contains a large amenity bank on its southern part screening the Malmstone Avenue/Radstock Way area from the M25. The adjoining land and the bank itself could be used for passive recreation, linking the Brook Road open space to the south with Furze field Wood, Radstock Way recreation ground and the countryside to the east via FP.93. Land on the north side of the M25 could also be brought into use.*

Dual Use of Existing Facilities

- 8.5 In order to further overcome the deficiencies identified in the survey of open spaces and where new allocations of land are not possible, it is expedient to encourage the dual use of other facilities, particularly for outdoor playing space. Priority will be given to those areas most lacking in public open space. With the use of agreements it may be possible to extend recreational provision in a more limited way but at relatively little financial cost to the community.

Policy Re 4

The Borough Council will seek to supplement provision of outdoor playing space, particularly in identified areas of deficiency, by encouraging dual use of private, institutional and educational facilities.

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The Borough Council will seek agreements for the dual use of all or part of the following sites, as shown on the Proposals Map.

Site No.	Location	Area
1.	Warren Mead CMS, Partridge Mead, Banstead.	2.03ha (5.20 acres)
2.	Basing Road/Bolters Road, Banstead.	2.00ha (4.95 acres)
3.	De Burgh, Tadworth (Site deleted (1994)) See Policy Ho 8	
4.	Warwick School, Noke Drive, Redhill.	2.83ha (7.00 acres)
5.	Detached School Playing Field, St. Albans Road, Reigate.	2.43ha (6.00 acres)
6.	Former Court Lodge CSS, Court Lodge Road, Horley (Site deleted (2005))	
7.	Oakwood CSS, Balcombe Road, Horley.	7.20ha (19.50 acres)

Amplification

- (1) *All the above sites are currently owned by the County Council and the majority are in active education use. To date such agreements have been limited; however, there is now a greater commitment to strengthen links between schools and the community in general. The above sites could make a significant contribution to outdoor playing space provision and discussions will be undertaken with the County Council.*

Play Areas and Small Local Open Spaces

- 8.6 Normally play areas and sitting out areas should be located in all residential areas within easy access and walking distance, especially for young children. Using NPFA and accessibility standards, much of the Borough could be said to be deficient in such small local facilities. In some areas the only formal children's playgrounds are those owned by Registered Social Landlords. To supplement provision, the best use of existing open space and proposed open spaces will need to be made. The

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Borough Council is also committed to the provision of safe and stimulating play areas and a programme of converting existing areas is being undertaken.

Policy Re 5

The Borough Council will encourage the provision of new and enhanced safe play areas and small local open spaces where there is an acknowledged deficiency.

Amplification

- (1) Provision may be made by developing existing small areas of vacant or surplus land within urban areas adjacent to residential areas. The Borough Council will encourage community involvement for this purpose.*
- (2) Where additional outdoor playing space is to be provided under Policies Re 3, 4 or 6, provision can also be made for incorporating play areas and sitting out areas.*
- (3) Wherever possible, the Borough Council will promote dual use of private institutional or educational facilities for general public use in supplementing play areas and small local open spaces.*
- (4) The larger residential developments will normally be expected to provide safe children's play areas and small local open spaces in addition to amenity areas. This aspect is covered in Policy Ho 9 and Policy Re 6.*

Open Space in New Housing Developments

- 8.7 **Introduction:** In order to provide sufficient recreational facilities to meet the requirements of the future population, it is necessary to ensure that all properties make their own contribution to the stock of such facilities. In the past, provision based on the National Playing Fields Association (NPFA) "6 Acre" standard has only been required on housing sites above a certain size threshold. The policy now provides for each new dwelling to make a contribution to the general outdoor playing space requirements, in addition to other open space requirements, in line with the National Playing Fields Association (NPFA) standards. (2001).
- 8.8 **Purpose:** To ensure that all new residential development provides for the recreational needs of its new occupants.

Policy Re 6

All new residential development should make provision for or contribute towards outdoor playing space provision. The National Playing Fields Association (NPFA) six acre standard (2001) will be used as a minimum level of provision.

In respect of non-family dwellings in a development, the requirement for

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children's play space provision will not apply and in the case of sheltered housing for the elderly, the requirement for open space will be reduced to reflect the likely recreational needs created by the residents of that type of development.

In respect of developments of fewer than 15 family dwellings, a commuted payment to contribute to outdoor playing space provision in the locality will be requested.

Amplification

- (1) A non-family dwelling includes studio, one bedroom or sheltered accommodation. In the case of sheltered housing only landscaping and other amenity open space such as sitting out space will be required on-site.*
- (2) In areas of outdoor playing space deficiency, developments of fewer than 15 family dwellings will be expected to make commuted payments towards the provision or upgrading of facilities in whose catchment area (see below) or future catchment area they would lie. Where no future provision has been identified and no facilities are available for upgrading, no financial contribution will be sought.*
- (3) For developments of 15 family dwellings or more provision for outdoor playing space will be made within the development site for Local Area for Play (LAPs).*
- (4) The catchment walking times for Local Area for Play (LAPs) Local Equipped Area for Play, (LEAPs) and Neighbourhood Equipped Area for Play (NEAPs) are based on NPFA figures, whilst those for pitch and formal provision are distances which it is considered reasonable for people to travel to organised formal sports provision.*

Facility:

Local Area for Play(LAP)

Local Equipped Area for Play(LEAP)

Neighbourhood Equipped

Area for Play(NEAP)

Catchment Area:

1 minute walking time

5 minute walking time

15 minute walking time.

The NPFA suggest that most active members of the public want facilities for home team games, informal play or training in their neighbourhood. Therefore, a 10-15 minute cycle ride or walk to local facilities is reasonable. Where provision would not reach the required size for a pitch for example, a commuted sum will be required towards the provision of a pitch elsewhere in the Borough, providing it is within the catchment area for the type of facility.

- (5) Arrangements should be made for the management of play spaces provided, prior to the completion of the development.*
- (6) Further details of how this policy will be applied are contained within the Supplementary Planning Guidance on Outdoor Playing Space Provision, the 1996 version of which will be updated to bring it into line with this policy. In the meantime the 1996 version provides for general interpretation.*

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- (7) *The location of play space on major development sites will be subject to negotiation with the Borough Council to establish the most appropriate and efficient distribution. In addition to the requirements of this Policy, land allocations for public open space in Horley are made in Policy Hr 33.*

Allotments

- 8.9 A 1985 survey of allotments revealed that, while the Borough as a whole met the nationally recognised minimum standard of provision of 0.2ha (0.5 acres) per 1000 population, this masked significant deficiencies in the Horley area.
- 8.10 The demand for allotments varies over time for social and economic reasons. However, the Borough Council does recognise that they provide an important leisure facility and will normally seek to protect the existing supply.

Policy Re 7

Proposals involving the loss of allotment land will normally be resisted. On sites which experience prolonged vacancies the Borough Council may promote other recreational uses, but only where sufficient alternative allotment plots are available within the locality to meet demand.

Amplification

- (1) *In addition to the application of this policy, land allocations for allotments in the Horley area are made in Policy Hr 35*

Outdoor Recreation Provision outside Urban Areas

- 8.11 It is appropriate to accept informal recreation facilities within the countryside, since impact on visual amenity and the environment generally is minimal. However, there will be a presumption against new buildings in order to protect the open character of the landscape. Predominantly outdoor types of formal recreation such as playing fields, outdoor tennis courts, athletic tracks and golf courses are normally consistent with maintaining the open nature of the countryside (see also Policy Re 9). It is recognised that these uses require ancillary buildings such as changing facilities and club houses, and small scale buildings to meet such needs will normally be acceptable.
- 8.12 It may be appropriate in exceptional circumstances to permit indoor recreational facilities in the countryside as a way of re-using redundant institutional or agricultural buildings, as long as this does not increase the intensity of use so as to adversely affect the character and amenities of the surrounding area. Development

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of new indoor activities at sites given over to outdoor recreation will not normally be acceptable.

Policy Re 8

The provision of facilities for outdoor recreation outside the urban areas will normally be permitted if the proposal:-

- (i) includes only minor ancillary buildings or structures;**
- (ii) does not conflict with the Green Belt, agricultural, landscape or wildlife policies of this Plan; and**
- (iii) meets the appropriate design criteria as set out in Policy Re 2 in full.**

Amplification

- (1) The change of use of redundant rural buildings in connection with recreational proposals is dealt with in Policy Co 3.*
- (2) There will be a presumption against development of recreational facilities which require additional buildings other than minor ancillary buildings which are in character with the countryside.*
- (3) Any new buildings must be directly related to a recreational use of nearby land, or be ancillary to this use.*
- (4) The intensity of use and any new buildings must be consistent with the character and amenities of the area. Special considerations will apply within the Surrey Hills Area of Outstanding Natural Beauty and Areas of Great Landscape Value, as formal recreation uses will normally be inappropriate in view of the purpose behind their designation (see Policy Pc 1).*
- (5) It is becoming apparent, from examples in the County and elsewhere, that war games can damage sites of nature conservation value. English Nature for instance, takes the view that such a use is incompatible within Sites of Special Scientific Interest. Sites of Nature Conservation Interest and ancient, semi-natural woodland in the County should also be considered inappropriate for war games because of the potential damage to wildlife. Where there are no nature conservation grounds for objection, temporary planning permission for three years will normally be granted to allow the monitoring of ecological effects and such monitoring will be a condition of the permission. The digging of trenches will not be permitted without planning permission. (See also Policies Pc 2B, Pc 2C and Pc 2D.)*

Golf Courses

- 8.13 There are currently seven full-sized courses and two nine-hole courses in the Borough (2005), which provide for a variety of skill levels. Most notable are the two courses at Walton Heath, which have a national reputation.

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- 8.14 The northern part of the Borough is well supplied with six courses and there is an eighteen-hole and two nine-hole courses serving the Redhill and Reigate area. The southern part of the Borough is currently without any provision. In addition, the Borough has no eighteen-hole public courses.

Policy Re 9

The Borough Council will encourage the provision of an eighteen-hole golf course in an appropriate location to serve the southern part of the Borough. In addition the Borough Council will encourage greater public use of existing and proposed courses.

Proposals for new or extended golf courses will normally be permitted if:-

- (i) the siting will not adversely affect areas protected for their traditional landscape character and/or their flora, fauna, architectural, historic or archaeological importance;**
- (ii) Grade 1, 2 and 3a agricultural land is avoided, and if surrounding agricultural land is protected;**
- (iii) there would be no undue conflict with other recreational uses;**
- (iv) the scale and amount of associated buildings would be compatible with Green Belt and Countryside Policies; and**
- (v) there would be no significant worsening of local traffic conditions.**

Proposals will be required to comply with the appropriate design criteria set out in Policy Re 2 in full and should be supported by an appropriate appraisal of the environmental impact.

Amplification

- (1) As part of any planning permission for a new course, the Borough Council will seek an agreement to allow general public usage of the facility.*
- (2) The design criteria in Policy Re 2 and its amplification set out requirements in respect of site surveys and landscape features. For this type of development landscape issues are of critical importance. Minimal change to existing land forms should be proposed, and the retention of all significant features will be a requirement in order to assist in the maintenance of existing rural character. Substantial additional planting will normally be required.*
- (3) The Borough Council will expect only lower quality agricultural land to be used and the agricultural viability of the surrounding land not to be adversely affected. Specialist advice may be sought on agricultural matters.*
- (4) There should be no adverse impact on the use of existing footpaths and bridleways and, where the networks are disjointed, additional public access to the land will normally be sought.*

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- (5) *Additional buildings and ancillary facilities should be kept to a minimum and existing buildings on the site or in the same ownership should be fully utilized in the scheme, so that the amount of additional new building in the countryside is minimised. The provision of overnight accommodation, restaurant, swimming and other sports facilities unrelated to the open use of the land for golf, will not normally be permitted. Driving ranges, whether floodlit or not, will not normally be permitted in view of the intensity of activity and visual impact of such development.*
- (6) *The development of a golf course can have a significant effect on the hydrology and hydraulics of an area, which must be assessed before works begin on site. Features having an adverse effect, such as landscaping within areas liable to flood, or unattenuated discharge of surface water, will be discouraged.*

INDOOR RECREATION

Multi-Purpose Recreation Centres

- 8.15 Public swimming pools at Merland Rise, Tadworth and the Horley Anderson Centre have been extended to provide additional facilities and may well provide the basis for further enhancements.
- 8.16 The Donyngs Recreation Centre at Redhill successfully serves the central part of the Borough although at present demand for its facilities is considerable, resulting in some over bookings. Additional indoor sports facilities in the south of the Borough and in the north would reduce some of the pressure on Donyngs. However, there is scope to examine the provision of further indoor sports facilities in the central part of the Borough.

Policy Re 10

The Borough Council will continue to improve and enhance Donyngs Recreation Centre, Linkfield Lane, Redhill; the Banstead Sports Centre, Merland Rise, Tadworth; and the Horley Anderson Centre, Thornton Close, Horley, as multi-purpose recreation centres.

Amplification

- (1) *Banstead Sports Centre is suitable for the provision of additional facilities within its present curtilage. The site has considerable active recreational potential and its future development will be the subject of detailed consideration, including access and parking issues.*
- (2) *The Horley Anderson Centre site is constrained by both physical and access limitations.*

Dual-Use of Existing Facilities

- 8.17 Given the considerable demand for indoor sports facilities and the heavy use of the Donyngs Recreation Centre, the Borough Council will examine proposals for enhancing provision by the leasing of space within existing facilities and investigating the provision of shared accommodation. The Borough Council will also encourage the provision of such facilities by other public bodies, including schools, and by private companies in appropriate locations.

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Policy Re 11

The Borough Council will seek to supplement the provision of indoor recreation by encouraging dual use of private, institutional and education facilities.

Amplification

- (1) *A sports hall was provided at Oakwood School, Balcombe Road, Horley in 1993. This is primarily being used for educational purposes but is available for public and club letting (Oakwood Sports Centre).*

Sports and Cultural Facilities

- 8.18 Existing public, private and community buildings throughout the Borough cater for an extensive range of indoor pursuits, although it is recognised that many demands remain unsatisfied because of the lack of suitable venues. With more leisure time and the levels of disposable income in this Borough, demands are only likely to increase.
- 8.19 Private investment is perhaps more readily available for the provision of indoor facilities, particularly given the overall level of demand for development in this Borough and a wider potential catchment area resulting from the proximity to the M25. Such potential should be harnessed to supplement Borough Council provision, including through Integrated Mixed Use Schemes, but within the context of a researched and co-ordinated recreation and leisure strategy. Such opportunities should, wherever possible, be available for everyone, including the elderly and those with disabilities for whom access to facilities is especially important.

Policy Re 12

The Borough Council will normally encourage proposals for new provision, rebuilding or extensions for sporting, leisure and cultural facilities within the urban areas if:-

- (i) **the proposal conforms with the other policies of this Plan;**
- (ii) **the proposal would not result in a significant worsening of local traffic conditions; and**
- (iii) **the design requirements as set out in Policy Re 2 are met in full.**

Such facilities will be promoted particularly where appropriate within Integrated Mixed Use Schemes, as shown on the Proposals Map.

Amplification

- (1) *In accordance with Policies Co 1 and Re 8 there is a strong presumption against the provision of indoor recreational facilities in the Green Belt.*

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- (2) *Facilities may be provided for individual specialist use or in the form of buildings appropriate for a number of differing activities. While consideration will be given to a wide range of activities and facilities, the Borough Council will give encouragement, in appropriate locations, for the following:-*
- | | |
|------------------------------|--------------------------------|
| <i>indoor bowling rink</i> | <i>cinema</i> |
| <i>badminton hall</i> | <i>museum</i> |
| <i>general exhibition/</i> | <i>art gallery</i> |
| <i>conference facilities</i> | <i>entertainments complex.</i> |
- (3) *Where the redevelopment of existing indoor facilities is unavoidable, replacement facilities will normally be required, unless the demand for that activity has substantially diminished, or satisfactory alternative provision is available within the locality.*

TOURISM

General Approach

- 8.20 Despite a lack of major tourist facilities, the Borough has a lot to offer the casual visitor with its accessible open countryside and historic buildings and areas, e.g. the North Downs Way and the associated Greensand Way, Reigate Priory, historic Reigate, Walton Heath and Banstead Woods. In general terms tourism can be important for recreational provision and has economic benefits with the generation of local employment and "spin-offs" to existing businesses and shops.
- 8.21 The most significant area for planning is that of accommodation. At present there is a reasonable spread of facilities in this and adjoining districts, particularly to the south catering for Gatwick Airport. Should a need be identified, opportunities for hotels and guest houses, and for caravan and camping sites and associated facilities, could be reviewed, but provision will only be made on environmentally acceptable sites, and within the context of other policies in this Plan.

Hotels and Guest Houses

- 8.22 Future demand for accommodation may be affected by increased throughput of traffic generated in a number of areas, for example, expansion of Gatwick Airport and the increase in volume of passengers, and in the use of the M25. Consequently it will be necessary for the Borough Council to monitor such demand during the period of the Plan.
- 8.23 As most of the Borough is in the Green Belt, new hotels can only be encouraged on appropriate sites within urban areas. The volume of new building and commercial activity involved in the establishment of new hotels in the countryside would not normally be considered consistent with policies which seek to maintain an open and rural character. Proposals for extensions to existing facilities in the countryside would need to be justified by very special circumstances under Policy Co1.
- 8.24 Limited provision for guest houses is found in Reigate and Redhill, but is more concentrated in Horley, where demand is generated by the close proximity of Gatwick Airport. Guest houses are generally not purpose-built, but result from the conversion of larger houses on through-traffic routes where they can be "seen" by passing motorists, or easily located without making inroads into wholly residential areas.

Policy Re 13

Proposals for new hotels and guest houses, including change of use, and extensions to existing hotels and guest houses, will be considered against the following criteria:-

In the urban areas permission will normally be granted if:-

- (i) the residential character of the area is not adversely affected, where this is applicable;**
- (ii) the proposal does not conflict with other policies of this Plan; and**
- (iii) the appropriate design criteria as set out in Policy Re 2 are met in full.**

Outside the urban areas permission will not normally be granted for new hotels or guest houses and/or ancillary conference facilities (whether as part of an existing or new hotel or guest house). Extensions to existing hotels and guest houses would need to be justified by very special circumstances under Policy Co 1.

Amplification

- (1) The Borough Council will give favourable consideration to schemes which include hotel provision as part of an Integrated Mixed Use Scheme within town centres.*
- (2) Future provision for both hotels and guest houses will largely be governed by the number of suitable properties available, which is likely to be limited. Most pressure is likely to arise for guest houses in the Horley area, and any permissions granted will normally reflect existing concentrations of guest houses and not make inroads into wholly residential areas.*
- (3) In exceptional cases where permission is granted involving the loss of residential units, then the developer will normally be required to provide replacement dwellings. Where a change of use is involved and an exception is to be made to Policy Ho 1, the Borough Council would normally expect that separate accommodation for the owner is retained.*
- (4) As there is the need to protect the amenities of adjoining residences from the increased activity and potential nuisance associated with hotels and guest houses, especially at unsocial hours, the size of the curtilage should be adequate to afford such protection and to accommodate satisfactorily the required level of car parking provision, together with amenity space and an area for the storage of refuse.*
- (5) This policy does not carry a presumption in favour of extensions or intensification of use. It is not intended, for example, that guest houses in residential areas should develop into mini hotels, or provide facilities for non-residents, and conditions will be imposed accordingly.*



COMMUNITY FACILITIES

COMMUNITY FACILITIES - GENERAL

Retention of existing community buildings and uses

- 9.1 In view of the difficulties in obtaining premises for community use, it is important to protect existing community use sites, wherever possible, by resisting their loss to other uses. The general purpose meeting hall is one type of facility that plays an invaluable role in the social and community life of the Borough and consequently the Borough Council is anxious to protect them. There is a large and diverse stock of such premises owned by public authorities, community groups, churches, clubs and other organisations and some are also available for hire by others for social, leisure and recreational purposes.

Policy Cf 1

The Borough Council will normally resist the loss of community buildings or uses unless it is satisfied that:-

- (i) **there is no longer a need for them, or adequate alternative provision is to be made elsewhere in the locality; and**
- (ii) **no other community facility or service can make use of the premises or site.**

Amplification

- (1) *The Borough Council will expect any proposal which would result in the loss of an existing community building to be supported by evidence of reasonable attempts to dispose of the building for an alternative community use.*
- (2) *Any redevelopment scheme, meeting the other provisions of this Plan, which involves the loss of community buildings or uses, will normally only be permitted where replacement accommodation is included on the site or nearby.*

Design and Layout

- 9.2 The diversity of buildings and sites which all come under the heading "community facilities" is such that a policy controlling such development must itself be all-embracing. It is also the case that, despite the desire of communities to have health and education facilities, churches, meeting halls and clubs locally, such uses can potentially be bad neighbours. Consequently a policy framework is set for

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considering new facilities and achieving a balance between user requirements and the maintenance of residential amenities, in particular.

Policy Cf 2

In order to maintain and enhance the natural and built environment of the Borough, all proposals for the development of community facilities will normally be required to:-

- (i) make the best use of the physical characteristics of the site, views into and out of the site and aspect; existing trees, vegetation and other interesting features will be expected to be retained;**
- (ii) be of a scale and form which would respect the general pattern of development in the area;**
- (iii) be of a scale and form, where situated on the edge of the urban areas, to achieve the appropriate transition to the countryside beyond;**
- (iv) comprise a layout and design which does not adversely affect the amenities of adjoining properties and, where necessary, includes noise attenuation measures;**
- (v) be designed to a high standard incorporating elevational treatments, roofscape and building materials which complement the character of the area;**
- (vi) incorporate additional landscaping, where appropriate, which should be considered at an early stage as an integral part of the overall design;**
- (vii) incorporate facilities for the disabled and for the easy movement of perambulators, pushchairs and wheelchairs;**
- (viii) provide satisfactory means for the storage and collection of refuse;**
- (ix) where necessary, extraction equipment and plant should be fitted in as unobtrusive a manner as possible;**
- (x) comply with the currently adopted standards for highway design, parking and servicing provision; and**
- (xi) take into account the requirements of energy conservation.**

Amplification

- (1)** *The Borough Council will normally require applications to be supported by a thorough site survey assessing the quality of and effect of the proposed development on existing features. The survey should include reference to levels, aspect, views into and out of the site, trees, hedges, shrubs and other landscaping features, and to neighbouring properties. Applicants will, where appropriate, be expected to undertake a comprehensive tree survey identifying the locations, species and condition of all trees on the site. Trees not only form a natural feature which it is impossible to replace immediately,*

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but also can be used to reduce the visual impact of new development. Developers will be required to observe a strict code of tree protection during the construction period (see Policy Pc 4).

- (2) As a general rule, development should not normally exceed the height of other buildings in the surrounding area, in order to avoid overlooking, interference with established views, or having an adverse effect on the character of the area.*
- (3) A characteristic of development in the Borough is that generally densities decrease towards the edge of the built-up areas and is screened from view from the surrounding countryside. It is considered that these features should be perpetuated as far as possible so as to safeguard the visual amenities of the countryside. Particular attention will be given to the retention and reinforcing of the natural screening in such locations.*
- (4) Multi-purpose halls and other premises where amplified music or tannoy systems are likely to be used must be designed to minimise any nuisance caused, and may need to be sound insulated to the Borough Council's satisfaction. Premises which could generate high levels of pedestrian or vehicular activity at unsocial hours may be subject to a planning condition controlling hours of operation.*
- (5) Landscaping means the treatment of land for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated, and includes screening by fences, walls or other means, planting of trees, hedges, shrubs or grass, formation of banks, terraces or other earthworks, layout of gardens or courts, and other amenity features. Plans of proposed additional landscaping will be required at the detailed planning application stage so as to assess the quality of the proposal in its finished form.*
- (6) Door widths, lift doors and lift carriages themselves, should all be designed to accommodate the needs of the disabled and their helpers, and for prams and pushchairs, including double buggies. For practical guidance on access for the disabled see the Approved Document dealing with the requirements from PART M of Schedule I of the Building Regulations 1991.*
- (7) Traffic aspects will be evaluated in relation to any internal road layout meeting approved standards and the effect of the completed development on the existing highway network. Proposals will need to demonstrate that a satisfactory means of access can be provided to approved standards, without causing an increase in danger to road users and pedestrians, and without giving rise to undesirable visual impact upon the street scene, e.g. loss of important trees or hedges. The internal site layout will need to minimise noise and disturbance to neighbouring properties from traffic movements, by careful layout and screening, and in the choice of materials for hard surfaces. Poor design features, e.g. unsightly views of service areas and refuse facilities, large unrelieved parking areas, etc. should be avoided.*

New Community Facilities Provision

- 9.3 The Borough Council will encourage early liaison with all organisations considering acquisition of new sites, in order to select the most appropriate location in relation to their particular needs and the policies of this Plan, and to minimise the environmental impact which certain uses can produce. In its role as a local planning authority, the Borough Council is often aware of land and premises which could be of relevance to organisations involved in premises searches. Early liaison could thus at one and the same time benefit the particular organisation and avoid the possible loss of a suitable building from the community stock.
- 9.4 Some parts of the Borough which have been developed during recent years do not benefit from ready access to the long established stock of premises characteristic of most of the Borough. In these and other parts where it is evident that the existing community facilities are inadequate to meet the needs of the local community, the Borough Council will adopt an enabling role in the provision of new facilities.

Policy Cf 3

The Borough Council will encourage the provision of new community facilities, including change of use, in locations where demand arises:-

- (i) **which cannot be met from the use of the existing stock of community premises; and**
- (ii) **where the appropriate design criteria as set out in Policy Cf 2 are met in full.**

Amplification

- (1) *Assistance may take the form of making Council-owned land available, where this is appropriately sited, or by enabling access to be gained to other land. Where Council-owned land is not available, it is sometimes possible for development briefs relating to larger housing or commercial schemes to include a requirement that land be made available for specific community needs of the new and established population e.g. doctors' surgeries and meeting halls.*
- (2) *Some needs could be met by the re-use of redundant public authority buildings, e.g. schools. Given the difficulty of funding and financing suitable premises, the Borough Council would expect public authorities to give consideration to these needs before disposing of buildings and sites.*
- (3) *The use of residential premises for medical consultancy or treatment, or day care for children, for example, will only be permitted if it can clearly be demonstrated that the proposal is essential in the locality and meets a recognised deficiency, and all other options, such as the use of surplus institutional, educational or other buildings, have been fully explored.*

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- (4) *New provision will normally be limited to the urban areas of the Borough, although the reuse and adaptation of rural buildings could provide premises in appropriate cases (see Policy Co 3).*

EDUCATION AND CHILD CARE

Education

- 9.5 Policy Cf 4 deleted (2005). Site for County First School at Alma Road, Reigate, completed.

Day-Care for Children

- 9.6 The Borough-wide demand for day-care facilities can be expected to increase in view of trends in the birth rate and other factors, including the number of single parent families and working mothers. Apart from nursery education provided in conjunction with County First Schools, there are other types of facility provided by the private sector, such as child-minding, play groups and day nurseries. The Borough Council wishes to ensure that where additional provision is proposed account is taken of the environmental implications for the locality.

Policy Cf 5

The Borough Council will normally permit the provision of day care facilities for children in the urban areas, including change of use, in accordance with Policy Cf 3, provided that:-

- (i) the scale and level of activity which would be generated would not adversely affect the amenities and privacy of adjoining properties;**
- (ii) there is adequate and safe provision for access and parking;**
- (iii) the proposal would not lead to a significant worsening of local traffic conditions; and**
- (iv) the appropriate design criteria as set out in Policy Cf 2 are met in full.**

Amplification

- (1) There is a need to protect the amenities of adjoining residences from the increased activity and potential nuisance associated with this provision. Therefore, the size of the curtilage should be adequate to afford such protection, to accommodate the required outdoor play space and off-street parking space, and situated in a street where there is adequate provision for*

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picking up and setting down without loss of residential amenity or interference with the free flow of traffic.

- (2) The Children's Act 1989 requires registration by the Local Social Services Authority, which can impose requirements in connection with registration. The Borough Council will consult with the County Council Social Services Department on proposals, but registration of any of these activities by the Department does not imply that planning permission has or will be given.*
- (3) Where an exception is to be made to Policy Ho 1, the Borough Council would normally expect that, in the case of the use of private houses, separate accommodation for the owner would be retained.*

COUNTY COUNCIL SERVICES

County Council Area Offices

9.7 Policy Cf 6 deleted (2005) as site at Redstone Hill, Redhill, developed for housing.



UTILITIES

UTILITIES - GENERAL

Design and Layout

- 10.1 The nature and appearance of buildings and installations required by the gas, electricity, telecommunications, and water industries is extremely diverse. Many minor works are, however, not subject to planning control and enjoy the status of "permitted development". Despite the general presumption that such services and facilities should be readily available, many of the buildings or structures required, such as sewage treatment works, pumping stations, and electricity pylons, are regarded as "bad neighbours" by nearby property owners, and as a result some new proposals can be controversial matters. For this reason particular care is required to minimise the visual impact of proposals which could potentially be obtrusive features in either the urban or rural environment.

Policy Ut 1

Operational development which is necessary to meet the requirements of the Local Plan, extensions and alterations to public utility plant and equipment, will normally be permitted in appropriate locations; but in order to maintain and enhance the natural and built environment of the Borough all proposals for new buildings or installations for utility purposes will normally be required to:-

- (i) make the best use of the physical characteristics of the site, views into and out of the site and aspect; existing trees, vegetation and other interesting features will be expected to be retained;**
- (ii) be of a scale and form which would respect the general pattern of development in the area;**
- (iii) comprise a layout and design which does not adversely affect the amenities of adjoining properties;**
- (iv) be designed to a high standard incorporating elevational treatments, roofscape and building materials which complement the character of the area;**
- (v) incorporate additional landscaping, where appropriate, which should be considered at an early stage as an integral part of the overall design;**
- (vi) comply with the currently adopted standards for highway design, parking and servicing provision, where appropriate.**

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The Borough Council will seek to ensure that the visual impact of transmission lines, aerials, dishes and other development associated with telecommunications or the distribution of energy, is minimised. In particular it will seek to secure the placing underground of lines transmitting energy or telecommunications in Conservation Areas and in other areas where this is considered necessary in the interest of visual amenity. Satellite TV receiving dishes will also be subject to Policy Ho 11 of this Plan.

Amplification

- (1) The Borough Council will normally require applications to be supported by a thorough site survey assessing the quality of and effect of the proposed development on existing features. The survey should include reference to levels, aspect, views into and out of the site, trees, hedges, shrubs and other landscaping features, and to neighbouring properties. Applicants will, where appropriate, be expected to undertake a comprehensive tree survey identifying the location, species and condition of all trees on the site. Trees not only form a natural feature which it is impossible to replace immediately, but also can be used to reduce the visual impact of new development. Developers will be required to observe a strict code of tree protection during the construction period (see Policy Pc 4).*
- (2) Landscaping means the treatment of land for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated, and includes screening by fences, walls or other means, planting of trees, hedges, shrubs or grass, formation of banks, terraces or other earthworks, layout of gardens or courts, and other amenity features. Plans of proposed additional landscaping will be required at the detailed planning application stage so as to assess the quality of the proposal in its finished form.*
- (3) Traffic aspects will be evaluated in relation to any internal road layout meeting approved standards and the effect of the completed development on the existing highway network. Proposals will need to demonstrate that a satisfactory means of access can be provided to approved standards, without causing an increase in danger to road users and pedestrians, and without giving rise to undesirable visual impact upon the street scene, e.g. loss of important trees or hedges.*
- (4) Development proposed in Conservation Areas and other special areas will require more sensitive treatment and regard must be given to the use of traditional building forms and use of traditional finishing materials.*
- (5) Policy Ho 11 of this Local Plan is concerned with satellite dishes on houses and flats, but similar principles apply to other locations, including shops, offices, industrial/commercial premises and hotels.*

New Provision

- 10.2 The Borough Council will encourage early liaison with utility agencies considering acquisition of new sites and routes in order to select that which is most appropriate in relation to their particular needs and the policies of this Plan, and to minimise the environmental impact which such proposals can have. In its role as local planning authority, the Borough Council is often aware of land and premises which could be of relevance to agencies involved in site searches.

Communication Masts

- 10.3 Because of its elevated position, land in the northern part of the Borough has attracted communications masts for use in broadcasting, public utility and private business purposes. Although some of these facilities may be necessary, the Borough Council is concerned at the impact of such development, particularly in the Surrey Hills Area of Outstanding Natural Beauty, and the following policy will be used in determining future proposals.

Policy Ut 2

Proposals for communications development including masts and aerials will normally only be permitted if the Borough Council is satisfied that:-

- (i) there are no other less obtrusive sites available for the development;**
- (ii) there is no possibility of combining the proposal with any existing installation; and**
- (iii) the appropriate design criteria as set out in Policy Ut 1 are met in full.**

The Borough Council will normally seek agreements with developers that any new installations will be available for shared use with any other organisations which may require similar facilities.

Amplification

- (1) *The Borough Council will also have regard to the national guidance in PPG 8 - Telecommunications (2001).***

SEWERAGE AND FLOODING

Foul Sewerage and Sewage Treatment

- 10.4 During and since 1986 problems of flooding of foul sewage led the Borough Council to adopt a policy whereby it would not normally permit development in a specific catchment area until it was satisfied that resources had been made available to remedy the problem. The provision of increased capacity is now deemed to be met by the application by Thames Water Utilities Limited (TWUL) of the flat rate infrastructure charge for each new connection into the system, under s.146 of the Water Industry Act 1991. However, as it will not always be possible for TWUL to provide increased capacity straightaway, the Borough Council will seek to ensure that existing and potential problems are remedied by the imposition of conditions which require the development to be phased, so as not to overwhelm the sewerage system, until the necessary works have been carried out.

Policy Ut 3

In an area defined by the Borough Council as having a problem in terms of flooding or potential flooding of foul sewage, or lack of capacity at a sewage treatment works, the Borough Council will:

- (i) normally permit development in circumstances where the improvement scheme which remedies the problem is programmed to occur within the life of any permission granted, but subject to the condition that the development should be phased until the necessary off-site works have been completed; or**
- (ii) not normally permit development in circumstances where the scheme is programmed to occur outside the life of any permission which otherwise might have been granted.**

Amplification

- (1) This policy shall apply in those areas which the Borough Council shall from time to time define, after consultation with TWUL, and should normally be applied throughout the defined catchment area of a sewer, irrespective of whether the proposed loads initially gravitate to a pumping station or not, or a sewage treatment works.*
- (2) For the purposes of this policy, development shall be deemed to include any development which adds to the foul water load of the system in an area, and*

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the policy should normally be applied to any site within the defined catchment area that attempts to increase density by means of phased planning applications or otherwise.

- (3) *If a developer wishes to carry out development within a shorter time-scale than that envisaged by TWUL in respect of the improvement scheme, then he may wish to exercise his rights under s.98 and 99 of the Water Industry Act 1991 and requisition the necessary works to enable his development to be completed sooner. If such a requisition would result in the start date for the scheme being brought forward by TWUL to a date which will occur within the life of a permission, then planning permission will normally be granted subject to a condition of the type envisaged by this policy. If such a requisition would not bring the start date for the scheme to within the life of the permission, then planning permission will normally be refused.*

Surface Water Sewerage

- 10.5 The Banstead area is predominantly drained utilising soakaways, whereas the rest of the Borough achieves drainage using ditches, watercourses and other surface water sewerage infrastructure. Responsibility for drainage through surface water sewerage lies with TWUL, and any proposals affecting sewers should be discussed with them. Where drainage is to open surface watercourses then on-site storage may be required as part of the drainage system. Assessment of the need for storage will be done on an individual basis at the detailed planning stage, rather than by general policies in this plan.

Flooding

- 10.6 New development in river floodplains is likely to be at risk from flooding. The Environment Agency holds information identifying many of the areas known to be at risk. Development can also have the effect of reducing the storage capacity of the floodplain, and/or impeding the flow of water, thereby increasing the risk of flooding elsewhere. It is essential, therefore, that development (including redevelopment) in floodplains should be avoided. There is therefore a presumption against new development in areas liable to flood. This has particular relevance to the catchment areas of the River Mole and the Burstow Stream within the Borough.

Policy Ut 4

New development and land raising will not normally be permitted in areas at risk from flooding. Appropriate flood protection and mitigation measures will generally be required as part of development in areas at risk from flooding.

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Likewise, on other sites where the National Land Drainage Authority (Environment Agency) and/or the local Land Drainage Authority (Reigate and Banstead's Engineering Services Unit) have indicated that there may be drainage problems, if adequate flood risk information is unavailable developers will be required to evaluate the extent of that risk and to implement all necessary measures approved by the Borough Council.

Amplification

- (1) This Policy should be read in conjunction with the indicative 1 in 100 year flood event for main rivers in the Horley area as shown on the Proposals Map, and is based on the Horley Flood Study (January 2004). In addition the Proposals Map also shows the worst case historical flood extent in areas of Horley which may have been subject to flooding from other sources including sewer, groundwater and/or surface water flooding, and from other watercourses, such as minor tributaries, not modelled as part of the Horley Flood Study. Elsewhere in the Borough other less detailed information is used and included in Appendix 5.*
- (2) In Horley, any buildings or landraising should be outside the 1 in 100 year event floodplain envelope. Between the 1 in 100 year event floodline and the 1 in 100 year plus 20% floodline appropriate flood protection and mitigation measures will be required, to take into account the impact of climate change in particular. Further details are included in the Flood Risk Development Brief in the Horley Design Guide Supplementary Planning Document.*
- (3) Under the Land Drainage Act 1991, Reigate & Banstead Borough Council has authority to take on powers, within their area, which are generally undertaken by the Environment Agency. These 'Local Land Drainage' responsibilities are undertaken by the Borough Council's Engineering Services Unit, and include advising the Development Control and Planning Policy Units of the Council on drainage issues relating to sites of less than 50 dwellings .*



MOVEMENT

ROADS AND TRAFFIC MANAGEMENT

Major Highway Schemes

- 11.1 In considering proposals for major highway improvements, the County Council has regard to the provisions of the Structure Plan, which require that schemes should solve local problems and give significant economic and/or environmental benefit. In allocating resources there will be an emphasis towards severe and defined problems on the designated Primary road network. Any major schemes which may come forward for consideration during the Local Plan period, will need to satisfy these criteria and be shown to be of high priority, when compared with other schemes elsewhere in the County.

Policy Mo 1

The County and Borough Councils intend to carry out improvements to the road network in Reigate Town Centre, for which the necessary land outside existing highway boundaries will be safeguarded against other forms of development.

Amplification

- (1) *Studies were undertaken by the County Council in 2004 to progress its safeguarded scheme for Reigate, which diverted through-traffic away from some of the main shopping streets. These studies concluded that, due to traffic growth, the safeguarded scheme would have resulted in very significant congestion and could not, therefore, be progressed. Consideration is therefore being given to alternative transport and related environmental improvements in the context of the Local Transport Plan process*
- (2) *Although the County Council's provisional Surrey Local Transport Plan for 2006/7 to 2010/11 does not identify transport measures in Reigate as one of its major schemes, the town is recognised as one of the four top priority urban areas in terms of transport related problems. See also Policy Rg 3.*
- (3) *Prior to implementation, the land required for construction will be the subject of a safeguarding policy in accordance with national advice in PPG12. The design of the scheme will be developed to the stage at which planning permission can be sought, and land acquisition, using CPO powers if necessary, can be pursued.*

Minor Highway Schemes

- 11.2 Policy Mo 2 deleted (2005).

Regulating Commercial Vehicle Movements

- 11.3 Where at all possible, the County Council will encourage longer distance lorry traffic to use the Primary Road Network. Provision of facilities for lorry drivers along this strategic network may be looked upon favourably. Guidance is set out in the County Council's document, "Strategy for the Provision of Road-side Services on the Primary Road Network." The County Council has not designated specific lorry routes, but is aware of the environmental problems caused by heavy commercial vehicles. To this end the County Council has included policies on freight transport in the Structure Plan. The Borough Council will co-operate with the County Council in ensuring the application of these policies within the Local Plan area.
- 11.4 In the central part of the Borough, the older employment area at Albert Road North, Reigate, suffers from poor access for heavy lorries.

Policy Mo 3

The County Council will seek to introduce measures to control the movement and parking of commercial vehicles, where appropriate, through traffic regulation orders and waiting and width restrictions. In particular heavy goods vehicles travelling to and from Gatwick Airport will be discouraged from using minor country roads in the Local Plan area.

Amplification

- (1) *In the context of this Policy, the Borough Council is concerned about the impact on the rural road network of increasing commercialisation at Redhill Aerodrome. Consequently, it will continue to urge the County Council to investigate ways of mitigating the problems (see also Policy Em 12).*
- (2) *The County and Borough Councils are empowered to object to certain applications submitted to the relevant Licensing Authority relating to Goods Vehicle Operator's Licences. When they have reason to believe that a particular proposal might be objectionable on environmental grounds, they will consider the need to lodge an objection with the Licensing Authority.*

VEHICULAR PROVISION FOR NEW DEVELOPMENTS

Development related Funding for Highway Schemes

- 11.5 The Local Plan seeks to ensure that the provision for new development should be integrated as satisfactorily as possible within the transport network and that improvements to the network should be made, where necessary, as part of those developments. The highway system in the Borough will remain under pressure in the peak traffic periods over the Local Plan period, particularly on more urbanised sections of the main traffic routes. Any additional traffic generated alongside these routes therefore would further impede movement and make conditions more hazardous.

Policy Mo 4

If proposals would exacerbate transport problems or make conditions more hazardous for highway users, the County Highway Authority and Borough Council will ensure where appropriate that necessary improvements are designed, fully funded by the developer and completed to accommodate safely the traffic related to the development.

In furtherance of this Policy, the County and Borough Councils will seek, as part of Integrated Mixed Use Schemes and other proposals included in this Local Plan:-

- (i) the provision of a new access road into the Holmethorpe Employment Area, Redhill, Completed;**
- (ii) improvements to Gloucester Road and its junction with London Road, Redhill, Completed;**
- (iii) the provision of a satisfactory means of access to the South East Quadrant, Redhill, and any consequential improvements to the highway network;**
- (iv) the provision of an access road from Salbrook Road into land identified for industrial and storage and distribution use at Salfords Goods Yard;**
- (v) the extension of Consort Way, Horley, eastward from its junction with Albert Road to Consort Way East - Deleted (2005).**

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Amplification

- (1) *Where works on the transport system are deemed necessary either to service the needs of the development, or to ameliorate problems on the transport system which would be created by the proposals, costs will normally be recovered by Agreement.*
- (2) *The South East Quadrant of Redhill lies between Marketfield Way (A23) and the pedestrian priority areas of High Street and Station Road. Junctions on the A23 have limited additional capacity and normally direct access onto Marketfield Way would not be permitted by the Highway Authority. As part of any redevelopment proposals for this area, consideration will need to be given to the functioning of the highway network in addition to the provision of a satisfactory means of access (see also Policy Rd 3).*
- (3) *Current road access to an aggregate depot and vacant land at Salfords Goods Yard is via Southern Avenue, a residential street. The development of the vacant land will require the provision of a new access into Salbrook Road. Such an access road has previously received the grant of planning permission (see also Policy Em 9).*

Design of Roads within New Development

- 11.6 A design guide “Surrey Design”, and its technical appendix, produced in 2002 on behalf of the Surrey Local Government Association (SGLA), has been adopted by the Borough Council as supplementary planning guidance for residential development. The County Council also operates highway design standards which apply to other forms of development.

Policy Mo 5

In considering proposals for new development, the County and Borough Councils will seek to ensure that arrangements for access and circulation are appropriate to the type of development proposed and the area in which it is located and do not aggravate traffic congestion, accident potential or create environmental disturbance in the vicinity. Where feasible, the number of accesses onto major roads will be reduced.

Amplification

- (1) *Generally proposals will need to demonstrate that a satisfactory means of access can be provided to approved standards without causing an increase in danger to road users and pedestrians. Traffic aspects will be evaluated both in relation to the internal layout of the new development meeting approved standards and the effect of the completed development on the existing highway network.*

Servicing Provision within New Development

- 11.7 In order for shops, offices, industrial and storage and distribution premises to function properly, it is necessary to allow delivery vehicles access and standing space for loading purposes, with a new access being provided from existing roads. It is felt that, wherever possible, all vehicles should service the premises without using the highway as manoeuvring space. In commercial areas, particularly shopping areas, this means the servicing of premises should be carried out from the rear wherever possible.

Policy Mo 6

The Borough Council will normally require provision for loading, unloading and turning of service vehicles within the curtilage of a proposed development. Where appropriate, servicing or provision for future servicing will be expected to be from the rear of the premises.

Amplification

- (1) *Although servicing from the rear of premises is desirable it is not always possible and the proposed pedestrian priority area in the High Street, Reigate is one such exception. Service vehicles will need to be accommodated within the pedestrian priority area because of the lack of opportunity to provide complete rear servicing facilities, especially along the northern side of the High Street. It is proposed to initiate a one-way servicing system to prevent use by through traffic and the possibility of time-limited service trips will be examined.*
- (2) *Redevelopment schemes on the south side of High Street, Reigate have been required to make rear servicing provision for adjoining properties in addition to their own requirements wherever possible.*

Car Parking Strategy and Standards

- 11.8 **Introduction:** Car parking standards in Surrey are reviewed at intervals by the County Council. To provide a context for setting standards and for comprehensiveness the County Council adopted a Car Parking Strategy in 2003 as SPG, which covers on and off-street provision and also management issues in relation to the public car parking stock. For development related parking provision the Strategy introduces a zonal approach to parking standards whereby on-site provision is less in locations with good accessibility to public transport.
- 11.9 The Borough Council is responsible for providing, maintaining and managing off street public car parking spaces. The Borough Council will need to consider increasing car parking charges as a part of the County Strategy and the movement strategy of this Local Plan and as a way of discouraging excessive dependence on the private car. New development will not normally be permitted unless there is an

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appropriate level of off-street car parking provision. Under the adopted County Strategy this will be a maximum provision, with the exception of housing outside town centres, determined primarily by the location of the development. Dependant upon the location and accessibility of new development, contributions towards public transport, cycling or walking initiatives will be sought.

- 11.10 **Purpose:** To ensure that the provision and management of parking space contributes to the promotion of sustainable travel alternatives and that new development proposals provide an appropriate level of off-street car parking.

Policy Mo 7

New development will be required to provide parking provision in accordance with the current adopted standards, as set out in Appendix 3. Where appropriate, the developer will be requested to provide and fund enhanced facilities to encourage alternative means of travel to the private car. In the case of non-residential development such facilities may relate to the submission and approval of a Travel Plan secured through a legal agreement or planning condition.

Amplification

- (1) *A parking strategy will be promoted with the aim of reducing dependency on car use and encouraging the use of alternative forms of transport. As part of that strategy and following comprehensive detailed assessments, including the monitoring of improvements in the provision of public transport, the Borough Council with the County Council, will:*
 - (i) *progressively reduce the supply of Local Authority long stay commuter and private non-residential car parking in town centres, in conjunction with improved public transport and, where appropriate, alternative provision of long-stay off-street car parking away from town centres in sites suitable for park and ride or walking;*
 - (ii) *give priority to short-stay car parking over long-stay in town centres in order to support shopping, leisure and community activities; and*
 - (iii) *restrain on-street parking where necessary, having regard to the needs of residents, in order to protect and enhance the local environment and promote road safety.*
- (2) *Parking standards, with the exception of residential development outside town centres, will apply on a 'maximum' basis. In locations well served by other transport modes a lower level of provision may be required. In the case of the allocated housing sites in Horley, where high quality public transport networks and facilities, together with those which encourage cycling and walking are planned to be provided from the outset as part of a comprehensive approach, there should be opportunities to reduce the normal level of parking provision.*

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- (3) *A 'Travel Plan' should be provided for all non residential developments of over 1000m2 gross floorspace, individually or cumulatively, and will be encouraged on smaller proposals depending on the nature of the business. These plans are a proven technique for reducing car use especially by employees at peak times, and for increasing cycling, walking, public transport and car sharing.*

Shared Parking Opportunities

- 11.11 **Introduction:** Private and non-residential parking space can make a substantial contribution to meeting overall parking needs particularly in town centres which experience peaks in demand. In order to utilise private land in town centres that is currently in use, or could be used, for car parking, the Borough Council will encourage private owners to provide car parks and make their surplus parking spaces available to other users, by agreement, at specified times of the week.
- 11.12 This approach is not seen as inconsistent with Government guidance as contained within PPG 13. This approach reduces land take and is therefore an efficient use of resources. It should also be seen within the context of the Council's overall Transport and Town Centre Strategies which seek to keep non-shopper short term parking to a minimum.
- 11.13 **Purpose:** To make best use of resources and maximise opportunities to enhance short term parking provision especially within town centres.

Policy Mo 8

Provision and effective use of private and non-residential parking space either for specified or general public use will be secured, subject to highway and environmental considerations, in order to supplement the Borough Council's own public provision.

Amplification

- (1) *The main opportunity for such provision will arise within town centres when new development or redevelopment is being undertaken and may include the use of office parking spaces outside normal working hours, the temporary use of land earmarked for redevelopment or other under-utilized land.*
- (2) *Dual use parking may have design implications especially when parking is not only at surface level, and thus needs to be considered from the outset.*
- (3) *The spaces shall be made available for short term visitors at a price consistent with other local publicly managed car parks.*

PUBLIC TRANSPORT

Bus Services and Accommodation

- 11.14 Throughout the County there are a number of people who are wholly or partly dependent upon public transport. Without financial support, either from Central or Local Government, the level of service would decline drastically, thereby causing social hardship and a significant loss of mobility. The County and Borough Councils will endeavour to ensure that an acceptable service is provided at a level appropriate to the needs of those dependent upon it.
- 11.15 In these circumstances the County Council proposes to support selective bus services in the County, as far as funds permit, after taking into account the need for such services and the financial and operational factors in providing them. In doing so, the County Council will determine the overall level of bus services which the market will not provide on a commercial basis. For commercial services the County Council will co-operate with the operators in providing such services, whilst apprising them of its requirement for any additional services.
- 11.16 The Borough Council will resist the loss of off-street accommodation for buses as it represents a vital element in the bus transport system and it is difficult to find alternative sites.

Policy Mo 9

The Borough Council will normally resist the loss of existing off-street accommodation provided in connection with bus services, unless it can be demonstrated that:

- (i) the facility is genuinely redundant, or alternative accommodation is available in an off-street location which satisfies planning and operational needs; and**
- (ii) there is no detriment to public transport services.**

Amplification

- (1) Where appropriate, the Borough Council will require the completion of an Agreement to secure the retention of any alternative off-street facility that has been provided. Such an Agreement would recognise that the replacement facility could itself be replaced by another satisfying this Policy.*

Rail Services

- 11.17 Rail services are supported by Central Government as part of the Public Service Obligation Grant. The County Council will seek to ensure a continuation of such services. The County Council has undertaken a review of interchange facilities at railway stations and has identified parking and other requirements.

Policy Mo 10

In conjunction with the Train Operating Companies, Network Rail, The Rail Users' Association and the County Council, the Borough Council will encourage the retention and enhancement of rail services and will normally support both improvements to existing, and the provision of new, interchange facilities.

Amplification

- (1) *Redhill Station has undergone some improvements, although lack of planning control has enabled these to proceed without the benefit of proper provision for the disabled. The Borough Council will continue to encourage Network Rail to incorporate proper passenger lift facilities for the disabled or other passengers in need.*

PEDESTRIANS AND CYCLISTS

Pedestrian Priority Areas

- 11.18 The creation of an acceptable living and working environment by its protection and enhancement is an important concern of the County and Borough Councils and in this respect additional pedestrian facilities in town centres can make a significant contribution. The County and Borough Councils are also aware of the special problems faced by cyclists, especially in urban areas.
- 11.19 The County Council will seek to improve pedestrian and cyclist facilities in principal shopping streets, residential areas and schools and colleges. Within the Local Plan area pedestrian priority areas will be created (or extended) in Reigate, and Horley town centres.

Policy Mo 11

The Borough and County Councils will introduce a pedestrian priority area in Reigate town centre and that scheme already partially implemented in Horley town centre will be completed, as shown on the Proposals Map.

Amplification

- (1) *Studies were undertaken by the County Council in 2004 to progress its safeguarded scheme for Reigate, which diverted through-traffic away from some of the main shopping streets. These studies concluded that, due to traffic growth, the safeguarded scheme would have resulted in very significant congestion and could not, therefore, be progressed. Consideration is therefore being given to alternative transport and related environmental improvements in the context of the Local Transport Plan process.*
- (2) *Although the County Council's provisional Surrey Local Transport Plan for 2006/7 to 2010/11 does not identify transport measures in Reigate as one of its major schemes, the town is recognised as one of the four top priority urban areas in terms of transport related problems. See also Policy Rg 3.*
- (3) *Proposals for Horley Town Centre are detailed in Policy Hr 26.*

Public Rights of Way Network

- 11.20 The County Council is responsible for the management of public rights of way and will seek to make the best use of them. The Borough contains numerous rights of way, but inevitably there are areas where the networks are disjointed. This occurs in both the rural and urban parts of the Borough.

Policy Mo 12

The Borough and County Councils will seek to improve and extend the bridleway and footpath networks either by land management or by negotiation on development proposals.

Amplification

- (1) *For the rural areas, Countryside Management Projects established in accordance with Policy Pc 5 of this Local Plan may offer the opportunity to create improvements and extensions to the footpath and bridleway network. In urban areas, new development or redevelopment proposals will be examined with a view to incorporating new footpath links as part of any scheme.*
- (2) *Proposals for Horley are detailed in Policy Hr 23.*

Provision for Cyclists

- 11.21 The County and Borough Councils recognise that cycling, as an alternative means of travel to the car, should be supported and encouraged. This would not only help reduce peak hour traffic flows, but would also reduce the environmental impact of traffic at all times. Exercises have been carried out involving the assessment of a number of schemes throughout the County on the basis of their accident saving potential and their ability to assist cyclists, especially school children, past particular danger spots on the highway system.

Policy Mo 13

The Borough and County Councils will seek to improve conditions for cyclists by identifying potential segregated routes and facilities to meet their needs in highway and traffic management schemes.

Amplification

- (1) *Proposals will be developed within the context of the Structure Plan and will normally be implemented through the Minor Works programme.*
- (2) *Cycle parking facilities are being considered at key locations such as railway stations, shopping centres and libraries.*
- (3) *Proposals for Horley are detailed in Policy Hr 23.*



REDHILL TOWN CENTRE INSET AREA

ENHANCEMENT

Pedestrian Priority Area

- 12.1 Policy Rd 1 deleted (2005) as works completed.

Parking Provision

- 12.2 Redhill's stock of public car parking spaces has been under increasing pressure from the town's revival as a shopping centre, its popularity as an employment location, and its main line railway services, which attract computer parking. Although The Belfry shopping scheme in particular has added to the stock of short-stay spaces, the key problem is a lack of long-stay spaces and the consequent inundation of adjacent residential areas by local and London-bound commuter parking.
- 12.3 In order to maintain Redhill's role as a major town centre, and to bring relief to nearby residential areas, additional car parking provision is vital. However, there is no further land available for surface car park sites, leaving multi-storey parking as the only realistic option for increasing provision. In this context only the existing surface car park at Gloucester Road is large enough for such a proposal.

Policy Rd 2

The Borough Council will seek to increase the provision of public car parking spaces at the Gloucester Road car park, Redhill, as shown on the Proposals Map, by the construction of a multi-storey car park. Any proposal must comply with the appropriate design and layout policies of this Local Plan.

Amplification

- (1) *Access to the car park will be via the existing entrance road from Gloucester Road.*
- (2) *The Borough Council will investigate the possibility of private funding or development related funding for this proposal in view of the high cost of construction and the limited public resources available.*

INTEGRATED MIXED USE SCHEMES

South-East Quadrant, Redhill

- 12.4 To achieve a further expansion of Redhill's retail role, the South East Quadrant is identified for a primarily retail development to take place later in the Local Plan period.
- 12.5 In order to maximise this remaining major opportunity, the site includes all the High Street property, including that south of Marketfield Road, together with the disothèque site on the eastern side of Marketfield Way. This area includes not only shops and offices but also public car parking and places used for community and entertainment purposes. It will be an important principle of redevelopment that the existing community and entertainment facilities are re-accommodated.

Policy Rd 3

The Borough Council will encourage the redevelopment of land fronting 2-84 High Street, 16-36 Station Road and land east of Marketfield Way, Redhill, as shown on the Proposals Map, primarily for retail floorspace. In addition to any business use, the Borough Council will require the provision of replacement and additional public car parking and the provision of entertainment facilities. The development must comply with policies Sh 3, Em 5, Em 7 and the appropriate design and layout policies of this Local Plan.

Amplification

- (1) Retail floorspace on this Integrated Mixed Use Scheme site should be contained within the defined Shopping Area west of Marketfield Way, as shown on the Proposals Map.*
- (2) Vehicular access to the South East Quadrant will be determined by the County and Borough Councils following joint assessment. Separate development of land north and south of Marketfield Road (south) may be achievable provided that the vehicular, pedestrian, and environmental impacts of the first development undertaken do not have an adverse effect on subsequent development.*
- (3) Identification of the entire Station Road and High Street frontage property does not necessarily imply the need for total demolition and redevelopment.*

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Indeed, the Borough Council would favour investigation into the possible retention of parts of the site's Victorian heritage.

- (4) *Any property not redeveloped must be provided with adequate servicing facilities.*

North-West Quadrant, Redhill

- 12.6 This site includes a small group of shops (Central Parade) built in the 1960s, together with adjoining property to the west through which the site takes its vehicular access. Central Parade was set back from London Road to a road widening line which has since been abandoned. Consequently there is scope for a redevelopment which makes better use of its site and which provides accommodation better able to meet modern requirements.
- 12.7 A requirement of any redevelopment would be to provide an improved standard of rear servicing to the northern side of Station Road, thus removing the danger and disruption caused by the need for service vehicles to use Station Road itself.

Policy Rd 4

The Borough Council will encourage the redevelopment of land on the west side of London Road and along the south side of Queensway, Redhill, as shown on the Proposals Map, which makes provision primarily for retail floorspace. In addition to servicing facilities for the development, rear servicing provision will be required for properties fronting the north side of Station Road. The development must comply with policies Sh 3, Em 5, Em 7 and the appropriate design and layout policies of this Local Plan.

Amplification

- (1) *Identification of the Queensway properties, and London Road premises north of Central Parade, does not imply the need for comprehensive redevelopment, but does require the servicing and integration of these to be fully considered within any design for redevelopment.*

2-8 Gloucester Road, Redhill

- 12.8 Policy Rd 5 deleted (2005) as development is completed.

27-37, Brighton Road, Redhill

- 12.9 Policy Rd 6 deleted (2005) as development is completed.



REIGATE TOWN CENTRE INSET AREA

ENHANCEMENT

Control of Development

- 13.1 The most significant area of change within the Conservation Area is that resulting from the various developments taking place. These can range from redevelopment schemes to relatively minor changes brought about by extensions, alterations to shopfronts and shop advertisements. Even these smaller changes can, either individually, or cumulatively, affect the character of the street scene. It is, therefore, essential to give all aspects of change very detailed attention to ensure that the character and visual amenities are preserved and protected.

Policy Rg 1

Planning permission will normally only be granted if the proposed development will assist in the retention of the character of Reigate Conservation Area and enhance its aesthetic qualities. Within the Conservation Area, full planning applications will normally be required to allow proper consideration of the visual impact on the surrounding area.

Amplification

- (1) *Potential applications are advised to contact the Borough Council at the earliest stage in the formulation of proposals to discuss the particular constraints arising from development within a conservation context.*
- (2) *Illustrative material in support of a full planning application will be required to show not only details of the development itself, but also how it relates to the adjoining properties and the street scene in general. In the case of major development, a model may be requested in addition to elevations, sections and perspective drawings.*
- (3) *In the case of "permitted development" it is recommended that works be discussed with the Borough Council, where specialist advice will be available.*

Enhancement Schemes

- 13.2 In addition to the major environmental improvements proposed or enabled in this Local Plan, the Borough Council will take the appropriate opportunities, to improve the appearance of the Conservation Area. Particular sites which are not identified

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for development but require enhancement are Upper West Street car park and Tunnel Road, both of which have a great potential for landscape/floorscape improvements. In addition, it is felt that the historic and visual qualities of the Castle Grounds could be further exploited or some improvements undertaken. Assistance and co-operation from local organisations, other societies and agencies in order to achieve improvements throughout the Conservation Area will be encouraged by the Borough Council.

Policy Rg 2

The Borough Council will undertake enhancement schemes within Reigate Conservation Area as and when resources permit and will encourage other organisations and agencies to co-operate in this process.

Priority will be given to:

- (i) examining ways of utilising and enhancing Tunnel Road and Market Square;**
- (ii) a landscape scheme for Upper West Street car park; and**
- (iii) environmental improvements within the Castle Grounds, subject to the consent of the Secretary of State for Culture, Media and Sport**

Amplification

- (1) Financial assistance may be available in the form of grants from various bodies and all such opportunities will be examined.*
- (2) Co-operation from statutory undertakers can result in improvements in the appearance of their developments or the works they are carrying out, which often do not require planning permission*
- (3) Imaginative use of paving, for example, could greatly improve the appearance of Tunnel Road and Market Square, the latter benefiting from better quality street furniture. .*
- (4) Some soft landscaping within Upper West Street car park would reduce its rather stark appearance.*
- (5) Improvements to the western approaches of the Council Grounds could improve pedestrian movement and enhance the appearance of the area generally.*

Pedestrian Priority Area

- 13.3 The creation of a pedestrian priority area in the High Street has been a long standing objective of the Borough Council. The achievement of this and the associated townscape works which would accompany the removal of through traffic, would represent the single most important improvement to the Conservation Area and

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would make all activities carried out in the town centre, particularly shopping, that much more pleasant. The removal of through traffic was dependent upon the implementation of alternative arrangements for traffic around the town centre (see Policy Mo 1) but the intended scheme cannot now be implemented.

Policy Rg 3

Following the removal of through traffic from High Street, Reigate, the County and Borough Councils will initiate a pedestrian priority area, as shown on the Proposals Map. An integral part of the scheme will be comprehensive paving and landscaping treatment together with improved street furniture and traffic signs.

Amplification

- (1) Studies were undertaken by the County Council in 2004 to progress its safeguarded scheme for Reigate, which diverted through-traffic away from some of the main shopping streets. These studies concluded that, due to traffic growth, the safeguarded scheme would have resulted in very significant congestion and could not, therefore, be progressed. Consideration is therefore being given to alternative transport and related environmental improvements in the context of the Local Transport Plan process.*
- (2) Although the County Council's provisional Surrey Local Transport Plan for 2006/7 to 2010/11 does not identify transport measures in Reigate as one of its major schemes, the town is recognised as one of the four top priority urban areas in terms of transport related problems.*

INTEGRATED MIXED USE SCHEMES

Land South of High Street, Reigate (Brewery Yard)

- 13.4 Policy Rg 4 deleted (1994) as smaller scheme completed.

Land at Castlefield Road, Reigate

- 13.5 The Borough Council offices are at Castlefield Road, Reigate. The main town hall building is a fine example of late Victorian municipal architecture, constructed in 1901, and a Listed Building.
- 13.6 The preferred road option for this part of Reigate Town Centre was in the form of a realigned Castlefield Road as a dual carriageway, but is subject to further detailed investigations. This Local Plan indicates a safeguarded corridor of land on the Proposals Map (see Policy Mo 1).
- 13.7 The area identified on the Proposals Map for an Integrated Mixed Use Scheme is of considerable size. This has been chosen to facilitate the proper planning of the wider area. The eventual detailed alignment of Castlefield Road has yet to be determined, and therefore the precise form of development cannot be determined until this has taken place. In view of the current land use pattern, it may be that a level of development for business use will be required to offset the cost of acquisition, road construction and enhancement.

Policy Rg 5

The form of development within the area shown on the Proposals Map will be dependent upon the outcome of investigations into the highway improvements detailed in Policy Mo 1. Development must comply with the appropriate design and layout policies of this Local Plan.

Amplification

- (1) *The precise pattern of uses and form of development will be dependent upon the alignment of Castlefield Road and will be set out in a development brief to be prepared by the Borough Council, or in conjunction with the applicants.*
- (2) *Any development permitted will be of a scale and form which respects the character of this area of the town, enhances the settings of the Town Hall*

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and Reigate College and does not unduly encroach on the town centre skyline which is clearly exposed at this point.

- (3) *In an area of this size comprising various ownerships, it is unlikely that all redevelopments would take place at the same time, but each must not prejudice the proper planning of the others.*

15-25 West Street, Reigate

- 13.8 Policy Rg 6 deleted (2005) as development completed.

14-16 London Road, Reigate

- 13.9 Policy Rg 7 deleted (2005) as smaller scheme completed.

Council Depot and former RNIB Premises Holmesdale Road, Reigate

- 13.10 Policy Rg 8 deleted (2005) as development completed.

Dairy Site, Warren Road, Reigate

- 13.11 A dairy currently occupies sites on either side of Warren Road, Reigate, close to its junction with Holmesdale Road, and has done for many years. The Borough Council is not aware of any intention of the dairy to vacate these premises, but in view of the the nature and location of the sites, it is considered appropriate to identify the site in order to properly guide any future alternative uses which may be suggested for the land.
- 13.12 The eastern site has a more pronounced residential setting and is therefore appropriate for a wholly residential redevelopment. However, the setting of the western site comprises mixed uses, with modern offices adjoining to the west and south-west and housing to the north and east. In view of this, a small scale development for business use may be appropriate on redevelopment, particularly if a residential element were included on the northern part of this western site.

Policy Rg 9

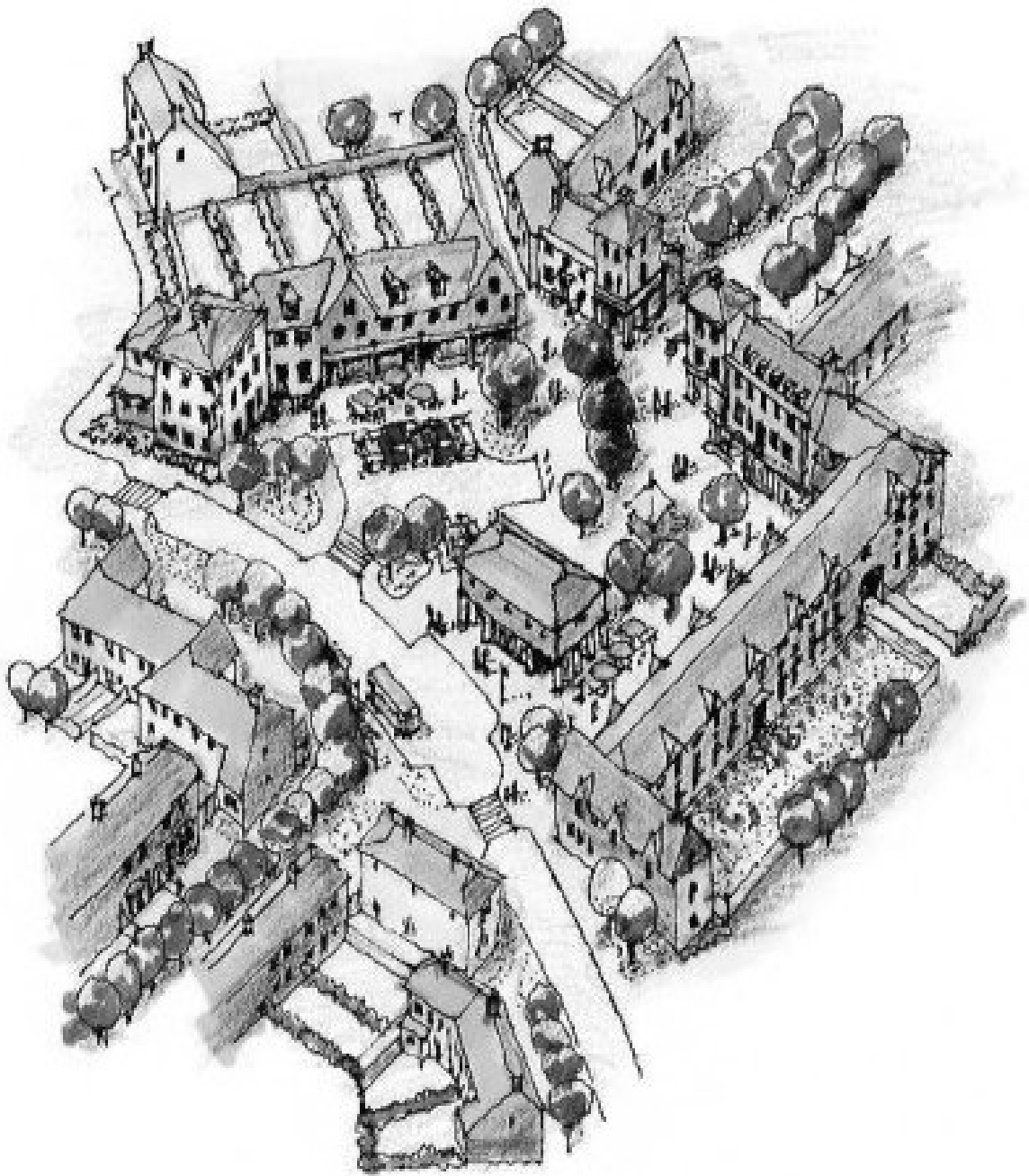
In the event that the dairy use of sites in Warren Road, Reigate, as shown on the Proposals Map, ceases, the Borough Council will encourage a residential redevelopment of the eastern site, with a mixed use development comprising small scale business uses and residential

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development occupying the western site. Proposals must comply with Policies Em 6, Em 7 and the appropriate design and layout policies of this Local Plan.

Amplification

- (1) *Any business use provided within the scheme should be in the form of small units created by vertical sub-division, and in compliance with Policy*
- (2) *On the western site, residential accommodation should be concentrated on the northern part of the development, and both sites are suitable for small dwellings.*



Courtesy of Crest Homes/Omega Partnership Limited

HORLEY MASTER PLAN

HORLEY INTRODUCTION

Context

- 14.1 The following policies seek to give substance to the Horley Master Plan within the strictures of a formal Local Plan document. The Master Plan has been prepared in a complete and comprehensive way following extensive research and technical studies including detailed analysis of the floodplain by the Environment Agency. These form the foundations of the Plan.

Co-ordinated Approach

- 14.2 In preparing the Horley Master Plan the Borough Council has sought to involve all “stakeholders” in the process on the basis of a partnership, so that the Borough Council has a clearer understanding of the concerns and hopes of all stakeholders and so that all can feel that they have made an effective contribution to the Plan-making process.
- 14.3 The Borough Council has worked closely with a wide range of local service providers. This includes Surrey County Council departments, the Environment Agency and the private utility companies. This has been a detailed and iterative process based on technical studies, testing of different options and by seeking a co-ordinated approach. Discussions have also been held with the Government Office for the South East (GOSE) and other government departments.
- 14.4 The Borough Council also held discussions with the major house builders who already have development options with larger landowners at Horley. The Borough Council has tried to understand the way the development process will work following adoption of the Plan and to explore the potential to secure the best quality of development and accompanying infrastructure for Horley. The intention was to be realistic and not to raise local expectations unnecessarily. Therefore, considerable work has been undertaken to ensure that the necessary infrastructure, social and recreation facilities can be secured.

Comprehensive Approach

- 14.5 At the very outset the Borough Council decided that the Horley Master Plan was not going to be simply identifying potential new housing areas. The Plan had to be comprehensive and plan for the future of a community for the long term.

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- 14.6 Sustainable development in its widest sense involves consideration of the physical environment, social cohesion and economic prosperity of an area. The Plan-making process has involved an analysis and appraisal of these three components. Consideration has been given to the interaction between these components and the Council has tried to ensure that preference, or greater weight, has not been given to one to the detriment of the other two. For example new neighbourhoods, it believes, are built as much on quality design and a sense of place (physical environment) as good local community facilities (social cohesion) and integration with good movement corridors to support ease of journeys to work (economic development).

Objectives

- 14.7 The Plan aims to secure a high quality of new development, which will also bring benefits to Horley as a whole. The development is planned in a co-ordinated way, complete with the necessary roads, schools and community facilities. When the Borough Council embarked on preparing the Plan it set down six objectives. This was expanded to nine following feedback from the community.

Objective 1: Sustainability

To ensure that the development respects the principles of sustainable development.

- 14.8 The proposed development is based on two new neighbourhoods placed alongside rather than separate from the existing urban area of Horley. There is also a contribution made to the overall number of new dwellings from smaller sites within the urban area. The philosophy behind the new neighbourhoods is that they would make up sufficient critical mass to be able to justify and support a range of local facilities and services vital to meet everyday needs including public transport. This, in turn, would provide the foundations for two sustainable local communities. The intention is that the new housing and associated infrastructure would also bring some benefits to the adjacent existing communities.
- 14.9 The chosen strategy is based on an appraisal of a wide range of criteria, which included agricultural land quality. Some of the land allocated for housing is defined as agricultural land in grade 3a. The Borough Council has not lightly identified this versatile agricultural land. It has only done so after identifying opportunities within the urban area of Horley and assessing alternative strategies, which would have made greater use of poorer agricultural land. Such strategies, however, are considered to be less effective, as a whole, in meeting the Plan's objectives.

Objective 2: Planning

To plan on a comprehensive basis for the phased development of 2600 dwellings

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- 14.10 The Plan includes policies which seek to ensure that the developers of all the new houses make a fair and realistic contribution to the facilities, services and infrastructure required as a result of their development. Care has also been taken to ensure that not only are the new houses built in an orderly fashion over a 10 year period but also that the relevant infrastructure is in place, as and when it is needed by the occupants of the new houses.

Objective 3: Housing

To provide for mixed communities, through a range of dwelling types and sizes, including affordable housing, in a sustainable way.

- 14.11 The need for 2600 new houses arises from a growth in Surrey's own households identified in Regional Planning Guidance and the Surrey Structure Plan. The Borough Council's own housing needs survey has identified the variety of local needs, especially for those whose income is such that they are unable to buy or rent on the open market. Therefore, there are policies in the Plan to ensure that a range of housing is provided to help the neighbourhoods develop into sustainable mixed communities.

Objective 4: Urban and Landscape Design

To promote a high quality, attractive and safe environment, making best use of existing features.

- 14.12 The Borough Council has sought to explain its strong design philosophy in the Horley Design Supplementary Planning Document. The intention is to prevent the construction of bland, characterless new housing estates, which could be anywhere in the country. The Plan is to design the new neighbourhoods as places of quality and identity, where people will want to stay and put down roots. Care has been taken to identify what is local and distinctive in and around Horley so that these features can be designed into the layout, landscaping and building design of the new neighbourhoods and allocated housing sites. (See also Objective 7: Recreation and Leisure)
- 14.13 New developments should be designed to minimise the impact on the environment and should aim to enhance the environment and biodiversity. Development can provide the opportunity to remedy contamination and incorporate environmental design features such as sustainable drainage systems, nature conservation and enhancement, at source recycling facilities and design for solar gain.

Objective 5: Movement

To reduce the need to travel, promote sustainable alternatives to the private car and secure environmental improvements.

- 14.14 The Plan is not anti-car, but has been planned around the aim of achieving a 20% reduction in normal peak hour traffic movements from the new housing

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development. This is to seek to minimise the impact of the developments on traffic congestion at major junctions in Horley. The whole strategy of two new neighbourhoods with a sufficient critical mass to support local facilities, such as schools, shops, community hall, etc., means that there is an opportunity for many local trips to be made within the neighbourhoods safely on foot or by bike. The Plan also contains proposals for part of the new sub-regional high quality public transport (bus) system known as “Fastway”, which connects Crawley, Gatwick, Horley railway station, Horley town centre and the new neighbourhoods.

Objective 6: Town Centre

To improve the vitality and viability of Horley Town Centre.

- 14.15 A new comprehensive revitalisation strategy was prepared in 1999 (Horley Town Centre Study) to provide a vision for the re-invigoration of the Town Centre. The role of the town centre as a shopping and community centre is reinforced in the Plan and new residential development that is close and accessible to the town centre will be encouraged. Accessibility to the town centre is improved and clear proposals are set out for the redevelopment of a number of sites for residential and commercial uses. The proposal is that the town centre will develop further as a result of the new housing development in Horley and the additional customers who will live there. As explained below, a number of services will be improved within the town centre in order to meet the needs of the whole population of Horley.

Objective 7: Recreation and Leisure

To ensure a diverse range of recreation and leisure needs are accommodated.

- 14.16 The Plan requires that the new development meets the full National Playing Fields Association standards for the provision of outdoor playing space, with some facilities provided locally and others centrally for more organised activities. New facilities proposed include a new leisure centre on the west side of the Town, probably later in the plan period when funding is secured, and a Town Park on land to the south of Smallfield Road. In preparing the Plan, consideration has been also given to the maintenance and enhancement of the natural environment and the opportunities this can provide for informal recreation. As a result, a number of specific proposals are made, especially outside the development sites, for local nature reserves and a riverside green chain.

Objective 8: Community

To promote a healthy and vibrant community in Horley served by a wide range of social infrastructure.

- 14.17 Care has been taken to consider the needs of the occupants of the new houses in discussion with service providers and others. Consideration has also been given to the best location for such social infrastructure. Some has been located at the heart

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of the two new neighbourhoods. However, other facilities and community needs are best provided on a town-wide basis. For many of this latter group the opportunity has been taken to enhance the role of Horley Town Centre and the accessibility to it.

Objective 9: Infrastructure

To secure the orderly provision of infrastructure, and to do so in an environmentally friendly way.

- 14.18 Negotiations are advanced in securing commitments to the provision of, or contributions towards, a range of infrastructure and community facilities. However, care has been taken to work within national planning policy guidance and to ensure that the infrastructure requirements are reasonable and directly related to the development. The proposals for new infrastructure related to the new NE and NW neighbourhoods will be subject to a full environmental assessment, if appropriate.
- 14.19 The Strategy for the Horley Master Plan can be summarised in the following ten points:
1. Development is focused on two new neighbourhoods, which are integral with the existing urban area.
 2. These have a critical mass to support community infrastructure and facilities such as new primary schools, local shops, neighbourhood centres and open space.
 3. Transportation measures include access roads, junction improvements, a high quality and frequent bus service and good cycle and footpath networks. (To secure a projected 20% modal shift of peak hour traffic from the housing sites onto alternative modes).
 4. The two new neighbourhoods are located adjacent to the existing urban areas of Horley so that these adjacent areas can also benefit from the new infrastructure and facilities.
 5. Ringing the new neighbourhoods is a riverside green chain of public open space and nature conservation value.
 6. Major new facilities of a leisure centre located on the west side of the Town and a town park located on the east side of the town.
 7. Horley town centre is re-invigorated with a new strong vision, which includes improving access to the town centre and making this the focus of commercial and retail activities together with additional residential accommodation.

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8. The Borough is promoting a strong design philosophy to ensure high quality design and layout in the new housing areas drawing on the special characteristics and features of the local area including natural features (local distinctiveness). Environmental objectives should be achieved by incorporating best practice environmental design (see objective 4).
9. Opportunities are provided for residents to work locally and to travel to work to Gatwick, Crawley or via the railway station by modes other than the car.
10. The Strategy is realistic and achievable and is to be secured by the Borough Council seeking legal commitments from developers to provide or contribute towards the infrastructure and facilities before planning permission is granted.

Conclusion

- 14.20 The Borough Council has sought to achieve the best for Horley by preparing a comprehensive and co-ordinated strategy, which takes full account of the local environment and other constraints. It has listened to the concerns and hopes of the local community expressed in their responses during the preparation of the Plan, and it has sought to address these. The strategy seeks to follow Government guidance and best practice in relation to the principles of sustainable development. As explained above, the aim is to plan for new communities providing for many of their needs locally rather than simply to identify new housing sites.

HORLEY GENERAL POLICIES

General Policy on Comprehensive Approach

- 14.21 **Introduction:** The Surrey Structure Plan 1994, in identifying Horley as an area in Surrey where provision should be made for 2600 dwellings, also stated that such development should be subject to the requirements of a comprehensive plan for Horley prepared through a review of the Borough Local Plan. The reason for a comprehensive approach is because of the importance of assessing the cumulative impact of a series of individual developments upon Horley.
- 14.22 Considerable work has been undertaken by Surrey County Council to respond to Government guidance concerning setting road traffic reduction targets and the part land use planning has to play. 2,600 houses in Horley would typically generate in the region of 1,700 vehicle trips in the morning peak. A policy driven target approach of a 20% reduction, based on an analysis of suitable household trip rates, could result in 350 fewer trips. This is substantially accommodated by the active provision of alternatives to the private car and local facilities in close proximity to the housing. This target is included within Surrey County Council's Local Transport Plan.
- 14.23 **Purpose:** To ensure that housing development on the allocated sites is not piecemeal and to ensure that there is co-ordination between the housing development and infrastructure and community services. To establish the basis for the detailed transportation policies. Therefore, active proposals for meeting the transportation requirements of the housing developments will be expected to be consistent with the aim of securing the target of a 20% reduction in peak hour traffic. This is by comparison with the amount of traffic that would otherwise have been generated by the developments without such proposals.

Policy Hr 1

Housing development in Horley will only be permitted as part of a comprehensive and co-ordinated strategy for the provision of infrastructure and community facilities which seeks to secure a projected 20% modal shift of peak hour traffic onto alternative modes as measured against what it would be without such measures.

Planning applications in respect of each site must be accompanied, as appropriate, by comprehensive and co-ordinated transportation networks and the appropriate location of community facilities.

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Amplification

- (1) The area of Horley for the purposes of this Chapter is coincident with the Central Horley, Horley East and Horley West Wards.*
- (2) The policies in the Plan should be read as a whole because together they make up a comprehensive and co-ordinated strategy.*
- (3) The approach to infrastructure provision in relation to unidentified sites will be applied flexibly to make sure that it does not inappropriately influence the quantum of the eventual development.*
- (4) It has been accepted by the Borough Council, the County Council and by Government that the anticipated future demand for travel by car cannot be met in full. It is therefore necessary to manage the demand so that it can be satisfied at an acceptable environmental and financial cost. This can only be achieved with a major modal shift away from the private car to alternative forms of travel. Consequently, areas of new development should include pedestrian, cycle and public transport facilities, provided by the developer in addition to any new highway infrastructure required on-site or off-site, in order to meet the travel needs generated by the development.*
- (5) The timing of the provision of the transportation networks in relation to each phase of housing construction will be agreed in the context of the Framework Plans required by Policy Hr 2B.*

Local Flooding and Transportation Models

14.24 **Introduction:** The Horley Master Plan has been based on a number of technical studies including on flooding and transportation. The Borough Council has employed independent consultants to audit the flooding and transportation studies carried out by the Environment Agency and County Council, respectively. The Consultants concluded that the studies are sufficiently robust for making the housing allocations. However, it will be important that further detailed work is carried out to model both flooding and transportation in the areas local to the proposed developments. This work will need to be undertaken by the developers as an integral part of their Framework Plans. Developers should consult the Environment Agency with regard to flood modelling work.

14.25 **Purpose:** To ensure that there is detailed modelling of both flooding and transportation.

Policy Hr 2A

The Framework Plans must be based on suitable models of both flooding and transportation. A similar modelling requirement will apply to other allocated or unidentified housing sites for about 50 units or more.

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Amplification

- (1) The Environment Agency has provided an indicative 1 in 100 year flood event as a wide area model (Horley Flood Study 2004). The developers should prepare a suitable local flooding model, which will determine the extent of the 1 in 100 year flood plain based on the criteria set out in the Flood Risk Development Brief for Horley, prepared by the Environment Agency, Thames Water Utilities Limited and the Borough Council (included in the Horley Design Guide Supplementary Planning Document). The model should include a detailed assessment of flooding from main rivers, ordinary watercourses, sewers and surface water run-off. The brief also requires the assessment of the existing sewerage systems and an action plan to ensure continued satisfactory performance of existing sewer networks that might be affected by development. The developers should also demonstrate that their new developments will not increase the risk of flooding at the site or elsewhere. The robustness of the model should be checked and verified by sensitivity analysis.*
- (2) The developers should prepare a suitable transportation model, which will include an assessment of local traffic impacts at particular locations, assess delays and capacities within the network and measures how effective are any network improvements. The robustness of the model should be checked by sensitivity analysis.*

Quality and Sustainable Development

- 14.26 **Introduction:** The Horley Master Plan has been based on a strong design philosophy and seeks to follow best practice on sustainable development. To this end the Borough Council has prepared the Horley Design Guide Supplementary Planning Document. The allocations and policies in the Plan can only take these principles so far and it will be important that developers and their architects take these principles forward into their Framework Plans and detailed design and layout of the new residential neighbourhoods and other sites.
- 14.27 **Purpose:** To ensure that the development is built of high quality and best sustainable development principles through compliance with the Horley Design Guide Supplementary Planning Document.

Policy Hr 2B

In order to secure high quality development only those proposals that have regard to the following criteria (or as otherwise agreed in the preparation of Framework Plans) will be permitted:-

- (i) new development should reflect the visual qualities which characterise historic traditional settlements in the area;**
- (ii) ‘standardised’ layouts which incorporate a high proportion of**

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- cul-de-sac development heavily dependent on car usage are not used;
- (iii) design elements and materials are used in a homogeneous way;
- (iv) arbitrary changes within the street scene are avoided;
- (v) a form of development is produced where the car is subservient to the pedestrian and where traffic speed is controlled by design rather than regulation;
- (vi) good accessibility is secured to local facilities and to a new high quality bus service;
- (vii) new development minimises its adverse impact on the environment; and
- (viii) high standards of safety are achieved.

Development of the NW and NE Sectors will only be permitted following consideration of Framework Plans which demonstrate how their developments meet the Horley Design Guide Supplementary Planning Document and Local Plan requirements.

Amplification

- (1) *The Horley Design Guide Supplementary Planning Document includes guidance on meeting the criteria in the Policy. It includes advice on form and layout, a building design code, sustainable surface water drainage, water and energy consumption, transport provision, and the historic and natural environments. It applies to all development in the Horley Central, Horley East and Horley West Wards.*
- (2) *The developers will be expected to prepare Framework Plans to accompany any planning application although it will be an advantage if these are agreed in advance. They should indicate the intended general road layout and pedestrian and cycle routes, the bus routes and any priority measures, traffic management measures, the broad layout of the neighbourhood centres, the nature, density and phasing of the housing; the treatment of the edges of the site where it abuts both existing development and the countryside; and the general location of the larger play spaces.*
- (3) *Developers will be expected to do more than build housing estates but to become involved in developing healthy attractive local communities.*
- (4) *The drive to promote quality in housing layouts is recognised in a number of national publications. The maintenance of biodiversity should be recognised as a measure of sustainability and its promotion should be encouraged in the development of new neighbourhoods.*
- (5) *Development will only be permitted which follows best practice on sustainable development. This should be demonstrated by indicating how it minimises its impact on the environment, develops social cohesion and contributes to economic prosperity.*

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- (6) *Sustainable development is now recognised as being much more than minimising the impact of development on the environment, although that is important. It also includes the dimensions of social cohesion and economic prosperity. All three dimensions are interlinked, for example, attractive safe routes to the local primary school can encourage parents to walk with their children to school, thereby reducing the number of cars on the road with the attendant reduction in air pollution. Walking helps parents and children keep fit, and walking increases the opportunity for social interaction between neighbours. Such trips are likely to be combined with shopping in the neighbourhood centre increasing the economic viability of such local shops.*

Infrastructure Contributions

- 14.28 **Introduction:** Policy Hr 1 states that development will only be permitted as part of a comprehensive and co-ordinated strategy. This land use strategy identifies the housing allocations and the infrastructure and facilities necessary to ameliorate the impacts caused by such development and to ensure that it integrates well with the existing urban area. Without such infrastructure and facilities development will not be permitted. The necessary infrastructure and facilities include roads, schools, bus routes, playing fields and open space, community and other facilities. To secure this infrastructure and facilities it is appropriate to negotiate for developer provision or contributions through planning obligations or other appropriate arrangements e.g. planning conditions, highway and drainage agreements.
- 14.29 **Purpose:** To secure from the developers provision of or financial contributions towards specifically identified infrastructure in accordance with Circular 05/05 (Planning Obligations) principles.

Policy Hr 3

Prior to granting planning permission, the provision of appropriate contributions towards the following infrastructure and facilities necessary for the development of allocated housing sites and unidentified sites in Horley will be secured by negotiation:

- (i) **Public transport (Policies Hr 21 and Hr 22);**
- (ii) **Pedestrian and cycling routes (Policy Hr 23);**
- (iii) **New roads and junctions (Policy Hr 24);**
- (iv) **Recreation and leisure (Policies Hr 33, Hr 34, and Hr 35);**
- (v) **Riverside Green Chain(Policy Hr 38);**
- (vi) **Education (Policies Hr 39 and Hr 40);**
- (vii) **Community facilities (Policies Hr 41 and Hr 42A).**

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Amplification

- (1) Such provision or contributions will be secured by the Borough Council through negotiation on Section 106 planning obligations and other appropriate arrangements.*
- (2) The above list is of the main items of infrastructure but there may also be unforeseen (and other minor items) to which the developers will also be required to provide or contribute.*
- (3) Affordable housing will also be secured through section 106 of the Town and Country Planning Act 1990 (as substituted by the 1991 Act) planning obligations but is not included in this policy but is included in the housing allocation policies and in Policy Ho 2*
- (4) The approach to infrastructure provision in relation to unidentified sites will be applied flexibly to make sure that it does not inappropriately influence the quantum of the eventual development.*
- (5) The Borough Council has taken account of the guidance in Circular05/05. It is satisfied that the requirement of the provision of or contributions towards infrastructure and facilities as specified in the policy is necessary, relevant to planning, and directly related to the proposed development. The level and timing of the provision or contributions is a matter for detailed negotiation and will need to be fairly and reasonably related in scale and kind and reasonable in all other respects.*
- (6) The Borough Council has prepared the Horley Infrastructure Provision Supplementary Planning Document to explain its proposals for each item of infrastructure or a new facility in detail, together with other related matters.*

HOUSING PROVISION

Structure Plan Requirements

- 14.30 Policy DP4 in the Surrey Structure Plan 1994 requires provision to be made in Horley for 1300 dwellings in the period 2001 to 2006, with provision for a further 1300 dwellings post 2006. The Plan is based on a sequential approach which starts with the re-used, previously developed land and buildings (brownfield sites) before moving onto potential urban extensions on greenfield sites. The Urban Capacity Study (2000) identified in the region of 400 units. Thus, to accommodate an additional 2600 units, it has been necessary to look to greenfield sites in order to meet the housing requirement in the Surrey Structure Plan.
- 14.31 Policy DP5 in the Surrey Structure Plan 1994 expects local plans to programme the release of land allocated for housing, if appropriate, having regard to the phasing provisions set out in Policy DP4 and the availability of infrastructure and services. This is considered essential to ensure land is not exhausted early in the plan period, given the strength of market demand and the environmental constraints that exist in Surrey. It is intended that the provision of new housing development in each phasing period should be cumulative with any surplus or shortfall being carried over into the next period. Policy DP5 also provides that development in advance of phasing on allocated sites will not be permitted, unless there is a significant land supply shortfall. Similarly, where there is a land supply excess, permission on unallocated land may be refused as premature. However, the Borough Council agreed with the Local Plan Inspector that, for Horley, the imperative of the comprehensive plan means that the 2006 date in the phasing is not helpful. Therefore, it is not used.

Housing Provision

Table 1: Housing provision in Horley at 31 March 2004

1.	Residual 1994 Structure Plan requirement	1991-2001	53
2.	1994 Structure Plan requirement	Post 2001	2600
3.		Sub total	2653

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Local Plan Housing Provision

4.	Large sites with permission	91
5.	Proposed Urban sites	165
6.	Small Sites estimate (SSE)	98 *
7.	North West sector	1570
8.	North East sector	710
9.	Sub total	2634
10.	Potential surplus (9-3)	-19

*SSE assumes 14 units per annum on unidentified sites for 7 years using a threshold of less than 10 units

New Housing Provision

- 14.32 **Introduction:** The following policies give an estimate of the net capacity of the proposed sites, the amount of affordable housing and small unit provision required.
- 14.33 The dwelling numbers given in the housing policies are an estimate for the purpose of ensuring that there is adequate land available to meet the Structure Plan requirement. They represent the Borough Council's best estimate of the likely dwelling yield from each site, based on an analysis of the constraints and opportunities of each site, the other considerations which will influence the development of the site, and the advice in PPG 3 on making the most efficient use of land. These estimates are not determinative of the number of dwellings which will be acceptable when any planning application is made. Thumbnail sketches, in Appendix 6, have been prepared for all the housing sites except Hr 14 (NW sector) and Hr 16 (NE Sector), in respect of which Framework Plans are to be required. The thumbnail sketches are intended to act as a guide for developers, local residents and other interested parties when planning applications are made.
- 14.34 It should be noted that some policies have a requirement for both a minimum provision for affordable housing and a minimum provision for small units. One set of criteria will be used to establish the size and type of affordable units required and a different set of criteria to establish a small dwelling requirement. If the affordable requirement includes some small dwellings, these would also count towards the small dwelling requirement for the site.
- 14.35 **Purpose:** To identify the larger sites for new housing development in Horley which, together with existing commitments, can meet the requirements of the Surrey Structure Plan 1994.

Land at Lumley Road and Albert Road, Horley

Policy Hr 4: completed

Land at 133-143, Victoria Road, Horley

Policy Hr 5: completed

Land at 67-81 Smallfield Road, Horley

Policy Hr 6: completed

Land at 121 and 123 Smallfield Road, Horley

Policy Hr 7: deleted (2005) following Inspectors Recommendation

Land at the Grove, Horley

Policy Hr 8

Land at the Grove, Horley, as shown on the Proposals Map, is allocated for housing development. The following provisions will be required:

- (i) 30 units;**
- (ii) a minimum of 8 units of affordable housing, secured by appropriate arrangements; and**
- (iii) all units shall be either one or two bed units.**

Amplification

- (1) Further information on this site is provided in the form of a “thumbnail sketch” in Appendix 6.*
- (2) Land should be made available for improvements to the junction of Victoria Road and Station Approach.*

Land at Whitmore Way, Horley

Policy Hr 9

Land at Depot site, Whitmore Way, Horley, as shown on the Proposals Map, is allocated for housing development. The following provisions will be required:

- (i) 32 units;**
- (ii) a minimum of 8 units of affordable housing, secured by appropriate arrangements; and**

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- (iii) **a minimum of 8 one and two bedroom units and a mix of other dwelling sizes.**

Amplification

- (1) *Further information on this site is provided in the form of a “thumbnail sketch” in Appendix 6.*
- (2) *The access serving the development should be designed in such a way that it is capable of serving the possible long-term future development of the Lee Street Sewage Treatment Works for residential purposes. The adjoining Sewage Treatment Works have not been allocated as a housing site as there is no certainty that it will be released in time to contribute towards meeting the current Structure Plan requirement. In the event that it is no longer required for operational purposes, any planning application for its redevelopment for residential use will be considered on its merits, subject to it complying with other policies and provisions of the Plan.*
- (3) *The proportion of affordable housing sought on this site is directly related to the overall scale of development envisaged. If therefore negotiations result in an increase in the total number of units to be developed then a proportionate increase in affordable housing units will be required. A proportion of the affordable housing should be one and two bedroom units. However, there is also a need for larger affordable family sized units. A proportion of the one and two bedroom units should be open market housing. Where the housing is both one and two bedroom units and affordable it will count towards meeting both of the minimum requirements.*
- (4) *Any proposal will be required to take into account the ecological value of the adjacent Treatment Works SNCI.*

Land at 1-19 Lee Street, Horley

Policy Hr 10: completed

Land at 30, 32 Russells Crescent and 2,4 and 6 Cheyne Walk, Horley

Policy Hr 11: deleted following Inspectors Recommendation

Land at Mitchells Builders Yard and 24 Massetts Road, Horley

Policy Hr 12: completed

Land at Wilgers Farm, Smallfield Road

Policy Hr 13: deleted following Inspectors Recommendation

Land at Meath Green Lane, Horley (NW Sector)

Policy Hr 14

Land at Meath Green Lane, Horley (NW Sector), as shown on the Proposals Map, is allocated for housing development. The following provisions will be required:

- (i) 1570 units;**
- (ii) a minimum of 393 units of affordable housing, secured by appropriate arrangements; and**
- (iii) a minimum of 393 units of one and two bedroom units and a mix of other dwelling sizes.**

The provision will be subject to phasing to be agreed as part of the Framework Plan.

Amplification

- (1) Further information on the development of this new neighbourhood is contained in other policies and will be detailed in a Framework Plan. These plans should be prepared by developers in advance of any planning application. They should indicate the intended general road layout and pedestrian and cycle routes, the bus routes and any priority measures, traffic management measures; the broad layout of the neighbourhood centres; the nature, density and phasing of the housing; the treatment of the edges of the site where it abuts both existing development and the countryside; and the general location of the larger play spaces.*
- (2) In order that development and the provision of infrastructure proceeds in a co-ordinated manner, the phasing of individual housing parcels shall be in accordance with an agreed plan forming part of the Framework Plan or as otherwise agreed in writing by the Borough Council.*
- (3) The proportion of affordable housing sought on this site is directly related to the overall scale of development envisaged. If therefore negotiations result in an increase in the total number of units to be developed then a proportionate increase in affordable housing units will be required. A proportion of the affordable housing should be one and two bedroom units. However, there is also a need for larger affordable family sized units. A proportion of the one and two bedroom units should be open market housing. If the housing is both one and two bedroom units and affordable it will count towards meeting both of the minimum requirements.*

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- (4) *Special considerations in the development of this site include:*
 - (i) *opportunities for wildlife habitat enhancement and creation;*
 - (ii) *the provision of buffer zones to watercourses where required in order to protect their nature conservation value, prevent pollution and to allow access;*
 - (iii) *retention of watercourses without culverting unless demonstrated it is not possible to avoid unacceptable loss of riparian habitat and of continuity;*
 - (iv) *the carrying out of an ecological survey highlighting any protected species on the site before development commences; and*
 - (v) *the carrying out of a contamination survey where required before development commences to establish whether there is potential for the pollution of the water environment.*
- (5) *Any buildings or landraising should be outside the 1 in 100 year event floodplain envelope. Between the 1 in 100 year event floodline and the 1 in 100 year plus 20% floodline appropriate flood protection and mitigation measures will be required, to take into account the impact of climate change, in particular, as detailed in the Flood Risk Development Brief in the Horley Design Guide Supplementary Planning Document*
- (6) *As there are no proposals to relocate Lee Street Sewage Treatment Works the layout should take into account the proximity of the works and safeguard the living conditions of the future occupiers of the new dwellings.*

Land at Bonehurst Road, Horley

Policy Hr 15: deleted following Inspectors Recommendation

Land at Langshott and Lake Lane, Horley (N E Sector)

Policy Hr 16

Land at Langshott and Lake Lane, Horley (N E Sector), as shown on the Proposals Map, is allocated for housing development. The following provisions will be required:

- (i) **710 units;**
- (ii) **a minimum of 178 units of affordable housing, secured by appropriate arrangements; and**
- (iii) **a minimum of 178 units of one and two bedroom units and a mix of other dwelling sizes.**

The provision will be subject to phasing to be agreed as part of the Framework Plan.

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Amplification

- (1) Further information on the development of this new neighbourhood is contained in other policies and will be detailed in a Framework Plan (see Policy Hr 14 for details).*
- (2) In order that development and the provision of infrastructure proceeds in a co-ordinated manner, the phasing of individual housing parcels shall be in accordance with an agreed plan forming part of the Framework Plan or as otherwise agreed in writing by the Borough Council.*
- (3) The proportion of affordable housing sought on this site is directly related to the overall scale of development envisaged. If therefore negotiations result in an increase in the total number of units to be developed then a proportionate increase in affordable housing units will be required. A proportion of the affordable housing should be one and two bedroom units. However, there is also a need for larger affordable family sized units. A proportion of the one and two bedroom units should be open market housing. If the housing is both one and two bedroom units and affordable it will count towards meeting both of the minimum requirements.*
- (4) Special considerations in the development of this site include:*
 - (i) opportunities for wildlife habitat enhancement and creation;*
 - (ii) the provision of buffer zones to watercourses where required in order to protect their nature conservation value, prevent pollution and to allow access;*
 - (iii) retention of watercourses without culverting unless demonstrated it is not possible to avoid unacceptable loss of riparian habitat and of continuity;*
 - (iv) the carrying out of an ecological survey highlighting any protected species on the site before development commences; and*
 - (v) the carrying out of a contamination survey where required before development commences to establish whether there is potential for the pollution of the water environment.*
- (4) Any buildings or landraising should be outside the 1 in 100 year event floodplain envelope. Between the 1 in 100 year event floodline and the 1 in 100 year plus 20% floodline appropriate flood protection and mitigation measures will be required, to take into account the impact of climate change, in particular, as detailed in the Flood Risk Development Brief in the Horley Design Guide Supplementary Planning Document.*

Land on the North side of Victoria Road Horley including the Library and 13-19 Kings Road.

Policy Hr 17

Land on the North side of Victoria Road, Horley, including the Library and 13-19 Kings Road, as shown on the Proposals Map, is allocated for

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housing development, subject to the replacement of the existing community uses, prior to development. The following provisions will be required:

- (i) **68 units;**
- (ii) **a minimum of 17 units of affordable housing, secured by appropriate arrangements;**
- (iii) **the majority of units shall be one or two bedroom units with a small number of 3 bed dwellings to the rear of the site.**

Amplification

- (1) *Further information on this site is provided in the form of a “thumbnail sketch” in Appendix 6.*
- (2) *The proportion of affordable housing sought on this site is directly related to the overall scale of development envisaged. If therefore negotiations result in an increase in the total number of units to be developed then a proportionate increase in affordable housing units will be required. A proportion of the affordable housing should be one and two bedroom units. However, there is also a need for larger affordable family sized units. A proportion of the one and two bedroom units should be open market housing. If the housing is both one and two bedroom units and affordable it will count towards meeting both of the minimum requirements.*

Land at Former Court Lodge Playing Fields West of Gower Road, Hardy Close and Drake Road, Horley

Policy Hr 18: deleted following Inspectors Recommendation

Development in Areas Affected by Aircraft Noise

- 14.36 **Introduction:** PPG 24: Planning and Noise (1994), introduced the concept of Noise Exposure Categories (NECs) to help local planning authorities to determine appropriate areas for new housing development. The categories range from A, where noise is unlikely to be a determining factor, to D, where development should be refused. A recommended range of noise levels for each NEC is set out in the PPG. Although the ranges cover both the day and night periods, the Government is not producing any night time contours until research into the appropriateness of their use is undertaken. Current policy around Gatwick Airport continues to be based only on the use of daytime contours.

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- 14.37 Although the onset of community annoyance has traditionally been taken to be 57 Leq, PPG24 permits housing development up to 66 Leq, but says 60 Leq should be regarded as the desirable upper limit for major new housing development. The Borough Council considers that 57 Leq would be more appropriate, but a departure from the PPG is unlikely to be acceptable without detailed justification.
- 14.38 **Purpose:** To update the existing policy so as to ensure that new housing is not permitted if it would - either now or in the foreseeable future - be exposed to unacceptable levels of noise from aircraft using Gatwick Airport.

Policy Hr 19

In areas near Gatwick Airport, housing development will be subject to the following criteria:

- (i) **developments of 10 units and over will not be permitted in those areas over the 60 Leq contour: and**
- (ii) **developments of less than 10 units will be permitted in those areas between the 60 and 66 Leq contours provided appropriate sound insulation is provided.**

Amplification

- (1) *Noise contour maps are prepared annually in arrears by the Department Transport, and forecasts are also produced on an occasional basis by BAA Gatwick. This Policy should be read in conjunction with the currently adopted contour map or such other contour map as may be adopted at a future date. Note: With the expected growth of Gatwick Airport it is desirable that forecast worst case contours are used for planning purposes. Forecast contours have been produced by BAA Gatwick for 2003 and 2008, in connection with the Gatwick Airport Sustainable Development Strategy 2000. Their adoption in place of the currently adopted contour map (a 1996 forecast) will be considered, if appropriate.*
- (2) *Sound insulation by upgrading the glazing and roof structure is necessary to provide adequate protection from noise disturbance during the day and to ensure people are not disturbed during the restorative process of sleep. A secondary or other glazing system should be installed to provide a 35 dB(A) noise reduction when the window lights are closed. An air conditioning or other suitable mechanical ventilation system should be installed to ensure windows can be kept closed even during the warm summer months. The roof and ceiling structure should be designed to meet 48 D'nT,w the weighted standardised level difference as defined in BS 5821 : Part 1 : 1984 Methods for rating the sound insulation in buildings and interior building elements.*

EMPLOYMENT

- 14.39 In preparing the comprehensive and co-ordinated strategy for Horley with sustainable development as its objective, consideration of the economic prosperity of the area is a key element. However, historically Horley is part of the Crawley/Gatwick sub-region. Following the Examination in Public into the 1994 Surrey Structure Plan, the panel concluded that “there is not sufficient justification for proposing major commercial development in the Horley area: indeed any such provision would only serve to exacerbate existing housing shortages in the Crawley/Gatwick area and thereby diminish the benefit to be gained by the release of land for housing.” Consequently, the Plan’s strategy envisages no new major commercial development for Horley.
- 14.40 Nevertheless, existing Structure Plan and Local Plan policies are aimed at maintaining and renewing the existing economy whilst balancing this with environmental protection of the area. The Plan’s strategy acknowledges that there are a number of employment opportunities through these existing policies:
1. Existing allocations of new land for industrial distribution and storage uses remain at Salfords Goods Yard and at the Horley Gas Works (Policy Em 9), but it is not now proposed to pursue those at the Lee Street Sewage Works and the adjoining Council owned site at Whitmore Way for environmental reasons.
 2. The focus for retail and commercial activities will continue to be Horley town centre, where existing allocations are provided within the Town Centre Business area (Policy Em 4) and Town Centre Shopping area (Policy Em 5) and on Integrated Mixed Use sites (Policy Em 7), together with Areas for Small Businesses (Policy Em 6) on the fringe of the town centre.
 3. Although the new Waitrose supermarket, opened in 1999, led to the redesignation of the Victoria Road Area for Small Businesses as retail frontage and the loss of the Retailing Warehousing Area, there were employment benefits as a result.
 4. Additional small-scale employment opportunities are proposed through provision in the new neighbourhood centres and for some innovative combined dwelling/work spaces in the new neighbourhoods themselves (Policy Hr 20).

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- 5 Further, a new borough wide Policy Em 1A seeks to protect the stock of all suitably located industrial and commercial land.

- 14.41 In addition, Fastway will connect Crawley, Gatwick, Horley railway station, Horley town centre and the new neighbourhoods, thereby supporting journeys to work to the main employment areas. The MORI survey findings showed roughly a third of Horley residents living and working in Horley; a third travelling south to Gatwick and Crawley for work; and a third travelling north to Redhill/Reigate, other parts of Surrey, or commuting to Croydon or London.

Employment within the Allocated Residential Neighbourhoods

- 14.42 **Introduction:** To encourage local employment opportunities and to strengthen the neighbourhood centres, the Borough Council is seeking the provision of some small scale commercial opportunities, within the confines of the policies of the Plan. In order that this range of differing employment opportunities can be provided and maintained the Borough Council is seeking the provision of a limited number of small units and home/work spaces within the two allocated residential neighbourhoods, planned at the outset.
- 14.43 **Purpose:** To facilitate small scale employment opportunities such as workspaces, teleworking centres alongside the neighbourhood centres etc.

Policy Hr 20

Within the Neighbourhood Centre for the North West Sector, as shown on the Proposals Map, development will be permitted for up to 1,000m² of commercial (Class B1) floorspace, consisting of individual units of no more than 150m². Proposals that exceed this level or cater for other uses will not be permitted, unless justified by the particular needs of a small business.

In the North West and North East Sectors small work spaces linked to dwellings will be permitted provided that the following criteria are met:-

- (i) each workspace is provided within the curtilage of a dwelling;
- (ii) use of the workspace is principally by those persons residing within the dwelling to which the workspace is linked;
- (iii) the floor area of the unit is no more than 50% of the ground floor area of the dwelling to which it is associated or 30m², whichever is the greater;
- (iv) the design and scale of the unit respects the residential character and amenities of the surrounding area;
- (v) the use of the unit would not have a detrimental impact on the

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- amenities of adjoining residents in terms of noise or activity;**
- (vi) a satisfactory means for the storage and collection of refuse is provided; and**
- (vii) the proposal does not result in the loss of existing or proposed recreation, shopping, or community areas or urban open land.**

Amplification

- (1) To ensure that the accommodation in the Neighbourhood Centre for the North West Sector is only suitable for small businesses a condition will be placed on planning permissions requiring a range of suite sizes up to a maximum of 150 sq.m.*
- (2) In order to minimise the impact on the amenities of future residents, proposals for home/work spaces should be planned at the initial stages of the development.*
- (3) To ensure that any commercial accommodation or workspace, within the neighbourhood areas, is not detrimental to the amenities of adjoining residents a condition will be placed on any planning permissions restricting the use of the unit to Class B1.*
- (4) In order to maintain the residential nature of the housing areas, clusters of up to a maximum of 6 units may be acceptable in any one location to be identified in the Framework Plans (see Policies Hr 14 and 16), and may also include the North East Sector Neighbourhood Centre.*
- (5) The scale and design of any unit should be appropriate to the dwelling to which it relates, for example, separate structures should resemble garages in form and size.*
- (6) A condition will be attached to commercial units attached to dwellings requiring that they remain used in association with the dwelling. Permission will not be granted for the separation of the commercial use from the residential use.*
- (7) Workspaces linked to dwellings must be well designed to avoid detrimental impact on neighbouring residents and the character of the area.*

MOVEMENT

Introduction

- 14.44 Government guidance in PPG 13: Transport (2001) highlights three key aims in relation to transport and land use policies. Firstly, to reduce the need to travel and length of journeys; secondly, to encourage alternative means of travel with less environmental impact; and, finally, to reduce reliance on the private car.
- 14.45 These are reflected in the proposals and policies for movement in the Plan. The new neighbourhoods have been planned on the basis of achieving a significant reduction in peak hour traffic by the provision of pedestrian and cycle routes, both within and between neighbourhoods and local destinations such as schools and by the integration of the development with Fastway, a high quality bus network linking with the sub-region. The design of the neighbourhood road network should facilitate both of the above, giving advantage to those modes over the private car.
- 14.46 The policies identify the pedestrian and cycle routes and related facilities, the high quality bus network and the need for interchange in the Town Centre with other existing buses serving Horley and the rail network.
- 14.47 The new neighbourhoods will be accessed primarily from the main road network and the necessary new links are outlined in a policy and shown on the Proposals Map. However the routes are only indicative at this stage. This particular policy also identifies certain junction improvements to be carried out in conjunction with the new neighbourhoods.
- 14.48 The way in which car parking is planned, provided and managed can also have a significant impact on the Government's intended shift away from private car use towards other modes of transport. This will influence both the volume of spaces provided in new developments, often dependent on location, and the management of public town centre spaces through length of stay and pricing controls.

Public Transport

- 14.49 **Introduction:** Development of 2600 dwellings and related community facilities at Horley requires the provision of a high quality bus network in order to encourage a modal shift away from private car usage, particularly during the peak hours and to provide transport for those without access to a car. It is important that

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the new bus network, part of a wider system also serving the Gatwick/Crawley area, is provided and ready for use from the outset, thereby reducing the potential for less sustainable household travel patterns being established based wholly on the private car. There is already high quality bus access to the North East sector site perimeter.

- 14.50 **Purpose:** To secure the provision of a high quality bus network as an integral part of comprehensive development proposals in Horley.

Policy Hr 21

High quality bus routes and priorities, shall be provided in conjunction with the allocated housing sites and unidentified sites, in accordance with general principles indicated on the Proposals Map and on Figure 1.

Amplification

- (1) The high quality buses are new low floor (for easy access), low emission vehicles with high levels of comfort and convenience. Through congested parts of its route to and from Gatwick and Crawley they will be assisted by bus priority measures and, beyond the Borough boundary, guided along dedicated lanes, in order to ensure a fast frequent service.*
- (2) The routes and priorities shall be provided in a manner consistent with each agreed Framework plan to ensure that, as far as practicable, the associated high quality bus system can be operational as soon as each appropriate phase is occupied.*
- (3) The Fastway route is shown diagrammatically on the Proposals Map and in Figure 1. The detailed routing is to be agreed as part of the detailed design. Detailed design will be the subject of consultation with appropriate agencies, including horse riding interests, where relevant.*
- (4) The approach to infrastructure provision in relation to unidentified sites will be applied flexibly to make sure that it does not inappropriately influence the quantum of the eventual development.*
- (5) In order to provide good accessibility to new residents on the allocated housing sites, thereby encouraging sustainable travel patterns, the bus stops should be no further than 400 metres or 5 minutes walk from any new dwelling.*
- (6) The routes are being served by single deck buses, but for maximum flexibility routes should be designed to be capable of accommodating double-decker buses.*
- (7) The provision of appropriate passenger waiting and information facilities should be an integral part of the network. Information facilities include the provision of computerised information or route planning terminals at Neighbourhood Centres and the Town Centre.*

Interchange Facilities

- 14.51 **Introduction:** The provision of a highly accessible public transport network in conjunction with the housing sites will be of great value in encouraging a shift away from private car usage. However, the effectiveness and potential success of such a network will be enhanced by ensuring that it forms part of an integrated transport network. Clearly the Horley public transport network must connect with Fastway in Horley town centre and at Horley Station, which is served by the London/Gatwick/Brighton railway line.
- 14.52 **Purpose:** To ensure that the high quality bus networks which serve existing areas and allocated housing sites connect satisfactorily with the wider networks at identified interchange locations.

Policy Hr 22

The following sites are shown on the Proposals Map (Town Centre Inset) and on Figure 1 as public transport interchange facilities:

- (i) interchange between bus and rail at Horley Station; and**
- (ii) high quality bus stop facilities within Horley Town Centre.**

Amplification

- (1) The interchanges shall be provided by the County Council as the Highway Authority, as far as practicable, at the outset, to ensure that the associated high quality public transport system can be operational as soon as the first houses are occupied. Agencies involved in the design and provision of the station interchange include the Borough and County Councils, developers of the housing sites, and Network Rail and the lead train operating company, in view of the rail operational issues involved. Funding will be negotiated from the developers of the allocated housing sites and unidentified sites, together with the developers of the site adjacent to the station in The Drive. The approach to infrastructure provision in relation to unidentified sites will be applied flexibly to make sure that it does not inappropriately influence the quantum of the eventual development.*
- (2) Interchanges are shown diagrammatically on Figure 1 and the Proposals Map (Town Centre Inset). The details of these facilities will be negotiated outside the plan process.*

Pedestrian and Cycle Routes

- 14.53 **Introduction:** Making it easier to walk and cycle will contribute in some way towards a reduction in car use. Routes are necessary both within the allocated housing sites, to local destinations such as primary schools and neighbourhood

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centres and to destinations further afield, such as the secondary school, town centre and to connect with longer distance cycle routes. The railway line is a significant barrier to cross town movements. This affects the NE Sector in that it is a barrier to movements to and from the town centre and it affects the NW Sector in that it is a barrier to movements to and from Oakwood School. Therefore, a major remodelling of the existing subway for pedestrians and dismounted cyclists is proposed to help overcome these problems and is a requirement directly related to the new developments.

- 14.54 **Purpose:** To identify the pedestrian and cycle routes as part of the spine network in the town and to secure the provision of a finer grain network within the two major development sites.

Policy Hr 23

A spine network of convenient, safe and direct pedestrian and cycle routes, to be provided in conjunction with the allocated housing sites and unidentified sites, is shown on Figure 2 and on the Proposals Map.

A local network of pedestrian and cycle routes will be required within the two major development sites.

Specific traffic management measures will be required for the provision of safe crossings between the spine network and new access roads within the allocated housing sites and at certain locations in the existing urban area, as shown on the Proposals Map.

A remodelled subway for pedestrians and dismounted cyclists crossing east of Consort Way East, to overcome the severance effect of the London-Brighton railway in the town centre, is shown on the Proposals Map.

Amplification

- (1) The routes and remodelled subway shall be provided, as far as practicable, at the outset to ensure that they can be operational as soon as the first houses are occupied.*
- (2) The Spine Network of routes is shown diagrammatically on Figure 2 and on the Proposals Map*
- (3) The design of routes for pedestrians and cyclists should accord with the "Cycle Facility Design Guide" produced by Surrey County Council, and the Borough Council's Horley Design Guide Supplementary Planning Document.*
- (4) Funding for the remodelled subway will be negotiated from the developers of the allocated housing sites and unidentified sites as part of the Spine Pedestrian and Cycle Network. Further improvements to this part of the High Street should be undertaken in conjunction with the development of the High*

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Street Car Park set out in Policy Hr 30. The approach to infrastructure provision in relation to unidentified sites will be applied flexibly to make sure that it does not inappropriately influence the quantum of the eventual development.

New Roads and Junction Improvements

- 14.55 **Introduction:** The major housing sites at Meath Green and Langshott are such that they could not be accessed through the adjacent network of residential roads. Accordingly, there is a need to connect them direct to the main road network. In addition, certain existing junctions within the urban area which are already operating close to capacity need to be improved in order to accommodate traffic generated by the new housing development in Horley. This includes at least one junction outside the Borough.
- 14.56 The Borough and County Councils are aware that appropriate traffic calming will be needed to prevent or control the use of the country lanes to the north and west of Horley from being used by through traffic, especially Picketts Lane, New House Lane, Meath Green Lane and Lonesome Lane. The County Council will determine the design of such measures in due course but remains keen to hear from the public about what sort of measures that they consider to be most appropriate. Similar measures may also be necessary on local roads within the urban areas of Horley to the south of the new neighbourhoods.
- 14.57 **Purpose:** To identify where there will be new roads and junction improvements required by the development having taken into account the provision for other modes.

Policy Hr 24

The following new roads and junction improvements, to be provided in conjunction with the allocated housing sites and unidentified sites, are shown on the Proposals Map:

- (i) an access road from the A23 and A217 together with junction improvements into Land at Meath Green Lane, Horley (NW Sector);
- (ii) an access road between Cross Oak Lane and Ladbroke Road together with improvements to Cross Oak Lane and its junction with A23 to access the land at Langshott/Lake Lane, Horley, (NE Sector);
- (iii) A23/B2036 “Chequers” roundabout;
- (iv) Smallfield Road/Balcombe Road junction;
- (v) Balcombe Road/Victoria Road junction; and

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(vi) A23/Victoria Road junction

Amplification

- (1) The new roads and junction improvements shall be provided, as far as practicable, at the outset to ensure that they are available as soon as the first houses are occupied.*
- (2) The approach to infrastructure provision in relation to unidentified sites will be applied flexibly to make sure that it does not inappropriately influence the quantum of the eventual development.*
- (3) In the case of item (i) of the Policy, the proposed access road would be designed for low vehicle speeds to reflect its principal role as a means of access, with the design such that it discourages use by through traffic. It is conceivable that this road could be constructed in two sections, i.e. from each main road, only connecting to form a complete route by a particular stage of the neighbourhood development. In any event at least one of the access roads' junctions with the 'A' roads must be constructed before any other works commence so that no construction traffic uses the local residential road network. However, it may be in the best interests of the community if the complete route is constructed from the outset.*
- (4) All the above new roads and junction improvements will involve alterations to the classified road network. As such, the County Council as Highway Authority must be consulted and involved in the design process.*
- (5) Detailed design of junctions may require provision for bus priority measures, pedestrian, cycle and where necessary equestrian facilities.*
- (6) There is a need, in general terms, for the new access roads and junction improvements in order to accommodate the projected traffic from the housing developments. Therefore, the routes of the access roads are shown on the Proposals Map. However, although the routes have evolved from discussions with landowners, reflect landscape and ground conditions and attempt to minimise impact on existing residential property, they cannot yet be regarded as precisely aligned. As such they remain indicative at this stage, and specific Environmental Assessments will be required for these new roads. Details of the necessary junction improvements are still under consideration.*
- (7) There will be a requirement for the developers to enter into an appropriate agreement with the County Council, as Highway Authority, and to indemnify them in relation to any potential claims under part 1 of the Land and Compensation Act 1973.*
- (8) Junction improvements have been required to the Longbridge Roundabout (Junction of the A23 and A217). However, this is not located within the Borough so it has not been possible to include this junction on the Proposals Map.*
- (9) The Borough and County Councils are aware that appropriate traffic calming will be required to be undertaken by the developers on existing roads. However, the details of this are still under consideration.*

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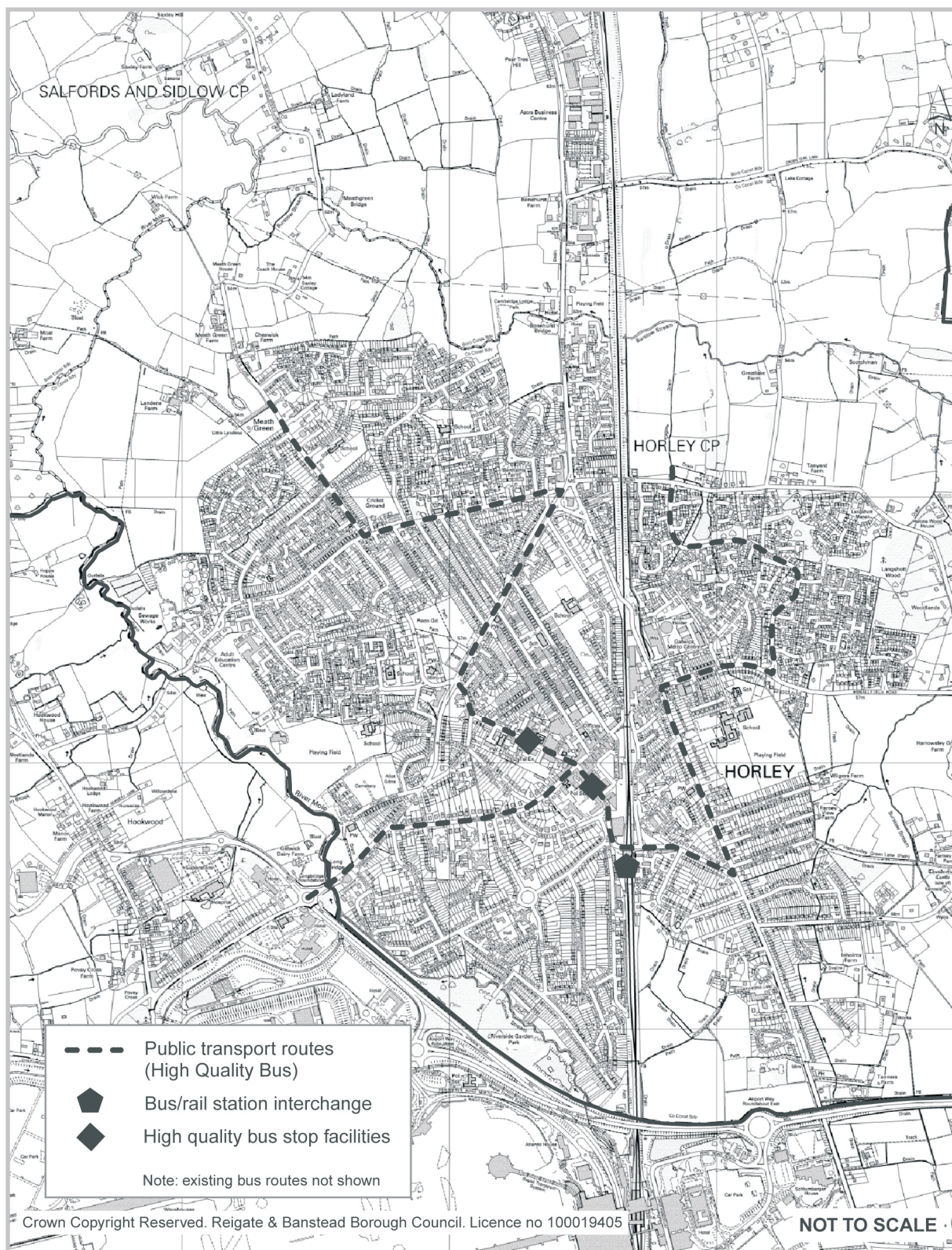


Figure 1: Public Transport Routes

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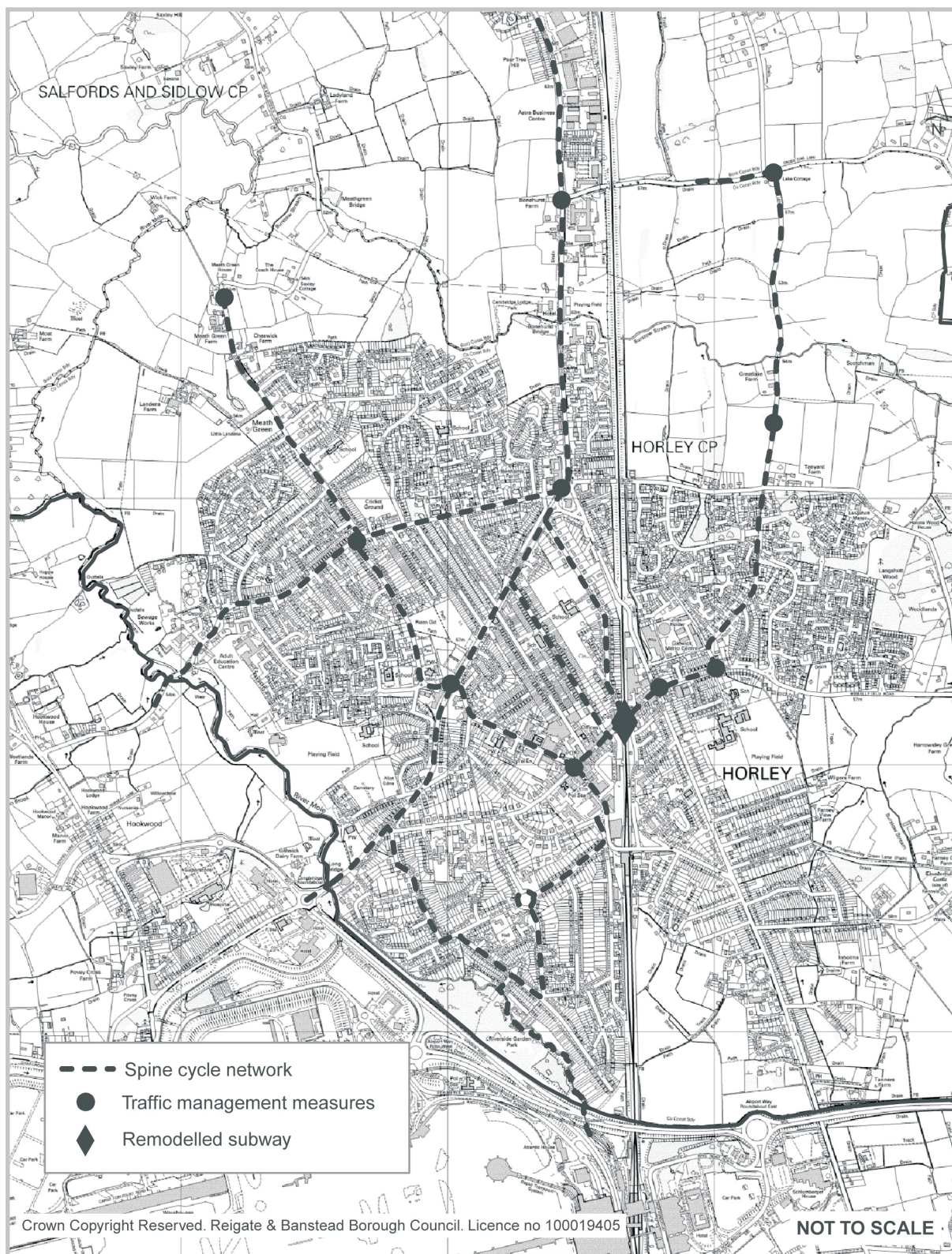


Figure 2: Indicative Spine Cycle Network

HORLEY TOWN CENTRE

(SEE INSET MAP)

Introduction

- 14.58 Horley's current role is that of a convenient and accessible 'local' town centre providing opportunities for convenience and comparison shopping commensurate with its size. The centre also provides for health and community uses but has limited leisure facilities. Its customer base is primarily its own population.
- 14.59 An essential part of the town's role is to be the focal point for a diversity of facilities and services. The concentration of these facilities within the town centre has two major advantages. Firstly, the town centre is accessible to alternative modes of transport thus reducing reliance on the motor car and secondly, it offers the possibility of 'linked trips' where one journey can serve several purposes e.g. doctors, library and shopping, thus reducing the need to travel.
- 14.60 The comprehensive revitalisation strategy (Horley Town Centre Study 1999) combined both land use and non land use issues. Its objectives were to create a sense of place with stronger gateways announcing the town centre and to increase the density of uses within and on the edge of the centre to enhance vitality. The extension of the town centre to the south to incorporate the railway station, the relocation of Waitrose and the extension of the Collingwood Bachelor department store are also likely to move the focus of the town eastwards.
- 14.61 It is essential that the enhancement of the High Street takes place to balance the south east attractors and ensure visitors are 'pulled' to the rest of the town. The existing High Street car park is allocated for office development with a landmark building and piazza creating a defined end to the fully pedestrianised High Street. This building will also help to screen the town from the effects of the railway and be expected to substantially improve the existing subway entrance to and from the town.
- 14.62 The strategy recognises the importance of short stay visitor parking to the health of Horley town centre. It is therefore the intention to maintain the existing number of short stay parking spaces especially at peak times. This will be achieved through an overall parking and pricing strategy for the town discriminating against commuter parking, and through s106 agreements on new developments securing public access to private parking provision on weekends and bank holidays.
- 14.63 The strategy recognises the important link between Horley town centre and Gatwick Airport. Opportunities to improve the special relationship will be encouraged,

where appropriate, whether this is commercial development to accommodate companies which service the airline industry, or hotels and guest houses which cater for airline passengers. The town's role will remain one of serving its own residents and workers every day needs, together with limited comparison shopping whilst recognising its proximity to Gatwick Airport.

- 14.64 The additional catchment population should serve as a catalyst for the improvement of the existing centre resulting in fewer vacant properties and a consolidation of its economic position. By increasing the number of potential visitors to the town centre (through population growth, additional employment and improved accessibility) the centre should become a more attractive financial proposition for developers and retailers alike, thus resulting in improved facilities and an improvement to the town's vitality and viability. This approach of focusing on accessibility is both directly related to the proposed large scale residential development and consistent with issues of sustainability.

Enhancing Vitality and Viability

- 14.65 **Introduction:** Government guidance PPG 6: Town Centres and Retail Development and PPG 13: Transport, states that Development Plans should aim to reduce the need to travel, especially by car. To meet these aims plans should promote development, especially major generators of travel demand, within existing town centres which are highly accessible by means other than the private car. This strategic approach applies to employment, retail, leisure and educational uses all of which are most appropriately located within the Borough's Town Centres and to residential use which can also benefit from such a location. It is essential therefore to actually define the Town Centre area on the Proposals Map. 14.76. The comprehensive revitalisation strategy (Horley Town Centre Study; 1999) requires all the allocated development sites to contribute towards townscape, accessibility and public transport improvements to the town centre. This is necessary if it is to function effectively, bearing in mind the level of new development proposed.
- 14.66 **Purpose:** To direct high traffic generating uses to the town centre to help reduce the need to travel especially by car and to contribute to the vitality and viability of the Town Centre, and to secure necessary improvements.

Policy Hr 25

Horley Town Centre, as defined on the Proposals Map, will continue to be the focal point for employment, retail, leisure, cultural, community/educational and residential uses and encouragement will be given to proposals that make a positive contribution towards the town's vitality and viability.

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The provision of or contribution towards townscape, accessibility and public transport improvements will be negotiated in connection with the development of the sites allocated in Policies Hr 27 to Hr 31 inclusive. Such provision or contributions will be secured through Section 106 planning obligations or other appropriate arrangements.

Amplification

- (1) Specific items, such as traffic calming, “gateways”, and public transport interchange improvements (see Policy Hr 22) are necessary to fulfil the strategy, but there may also be unforeseen and other minor items which developers will also be required to provide or contribute towards. New office development will also be required to make its office parking spaces available for public use at weekends and on bank holidays, in accordance with Policy Mo 8.*
- (2) The Borough Council has taken account of the guidance in Circular05/05. It is satisfied that the requirement of the provision of or contribution towards these improvements in the town centre is necessary, relevant to planning, and directly related to the proposed development. The level and timing of the provision or contributions is a matter for detailed negotiation and will need to be fairly and reasonably related in scale and kind and reasonable in all other respects.*
- (3) The Borough Council will monitor the performance of the Town Centre through regular “Health Checks”. These are to be carried out in association with the County Council and the other Surrey Districts to enable relevant comparisons of performance to be made with other similar types of centres.*
- (4) The Borough Council will produce and keep under review a Town Centre Strategy, which will continue to inform necessary policy changes.*

Pedestrian Priority Area

- 14.67 **Introduction:** Pedestrian Priority Areas and sensitive landscaping are major elements in the Borough Council’s objective of improving the physical environment of Horley town centre. This is being carried out in phases. Phase 1 was undertaken in 1988, so that the western part of High Street now has priority for pedestrians, with limited access for essential service vehicles. The implementation of Phase 2, would follow the development of the site between Lumley Road and Albert Road and the development of the High Street car park.
- 14.68 **Purpose:** To contribute to the vitality and viability of the Town Centre; To make the Town Centre a more pedestrian friendly environment without detriment to the town’s vitality and viability.

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Policy Hr 26

The Pedestrian Priority Area in High Street, Horley, will be extended, as shown on the Proposals Map.

Amplification

- (1) Other action to be taken by the Borough Council to effect the scheme will involve traffic management, including a repositioned restriction order on Lumley Road, which is necessary to allow only (through) traffic seeking access to the town centre. Such measures were introduced in Albert Road in 1985.*
- (2) The traffic management measures in Lumley Road and Albert Road will be undertaken as part of the development of the pedestrian priority areas*
- (3) The pedestrian areas will be subject to a comprehensive landscaping treatment including paving, planting and appropriately designed street furniture. Specific provision will be made for cyclists and for the disabled and for restricted servicing of retail units if necessary.*
- (4) The proposed development of the High Street Car Park (Policy Hr 30) will be required to contribute to the funding of the pedestrianisation scheme. Contributions will be secured by seeking Section 106 planning obligations.*

Land between Albert Road and Lumley Road, Horley

14.69 Policy Hr 27 deleted (2005) as development completed.

Central Car Park, Horley

- 14.70 **Introduction:** This site previously formed part of Policy Hr 4 in the 1994 Local Plan, along with the High Street car park and those retail units fronting the south side of the High Street and part of Victoria Road excluding Iceland and Collingwood Bachelor. The High Street car park is now subject to Policy Hr30. The existing retail units have been excluded from the proposed site.
- 14.71 The Central car park site is a large potential development site within Horley Town Centre, within the Borough Council's ownership. At present it fulfils an important function as a pay and display car park and is well used.
- 14.72 Whilst it is the Borough Council's strategy to reduce the need to travel by car and to offer alternative modes of transport to potential visitors it is essential that the town remains attractive to people who arrive by car. The main need is for parking that serves the centre as a whole rather than dedicated parking for individual developments. The priority is for short stay parking for visitors to the town centre, such as shoppers as opposed to long stay commuter parking.

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- 14.73 The development of the High Street car park results in the Saturday market having to relocate. The Central car park is the most suitable site. The loss in customer car parking on this site on Saturdays, is to be compensated for by the availability for public use of the weekday private office parking associated with the Lumley Road/ Albert Road redevelopment, the Former Henry's Garage site redevelopment and the office development on the High Street car park. This is in line with Policy Mo 8 and will be a requirement of planning permission being granted on these sites.

- 14.74 **Purpose:** To contribute to the vitality of the Town Centre. To provide an attractive short stay parking facilities and a location for the town's Saturday market.

Policy Hr 28

The Central car park, Horley, as shown on the Proposals Map shall be retained for short stay customer parking.

The site, as shown on the Proposals Map, will be designed to accommodate a Saturday market and shall be available prior to the redevelopment of the High Street Car Park (Policy Hr 30).

Amplification

- (1) *Consideration will be given to altering the access to the car park to a single point on Consort Way East thus allowing avoiding the use of the service road.*
- (2) *An important part of the Town Centre strategy is to improve the appearance and role of the central car park. The development of the High Street car park and the relocation of the Saturday market will enhance this space and this could be further enhanced through encouraging improvements to the appearance of the rear of the retail units backing onto the site. This will help integrate the car park and the pedestrianised High Street as well as improving the attractiveness of the route from the Waitrose car park to the rest of the Town.*

Former Henry's Garage site and No. 67-69, Victoria Road, Horley

- 14.75 **Introduction:** Part of this site is presently used as a car park for Virgin Airways adjacent office building (Newman House). In line with the revitalisation strategy for the Town Centre the site is allocated for office development. The development should be set back from the existing Victoria Road building line to enable a bus stop to be provided clear of the existing highway and, in keeping with other new office developments the private parking provision should be designed to allow it to be made publicly available for short stay shoppers on weekends and Bank Holidays.

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- 14.76 **Purpose:** To contribute to the vitality of the Town Centre. To secure an appropriate commercial development in the Town Centre; provide a bus stop clear of the highway; to secure additional short stay car parking at weekends and secure improved rear servicing to the retail units on the south side of Victoria Road and Massetts Road.

Policy Hr 29

The former Henry's Garage site and nos. 67-69, Victoria Road, Horley as shown on the Proposals Map, is allocated for office development. It will be an essential requirement of any scheme that the site accommodates a permanent bus stop clear of the existing highway and that the private parking space is made available to short stay shoppers at weekends and Bank holidays.

Rear servicing for premises on Massetts Road and Victoria Road should be provided.

Amplification

- (1) Further information on this site is provided in the form of a "thumbnail sketch" in Appendix 6.*
- (2) The preferred access points originally envisaged in the 1994 Plan for providing rear servicing were at the south western side of the building at 17 Massetts Road, at the sites of 11-13 Massetts Road and the southern part of Victoria Road. Further investigations will be made to establish if this is still appropriate and feasible.*
- (3) Sufficient land shall be safeguarded fronting Victoria Road to enable a permanent layby and bus stop to be provided as part of the development.*
- (4) Private parking provision for the office component of the development shall be designed in such a way as to allow its public use by short stay shoppers at weekends and bank holidays at a price consistent with other town centre car parks. This will be secured through a Section 106 planning obligation.*

High Street Car Park, Horley

- 14.77 **Introduction:** This site previously formed part of the Central Car park site (Policy Hr 4) in the 1994 Plan but is now the subject of a separate proposal. The site is allocated for an office development with a retail component incorporating improvements to the pedestrian underpass. The site has a very important role to play in urban design terms. It must give a focal point to the end of the High Street, it must act as a buffer to the railway and help to give a sense of enclosure to the Central car park. It is also essential that the entrance to the underpass is made more welcoming and attractive from both sides of the railway and needs therefore to be

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seen as an integral part of any development. A design brief will be produced for the site.

- 14.78 The relocation of the Saturday market to the Central car park (Policy Hr 28) necessitates additional parking being made available for short stay shoppers visiting the town. In keeping with the other new office developments the private parking provision should be designed to allow it to be made publicly available for short stay shoppers at weekends and Bank Holidays.
- 14.79 **Purpose:** To contribute to the vitality of the Town Centre. To make a significant contribution in urban design terms to the northern end of the High Street incorporating improvements to the subway. To provide public parking provision on weekends for short stay shoppers.

Policy Hr 30

The High Street car park, Horley, as shown on the Proposals Map, is allocated for office development incorporating an element of Class A1 and A3* retail or community use and providing a pedestrianised external public space. The integration of and improvement to the existing subway will be an essential part of any scheme.

The private parking provision should be designed and made publicly available for short stay shoppers on weekends and Bank Holidays.

Amplification

- (1) *A design brief for the site will be produced paying particular attention to the treatment of the subway. Further information on this site is contained in the form of a “thumbnail sketch” in Appendix 6.*
- (2) *Private parking provision for the office component of the development shall be designed in such a way as to allow its public use by short stay shoppers at weekends and Bank Holidays at a price consistent with other town centre car parks. This will be secured through a Section 106 planning obligation.*
- (3) *The Borough Council will seek to relocate the Saturday Market to an alternative and more permanent site within the Town Centre as detailed in Policy Hr 28.*

* The Use Classes Order 1987, as amended in 2005, divides the old Class A3 into new A3, A4 and A5 categories (see Glossary). References to Class A3 in this plan should be considered as also applying to the new categories and the policies interpreted accordingly.

Land West of Horley Station, fronting Victoria Road, and 1, 3, 5, 7 and 9 The Drive, Horley.

- 14.80 **Introduction** The site is presently occupied partly as a station car park and partly for residential use. The redevelopment of this site for a multi storey residential scheme or a mixed use development (residential and offices) is intended to achieve a number of objectives. The site is to perform an important function in urban design terms in including a landmark structure defining the start of and entrance to the Town Centre. It will also contribute to the necessary improvements to the station building, either directly in terms of an integrated design or indirectly as funding, as the major part of the site is owned by Network Rail.
- 14.81 There is potential for a substantial building with variations in height and containing basement level parking provision. The northern most part of the site shall contain a focal point building clearly visible looking south from Victoria Road. The height of the buildings will increase moving east on the site away from The Drive. The parking requirement may be reduced reflecting the site's location and accessibility to public transport.
- 14.82 **Purpose** To contribute to the vitality of the Town Centre. To provide a distinctive building that defines the entrance to the Town Centre and contributes to the necessary improvements to Horley station

Policy Hr 31

The land West of Horley Station, fronting Victoria Road, and 1, 3, 5, 7 and 9 The Drive, Horley, as shown on the Proposals Map, is allocated for a multi storey residential scheme or a mixed use development. The following provisions will be required:

- (i) **35 units;**
- (ii) **a minimum of 6 units of affordable housing, secured by appropriate arrangements; and**
- (iii) **all units shall be either one or two bed units.**

Enhancements to the railway station will be an essential part of this scheme.

Amplification

- (1) *A design brief for the site will be produced by the Borough Council. Further information on this site is provided in the form of a "Thumbnail Sketch" in Appendix 6.*
- (2) *Development on this site must fund significant enhancements to the railway station, such enhancements are likely to include a new covered walkway and stairs from ground level up to ticket hall level; a new ground level entrance*

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with ticket machine to platform 1 from the western side of the station; provision of passenger lifts to all platforms; provision of public conveniences; modifications to the internal layout of the ticket hall and shop; modifications to the station car park entrance; provision of revised arrangements for car set down/pick up points and for taxi services, and additional secure cycle parking.

- (3) Private parking provision for any office component of the development shall be designed in such a way as to allow its public use by short stay shoppers and theatre users at weekends and Bank Holidays at a price consistent with other Town centre car parks. This will be secured through a Section 106 planning obligation.*
- (4) Development must also comply with Policy Em 7 and the appropriate design and layout policies of this Plan.*

Land at 1 and 1a, Cheyne Walk and 2,4,6 and 8, The Drive, Horley

14.83 Policy Hr 32: deleted (2005) following Inspectors recommendation.

RECREATION AND LEISURE

Land Allocations for Public Open Space

- 14.84 **Introduction:** The comprehensive approach to development of Horley provides an opportunity to ensure that the recreational needs of the new population of Horley are met in the most appropriate locations, through the provision of a range of additional facilities in line with recommendations of the National Playing Fields Association (NPFA). It also provides an opportunity to make provision for other recreational facilities, such as allotments and a riverside green chain of informal open space mainly on land which cannot be developed due to flooding and nature conservation value.
- 14.85 The NPFA standards recommend the provision of 2.4 hectares of outdoor playing space per 1,000 population. Surveys undertaken in 1985 showed a shortfall in provision in Horley of some 18 Ha. Provision to meet this shortfall in existing Policy Re 3 (part Fishers Farm / Bayhorne Farm, Balcombe Road, Horley), now new Policy Hr 33 and in existing Policy Re 4 (dual use proposals at Oakwood School) are to remain.
- 14.86 In addition, it has been calculated that further provision in the region of 15 Ha will be required for the additional 2,600 dwellings, 7.42 ha of which would be in the form of playing pitches. Kickabout areas for informal use are, therefore, proposed in each new neighbourhood, with provision for bookable pitches and changing accommodation in one location south of Smallfield Road) to achieve economies in layout, maintenance and management. The community halls proposed for each new neighbourhood will also provide opportunities for additional recreation and leisure facilities.
- 14.87 Leisure Needs Study and Facilities Requirement Assessment (Facilities Planning Model) were carried out for the Borough Council to give more detailed guidance on the range of facilities needed for Horley as a whole. The studies compare the existing supply of indoor and outdoor provision within the local catchment area (supply) with the current participation rates according to age and sex of users (demand). This information is then applied to the projected increased population to predict future trends and demands and to determine what facilities are required to meet this new demand. The studies identify a need in Horley for the following: standard size swimming pool, learner pool, sports hall (containing 4-6 badminton courts), indoor tennis courts, “pay” and “play” health and fitness facility and a Multi Use Games Area (MUGA).

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14.88 Additional land is required for the Town Park at Smallfield Road, over the requirement that the NPFA standards recommended, because part of the site is affected by flooding.

14.89 **Purpose** To allocate sufficient land for public open space to meet the needs of Horley residents.

Policy Hr 33

The following sites are allocated for public open space and are shown on the Proposals Map:

Site	Location	Area	Category
1	Land south side of Smallfield Road, Horley	10.2 Ha	Combined park and outdoor playing space
2	Land north of Langshott Kennels, Horley	0.64 Ha	Kickabout area
3	Land to west of Great Lake Farm, Horley	1.78 Ha	Kickabout area and formal Play provision
4	Land to north of Landens Farm, Meath Green Lane, Horley	0.76 ha	Kickabout area and formal Play provision
5	Part Fishers Farm/ Bayhorne Farm, Balcombe Road, Horley (Previously Policy Re 3.7)	21.0 Ha	Amenity open space/ Outdoor playing space.

Amplification

- (1) Access to the Town Park will be provided from Smallfield Road with a pedestrian only access from Balcombe Road via footpath 371. Provision in the Town Park should include a cricket square with outfield, 3 football pitches, a well equipped play area, a Multi Use Games Area (MUGA), a youth assault course and a skate ramp, together with a pavilion and parking facilities.
- (2) Two areas of land in the NE sector extending to some 0.64 ha and 1.78 ha shall provide for a kickabout area, the latter including an area measuring 0.51 ha for a /NEAP/MUGA.

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- (3) *One area of land in the NW sector extending to 0.76 ha shall provide for a kickabout area and a NEAP/MUGA.*
- (4) *All kickabout areas shall be provided to the same standard of specification as the formal pitch provision to enable them to be fully utilised throughout the year.*
- (5) *The findings of the Leisure Needs Survey and the Facilities Planning Model will be used in the detailed planning of the facilities to be provided on each site.*
- (6) *Buffer zones 4 metres wide should be provided for main rivers (Site 3) and 4 metres wide for other watercourses (Sites 1 and 5) in order to maintain their nature conservation value, prevent pollution and allow access.*
- (7) *Any buildings or landraising should be outside the floodplain envelope.*

Land Allocation for Leisure Centre

- 14.90 **Introduction:** The critical mass in Horley for the provision of improved facilities has been reached and will be further passed as Horley continues to expand. Also, the Horley Anderson Centre at Court Lodge is nearing the end of its useful life. The Plan therefore seeks to make provision for the future development of an upgraded facility to cater for the increased population of the town.
- 14.91 A study has been undertaken by the Borough Council to appraise possible locations for a leisure centre to serve Horley, based on a wide range of considerations. Two sites, east of Oakwood School and the former Court Lodge County Secondary School were found to be the most favourable, given the constraints considered which included catchment areas, traffic implications, land ownership, management issues and local character. In light of the scale of development proposed in the North West of the town, the demand this would create and the desire to encourage easy access for as many people as possible by non-vehicular means, the former Court Lodge CSS site is considered to be most favourable. The existing Horley Anderson Centre site was included within the appraisal study but not found to be as favourable as other sites. Its future will have to be considered at the appropriate time, but the existing changing accommodation for the adjacent playing pitches will remain.
- 14.92 Details of the facility will need careful consideration including the completion of a feasibility study and consideration of timing of provision related to the development of the new residential neighbourhoods and developer contributions to funding.
- 14.93 **Purpose:** To identify a site for improved indoor leisure facilities.

Policy Hr 34

A site at the former Court Lodge County Secondary School, Court Lodge

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Road, Horley, as shown on the Proposals Map, is allocated for a leisure centre, including swimming pool, sports hall and associated car parking and changing facilities.

Amplification

- (1) Provision of the leisure centre will be dependent on the demolition of the existing school buildings, which are currently used by Adult Education and The Keys Youth Centre. Many of these buildings suffer structural problems and would not be suitable for conversion.*
- (2) Access to the Leisure Centre is proposed from the eastern side of the site, off Court Lodge Road. Highway improvement measures will be required at the junction of Lee Street and Court Lodge Road and at the existing access to the site. Additional measures will be required to ensure safe access for the increase in traffic along Court Lodge Road.*
- (3) Provision at the leisure centre will be based upon wet and dry facilities. The exact requirements will be subject to the completion of a feasibility study, but it is expected that the centre will include a swimming pool to replace that at The Horley Anderson Centre, a multi use sports hall, a gym, a dance studio and wet and dry changing facilities.*
- (4) Alternative accommodation will be required for The Keys Youth Centre and Adult Education use. This should be provided prior to the demolition of the existing buildings in consultation with Surrey County Council and East Surrey College.*

Land Allocations for Allotment Provision

- 14.94 **Introduction:** Allotments are an important leisure facility, provide a valuable opportunity for gardening and may be the only alternative for those without their own gardens.
- 14.95 There is currently only one allotment site in Horley, resulting in an existing shortfall compared to the nationally recognised standard of 0.2 ha per 1,000 population. While the demand for allotments varies over time, the Borough Council seeks to protect the existing supply under existing Policy Re 7 and provide new provision when needed. This policy seeks to make provision to meet the demand from the expanding and existing population.
- 14.96 **Purpose:** To ensure allotment provision in Horley meets the need of the existing and new population.

Policy Hr 35

The following sites, shown on the Proposals Map, are allocated for allotments:

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- (i) Land north of Ladbroke Road, Horley (NE Sector) 0.95 Ha
- (ii) Land west of Meath Green House, Meath Green Lane, Horley (NW Sector) 1.35 Ha
- (iii) Land west of Cheswick Cottage, Meath Green Lane, Horley (NW Sector) 0.41 Ha

Proposals which would prejudice the use of the above sites for allotments will not be permitted.

Any further allotment provision required to meet demand will be expected to be provided in the Riverside Green Chain, close to concentrations of population and where their introduction would not threaten important natural habitats, and avoiding land subject to regular flooding.

Amplification

- (1) *The sites allocated in the proposed new neighbourhood developments (NE and NW Sectors) are large enough to meet the needs of the allocated housing sites and to contribute to the existing shortfall in provision. It is the intention that this provision can be taken into Borough Council control along with appropriate maintenance funding. However, alternative arrangements may be considered.*
- (2) *Buffer zones should be provided 4 metres wide for watercourses in order to maintain their nature conservation value, prevent pollution and to allow access.*

THE RURAL SURROUNDS OF HORLEY

The Rural Surrounds of Horley

- 14.97 **Introduction:** Horley is set within a rural area beyond the outer boundary of the Green Belt as described in the Surrey Structure Plan. This area was excluded from the Green Belt to ensure that, if required, future housing development was not precluded from it. Such long term development has now been set out by policies contained within this Plan.
- 14.98 In order to safeguard the remaining open land beyond the Green Belt, that is not subject to development proposals in this Plan, and to protect its present rural character, there will continue to be a presumption against unacceptable development.
- 14.99 **Purpose:** To safeguard the rural area from urban encroachment to protect its present character.

Policy Hr 36

The land, as shown on the Proposals Map, is allocated as the Rural Surrounds of Horley.

Within this area development will not be permitted unless it is for a use related to the essential needs of agriculture, forestry, outdoor sports and recreation.

Permission will be granted if:

- (i) it is reasonably necessary for the host activity;**
- (ii) there is no harm to the open character of the rural surrounds;**
- (iii) it is appropriate in scale, design and siting; and**
- (iv) it does not adversely effect the nature conservation value of the area.**

Amplification

- (1)** *The designation of the Rural Surrounds of Horley relates to an important area of land in terms of safeguarding the countryside from encroachment and providing the setting for the urban area. Any development will be expected to be suitable for inclusion within this open rural area.*

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- (2) *In considering any proposal, including replacement dwellings and extensions to existing dwellings, in addition to Boroughwide policies, the following policies also apply to this area: Co 2-3, Co 7, and Ho 23-26 inclusive.*

Gatwick Airport Open Setting (Former Policy Co 9 unaltered)

- 14.100 **Introduction:** Gatwick Airport is unusual among international airports in being set in open surroundings. This adds considerably to its attractiveness. Maintaining this openness has long been an aim of planning policy, through the application of Green Belt policies from when the airport was wholly in Surrey and, since its transfer in 1974, through countryside and strategic gap policies of the West Sussex Structure Plan in respect of that open area to the south. Great care has been taken over the landscaping of the airport itself so as to preserve this open appearance as far as possible and strategic policies in both counties require that other development, whether related to the airport or not, must not be allowed to detract from this. Land to the north-west of the airport in Mole Valley District is now in the Green Belt, and it is therefore considered necessary to provide additional safeguards to the north-east of the airport not included in the Green Belt.
- 14.101 **Purpose:** To maintain the open setting of the airport consistent with policies of adjacent local Authorities.

Policy Hr 37

There will be a strong presumption against proposals which would contribute to the coalescence of Horley with Gatwick Airport and result in the loss of the open setting of the airport, as shown on the Proposals Map.

Amplification

- (1) *Although Gatwick Airport is not a settlement, its boundary as defined in the Crawley Borough Local Plan is regarded as a “policy” built up area for the purposes of the strategic gap policy and other policies in the West Sussex Structure Plan 1993. The rationale of the strategic gap policy is that, if the individual character of a settlement is to be retained, its setting must be given close attention. Much depends on views of it from its approaches or out of it into surrounding countryside. A clear visual break when passing from place to place gives a recognisable structure to a group of settlements. Past decisions about which land should be released for development have usually sought to prevent the coalescence of existing development. The open surroundings of Gatwick Airport include the Crawley-Gatwick Airport/Horley gap.*

Riverside Green Chain

- 14.102 **Introduction:** Horley's river and streams almost encircle the town and this plan provides the opportunity for a chain of open space around the town, which is highly accessible to Horley's residents. Existing rights of way make the circle complete. Much of the 'chain' is land liable to flood and as such falls outside the proposed housing sites. Existing Public Open Space from the A23 at Longbridge to Lee Street Sewage Works was covered by the River Mole Open Setting Policy Pc 7, which has been subsumed by this policy. The new areas contain sites of archaeological interest and establishment of the chain will clearly preserve their settings. Discussion with the Environment Agency has highlighted the potential for access and environmental improvements to the river system in Horley. The creation of a cycle and pedestrian route through much of the chain land will ensure that, except at times of flood, it is capable of being used and enjoyed throughout the year.
- 14.103 **Purpose:** To identify land around Horley to provide a range of environments for public enjoyment and pastimes, together with an orbital cycle and footpath and, where possible, bridleway route with full public access. Failing that, to secure permissive public access.

Policy Hr 38

The land, as shown on the Proposals Map, is allocated as the Riverside Green Chain. Within this land all the following uses and facilities will be permitted, where appropriate, in accordance with a more detailed appraisal and land use plan:

- (i) **informal recreation;**
- (ii) **formal outdoor recreation, allotments, agriculture and woodland where feasible;**
- (iii) **establishment of Local Nature Reserves;**
- (iv) **enhancements to the riverine environment, including the establishment of buffer zones;**
- (v) **safe access to appropriate sections of the riverine environment while protecting other areas as wildlife refuges;**
- (vi) **interpretation of archaeological sites;**
- (vii) **creation of ponds, swales and stormwater wetlands as part of the surface water drainage system serving major new housing development;**
- (viii) **construction of a combined orbital cycle and pedestrian path with connections to new and existing housing areas; and**
- (ix) **provision of facilities for horse riders, where practicable**

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Amplification

- (1) It is the intention that much of the Green Chain can be taken into Borough Council control along with appropriate maintenance funding. Where ownership control is not achievable, the Borough Council will seek to secure permanent public access on a permissive basis in order to maintain the integrity of a circular open space system. Existing residential properties contained within the allocated areas are expected to remain undisturbed.*
- (2) Agriculture may be possible on certain land, subject to its size, proximity to urban development and the nature of the operation.*
- (3) For enhancements of the riverine environment, including the establishment of buffer zones, discussions will be necessary with the Environment Agency.*
- (4) The County Archaeologist and the Borough Council Conservation Officer can advise on appropriate interpretation material.*
- (5) When sited in the flood plain, surface water drainage features should wherever possible be positioned on land closer to the urban edge rather than close to the river itself.*
- (6) A combined cycle and pedestrian path should be capable of year round use, except at times of flood, and be designed in accordance with best practice guides published by the County Council and Sustrans.*
- (7) For facilities for horse riders, discussion will be necessary with British Horse Society representatives, bridleways groups and the County Council Rights of Way Officer.*
- (8) The Borough Council in consultation with the various developer partnerships will prepare a more detailed appraisal and land use plan for the Riverside Green Chain taking into account the proposals for the respective development sites, land ownership and other relevant considerations.*
- (9) Interpretation material about Moat Farm will be required at the site together with a footway or pedestrian route alongside the proposed North West Sector access road from the A217 to facilitate a loop from and back to the Riverside Green Chain.*
- (10) The design of any flood amelioration measures in the Riverside Green Chain should not result in increased flood risk for existing or new residential areas.*

EDUCATION FACILITIES

Primary Schools

14.104 **Introduction:** The development of 2,600 houses would generate about 450 additional primary aged pupils, which is the equivalent of approximately two forms of entry. This will require a reappraisal of education provision in Horley. Although the County Council wishes to retain some flexibility as to how it meets the additional demand over the ten year period of the development, both the County and Borough Councils agree that there are good sustainable transport reasons for securing sites in both the NW and NE Sectors. This will enable the County Council to consider all options, which may include the relocation of existing provision, and to allow for the longer term flexibility in primary provision in Horley appropriate to local circumstances.

14.105 **Purpose:** To allocate primary school sites to accompany the new neighbourhoods.

Policy Hr 39

The following sites, shown on the Proposals Map, are allocated for Primary Schools

- 1. Land at Meath Green Lane, Horley (NW Sector), 1.20 Ha**
- 2. Land at Langshott/Lake Lane, Horley (NE Sector), 1.22 Ha**

Amplification

- (1) *The County Council will bring forward proposals, at the appropriate time, for the provision of additional facilities to meet the pupil demand generated by housing development in Horley. The Borough Council considers that this provision should be made in the early stages of the development, both in the interests of community development and for sustainable transport reasons.*

Secondary School Extension at Oakwood School

14.106 **Introduction:** The development of 2600 houses would generate about 320 additional secondary aged pupils (11-16). The existing Oakwood School is the only option to provide places in Horley and extensions to the existing facilities would be required.

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- 14.107 **Purpose:** To identify Oakwood School as the site for extra secondary school provision.

Policy Hr 40

Land at Oakwood School, Balcombe Road, Horley, as shown on the Proposals Map, is allocated for the expansion of secondary school provision.

Amplification

- (1) *The County Council will bring forward proposals, at the appropriate time, for additional facilities at Oakwood School, to meet the additional demand for secondary school places from housing development in Horley.*

COMMUNITY FACILITIES

Neighbourhood Centres

14.108 **Introduction:** The Borough Council recognises that community facilities play an important part in the lives of residents of the Borough and wish to see provision made to meet the requirements of the expanded population of Horley. Such facilities need to be appropriately sited so as to be accessible by a range of modes of transport. A range of facilities is sought to increase the attractiveness of the centres to users and to promote the combining of journeys, for example, to the schools and local shops.

14.109 **Purpose:** To identify where multi-purpose community halls will be provided along with local shops etc in the two proposed neighbourhoods to meet the community needs of the new population in a sustainable manner.

Policy Hr 41

The following sites, as shown on the Proposals Map, are allocated for multi-function community halls, local shops and services and associated land:

- (i) **Land at Meath Green Lane, Horley (NW Sector), 1.71 Ha**
- (ii) **Land at Langshott/Lake Lane, Horley (NE Sector), 0.34 Ha**

Amplification

- (1) *Within each neighbourhood centres provision should be made for a range of local facilities. Appropriate facilities would include local convenience stores including a newsagents, general store (with post office provision), public house/restaurant, take-away food facility. Flats may usefully be sited over such commercial uses.*
- (2) *The community hall within each neighbourhood should provide a main hall suitable, in height and area, to contain a minimum of one badminton court, whilst also serving as a large meeting room. A range of other smaller rooms should be provided for meetings, at least one of which should be suitable for subdivision for small meetings. One of these rooms should be capable of making provision for a doctor, nurse or health visitor seeing patients, (in the NW sector this could be provided for in the doctors' surgery). Provision should be made within the halls for kitchen facilities.*
- (3) *Provision in the NW neighbourhood shall include a site for a doctors surgery accommodating three doctors and their supporting staff, a dental practice and*

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pharmacy. In the short-term, it may be possible for accommodation to be provided within the community hall. Provision for nurse accommodation and health visitors could, in the long term, be made in the doctors' surgery rather than the community hall.

- (4) A place for religious worship should be provided within one or both of the neighbourhood centres. This could be provided within the community halls or as a separate building.*
- (5) Consideration should be given to providing parking within the neighbourhood centres on a shared basis, catering for the schools, shops, community hall and other services. Reduced parking requirements will be considered where facilities are shared and other transport links established.*

Healthy Living Centre

14.110 Policy Hr 42 deleted in favour of Policy Hr 42A.

Library and Community Information Centre

- 14.111 **Introduction:** An earlier proposal for a healthy living centre included a library and facilities for adult education. Unfortunately, although progress has been made with a healthy living programme, the requirements and prospects for a suitable specialist healthy living centre building have been abandoned for the foreseeable future.
- 14.112 The County Council now wishes to progress a new scheme for a modern and flexible community information centre. This is intended to incorporate a new enlarged library and information centre and a new and improved local office to accommodate Surrey County Council support staff serving the Horley Area, in one building. Additional office space could also be made available for other uses. The provision of a café/coffee shop as part of this scheme would also enhance its attractiveness and use.
- 14.113 The County Council is also looking to accommodate a town centre drop-in facility suitable for the Youth Service, either through conversion of an existing building or a vacant shop, or in a new purpose built building, as part of the library and community information centre.
- 14.114 The Borough Council is working in partnership with the County Council to identify a suitable and appropriate site for the new centre.
- 14.115 **Purpose:** To facilitate the provision of a modern and flexible community information centre, including a library, information centre, local offices to accommodate Surrey County Council and a drop-in facility for the Youth Service.

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Policy Hr 42A

A new Library and Community Information Centre will be developed in Horley Town Centre provided that the following criteria are met:

- (i) the development has excellent accessibility both into the building and to the building from all modes of travel; and**
- (ii) enabling private sector uses will be permitted if these form an integral part of the comprehensive package.**

Amplification

- (1) A town centre location is considered likely to best meet the general needs of a library and community information centre, which is accessible to all.*
- (2) Enabling private sector uses could contribute both towards the financial viability of the scheme and towards providing a non-threatening family environment. Such uses might include shops, a café, offices and crèche.*



BANSTEAD VILLAGE INSET

ENHANCEMENT

Environmental Improvements

- 15.1 Banstead Village is an attractive and distinctive shopping centre, retaining a domestic scale and containing a considerable amount of residential use above the shops. Village elements such as roadside verges, trees and the spacious setting of All Saints Church provide Banstead with the unique character enjoyed by its residents. Nevertheless, there are areas which would benefit from small scale environmental improvements. The appearance of the existing public car park to the south of the High Street is featureless in contrast to the setting of the adjacent Church.

Policy Bn 1

The Borough Council will undertake enhancement schemes within Banstead Village as and when resources permit and will encourage other organisations and agencies to co-operate in this process. Priority will be given to a planting scheme within the High Street car park.

Amplification

- (1) *Some soft landscaping within the car park would reduce its stark appearance and a scheme to plant appropriately sited trees and shrubs will be undertaken by the Borough Council to provide visual interest with minimum reduction in car parking spaces.*

Parking Provision

- 15.2 Banstead Village High Street is immediately adjoined to the north and parts of the south by residential areas. The relative buoyancy of the shopping area, the increasing use of cars for shopping trips, and the location of Banstead's car parks have meant that in recent years the amount of shopper parking in the High Street and in residential areas has been on the increase, and generally represents one of the major environmental problems apparent within the centre.

Policy Bn 2

The Borough Council will keep under review the parking situation in the vicinity of High Street, Banstead, and will seek to enhance public

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provision when resources permit.

Amplification

- (1) *The move of the Waitrose supermarket to a new location on the south side of the High Street has resulted in a better distribution of shopper parking and has increased total provision. However, in view of the growth in car usage and Banstead's changing situation, careful monitoring will be necessary to determine whether additional provision needs to be made.*

INTEGRATED MIXED USE SCHEMES

3-17 and 27 High Street, Banstead

15.3 Policy Bn 3 deleted (2005) as development completed.

GLOSSARY OF TERMS

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Affordable Housing

Housing accessible and at a price which is affordable to persons who have a housing need and are on a low income, which is insufficient to meet their housing need in the open market, either to purchase or rent. It includes social and low cost housing see below-

Social Housing:

Housing for people whose incomes are such that without some form of public subsidy they would not be able to house themselves e.g. housing to rent or shared ownership sale from a registered social landlord or alternative affordable housing provider (AAHP).

Low-cost housing:

Housing for sale or rent for people whose incomes, while not being sufficient to buy or rent in the open market, can afford housing which does not require public subsidy. This could include some forms of shared equity housing or low cost homes for sale at a discount by a developer, or alternatively housing for rent at levels below market rents, thus enabling such persons to obtain housing closer to their needs at a price they can afford. NB. Low-cost market housing such as small units provided on high density developments, or housing which has been provided at a reduced cost by reducing the number of parking spaces required or size of garden provided, is not considered to represent affordable housing, unless it can be clearly demonstrated that they will be available at a price or rent which meets the requirements of those people identified as being in housing need.

Aggregates

Sand, gravel, crushed rock and other bulk materials used in the construction industry for purposes such as the making of concrete, mortar, asphalt or for roadstone.

Agriculture

Includes horticulture, fruit growing, seed growing, dairy farming and livestock breeding and keeping, the use of the land as grazing land, meadow land, osier land, market gardens and nursery grounds and the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes.

Amenity Open Space

Includes commons, greens, heathlands, woodlands, ornamental parks and gardens, and land used for screening, planting and separation.

Ancient Monuments

Buildings or earthworks above or below ground whose preservation is of national importance and which have been scheduled by the Secretary of State for Culture, Media and Sport because of their historic, architectural, traditional, artistic or archaeological interest.

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Ancient Woodland	Sites which have been wooded since at least 1600, as defined by English Nature and recognised as being of high nature conservation value, whether managed or not. They may be semi-natural or replanted.
Area of Great Landscape Value (AGLV)	Areas designated by the County Council as being of high visual quality worthy of protection.
Area of High Archaeological Potential	Normally areas included on the County Sites and Monuments Record (SMR), with good evidence for the existence of archaeological deposits based on previous finds, map or other evidence; and historic town centres and other historic settlements.
Area of Outstanding Natural Beauty (AONB)	Areas of high visual quality designated by the Countryside Commission as being of national importance.
Area for Small Businesses	Area adjacent to a town centre, mainly comprising small scale mixed uses, specifically allocated to accommodate the needs of Class A1, A2, A3, A4, A5 and B1 businesses occupying up to 150m ² of floorspace.
Article 4 Direction	A resolution by the Borough Council, subject to the approval of the First Secretary of State, which brings under control any specified developments normally permitted under the Town and Country Planning General Permitted Development Order.
Borough Local Plan	A legal document prepared by the Borough Council setting out its objectives, policies and proposals for the use of land and buildings in the Borough. It comprises a Written Statement and a Proposals Map on an Ordnance Survey base showing the specific land use proposals and policy areas set out in the Written Statement.
Bridleway	See Rights of Way.
Broad-leaved Trees	Trees with broadleaves as opposed to needles, as with conifer trees, and generally native to the British Isles, e.g. oak, ash, lime, alder, willow, sycamore, beech and hawthorn. Normally they are hardwoods and shed their leaves in the autumn as opposed to the conifer's softwood and evergreen leaves.
Broad-leaved Woodland	Woodland in which not more than 20% of the standing trees are coniferous.
Business Use or Class B1 Use	See Use Classes.
Child-minding	Involves the care of a limited number of under-fives by an individual householder (with or without help) in a private home for reward. (May include older children outside normal school hours).
Commercial Commitments	Land or buildings capable of being used or developed for business, industrial, or storage and distribution use, for which further planning permission is not required, or for which planning permission would be likely to be granted. Commitments include

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	existing buildings vacated and standing unlet, new buildings not yet occupied, buildings under construction, land with outstanding planning permission, and land allocated in this Local Plan.
Comparison Goods Shopping	Goods not obtained on a frequent basis including, clothing, footwear, household and recreational goods.
Conservation Area	Area designated by the Borough Council as being of special architectural or historic interest, the character of which it is desirable to protect and enhance. (s.69 of the Planning (Listed Buildings and Conservation Areas) Act, 1990).
Convenience Goods Shopping	Everyday essential items including grocers, chemist, baker, butcher, greengrocers, newsagents, sub post-office and launderette
Country Park	An area of land provided, maintained and managed by the local authority for the public enjoyment of the countryside, with the provision of facilities and services for open-air recreation (Countryside Act 1968, s.6 & 7).
Countryside	All areas which lie outside the boundaries of urban areas as defined on the Proposals Map.
Countryside Management	A co-ordinated approach to countryside problems which aims to resolve conflicts between those who live and work in the countryside, and those who use it for leisure purposes.
County Sites of Archaeological Importance	Sites of importance in a Surrey context in terms of good survival, rarity in the locality, education value, relationship to other sites and visibility, included on the County Sites and Monuments Record (SMR).
Daylighting and Sunlighting	Guidelines in "Site layout planning for daylight and sunlight a good practice guide" (BRE, 1991) aims at ensuring that any new building is sited in such a way that it does not interfere with the reasonable daylighting and sunlighting needs of adjoining land/or buildings.
Day Nurseries	Involves care on a full time daily basis of a substantial number of under fives in a hall or other suitable premises by a group of persons for reward. (May include older children outside normal school hours).
Development	Development is defined in Section 55 of the Town and Country Planning Act, 1990, and subject to the exclusions mentioned in that Section, may be summarised as the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any building or other land. Planning permission is normally required before development can take place (see also Permitted Development).
Development Brief	Detailed scheme for the development of land or buildings prepared by the Borough Council, or in conjunction with the applicants, as a guide to potential developers. Unless stated, the preparation of such briefs does not imply that the Borough Council will carry out the

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	development, but shows what is likely to be favoured in considering applications for planning permission.
D.I.Y. Store	Stores selling goods principally for the improvement and maintenance of private dwellings.
Economically Active	A statistical term used in the Census which refers to the population aged 16 and over who at a given time have a full time, part time or temporary job, including persons temporarily away from work for sickness or other reasons where their job is waiting for them on their return. Included also are those who, though out of work, are seeking work, or are waiting to take up a job already obtained.
Employment Areas	The existing and proposed areas allocated for Classes B1(b) and (c), B2 industrial and B8 storage and distribution uses.
Employment Policy Areas	The Employment Areas, Town Centre Business Areas and Shopping Areas and the Areas for Small Businesses (see Definitions).
Employment Development	Development that is predominantly for business, industrial, or storage and distribution use, which is capable of providing employment (other than that required for its setting up and completion).
Environment Agency	The Agency was set up by Government in 1996 to undertake a wide range of duties related to environmental protection of land, air and water throughout England and Wales. Involvement in the planning system is an integral part of its work as the interests of the natural environment need to be fully addressed in the land use decision-making process.
Existing Firm	Firms existing in Surrey at the time the employment policies are implemented.
Footpath	See Rights of Way.
Footprint	The area covered by the ground floor of a building, excluding any adjoining roads, paths, borders and the like.
Fragmentation	The process whereby farm holdings are reduced in size or split into smaller holdings, often where the original owner disposes of the farm in lots. This can often result in the introduction of non agricultural uses.
General Aviation	Private, business, executive and club aviation, local pleasure flying, sporting activity, aerial survey work, flying training, air taxi operations and crop spraying. The term also includes operations by helicopters.
General Permitted Development Order (GPDO)	The Town and Country Planning General Permitted Development Order 1995 and subsequent amendments sets out various planning procedures, but particularly states those types of development which may be carried out without the need to seek specific planning permission from the Borough Council.

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Greenfield Land	Greenfield land is taken to be land which is not previously-developed land, defined by reference to the definition of previously-developed land.
Gypsies	Persons of nomadic habit of life whatever their race or origin, but not including members of an organised group of travelling showmen, or persons engaged in travelling circuses, travelling together as such (Caravan Sites Act, 1968).
Gross Retail Floorspace	Retail selling space, together with all ancillary floorspace such as storage, staff facilities, corridors, etc., measured to the outside of external walls.
Hotel	An establishment which provides accommodation and breakfast and at least one other main meal and service, to residents and non-residents without special contract. (English Tourist Board standard accommodation categorisation).
Household	One person living alone or a group of people living at the same address and sharing house keeping arrangements.
Housing Associations	See Registered Social Landlords (RSL)
Housing Stress	Areas of housing where a significant proportion of the dwellings are unfit or in need of substantial repair and where there are significantly greater social problems arising out of the poor physical condition of the buildings and their surroundings.
Infrastructure	Basic services necessary for development, for example, roads, electricity, sewerage.
Integrated Mixed Use Scheme	A redevelopment scheme which involves both business use and other uses such as residential and where appropriate, shopping, leisure or social facilities which provide a significant degree of planning benefit. A scheme will not normally be treated as integrated if the redevelopment is on two or more sites which are physically separated, unless allocated thus on the Proposals Map.
Interchange	A facility enabling travellers to change from one transport network to another.
Labour Demand	The number of people employed or required for employment by all employers in the area.
Labour Shortage	The scarcity of labour experienced by employers which prevents them employing sufficient people with the appropriate skills to meet their requirements. In crude terms, Labour Shortage is the excess of Labour Demand over Labour Supply.
Labour Supply	The number of people in an area who have jobs or require employment.

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Landscaping	The treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated and includes screening by fences, walls or other means, planting of trees, hedges, shrubs or grass, formation of banks, terraces or other earthworks, laying out of gardens or courts and other amenity features.
Leq *	A composite summertime aircraft noise measure using the equivalent continuous sound level for the 16 hour period beginning 0700 BST. Leq contours are drawn between areas of the same Leq, e.g. 66 Leq, 60 Leq.
Listed Building	A building of special architectural or historic interest included in a list prepared by the Secretary of State for the Environment under s.1 of the Planning (Listed Buildings and Conservation Areas) Act 1990. A specific form of permission known as "Listed Building Consent" is required for its alteration or demolition.
Local Area for Play (LAP)	A small area of unsupervised open space specifically designated and laid out for young children (2-6 years old) for playing activities close to where they live (within a walking time of 1 minute).
Local Equipped Area for play (LEAP)	A site that is designated and equipped for children of early school age (4-8 years old), located within 5 minutes walking time from home
Local Shopping Centre	All centres containing 10 or more units, serving local shopping and other needs.
Locally Listed Building	A building of local architectural or historic interest included in a list prepared by the Borough Council and afforded similar consideration to Listed Buildings in this Local Plan, although "Listed Building Consent" is not required for its alteration or demolition.
Local Nature Reserves (LNRs)	Areas considered by English Nature) as being of special importance for wildlife and worthy of preservation, declared and managed by the local authority.
Metropolitan Green Belt	The statutorily designated area of open land surrounding Greater London, which has the strategic function of defining the built up area and preventing the coalescence of existing settlements.
Multiple Occupation	<p>A house or purpose built or converted flat in multiple occupation (HMO) is one which is occupied by persons who do not form a single household and includes:</p> <ul style="list-style-type: none"> (i) A house occupied by two or more households. (ii) A house occupied by a number of persons where the relationships between the various individuals resident at any one time are so tenuous as to support the view that they can neither singly nor collectively be regarded as forming a single household, for example, a shared house. (iii) A house which is occupied by one main household, together with varying numbers of individuals who do not form a part of that household (where lodgers are fully

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"living in" with a single person or family they may not be considered as multiple occupation dependent on the facts of the particular case).

Multi Use Games Area (MUGA)	See NEAP
Neighbourhood Equipped Area For Play (NEAP)	A site that is designated and equipped for older children but with opportunities for playing for younger children too, located within a walking time of 15 minutes from home It includes an enclosed hard surface area of at least 465 metres squared (the minimum area needed to play 5-a-side football) intended as a MUGA. A MUGA may also be provided as a separate entity.
Net Site Density	Is calculated by using only those areas which will be developed for housing and directly associated uses. This includes: access roads within the site; private garden space; car parking areas; incidental open space and landscaping; and children's play areas where these are to be provided. It excludes major distributor roads; primary schools; open spaces serving a wider area; and significant landscape buffer strips.
Outdoor Playing Space	Covers pitches, courts and greens, children's playgrounds, areas for casual play, athletics facilities and pitch and putt golf courses, and includes all the available facilities within this range whether these are provided privately or by a public authority. It does not include school playing fields, commons, golf courses, ornamental parks and gardens or indoor recreational facilities. Areas for casual play are primarily to meet the needs of children and young people for informal games and other activities which cannot normally take place on an equipped children's playground or a sports field.
Permitted Development	Development authorised under the General Permitted Development Order as development not requiring an application for planning permission.
Play Groups	Involve a large number of under fives in residential or other premises by (usually) a group of persons for reward. Typically run on a part time basis, e.g. mornings only.
Planning Policy Guidance Notes (PPGs)	These set out the Government's policies on different aspects of planning. Local planning authorities must take their content into account in preparing their development plans. The guidance may also be material to decisions on individual applications and appeals. These are now being replaced by Planning Policy Statements (PPS's)
Potential Sites of Nature Conservation Interest (pSNCIs)	Areas identified by the Surrey Wildlife Trust which are likely to be of County importance for nature conservation which contain good examples of major habitat types or an especially varied or rare flora and fauna.

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Previously-Developed Land	See Annex C of PPG 3 Housing (2000) for a definition of previously-developed land.
Primary Shopping Area	The main area of continuous retail frontage in each town centre with a predominance of shops trading in durable goods and where changes of use on shopping frontages from retail to non retail uses will be strictly controlled.
Principal Buildings	Those main buildings in which the predominant use of the site is (or was) carried out and not the buildings in (or previously in) ancillary or auxiliary use. The latter will normally be of a smaller scale than the principal buildings and may be detached from the principal buildings.
Qualitative Requirement for Shopping	A subjective assessment of the future demand for shopping facilities based on consideration of factors such as the range and quality of goods, the environment in which they are sold, availability of surface car parking, general level of accessibility and the form of retail development itself.
Quantitative Requirement for Shopping	A mathematical assessment of the future demand for shopping floorspace based on assumptions concerning population levels, retail expenditure per head, turnover per square foot and the relative attractiveness of the shopping centres under consideration.
Recreation and Leisure	The term "leisure" refers to the time available to the individual when sleep and other basic needs have been met. "Recreation" refers to any activity engaged upon during leisure time.
Recreation Dual Use	The long term regular use of facilities on an organised basis by groups, clubs or individuals for whom the facility was not primarily intended.
Recreation - Formal	Activity in which participants usually require special skills or equipment and normally also access to specially constructed or adapted locations, e.g., sports halls, golf courses.
Recreation - Informal	Activity in which participants require no specific skills or equipment, e.g. walking, picnicking.
Regionally Important Geological/Geomorphological sites (RIGS)	RIGS are geological or geomorphological sites in the County that are considered worthy of protection for their educational, research, historical or aesthetic importance. RIGS are broadly analogous to Sites of Nature Conservation (SNCIs).
Registered Social Landlords	Not for profit private sector organisations, providing affordable housing and regulated by the Housing Corporation
Retail Warehouse	A single level retail store, selling non food goods normally with at least 1,000 sq. metres (10,800 sq.ft) gross floorspace, occupying a warehouse or industrial type building and supported by car parking.

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Retail Warehousing Area	Area adjacent to a town centre which is allocated for retail warehouses. (See definition of retail warehouse).
Rights of Way	Paths over which the public have a right of way, including footpaths, bridleways, byways open to all traffic and roads used as public paths. Without prejudice to alleged public rights of way, such rights of way are shown in the Surrey County Council Rights of Way Definitive Map, and accompanying Written Statement. Roads used as Public Paths are, as at the time of the adoption of this Plan, in the process of being reclassified by Surrey County Council as footpaths, bridleways or byways open to all traffic.
Secondary Shopping Area	An area adjacent to a Primary Shopping Area which is still regarded as performing a valued shopping function, but where changes of use on shopping frontages from retail to those non retail uses requiring a town centre location will normally be permitted provided that the shopping function is not threatened.
Shopping - Convenience and Durable Goods	<ol style="list-style-type: none"> 1. Convenience: - Grocery and Provision Dealers, other food retailers, confectioners, tobacconists and newsagents. 2. Durable: - Clothing and footwear shops, household goods shops, other non-food retailers, general stores, including variety and department stores.
Sites of Special Scientific Interest (SSSIs)	Areas notified by English Nature as being areas of special interest for their plants, animals, geological and physiological features.
Sites of Nature Conservation (SNCIs)	Areas which are of county or regional wildlife value on account of their flora and fauna.
Small Dwellings	Studio and one and two bedroom units.
Small Firms	Firms occupying buildings not exceeding 500 sq.m. (5380 sq.ft) of Class B1(c) or B2 industrial or Class B8 storage or distribution floorspace or 300 sq.m. (3230 sq.ft.) of Class B1(a) or (b) office floorspace. In many cases, such firms will require a smaller area of floorspace (see also definition of Areas of Small Businesses).
Small Local Open Space	An area whose main function would be pedestrian visits, especially by old people, children and workers at mid day. It would be within a quarter of a mile from home and work, and provide gardens, sitting out areas and/or for children's play.
Stakeholder	A person or group affected by a project and having an interest in its outcome.
Stallriser	The lower solid part of a shop façade located between the pavement and the window display area.

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Statutory Undertakers and Public Utilities	Persons or bodies authorised by any enactment to carry out certain undertakings, principally concerned with transport and the supply of electricity, gas or water.
Street Furniture	A general term for equipment erected in the street by local or statutory authorities, e.g. traffic lights, road signs, litter bins, seats, bus shelters, bollards, lighting columns, etc.
Structure Plan	A written statement formulating the County Council's policies and general proposals in respect of the development and other uses of land in the County (including measures for the improvement of the physical environment and the management of traffic). A Structure Plan includes a diagram summarising its proposals (known as the Key Diagram), but this is not related to an Ordnance Survey base map.
Superstore	Self-service stores selling mainly food, or food and non-food goods, usually with more than 2500 square metres trading floorspace, with supporting car parking. (Planning Policy Statement 6, Annex A).
Supplementary Planning Guidance (SPG)	Guidance for those preparing planning applications, e.g. design guide for specified areas, which supplements the policies and proposals of the Plan itself. Only the policies in the Plan can have a special status in deciding planning applications. However, SPG may be taken into account as a material consideration. These are now being replaced by Supplementary Planning Documents (SPDs)
Sustainable Development/ Sustainability	Meeting the needs of the present without compromising the ability of future generations to meet their own needs” (Bruntland Commission, 1987), or an approach that balances the social, economic and environmental implications of society’s actions.
Tourist	Any person who stays for one or more nights outside his normal place of residence for any purpose.
Town Centre Business Area	The area of a town centre and/or the area adjacent to a town centre where buildings are used mainly for office purposes which are not ancillary to or mixed with another type of land use on the same site.
Town Centre Shopping Area	The area of a town centre comprising the Primary and Secondary Shopping Areas (see Definitions).
Town Centre Strategy	A policy document intended to set a framework to guide the future development of a town centre. A town centre strategy is an important adjunct to the Development Plan, as it can also deal with more complex issues that cannot be dealt with through land use plans alone e.g. promotion, economic development and training.
Town or Local Park	An area of over 5 acres in size, whose function would be similar to that of a small local open space. It would still be about one quarter of a mile from home or work and would provide for court games, children's play, sitting out areas, a landscaped environment, and

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playing fields if large enough.

Tree Preservation Order

An order, made in accordance with the Town and Country (Planning) Regulations 1999 to preserve trees of high amenity value and to prevent felling or pruning without the consent of the Borough Council.

Urban Areas

Largely built up areas, comprising towns and other major settlements, the boundaries of which are defined on the Proposals Map. (See also the definition of countryside).

Urban Fringe

A term applied to areas or pockets of generally open, often neglected, land on the periphery of urban areas.

Use Classes

Refers to the classification in the Town & Country Planning (Use Classes) Order 1987 as amended by Statutory Instrument 2005/04. The Order removes the need for permission to change the use of land and buildings where both the existing and proposed uses fall within the same class. The classification may be summarised as follows:

Class A1	Shops	For the retail sale of goods other than hot food, including superstores and retail warehouses.
Class A2	Financial & Professional Services	Banks, Building Societies, Betting Offices etc.
Class A3	Restaurants and Cafes	Use for the sale of food and drink for consumption on the premises.
Class A4	Drinking Establishments	Public houses, wine-bars or other drinking establishments
Class A5	Hot Food Take-aways	Sale of hot food for consumption off the premises
Class B1	Business	(a) Offices not within Class A2 (b) Research and development (c) Industrial processes provided use could be carried out in a residential area without detriment to amenity.
Class B2	General Industrial	Other than within Class B1 or Class B3-B7.
Class B8	Storage or distribution	Use for storage or as a distribution centre.
Class C1	Hotels	Use as a hotel, boarding or guest house where in each case no

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		significant element of care is provided.
Class C2	Residential Institutions	Use for provision of residential accommodation and care, as a hospital or nursing home, or as residential school, college or training centre.
Class C3	Dwelling Houses	Use by a single person or people living together as a family, or by not more than 6 residents living together as a single household.
Class D1	Non-Residential institutions	Including religious buildings, public halls, medical services.
Class D2	Assembly and leisure	Use as a cinema, concert hall, or area for indoor or outdoor sports.
Sui generis		Many uses do not fall within any class and are described as sui generis. Examples include casinos, theatres, nightclubs, funfairs, launderettes, hostels, and petrol filling stations.

Viability

A measure of the ability of a town centre to attract continuing investment, not only to maintain the fabric, but also to allow for improvement and adaptation to changing needs.

Vitality

A measure of the level of activity of a town centre at different times and in different parts.