

**Supplementary
Planning Guidance
Land at Holmethorpe**



**Environmental
Services
Department**

**DEVELOPMENT
BRIEF**

November 2001

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0.0 SUMMARY

This development brief sets out the detailed planning policies and aspirations for the development of two sites in Holmethorpe. The two sites consist of:

- i. Land between the fast railway line and Nutfield Road, including the Sibelco sand processing works, the lagoons that form a part of the sand processing works and some industrial units.
- ii. A smaller parcel of land situated to the west of the fast railway line between Trowers Way and Holmethorpe Avenue, comprising a former railway siding and vacant industrial land. This site is included in the development brief because it offers the potential to create a much improved entrance to the main site.

Background

The two sites have emerged as a development opportunity as a result of the need for the Holmethorpe Relief Road to overcome the inadequate access to the Holmethorpe Industrial Estate, which causes severe problems for local residents and the occupiers of the industrial estate. In order to provide the funding for the relief road, the majority of the larger site was deleted from the Green Belt and allocated for industrial use in the 1994 Reigate and Banstead Borough Local Plan. Industrial use was the most appropriate form of development for the site given that some of the sand processing activities were expected to remain.

In the years following the adoption of the Local Plan, planning permission was granted for industrial development and a compulsory purchase order was confirmed to enable the necessary land for the Holmethorpe Relief Road to be obtained.

Proposals

Despite extensive marketing, no developer has been found to implement the industrial consent and it has become necessary to consider alternative uses for the site. There is now also the opportunity for the sand processing works to be relocated away from the site. As a result, residential use is considered to be the best form of development in that it will be in keeping with the character of the area and will provide sufficient funding for the Holmethorpe Relief Road.

Residential development would be a departure from the industrial allocation in the Local Plan and therefore this development brief has been subject to consultation with local people and statutory consultees more widely and over a longer period of time than is possible within the context of a planning application.

Land uses

The following land uses are considered to be appropriate:

The larger site:

- housing (400 dwellings approx)
- structural landscaping (including the retention of the existing bund)
- nature conservation
- public open space and recreation.

The smaller site:

- employment/gateway landscaping/environmental enhancement/road link/limited estate employee parking.

A balanced community

There is the opportunity for a mix of housing to be provided, from small flats to substantial family houses, helping to meet Surrey's housing needs, including, those of:

- newly formed households
- single people
- the elderly (including sheltered accommodation)
- people with disabilities
- affordable housing.

The Borough Council will seek that 30% of the housing is affordable, of which one third should be for rent and two thirds should be shared ownership and low cost housing for key workers.

Pedestrian, cycle and bus links

The new development should be integrated with the surrounding areas of Redhill and Merstham, with a network of pedestrian and cycle routes linking with local facilities, Redhill town centre and station. The road layout within the development will allow for a new bus route to be provided between Trowers Way and Nutfield Road.

The Holmethorpe Relief Road will be constructed prior to the development of the larger site, bringing significant benefits in terms of area-wide traffic management. The main entrance for vehicles accessing the development will be via Trowers Way. The nature of the Nutfield Road and Frenches Road accesses will be assessed and considered in detail following the public response to the consultation on the Draft Brief.

Environmental enhancement

The development should enhance the local environment in a number of ways:

- removal of the sand processing works
- removal of heavy goods vehicles from Frenches Road
- significant reduction in the number of lorries passing along Nutfield Road and through the villages of Nutfield, Bletchingley and Godstone
- improvement of the physical attractiveness of the area, including the part of the site within the Holmethorpe Industrial Estate
- retention of the existing bunds, tree belt and informal walkway around the edge of the site
- remodelling of the lagoons area for the passive enjoyment of nature conservation.

The residential development should be of a high quality design and layout with space for outdoor recreation in accordance with the Council's policies.

Future steps

Following the Council's adoption of this brief as Supplementary Planning Guidance in October 2001, a planning application for development of the whole site is likely to be submitted.

1.0 INTRODUCTION

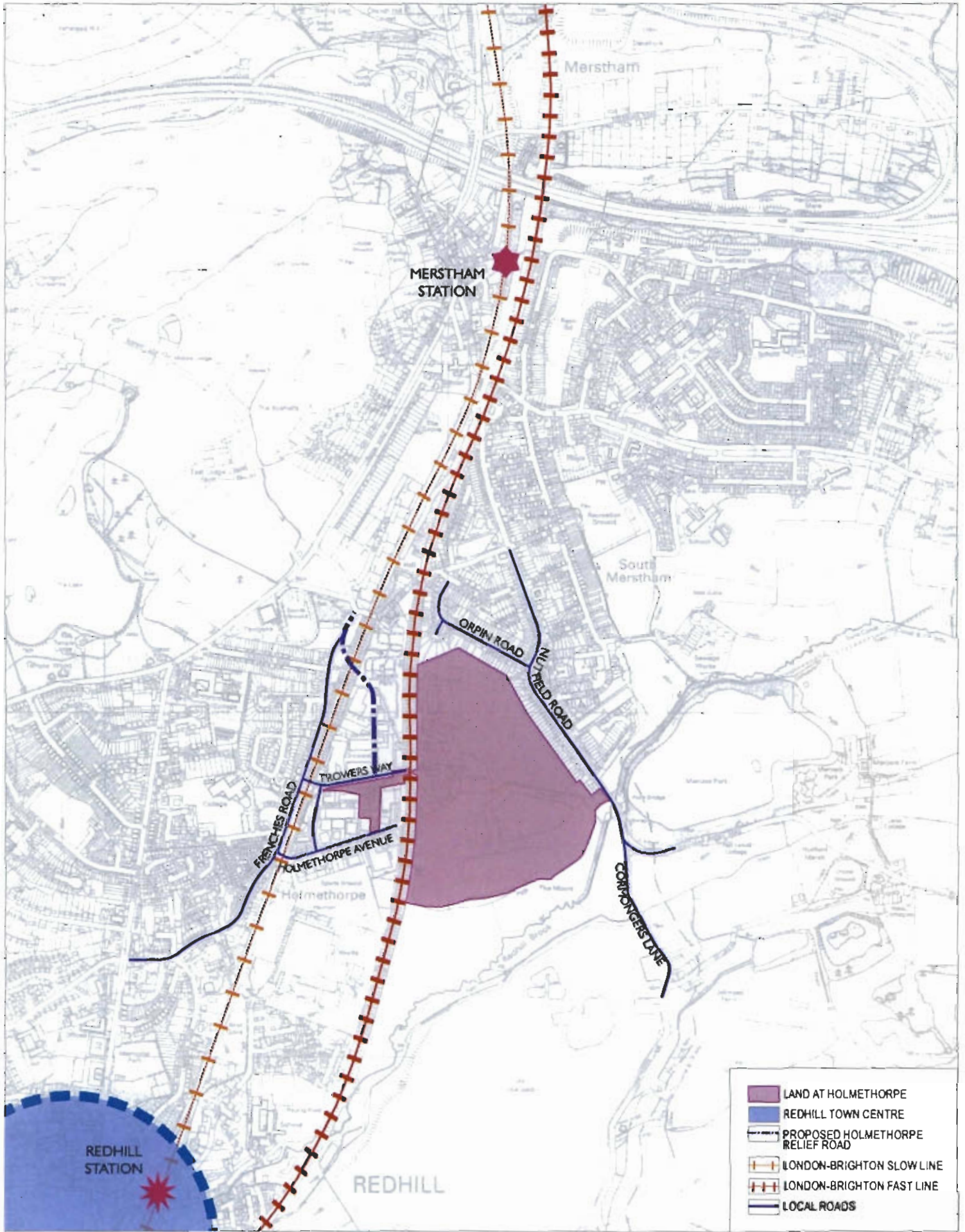
The purpose of the development brief

- 1.1 This development brief sets out the principles for the development of two sites in Holmethorpe and supplements Policy Em9 of the 1994 Borough Local Plan in respect of the larger of the two sites. The brief was the subject of a public consultation exercise during August/September 2001. Following this public consultation, Reigate & Banstead Borough Council (the Council) made changes to the brief in response to the comments made during the consultation exercise. The final version of the brief was then recommended for adoption by the Council as 'Supplementary Planning Guidance'. Supplementary Planning Guidance will be taken into account by the Council when considering subsequent applications for planning permission.
- 1.2 The development brief includes land within the Metropolitan Green Belt which forms part of the Nutfield Ridge and Marsh Project and The Moors Scheme. It is included within the brief only for the purposes of comprehensive reclamation and management.

Land ownership

- 1.3 The vast majority of the land is owned by Hepworth Properties Ltd and that company has expressed its intention to work in partnership with the Council on the future development of the land. As a result, this development brief is the product of joint working between the Council and Hepworth Properties Ltd.
- 1.4 The remainder of the land (i.e. a relatively small parcel in the north western part of the main site) is in separate ownership but the development proposals contained within this development brief could proceed together with or independently of the redevelopment of this part of the site.

FIGURE 1 - SITE LOCATION



NOVEMBER 2001

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1:10,000@A3

0m 400m



LAND AT HOLMETHORPE
DEVELOPMENT BRIEF

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The development sites

- 1.5 The two sites which are the subject of this development brief are located approximately 1.5km to the north east of Redhill town centre (see figure 1). The larger of the two sites lies between the residential area of South Merstham (to the north east) and the Holmethorpe Industrial Estate (to the west). The smaller site lies within the Holmethorpe Industrial Estate between Trowers Way and Holmethorpe Avenue. The total site area is some 29.4 hectares.
- 1.6 The larger site is located immediately to the east of the fast track railway line (the 'quarry line'). Approximately 28.1 hectares in area, the majority of the site is used for the processing, stockpiling and despatch of silica sand. The small part of the site, which is in separate ownership, is used for employment purposes.
- 1.7 The smaller parcel of land is situated to the west of the quarry line within the Holmethorpe Industrial Estate. It comprises approximately 1.3 hectares of cleared industrial land and a former railway siding. It is owned exclusively by Hepworth Properties Ltd.
- 1.8 The smaller parcel of land is included in this development brief in the interests of good planning so that the requirements of existing and future occupiers of the two sites can be considered comprehensively.

The rationale for the development

- 1.9 In the adopted Reigate & Banstead Borough Local Plan (1994) the northern half of the larger site is allocated for industrial use. This area, together with an additional area of land immediately adjacent, which included the sand processing works, was deleted from the Green Belt during the preparation of the Local Plan. The Local Plan inquiry considered the reasons for deletion of both of these areas from the Green Belt and concluded that:
- a) Development would provide funding for the Holmethorpe Relief Road, a project which was a necessary component of the proposed development and whose implementation is acknowledged in the Local Plan as being dependent upon developer funding. The Relief Road will not only provide the principal point of access to the new development but will also present a solution to the present

access problems, and consequent adverse environmental conditions, within the Holmethorpe Industrial Estate.

- b) Industrial, storage and distribution uses would be the most appropriate form of development on the site given that some of the sand processing activities were expected to remain on site indefinitely (i.e. on that part of the site which is occupied by the sand processing plant and machinery, and which was deleted from the Green Belt and allocated for longer term employment use).
- 1.10 Since the adoption of the Local Plan in 1994, the Council has secured planning permission for the Holmethorpe Relief Road. A compulsory purchase order, which would allow the Council to obtain the necessary land, has also been approved by the Secretary of State for the Environment, Transport & the Regions. All that is now required to allow the Holmethorpe Relief Road to be constructed is the necessary funding. The supporting text to Policy Em9 (paragraph 6.22) of the Adopted Local Plan states that the funding for this road is to be generated by development of the land at Holmethorpe. To that end, a planning application for industrial storage and distribution uses was submitted by the landowner in 1994. This planning application related to some 8 hectares of land in the northern part of the site and acknowledged the fact that sand processing activities would continue on the remainder of the site for the foreseeable future.
- 1.11 Planning permission for industrial, storage and distribution uses was granted, subject to conditions, in 1995. Since that time the site has been marketed extensively but to date there has been very limited interest in the approved uses. Alternative uses have therefore been considered. It has been concluded that residential development would be a suitable alternative use of the site and indeed is the only use which is likely to generate the income needed to fund the Holmethorpe Relief Road
- 1.12 The rationale for development of the smaller parcel of land lies predominantly in the opportunity that it presents to create a much improved environment around the main entrance to the larger site and thereby enhance its attractiveness as a development site. Any land not required for such purposes could be used to provide additional industrial floorspace and/or a limited amount of car parking for existing businesses and thereby to replace that which will be lost as a result of the implementation of the Holmethorpe Relief Road.

The need for a development brief

- 1.13 The need for a development brief arises predominantly in relation to the larger site in that:
- a) Given the very limited interest by the property market, the preferred land use cited in the adopted Local Plan has been demonstrated to be incapable of implementation within the Plan period and unable to deliver the necessary funding for the Holmethorpe Relief Road. Evidence to this effect has been submitted to the Council by consultants acting on behalf of Hepworth Properties and this information has been independently corroborated by consultants acting on behalf of the Council.
 - b) There is a window of opportunity for sand processing operations to be removed from the site during the period 2005 – 2008. This allows land uses, other than industrial, to be considered for the site and particularly those which would sit more easily with the nearby residential development.
 - c) Residential development is a suitable and viable alternative but, as this would be a departure from the provisions of the development plan, the Council consulted with local people and statutory consultees more widely and over a longer period of time than is possible in the context of a planning application.
 - d) Through the medium of the public consultation process the Council witnessed endorsement of residential use of the site. The Council furthermore wished to identify the fundamental principles that will guide the future development of the site (these are set out sections 5 and 6).
- 1.14 In relation to the smaller site there are no planning policy conflicts but, given the proximity of this site to the larger site and, in particular, the opportunity that it presents to create a much enhanced gateway to the main site, it is considered desirable to consider the development of the two sites in tandem.

The timing of the proposed development

- 1.15 There are 2 important factors which determine the timing of the proposed development:
- a) The confirmed compulsory purchase order, which gives the Council power to acquire the land for the Holmethorpe Relief Road, will expire in August 2003. The Council must be certain that the necessary funding for the road is in place prior to exercising its rights under the CPO.
 - b) Funding for the new road can only be secured in the context of a planning permission, the legal agreement for which would set out the terms and conditions under which the contribution would be made.
- 1.16 With these factors in mind, the intention is that the Holmethorpe Relief Road would begin as soon as possible, and thereby alleviate existing environmental problems and that the other components of the development would follow as soon as possible thereafter.

Outline of this development brief

- 1.17 The remainder of this development brief sets out the background to the proposed development in more detail, describes the various components of the development and the principles that would be applied if the development were to proceed.
- 1.18 This development brief therefore considers:
- a) the background to the proposed development (section 2);
 - b) the planning policy context (section 3);
 - c) an analysis of the site and its area context (section 4);
 - d) a description of the development concept - site specific proposals and aspirations for the local area (section 5);
 - e) design principles that would guide future developers when preparing detailed development proposals for the land (section 6);

- f) the phasing of the various development components (section 7); and
- g) how the development proposals will be taken forward from this stage (section 7).

2.0 BACKGROUND

- 2.1 This section of the development brief sets out the planning history of the land at Holmethorpe. It concentrates primarily on the larger site used for sand processing because it is the anticipated cessation of activities on this site which has given rise to the development opportunity.

Sand extraction and processing

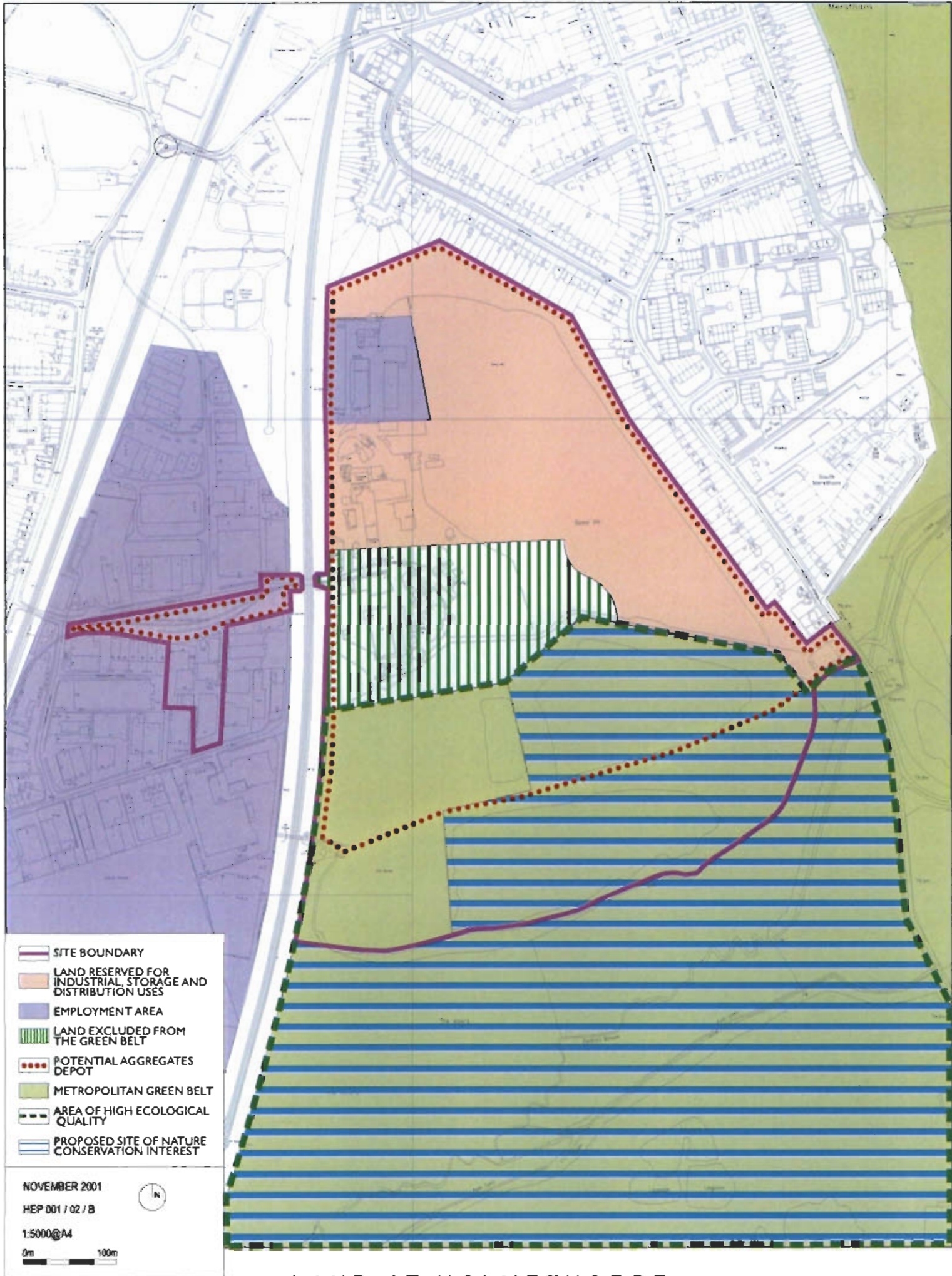
- 2.2 The silica sand found in east Surrey is among the purest in England and is of national significance¹. The land at Holmethorpe has been the subject of sand extraction and processing since the early 1930s. The 1947 consent was for sand extraction and covered almost all of the main site. The 1954 consent covered only the southern part of the site and was part of a ministerial decision to grant planning permission for the extraction of fullers earth and overlying sand from over 405ha of land north of the A25 (almost the whole of the area of open land between Redhill, Merstham, Nutfield and the M23).
- 2.3 The sand at Holmethorpe was completely worked out by 1959 and since that time sand has been imported from Mercers Farm (Merstham) and North Park Farm (Godstone). It is therefore this sand which is processed on site at present.









Deletion of the site from the Green Belt

- 2.4 The Reigate & Banstead Borough Local Plan 1994 allocated the land at Holmethorpe for industry, storage and distribution uses (see Figure 2). Part of the site was deleted from the Metropolitan Green Belt and was reserved for long-term development. The rationale underlying the deletion of the site from the Green Belt was that industrial development would generate sufficient income to fund the construction of the Holmethorpe Relief Road. The implementation of this project would not only provide access to the site but would also improve access to the existing industrial estate and remove problems, both physical and environmental, on other parts of the road network.

¹ Surrey Minerals Local Plan 1993, paragraph 4.55.

FIGURE 2 - PLANNING POLICY DESIGNATIONS



-  SITE BOUNDARY
-  LAND RESERVED FOR INDUSTRIAL, STORAGE AND DISTRIBUTION USES
-  EMPLOYMENT AREA
-  LAND EXCLUDED FROM THE GREEN BELT
-  POTENTIAL AGGREGATES DEPOT
-  METROPOLITAN GREEN BELT
-  AREA OF HIGH ECOLOGICAL QUALITY
-  PROPOSED SITE OF NATURE CONSERVATION INTEREST

NOVEMBER 2001

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LAND AT HOLMETHORPE
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Planning permission for industrial use

- 2.5 Planning permission for industrial development (B2 and B8 uses) was granted in November 1995 on that part of the site which was allocated in the Local Plan for industry, storage and distribution uses (approximately 8 hectares). This provided for a total of 26,477sq.m. of floorspace and was subject to a legal agreement prepared under section 106 of the Town & Country Planning Act 1990. One of the provisions of this legal agreement was that the development should fund the Holmethorpe Relief Road. The planning permission was subject to a number of restrictive conditions limiting the hours of operation and the height of buildings (in order to protect the amenity of nearby residents).

The Holmethorpe Relief Road

- 2.6 During the mid-1990s the Council also took other steps to ensure that the Holmethorpe Relief Road could be built if and when funding became available. The first of these was to secure planning permission for the road and the second was to acquire the necessary land on which the road was to be built. In view of the fact that not all of the land could be acquired by agreement, the Council promoted the Holmethorpe Relief Road Redhill Compulsory Purchase Order 1996. Following a public inquiry the Order was confirmed by the Secretary of State on 6 April 2000. On 10 August 2000 a Notice of Confirmation was published in the press. The Council has three years from this date in which to exercise its powers of compulsory purchase.

The need to consider alternative uses

- 2.7 Despite extensive marketing, no developer has been found to implement the employment consent. Prospective purchasers have cited the restrictive conditions on the existing planning permission and the limitations imposed by the Trowers Way bridge as major disadvantages. Such interest as has been expressed would fail to generate sufficient income to enable a contribution to be made to the construction of the Holmethorpe Relief Road such that this essential scheme could proceed. Information has been submitted to the Council to demonstrate that it would not be financially viable to develop the site for industrial use. As a result, it has been necessary to consider whether other uses would be viable.
- 2.8 Conditions attached to the old planning permissions for sand extraction and processing require restoration of the site following the cessation of these activities. The preparation

of a development brief in collaboration with the principal landowner and in consultation with local people and statutory consultees has allowed the public benefits to be identified for inclusion as part of an overall strategy for development on the site. Having established the development potential and the potential for legitimate planning gain, the Council is now able to consider the detail of any development proposal in the form of planning applications.

3.0 PLANNING POLICY CONTEXT

- 3.1 This section brings together the planning policy sources that are relevant to the development of the land at Holmethorpe, beginning with national planning policy guidance and then moving on to regional planning policy for the South East, strategic planning policy (Surrey Structure Plan), minerals planning policy (Surrey Minerals Local Plan), local planning policy (Reigate and Banstead Borough Local Plan) and finally supplementary planning guidance. Figure 2 shows the specific designations affecting the site.
- 3.2 Together, the approved Surrey Structure Plan, Surrey Minerals Local Plan and the adopted Reigate & Banstead Borough Local Plan form the 'development plan' for the land at Holmethorpe. Both the Structure Plan and the Local Plan are currently in the process of being reviewed. The law⁵¹ requires that applications for planning permission be determined in accordance with the development plan unless 'material considerations' indicate otherwise. Material considerations can include national and regional planning policy, supplementary planning guidance (including this development brief), as well as the full range of planning considerations such as the number, size, layout, siting, design and external appearance of buildings and the proposed means of access, together with landscape, impact on the neighbourhood and the availability of infrastructure⁵².

National planning policy

- 3.3 National planning policy is generally contained in 'planning policy guidance notes' (PPGs). The three planning policy guidance notes which are particularly relevant to this draft development brief are summarised below: PPG1 General Policy and Principles; PPG3 Housing; and PPG13 Transport.

PPG1 General Policy and Principles

- 3.4 *Planning Policy Guidance note 1 (PPG1) General Policy and Principles (1997)* emphasises the concept of sustainable development as the basis for national planning policy. Paragraph 4 states that sustainable development seeks to deliver, now and in the future, economic development to secure higher living standards while protecting and

⁵¹ Section 54a of the 1990 Town and Country Planning Act, as amended by the 1991 Planning and Compensation Act.
⁵² PPG1 (1997) paragraph 51.

enhancing the environment. Paragraph 5 recognises the important role of the planning system in regulating the development and use of land in the public.

- 3.5 The use of supplementary planning guidance (such as this development brief) is discussed in paragraph 42 as an appropriate means of covering detailed issues to supplement the policies within the development plan. Although supplementary planning guidance does not have the same weight as the development plan, paragraph 42 states that it may be a material consideration in determining planning applications.

PPG3 Housing

- 3.6 *PPG3 Housing* (2000) echoes and expands upon the sustainable development objectives of PPG1. PPG3 outlines the change in the government's policy for new housing provision from "*predict and provide*" to "*plan, monitor and manage*" (paragraph 8). This seeks to ensure that everyone has the opportunity of a decent home, with a wide choice of dwellings that meet people's needs and does not reinforce social distinctions, while prioritising the re-use of previously developed land.

- 3.7 PPG3 also states that:

- by 2008, 60% of additional housing should be provided on previously developed land and through conversions;
- housing development should make efficient use of land (between 30 and 50 dwellings per hectare net); and
- car parking standards that result, on average, in development with more than 1.5 off-street car parking spaces per dwelling are unlikely to be acceptable.

PPG13 Transport

- 3.8 *PPG13 Transport* (2001) states that planning and transport should be integrated at the national, regional, strategic and local level in order to:

- "*promote more sustainable transport choices for both people and for moving freight;*
- *promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and*
- *reduce the need to travel, especially by car.*"

(paragraph 4)

- 3.9 To achieve this local planning authorities are advised to:
- a) accommodate housing principally within urban areas;
 - b) use parking policies alongside other measures, to reduce reliance on the car;
and
 - c) give priority to people over ease of traffic movement.

MPG7: The Reclamation of Mineral Workings

- 3.10 Mineral Planning Guidance note 7 (MPG7) (1996) seeks to ensure that former minerals workings are reclaimed as soon as possible, and to a standard suitable for the intended use. Paragraph 19 supports reclamation for amenity uses, including nature conservation, water areas, informal recreation, formal sports facilities and country parks.

Regional planning policy

- 3.11 Surrey is within the South East region of England. *Regional Planning Guidance for the South East* (RPG9) was published by the Secretary of State for the Environment, Transport and the Regions in March 2001. It covers the period up to 2016. The primary purpose of RPG9 is to provide a regional framework for the preparation of local authority development plans.

- 3.12 Key principles of RPG9 include:
- The use of urban areas as the main foci for development
 - The re-use of previously developed land
 - The provision of sufficient housing, especially affordable housing, for all who need to live or work in the region
 - The planning of development to enable more sustainable use of transport, facilities and natural resources
 - A reduction in off-site car parking provision

Strategic planning policy

- 3.13 The strategic planning authority for the land at Holmethorpe is Surrey County Council, which is required to produce the Surrey Structure Plan, the relevant provisions of which are summarised below.

Surrey Structure Plan 1994 (Approved November 1994)

- 3.14 This is the approved structure plan covering the period up to 2006. Policies of particular relevance to the land at Holmethorpe are:

- Policy DP3 Housing Needs (mix of housing, affordable housing).
- Policy EN3 Infrastructure and Services (infrastructure and capital works necessary for development).
- Policy MT2 The Movement Implications of Development
- Policy MT5 Provision of Off-street Car Parking
- Policy PE8 Nature Conservation
- Policy PE9 Trees, Hedgerows and Woodlands
- Policy DP10 Safeguarding Existing Industrial and Commercial Land
- Policy DP29 Mineral Working Restoration
- Policy DP30 Landscape Improvement of Old Workings

Surrey Structure Plan (Deposit Draft January 2001)

- 3.15 This is the most recent version of the Surrey Structure Plan prepared in the context of the most up-to-date national planning policy. When approved the plan will provide the strategic planning framework for the period up to 2016. The Deposit consultation period has now ended and the County Council is considering the representations submitted.

- 3.16 The policy provisions most relevant to the land at Holmethorpe are:

- New development should be located primarily within existing urban areas (Policy LO1)
- Priority to proposals for the re-use of previously developed land and buildings in urban areas (Policy LO2)
- The general extent of the Metropolitan Green Belt should remain unchanged (Policy LO6)

- Provision should be made for 6,550 dwellings in Reigate and Banstead Borough 1996-2016 (Policy LO7)
- Existing employment allocations should be reviewed with a view to meet housing needs (Policy LO8)
- Developers will be required to provide or contribute to the necessary infrastructure related to development (Policy DN1)
- Development must be, or be made, compatible with the transport infrastructure in the area (Policy DN2)
- Proposals will be expected to comply with the car parking standards set out in the County Parking Strategy (Policy DN3).
- Residential development should be at a density of at least 30 dwellings per hectare net (Policy DN12)
- There should be a mix of dwellings types and sizes will be sought (Policy DN10)
- An aspirational target of at least 40% of new housing being affordable (Policy DN11) has been identified
- The natural environment, natural resources and heritage should be protected (Policies SE4 – 9)
- Development should be designed to create attractive environments and promote walking, cycling and use of public transport (Policies DN4 and 5).

Minerals planning policy

- 3.17 The Surrey Minerals Local Plan was prepared by Surrey County Council in the context of the policies contained in the approved Surrey Structure Plan 1989. The Plan was adopted in November 1993.
- 3.18 Almost all of the land at Holmethorpe (including the land to the west of the fast railway line (see figure 2) is identified as a potential site for a rail aggregates depot, where aggregates, transported into Surrey by rail, can be transferred to road and then transported to their final destination (Policy 28 Rail Aggregate Depots). Where planning applications for alternative uses are received by a local planning authority, the local planning authority is required to consult with the County Council before making a decision. Policy 29 relates to environmental enhancements on the land to the east of Redhill. This has led to the development of the Nutfield Ridge and Marsh project and The Moors scheme of environmental enhancement.

Local planning policy

- 3.19 The Reigate & Banstead Borough Local Plan was adopted in July 1994, to cover the period to 31 March 2001. This plan was prepared in the context of the 1989 version of the Surrey Structure Plan.
- 3.20 The adopted Surrey Structure Plan 1994 provided for the considerable expansion of Horley in the south of the borough. As a consequence, the Council have proceeded with a 'first alteration' to the local plan to plan comprehensively the expansion of Horley and to alter some borough-wide policies. The deposit draft of this first review was published in December 1999 and a Revised Deposit Draft was published in July 2000. This was followed by a public inquiry and the Inspector's Report is expected in November 2001.
- 3.21 Designations affecting the site are shown on figure 2. Those of the Adopted Local Plan comprise:
- Two parts of the site (the area within the Holmethorpe Industrial Estate and the industrial units east of the fast rail line) are defined as an existing employment area under *Policy Em8 Employment Areas*.
 - *Policy Em9 New Land for Industrial, and Storage and Distribution Uses* reserves most of the rest of the land at Holmethorpe for industrial and storage and distribution uses (B1 will normally be resisted). Part of the land at Holmethorpe (the south west corner) is reserved for long-term industrial development.
 - The Adopted Local Plan Policy Pc2 designates the part of the site that is within the Metropolitan Green Belt as being an 'area of high ecological quality'.
- 3.22 In terms of the Local Plan First Alterations the main significant change is in relation to the two largest lagoons on the land at Holmethorpe. Following the First Alterations inquiry these are proposed to be designated as a site of nature conservation importance (SNCI), which will replace the area of high ecological quality designation contained within the adopted Local Plan.
- 3.23 Other policies in the Adopted Local Plan of relevance to the site are:
- Policy PC4 protects tree cover in the Borough
 - Policy CO1 restricts development in the Green Belt to essential facilities for agriculture, forestry, outdoor sport and recreation

- Policy HO2 expects a range of dwelling types and an element of affordable housing
- Policy HO3 encourages the provision of small dwellings in suitable locations
- Policy HO9 sets out the design and layout considerations for new housing development
- Policy RO6 requires open space as an integral part of new housing
- Policy MO4 which required developers to fund improvements necessary to accommodate traffic related to new development.
- Policy MO7 normally requires parking provision in accordance with the prevailing standard.

3.24 In the First Alterations, a new Policy HO3A prevents development of unallocated sites for housing where the current land supply exceeds the 1994 Structure Plan provision by more than 20%.

Supplementary planning guidance

3.25 In addition to the final version of this development brief, the following supplementary planning guidance prepared by the Council is of particular relevance to the land at Holmethorpe:

- Outdoor Playing Space Provision (1996)
- Affordable Housing (1998)

3.26 Also to be taken into account are the provisions of the Surrey Design Guide prepared by Surrey County Council. A consultation draft of this Design Guide was published in July 2001. Its full title is "Surrey Design: A Strategic Guide for Quality Built Environments". For brevity this brief will refer to it as the Surrey Design Guide.

4.0 SITE CHARACTERISTICS AND AREA CONTEXT

- 4.1 This section describes the two sites and the area within which they are situated. Figure 3 shows the principal characteristics of the two sites and Figure 4 shows the area context.

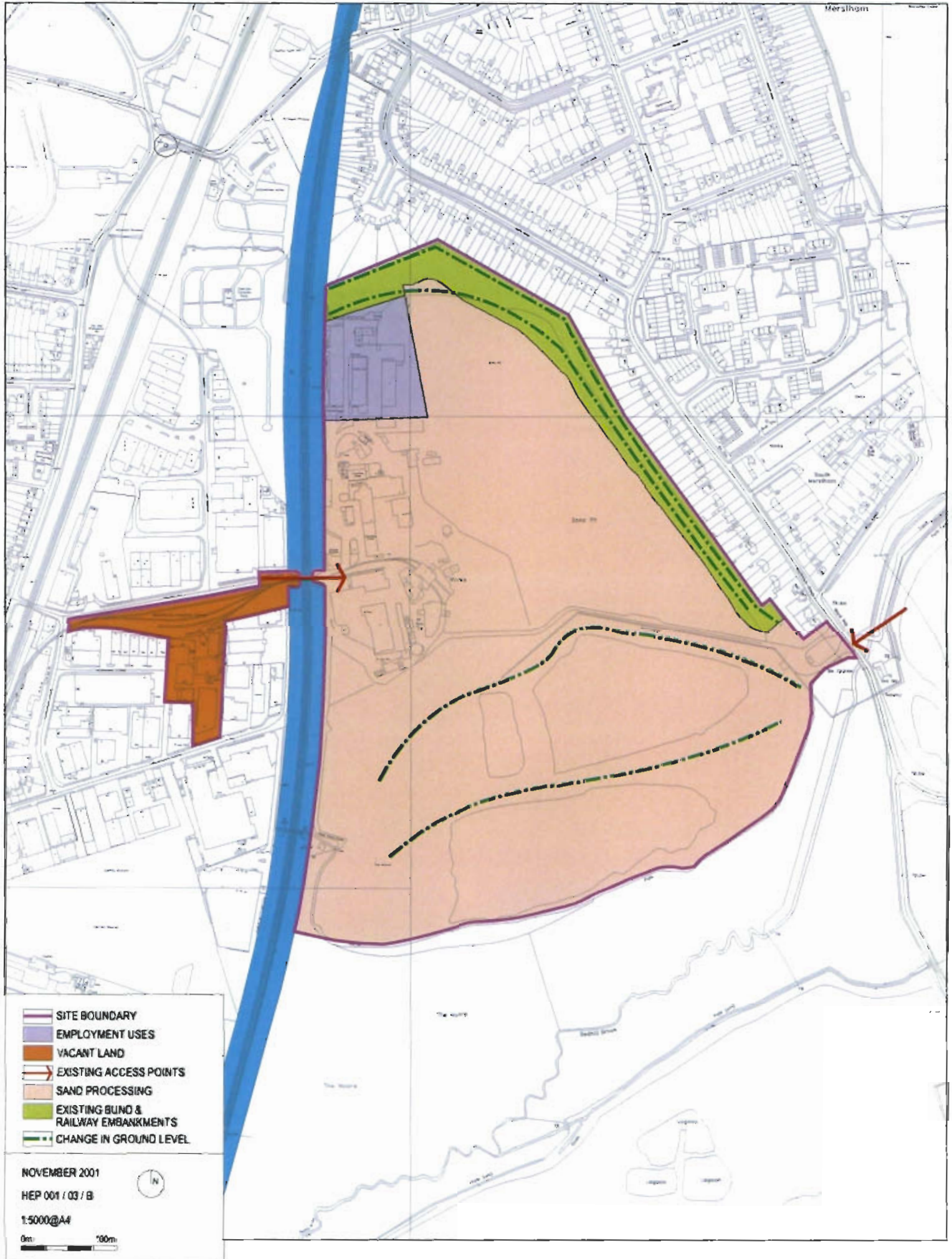
The larger site

- 4.2 The larger site is located immediately to the east of the quarry railway line. The majority comprises an area of land used for sand processing and related activities. Sand is transported to the site by conveyor from Mercers East Quarry (Merstham) and by lorry from North Park Quarry (Godstone) and then it is washed, graded and stored prior to being transported by lorry to its final destination. Plant, machinery and buildings are located close to the Trowers Way bridge while sand is stored generally in the northern and eastern parts of the site. Large lagoons, used for water recirculation and disposal of 'tailings' arising from the sand washing process are located in the southern part of the site. A small area located in the north-western corner of the site is occupied by various industrial premises. The site as a whole is bounded by: the railway embankment to the west; the back gardens of houses on Orpin and Nutfield Roads to the north and north-east; a short length of Nutfield Road itself at the eastern-most corner of the site; and an area of nature conservation interest known as The Moors to the south.

The smaller site

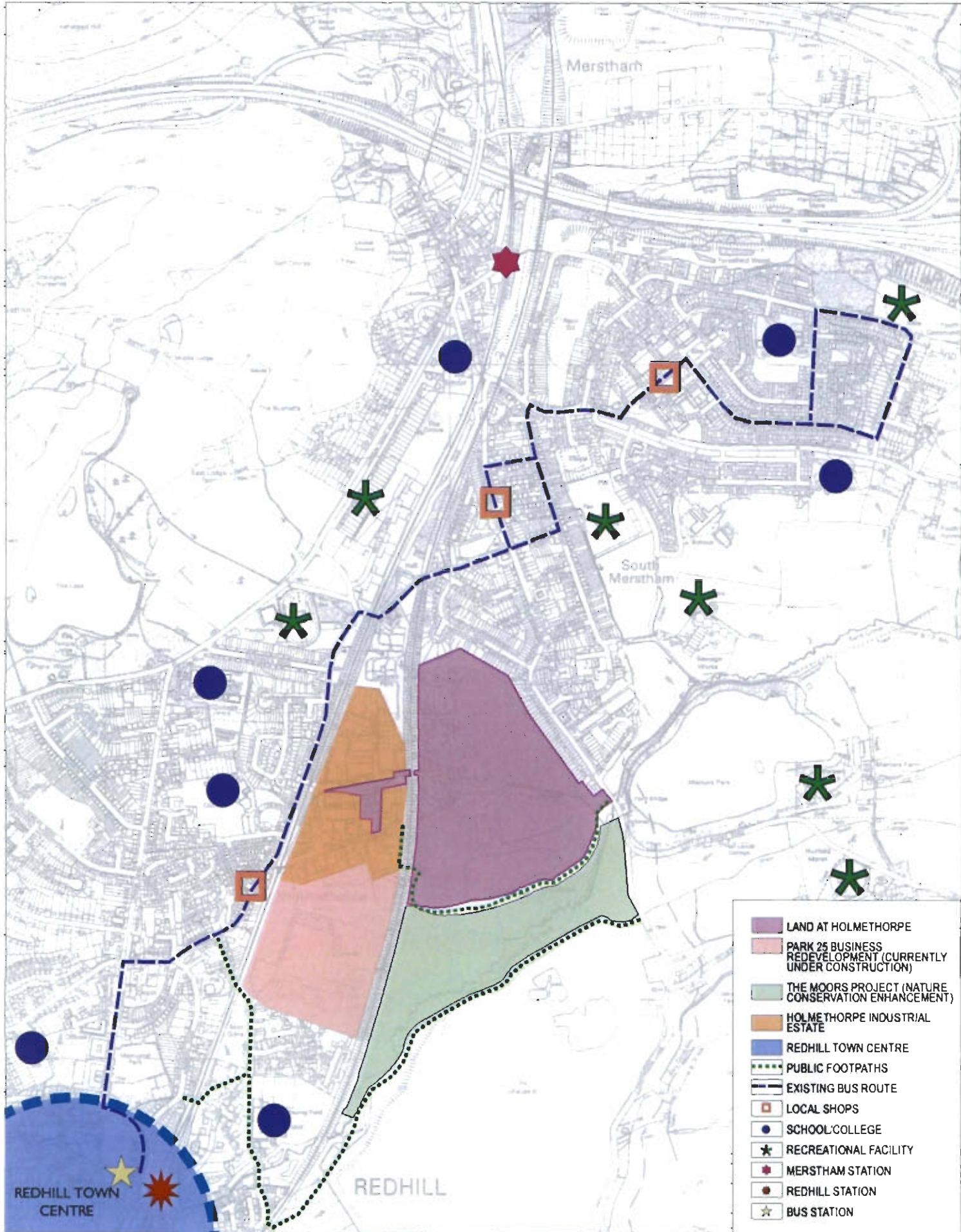
- 4.3 The smaller site located within the Holmethorpe Industrial estate. It is irregular in shape and is bounded by industrial units, Holmethorpe Avenue and Trowers Way. The site is linked to the larger site by an unadopted private road which forms a continuation of Trowers Way under the fast line. Approximately 1.3 hectares in extent, the land is currently vacant but it has recently been occupied by a private rail siding and a number of industrial units.

FIGURE 3 : SITE ANALYSIS



LAND AT HOLMETHORPE DEVELOPMENT BRIEF

FIGURE 4 : AREA CONTEXT



- LAND AT HOLMETHORPE
- PARK 25 BUSINESS REDEVELOPMENT (CURRENTLY UNDER CONSTRUCTION)
- THE MOORS PROJECT (NATURE CONSERVATION ENHANCEMENT)
- HOLMETHORPE INDUSTRIAL ESTATE
- REDHILL TOWN CENTRE
- PUBLIC FOOTPATHS
- EXISTING BUS ROUTE
- LOCAL SHOPS
- SCHOOL/COLLEGE
- RECREATIONAL FACILITY
- MERSTHAM STATION
- REDHILL STATION
- BUS STATION

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LAND AT HOLMETHORPE
 DEVELOPMENT BRIEF

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Landscape

- 4.4 The larger site lies on the northern side of the valley of the Redhill Brook. The brook itself runs through The Moors to the south of the site. The highest part of the site is the northern edge. Along the northern and north-eastern edge of the main site is a substantial tree-covered bund which screens the site from the gardens of adjoining houses. Alongside the bund is an informal path with unofficial access from some of the gardens of the houses in Orpin and Nutfield roads. The site is at a lower level than these adjoining houses. Moving southwards, the next change in level is at the edge of the northern lagoon, where the land drops down to the water level in the lagoon. Beyond the lagoons the land once again descends in height down to The Moors at the bottom of the valley.
- 4.5 Along the western edge of the main site is the embankment carrying the quarry line. Like the bund, the embankment is densely covered in mature trees and shrubs.
- 4.6 The smaller site is embedded within the Holmethorpe Industrial estate and is generally flat, having been occupied previously by a private railway siding and industrial buildings. Today it is a vacant cleared site.

Existing access points

- 4.7 There are two vehicular access points to the larger site: Trowers Way to the west; and Nutfield Road to the east.
- 4.8 The smaller site has access from Trowers Way in the north and Holmethorpe Avenue in the south.

The highway network

- 4.9 The Reigate & Banstead Borough Local Plan classifies the highway network into three categories: primary roads; distributor roads; and access roads (Adopted Plan 1994, paragraph 11.2). The nearest distributor road to the site is Frenches Road to the west reached via Trowers Way and Holmethorpe Avenue. Frenches Road forms the main link from the Holmethorpe Industrial estate to the Principal Road Network (A23). The A23 itself suffers from significant peak period congestion at junctions. In the vicinity of the industrial estate, Frenches Road is largely residential on its west side and is bounded by

the slow line to the east. The link through to the industrial estate is at its junction with Holmethorpe Avenue via a narrow and low railway bridge. Headroom is restricted by warning sign to 3.6m but nevertheless there is evidence of damage due to frequent bridge strikes. There is insufficient room for two-way traffic and there is no pedestrian footway.

- 4.10 The unacceptable practice of off-loading goods from over-height vehicles, parked near the junction in Frenches Road (using fork-lift trucks), is causing major problems for residents and compromises road safety.
- 4.11 In the 1980s Hepworth Properties allowed their private access road (across the larger development site), from Nutfield Road, to be used to gain access to the estate from the east. The development site links to Holmethorpe through a high but narrow rail bridge under the quarry line to Trowers Way. In addition to these over-height vehicles there is a considerable number of large goods vehicles, associated with the sand processing plant, which use this access. Nutfield Road, Nutfield Marsh Road and Cormongers Lane are unsuitable for these large vehicles. The through traffic also has an adverse environmental impact on the A25 through the villages of Nutfield and Bletchingly. Indeed, in the late 1970s a width restriction was installed in Nutfield Road to prevent access to Merstham by these vehicles.
- 4.12 A permanent solution to the problems relies upon the construction of the Holmethorpe Relief Road, the route of which is shown on Figure 5. This would involve the widening of Ormside Way and constructing a new rail under-bridge to link Ormside Way with Frenches Road to the north of Fairhaven Road. Frenches Road itself would become a cul-de-sac, with a bus gate near Fairhaven Road, permitting buses, cycles and emergency vehicles only to pass through. This will enable a considerable reduction of through traffic to be achieved and the removal of HGVs from the residential part of Frenches Road. A scheme, also involving improvements at the Battlebridge Lane junction, improved access and car parking at the Battlebridge Boys Club and better control of Holmethorpe Avenue bridge, has been approved and has received planning permission. To date, however, the funding has not been forthcoming to progress the scheme.
- 4.13 The Park 25 development to the south of the Holmethorpe Industrial estate is currently accessed from the south from Wiggie Lane (also off Frenches Road) leading to Redhill

town centre. On completion of the new Relief Road the Park 25 development will be required to make a connection in Holmethorpe Avenue.

- 4.14 The smaller development site lies at the southern-most point of the Holmethorpe Relief Road at its junction with Trowers Way.

Public transport

- 4.15 Redhill rail and bus stations are located approximately 1.5km to the south-west of the two sites, offering frequent services to a wide range of local and regional destinations.
- 4.16 The nearest bus route runs from Redhill bus and rail stations to South Merstham via the A23 London Road, Frenches Road and Battlebridge Lane. This service operates Mondays to Saturdays at 15 minute intervals 06.45 to 19.30, then hourly until 23.45, with an hourly service all day and evening on Sundays. Nearest stops are in Frenches Road close to the industrial estate entrance and in Battlebridge Lane, outside Canada Hall, close to Nutfield Road.
- 4.17 Merstham rail station is situated 1.5km to the north of the two sites. Merstham has a less frequent train service than Redhill and goes to fewer destinations as a result of its lack of east-west services.

Footpaths and cycleways

- 4.18 At present, opportunities for access on to the larger site by foot or bicycle are very limited. There are no dedicated cycle routes immediately adjacent to the site.
- 4.19 Pedestrians gaining access to the estate have great difficulty at the Holmethorpe Avenue/Frenches Road junction. The bridge is not wide enough to accommodate a footway and hence pedestrians have to mix with vehicular traffic. There is a footbridge to Holmethorpe Avenue, across the railway line, to the south of the vehicular bridge. Other than a little used public footpath to The Moors, the east of the quarry line and to the south of the development site, there is no pedestrian route into the industrial estate. A public footpath runs along the southern boundary of the larger site. There is another public footpath some distance to the south and outside the site which runs from Cavendish Road near Redhill Station across The Moors to Cormongers Lane as shown on figure 4.

- 4.20 A shared pedestrian/cycle route has been created from Wiggie Lane (through the park 25 development) to Redhill station and town centre. At present, however, this does not link into the Holmethorpe Industrial estate. Waterlink Way, part of the National Cycle Route passes to the south of the development site across The Moors and links to Redhill town centre.
- 4.21 The smaller site abuts Trowers Way and Holmethorpe Avenue both of which allow pedestrian and cycle access, although this is somewhat restricted by the characteristics of the Holmethorpe Avenue bridge.

Existing infrastructure

- 4.22 Preliminary consultations with service providers (foul and surface water, electricity, gas and telecommunications) indicate that both sites can be adequately serviced from either Nutfield Road or Trowers Way/Holmethorpe Avenue as appropriate.

Local facilities

- 4.23 Local facilities – shops, schools and recreation facilities – are shown on figure 4. The larger site is within walking and cycling distance of schools, day-to-day shopping and recreation. Redhill town centre is a longer but still very manageable walk or cycle distance away (1.5km). Preliminary investigations by Surrey County Council, the education authority, indicate that existing schools are close to or at capacity.

Nature conservation

- 4.24 The wider area around the site has been extensively quarried over several decades. The restoration programme for these quarries has involved the enhancement of the nature conservation value of large areas through the Nutfield Ridge and Marsh Project. This is a joint scheme between Sibelco/Hepworth Properties, Biffa Waste, Surrey County Council, the Environment Agency, local authorities and the local community.
- 4.25 Closer to the site, The Moors area, immediately to the south of the main site (as shown on Figure 4) has recently been the subject of The Moors Project for nature conservation enhancement. The Moors is owned by Hepworth Properties Ltd and will be leased to the Surrey Wildlife Trust to manage in the interests of nature conservation following completion of the enhancement scheme early in 2002.

- 4.26 Within the site the lagoons are the focus of the proposed site of nature conservation importance and lie within the green belt. Their conservation and enhancement will complement the Nutfield Ridge and Marsh Project and The Moors Project.
- 4.27 In the case of the smaller site, given the nature and recent history of the previous uses, there are thought to be no known nature conservation interests.

Archaeology

- 4.28 All of the larger site, with the exception of the area covered by existing sand plant, has been quarried and then filled with excavation material from the M25 widening. The smaller site has been similarly developed in the recent past. On that basis it is unlikely that there will be any archaeological remains to be found. Nevertheless, extant and emerging Structure Plan policies will require an archaeological assessment to be undertaken prior to any development taking place on either of the sites.

Flood risk and hydrological conditions

- 4.29 The hydrological conditions affecting the site are likely to have been altered as a result of sand extraction over the years. Maps produced by the Environment Agency show that part of the site is at risk from a 1 in 100 year flood and further guidance should be sought from the Environment Agency prior to detailed development proposals being formulated. Remodelling of the site, for example, could be used to overcome any such potential flooding problems.
- 4.30 The Gatton Brook, a stream running through the site, has been culverted for some time and discharges into one of the lagoons where it is used as an essential water supply for sand processing. There is a pumped overflow to the adjoining Redhill Brook. Expert hydrological advice will need to be sought on the Gatton Brook and its relationship to new development.

Noise and air quality

- 4.31 Given the proximity of the site to the existing railway lines, a noise assessment will need to be carried out to ascertain noise levels (both day and night) across the site. If required, noise will need to be taken into account in the design and layout of the development.

4.32 Air quality will also need to be assessed.

Ground conditions

4.33 Given the past quarrying that has taken place on much of the site, a detailed assessment needs to be undertaken to determine the existing ground conditions and any remedial measures required as part of the development proposals.

5.0 PROPOSALS AND ASPIRATIONS

- 5.1 This section of the report describes the land use requirements of the proposed sites together with the Council's aspirations for related proposals within the same area.
- 5.2 The whole of the smaller site and the part of the larger site not in the Green Belt fall within the definition of previously developed land provided within PPG3. The sites also lie within or immediately adjacent to the Holmethorpe Industrial Estate and close to nearby residential communities. Redhill town centre and South Merstham district centre are close by. Other essential social and community facilities such as schools and recreation facilities are also within close proximity. Development of the two sites would thereby comply with the principles of sustainable development, maximising the development potential of previously developed land.
- 5.3 Development of the smaller site for a mixture of employment uses and environmental improvement works would also be consistent with maximising the development potential of land within the urban area. The proposed industrial uses would complement the existing facilities on site and would provide additional new jobs close to existing and proposed houses. Environmental improvements along Trowers Way would help to create a suitable entrance to the new residential development.
- 5.4 The site would also offer the potential for addressing the need for off-street car parking on the Holmethorpe Industrial estate to replace that which would be lost as a result of the implementation of the Holmethorpe Relief Road. A limited amount of replacement car parking would help to remove on-street parking in Ormside Way and to improve environmental conditions and delivery access there and if possible elsewhere within the estate.

Preferred land uses

- 5.5 The following land uses are considered appropriate:

The larger site

- housing
- structural landscaping (including the retention of the existing bund)
- nature conservation

- public open space and recreation

The smaller site

- employment, gateway landscaping, environmental enhancement, road link, limited estate employee car parking

The land use schedule

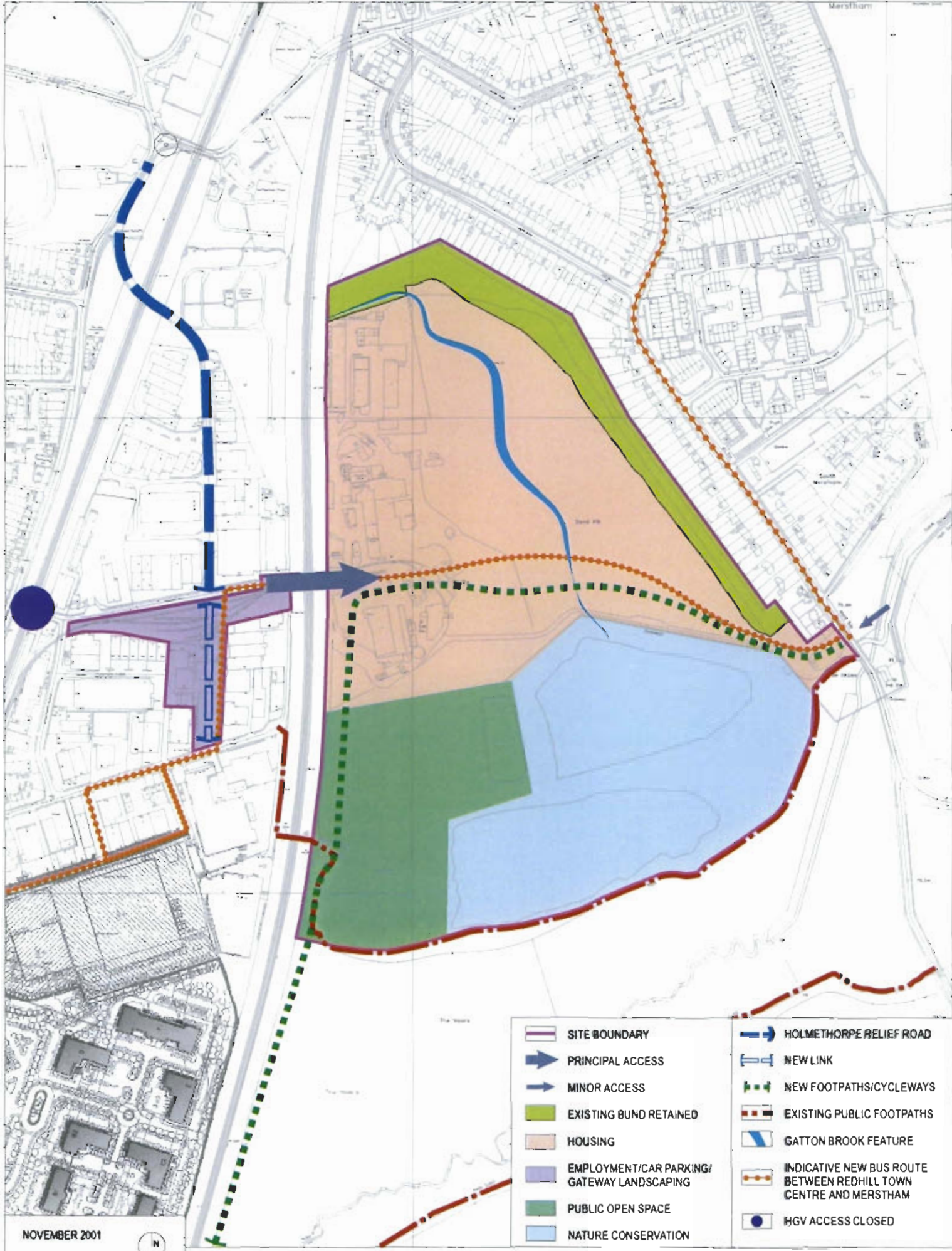
5.6 The broad distribution of these land uses is shown on figure 5. The composite provisional land use schedule for both sites is shown below.

Provisional land use schedule (all areas are approximate)	
Housing	12.9 ha
Existing landscape bund retained	2.2 ha
Employment/gateway/landscaping/environmental enhancement/limited employee car parking	1.3 ha
Public open space	4.6 ha
Nature conservation	8.4 ha
TOTAL	29.4 ha

Site capacity

- 5.7 The Deposit Structure Plan Policy LO7 requires that, in Reigate and Banstead, provision will be made for 6,550 new dwellings between 1996 and 2016. The Council, in accordance with national policy, seeks to minimise the take-up of greenfield land and therefore the development of the larger site at Holmethorpe for residential purposes will make a significant contribution to the total land requirements.
- 5.8 The re-use of the larger site for housing supports the national target set in PPG3 (paragraph 23) of securing, by 2008, 60% of additional housing being provided on previously-developed land. Although the site has not been identified in a housing capacity study, its proposed use for housing is supported by policies contained within the emerging Structure Plan Review.

FIGURE 5 : DEVELOPMENT CONCEPT PROPOSALS AND ASPIRATIONS



- | | |
|--|---|
| SITE BOUNDARY | HOLMETHORPE RELIEF ROAD |
| PRINCIPAL ACCESS | NEW LINK |
| MINOR ACCESS | NEW FOOTPATHS/CYCLEWAYS |
| EXISTING BUND RETAINED | EXISTING PUBLIC FOOTPATHS |
| HOUSING | GATTIN BROOK FEATURE |
| EMPLOYMENT/CAR PARKING/
GATEWAY LANDSCAPING | INDICATIVE NEW BUS ROUTE
BETWEEN REDHILL TOWN
CENTRE AND MERSTHAM |
| PUBLIC OPEN SPACE | HGV ACCESS CLOSED |
| NATURE CONSERVATION | |

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- 5.9 Taking the 12.9 hectares identified for housing in the land use schedule above and applying the minimum density figure of 30 dwellings per hectare (as cited in PPG3) would result in a minimum number of about 400 dwellings. Any increase beyond this minimum figure would be dependent upon the Council being satisfied on a number of matters including traffic impact, environmental impact on existing residents, design and affordable housing provision.

The mix of dwellings

- 5.10 Development of a large site such as this will create the opportunity to provide a mix of dwellings in accordance with the development plan. This requires not only family accommodation but also residential development which will contribute to meeting Surrey's accommodation needs for newly formed households, single people, the elderly (including sheltered accommodation), people with disabilities and people requiring rented accommodation.

- 5.11 The nature and scale of the proposed residential development is sufficient to provide a range of types and sizes of dwellings ranging from small flats to substantial family houses.

Affordable housing

- 5.12 Redevelopment of the land at Holmethorpe will provide the opportunity for affordable housing. The affordable housing should be integrated throughout the site, phased in accordance with the open market housing and be of comparable density to the open market housing. Social housing for rent should be provided generally in groups of less than 15 dwellings.

- 5.13 Deposit Draft Structure Plan Policy DN11 sets a target of at least 40% of new housing provision being affordable, although the explanatory memorandum states that this target is aspirational and the actual percentage would depend on a number of other considerations.

- 5.14 The Local Plan supporting text (paragraph 5.6 amplification 2) states that the Council intends to negotiate for at least 25% affordable housing on larger sites such as this. On this particular site, the Borough Council will seek 30% of the dwellings to be affordable and to comprise a range of size and tenure types. One third of the 30% should be social

housing for rent while the remaining two thirds should be shared ownership for sale and low cost housing for rent or sale aimed at key workers and other local people with a need for housing who are unable to purchase or rent a property on the open market.

5.15 The actual percentage to be achieved within this scheme will be the subject of detailed negotiations between the Council and the landowners. In accordance with Circular 6/98 (paragraph 10) the following criteria should be taken into account:

- Site size, suitability and economics of provision
- The proximity of local services and access to public transport
- Whether there will be particular costs associated with development of the site
- Whether the provision of affordable housing would prejudice the realisation of other planning objectives that need to be given priority in development of the site.

5.16 In negotiating the affordable housing package within the site the Council will seek to apply the provisions of its affordable housing policy as amplified in the supplementary planning guidance on affordable housing. An indicative mix of unit sizes and types has been prepared for the site and is available to developers on request.

Linkages to the surrounding area

5.17 The new residential area created on the land at Holmethorpe should be integrated within the existing urban fabric of Redhill and Merstham with a network of pedestrian and cycle routes linking with local facilities such as shops, schools, Redhill and Merstham stations and Redhill town centre. In this context, to facilitate easy pedestrian and cycle access to Merstham, and the consequent integration with the local community, an access should be considered from the north east part of the site into Nutfield Road. A variety of routes should also be made available via Trowers Way, Nutfield Road and to the south along the edge of The Moors area. Existing local residents and workers should be able to take advantage of new pedestrian and cycle routes across the site linking Trowers Way with Nutfield Road and The Moors.

5.18 A new bus service should be provided through the residential development from Trowers Way to Nutfield Road, complementing and enhancing the existing bus network. This should be funded by the developer for at least five years. The road layout within the site should be designed to maximise permeability by all modes, including by car. No through traffic should be permitted, apart from buses, public service vehicles and emergency

services. Imaginative and creative use of traffic management tools, such as bus gates, should be encouraged to ensure that the bus route will not be available for private vehicles to use as a through route.

- 5.19 The proposed development should also respond positively to the principles of the new Surrey Design Guide.

Local facilities

- 5.20 Provisions of the development plan require contributions to be made to improve local facilities (including education, health and community facilities) if and when necessary. The County Council is currently preparing Supplementary Planning Guidance on "Infrastructure and Amenity Requirements" to support new development. In this context the adequacy of existing facilities to serve the new development needs to be assessed in consultation with the statutory service providers. It has already been established that primary and secondary education will require a contribution of some £566,000 to support a development of 400 dwellings.

Managing the traffic impact of the development

- 5.21 The Holmethorpe Relief Road will be constructed prior to development of the larger site. This will allow significant benefits in terms of area-wide traffic management. Nevertheless, a full assessment of the likely impact of the development, in transport terms, relative to the already consented industrial use, will need to be undertaken and covered in a Transport Assessment Report. This will be agreed with the County Council, as highway authority, at the time of the planning application.
- 5.22 At present, there are two vehicular access points to the land at Holmethorpe, both of which are sub-standard:
- a) from Frenches Road via the Holmethorpe Avenue railway bridge under the slow line, along Trowers Way and under the high but narrow rail bridge under the quarry line; and
 - b) from Nutfield Road and thereby entering a private access road.

- 5.23 The Trowers Way railway bridge is capable of accommodating the traffic generated by a residential development but will require a new footway to be constructed. This will result in the road being only a single lane in width and therefore some form of control will be required. The Nutfield Road access will be gated to permit buses, cyclists and emergency vehicles only, though it may also be possible to allow residents of the new development to be permitted access e.g. using a swipe card system. The existing width restriction on Nutfield Road will need to be modified to allow buses to pass.
- 5.24 The removal of HGVs, both over-height and related to the sand processing activities, will allow Nutfield Marsh Road and Cormongers Lane to the south east of the site to return to their character and appearance of rural roads. It will also remove significant numbers of HGVs from the A25 and through the villages of Nutfield, Bletchingley and Godstone.
- 5.25 Along with the construction of the Holmethorpe Relief Road, opportunities will exist to address the future role of the Holmethorpe Avenue bridge. The residential development could generate considerably less traffic than the consented industrial development and this will be quantified in the Transport Assessment at the planning application stage. Nevertheless this bridge access could be heavily used by the new residents travelling to and from Redhill town centre if it was kept open for all vehicles. An alternative could be to use the bridge access only for pedestrians, cyclists, emergency service vehicles and possibly by company mini buses. A range of opinion emerged from the public consultation stage on this subject. It will be for the County Council to consider, in due course, the role of this access.

Car parking provision

- 5.26 Parking provision within the development sites at Holmethorpe should be set at a level which complies with national and local planning policy. Furthermore the impact of car parking upon the public realm should be minimised. This balance will be achieved by careful design and location of car parking that ensures the spaces provided can be flexibly and efficiently used. Given the relative proximity of Holmethorpe to Redhill town centre, the proposals for improved non-car transport links and the involvement of a Registered Social Landlord in any scheme, it is possible that the larger site could accommodate some car free housing.

Proposals to enhance the local environment

5.27 Redevelopment of the Land at Holmethorpe for residential use will enhance the environment in a number of direct and indirect ways. In terms of its direct impact redevelopment of the site for residential use would:

- a) Replace the sand-processing activities with other forms of development.
- b) Result in the removal of heavy goods traffic from Frenches Road and a significant reduction in the number of heavy goods vehicles passing through the villages of Nutfield, Bletchingley and Godstone (as a result of the cessation of sand processing on the site and the need to transport raw sand to the site from other locations).
- c) Secure a reduction in the number of HGVs on Nutfield Road in view of the fact that that they will no longer need to go through the sand processing site to gain access to Holmethorpe Industrial Estate via the 'grace and favour' use of the internal access roads.
- d) Secure the implementation of the Holmethorpe Relief Road and thereby a reduction in environmental impact of vehicles in the area generally.

5.28 In addition there will also be a number of other benefits which derive from the development generally including:

- a) An enhancement of the physical attractiveness of the local environment through high quality design of buildings and landscape features, including the part of the site within the Holmethorpe Industrial Estate.
- b) Retention and management of the existing bund and tree belt around the edge of the site and the informal walkway.
- c) Remodelling of the lagoons consistent with safety and nature conservation.

5.29 In terms of the smaller site between Trowers Way and Holmethorpe Avenue its development would:

- a) provide additional employment opportunities

- b) improve the gateway to both the residential site and to the remainder of the Holmethorpe Industrial Estate
- c) provide the opportunity for additional environmental enhancements.

Providing a high quality residential environment

- 5.30 Redevelopment of the Land at Holmethorpe should be designed to provide a high quality environment for its residents. The design should accord with the principles of PPG1 and PPG3 (both of which promote well laid-out housing development that is designed to promote walking, cycling and create attractive living environments), as well as complying with the provisions of the Deposit Draft Structure Plan Policy SE3 (which seeks a high standard of design in new development which contributes towards the improvement of urban areas), the new Design Guide for Surrey, and Adopted Local Plan *Policy Ho9 Design and Layout*.

Density

- 5.31 In order to make efficient use of the land available for new housing development in Surrey, development of the land at Holmethorpe will be carefully designed to achieve a net density of at least 30 dwellings per hectare, in compliance with PPG3 (paragraph 58) and Deposit Structure Plan Policy DN12.

Outdoor recreation

- 5.32 The development should provide space for outdoor recreation within the site in accordance with Local Plan *Policy Re6 Open Space in New Housing Developments* (which has been revised as part of the First Alterations) and the Reigate and Banstead Borough Supplementary Planning Guidance (SPG) on Outdoor Playing Space Provision (1996).
- 5.33 Policy Re6 sets the National Playing Fields Association (NPFA) 'six acre standard' as the minimum level of provision. Where an outline planning application is submitted and size of the development is not known the outdoor playing space requirement will be reserved through a legal agreement (paragraph 2.10).

5.34 The Council's SPG on open space and recreation outlines the design principles envisaged for outdoor playing spaces in paragraphs 2.11-2.14. This states that open space and recreation areas should be:

- integrated into the overall design and layout of the development
- accessible without crossing hazards such as main roads, railways and waterways
- overlooked by houses and/or well-used pedestrian routes, but far enough away from houses so as not to cause disturbance to residents
- sited in open, welcoming locations, not backland
- offer a wide range of playing opportunities.

6.0 DESIGN PRINCIPLES

6.1 This section of the draft development brief outlines the design principles to which development of the Land at Holmethorpe will be expected to conform. They have been formulated in the context of planning policy guidance including the new Surrey Design Guide. Figure 6 sets shows an aerial perspective of a possible scheme based on the design principles set out in this section.

Providing a balance between modes of transport

~~6.2~~ A fundamental objective of the proposed development is to achieve an environmentally sustainable community. With regard to access, this means striving for a good balance between various modes of transport. The private car can play an important role in the quality of people's lives but in urban areas there should always be a credible alternative thereby making it easy for people not to have to use their car. The site should therefore be linked to the urban fabric by a network of footpaths, cycleways and roads, and should create a bus route to Redhill and Merstham stations and to Redhill town centre.

Creating a hierarchy of routes

6.3 Within the site, a well connected movement network, possibly based on an informal grid, should be provided to allow good access by all transport modes in accordance with the Technical Appendix to the Draft Surrey Design Guide. A conventional grid is unlikely to be achievable at Holmethorpe due to the shape and access constraints of the larger site. However, the network could comprise the following hierarchy of routes:

- *Avenues*, capable of accommodating buses and cars. These routes should be designed with the pedestrian and cyclist in mind, providing safety and a good degree of amenity through the construction of wide footpaths running parallel to the carriageway. The emphasis should be on creating people friendly streets that become places in themselves rather than channels for traffic.
- A '*Home zones*' approach could be provided to give access to residential properties where they do not connect directly to the avenues. Cul-de-sacs should be exceptional rather than the norm. Home zones should take the form of courts, squares or circuses and there should be an emphasis on pedestrians, who will have

priority over cars and cyclists. Surfaces may be shared between cars and people, and traffic should be forced to move slowly through the inclusion of strategic planting and street furniture, and through the presence of people and children playing.

FIGURE 6 : AERIAL PERSPECTIVE OF
POSSIBLE SCHEME



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Creating an attractive public realm

- 6.4 It will be expected that the public realm within the development will be of a high quality, and will assist in creating an identifiable place. Public open spaces will be designed to provide attractive public spaces for residents.
- 6.5 The relationship between buildings and the street is a critical part of the urban design of new development, ensuring that streets are naturally surveilled by surrounding dwellings and other buildings and form pleasant 'places' in their own right. Development will be designed to ensure that buildings front onto roads, avenues, and public spaces such as circuses and squares.
- 6.6 Opportunities for innovative design solutions through high quality development will be maximised and especially at key sites (for example at gateways into the development, around the Gatton Brook and lagoons, and at focal points within the streetscape). Specially designed landmarks could include taller buildings, innovatively designed corner buildings, or more unusual elevations or boundary treatments. Trees and public art could also be used as landmarks or focal points. The use of locally distinctive building materials and house designs will also encourage the creation of a 'sense of place' for the new development, avoiding the creation of an unremarkable housing development which bears little relationship to its surroundings. In this context the Borough Council will be publishing guidance which reflects the particular characteristics of different parts of the Borough.

Providing an open space network

- 6.7 Access to open space, and to the open countryside beyond, will enhance the quality and amenity of the new urban environment. All residents should be within easy access of open space. The open space provided should be an inherent part of the development and should maximise the opportunities for both formal and informal recreation. Ensuring adequate surveillance of open space should be an important design consideration to increase personal safety and reduce the opportunity for crime.

Utilising high quality landscape design

- 6.8 In addition to providing open space to the recommended standards, the quality of landscape design is expected to be high, in order to increase the attractiveness of the new development and with a view to creating a safe environment. This should include appropriate and well designed planting schemes, careful attention to drainage and water attenuation and the use of well chosen surface materials for footpaths and play areas.

Encouraging nature conservation

- 6.9 Nature conservation will be a central element in the design of the development. The existing bunds with trees will be retained and managed to conserve their nature conservation value, to provide an attractive backdrop to the development and to maintain privacy for the gardens of houses in Nutfield and Orpin roads. Similarly, the potential amenity and wildlife value of the Gatton Brook should be maximised and indeed all developments should produce a demonstrable gain for wildlife.
- 6.10 The area proposed to be designated as a 'site of nature conservation importance' should be maintained as a nature conservation area, complementing and integral with the Ridge and Marsh Project and The Moors Project nearby. The area of the lagoons will need to be remodelled following the cessation of sand-processing activities. This should be undertaken at an early stage of housing development, preferably ahead of any housing completions, not least to maximise public safety on a project which will involve a combination of deep water, quicksand and earth moving machinery. The remodelling should be designed to facilitate the conservation and safety aspects of the lagoons and to help to meet the biodiversity targets set out in the Surrey Biodiversity Action plan and in the Urban Biodiversity Action Plan.

Resource conservation

- 6.11 A key objective for new development is to aim to meet emerging objectives of environmental sustainability at all stages of design, both for individual buildings and for the layout of development over a wider area. The proposed development should respond positively to the following:
- The use of materials, particularly timber, from sustainable sources (although it is acknowledged that many materials will not be derived from renewable resources).

- The use of locally derived or manufactured materials and goods, in order to minimise transportation costs.
 - The use of reclaimed and recycled materials.
 - The application of measures to minimise waste in the design and procurement stages of development.
 - The introduction of reed bed technology, related to surface water attenuation proposals.
- 6.12 When submitting schemes for permission, consideration should be given to the incorporation of the following features into new buildings to promote energy efficiency:
- an account of how designs respond to standards set by BREEAM and NHER ratings scales;
 - the use of 'K-type' glass in larger windows to retain heat;
 - heating systems which are high efficiency, for example using heat recovery systems, condensing boilers and thermostatic radiator valves, or where active and passive solar heating has been deployed to reduce energy consumption; and
 - combined heat and power schemes.
- 6.13 Many water conservation measures are low cost, and can contribute to greater public awareness of the need for water conservation. Consideration should be given to the inclusion of 'plumbed in' water butts, 1 litre flush WCs to reduce water consumption, grey water (or rainwater flush) WCs, fittings such as spray taps to reduce water consumption, and the design of landscaped areas to encourage infiltration of surface water from the development.
- 6.14 Refuse collection in the Borough is via wheeled bins with a capacity of 140 litres (240 for large households) and recycling boxes of 40 litres. A 'Bring' system of recycling also operates, with the occasional provision of skips for larger items of rubbish. To facilitate this, developers should provide compounds 25 sq. metres in area in accessible locations serving groups of 50 -100 dwellings.
- 6.15 As a key part of the detailed design of development schemes, the orientation and linking of buildings should be considered to maximise solar gain (i.e. within 30° of due south). However, it is essential that the urban design and place-making qualities are not compromised by energy-saving layouts.

- 6.16 In light of the above principles, early consultation should take place with the Environment Agency.

7.0 FUTURE STEPS

Development opportunities and phasing

- 7.1 The smaller site to the west of the quarry line is available for development now.
- 7.2 An opportunity exists for the sand processing site to be brought forward for development between 2005 - 2008. The proposed new housing would be phased over a number of years from that date.
- 7.3 A critical component of the proposed redevelopment of the larger site, however, is the Holmethorpe Relief Road. This road and associated traffic management proposals would need to be in place prior to the commencement of the new housing.
- 7.4 Other components of the development should be progressed in line with the new housing development. This includes the affordable housing, structural landscaping, public open space and recreation, nature conservation enhancements. Roads, footpath and cycleways, both within the site and linking to surrounding areas should also be phased in accordance with the new housing.

Consultation on the draft development brief

- 7.5 A draft development brief was subject to a programme of public consultation during August and September 2001. At the end of that process the Council analysed the responses and made certain changes to the brief. A separate Statement of Consultations is available to accompany this Development Brief.

The planning application

- 7.6 Now that this development brief has been adopted by the Council as Supplementary Planning Guidance, a planning application for development of the sites is likely to be submitted. This planning application will be considered by the Borough Council in the light of the adopted development brief, the development plan and other material considerations.

- 7.7 Local people will be notified that the application has been submitted and asked for their views on the proposed development. These views will be reported to the Borough Council's committee and taken into account.
- 7.8 The scale and nature of the development envisaged for the Land at Holmethorpe means that an Environmental Statement will be submitted as part of the planning application. An Environmental Statement is a detailed analysis of all of the potential effects of the proposed development on the environment, including effects on human beings, wildlife, ecology, water, earth and air. An Environmental Statement enables the public and the Borough Council to assess properly the full impact of the development and to require any necessary preventative or mitigating measures as part of the development.
- 7.9 If planning permission is granted, it will be subject to conditions and to a separate legal agreement (often known as a Section 106 agreement). The planning conditions and the Section 106 agreement will ensure that the development proceeds in accordance with the approved plans and delivers appropriate community benefits and services. It is currently anticipated that the Section 106 agreement will cover the following matters:
- affordable housing
 - off-site highway works
 - the Holmethorpe Relief Road
 - transportation initiatives
 - travel plan
 - phasing of the development in relation to off-site highway works
 - open space provision and its long term management
 - nature conservation enhancement and its long term management
 - contributions to local facilities (e.g. education)