



# **Development Management Plan (Regulation 19) Local Centres**

**October 2017**

# 1. Introduction

- 1.1 Local centres are valued community assets; they provide community retail and associated services (such as post offices and hairdressers) and community resources (such as halls and health centres).
- 1.2 To inform the Regulation 18 Development Management Plan, a local centre paper<sup>1</sup> was produced which:
  - Identified characteristics of local centres
  - Reviewed the existing local centres<sup>2</sup> against these criteria
  - Reviewed the existing local centre boundaries to ensure that they reflect current conditions
  - Assessed a number of potential local centres against these criteria
  - Outlined a policy approach for local centres
- 1.3 During the Regulation 18 Consultation a number of other areas were suggested as potential local centres. This paper will assess these against the criteria outlined in the Regulation 18 Development Management Plan Local Centre Paper and recommend whether they should be included in the Regulation 19 Development Management Plan as local centres.

## Policy Context

### National Planning Policy Framework (2012)

- 1.4 The National Planning Policy Framework<sup>3</sup> (NPPF) recognises the importance of providing local shops to satisfy the needs of local communities. Local planning authorities are required to plan positively for local shops and services to enhance the sustainability of communities and guard against the unnecessary loss of valued facilities and services.
- 1.5 Sustainable development sits at the heart of national policy. Local centres support the social dimension of sustainable development through ensuring local services are accessible and reflect the community's needs. Local centres play an important role in creating the aspired high quality built environment and strong, vibrant and healthy communities. They also play a role in the local economy, by providing job opportunities.

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<sup>1</sup> [http://www.reigate-banstead.gov.uk/downloads/file/2632/local\\_centres](http://www.reigate-banstead.gov.uk/downloads/file/2632/local_centres)

<sup>2</sup> As designated in the 2005 Borough Local Plan

<sup>3</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/6077/2116950.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf)

## **National Planning Practice Guidance (2014)**

1.6 The National Planning Practice Guidance<sup>4</sup> (NPPG) does not provide any guidance for local centres. Paragraph 5 however says that the following factors should be taken into consideration when assessing the health of town centres:

- Diversity of uses
- Proportion of vacant street level property
- Commercial yields on non-domestic property
- Customer's views and behaviour
- Retailer representation and intentions to change representation
- Commercial rents
- Pedestrian flows
- Accessibility
- Perception of safety and occurrence of crime
- Environmental quality

## **Borough Local Plan (2005)**

1.7 The Borough Local Plan<sup>5</sup> designates 18 local centres and outlines policies to support their vitality and viability:

- Policy Sh1: Seeks to improve shopping provision within town centre and local shopping areas and resist the loss of existing or proposed retail floorspace
- Policy SH10: Generally permits proposals for redevelopment, extension or changes to use to class A1 retail
- Policy Sh11: Seeks to retain A1 retail floorspace in local shopping areas
- Policy Sh12: Generally resists proposals for changes of use to, or redevelopment of, sale of food and drink uses, including hot food takeaways.

1.8 These policies are intended to be replaced by Core Strategy policies and Development Management Plan policies.

## **Core Strategy (2014)**

1.9 The Core Strategy<sup>6</sup> outlines the retail hierarchy for the borough:

- Primary town centre: Redhill town centre
- Other town centres: Banstead, Horley and Redhill town centres
- Local centres

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<sup>4</sup> <https://www.gov.uk/guidance/ensuring-the-vitality-of-town-centres>

<sup>5</sup> [http://www.reigate-banstead.gov.uk/info/20380/current\\_planning\\_policy/887/borough\\_local\\_plan\\_and\\_proposals\\_map](http://www.reigate-banstead.gov.uk/info/20380/current_planning_policy/887/borough_local_plan_and_proposals_map)

<sup>6</sup> [http://www.reigate-banstead.gov.uk/downloads/file/3073/adopted\\_core\\_strategy\\_july\\_2014](http://www.reigate-banstead.gov.uk/downloads/file/3073/adopted_core_strategy_july_2014)

- 1.10 Policy CS7 of the adopted Core Strategy recognises that local centres should provide for the day-to-day needs of residents and seeks to ensure that other services and facilities are available, accessible and conveniently located for residents.

### **The Retail Needs Assessment (2016)**

- 1.11 To inform the Regulation 18 Development Management Plan, Reigate & Banstead Borough Council commissioned Nathaniel Litchfield & Partners to assess the retail characteristics of the borough and identify a retail need over the plan period.
- 1.12 The Retail needs Assessment<sup>7</sup> noted that changing retail habits (for example, the increasing dominance of the Big Four in the 'c-store' market (small formal basket stores)) has the potential to impact upon the role of the local centres.

### **Regulation 18 Development Management Plan Local Centre Paper (2016)**

- 1.13 The Regulation 18 Development Management Plan Local Centre report<sup>8</sup> outlines a number of characteristics of local centres, reviews the existing local centres against these criteria and reviews the boundaries of the existing local centres to take into account changes since the 2005 Borough Local Plan allocation.
- 1.14 The paper assesses a number of potential local centres (identified through member engagement, Issues and Options Consultation and a review of the 2005 Borough Local Plan Areas of Small Business designation) against these criteria and recommends the allocation of the following areas as local centres:
- Holmesdale Road, Reigate
  - Rectory Lane, Chipstead
  - Station Road, Horley
  - Tattenham Way, Burgh Heath
  - Woodmansterne Street, Woodmansterne
- 1.15 The paper outlines a policy approach for local centres and smaller centres and isolated shops.
- For local centres: resist the loss of A1, A3, D1 and D2 and changes of use to A5 retail unless:
    - Marketing evidence shows that the unit is no longer viable for retail and/ or community use
    - The proposed use makes a positive contribution to the vitality and viability of the local centre

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<sup>7</sup> [http://www.reigate-banstead.gov.uk/downloads/file/2634/reigate\\_and\\_banstead\\_retail\\_needs\\_assessment\\_volume\\_1\\_report](http://www.reigate-banstead.gov.uk/downloads/file/2634/reigate_and_banstead_retail_needs_assessment_volume_1_report)

<sup>8</sup> [http://www.reigate-banstead.gov.uk/downloads/file/2632/local\\_centres](http://www.reigate-banstead.gov.uk/downloads/file/2632/local_centres)

- The proposed use is not harmful to the overall balance of services within the local centre
- For smaller centres and isolated shops: resist the changes of use unless:
  - The unit has been vacant for at least 6 months and it can be demonstrated that the unit is no longer viable for retail and community uses
  - The unit would contribute to the vitality and vibrancy of the area
  - The unit would contribute to the value of local services
  - The unit is a community facility which would materially benefit local residents

## 2. Identifying Local Centres

2.1 A number of potential local centres were identified through the Regulation 18 Development Management Plan Consultation:

- Brighton Road, Redhill
- Tadworth High Street, Tadworth
- Horley Row, Horley
- Meath Green/ Lee Street Horley
- Court Lodge/ Horley Gardens Estate, Horley
- Riverside, Horley
- Air Balloon Public House, Horley
- The Acres, Horley
- ASDA, Burgh Heath

2.2 These sites are assessed against the characteristics of local centres identified in the Regulation 18 Development Management Plan Local Centre.

### Characteristics of Local Centres

#### Number of Units

2.3 Six or more units to ensure that the local centre is identifiable and viable.

#### Diversity of Uses

2.4 The area should present a vibrant mix of uses including community uses.

2.5 The majority of units should be A1 retail.

2.6 With changing retail habits and the blurring of retail/ restaurant/ café/ leisure uses, there should be a good proportion of A3 units.

2.7 Vacancies should be taken into consideration.

#### Pedestrian Flows

2.8 Pedestrian flows give an indication of the popularity and frequency of visitation. Local centres should therefore have a number of people visiting them.

#### Accessibility

2.9 Local centres should be highly accessible to both disabled and able-bodied people and for those living within close proximity (i.e. walking to the local centre) and those living further away from the local centre (i.e. driving to the local centre).

- 2.10 Consideration should be given to:
- Presence of parking: as a measure of ease of access for those not living within walking distance
  - Presence of a pedestrian crossing: as a measure of safe and easy access for pedestrians
  - Presence of access and exit points if off-road: as a measure of vehicular access

### **Perception of Safety**

2.11 Perceptions of safety can affect the willingness of people to visit local centres.

- 2.12 Consideration should be given to:
- Evidence of vandalism
  - Shops broken into
  - Poor lighting
  - Intimidating spaces
  - Evidence of anti-social behaviour or violent behaviour

### **Environmental Quality**

2.13 The presence of landscaping, benches, pedestrianised areas etc. enhances the appeal of a shopping centre whilst litter, vandalism and noise can reduce the appeal of shopping centres.

- 2.14 Pedestrian friendliness also impacts upon the appeal of the local centre. Consideration should be given to:
- Vehicular dominance
  - Number of parking bays provided
  - Pedestrian areas
  - Perception of safety

### **Future Growth Potential**

2.15 The ability of a local centre to respond to the growing demands and changes in the community demonstrates its adaptability over time.

2.16 Consideration should therefore be given to consideration of land uses adjacent to the centre and the potential for conversion of existing uses.

### **Mini Destination**

2.17 Creating a mini destination improves the viability of local centres by people into the area.

2.18 Consideration should be given to the presence of:

- Bins
- Post boxes
- Benches
- Cash points
- Recycling bins
- Community notice boards
- Services
- Convenience
- Community functions

## Site Assessments

- 2.19 All of the proposed local centres were assessed against the criteria detailed above. The table below summarises the findings. Full site assessments are detailed in appendix 1.
- 2.20 The table below summarises the findings of the site assessments.



**Table 1 Summary of Site Assessments**

Name	Ward	Designate	Reason
Brighton Road, Redhill	Redhill East	Yes	The proposed area is busy, there is a good mix of retail uses including some neighbourhood units and there is some community provision within the boundary.
Tadworth High Street, Tadworth	Tadworth & Walton	Yes	There is a good mix of neighbourhood scale units (i.e. bakers, fishmongers, vets and restaurant). It was observed to be well visited and it has a nice pleasant welcoming atmosphere.
Horley Row, Horley	Horley West	Yes	It is a very pleasant area with a good variety of neighbourhood scale uses (i.e. hairdressers, vets and convenience store). It is welcoming and was observed to be well used.
Meath Green/ Lee Street, Horley	Horley West	No	The area is segmented into three separate parts and there is little sense of cohesion.
Court Lodge/ Horley Gardens Estate, Horley	Horley West	No	There are too few units and the existing units have a limited draw to people outside of the immediate area. There are no community uses within the proposed boundary.
Riverside, Horley	Horley West	No	Standalone retail unit.
Air Balloon Public House	Horley Central	No	Standalone public house.
The Acres, Horley	Horley East	Yes	Once occupied, there will be a good mix of community uses, retail and offices.
ASDA, Burgh Heath	Kingswood and Burgh Heath	No	Standalone retail unit.

2.21 It is therefore proposed that the following local centres should be designated in the Development Management Plan in addition to the sites recommended for inclusion in the Regulation 18 Development Management Plan Local Centre paper:

- Brighton Road, Redhill
- Tadworth High Street, Tadworth
- Horley Row, Horley
- The Acres, Horley