



# **Development Management Plan (Regulation 19) Town Centre Boundaries**

**October 2017**

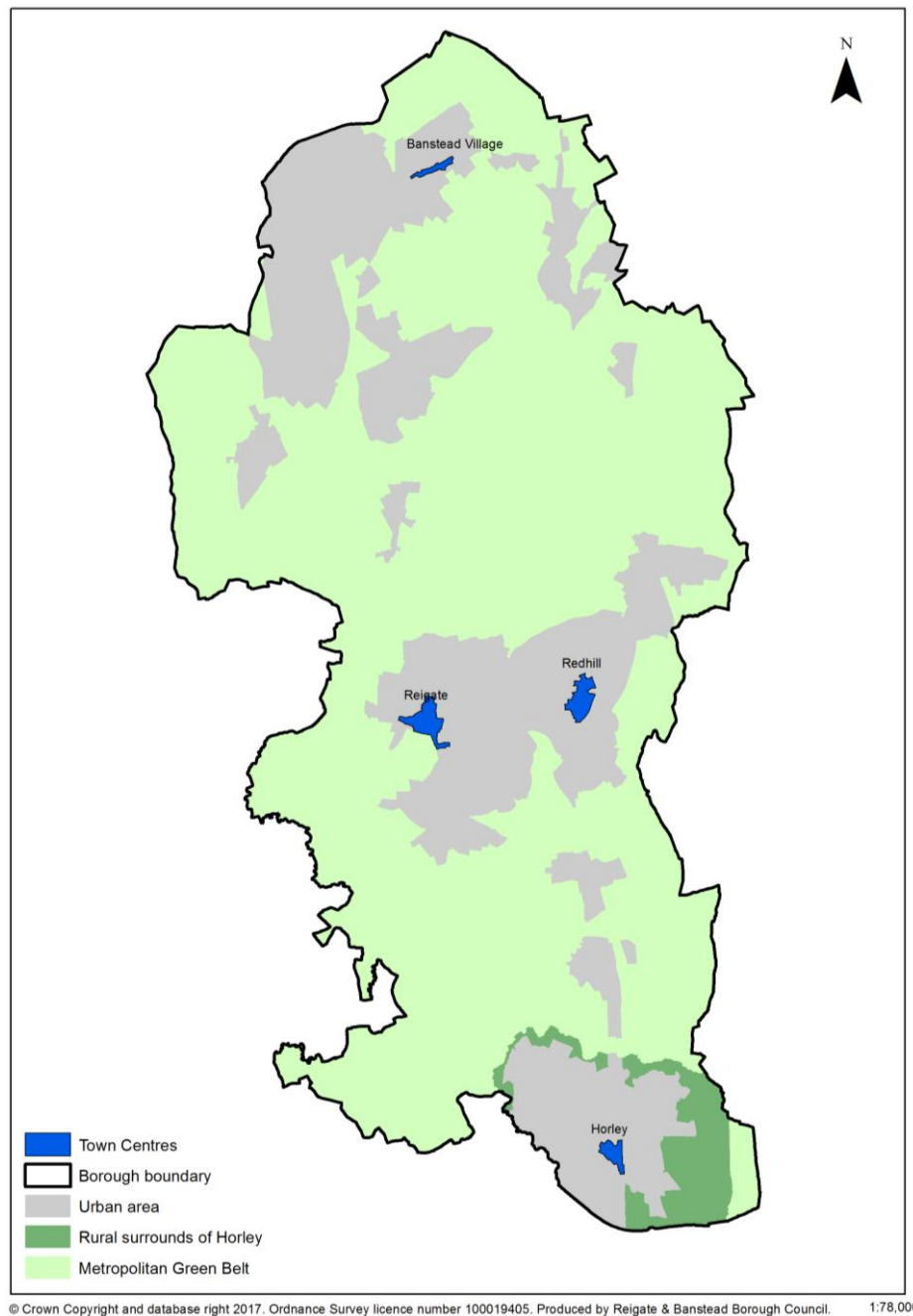
# 1. Introduction

1.1 This paper has been prepared to support the Regulation 19 Development Management Plan.

1.2 Within the borough, there are four town centres:

- Banstead Village
- Horley
- Redhill
- Reigate

**Figure 1 Town Centres**



- 1.3 To inform the Regulation 18 Development Management Plan consultation a town centre evidence paper<sup>1</sup> was produced which outlined town centre boundaries for all of the town centres.
- 1.4 This evidence paper has reviewed the town centre boundaries to reflect changes within the town centres (for example, planning permissions granted and changes of use) and to reflect the comments received at the Regulation 18 Development Management Plan Consultation.

<sup>1</sup> [http://www.reigate-banstead.gov.uk/downloads/file/2637/town\\_centres](http://www.reigate-banstead.gov.uk/downloads/file/2637/town_centres)



## 2. Policy Context

### National Planning Policy Framework (2012)

- 2.1 The National Planning Policy Framework (NPPF)<sup>2</sup> recognises town centres as being at the heart of the local community and therefore requires local planning authorities to pursue policies to support their vitality and viability. To do this, local planning authorities are required to define the extent of town centres.
- 2.2 Whilst the NPPF does not provide specific guidance on the drawing of town centre boundaries. It advises that town centre boundaries should include primary shopping areas, areas predominantly occupied by town centre uses and areas within or adjacent to primary shopping areas.
- 2.3 Annex 2 of the NPPF provides a list of main town centre uses:
- Retail development: warehouse clubs and factory outlet centres
  - Leisure, entertainment facilities and the more intensive sport and recreation uses: cinemas, restaurants, drive-thru restaurants, bars and pubs, night clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls
  - Offices
  - Arts, culture and tourism development: theatres, museums, galleries and concert halls, hotels and conference facilities

### Borough Local Plan (2005)

- 2.4 With the exception of Horley, the 2005 Borough Local Plan does not define town centre boundaries for the town centres. Instead it relies on an amalgam of different economic designations to manage development taking place in and around the town centres. These include:
- Areas for small business
  - Retail warehousing areas
  - Primary and secondary shopping areas
  - Employment areas
  - Retail frontages
- 2.5 These are detailed in appendix 2.
- 2.6 These Borough Local Plan policies will be superseded with Core Strategy and Development Management Plan policies.

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<sup>2</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)

# Development Management Plan Regulation 18 Town Centre Evidence Paper

- 2.7 The Development Management Plan Regulation 18 Town Centre Evidence Paper outlines town centre boundaries for all of the town centres. These are detailed in appendix one.
- 2.8 In the absence of current national guidance, the Regulation 18 Development Management Plan Evidence Paper outlines considerations for defining town centres:
- **Architectural and Built Form:** areas of larger scale buildings and urban design and historical architectural forms are often indicative of public realm. In the borough, settlements are typically centered around a historic core and identification of (particularly sudden) changes of scale and design may suggest a boundary to a town centre area. Buildings greater than two storeys in height and groups of buildings with common architectural themes in particular may be considered.
  - **Geographical Features and Barriers:** physical and natural features that form either a sense of enclosure (e.g. sudden changes in contour, rivers etc.); a clear delineation of function (e.g. park boundaries, industrial estates); or a permanent barrier (e.g. railway line, major road) should be used to form compact, defensible and well-defined town centre boundaries.
  - **Land Uses:** areas within town centres will demonstrate a mixture of land uses within the main uses listed in the NPPF. There will be continuity in such uses and isolated groups of premises, or single premises, will not be included unless there is some other functional link (e.g. where an intervening area is earmarked for redevelopment or regeneration resulting in an unbroken link). Edge-of-centre sites identified for redevelopment for town centre uses will generally be included, taking into account needs identified in the evidence base.
- 2.9 These considerations were partly based on the now superseded Planning Policy Statement 4: Planning for Sustainable Economic Growth<sup>3</sup>.

## 3. Reviewing Town Centre Boundaries

- 3.1 The town centre boundaries have been reviewed to take into account changes since the Regulation 18 Development Management town centre evidence paper (for example changes of use) and comments received at Regulation 18 Development Management Plan consultation.

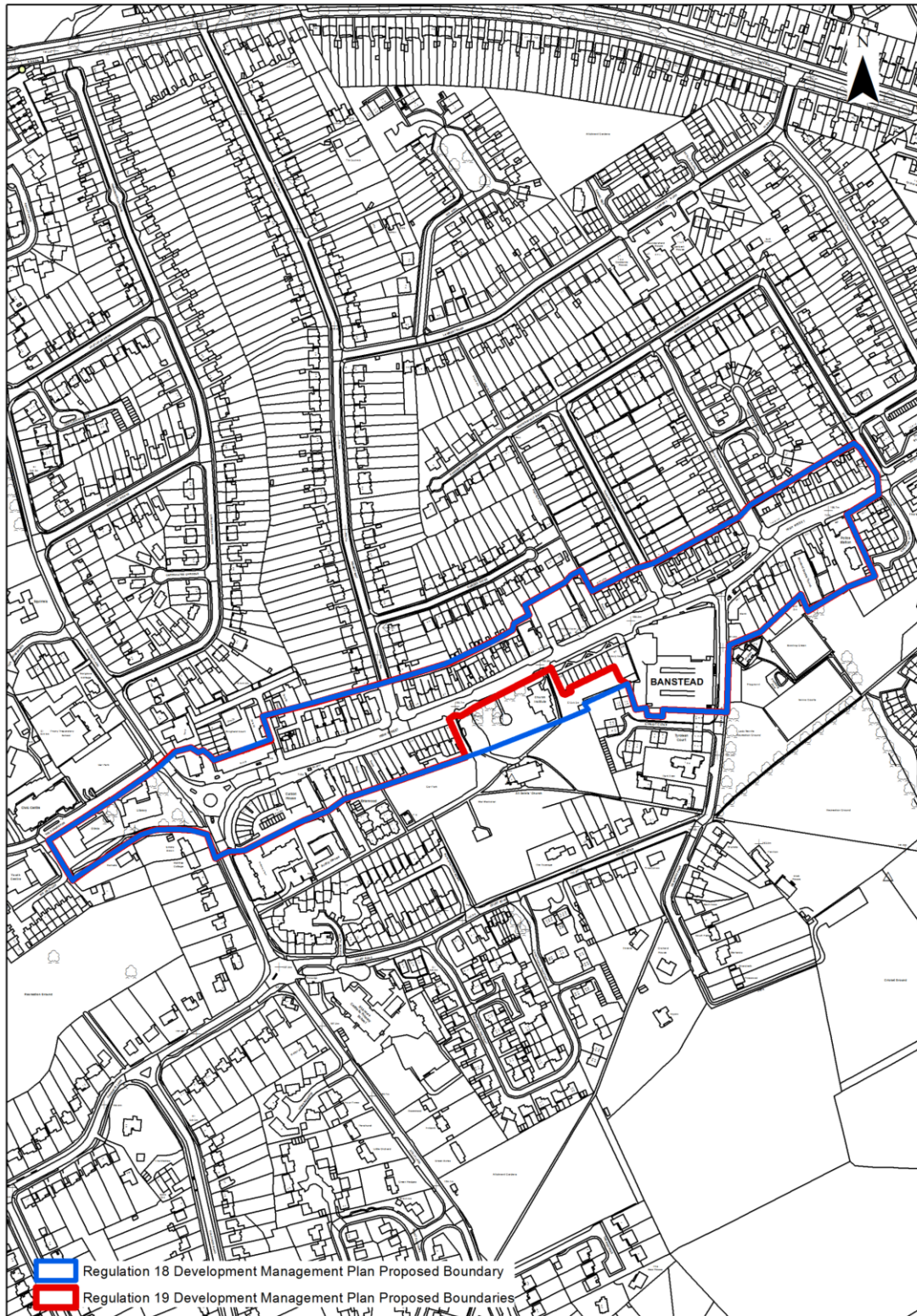
### Banstead Village

- 3.2 Whilst the 2005 Borough Local Plan does not designate a town centre boundary for Banstead Village, to an extent one is created by other town centre designations including primary shopping area and primary shopping frontages.
- 3.3 In order to define the town centre boundary, the Regulation 18 Development Management Plan town centre evidence paper reviewed the existing policy designations to ascertain whether these areas should be included within the town centre boundary.
- 3.4 The Regulation 18 Development Management Plan town centre evidence paper recommends that the town centre boundary should essentially follow the primary retail area as outlined in 2005 Borough Local Plan and as recommended in the Regulation 18 Development Management Plan (no changes to the boundary were proposed).
- 3.5 It was recommended that the town centre boundary should run along the High Street from Buff Avenue to the east to Bolters Lane to the west. The areas to the other side of these streets were felt to have a more residential character and therefore recommended to not be included within the town centre boundary.
- 3.6 To the west of Bolters Lane is The Horseshoe which contains a public car park, library, clinic, civic centre and youth centre. Whilst to an extent Bolters Lane forms a physical barrier, it was recommended that part of the Horseshoe should be included within the town centre boundary as the pedestrian crossing aids ease of access between the High Street and the Horseshoe and integrates the area into the High Street.
- 3.7 It was recommended that the only part of the Horseshoe that should be included within the town centre boundary was the existing community uses as these form a town centre use as outlined in the NPPF. It was recommended that whilst the rest of Horseshoe was recommended in the Regulation 18 Development Management Plan as an opportunity area that the town centre boundary should not include the rest of the area as there had been no firm regeneration proposals.

- 3.8 Moving eastwards along the High Street, it was recommended that the car park to the rear of the High Street should not be included within the town centre boundary as it was felt to be hidden to the rear of the High Street.
- 3.9 Adjacent to the car park is All Saints Church. It was recommended that part of the greenspace should be included within the town centre boundary as it adds to the town centre environment and character.
- 3.10 Continuing east it was recommended that the boundary should be drawn along the rear of the block of commercial units at 80-100 High Street and continue to include the Waitrose site at the corner of High Street and Avenue road due to scale and use. It was felt that the Waitrose store should be included as it plays an active part in the town centre's retail offer.
- 3.11 Moving eastwards there are a number of retail and community uses. It was recommended that the town centre boundary should include these uses as they contribute to the town centre offer.
- 3.12 Continuing eastwards at the end of the High Street at Banstead Community Centre and Woolpack Public House. It was recommended that these areas should not be included. The community centre was felt to have a more isolated feel as sites principal aspect is towards the residential streets to the east and therefore was felt to not contribute to the main town centre. It was felt that inclusion of the Woolpack Public House would create a messy and complicated boundary which would have to include the residential areas of Cheyne Court and Chiltons Close.
- 3.13 Since the paper was produced there have been no major changes to town centre uses. However, a number of comments were received during the Regulation 18 Consultation which argued that the Orchard should not be included within the town centre boundary. On balance, it is felt that whilst it does contribute to the character of the town centre, it is more of a standalone destination as it is a churchyard. It is also felt that exclusion of the area recognises that the area is not an appropriate location for town centre development. It is therefore recommended that this area should be excluded from the town centre boundary.



**Figure 2 Banstead Village**



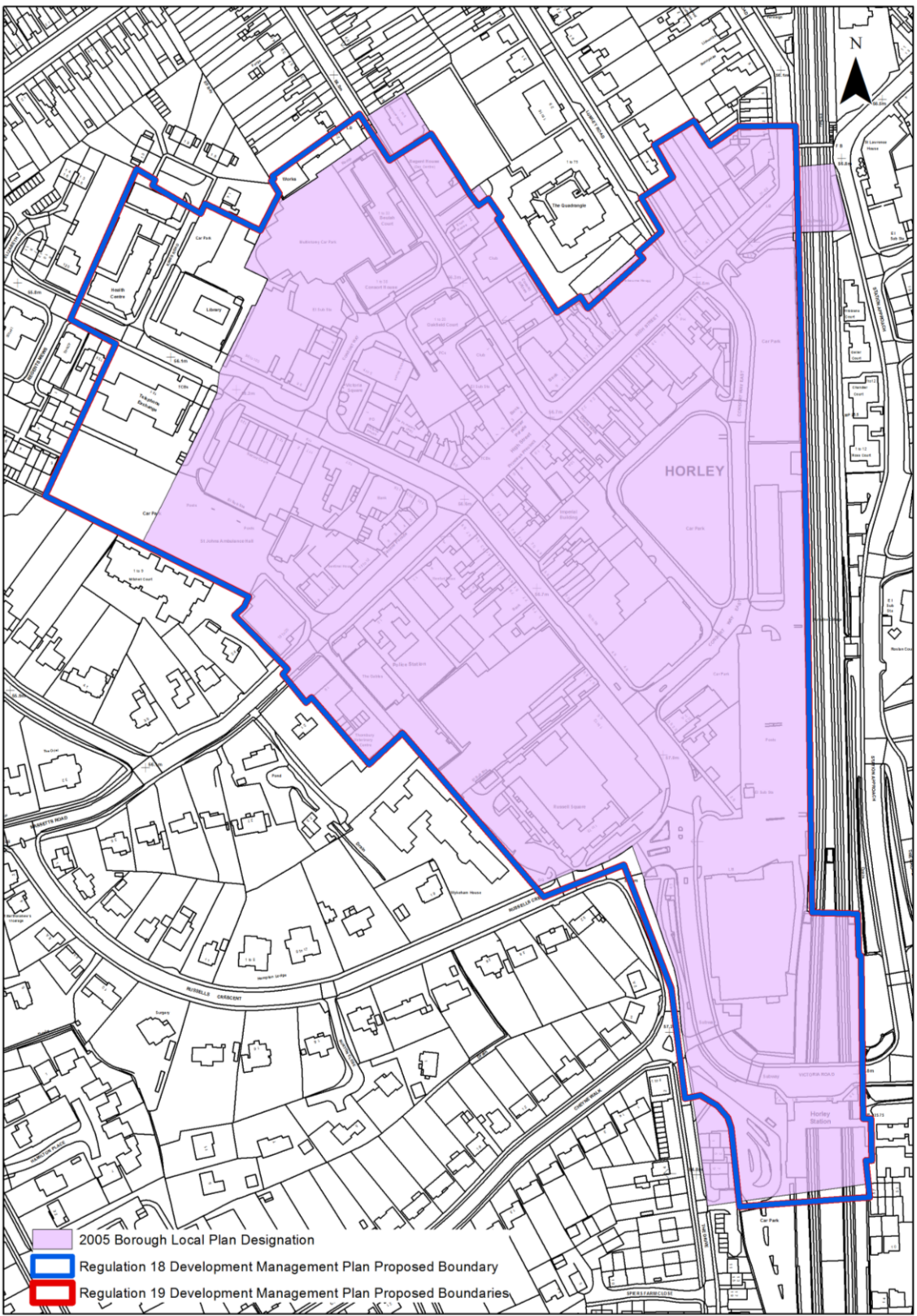
## Horley

- 3.14 The 2005 Borough Local Plan defines a town centre boundary for Horley; the Regulation 18 Development Management Plan town centre paper reviews this boundary. Within the paper, the following comments were noted.
- 3.15 To the north of the town, it was recommended that the boundary exclude Harrow House as it is a residential unit.
- 3.16 On the northern side of Victoria Road is Horley town centre library and health centre. The library is in the process of relocating to the former Newman House site to the south of Victoria Road but is allocated in the Regulation 18 Development Management Plan for mixed-use community and residential redevelopment. It is therefore recommended that this area should be included within the town centre boundary as community use is seen in the NPPF as an appropriate town centre use.
- 3.17 Opposite, on the southern side of Victoria Road is the Telephone Exchange. This site has been identified in the Regulation 18 Development Management Plan as a potential opportunity for mixed-use residential and community or leisure use. It is therefore recommended that this area should be included within the town centre boundary.
- 3.18 The car park to the south of the site is currently bisected by the town centre boundary. It is recommended that the boundary should be amended to include the whole car park to ensure a well-defined boundary line with more continuity.
- 3.19 It was recommended in the Development Management Plan Regulation 18 town centre evidence paper that the remainder of the town centre boundary should remain the same.
- 3.20 Beyond the car park, the boundary line continues south east, alongside the veterinary centre in Massetts Road, including active uses along this road and High Street, which form the main core of the town centre, and onwards to Russells Crescent to include the former Newman House site which has been recently redeveloped to include four new retail units.
- 3.21 The town centre boundary line continues southwards to include Horley Station and Waitrose. The rail line forms a distinct physical barrier to form the eastern boundary line.
- 3.22 To the east of the railway line is a mixed use parade of shops, restaurants and other premises. It is not recommended that this area should be included within the town centre boundary. Whilst it is partially visible from the eastern end of

the High Street, it is physically separated by the railway line. The area is instead proposed as a local centre.

- 3.23 The town centre boundary continues westwards to include premises in High Street and Consort Way. It is recommended that no changes are made to the existing boundary line.
- 3.24 Since the Regulation 18 Development Management Plan town centre evidence paper was produced there have been no major changes to retail provision within Horley. The proposed boundary changes to the 2005 Borough Local Plan Boundary are proposed to be suitable. Both the Library Site and the Telephone Exchange are recommended in the Regulation 19 Development Plan for mixed-use residential/ retail/ community use and therefore should be within the town centre boundary.

Figure 3 Horley



## Redhill

- 3.25 Whilst the 2005 Borough Local Plan does not designate a town centre boundary for Redhill, to an extent one is created by other town centre designations including town centre business area, primary and secondary shopping areas, primary and secondary shopping frontages, employment areas and areas for small business.
- 3.26 In order to define the town centre boundary, the Regulation 18 Development Management Plan town centre evidence paper reviewed the existing policy designations to ascertain whether these areas should be included within the town centre boundary.
- 3.27 At the northern most point, the town centre business area incorporates the Former Crown Buildings and then continues southwards along London Road including the large scale office buildings on the east side of the road, extending to cover areas to the east and west at the junction of Princess Way with London Road and Gloucester Road. To the east the designation covers Quadrant House and Princess Way and to the west the designation covers the Methodist Church, the Telephone Exchange and office buildings along Queensway, Station Road and St. Matthews Road. It was recommended that the town centre boundary should follow this line.
- 3.28 It was then recommended that the town centre boundaries should include the shopping street frontage areas including the Belfry Indoor Shopping Centre, the Warwick Quadrant, the Harlequin Theatre and the bus station.
- 3.29 It was then recommended that Memorial Park on the eastern side of London Road should be included within the town centre boundary. The park has recently undergone significant regeneration and now includes a large café, active sports and leisure uses. The park forms an integral part of the town centre, contributing to its vibrancy.
- 3.30 It was then recommended that the car park on the north side of Gloucester Road should be included within the town centre boundary as it is an opportunity site identified in the Draft Redhill Area Action Plan<sup>4</sup> and identified as a potential development in the Regulation 18 Development Management Plan.
- 3.31 It was then recommended that to the south beyond Cromwell Road, the town centre boundary should include offices in Huntingdon Road and Chapel Road and beyond to the major roundabout junction of High Street with Brighton Road and Marketfield Way. It recommended that this area should be included

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<sup>4</sup> [http://www.reigate-banstead.gov.uk/info/20380/current\\_planning\\_policy/37/redhill\\_town\\_centre\\_area\\_action\\_plan](http://www.reigate-banstead.gov.uk/info/20380/current_planning_policy/37/redhill_town_centre_area_action_plan)

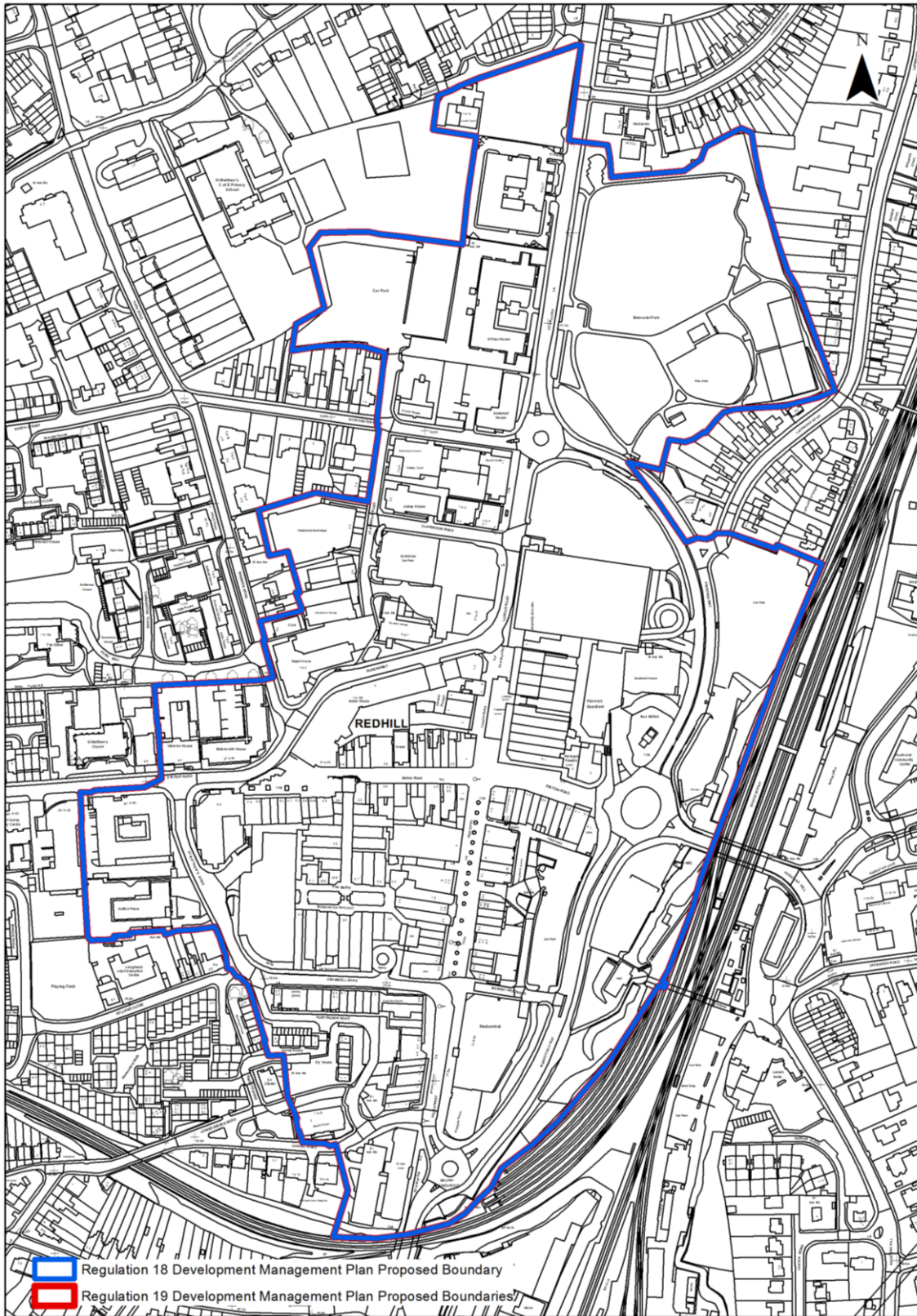
as it includes Cromwell Road which was designated in the 2005 Borough Local Plan as a secondary retail frontage and was recommended to be included within the Regulation 18 Development Plan as a secondary Frontage. It was also included as it was identified as a potential town centre development site in the Regulation 18 Development Management Plan.

- 3.32 The paper then recommended that the southern town centre boundary should be delineated by the railway – the offices here provide a prominent visual gateway into the town and the railway to an extent provides a physical separation between the main town centre uses and the rest of the town.
- 3.33 It was recommended that the areas to the south of the railway shouldn't be included within the town centre boundary. The areas were designated in the 2005 Borough Local Plan as Reading Arch Way employment area and Brighton Road area for small business. The Regulation 18 Development Management Plan recommended that the employment area should remain designated as an employment area and the retail provision within the area for small business was not deemed to be of a town centre scale.
- 3.34 The eastern boundary was then recommended to be delineated by the railway as it forms a physical barrier. It was felt that area to the east of the railway station – Redstone Hill – was of a different character to the main town centre uses and therefore should not be included within the town centre boundary.
- 3.35 The evidence paper then recommends that the boundary should include the railway station and the Former Liquid & Envy Nightclub as both had planning permission for mixed-use residential/ retail use.
- 3.36 Since the Regulation 18 Development Management Plan town centre evidence paper was produced there have been a number of changes which potentially influence the town centre boundary:
- The railway station's planning permission for mixed-use retail/ residential development has expired.
  - The Former Liquid & Envy site has been granted a new permission excluding the retail unit on the ground floor.
  - The Regulation 19 Local Centre Evidence Paper recommends Brighton Road, Redhill as a local centre
- 3.37 Whilst the planning permission on Redhill Station has expired, it is recommended that it should still be included within the town centre boundary as it is understood that a new planning application will be made within the plan period (2018-2027).
- 3.38 It is recommended that the Former Liquid & Envy site should still remain in the town centre boundary. Whilst residential use is not a designated town centre

use as defined in the NPPF, the planning permission granted is for up to 133 residential apartments arranged over 8-11 storeys and therefore the building will form a prominent gateway into the town centre.

- 3.39 There have been no other major changes to the town centre which would affect the proposed town centre boundary. The areas recommended for designation in the Regulation 18 Development Management Plan are recommended for inclusion within the Regulation 19 Development Management Plan.
- 3.40 It is therefore recommended that no changes are proposed to the town centre boundary.

Figure 4 Redhill





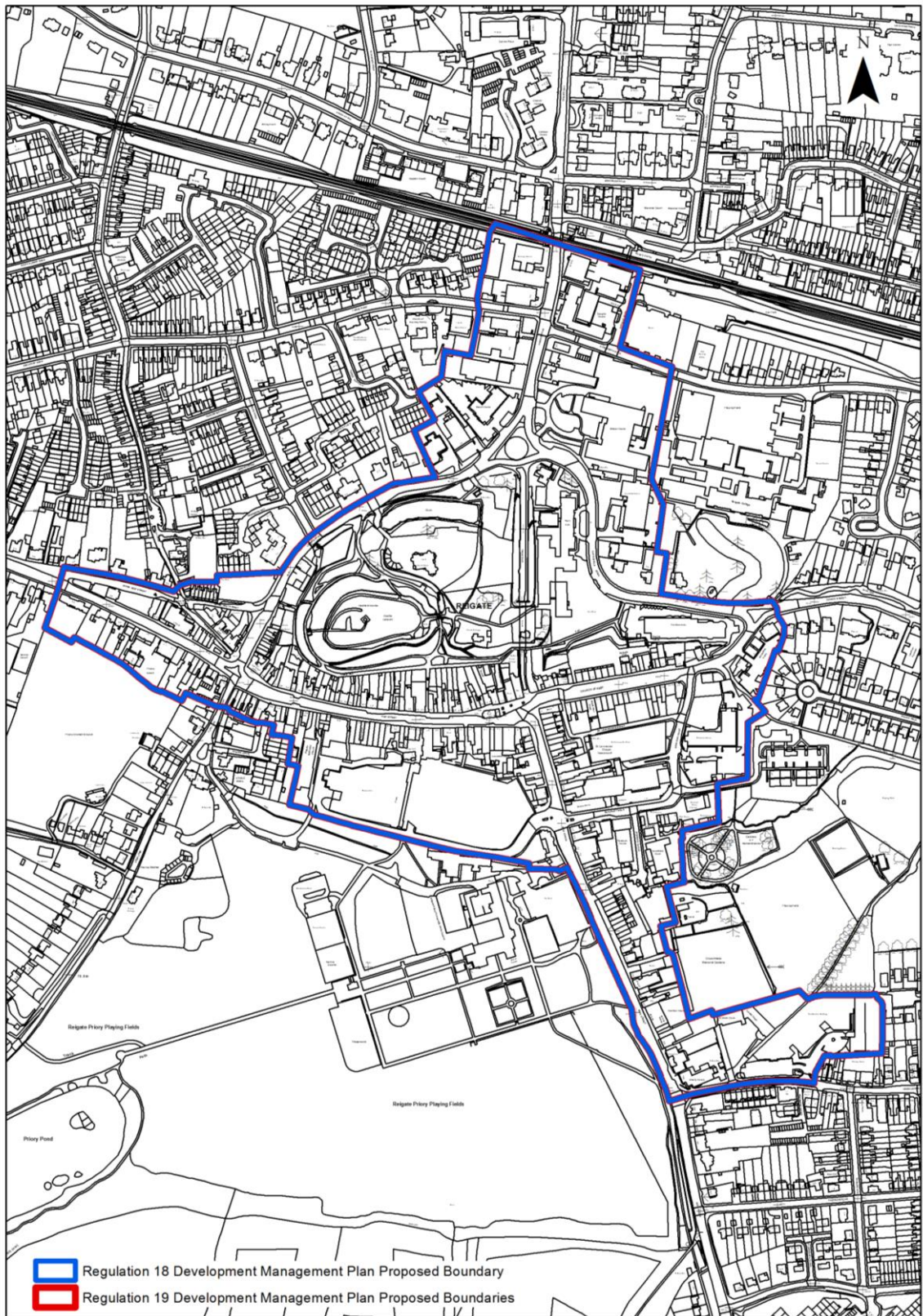
## Reigate

- 3.41 Whilst Reigate has a well defined High Street, the town centre boundary is difficult to define.
- 3.42 Like for Redhill and Banstead Village, whilst the 2005 Borough Local Plan does not designate a town centre boundary for Reigate, to an extent one is created by other town centre designations including town centre business area, area for small business, primary and secondary shopping areas and primary and secondary shopping frontages.
- 3.43 The Regulation 18 Development Management Plan town centre evidence paper recommended that the northern boundary should be delineated by the train station. It is a well-used transport node within walking distance of the shopping areas and is adjacent to the 2005 Borough Local Plan designated town centre business area.
- 3.44 It was recommended that the 2005 Borough Local Plan designated area for small business to the north of the station should not be included as this area does not provide town centre quality retail, instead performing more of a neighbourhood function. The Regulation 18 Development Management Plan recommends that this area should be designated as a local centre.
- 3.45 Moving southwards, it was recommended that the town centre boundary should follow the boundary of the 2005 Borough Local Plan allocated town centre business area. It was also recommended that the area should include the residential units at 26-30 London Road which had previously been excluded from the town centre business area designation as it would make a simpler boundary – the units are of a high architectural quality and add to the streetscape.
- 3.46 The town centre boundary was then recommended to continue southwards to include the offices in Castlefield Road, including the large office buildings at the junction of Castlefield Road with Church Street.
- 3.47 It was recommended that the area immediately east to these offices should not be included within the town centre boundary. This area includes Reigate College and its ground and is of an educational use which is not a defined town centre use in the NPPF.
- 3.48 It was then recommended that the town centre boundary should be drawn along the back of the commercial premises along 51-31 London Road as these back onto residential premises.

- 3.49 The town centre boundary was then recommended to be drawn around the road as beyond 31 London Road the buildings are in residential use until Upper West Street carpark and on the south side of the road is Castle Grounds. The road forms a logical separation between the main town centre uses and the surrounding residential uses.
- 3.50 It was then noted that the street layout becomes more complex at the western part of the town centre. The car park on Upper West Street gives good access to the High Street and is immediately bordered by an area of predominately housing. There is a triangle of land formed by Upper West Street, London Road and Slipshoe Street. This street layout combined with the general high quality and historic merit of the buildings provides visually attractive street scene views. This historic sense of character continues to the point at which Upper West Street forms an oblique junction with West Street. Continuing along West Street itself, town centre uses gradually decrease towards Dorking with a marked drop-off of main town centre uses west of the Upper West Street junction. It was therefore recommended that given the visual break as well as the tapering off of uses further west, that the town centre boundary should end at the junction of Upper West Street with West Street, and follow the rear boundary of the premises on the southern side of West Street to Park Lane to the east. This includes the area which was formerly designated as an area of small business on West Street which was proposed in the Regulation 18 Development Management Plan as a secondary retail frontage.
- 3.51 It was then recommended that the town centre boundary should not extend down Park Lane as Park Lane is a primarily residential street.
- 3.52 Moving eastwards, it was recommended that the town centre boundary should follow the rear boundary of the High Street units until Morrison's supermarket. It was recommended that Morrison's should be included as supermarkets are a defined town centre use within the NPPF.
- 3.53 Moving southwards, it was recommended that Priory Park should be excluded from the town centre boundary. Whilst it has been recently restored and is a flagship park which provides a foil to the bustling High Street, it is not a main town centre use and as it stands-alone.
- 3.54 Moving along the High Street, it was recommended that the town centre boundary should include the eastern end of Castlefield Road and some of Church Street as these were designated within the 2005 Borough Local Plan as a mix of town centre business area and secondary retail area and neither designation was/is intended to be brought forward in the DMP and these areas provide town centre uses as outlined in the NPPF.

- 3.55 Moving northwards, it was recommended that the town centre boundary should include the large scale offices (The Omnibus Building) to the south east of the Library and Pool House. The uses are suitable to include within the town centre, and are defined in the NPPF as main town centre uses, and provide a functional link between the primary shopping area and the wider residential area and shopping parade in Lesbourne Road.
- 3.56 Moving northwards, it was recommended that the town centre boundary should not include the shopping parade in Lesbourne Road. This area was designated in the 2005 Borough Local Plan as a local centre and it was recommended in the Regulation 18 Development Management Plan that this designation should be carried forward. It was felt that this area should be excluded from the town centre boundary as it offers a more neighbourhood offer and there was felt to be little evidence to suggest that the High Street shoppers also use this area.
- 3.57 Extending southwards, on the eastern side is Priory Park and on the western side are Liberty House and the commercial area of West Street. Whilst Liberty House has recently been converted to residential development under permitted development rights, it is felt that the boundary should include Liberty House as it is a prominent building in terms of architecture and built form and provides an entrance/ logical boundary to the town centre.
- 3.58 Extending southwards, the town centre boundary was recommended to follow the primary retail area to Morrison's.
- 3.59 Enclosed by Bell Street, Lesbourne Road and Church Walk is a large area of green space situated to the north of the Omnibus Building and to the east of buildings in Bell Street. It was recommended that this area should not be included in the town centre boundary as despite its proximity to the busy High Street the space does not readily interact with the High Street and does not have an active street frontage.
- 3.60 Given that there have been no major changes to the town centre which would affect the town centre boundary; it is recommended that there should be no changes to the Regulation 18 Development Management Plan town centre boundary.

Figure 5 Reigate

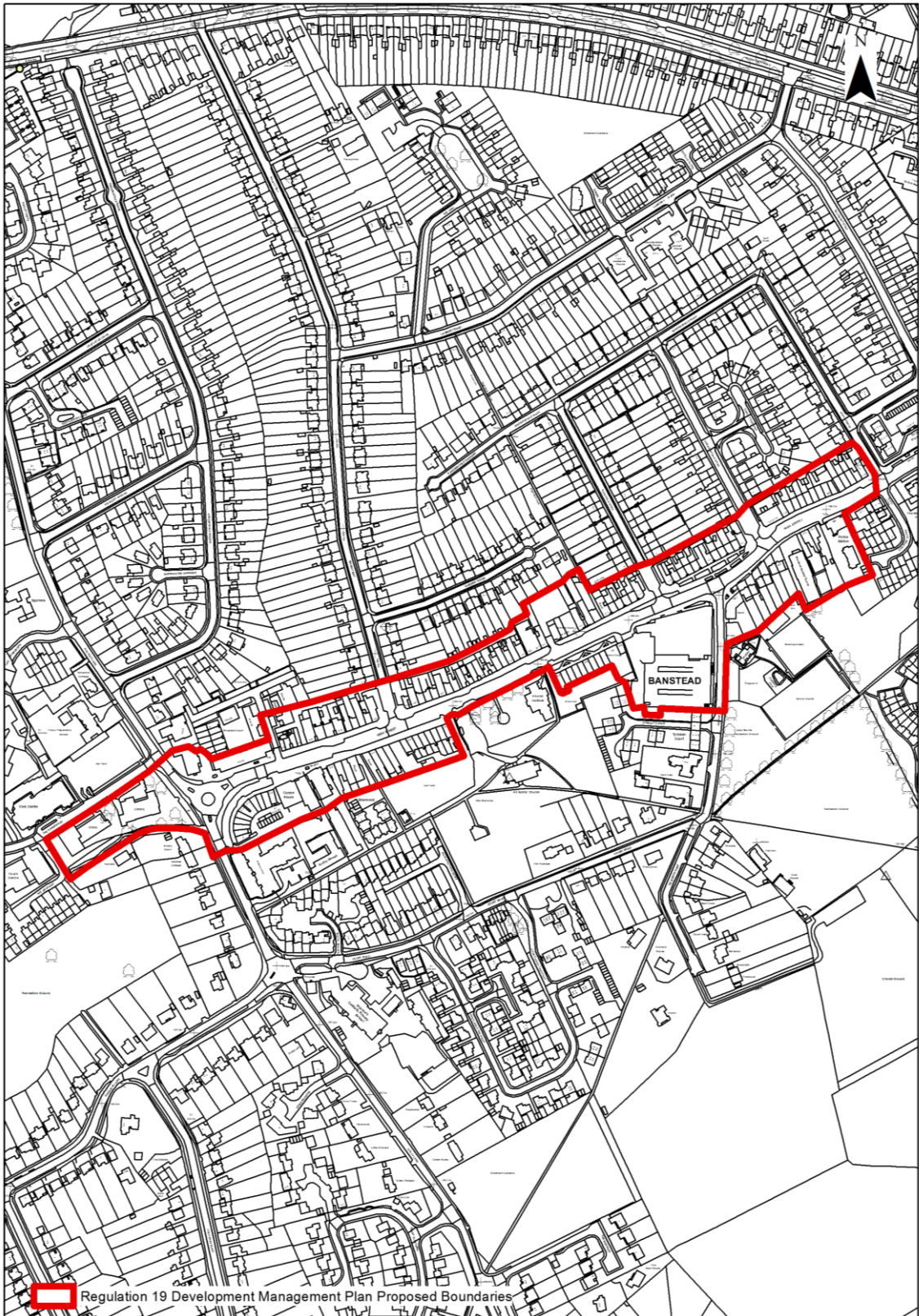




## 4. Conclusions and Recommendations

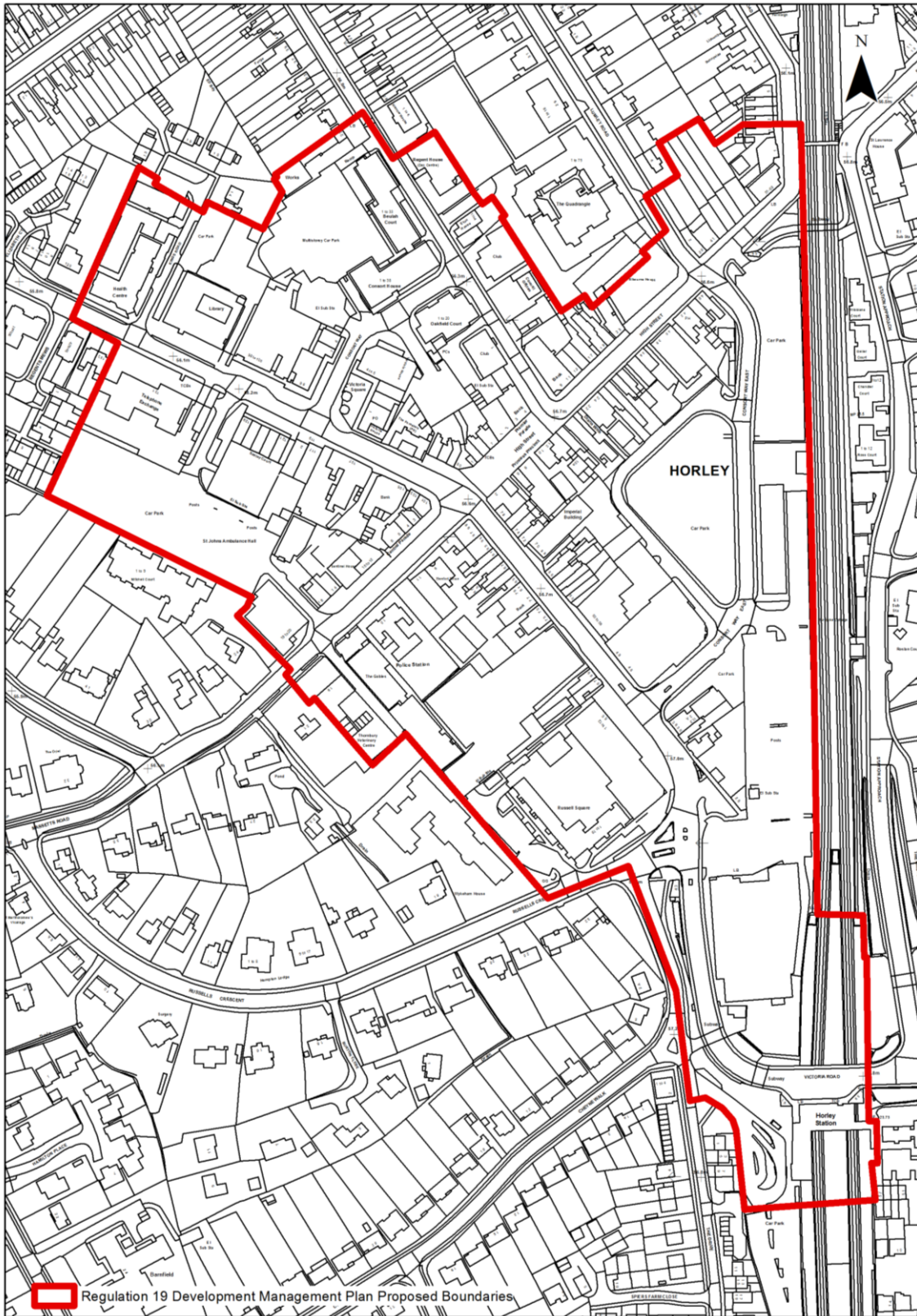
- 4.1 This evidence paper has reviewed the town centre boundaries proposed in the Regulation 18 Development Management Plan town centre evidence paper to take into consideration changes since the paper was written (for example, planning permissions granted and changes of use) and comments received as part of the Regulation 18 Development Management Plan consultation.
- 4.2 The review found that there have been very few changes to the town centres since the Regulation 18 Development Management Plan town centre evidence paper was produced.
- 4.3 Comments from the Regulation 18 Development Plan recommended the exclusion of the Orchard from Banstead Village's town centre boundary. On balance, it is felt that whilst it does contribute to the character of the town centre, it is more of a standalone destination as it is a churchyard. It is also felt that exclusion of the area recognises that the area is not an appropriate location for town centre development. It is therefore recommended that this area should be excluded from the town centre boundary.
- 4.4 The diagrams below detail the recommended boundaries.

# Banstead Village



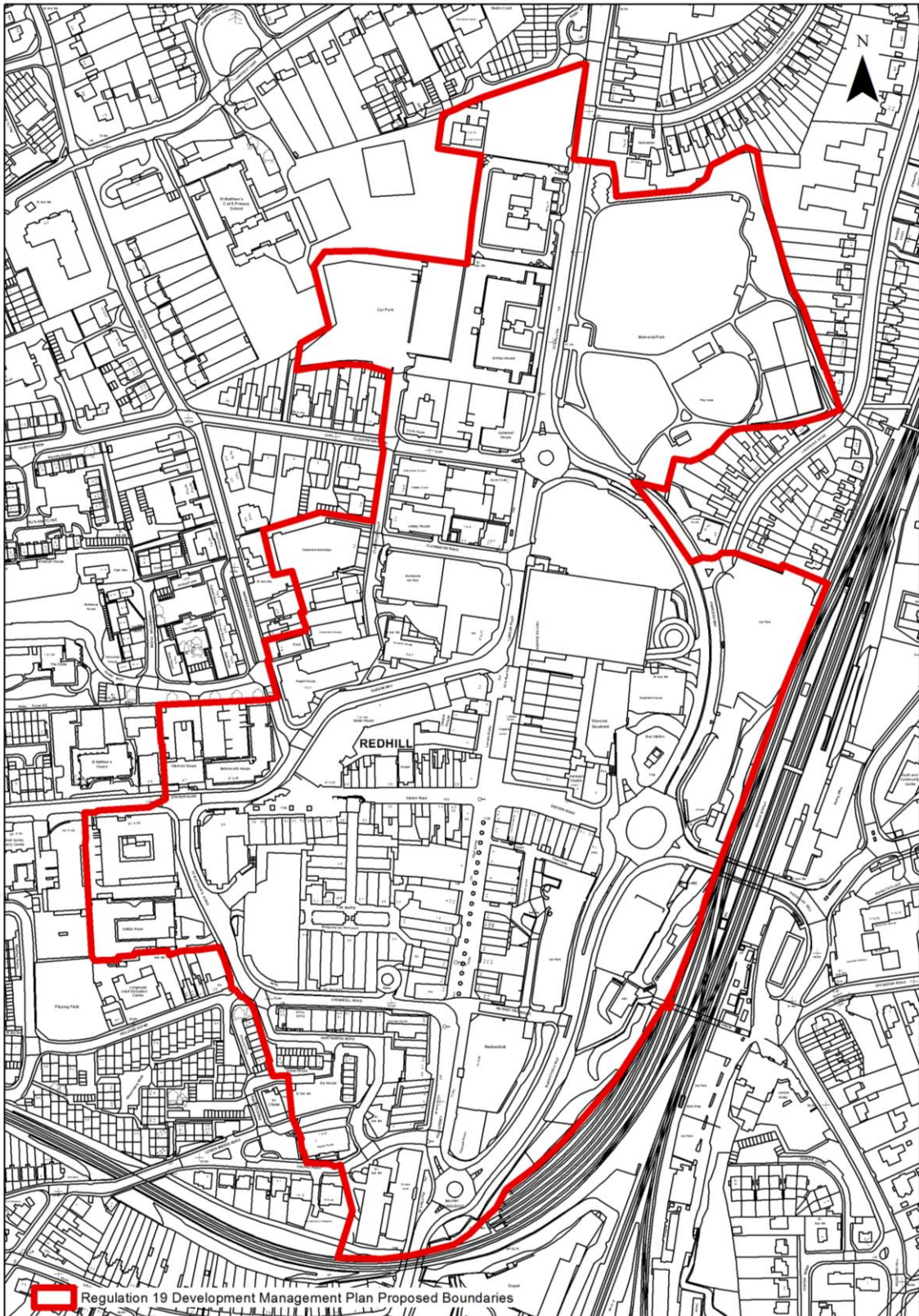
Regulation 19 Development Management Plan Proposed Boundaries

# Horley

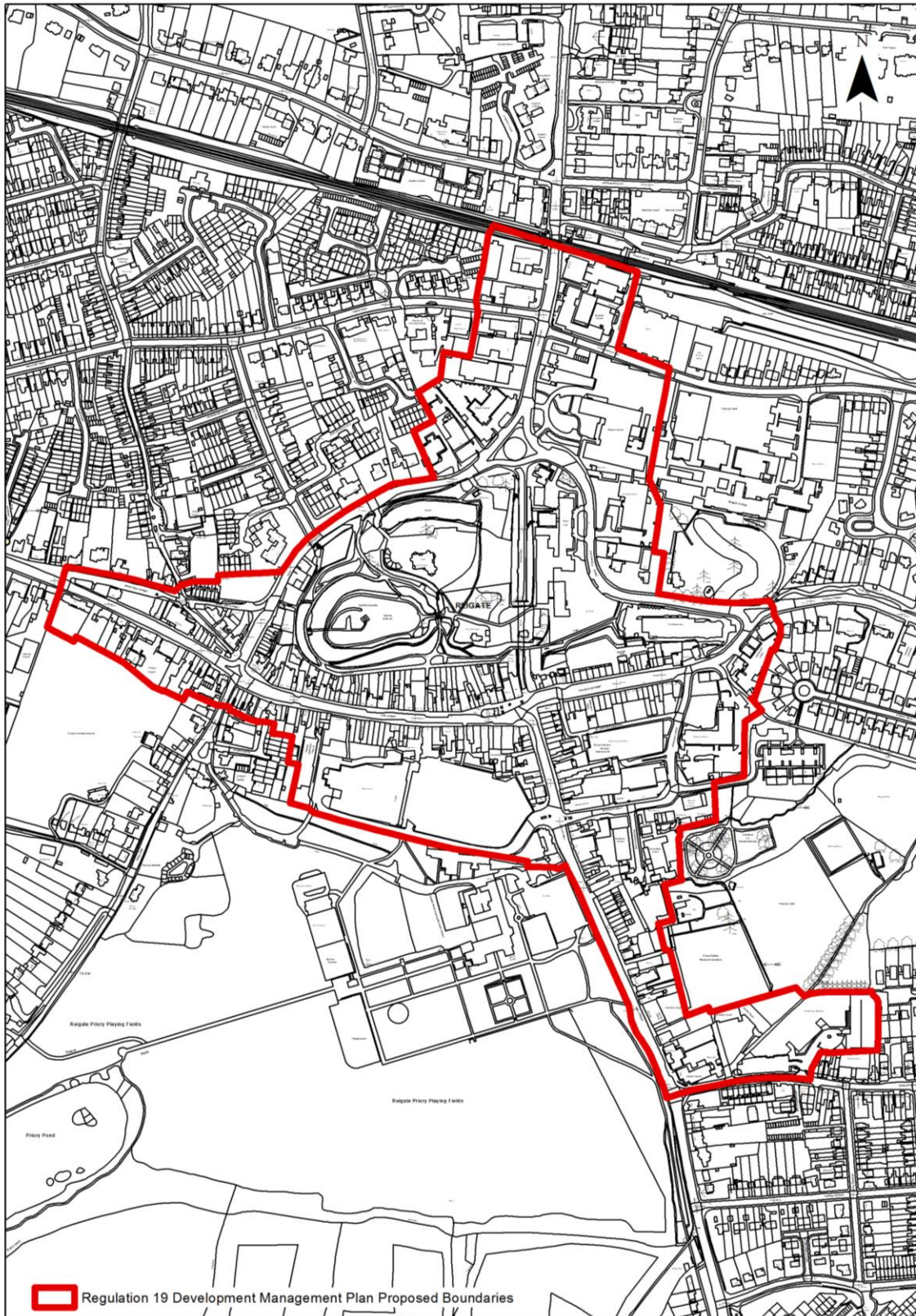




# Redhill

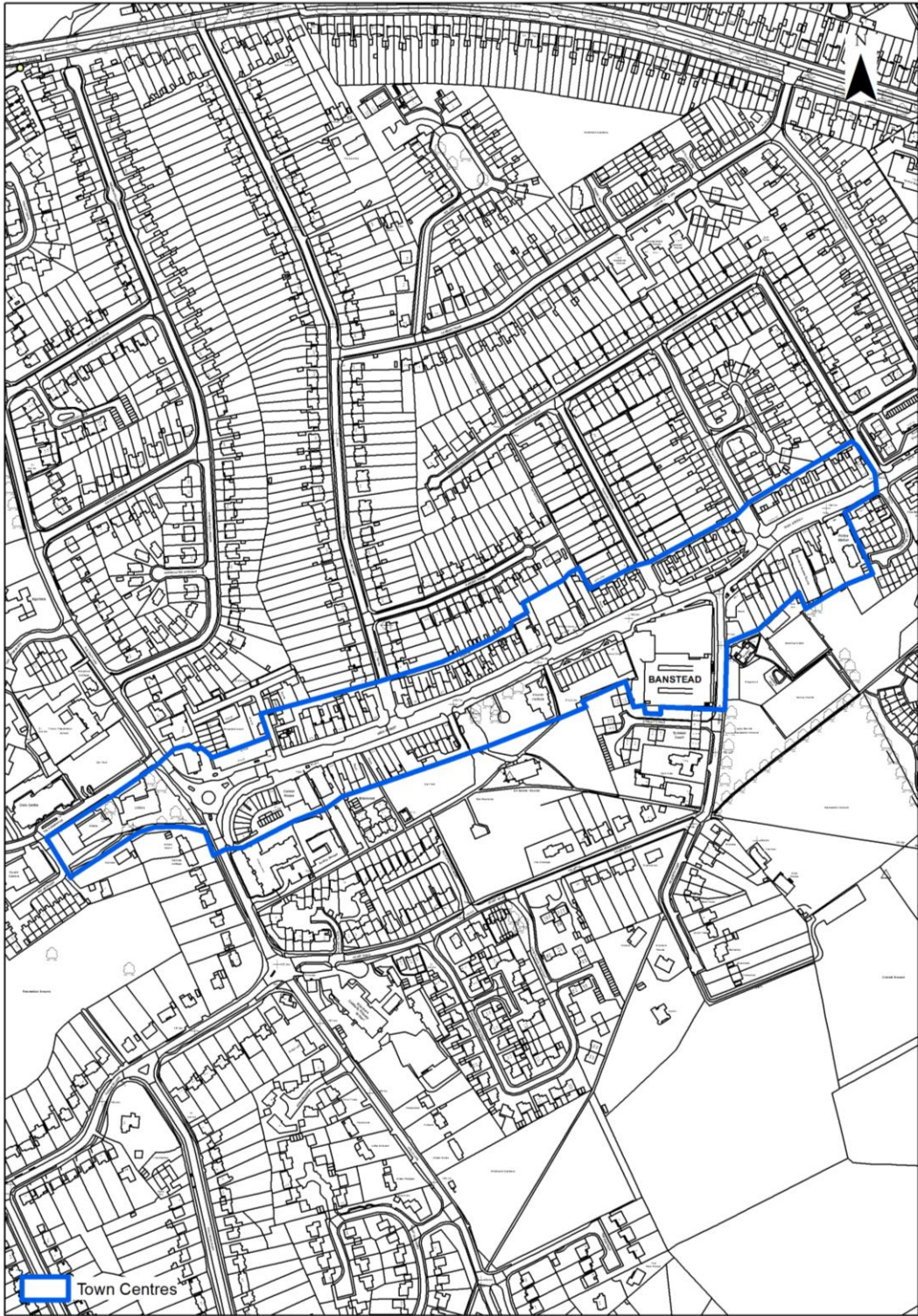


# Reigate

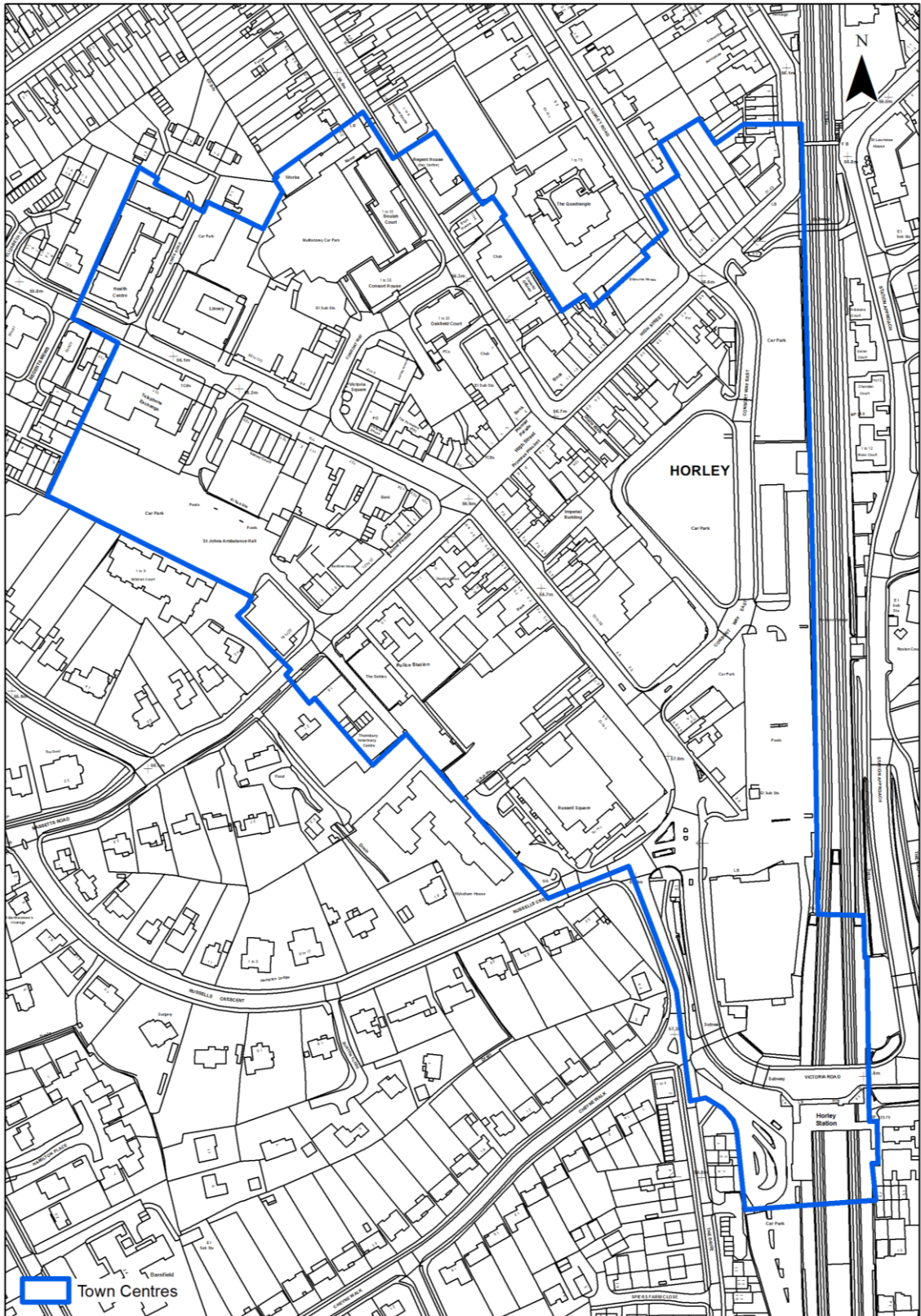


# **Appendix 1: Regulation 18 Development Management Plan Town Centre Evidence Paper Recommended Town Centre Boundaries**

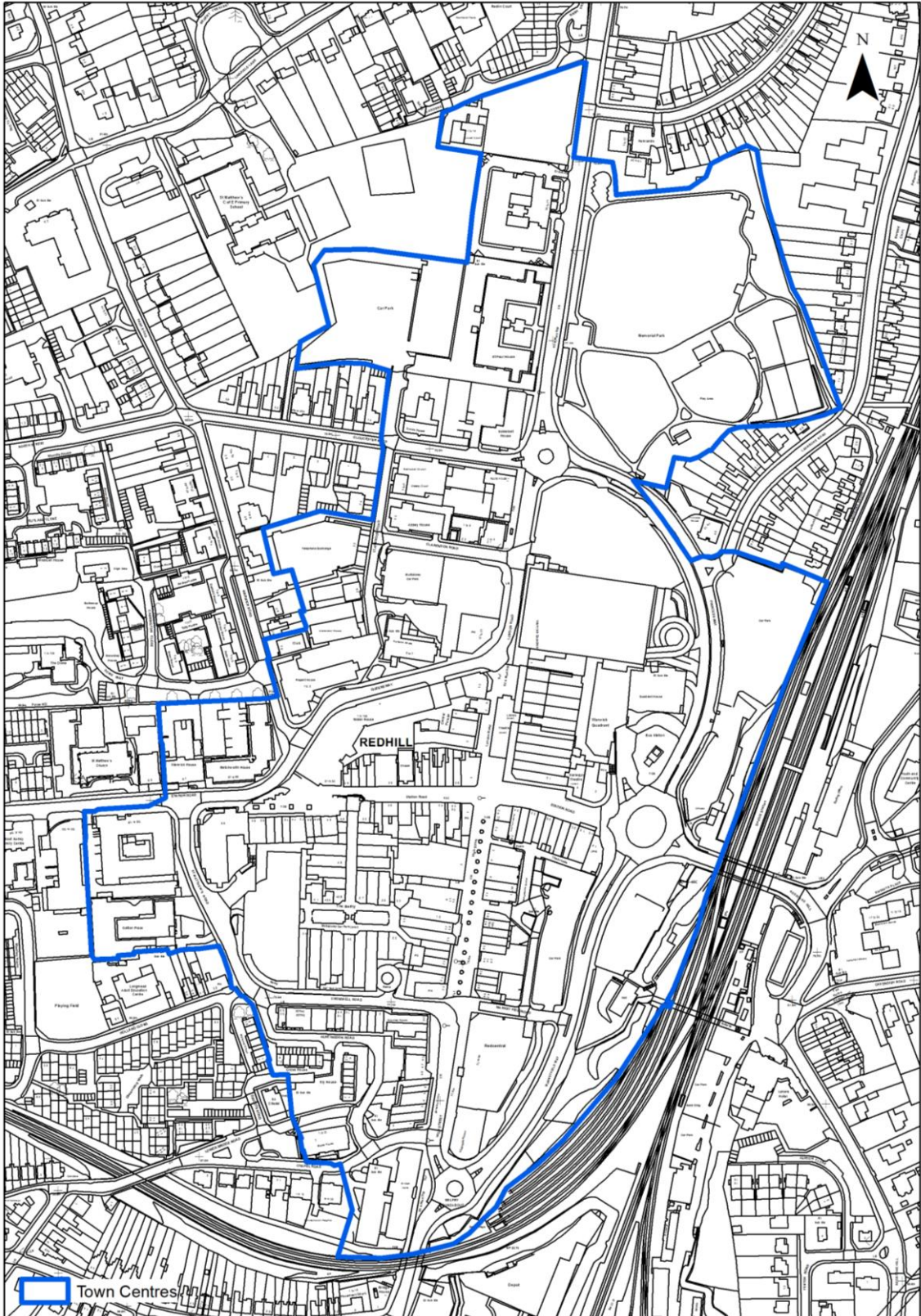
**Banstead Village**



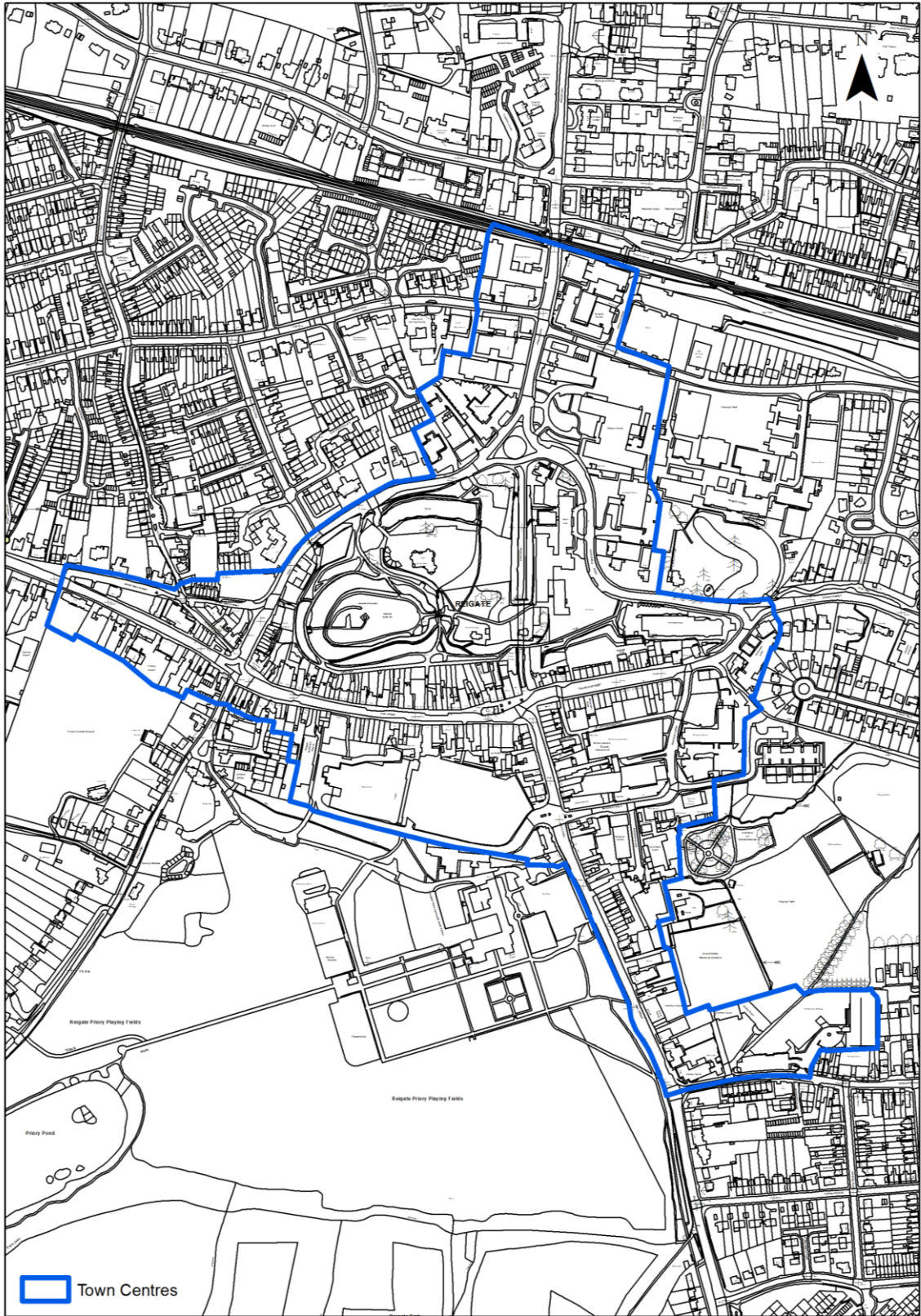
# Horley



# Redhill



# Reigate



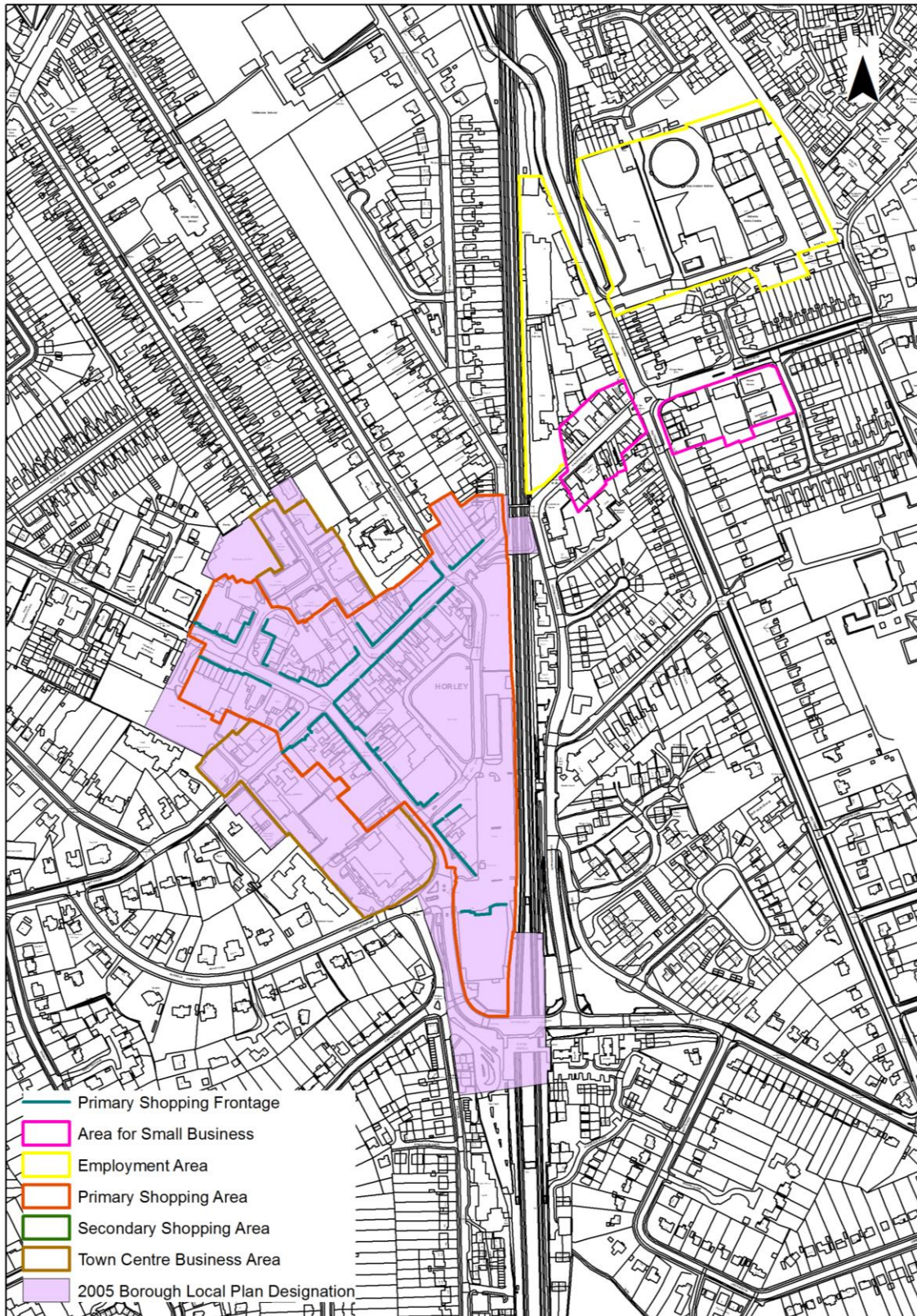
# Appendix 2: 2005 Borough Local Plan

## Banstead Village

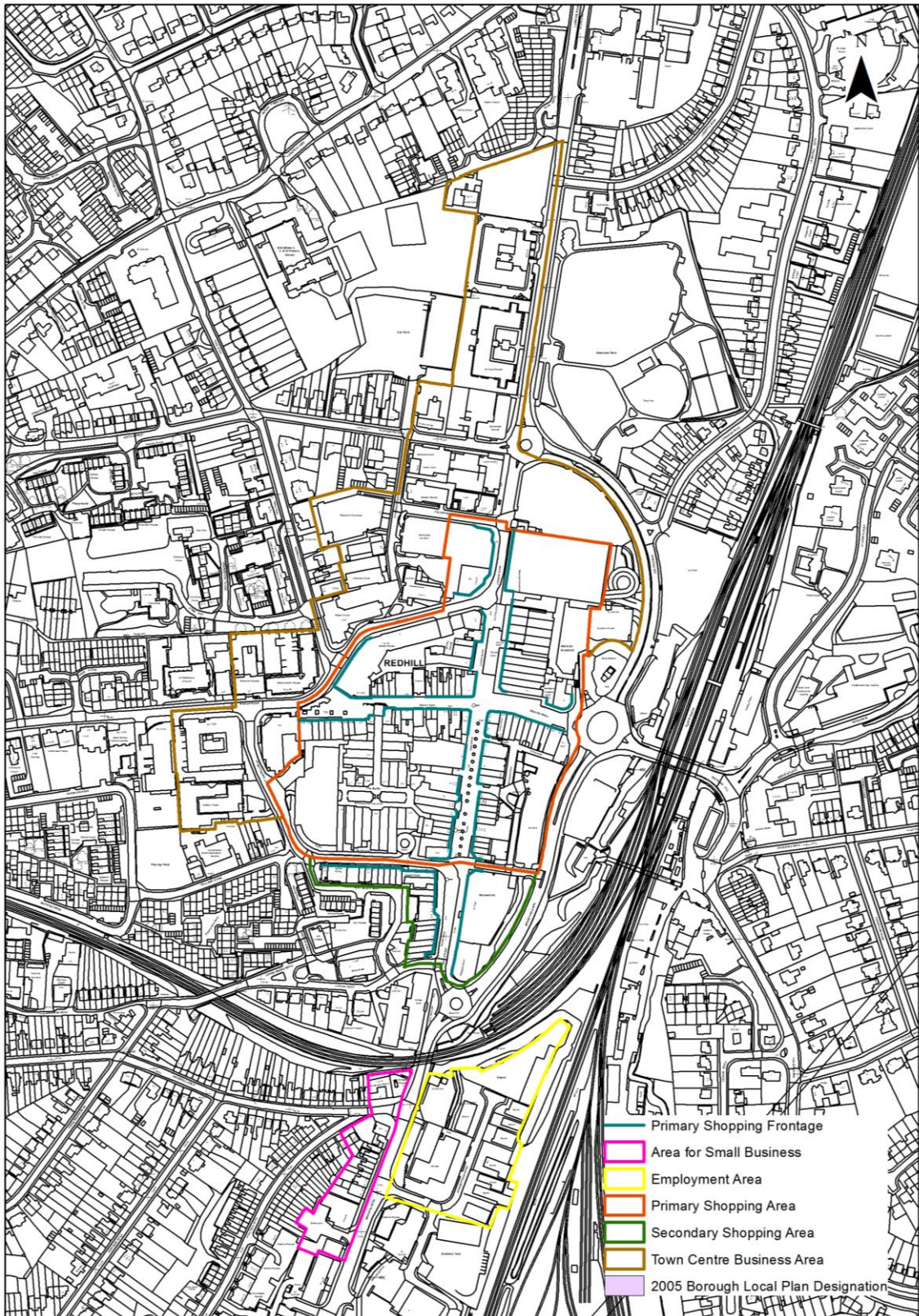




# Horley



# Redhill



# Reigate

