



REPORT OF:	HEAD OF PLACES & PLANNING
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TO:	EXECUTIVE
DATE:	13 th July 2017
EXECUTIVE MEMBER:	Cllr Eddy Humphreys

KEY DECISION REQUIRED:	YES
WARD (S) AFFECTED:	HORLEY CENTRAL

SUBJECT:	HORLEY HIGH STREET PUBLIC REALM IMPROVEMENTS
RECOMMENDATION: <ul style="list-style-type: none">(i) That Executive agrees the scope of the third phase of public realm improvements in Horley town centre (option 1) as set out in this report.(ii) That authority is given to the Head of Places and Planning to appoint Surrey County Council to design, procure and manage the improvements within the agreed budget.(iii) That the Head of Places and Planning, in consultation with the Executive Member for Business & Economy, be delegated to make any changes to the scope of the improvements and to the procurement, design and management of the works as necessary without exceeding the agreed budget.	
REASONS FOR RECOMMENDATIONS: <p>This project will enhance the pedestrian precinct, which forms part of the High Street, to create a high quality, flexible and attractive streetscape at the heart of Horley town centre. The enhanced public realm will improve public perception and business confidence, helping to attract visitors and investment and contributing to the Council's aims to regenerate Horley town centre.</p> <p>The project will be funded from £530,000 that has been allocated in the Council's approved capital programme (Executive January 26th 2017) and £100,000 from Surrey County Council Section 106 contributions. There are no additional financial implications as a result of this report.</p>	
EXECUTIVE SUMMARY: <p>This report proposes the delivery of major public realm improvements to the pedestrian precinct, in High Street, Horley.</p>	

The improvements to the pedestrian precinct will create a high quality, attractive and flexible space, at the heart of the town centre. The scheme will include resurfacing, changes to lighting, the installation of new street furniture, improved loading and unloading arrangements and enhanced parking for the disabled.

The improvements will enable the pedestrian precinct to be used for a variety of activities such as events and outside eating and drinking, to provide vibrancy in the town centre. The enhanced streetscape will also improve public perception and business confidence, helping to attract visitors and investment to the town centre.

The project meets the objectives and priorities of the Council's five year plan, the adopted Core Strategy (2014), the Local Plan (2005) and the Horley Town Centre Regeneration SPD (2006).

The project will be funded from £530,000 that has been allocated in the Council's approved capital programme for phase three Horley public realm improvements and £100,000 of Section 106 contributions from Surrey County Council.

Executive has authority to approve the above recommendations

STATUTORY POWERS

1. The Council has no statutory obligation to undertake the work but has the ability under the Localism Act 2011, general power of competence, to undertake the activities which are the subject of this report. There are no statutory prohibitions restricting that power.

BACKGROUND

Horley Town Centre

2. Horley is a relatively small town centre, situated in the south of the Borough that caters primarily for the convenience and service needs of a local catchment.
3. In recent years, like many other towns, Horley has been trying to adapt to increasing challenges such as shifts in consumer behaviour, the growth of online shopping and changing retailer requirements.
4. These challenges have had a major impact on the town and recently it has been underperforming. A Town Centre Audit undertaken for the Horley Town Management Group (HTMG) in 2014 found that footfall and spend had fallen, business confidence and visitor perception was low and the town's retail offer had weakened. As a response stakeholders are working hard to help revitalise the town centre.
5. The Council has designated Horley town centre as a priority area for regeneration, in both the adopted Local Plan and Core Strategy. The Council aims to improve the vitality, vibrancy and competitiveness of the town centre, so that it can meet the needs of its current population and the increased demand that will be generated from new housing, as part of the Horley Master Plan. Working with our partners, the Council is helping to bring about this change in a number of ways.

6. There is major investment in community facilities. Surrey County Council has delivered the Horley Young People's Centre and plans are progressing to provide a new library and improvements to Regent's House.
7. Key sites, such as Russell's Square and Sovereign Place, are being redeveloped for flagship mixed use schemes, creating new homes and modern commercial space.
8. There has been major investment in public transport. Horley station has been refurbished, a new transport interchange built and there have been improvements to bus services in the town.
9. There has also been two successive phases of public realm improvements. Phase 1 included the installation of a raised table and zebra crossing on Consort Way/Victoria Road. Phase 2 included footway and carriageway improvements from Horley Station to Consort Way East; new controlled pedestrian crossings on Consort Way and Victoria Road; the creation of a new public open space outside the Jack Fairman pub; and the reversal of the one way system around the central car park.
10. Despite these improvements the quality of some areas remains poor. The Town Centre Audit for example found that 47% of town users rated the physical appearance of the town as poor (42%) and very poor (5%). One key area which is in need of improvement is the pedestrian precinct, which forms part of the High Street.

KEY INFORMATION

The Pedestrian Precinct, High Street, Current Public Realm

11. The pedestrian precinct occupies a prominent and important location in Horley town centre, situated on the High Street, between Victoria Road and Albert Road.
12. The precinct forms part of the adopted highway and was created to provide a safe and pleasant environment for shoppers. Currently the precinct is home to a number of small independent businesses and high street names and includes retailers, estate agents, banks and cafes.
13. While the precinct occupies a key position within the town centre, the quality of the street scene is poor and lacks design coherence. Footways are patched and uneven; the current layout is inflexible making it difficult to hold a range of activities that will help to bring vitality and vibrancy to the town centre; parking for the disabled is poorly located; and there is indiscriminate loading and unloading during the day.

Project Aims & Scope

14. This project seeks to undertake comprehensive improvements to enhance the quality of the public realm in the pedestrian precinct, which is a key focal point within the town centre.
15. The key aims of the improvements are to:
 - create an attractive, safe and accessible space for town centre users;

- create a flexible space that can be used for a range of activities, including areas for events, eating and drinking and places to meet and relax;
 - enhance parking for the disabled; and
 - regularise loading and unloading arrangements.
16. It is anticipated that improving the physical environment of the precinct will increase vibrancy in the town centre; act as a catalyst for investment thereby improving the economic potential of the town centre; encourage people to dwell longer and to spend more, and improve public satisfaction.
17. The project scope will encompass resurfacing the pedestrian precinct including private forecourts, changes to lighting, the installation of new street furniture and the provision of flexible space for town centre activities. The project will also seek to improve loading and unloading arrangements and enhance disabled parking ensuring that they are DDA compliant.
18. The public realm will be designed and implemented in a way that ensures longevity and provides the best long term value for our financial commitment.

Project Delivery

19. Surrey County Council (SCC) as Highways Authority will lead the delivery and management of the project from design to construction. SCC will be the contracting party and will use their appointed term contractor – Kier – which will result in more streamlined and efficient delivery.
20. Reigate & Banstead BC, as overall client, will have representation within the project governance structure and will be fully consulted on the design and implementation of the scheme. The Council will approve all payments retaining cost management responsibilities as budget holder for the project.
21. An agreement will be put in place between Surrey County Council and Reigate & Banstead BC outlining the expectations and obligations of both parties.
22. The anticipated timescale for the delivery of the improvements are for the detailed design to be completed by Autumn 2017; for construction to begin on site in Spring 2018; and for the works to be completed by Summer 2018.

OPTIONS

23. **Option 1 (recommended):** Authorise officers to progress the project as outlined in this report using monies already allocated for phase three Horley public realm improvements in the capital programme. This option will create a high quality, attractive and safe focal point in the town centre that can be used for a range of activities to improve the vitality and vibrancy of the town centre and contribute towards stakeholder's aspirations to regenerate the Horley town centre.
24. **Option 2 (not recommended):** Design and deliver a scaled back scheme with a smaller scope of works or to a lower quality. A reduction in either the scale or quality of the project will not deliver the outcomes that the recommended option does.

25. **Option 3 (not recommended):** Defer the delivery of a public realm improvements in Horley. This would negatively impact regeneration progress in Horley and could impact on Council reputation with a loss of stakeholder confidence. The public realm is likely to deteriorate further, particularly in light of Surrey County Council's limited resources for highway improvements.

LEGAL IMPLICATIONS

26. Relevant procurement regulations, including European Union, national legislation and the Council's financial rules, will be complied with.
27. Surrey County Council will project manage the delivery of this work and ensure compliance with procurements rules/ law. Therefore negating the requirement for Reigate & Banstead BC to undertake further procurement.

FINANCIAL IMPLICATIONS

28. There are no additional financial implications as a result of this report. This project forms part of the approved capital programme (Executive January 26th 2017). The funding will come from a combination of capital receipts and the remaining New Growth Points fund.
29. External funding was awarded to Reigate & Banstead BC in 2008 through the DCLG's NGP2 programme. In July 2008 Executive approved the allocation of £1m of this for Horley town centre public realm improvements including pedestrianisation and traffic management.
30. The Council phased works in Horley town centre in partnership with Surrey County Council, delivering phase 1 and 2 by 2011, as outlined earlier.
31. Since 2010 an allocation of £530,000 has been carried forward in the capital programme to subsequent years for further public realm improvements in the town centre. SCC will provide £100,000 of additional capital funding towards the project secured through Section 106 contributions as part of the Horley Master Plan.
32. Consideration will be given to revenue costs of the scheme, opting for cost effective, durable materials.

EQUALITIES IMPLICATIONS

33. Reigate & Banstead has a significant population of residents with visual and mobility impairments and unpaid carers. POPPI (Projecting Older People Population Information) estimated that the population of people with moderate or serious visual impairment in the Borough was 2,056 in 2010, of those 2000 were over 65. The report also estimated the number of over 65's unable to manage at least one mobility activity on their own as 5,022 in 2015. This number is projected to increase significantly as the number of over 65's increases.
34. The proposed public realm work will improve the physical accessibility of the town centre for those with disabilities and carers. The scheme should have a positive impact, increasing accessibility particularly for those with physical and sensory

disabilities. The public realm will be inclusively designed incorporating equalities considerations in to the final design.

35. The scheme proposes relocating and improving existing disabled car park spaces to comply with DDA requirements – wider spaces at a more suitable location. It will also improve the existing uneven paving conditions with consideration to tonal contrast and provision of smooth surfaces, street clutter will be reduced, a dropped kerb and seating will be provided.

COMMUNICATION IMPLICATIONS

36. Communications to promote the key message of investment in Horley town centre to businesses and residents will be undertaken using existing channels such as the Council's web site and social media.
37. Proactive communication with the HTMG and businesses will be undertaken, with businesses receiving advanced notice of construction work and timelines to limit disruption.

RISK MANAGEMENT CONSIDERATIONS

The risks of proceeding with the recommended option

38. There could be a risk of lack of capacity in Reigate & Banstead BC and Surrey County Council to deliver the project. Detailed project planning will identify any need for further resourcing which will be agreed with Surrey County Council at the outset and realistic timescales set.
39. If the project costs overrun there is a risk that the Council will need to meet the shortfall. Realistic cost estimates, robust cost management and an appropriate budget tolerance in the project will help mitigate this risk.
40. Surrey County Council will be delivering the project, Reigate & Banstead BC officers will need to ensure that costs and quality of work are to an agreed standard. Reigate & Banstead BC has experience of delivering projects in this manner, notably the Redhill Balanced Network.
41. Potential for lack of support from some local businesses due to potential disruption to business operations. Early engagement will take place with communications maintained to overcome concerns.

The risks of not proceeding with the recommended option

42. Delayed delivery would have a negative impact on the confidence in the town centre, amongst local residents, local businesses and potential investors.

CONSULTATION

43. The principles driving this project are those set out in the Council's adopted Local Plan and Core Strategy, namely the regeneration of its town centres and the delivery

of growth in Horley. Those policies have been subject to consultation through the statutory plan making processes.

44. The project has been developed in consultation with key partners including HTMG which includes representation from local traders, Horley Town Council and the Borough and County Councils. The project reflects their objectives developed in consultation with their own stakeholders. Liaison has taken place with relevant Surrey County Council service areas and with their term contractor - Kier - with support for the project obtained. Consultation with key partners will be ongoing.
45. The delivery of the project will be subject to continued engagement with the local community as appropriate.

POLICY FRAMEWORK

46. Reigate & Banstead BC's corporate Five year plan sets the Council's strategy until 2020. Priorities in the plan include the following:
 - encourage existing businesses to thrive and grow within Reigate & Banstead and attract new businesses to the borough.
 - to ensure our towns and public spaces are clean and attractive to residents, businesses and visitors
47. Reigate & Banstead BC Core Strategy (2014), the project links to a number of policies within the Core Strategy:
 - Policy CS5: Valued people and economic development - The council will promote and support continued sustainable economic prosperity and regeneration in Reigate & Banstead
 - Policy CS6: Allocation of land for development – Identifies Horley town centre as a priority area for growth and regeneration.
 - Policy CS7: Town and Local Centres - The Council will seek to maintain a balance of uses and development that promote both the vitality and viability of each individual town centre.
48. Reigate & Banstead BC: Local Plan (2005)
 - Policy Hr 25 – Horley Town Centre will continue to be the focal point for employment, retail, leisure, cultural, community/educational and residential uses and encouragement will be given to proposals that make a positive contribution towards the town's vitality and viability.
49. Reigate & Banstead BC: Horley Town Centre SPD, the project links to a number of policy themes:
 - Promoting the town centre. The aims include: trade retained in the town centre, environmental improvement, adequate accessibility and pedestrian realm

- Exploiting the proximity to Gatwick. The aims include: provide for the demands from workers, stopovers, tourists, and businesses associated with Gatwick Airport; vibrant, 'character town' as an alternative to Gatwick's chain store retail offer; local character and distinctiveness.
- Creating a distinctive place. The aims include: a local centre and a destination; high quality design; appropriate signage and gateways; better street lighting; improving poor quality streets and squares, and provision of a focal point.

50. Horley Town Management Group: Horley Town Centre Vision (2015). The vision identifies public realm improvement as a key theme:

- Improving the landscape by making a number of small environmental improvements to enhance the look and feel of the public realm and to encourage community participation.

Background Papers

1. Executive Report 31st July 2008
<http://democracy.reigate-banstead.gov.uk/aksreigate/users/public/admin/kab12.pl?cmte=CAB&meet=86&arc=71>
2. Horley Town Improvement Study
<http://www.horleysurrey-tc.gov.uk/uploads/documents/Horley%20Town%20Centre%20Improvement%20Study-screen.pdf>
3. Reigate & Banstead BC Adopted Core Strategy (2014)
http://www.reigate-banstead.gov.uk/info/20088/planning_policy/24/core_strategy
4. The Horley Town Centre Vision
<http://www.horleysurrey-tc.gov.uk/uploads/documents/Horley%20Vision%20Final%20high%20res.pdf>
5. POPPI (Projecting Older People Population Information)
<http://www.poppi.org.uk/index.php?pageNo=342&areaID=8279&loc=8279>
6. Reigate & Banstead BC 5 year plan
http://www.reigate-banstead.gov.uk/info/20205/plans_and_policies/280/our_5_year_plan
7. Reigate & Banstead BC Local Plan (2005)
https://www.reigate-banstead.gov.uk/info/20271/borough_local_plan_and_proposals_map
8. Horley Town Centre Supplementary Planning Document
http://www.reigate-banstead.gov.uk/downloads/download/68/horley_town_centre_spd