

Agenda

Executive

Thursday, 28 January 2021 at 7.30 pm

Remote meeting via video link



This meeting will be held **remotely**. Committee Members will be provided with the details of how to connect to the meeting one day before the meeting.



Members of the public may observe the proceedings live on the Council's [website](#).

Members:

M. A. Brunt (Leader)

T. Schofield

T. Archer

R. H. Ashford

R. Biggs

N. J. Bramhall

A. C. J. Horwood

E. Humphreys

G. J. Knight

V. H. Lewanski

Mari Roberts-Wood
Interim Head of Paid Service

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Published 20 January 2021

Reigate & Banstead
BOROUGH COUNCIL
Banstead | Horley | Redhill | Reigate

- 1. Minutes** (Pages 5 - 12)
To approve the minutes of the meeting of the Executive held on 17 December 2020.
- 2. Apologies for absence**
To receive any apologies for absence.
- 3. Declarations of interest**
To receive any declarations of interest.
- 4. Budget & Capital Programme 2021/2022** (Pages 13 - 80)
Deputy Leader and Executive Member for Finance and Governance.
- 5. Council Tax 2021/2022** (Pages 81 - 90)
Deputy Leader and Executive Member for Finance and Governance.
- 6. Local Character & Distinctiveness Design Guide Supplementary Planning Document for Consultation** (Pages 91 - 232)
Executive Member for Planning Policy and Place Delivery.
- 7. Calendar of Meetings 2021/22** (Pages 233 - 236)
Leader of the Council.
- 8. Statements**
To receive any statements from the Leader of the Council, Members of the Executive or the Interim Head of Paid Service.
- 9. Any other urgent business**
To consider any item(s) which, in the opinion of the Chairman, should be considered as a matter of urgency – Local Government Act 1972, Section 100B(4)(b).

(Note: Urgent business must be submitted in writing but may be supplemented by an oral report).

10. Exempt business

RECOMMENDED that members of the Press and public be excluded from the meeting for the following item of business under Section 100A(4) of the Local Government Act 1972 on the grounds that:

- (i) it involves the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A of the Act; and
- (ii) the public interest in maintaining the exemption outweighs the public interest in disclosing the information.



Our meetings

As we would all appreciate, our meetings will be conducted in a spirit of mutual respect and trust, working together for the benefit of our Community and the Council, and in accordance with our Member Code of Conduct. Courtesy will be shown to all those taking part.



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Notice is given of the intention to hold any part of this meeting in private for consideration of any reports containing "exempt" information, which will be marked accordingly.

BOROUGH OF REIGATE AND BANSTEAD

EXECUTIVE

Minutes of a meeting of the Executive held virtually on 17 December 2020 at 7.30 pm.

Present: Councillors M. A. Brunt (Leader), T. Schofield (Deputy Leader), T. Archer, R. H. Ashford, R. Biggs, N. J. Bramhall, A. C. J. Horwood, E. Humphreys and V. H. Lewanski.

Also present: Councillors M. S. Blacker, J. C. S. Essex, N. D. Harrison and S. A. Kulka.

52. MINUTES

RESOLVED that the minutes of the meeting of the Executive held on 19 November 2020 be approved.

53. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Horwood.

Clerk's note: Councillor Horwood joined the meeting at 8:02 pm during item 6.

54. DECLARATIONS OF INTEREST

There were none.

55. OBSERVATIONS OF THE OVERVIEW AND SCRUTINY COMMITTEE ON THE BUDGET PROPOSALS FOR 2021/22

The Deputy Leader and Executive Member for Finance and Governance, Councillor Schofield, introduced the report by thanking Councillor Harrison and the Budget Scrutiny Panel for their hard work in considering the 2021/22 budget proposals, and officers for their contributions to the process.

Councillor Schofield explained that the Budget Scrutiny Panel had conducted a thorough review of the proposals. The report and recommendations of the Panel were considered by the Overview and Scrutiny Committee who made six recommendations for consideration by the Executive.

The Chairman of the Overview and Scrutiny Committee, Councillor Harrison, thanked members of the Executive and officers who attended the meeting of the Committee. The Committee had looked at revenue savings, additional income, forecasts, capital budget and reserves. The Committee considered that the proposals were achievable, realistic and based on sound financial practices and reasonable assumptions.

The Committee had also considered the impact that growth and savings were expected to have on service delivery. The impact was considered minimal and the Council is managing its finances well.

Councillor Harrison explained that the Committee was of the opinion that, in view of uncertainties around covid, the drawing of reserves of £0.5million was modest and

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reasonable. The Committee also noted the commercial strategy and that there were modest growths expected from the Council's investments.

The Committee noted that there were a number of items still to be finalised in the revenue budget and capital projects, including the settlement from Government. For this reason, the Committee would review the overall budget at its meeting in January in order that it can give a final conclusion.

The Interim Head of Finance explained that the Government had just released the provisional settlement which set out the remaining parameters that the Council needed sight of in order to finalise the budget. The settlement confirmed the referendum limit for Council Tax, that there would be funding to help authorities meet covid-19 expenditure pressures in 2021/22 and that authorities would be able to submit a claim for covid-19 income losses in Quarter 1 of 2021/22. There were some technical adjustments in the provisional settlement which would need further consideration. Modelling would now be completed in order to present the final budget proposals in January.

The Leader of the Council, Councillor Brunt, expressed his thanks to the Chairman of the Overview and Scrutiny Committee for his work in scrutinising the budget proposals. The Leader also thanked the finance team for their hard work in documenting all costs and impacts relating to covid-19 and submitting claims on time and the Executive Member for Finance and Governance for his support in that work.

RESOLVED to note the following observations made by the Overview and Scrutiny Committee in response to the Service and Financial Planning 2021/22 report:

1. That the Overview and Scrutiny Committee thanks the Executive Member for Finance, Executive and Officers for preparing initial revenue and capital budget proposals for 2021/22
 2. That the Overview and Scrutiny Committee considers the following to be achievable, realistic and based on sound financial practices and reasonable assumptions:
 - a) Revenue Budget Savings and Additional Income proposals totalling £2.094m.
 - b) Revenue Budget Growth proposals totalling £0.812m
 - c) Forecast ongoing income budget pressures in 2021/22 as a consequence of the COVID-19 pandemic totalling £1.610m (to be met by one-off funding from the Government Funding Risk Reserve)
 - d) Capital Programme Growth and Reprofiling proposals resulting in a net reduction in the five-year Capital Programme of (£0.286m)
 - e) Revenue Reserve Balances at 1 April 2020 of £35.391m
 3. That the Overview and Scrutiny Committee considers the potential negative impact of the savings and growth proposals on service delivery to be minimal and concluded that the Council was managing its finances well on behalf of its residents.
1. That the budget proposals for 2020/21 included an allowance of £1.256m for the use of reserves including £1m to fund the headroom contingency budget,

or a net increase of £256k excluding the headroom contingency budget. For 2021/22 no headroom budget has been established, and a drawing of £539k from reserves is planned. Any overspending will require further drawings from reserves.

5. That implementation of the Council's Commercial Strategy is vital to meeting the budget gaps in future years, as government funding is further reduced. The Overview & Scrutiny Committee notes that no substantial additional commercial income from investments is included in the 2021/22 budgets.
6. That some capital budgets for investment are yet to be finalised, as well as a number of revenue budget items, and for this reason the Overview and Scrutiny Committee has yet to draw a conclusion on the overall budget proposals for 2021/22.

56. RISK MANAGEMENT - QUARTER 2 2020/21

The Executive Member for Corporate Policy and Resources, Councillor Lewanski, introduced a report which provided an update on risk management in Quarter 2 of 2020/21.

Councillor Lewanski explained that annex 1 of the report provided an update on all strategic risks. During the Quarter, one new strategic risk had been identified in relation to the proposed reform of the planning system. No strategic risks had been identified for closure during the Quarter. In terms of operational risks, Councillor Lewanski explained that there was one red rated operational risk as detailed in the exempt annex.

The Audit Committee considered the Quarter 2 risk management report at their meeting on 26 November 2020 and had made no formal observations or recommendations to the Executive.

In response to a question from a Visiting Member, the Leader of the Council, Councillor Brunt, confirmed that the amber rating given to SR10, Marketfield Way, was a balanced view of the risk considering the timescale and interests in the development.

RESOLVED:

1. That the Executive note the Q2 update on risk management provided by the report and in the report and accompanying annexes.
2. That the Executive approve the new strategic risk identified in Q2, and as detailed in annex 3, for inclusion on the strategic risk register.

57. QUARTER 2 2020/21 PERFORMANCE REPORT

The Executive Member for Corporate Policy and Resources, Councillor Lewanski, introduced a report outlining the Council's performance up to the end of Quarter 2.

Councillor Lewanski explained that seven out of the ten Key Performance Indicators (KPIs) were on target or within the agreed tolerance. Two were red rated and one had been unable to report.

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Councillor Lewanski explained that one of the red rated KPI tracked the number of affordable housing completions. The low rating was reflective of the slowdown in construction earlier in the year. It was expected that affordable units at several sites were to be completed later in the year.

The other red rated KPI tracked the Council's recycling performance. The tonnage and composition of household waste had changed significantly due to the covid-19 pandemic, with 520 tonnes of additional refuse collected in Quarter 1 of 2020/21 compared to last year. A shortfall of around 2,000 tonnes of garden waste also weighed on recycling performance. Councillor Lewanski explained that the planned rollout of full kerbside recycling services to flats and properties with communal bin areas would recommence in the New Year and would deliver the opportunity to recycle more to around 8,000 properties. A communications campaign would be undertaken with Surrey Environment Partnership to encourage further participation in the Council's food recycling service.

Councillor Lewanski explained that the KPI unable to report tracked the Council's performance in Local Environment Quality Surveys, which measure the cleanliness of places. The Council was unable to report on this indicator due to resources being focused on responding to the pandemic. The indicator will be picked up in future quarters.

The Deputy Leader and Executive Member for Finance and Governance, Councillor Schofield, presented the report which provided the Council's Revenue and Capital Budget position for Quarter 2 to 30 September.

In terms of the Revenue Budget, the projected full year outturn at the end of Quarter 2 was £23.02m against a management budget of £24.60m. This resulted in a forecast underspend for the year of £1.58m.

In terms of the Capital Programme, Councillor Schofield explained that the forecast at the end of Quarter 2 was £36.81m below the approved Programme for the year. The variance was as a result of £46.76m slippage and £0.40m net underspend. Councillor Schofield highlighted the recommendation to Council in the report to increase the capital programme allocation for the Horley Car Park project by £54k following confirmation of the final project costs.

Councillor Schofield explained that he had continued to monitor the impact of the covid-19 pandemic on the Council's finance with the officer Incident Management Team and the Leader. The forecasts in the report were the latest forecasts, not a cut off at 30 September as the position changed rapidly. There had been more clarity on the extent to which Government would help fund the extra costs incurred and reimburse the Council for income losses. However, it was a challenge to form a complete picture, particularly in relation to the impact on the Collection Fund. The longer-term impacts on council tax and business rates income streams would not be confirmed until well into the next financial year.

Councillor Schofield explained that any unfunded costs and income losses would have to be borne by this Council through the use of contingency budgets or reserves. The Executive would do everything possible to minimise these impacts.

In response to a question from a Visiting Member, Councillor Schofield confirmed that the council tax collection rate was running at 1.3% under what would have been expected. This was being monitored on a weekly basis and there were a number of mechanisms in place to help people to pay.

The Chairman of the Overview and Scrutiny Committee, Councillor Harrison, confirmed that the Overview and Scrutiny Committee had considered the performance report. There were no recommendations to the Executive. The Committee commented favourably on the substantial underspend. The covid related costs were well under the favourable routine variances.

In response to a question from a Visiting Member on car parking charges, Councillor Schofield confirmed individuals and companies had cancelled their season tickets due to working from home. It was expected that season ticket numbers would not increase to previous levels and it had therefore been factored into the budget proposals for 2021/22.

A suggestion was made by a Visiting Member to install electric car charging points in the Council's car parks. The Leader confirmed that the Executive would consider and respond in due course.

RESOLVED:

1. To note the Key Performance Indicator performance for Q2 2020/21.
2. To note the revenue and capital budget position at Q2 2020/21.
3. **To RECOMMEND to Council the allocation of an additional allocation of £0.054 million in the Capital Programme for the Horley Pay-on-Exit parking to be funded through prudential borrowing.**

58. RATIONALISATION OF PUBLIC REALM CCTV

The Executive Member for Community Partnerships, Councillor Ashford, introduced a report which provided information and options for consideration in relation to the future of public realm CCTV. The recommendations were that CCTV cameras at Bancroft and Clarendon Road Car Parks and Priory Park, Memorial Park and Lady Neville Park be retained and upgraded with the remaining CCTV cameras decommissioned.

Councillor Ashford explained that it was necessary to consider the future of public realm CCTV because Surrey Police had informed Districts and Boroughs that its reliance on this type of CCTV was low and they would no longer host and staff CCTV control rooms from 2023.

The current CCTV system had been installed in 1995 and it needed upgrading to new technology and in order to be consistent with legislation. It was expensive to maintain and very expensive to replace in full. There was now a far wider proliferation of private CCTV and most images used by the Police were from privately owned CCTV or mobile phones.

Councillor Ashford explained that the recommended option achieved a balance of these considerations. The recommended option required an initial capital

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investment which would be funded from existing budgets. In the medium term the proposals could deliver a capital and revenue budget saving.

The Community Safety Officer provided details of a brief survey which confirmed there was a large proliferation of private CCTV cameras in Redhil, Banstead village, Horley town centre and Reigate.

During the discussion, the Leader of the Council, Councillor Brunt, explained that the Police were not in favour of the wholesale replacement of the current cameras on the basis that images from public realm CCTV were less likely to be used during an investigation. Councillor Ashford confirmed that the Police had reassured the Council that they would initially look at privately owned CCTV cameras and not public realm CCTV. Councillor Ashford confirmed that he and officers would respond outside of the meeting to specific queries regarding the use of cameras in Tattenham Corner and Holmethorpe Industrial Estate.

RESOLVED:

1. That the CCTV cameras at Bancroft and Clarendon Road Car Parks are upgraded and replaced by:
 - a) Upgrading cameras to digital technology replacing old analogue systems
 - b) Upgrading existing connections to fibre technology and enable Wi-Fi connectivity where possible
 - c) Undertaking local recording of images
2. That the CCTV cameras within Priory Park, Memorial Park and Lady Neville Park are upgraded by:
 - a) Upgrading cameras to digital technology replacing old analogue systems
 - b) Upgrading existing connections to fibre technology and enable Wi-Fi connectivity where possible
 - c) Undertaking local recording of images
3. That all other Council owned public realm CCTV cameras be de-commissioned
4. That the Head of Community Partnerships be authorised, in consultation with the Head of Finance and the Head of Legal and Governance, to undertake procurement and enter into contracts for the upgrade and decommissioning works, and for subsequent maintenance and running costs of the remaining CCTV cameras, with any significant variation in anticipated costs as a result of the procurement process being resolved in consultation with the Executive Member for Community Partnerships and the Head of Finance and Executive Member for Finance.

59. STATEMENTS

The Interim Head of Paid Service made a statement in relation to the covid-19 pandemic. The organisation as a whole had responded phenomenally. Officers and members had worked very well together. On behalf of officers, the Interim Head of Paid Service expressed her thanks to members and wished them a good rest over the Christmas period.

The Leader of the Council, Councillor Brunt, made a statement thanking the Directors who had been supported by all the Council staff. This year had demonstrated the value of local government at this level. The Leader also thanked the Executive for their support and all members for their joint effort in responding to the pandemic.

60. ANY OTHER URGENT BUSINESS

There was none.

61. EXEMPT BUSINESS

There was none.

The Meeting closed at 8.25 pm

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SIGNED OFF BY	Interim Head of Finance
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TO	Executive
DATE	Thursday, 28 January 2021
EXECUTIVE MEMBER	Deputy Leader and Portfolio Holder for Finance and Governance

KEY DECISION REQUIRED:	YES
WARD (S) AFFECTED:	ALL

SUBJECT:	BUDGET 2021/22 and CAPITAL PROGRAMME 2021/22 to 2025/26
RECOMMENDATIONS:	
That Executive recommend to Council:	
<p>(i) The latest Medium-Term Financial Plan forecast at Annex 1</p> <p>(ii) A Revenue budget requirement of £17.395 million for 2021/22, as set out in this report and at Annex 2, which reflects:</p> <ul style="list-style-type: none"> • Service budget growth of £0.695 million (net); plus • Central budget savings of (£1.554) million (net). <p>(iii) An increase in Reigate & Banstead’s Band D Council Tax of £5.00 (2.15%) and a final taxbase of 60,720 Band D equivalents;</p> <p>(iv) The forecast for Revenue Reserves (Annex 3) and the recommended use of £0.477 million from Reserves in 2021/22 comprising:</p> <ul style="list-style-type: none"> • Drawing £0.104 million from the Government Funding Risks Reserve to fund reduced housing benefit subsidy; and • Drawing £0.138 million from the Commercial Risks Reserve to fund reduced income from rents and trading activities; and 	

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- **Drawing £0.235 million from the General Fund Balance to support the 2020/21 Revenue Budget;**

- (v) A Capital Programme of £81.555 million for 2021/22 to 2025/26 as set out in this report and at Annexes 4.1 and 4.2, including Capital Programme Growth Proposals of £1.326 million.**
- (vi) The Chief Finance Officer's report on the robustness of the Budget estimates and adequacy of Reserves.**

That Executive authorise:

- (vii) The Chief Finance Officer to make any necessary final technical adjustments to the Budget and Council Tax arising from final budget refinements or changes to Government funding.**

REASONS FOR RECOMMENDATIONS:

To ensure that the Council continues to plan and manage its resources well, deliver high standards of service and meet the aims and objectives of its Five-Year Plan for 2020-2025 and supporting Strategies.

EXECUTIVE SUMMARY:

This report sets out the recommended Revenue Budget and a £5.00 (2.15% per annum) increase in Council Tax for 2021/22. It also presents the recommended Capital Programme for 2021/22 to 2025/26.

Recommendations (i) to (vi) are subject to approval by the Council. The Executive has authority to approve recommendation (vii).

STATUTORY POWERS

1. The Local Government Act 1972 requires the Council to set the associated annual budget as part of proper financial management. This report is part of that process.
2. The Local Government Act 1992 requires councils to set a balanced budget and announce the Council Tax level by 11 March each year. Section 65 of the Act requires the Council to consult representatives of those subject to non-domestic rates in the Borough about its proposals for expenditure for each financial year.
3. The Chief Finance Officer has a key role to play in fulfilling the requirements of the statutory duty under the Local Government Act 2003 to keep the authority's finances under review during the year and take action if there is evidence that financial pressures will result in a budget overspend or if there is a shortfall in income.
4. Council Tax Reduction Scheme: Section 13A(2) of the Local Government Finance Act 1992 (as amended) requires billing authorities to make a reduction scheme for persons in financial need or classes of persons that the authority considers – in general – to be in financial need. Section 13A(1)(c) of this Act gives billing authorities the power to reduce a liability to an extent that is seen fit.
5. The council tax that local authorities can charge for the long-term empty premium was changed when the Rating (Property in Common Occupation) and Council Tax (Empty Dwellings) Act 2018, came into force from 1 April 2019.

FINANCIAL CONTEXT

6. The purpose of this report is to:
 - Set out the recommended Revenue Budget and Council Tax for 2021/22 following scrutiny of the draft budget proposals and the provisional Local Government Funding Settlement announcement on 17 December 2020
 - Set out the proposed Capital Programme for 2021/22 to 2025/26
 - Receive a commentary on the budget and adequacy of reserves from the Chief Finance Officer, in accordance with the Local Government Act 2003.

Government Funding

7. The 2021/22 Provisional Local Government Finance Settlement was published in December 2020. As expected, it is for one year only and is based on Spending Review 2020 (SR20) funding levels that were announced in November. There remains a commitment from the Government to return to multi-year settlements at some point but that is likely to depend on whether COVID-19 continues to have significant impacts on local government finances during 2021/22. The main points are set out below:
 - **Council Tax** – the council tax referendum limit will be 2% for lower tier authorities; it was confirmed that districts will be allowed to apply the higher of the referendum limit or £5.
 - **Business Rates Retention** – the business rates multiplier has been frozen for 2021/22 instead of increasing in line with inflation. Therefore, the three elements of the Business Rates Retention system (Baseline Need, NNDR Baseline and Tariff/Top Up amounts) remain at 2020/21 levels. However, the Under-Indexing Multiplier Grant has been increased to ensure that local authorities' shares of NNDR income is not impacted.
 - **Top Up/Tariff Adjustments ('Negative RSG')** – as in previous years, the Government has eliminated the negative RSG impacts.

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- **Lower Tier Services Grant** – a new un-ringfenced lower tier services grant of £111m was announced in the Provisional Settlement. The purpose is to ensure that no authority has a total Core Spending Power less than in 2020/21.
- **New Homes Bonus** - 2021/22 allocations have been announced. These will be paid with the legacy payments due from previous years (2018/19 and 2019/20). As previously announced, there will be no legacy payments for the new 2021/22 in-year allocations and no legacy payment was paid for 2020/21. The ‘deadweight’ of 0.4% has been maintained.
- **Rough Sleepers** - £750m, a 60% increase on the previous spending review.
- **Troubled Families Programme** - £165 million.
- **£4bn ‘levelling up’ fund (UK Shared Prosperity Fund)** - any local area can apply directly with the focus on town centre regeneration and culture. Details to be published early next year.
- **Redmond Review of external audit** - £15m has been allocated to implement the review recommendations (audit fee increases)
- **COVID-19 Funding** – in SR20 £2.2bn of funding was announced to support local government in 2021/22. To include:
 - Hardship Grant – Tranche 5 (£1.55bn)
 - Local Council Tax Support Grant (£670m) to help fund the expected increase in demand for local council tax support in 2021/22
 - Sales, Fees and Charges compensation scheme (Q1 2021/22 only); and
 - Tax Income Guarantee Scheme (£790m estimated) to fund 75% of irrecoverable losses in council tax and business rates (in addition to the 3-year collection fund spreading arrangements).
- **Local Government Funding Reform** – no papers were published relating to the Review of Relative Needs & Resources (Fair Funding), the Business Rates Reset and the Business Rates fundamental review. The Provisional Settlement confirmed that it remains the Government’s intention to implement these reforms in 2022/23 but it remains uncertain whether they will be able to do so under the current circumstances.

MEDIUM TERM FINANCIAL PLANNING

8. The Council has been planning for the loss of Government funding, with the objective to become financially self-sufficient going forward. In order to achieve self-sufficiency the Council needs to continue to find budget efficiencies whilst also generating new sustainable sources of additional income.
9. An updated Medium Term Financial Plan (MTFP) was approved in July 2020 and forecasts were refreshed in November 2020. It sets out the financial direction of the Council over the medium term to ensure that the Council plans and manages its resources effectively. It also sets out the priorities that have been taken into account when preparing the budget for 2021/22:
 - To ensure resources are aligned with the emerging Corporate Plan **priorities**
 - To maintain a **balanced budget** such that expenditure matches income from council tax, fees and charges, and government and other grants and to maintain that position
 - To set a rate for **council tax** which maximises income necessary to deliver our strategic objectives while ensuring that Government referendum limits are not

exceeded. The percentage increase will be reviewed annually and be approved by Full Council

- To maximise other income by setting **fees and charges**, where we have the discretion and need to do so, at a level to ensure at least full cost recovery, promptly raising all monies due and minimising the levels of arrears and debt write offs
 - To ensure a long-term sustainable view is taken of our **investments** and that appropriate risk analyses are used when considering new investments
 - To consider and take advantage of **commercial opportunities** as they arise to deliver new income streams
 - To maintain an adequate and prudent level of **reserves** and regularly review their planned use and allocation to support delivery of our priorities.
10. The latest MTFP forecasts are set out at Annex 1 and indicate a budget gap of £2.268 million for service budgets in 2022/23, rising to £4.103 million by 2025/26. Further work is now in progress to update MTFP forecasts to support service & financial planning for 2022/23 onwards. The outcome will be reported to Executive in summer 2021.
11. Many of the measures, as detailed in this report, that are being used to balance the budget for 2021/22 are one-off cost reductions, including calling on reserves to address the residual budget gap.
12. Going forward, sustainable solutions that reduce costs or increase income on a permanent basis will have to be identified for 2022/23 onwards. These are likely to include:
- Pursuing commercial investments to generate new income streams – after taking into account the costs of associated borrowing.
 - Considering options for asset sales to realise capital receipts and reduce or avoid new borrowing costs
 - Continuing the fees and charges review across all services that is now in progress
 - Planning for 2022/23 staff pay negotiations; and
 - Reviewing in-year budget monitoring forecasts to identify new opportunities for savings and efficiencies.

COVID-19 Pandemic

13. To date the pandemic has impacted on:
- Expenditure budgets – significant unbudgeted costs have been incurred to deliver the Council's emergency response to the pandemic.
 - Income budgets – there have been material shortfalls in income receipts across many services compared to budget
 - Collection fund recovery performance – council tax and business rates income receipts have been distorted by short-term relief measures introduced by Government at the same time as underlying economic pressure on taxpayers and delays in recovery processes during lockdown. The full picture will take some time to emerge.
 - Financial responsibilities – local authorities were asked to take on new responsibilities at short notice to support Government in distributing new

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reliefs, grants and benefits.

14. Further details of are set out at Appendix 3 of the MTFP Summary attached at Annex 1.
15. On 11 January 2021, the Chancellor provided an economic update to the House of Commons. Since the start of the coronavirus pandemic, updates such as this have often involved announcements of new or extended economic support schemes. This update did not include new announcements, but:
 - Laid out the economic support provided to date. This includes the Coronavirus Job Retention Scheme, Self-Employment Income Support Scheme, the business rates 'holiday', loan schemes, and the grant schemes for businesses required to close. The Chancellor specifically mentioned the latest grant schemes, which were announced early in the new year:
 - The additional one-off top-up grant provided to businesses required to close which cannot operate remotely, providing up to £9,000 per premise required to close. This is to be provided in addition to the existing Local Restrictions Support Grant.
 - The new discretionary scheme, which is expected to be a further allocation of Additional Restrictions Grant funding.
 - Explained the Government's vision of an economic recovery triggered by the ongoing vaccination programme. The announcement explained that such a recovery was expected primarily by reference to statistics showing increasing net saving in households, but also some available business cash reserves. It was suggested that these may be spent once the economy fully reopens, allowing recovery.
 - Indicated that the Government was likely to have to seek to control public spending going forwards.
16. The date for the Chancellor's Budget has been confirmed as 3 March 2021. The stated intention is to set out the next phase of the plan to tackle the virus and protect jobs.

Commercial Strategy

17. The Medium-Term Financial Plan includes the objective of:
 - To consider and take advantage of **commercial opportunities** as they arise to deliver new income streams.
18. Delivery of this objective requires the allocation of additional funds in the Capital Programme to purchase assets and make investments that will generate new income streams as well as supporting delivery of corporate objectives. These investments will be financed through prudential borrowing therefore provision has to be made in the revenue budget for the costs of repaying that debt. It will also be necessary to ensure that borrowing for this purpose complies with MHCLG and CIPFA guidance, specifically 'borrowing in advance of need'.
19. While service efficiencies and council tax increases are important, their contribution to addressing the financial challenges faced by the Council is limited. It is therefore important that the Council also becomes an increasingly commercial organisation. This means generating new net income streams to support service delivery. This requires investment – and will have an element of commercial risk – but it will also enable the

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Council to develop and grow into a self-sustaining organisation. This will be supported by the developing Commercial Strategy and associated plans.

20. The latest Capital Investment Strategy was approved in July 2020 and sets out how the Council plans to invest to generate income through its capital and commercial investments, within the bounds of the regulatory frameworks that govern council borrowing and investments. Further work is planned progress to update Capital Strategy forecasts to support service & financial planning for 2022/23 onwards. The outcome will be reported to Executive in summer 2021.
21. The Commercial Ventures Executive Sub-Committee, supported by other Members, has been working to develop the Council's commercial agenda. Going forward this will include consideration of the scale and appropriate type of investments, the geographic area of any investment activities, and opportunities for partnership working. The Commercial Strategy (Part 1) was approved by Executive in November 2020 and will provide a framework for this activity.

Example Investment Returns

22. Following the decrease in PWLB borrowing costs, that was announced in October 2020, in order to generate £2.200 million additional net income to the revenue budget (for example) delivering an estimated net return on investment of 3% would require borrowing and re-investment in income-generating assets of circa £57 million [based on prevailing PWLB rates at the time of preparing this report].

2021/22 REVENUE BUDGET

23. The Revenue Budget comprises five 'building blocks' as follows:
 - **Net Cost of Services:** These are the direct costs incurred in delivering services through the three Directorates, net of specific income generated by them.
 - **Central Budgets:** These are costs incurred and income received that are not service-specific, eg. employer Pension Fund deficit contributions, central provision for staff pay increases and treasury management budgets. Also included in this block is the Headroom Contingency budget.
 - **Sources of Funding:** These income budgets are general, non-service specific income sources. They include the Council's share of Non-Domestic Rate income and for 2021/22:
 - the continued impact (benefit) of the continued elimination of 'Negative Revenue Support Grant' that was confirmed in Spending Review 20 in November 2020; and
 - other significant Government grants: eg. New Homes Bonus and Homelessness Prevention grant. For 2021/22 they include the new Lower Tier Services grant and previously-announced COVID-19 grant allocations.
 - **Council Tax:** After the budget requirement has been established for the other blocks then the amount required by this Council from council tax can be calculated; known as the 'Demand on the Collection Fund'.

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- **Contributions (to)/from Reserves:** This relates to use of Earmarked Revenue Reserves, which have been allocated to fund specific purposes. For example, the use of Reserves to fund the one-off advance pension contribution. The impact of the use of Reserves is a reduction in the total income demand on council taxpayers. It also refers to the use of funds from the General Fund Balance to support the annual revenue budget (£0.235 million in 2021/22).

24. The table below summarises the final Revenue Budget for 2021/22

Table 1: BUDGET SUMMARY 2021/22	Budget 2020/21 £m	Budget 2021/22 £m
1. Net Cost of Services	14.209	14.903
2. Central Budgets	4.047	2.492
NET EXPENDITURE 2021/22	18.256	17.395
3. Council Tax	14.100	14.365
4. National Non-Domestic Rates (NNDR)	2.900	1.819
5. Un-ringfenced Grants – transferred to Reserves <ul style="list-style-type: none"> • COVID-19 Emergency Funding - Allocation 5 • New Homes Bonus • Homelessness Prevention 	- 1.789 0.580	0.638 0.887 0.668
6. Other Un-ringfenced Grants <ul style="list-style-type: none"> • Lower Tier Services Grant • COVID-19 Tax Income Guarantee Grant (estimate) • COVID-19 Local Council Tax Support Grant 	- - -	0.394 0.150 0.190
7. Contribution to Earmarked Reserves: <ul style="list-style-type: none"> • COVID-19 Emergency Funding – transferred to new COVID-19 Reserve • New Homes Bonus – 2021/22 allocation transferred to Government Funding Risks Reserve • Homelessness Prevention – 2021/22 allocation transferred to Earmarked Reserve 	- (1.789) (0.580)	(0.638) (0.887) (0.668)
8. Call on Earmarked Reserves in 2021/22: <ul style="list-style-type: none"> • Government Funding Risks Reserve (<i>Housing Benefit subsidy reduction</i>) • Commercial Risks Reserve (<i>Redhill hotel rent income reduction and Revenues & Benefits trading income</i>) 	- -	0.104 0.138
Use of funds from the General Fund Balance to support the 2021/22 Revenue Budget	1.256	0.235
NET SOURCES OF INCOME 2021/22	18.256	17.395

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NOTE

- The actual sum to be drawn from Reserves to support the budget will depend on the budget outturn position for 2021/22.

25. In addition the following ongoing impacts are forecast on income budgets as a consequence of the COVID-19 pandemic. At the time of preparing this report it is not possible to forecast with any certainty whether any additional COVID-related expenditure will be incurred; this would add to the budget pressures.

Table 2: SERVICE BUDGET PROPOSALS FOR 2021/22 – ESTIMATED COVID INCOME LOSSES AND ADDITIONAL EXPENDITURE	£m
Budget Movements:	
COVID-19 Pandemic – Ongoing Impacts on Income Budgets (2021/22 estimates) <ul style="list-style-type: none"> Community Centres - £0.200m Harlequin - £0.180m Parking - £1.200m Commercial Waste - £0.160m Property Rents - £0.270m 	2.010
COVID-19 Pandemic – Ongoing Impacts on Income Budgets (2021/22 forecast only) <ul style="list-style-type: none"> Additional homelessness support costs 	0.100
Total Forecast	2.110
COVID-19 Pandemic – Additional Government Funding (2021/22 forecast only) <ul style="list-style-type: none"> Emergency Grant Sales, Fees & Charges Q1 Claim (est) 	(0.638) (0.750)
Net Budget Impact in 2021/22 [to be funded from Government Funding Risks and Commercial Risks reserves]	0.722

2021/22 Service Budget Proposals

26. Service budget proposals are summarised below:

Table 3: SERVICE BUDGET PROPOSALS	Approved Budget 2020/21	Proposed Budget 2021/22	Net Service Budget Increase / (Decrease)
	£m	£m	£m
ORGANISATION			
Communications / Customer Service	0.933	1.052	0.119
Finance	1.123	1.168	0.045
ICT	1.866	1.810	(0.056)
Legal & Governance	2.057	2.022	(0.035)
Organisational Development & HR	0.785	0.785	-
Corporate Policy, Projects & Performance (inc environmental sustainability)	0.397	0.420	0.023
Property / Commercial	(1.693)	(1.510)	0.183

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Table 3: SERVICE BUDGET PROPOSALS	Approved Budget 2020/21	Proposed Budget 2021/22	Net Service Budget Increase / (Decrease)
	£m	£m	£m
PLACE			
Economic Prosperity	0.398	0.398	-
Neighbourhood Operations	3.110	3.119	0.009
Place Delivery	0.275	0.326	0.051
Planning	0.660	0.548	(0.112)
PEOPLE			
Community Development	1.583	1.588	0.005
Housing	0.990	0.950	(0.040)
Revenues, Benefits & Fraud	0.022	0.525	0.503
Wellbeing & Intervention	0.537	0.537	-
SENIOR MANAGEMENT TEAM	1.166	1.166	-
TOTAL	14.209	14.904	0.695

27. Net Service savings, additional income and growth proposals of £0.341 million were approved in the Service & Financial Planning 2020/21 report to Executive on 19 November 2020.
28. Additional net Service savings and growth proposals totalling £0.354 million are detailed at Annex 2.
29. In total they result a net increase in Service budgets of £0.695 million:

Table 4: SERVICE BUDGET PROPOSALS FOR 2021/22	£m	£m
Budget Movements:		
Net Increase in Staff Costs ¹	0.101	
Net Increase in Other Running Costs	0.704	
Net Change in Income	(0.110)	
NET SERVICE BUDGET GROWTH		0.695

NOTE 1: provision for the annual pay award and other contractual pay increases are reported as part of Central budgets.

Deletion of Vacant Funded Posts

30. Review work has now been completed and the outcome is to confirm that 8.0 FTE posts are to be deleted to achieve a service budget total saving of £0.301m.

Grant-Funded Posts

31. An area for consideration as part of budget-setting in 2022/23 relates to posts that are

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currently funded through calling on the Homelessness Prevention grant that is held in an Earmarked Reserve. They comprise:

- Housing 5.0 FTE £0.163 million
- Wellbeing & Intervention. 2.0 FTE £0.067 million
- Revenues, Benefits & Fraud 2.0 FTE £0.060 million

32. The 2021/22 Homelessness Prevention grant allocation of £0.668 million was confirmed in the Provisional Settlement. This will be transferred to an earmarked Reserve until called upon to fund related expenditure. While there is currently sufficient grant funding available for these posts to continue in 2021/22 there remains a risk that the grant may cease in 2022/23 and a decision will be required whether to continue to fund these posts through the Revenue budget as part of next years' service & financial planning process.

Senior Interim Roles

33. There will be an ongoing requirement during 2021/22 to cover some senior roles on an interim and acting basis until a decision is made regarding permanent recruitment. The additional cost of these temporary arrangements will be funded from the budget underspend while the Chief Executive post remains vacant.

Income from Fees & Charges

34. The Fees & Charges Policy was approved by Executive in November 2020 and is now being implemented with the intention that the full benefits can be realised in 2021/22 onwards when all fees and charges will have been reviewed in line with the Policy.
35. As part of service and financial planning, Heads of Service have been requested to review the charges for discretionary services provided by their teams to ensure that the Council's fees and charges policy is being consistently applied. This includes, for instance, ensuring that charges are in support of policy objectives and that, where appropriate, they are subject to an annual inflationary uplift.
36. The ongoing review into fees and charges has identified several discretionary services that may offer scope for income growth, through both increasing charges in line with inflation and expanding the current customer base.
37. The latter opportunities are being progressed, though the Council's ongoing response to the COVID-19 pandemic has resulted in efforts being prioritised on the delivery of important statutory services.

Central Budget Proposals 2021/22

38. Central budgets are summarised in the table below. They comprise those budget items that are corporate in nature and are not associated with delivery of specific services. Overall there is a net budget decrease of (£1.554) million compared to 2020/21.

Table 5: CENTRAL BUDGETS	Approved Budget 2020/21 £m	Proposed Budget 2021/22 £m	Net Budget Increase / (Decrease) £m
Insurance	0.482	0.460	(0.022)
Treasury Management			
o Interest on Investments and Company Loans	(0.582)	(1.218)	(0.636)
o Interest on Borrowing	0.922	0.165	(0.757)
o Minimum Revenue Provision	0.528	1.361	0.833

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Table 5: CENTRAL BUDGETS	Approved Budget 2020/21 £m	Proposed Budget 2021/22 £m	Net Budget Increase / (Decrease) £m
○ Interest on Trust Funds and Treasury transaction costs	0.036	0.041	0.005
Employer Pension Contribution	0.375	-	(0.375)
New Posts Budget	0.159	-	(0.159)
External Audit Fees ¹	0.050	0.067	0.017
Budget for Staff Salary Increases ²	0.733	1.428	0.695
Headroom Contingency Budget	1.000	-	(1.000)
Preceptor Grants	0.058	0.038	(0.020)
Apprenticeship Levy ³	0.069	0.069	-
Visa Sponsorship Budget	0.000	0.005	0.005
Central Training Budget	0.067	0.077	0.010
Central Salary Contingencies	0.150	-	(0.150)
Central Budgets	4.047	2.493	(1.554)

NOTE

- 2021/22 audit fees were subject to confirmation at the time of preparing this report. The Provisional Settlement included an additional £15 million to help fund increased fees following the Redmond review of external audit. Individual allocations are to be confirmed.
- To be transferred from Central to Service budgets in April 2021 to reflect allocation of the pay increase across services
- To be confirmed when final salary costs are confirmed

39. Proposed changes in Central Budgets in 2021/22 were set out in the November budget report; the final updates are detailed below:

Table 6: CENTRAL BUDGETS	Outcome of Review
Staff Salary Increases	Capacity of £0.695 million has been included in the budget for forecast contractual pay increases and the negotiated annual cost of living increase of 1.3%. This budget is held centrally and, now that the pay award has been confirmed, will be allocated to services ready for the start of the new financial year.
Treasury Management	This Budget has been reviewed in detail to ensure that it reflects: <ul style="list-style-type: none"> Forecast interest on balances. Interest rates have continued to fall while the range of institutions that are available to place investments remains limited (in line with the Treasury Management Strategy) to ensure security of funds. The forecast also reflects the continued use of cash balances for short-term funding of the capital programme instead of taking out external loans. Forecast borrowing costs (interest and Minimum Revenue Provision for loan repayment) in line with the proposed Capital Programme and Treasury Management Strategy. The forecast reflects planned spend profiles and the continued use of cash balances for short-term funding of the capital programme instead of taking out external loans. It also reflects application of the MRP Policy in the Treasury Management Strategy. Forecast interest on loans to the Council's companies. The forecast reflects current loans at January 2021; no new loans or loan repayments are anticipated.

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Table 6: CENTRAL BUDGETS	Outcome of Review
	Overall there will be a net decrease of £0.555 million compared to 2020/21.
Pensions	As explained in the November 2020 budget report; there is no longer a requirement to budget for employer secondary pension payments because the full three year's contributions were paid up from in April 2020. Going forward it will however be necessary to make provision in the MTFP for funding the next forward payment which will be due in April 2023 following the 2022 Fund revaluation.
Insurance	The final budget forecast has been confirmed and the net movement is reported above.

Revenue Budget Funding 2021/22

40. The sources of funding for the revenue budget are set out in the table below.

Table 7: REVENUE BUDGET FUNDING	Budget 2021/22 £m
Council Tax	14.365
National Non-Domestic Rates	1.819
Un-ringfenced Grants – transferred to Reserves <ul style="list-style-type: none"> • COVID-19 Emergency Funding - Allocation 5 • New Homes Bonus • Homelessness Prevention 	0.638 0.887 0.668
Other Un-ringfenced Grants <ul style="list-style-type: none"> • Lower Tier Services Grant • COVID-19 Tax Income Guarantee Grant (estimate) • COVID-19 Local Council Tax Support Grant 	0.394 0.150 0.190
Contribution to Earmarked Reserves: <ul style="list-style-type: none"> • COVID-19 Emergency Funding – transferred to COVID-19 Reserve • New Homes Bonus – 2021/22 allocation transferred to Government Funding Risks Reserve • Homelessness Prevention – 2021/22 allocation transferred to Earmarked Reserve 	(0.638) (0.887) (0.668)
Call on Earmarked Reserves in 2021/22: <ul style="list-style-type: none"> ○ Government Funding Risks Reserve (<i>Housing Benefit subsidy reduction</i>) ○ Commercial Risks Reserve (<i>Redhill hotel rent income and Revenues & Benefits trading income reduction</i>) 	0.104 0.138
<ul style="list-style-type: none"> • Use of funds from the General Fund Balance to support the 2021/22 Revenue Budget 	0.235
TOTAL	17.395

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41. Work is now complete to update the Funding forecasts that have been taken into account when arriving at the final budget proposals for 2020/21. Factors taken into account include:

- | | |
|----------------------------------|--|
| NADR | <ul style="list-style-type: none">• Includes continued funding for 'negative RSG', as confirmed in the November 2020 Spending Review and December Provisional Settlement |
| Council Tax | <ul style="list-style-type: none">• The 2021/22 increase is based on a £5.00 Band D equivalent increase and the forecast tax base reduction due to COVID-19 (as detailed below). |
| New Homes Bonus | <ul style="list-style-type: none">• Includes updated forecasts for New Homes Bonus based on the December 2020 Provisional Settlement announcement, comprising £0.857 million for 'legacy' payments from previous years' allocations plus a £0.030 million allocation for 2021/22. The 2021/22 allocation is significantly lower than previous years due to the number of empty properties reported at October 2019. These funds will be transferred to the Government Funding Risks Reserve. |
| Contributions (To)/From Reserves | <ul style="list-style-type: none">• Includes the net contribution of £0.235 million that will be required from the General Fund Balance to address the forecast remaining Revenue Budget gap in 2021/22.• Also includes calls on other earmarked Reserves for specific purposes as detailed in the table |

COUNCIL TAX 2021/22

42. In setting the Council Tax Requirement for 2021/22 the Council must give due consideration to the three elements that make up the overall requirement:

- the precept amount;
- the Taxbase; and
- the outcome of the previous year's cash collection.

Precept

43. In relation to the precept amount, the Government sets a cap each year which has the effect of limiting the annual increase before a referendum is required. This was confirmed with the Provisional Local Government Funding Settlement Announcement in December, being the higher of 1.99% or £5.00 for lower tier councils. For this Council £5.00 represents a 2.15% increase; therefore adopting the £5 option will yield a higher level of income in 2021/22.

44. The recommendation is to set an annual precept increase for Reigate & Banstead Borough Council in 2021/22 of £5.00 taking the Council precept to £237.46. The £5.00 increase on the recommended Taxbase will raise an additional £303,600.

Taxbase

45. When considering the taxbase the Council has no determination over the bandings of new builds, that is decided by the Valuation Office Agency, but as the planning authority it is responsible for ensuring an adequate supply of housing to meet the needs of the local population and is therefore in a position to approve and promote

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applications to build new homes.

46. The proposed Taxbase increase reported to Executive in November 2020 has been under review due to the ongoing impacts of the COVID-19 pandemic; in particular the importance of forecasting how the reliefs provided to those of working age are likely to be impacted by the growing recessionary situation.
47. It was previously reported in November that the Taxbase could increase by 885.8 Band D equivalent properties (1.5%) taking account of forecast property numbers. Forecast growth in new homes remains strong at +1.15% however demand for local concessionary support (LCTS) to working age families is predicted to grow by +21.9%. This will negate all of the benefits of the growth in the Taxbase. Non-collection levels are also likely to be higher going forward; the Revenues & Benefits team estimate that 99% recovery is now a more likely outcome than the historical levels of 99.7%.
48. After taking these factors into account in the taxbase calculations this means that the forecast movement on the taxbase is now forecast a net reduction of 408.8 Band D equivalent properties (-0.67%). Overall the adverse impacts of the post-pandemic recession have more than offset the benefit of new builds.
49. The recommendation is to adopt a Taxbase of 60,720 Band D equivalents; 408.8 lower than 2020/21 which has the effect of suppressing the effect of the increase in council tax of £5 by £0.097 million in 2021/22 compared to 2020/21.

Collection Fund Outturn

50. Another factor that has to be taken into account when forecasting council tax income for 2021/22 is the cash surplus or deficit that is brought forward on the Collection Fund from previous years. This is the difference between the actual amount of cash collected compared to the target collection rate that was forecast for that year during budget setting. Due to historically high levels of collection performance in Reigate and Banstead this has normally been immaterial to overall calculations.
51. As a consequence of the COVID-19 pandemic, non-collection of the council tax due in 2020/21 is forecast to be lower than the 97% that was assumed when the budget was set. The increase in working age concessionary (LCTS) support is also forecast to be above the levels normally experienced. Both factors contribute to an overall projected deficit (cash shortfall) of £0.789 million for 2020/21. This will be shared by the preceptors in line with their share of the precept, which means that Reigate and Banstead will have to contribute an estimated £0.116 million towards this deficit. In normal years this would be distributed in the year following the surplus or deficit arising (i.e. the full £0.116 million would have to be funded in the 2021/22 budget), but the Government has issued a statutory instrument which will allow this deficit to be spread across three financial years (2012/22 to 2023/24) in line with a specified methodology.
52. The recommendation is therefore to budget for a deficit of £0.116 million for this Council to be spread as a £0.054 million charge in 2021/22 and £0.031 million in both 2022/23 and 2023/24.
53. The Government announced its intention to support Councils with their council tax losses in 2020/21 through the Tax Income Guarantee scheme. This will pay 75% of the difference between the expected and actual Council Tax receivable. However as a considerable portion of the losses in 2020/21 will be through non collection rather than loss of taxbase, the estimated return for this Council is negligible from this scheme (estimated to be £0.150 million).

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Council Tax Requirement 2021/22

54. Based on the above recommendations the Council Tax Requirement for 2021/22, (compared with 2020/21) is set out below.

Table 8: COUNCIL TAX REQUIREMENT 2021/22	2020/21	2021/22	Movement / Impact on Council Tax Income
Taxbase Band D Equivalents Forecast at October 2020	65,126.2	65,238.3	+112.1 Positive : Increase
Forecast Growth in New Homes in 2021/22	0%	1.15%	+1.15% Positive : Increase
Allowance for Increase in Non-Collection in 2021/22	(0.3%)	(1.0%)	+0.7% Adverse : Increase
Reduction in Band D equivalents due to increased demand for the Local Concessionary Support Scheme	(-5.9%)	(-7.1%)	+1.2% Adverse : Increase
Forecast Average Band D Taxbase 2021/22	61,128.8	60,720.0	-408.8 Adverse : Decrease
Council Tax Band D	£232.46	£237.46	+£5.00 Positive : Increase
Council Tax Requirement	£14,210,001	£14,418,580	+£208,580 Positive : Increase
Forecast Share of Collection Surplus / (Deficit) Brought Forward from 2020/21	(£110,000)	(£54,021)	+£55,979 Positive : Increase
Net Council Tax Income for this Council	£14,100,001	£14,364,559	+£154,558 Positive : Increase

55. The COVID-19 pandemic has given rise to new challenges with regard to preparation of forecasts for council tax income collection in 2021/22. Historically the authority has had a very strong performance record, consistently recovering 99.7% (0.3% shortfall) of income due. By December 2020 the forecast for 2020/21 had fallen to 98.3% (1.7% shortfall). The above non-collection forecast for 2021/22 has been set at 99.0% (1.0% shortfall) on that basis that some improvement may be assumed. Failure to achieve this level of recovery would however give rise to a Collection Fund deficit for 2021/22 and have to be taken into account when setting the budget for 2022/23.
56. The initial council tax income forecast in the November 2020 budget report was a net increase of £0.400 million; compared to the above updated forecast of £0.155 million.
57. The Government has provided an LCTS grant (noted in table 7 above) of £0.190 million to mitigate against some of the loss of Taxbase as a result of COVID-19. Government has made this an un-ringfenced grant but proposed that any funds available over and above that needed to support the Taxbase loss may be used at a Council's discretion to extend Hardship support to those in need. The actual proposed increase including tax rise of £0.208 million (table 8) and the LCTS grant of £0.190 million return it to that baseline position making it unlikely there will be any funds leftover for further Hardship support.

Council Tax Policy

58. In April 2020 changes to council tax charges on empty homes were approved such that:

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- Homes that have been empty and substantially unfurnished for between two and five years will be charged a Council Tax long term empty premium of 100% of the Council Tax in addition to their current Council Tax.
 - Homes that have been empty and substantially unfurnished for more than five years will be charged a Council Tax long term empty premium of 200% of the Council Tax in addition to their current Council Tax.
59. Further changes to council tax charges on empty homes were approved in the November 2020 budget report and will come into effect in 2021/22:
- Homes that have been empty and substantially unfurnished for more than ten years will be charged a Council Tax long term empty premium equivalent to 300% of the Council Tax in addition to their current Council Tax.
60. As these changes help deliver a county-wide initiative to reduce the number of empty properties throughout Surrey, the County Council is proposing to reallocate its share of the increased funding that results from changes in Empty Homes policies in each of the years in which the policies apply. Under this commitment the Boroughs and Districts will receive reallocated funding where agreed conditions are met. The funding is intended to be used for new schemes that cannot be funded within existing budgets.
61. The County Council plans to invite bids in September in each year. This Council's share of the funding for 2020/21 has been agreed at £70,000 and a proposal is being prepared for a scheme that supports delivery of the Environmental Sustainability Strategy.
62. In 2021/22 the estimated available funding for this Council will be £85,000 when the new April 2021 premiums are implemented and consolidated with the previous changes from April 2020. A further submission will be made when invited to do so by the County Council.

Precepting Authorities

63. Details of the proposed council tax precepts for Surrey are set out in a separate report on this agenda. In summary the proposals are as follows:

Table 9: ANALYSIS OF DRAFT COUNCIL TAX BY PRECEPTOR		
Authority	£000	% share
Surrey County Council ¹	94,061.1	74.48%
Surrey Police & Crime Commissioner ¹	17,339.8	13.73%
Reigate & Banstead Borough Council	14,418.6	11.42%
Horley Town Council	428.1	0.34%
Salfords & Sidlow Parish Council	42.0	0.03%
	126,289.6	100.00%

Table 10: ANALYSIS OF DRAFT COUNCIL TAX CHANGES BY PRECEPTOR				
Authority	2021/22	2020/21	Increase ¹	
			£	%
Surrey County Council ¹	1,549.10	1,511.46	37.64	2.49%

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Table 10: ANALYSIS OF DRAFT COUNCIL TAX CHANGES BY PRECEPTOR				
Surrey Police & Crime Commissioner ¹	285.57	270.57	15.00	5.54%
Reigate & Banstead Borough Council	237.46	232.46	5.00	2.15%
Horley Town Council	41.51	39.71	1.80	4.53%
Salfords & Sidlow Parish Council	29.72	27.18	2.54	9.35%
	2,143.36	2,081.38	61.98	2.89%

NOTE:

1. Actual increases are subject to formal confirmation by precepting bodies in February 2021.

RETAINED BUSINESS RATES (NNDR)

64. The Council collects Business Rates ('National Non-Domestic Rates' or 'NNDR') on an agency basis for Government.
65. Of the estimate of total NNDR collectable, this Council retains 40% of the benefits with 10% paid to the County and 50% to the Government.
66. For 2020/21 the Council's NNDR Baseline income (before adjustments) was £20.769 million out of a total estimated income of £51.923 million.
67. The key factors that determine this income stream are outside this Council's control:
 - The NNDR 'multiplier' (pence in the pound of rateable value) which is set by Government; and
 - The rateable value of a property which is set by the Valuation Office Agency.
68. Therefore the only decision to be taken by this Council each year is in terms of determining a forecast for income during the year, being:
 - The estimate of projected growth / decline in the NNDR Baseline as a result of business failure, property conversions or new builds.
69. There has been a small amount of growth in the NNDR Baseline in 2020/21 despite COVID-19 which can be recognised in the 2021/22 target.
70. The recommendation is therefore to budget for a total NNDR Baseline increase of £0.239 million in 2021/22 resulting in an increase in this Council's share (40%) of £0.096 million. This will increase this Council's Baseline share to £20.865 million.
71. The local government funding regime then requires a number of adjustments to arrive at the actual sum to be retained. The Provisional Settlement in December confirmed that this Council's Tariff (the additional sum retained by Government) means that of the £20.865 million Baseline sum we must return an additional £19.494 million to the Government and retain just £1.370 million in 2021/22.
72. The authority will however also receive £1.505 million of grant funding from Government to fund the mandatory reliefs that it requires us to provide to local businesses. e.g. small business relief.
73. The total of the income at that point (£2.875M) is then compared to the 'NNDR Safety Net' which is calculated as being the lowest amount that the Government considers

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necessary from this source of income to support this Council. This authority's Safety Net was confirmed in the Provisional Settlement for 2021/22 as £2.207 million. The Council has to forego 50% of all income above the Safety Net as a further levy payable to Government, thereby reducing the income retained from business rates by another (£0.245 million).

74. There is then a final (complex) adjustment for the effect of inflation over time since individual reliefs began, offset against the same impact on the Tariff amount which creates a small benefit of £0.115 million. For 2021/22 this adjustment will mitigate the impact of the Government's decision to freeze the NNDR multiplier.

COVID-19 2020/21 Implications

75. The NNDR position during 2020/21 has been further complicated by the significant Section 31 grants provided by Government to offset the additional reliefs granted to businesses during the year.
76. During 2020/21, the Government paid Section 31 grant funding to billing authorities like Reigate & Banstead to cover this deficit, as it has had to honour payments to major preceptors and Government despite an in-year collection shortfall.
77. In cash terms far more money has been paid over to the precepting bodies (County and Government) than received. This 'deficit' will be carried forward to 2021/22 when it would usually all fall due in that year. As for Council Tax the government has chosen to use a statutory instrument to spread the cost of this loss over three years, according to a particular formula that means that most of the losses are recovered in 2021/22, with smaller recoveries in 2022/23 and 2023/24.
78. The Provisional Settlement confirmed that these losses will be covered by additional central government funding such that the taxpayer in Reigate will not have to bear the cost of the business rates loss from COVID-19.
79. The recommendation is therefore to set aside all of the additional Section 31 grants received during 2020/21 into an earmarked reserve at year-end to fund the largest element of the NNDR loss in 2021/22, of which Reigate's portion is expected to be £8.675 million.
80. The net deficit repayable by the Council in 2021/22 after calling on these reserves is therefore £0.926 million.
81. In summary this means that the total contribution from NNDR to this Council in 2021/22 is £1.819 million.

Table 11: NNDR ANALYSIS	
Element	£m
Gross NNDR Income 2020/21	51.923
<u>Plus</u> Forecast Growth 2021/22	0.239
Gross NNDR Income 2021/22	52.162
<u>Less</u> Government share (50%)	(26.081)
<u>Less</u> Surrey County Council share (10%)	(5.216)

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Table 11: NNDR ANALYSIS	
Forecast Gross NNDR Income 2021/22 - Reigate & Banstead share (40%)	20.865
<u>Less</u> Tariff due to Government	(19.494)
Forecast Net NNDR Income 2021/22 - Reigate & Banstead after Tariff	1.370
<u>Plus</u> Section 31 Grant for Reliefs	1.505
<u>Less</u> Levy Payment to Government	(0.245)
<u>Plus</u> net inflation adjustment	0.116
Forecast NNDR Income 2021/22 - Reigate & Banstead	2.746
Forecast Net Share of 2020/21 Deficit to be funded after using the Reserve set aside for this purpose	(0.926)
Forecast NNDR Income 2021/22 - Reigate & Banstead	1.819

82. The 2021/22 budget is therefore based on a total of £1.819 million income from NNDR, a reduction of £1.081 million compared to the 2020/21 expected level. This reduction will however be offset in part due to introduction of the new Lower Tier Services Grant of £0.394 million that was announced in the Provisional Settlement and the Tax Income Guarantee scheme which should provide some support (estimated to be £0.150 million and shown in Table 8). The remaining estimated £0.537 million shortfall, to be calculated when the Tax Income Guarantee amount is confirmed, will be funded through drawing from the Government Funding Risks reserve.

Negative RSG

83. The final potential adjustment to the amount of NNDR retained relates to 'Negative Revenue Support Grant (RSG)' whereby the Government has previously announced its intention to recoup a notional 'over-funding' of authorities like Reigate & Banstead.
84. It was confirmed in the Provisional Settlement that this has been delayed for another year thereby protecting the Council from a further fall in income from this source. The Settlement also indicated that Negative RSG has 'been addressed' through its inclusion in the overall local government funding baseline and will therefore not be adjusted in future years. If correct this authority will avoid the previously-predicted reduction of c£0.737 million in NNDR in future years. Further work will be undertaken to confirm the position so that the outcome can be taken into account in the next MTFP review in summer 2020.

USE OF RESERVES

85. As set out above, there is a requirement to draw £0.235 million from the General Fund Balance to address the forecast remaining Revenue Budget gap in 2021/22. The extent of the final call on reserves will depend on the outcome of in-year budget management and will be confirmed when the outturn position for 2021/22 is reported after 31 March 2022. Recent years have reported an underspend position at year-end which is not unexpected given the revenue budget included central contingency sums that are only called upon in exceptional circumstances. However deletion of the £1.0 million Headroom Contingency budget in 2021/22 means that a significant net budget

underspend is much less likely in future.

86. For 2021/22 a new Earmarked Reserve will be established to manage the additional funding allocation for COVID-19 when received:

- COVID-19 Emergency Funding - Allocation 5 - £0.638 million

87. Forecast balances on Revenue Reserves at 31 March 2021 are summarised below and detailed at Annex 3.

Table 12: RESERVES SUMMARY	Forecast Balance ¹ at 31 March 2021 £m
General Fund Balance	3.246
Other Earmarked Reserves	34.509
TOTAL	37.755²

NOTE

1. Final balance depends on draw down of funds from Earmarked Reserves during the remainder of 2020/21
2. Excludes new Reserve to be created for COVID-19 funding (balance to be confirmed at year-end)

88. A Policy on the use of Reserves was approved by Executive in November 2020.

89. The Council holds Reserves to provide protection against financial risks. The current level of reserves provides a relatively secure financial base compared to many authorities; it is important to ensure an appropriate balance between securing the financial position of the Council and investing in delivery of services.

90. Reserves can be held for four reasons:

- A working balance to help cushion the impact of uneven cash flows and avoid unnecessary temporary borrowing.
- A contingency to cushion the impact of unexpected events or emergencies.
- A means of building up funds to meet known or predicted liabilities.
- A means of setting aside sums for future identified uses and / or investments.

91. There is an opportunity cost of holding reserves in terms of restricting capacity to invest in current service delivery but this is offset by the additional flexibility that reserves provide when manage budget risks and adverse variations.

92. The legal requirement for the Council to agree a balanced budget means that Council may be required to draw on its reserves to address any shortfall between forecast expenditure and forecast income.

93. The Council has set a minimum level of unallocated General Fund reserves of 15% of the net revenue budget (£17.395 million), which equates to £2.610 million (for 2021/22). The forecast unallocated balance on the General Fund at 31 March 2020 of £3.246 million, is consistent with this limit.

94. Other areas that have been considered as part of the review of Reserves include:

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Table 13: RESERVES REVIEW OUTCOME	
Reserve	Recommendations
General Fund Balance	<ul style="list-style-type: none"> • Maintain balance in line with 15% of net revenue budget - £2.610 million
Government Funding Reduction Risks Reserve	<ul style="list-style-type: none"> • To help mitigate future reductions in Government funding pending delivery of new sustainable income streams. • This Reserve is particularly important in relation to unfunded legacy COVID-19 pandemic impacts. • Includes funds set aside for Business rates recovery pressures.
COVID-19 Funding Reserve	<ul style="list-style-type: none"> • To hold Grant funds received from the Government until drawn down in 2021/22.
Commercial Risks & Volatility Reserve	<ul style="list-style-type: none"> • To help address risks of failure to meet income targets from new commercial ventures while remedial action is taken.
NNDR Deficit Recovery Reserve	<ul style="list-style-type: none"> • New for 2021/22 – to set aside Section 31 grant funding received in 2020/21 that will be required to offset the NNDR Collection Fund deficit that has to be recovered in 2021/22
Housing Delivery Strategy Reserve	<ul style="list-style-type: none"> • To fund new housing developments in support of the Housing Delivery Strategy
Corporate Plan Delivery Fund Reserve	<ul style="list-style-type: none"> • To provide time-limited funding to deliver key priorities, Corporate Plan objectives and invest-to-save initiatives, including investment in new technology.
Insurance Reserve	<ul style="list-style-type: none"> • To fund any significant uninsured losses.
New Posts Reserve	<ul style="list-style-type: none"> • To allow new posts to be created in-year in anticipation of a subsequent budget growth proposal.
Homelessness Prevention Reserve	<ul style="list-style-type: none"> • To account separately for the funding set aside for homelessness prevention.
Feasibility Studies (Commercial Ventures) Reserve	<ul style="list-style-type: none"> • To ensure sufficient funding is available to prepare business cases for new initiatives designed to deliver additional sources of funding.
Feasibility Studies (Infrastructure Initiatives) Reserve	<ul style="list-style-type: none"> • To fund this Council's collective funding of Surrey-wide infrastructure feasibility studies so that bids can be made for full project funding when bidding rounds become available.
Environmental Sustainability Reserve	<ul style="list-style-type: none"> • To fund initiatives that will support delivery of the Council's Environmental Sustainability Strategy.

Table 13: RESERVES REVIEW OUTCOME	
Reserve	Recommendations
Economic Development Initiatives Reserve	<ul style="list-style-type: none"> To fund raising awareness amongst local people of quality local employment opportunities and other economic development initiatives.

FORECAST BUDGET GAP AT January 2021

95. The forecast budget gap over the next five years is set out below. Further details are provided in the MTFP at Annex 2 (Appendix 2).

Table 14.1: MEDIUM TERM REVENUE BUDGET FORECAST (at January 2021)	Approved Budget 2020/21	Forecast Budget 2021/22	Forecast Budget 2022/23	Forecast Budget 2023/34	Forecast Budget 2024/25	Forecast Budget 2025/26
	£m	£m	£m	£m	£m	£m
FORECAST GAP	Balanced	Balanced	2.005	2.382	2.161	3.149
Annual Increase in Gap	-	Balanced	2.005	0.377	(0.221)	0.988
Gap as % of 2021/22 budget requirement	-	n/a	11.53%	13.69%	12.42%	18.1%

96. However, as reported in November 2020, in addition there are forecast to be impacts on service income budgets in 2021/22 as a consequence of the COVID-19 pandemic as set out in the table below

Table 14.2: MEDIUM TERM REVENUE BUDGET FORECAST (at January 2021)	Approved Budget 2020/21	Forecast Budget 2021/22	Forecast Budget 2022/23	Forecast Budget 2023/34	Forecast Budget 2024/25	Forecast Budget 2025/26
	£m	£m	£m	£m	£m	£m
FORECAST GAP	Balanced	Balanced	2.005	2.382	2.161	3.149
COVID-19 – 2021/22 income impacts <ul style="list-style-type: none"> Community Centres - £0.200m Harlequin - £0.180m Parking - £1.200m Commercial Waste - £0.160m Property Rents - £0.270m 		2.010	TBC			
COVID-19 – 2021/22 expenditure impacts <ul style="list-style-type: none"> Homelessness prevention 		0.100	TBC			
Government Funding			TBC			

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Table 14.2: MEDIUM TERM REVENUE BUDGET FORECAST (at January 2021)	Approved Budget 2020/21	Forecast Budget 2021/22	Forecast Budget 2022/23	Forecast Budget 2023/34	Forecast Budget 2024/25	Forecast Budget 2025/26
	£m	£m	£m	£m	£m	£m
<ul style="list-style-type: none"> • Round 5 Hardship Funding (<i>confirmed in the Provisional Settlement</i>) • Q1 Sales, Fees & Charges Support (<i>estimated</i>) 		(0.638)				
		(0.750)				
Residual Income Losses to be funded by calling on the Government Funding Risks Reserve and Commercial Risks Reserve (<i>if no further Government funding is received</i>)		(0.722)			TBC	
FORECAST GAP	Balanced	Balanced			TBC	

CAPITAL PROGRAMME 2021/22 ONWARDS

2020/21 to 2025/26 Capital Programme

97. The Capital Programme 2021/22 to 2025/26 is summarised below and detailed at Annex 4.2:

Table 15: CAPITAL PROGRAMME 2021/22 to 2025/26	2021/22 Projected £M	2022/23 Projected £M	2023/24 Projected £M	2024/25 Projected £M	2025/26 Projected £M	TOTAL £M
ORGANISATION						
Strategic Property	1.332	1.658	1.374	1.258	-	5.622
Corporate Resources	1.175	0.375	0.385	0.375	0.060	2.370
Organisational Development	0.260	0.260	0.260	0.260	-	1.040
PEOPLE SERVICES						
Housing	11.404	11.355	1.355	1.355	0.021	25.491
Wellbeing & Intervention	0.140	0.140	0.140	0.140	0.140	0.700
Community Partnerships	0.030	0.030	0.030	0.030	-	0.120
PLACE SERVICES						
Neighbourhood Operations	2.395	1.049	1.457	1.030	0.339	6.270
Place Delivery	24.442	15.100	-	-	-	39.542

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Table 15: CAPITAL PROGRAMME 2021/22 to 2025/26	2021/22 Projected £M	2022/23 Projected £M	2023/24 Projected £M	2024/25 Projected £M	2025/26 Projected £M	TOTAL £M
Economic Prosperity	0.100	0.100	0.100	0.100	-	0.400
CORPORATE						
Commercial Investment Strategy	-	-	-	-	-	-
TOTAL CAPITAL EXPENDITURE	41.279	30.067	5.101	4.548	0.560	81.555

Capital Programme Growth 2021/22 Onwards

98. Total Capital Programme Growth across all services for the period 2021/22 to 2025/26 is summarised below:

Table 16: TOTAL CAPITAL PROGRAMME GROWTH 2021/22 to 2025/26	2021/22 Projected £M	2022/23 Projected £M	2023/24 Projected £M	2024/25 Projected £M	2025/26 Projected £M	TOTAL £M
ORGANISATION	0.750	-	-	0.050	0.060	0.860
PEOPLE SERVICES	0.100	0.121	0.121	0.121	0.161	0.624
PLACE SERVICES	(0.427)	(0.153)	0.255	(0.172)	0.339	(0.158)
CORPORATE	-	-	-	-	-	-
TOTAL CAPITAL PROGRAMME GROWTH	0.423	(0.032)	0.376	(0.001)	0.560	1.326

99. Capital Programme proposals of £0.286 million (net) were approved by Executive in November 2020.

100. Additional capital growth proposals totalling £1.040 million are summarised below and detailed at Annex 4.1.

Table 17: ADDITIONAL CAPITAL PROGRAMME GROWTH 2021/22 to 2025/26	2021/22 Projected £M	2022/23 Projected £M	2023/24 Projected £M	2024/25 Projected £M	2025/26 Projected £M	TOTAL £M
ORGANISATION						
Corporate Resources	0.300	-	-	-	-	0.300
Organisational Development	0.200	-	-	-	-	0.200
PEOPLE						
Housing	-	-	-	-	-	-
Wellbeing & Intervention	0.100	0.100	0.100	0.100	0.140	0.540
TOTAL ADDITIONAL CAPITAL PROGRAMME GROWTH	0.600	0.100	0.100	0.100	0.140	1.040

101. The reasons for these latest growth proposals are set out below:

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Table 18: ADDITIONAL CAPITAL GROWTH PROPOSALS	
Service Area	Additional Capital Growth Proposals
ORGANISATION	
Corporate Resources	<ul style="list-style-type: none"> Capital allocation for investment in technology development projects
Organisational Development	<ul style="list-style-type: none"> Capital allocation for systems Disaster Recovery measures
PEOPLE SERVICES:	
Wellbeing & Intervention	<ul style="list-style-type: none"> Capital allocation for the Harlequin theatre – increased maintenance requirements due to age of building and provision to upgrade key service areas including Café and Foyer.

102. For the majority of new capital schemes there is expected be a requirement for further reports to the relevant Board (and consultation with the Portfolioholder for significant projects) as business cases are finalised, the outcome of tendering is known and costs are confirmed, or where there is a significant cost variance compared to original forecasts.

103. Capital Rolling Programme requirements beyond 2024/25 will be reviewed as part of service & financial planning for 2022/23.

Capital Programme Funding

104. Sources of funding for the 2021/22 to 2025/26 Capital Programme are summarised below:

Table 19: CAPITAL PROGRAMME FUNDING 2021/22 to 2025/26	2021/22 Projected £M	2022/23 Projected £M	2023/24 Projected £M	2024/25 Projected £M	2025/26 Projected £M	TOTAL
TOTAL CAPITAL EXPENDITURE 2021/22 to 2025/26	41.279	30.067	5.101	4.548	0.560	81.555
FUNDED BY:						
Capital Reserves	0	0	0	0	0	0
Capital Receipts	4.187	26.778	0	0	0	30.965
Capital Grants & Contributions	2.385	1.187	1.187	1.187	0	5.946
Earmarked Reserves – Housing Delivery Strategy	9.520	0	0	0	0	9.520
Prudential Borrowing	25.187	2.102	3.914	3.361	0.560	35.124
TOTAL CAPITAL FUNDING 2021/22 to 2025/26	41.279	30.067	5.101	4.548	0.560	81.555

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105. Sources of funding for the 2021/22 to 2025/26 Capital Programme are explained below:

Table 20: CAPITAL FUNDING	
Capital Reserves	<ul style="list-style-type: none"> Previously the Council benefitted from access to significant capital reserves following the sale of its housing stock. Over recent years these reserves have been fully-utilised to invest in the capital programme.
Capital Receipts	<ul style="list-style-type: none"> Sale of capital assets results in a capital receipt that can be used to invest in new capital assets or to repay prudential borrowing. The main source of forecast capital receipts over the duration of this Capital programme relate to delivery of major schemes including Marketfield Way redevelopment, Pitwood Park and the Cromwell Road Housing developments. These capital receipts have been factored into forecast funding requirements.
Capital Grants & Contributions	<ul style="list-style-type: none"> Forecasts of the future grant funding allocation for Disabled Facilities works have been updated to reflect forecast allocations. They also include the Council's share of Section 106 and CIL funding. A review of historic allocations of Section 106 funds to the Capital Programme was completed during year-end closedown for 2019/20 to confirm that the funds allocated reconcile to Planning team records.
Earmarked Reserves – Housing Delivery Strategy	<ul style="list-style-type: none"> £19.079 million has been set aside to help fund implementation of the Housing Delivery Strategy.
Prudential Borrowing	<ul style="list-style-type: none"> The primary source of long-term funding for the Capital Programme is now prudential borrowing, mainly from the Public Works Loans Board (PWLB). Loans are managed through the approved Treasury Management Strategy and policies. Interest on borrowing is paid to the PWLB and charged to the annual revenue budget along with the Minimum Revenue Provision that is necessary to set aside funds for eventual repayment of the loan principal. These costs have to be taken into account when setting a balanced Revenue Budget. There are increasing restrictions on the type of capital expenditure that is eligible for prudential borrowing. Borrowing to fund investment solely for commercial gain is not permitted.

Capital Programme – Brought-Forward Allocations from 2020/21

106. Any previously-approved unspent Capital Programme resources (due to project slippage) will be carried forward to 2021/22. At Quarter 2 2020/21 the forecast carry-forward was £46.76 million.

Capital Programme – Revenue Budget Implications

107. As explained above, the Council no longer has significant unrestricted capital reserves, therefore, while a small number of schemes will be continued to be funded from capital grants and other contributions, the majority of the approved Capital Programme must be funded through prudential borrowing. The costs of repaying this borrowing fall on the revenue budget as treasury management costs in Central budgets.

108. Treasury management budgets have been updated to reflect the costs of borrowing for the approved Capital Programme for 2021/22 onwards net of interest on forecast balances. Details

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will be confirmed in the Treasury Management Strategy for 2021/22 that is reported to Executive and Full Council for approval in March/April each year.

109. The costs of operating and maintaining new assets must also be factored into future revenue budget forecasts as they come into use.

STATEMENT OF THE CHIEF FINANCE OFFICER (CFO)

110. The Local Government Act 2003 places a duty on the Chief Finance Officer to advise the Council on the robustness of the proposed budget and the adequacy of balances and reserves supporting its budget. The Council is required to have regard to this advice when making the annual budget decisions.

111. The information set out in this budget report and the supporting Medium-Term Financial Plan Summary and other Annexes sets out how this Council plans to:

- assess and manage financial risks, including the risks relating to delivery of new income streams and commercial activities
- manage increased demand for services
- manage delivery of major capital schemes
- monitor the financial risks relating to COVID-19 and Brexit
- track proposed changes and volatility of Government funding
- deliver a balanced budget beyond 2021/22
- continue to deliver value for money to local taxpayers;
- continue to receive an unqualified audit report on the annual statement of accounts; and
- ensure that effective scrutiny of the Budget process is carried out and responded to.

CIPFA Resilience Index

112. The Council's position at March 2019 against a range of financial measures compared to similar councils is available online through the CIPFA Financial Resilience Index at <https://www.cipfa.org/services/financial-resilience-index/financial-resilience>.

Table 21: CIPFA RESILIENCE INDEX INDICATORS at March 2019¹	This Council's Relative Risk Compared to Similar Councils	This Council's Prospects over the Medium Term
Reserves Sustainability – increase in reserves over recent years	Medium	Planned use of previously un-allocated reserves (for example for investment in Housing) means that this position will be harder to maintain
Level of Reserves – compared to the annual revenue budget	Low	
Changes in reserves over recent years	Low	
Interest payable compared to recent budget	Low	Planned growth in the Capital Programme and associated borrowing means that this position will not be maintained.
Gross external debt	Low	

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Table 21: CIPFA RESILIENCE INDEX INDICATORS at March 2019¹	This Council's Relative Risk Compared to Similar Councils	This Council's Prospects over the Medium Term
Fees & Charges - as % of service budgets	Higher than Average	Implementation of the new Fees & Charges Policy and planned review should improve the Council's position against this indicator if it results in new and/or increased sources of income.
Ratio of Council tax contribution to revenue budget	Low	Risk may increase if budget increases without the ability to levy a proportionate increase in council tax.
Funding growth - compared to Government baseline	Increasing	This risk is expected to increase as Government funding reduces and the ingoing impacts of the COVID-19 pandemic on income budgets are confirmed.

Note

1. Latest published results

CIPFA Financial Management Code

113. The Chartered Institute of Public Finance (CIPFA) Financial Management Code ('the FM Code') was published in October 2019. It is intended to support good financial management and stability and applies to all local authorities, including police, fire and other bodies.
114. The detailed requirements were set out in the MTFP that was approved in July 2020. In summary the FM Code is based on a series of principles and standards to provide the foundation for authorities to manage their short, medium and long-term finances, maintain resilience to meet demands and manage unexpected financial shocks. It does this by aiming to:
 - Support self-regulation in the local authority sector, by setting out non-prescriptive framework within which Councils can operate;
 - To promote a move away from short-termism, to longer term strategic financial planning;
 - To reinforce the role of the whole leadership team in ensuring financial sustainability and good governance.
115. Authorities were required to apply the requirements of the FM Code with effect from 1 April 2020 although CIPFA considers 2020/21 will be a 'shadow year' towards full implementation. The first full year of compliance against all 17 financial management standards in the FM Code will therefore be 2021/22.
116. The COVID-19 pandemic led to delays in CIPFA issuing the supporting guidance but it has now been received and planning for full implementation is now in progress.
117. Compliance with the FM Code will help provide further assurances on the supporting information that is relied on to produce annual budget estimates, MTFP forecasts and in-year monitoring reports.

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Robustness of Reserves

118. As highlighted in the Service and Financial Planning report to Executive in November 2020 both general and earmarked reserves remain relatively healthy. The planned use of reserves in 2021/22 year is appropriate as the Council moves to a position where its finances rely less on Government grants and it invests in its Housing and Commercial Strategies. The forecast remaining level of reserves will continue to provide sufficient cover to meet commitments and provide a strong 'safety net' for unplanned events. This report includes the outcome of the latest review of Reserves to ensure that they remain aligned with the most significant areas of risk in the budget and delivery of corporate priorities.

Budget Proposals - Uncertainties & Risks

119. As explained in this report, the budget proposals for 2021/22 are robust. There remain, however, a number of uncertainties and risks which are set out in the following paragraphs.

120. COVID-19 Pandemic:

- The latest summary of the impacts of the pandemic in 2020/21 and forecasts for 2021/22 is included in Annex 1 (Appendix 3).
- There remains considerable uncertainty about the ongoing revenue budget impacts, in particular with regard to income streams that may never return to pre-2020/21 levels.
- The longer-term implications for council tax and NNDR income are also unclear while the full economic impacts of the pandemic are being mitigated through the Government's short-term measures to support households and businesses.

121. The Economy:

- There is still uncertainty and a lack of confidence about the future of the economy as consequence of exit from the European Union on 31 December.
- Any future economic slowdown nationally or globally - could result in lower income (through - for example - reduced discretionary spending or lower than anticipated recycle prices) and increases in demand (benefits and statutory duties such as homelessness).
- Any reduction in the number of employers in the Borough could also have an impact on retained NNDR income.

122. Future Government Funding:

- The future of local government funding and business rates remains uncertain and an area of concern.
- The end of New Homes Bonus payments over the coming years will have an impact on reserves, but no direct budget impact.
- The Homelessness Reduction Act requires Councils to provide more support to homeless people and people at risk of becoming homeless. The Government has continued to commit ring-fenced funding towards this duty but there remains a question mark over the longer term.

123. Revenue Budget Savings:

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- Following the significant budget reductions in past years, it has become increasingly difficult to generate additional ongoing savings.
- If we are to deliver financial sustainability then we will need to continue our efforts to become a more commercial organisation and fully explore income generating opportunities involving, for example, property investment, partnership working and providing services for other organisations.
- The increasing guidance on ‘borrowing in advance of need’ is likely to limit some of the options that may otherwise have been considered to deliver new commercial income streams.
- The review of Fees & Charges that is now in progress will help identify new income generation opportunities.

124. Corporate Plan:

- The Corporate Plan sets out the Council’s vision and objectives over the medium term and will enable it to target its resources in the most efficient and effective way.
- The main challenge, as ever, will be balancing our ambitions as a high performing council with our ability to resource those ambitions.
- Prioritisation of services like Housing Delivery and Environmental Sustainability will place new demands on existing resources.
- A combination of careful stewardship and an innovative approach to service delivery will be required to ensure that we achieve our goals.

125. Budget Risks:

- The latest risk assessment is detailed in the MTFP and summarised at Annex 1 (Appendix 2).
- Given the uncertainty over future economic conditions and the business rates regime, it is prudent to maintain our capacity to protect services from unforeseen financial pressures. Once used, however, it may prove difficult to replenish Reserves.
- Despite significant improvements in recent years the Pension Fund remains a risk over the longer term as future economic downturns and recent case law may impact on the value of Fund investments and liabilities.

126. Overall, the Council has made prudent budgetary provision for its commitments for the 2021/22 financial year, within the legislative framework that governs its operations and within other constraints, such as the Council’s policy framework.

OPTIONS

127. The Executive can accept, amend or reject any or all of the budget proposals. Changes could affect the level of Council Tax to be levied in 2021/22 which in turn would require changes to the formal resolutions to full Council in February.

LEGAL IMPLICATIONS

128. There are no direct legal implications arising from the recommendations in this report subject to the Council adopting a balanced budget for 2020/21 by 11 March 2021 to

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meet the requirements of the Local Government Finance Act 1992.

FINANCIAL IMPLICATIONS

129. These are addressed throughout the report.

EQUALITIES IMPLICATIONS

130. An Equalities Impact Assessment of service planning proposals has been undertaken and is provided as a background paper to this report.

131. This is based on the best information available at the time of writing; however it is important to note that where individual changes, projects or policies are being developed, equalities impact assessments will need to be carried out by the responsible officer(s) and considered by the decision maker(s).

132. Based on the information available in the draft Budget, no potential negative impacts on people with protected characteristics or other vulnerabilities have been identified.

133. However, there are a number of projects for which details are currently unknown. Consideration should be given from the outset of development of these projects as to how positive impacts for people with protected characteristics or other vulnerabilities can be secured. Provision for the assessment of equality impact forms part of the Council's established Project Management Framework.

COMMUNICATION IMPLICATIONS

134. The Council continues to offer value for money for Council residents – in 2021/22, the average household will pay just £4.57 per week to the Borough Council in Council Tax, which pays for the wide range of services that the Council delivers, including household waste and recycling collections, street cleaning, greenspaces maintenance, leisure and community centres, and statutory and regulatory services such as licencing, environmental health and planning.

135. Central to Council's communications and engagement strategy is not only to promote the good work that the Council does and the great services it provides, but also to make sure that our annual service and financial planning process reflects what our residents and businesses need. Development of the Corporate Plan was supported by extensive consultation with residents and other partners to ensure that our priorities remain relevant up to 2025.

136. Service and financial plans are aimed at minimising risks and ensuring that the Council continues to deliver great services whilst managing budgets and other resources well. The Medium-Term Financial Plan and Capital Investment Strategy include analyses of forecast budget risks and the mitigating action that is planned.

137. The Council has strong risk management arrangements in place to ensure that any risks are identified and managed, with regular performance reports provided to the Overview & Scrutiny Committee, the Audit Committee and the Executive.

138. The risks relating to the long-term financial sustainability of the Council remain on the strategic risk register, and as such controls and mitigating actions are regularly reviewed. Commercial investment (where permitted), which is a key aspect of securing our long-term financial sustainability and can be affected by wider macro-economic circumstances, is a strategic financial risk for which controls are in place and mitigating actions being implemented.

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139. Other strategic risks, which the Council recognises need to be managed relate to partner organisation's decisions in relation to future funding and recycling credits.

HUMAN RESOURCE IMPLICATIONS

140. The service and financial planning proposals for 2021/22 result in an increase in FTE of 8.0 FTE; offset by deletion of 8.0 funded vacancies.

Table 22: STAFF ESTABLISHMENT - FTE MOVEMENTS 2020/21 to 2021/22		
STAFF ESTABLISHMENT 2020/21 (including fixed term posts)		534.0
New Posts		
Finance	1.0	
Commercial	2.0	
Waste & Recycling	3.0	
Revenues, Benefits & Fraud	2.0	
		8.0
Deletion of Existing Funded Vacancies		
Planning & Development	(3.0)	
ICT	(1.0)	
Procurement	(1.0)	
Waste & Recycling	(3.0)	
		(8.0)
STAFF ESTABLISHMENT 2021/22		534.0
NET INCREASE / (DECREASE)		0.0

Pay Award

141. Negotiations with employee representatives are complete. An increase of 1.3% for 2021/22 has been confirmed and has been accommodated in the budget. The budget also includes provision for contractual pay increases, such as incremental progression subject to a satisfactory appraisal outcome.

CONSULTATION

142. Consultation has been carried out in line with the Council's budget and policy framework. This includes consideration by the Overview & Scrutiny Committee.
143. The Overview & Scrutiny Committee established a Budget Scrutiny Panel to support this work. The Panel met on 3 December 2020 and their report was considered by the Overview & Scrutiny Committee on 9 December and presented to the Executive on 17 December.
144. Section 65 of the Local Government Finance Act 1992 requires the Council to consult representatives of those subject to non-domestic rates in the borough about its proposals for expenditure for each financial year. This is being done through activities coordinated by the Economic Prosperity Team, including business networking events and using the Council's business e-newsletter.

POLICY FRAMEWORK

145. Service & financial planning: The budget proposals within this report form part of the Council's budget and policy framework. The annual budget is developed to ensure that the Council can deliver the Corporate Plan and services to residents and businesses.

Agenda Item 4

Background Papers:

Medium Term Financial Plan 2021/22 to 2025/26, report to Executive on 28 July 2020

Capital Investment Strategy 2021/22, report to Executive on 28 September 2020

Service & Financial Planning 2021/22, report to Executive on 19 November 2020

Budget Scrutiny Panel Report, Service & Financial Planning 2020/21, report to Executive on 17 December 2020

[Equality Impact Assessment: Service & Financial Planning 2020/21](#), January 2021

List of Annexes:

1. Medium Term Financial Plan Summary
2. Additional Revenue Budget Growth & Savings Proposals
3. Forecast Revenue Budget Reserves at 31 March 2021
- 4.1 Additional Capital Programme Growth Proposals
- 4.2 Capital Programme 2021 to 2026 – All Schemes

MEDIUM TERM FINANCIAL PLAN - SUMMARY

2021/22 to 2025/26

January 2021

REVENUE BUDGET 2020/21 & 2121/22

REVENUE BUDGET 2020/21	Approved Budget 2020/21 £m	Recommended Budget 2021/2 £m
ORGANISATION		
Communications / Customer Service	0.933	1.052
Finance	1.123	1.168
ICT	1.866	1.810
Legal & Governance	2.057	2.022
Organisational Development & HR	0.785	0.785
Corporate Policy, Projects & Performance (inc environmental sustainability)	0.397	0.420
Property / Commercial	(1.693)	(1.510)
PLACE		
Economic Prosperity	0.398	0.398
Neighbourhood Operations	3.110	3.119
Place Delivery	0.275	0.326
Planning	0.660	0.548
PEOPLE		
Community Development	1.583	1.588
Housing	0.990	0.950
Revenues, Benefits & Fraud	0.022	0.525
Wellbeing & Intervention	0.537	0.537
SENIOR MANAGEMENT TEAM	1.166	1.166
SERVICE BUDGETS TOTAL	14.209	14.904
Central Budgets	4.047	2.492
NET EXPENDITURE 2020/21	18.256	17.395
Council Tax	14.100	14.365
National Non-Domestic Rates	2.900	1.819
Un-ringfenced grants – transferred to Reserves		
• COVID-19 Emergency Funding – Allocation 5	-	0.638
• New Homes Bonus – 2020/21 allocation from Central Government	1.789	0.887
• Homelessness Prevention grant	0.580	0.668
Other Un-ringfenced grants		
• Lower Tier Services Grant	-	0.394
• COVID-19 Tax Income Guarantee (estimate)	-	0.150
• COVID-19 Local Council Tax Support Grant	-	0.190

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REVENUE BUDGET 2020/21	Approved Budget 2020/21 £m	Recommended Budget 2021/2 £m
Contribution to Earmarked Reserves: <ul style="list-style-type: none"> • COVID-19 Emergency Funding – to COVID-19 Reserve • New Homes Bonus – to Government Funding Risks Reserve • Homelessness Prevention Grant 	- (1.789) (0.580)	(0.638) (0.887) (0.668)
Call on Earmarked Reserves in 2021/22 <ul style="list-style-type: none"> • Government Funding Risks reserve • Commercial Risks reserve 	- -	0.104 0.138
Use of funds from the General Fund Balance to support the 2021/22 revenue Budget	1.256	0.235
NET SOURCES OF INCOME 2020/21	18.256	17.395
BUDGET GAP	Nil	

NOTE 1: The actual sum to be drawn from Reserves to support the budget will depend on the budget outturn position for the year. Over recent years the budget outturn has been an underspend position with no requirement to call on Reserves.

MEDIUM TERM REVENUE BUDGET FORECAST 2021/22 to 2025/26

MEDIUM TERM REVENUE BUDGET FORECAST	Approved Budget 2020/21 £m	Cumulative Impact 2021/22 £m	Cumulative Impact 2022/23 £m	Cumulative Impact 2023/24 £m	Cumulative Impact 2024/25 £m	Cumulative Impact 2025/26 £m
20/21 Budget Requirement	18.256					
Services - Pay		(0.040)	(0.040)	(0.040)	(0.040)	(0.040)
New Strategies - Pay		0.143	0.143	0.143	0.143	0.143
Services – Non-Pay & Income		0.465	0.465	0.465	0.465	0.465
New Strategies – Non-Pay		0.023	0.023	0.023	0.023	0.023
Government Funding Reductions <i>(HB subsidy)</i>		0.104	0.104	0.104	0.104	0.104
Central Budgets		(1.556)	0.539	1.434	2.229	3.524
Council Tax						
£5 per Band D equivalent plus impact of forecast taxbase		(0.265)	(0.559)	(1.032)	(1.424)	(1.731)
Business Rates		0.347	0.468	0.423	(0.201)	(0.201)
Government Grants		-	(0.394)	(0.394)	(0.394)	(0.394)
One-Off Funding in 2021/22						
Govt Funding Risks Reserve <i>HB subsidy reduction</i>		(0.104)	-	-	-	-
Commercial Risks Reserve <i>Redhill hotel income reduction and traded services income reduction</i>		(0.138)	-	-	-	-
Reversal of one-off General Fund Contribution in 2020/21		1.256	1.256	1.256	1.256	1.256
General Fund Contribution 2021/22		(0.235)	-	-	-	-
Forecast Gap at November 2020 Compared to 2020/21 Budget – before ongoing COVID-19 Impacts	0.000	Balanced	2.005	2.382	2.161	3.149
Annual Increase in Gap		n/a	2.005	0.377	(0.221)	0.988
Gap as % of 2020/21 budget requirement		n/a	11.53%	13.69%	12.42%	18.10%

Plus Potential Impacts on 2021/22 Income Budgets of the COVID-19 Pandemic

Estimated Income Losses			
COVID-19 – estimated 2021/22 income impacts <ul style="list-style-type: none"> • Community Centres - £0.200m • Harlequin - £0.180m • Parking - £1.200m • Commercial Waste - £0.160m • Property Rents - £0.270m 		2.010	TBC
COVID-19 – estimated 2021/22 expenditure impacts <ul style="list-style-type: none"> • Homelessness support 		0.100	
Government COVID-19 Funding in 2021/22			
COVID-19 emergency funding		(0.638)	TBC
Sales, Fees & Charges Q1 Claim (est)		(0.750)	TBC
Additional One-Off Funding Drawdown in 2021/22			
Income Losses to be funded by calling on the Government Funding Risks and Commercial Risks reserves <i>[if no other Government support is received]</i>		(0.722)	TBC
Forecast Gap at November 2020 Compared to 2020/21 Budget – including estimate for ongoing COVID-19 impacts	0.000	Balanced	TBC

Work is continuing on forecasts for income and expenditure impacts beyond 2021/22 and updates will be provided in future budget monitoring reports.

Over the medium term the Council's strategy is to invest to realise new sustainable sources of income. This is dependent on successful delivery of schemes identified through the new Commercial Strategy.

EXTRACT: STRATEGIC RISK REGISTER STRATEGIC FINANCIAL RISKS

Risk No	Risk Description	Owner	Controls	Mitigating Actions / Progress	Rating	Status	Last review Date	Direction of Travel
SR2	<p>Financial sustainability</p> <p>The Council is now operating in a uniquely challenging and uncertain financial context.</p> <p>In the wake of the COVID-19 pandemic and likely recession which will follow, the Council faces a period of unprecedented financial uncertainty.</p> <p>The ongoing financial settlement with the Government also remains unclear with the Fair Funding Review and Business Rate Reset and Revaluation being delayed.</p> <p>There most significant risks relate to the extent to which the Government will fund the unplanned expenditure that is being incurred to deliver the Council's COVID-19 responsibilities at the same time as experiencing material reductions in income from fees and charges and local taxes. If this substantial financial burden is not</p>	<p>PM</p> <p>Portfolio Holder: Cllr Schofield</p>	<p>We prepared updated Medium-Term Financial Plan (MTFP) revenue budget forecasts and a five-year capital programme during service and financial planning for 2020/21 onwards.</p> <p>These are being used to confirm the extent of the financial challenges faced and support strategic service and financial planning decisions.</p> <p>We will continue to implement the actions detailed in the Capital Investment Strategy that was approved by Executive in January 2020.</p> <p>This will help ensure that capital investment decisions support delivery of the Council's strategic and financial objectives.</p>	<p>We will continue to ensure that strong financial management arrangements are in place and continue to invest in skills and expertise to support delivery of the council's financial and commercial objectives while managing associated risks.</p> <p>The Council's Medium-Term Financial Plan was reported to the Executive in July 2020. This sets out the forecast budget challenges over the coming five years. It will form the basis for service & financial planning for 2021/22 onwards.</p> <p>The specific outcomes of the Fair Funding Review and Business Rates Reset remain unknown; however it is expected to result in significantly reduced funding.</p>	R	Treat	14.10.20	-

Risk No	Risk Description	Owner	Controls	Mitigating Actions / Progress	Rating	Status	Last review Date	Direction of Travel
53	mitigated through direct Government support these unplanned financial pressures will have an adverse impact on the Council's capacity to deliver against its Corporate Plan ambitions in future years.		<p>We prepared the Treasury Management Strategy 2020/21 for approval (under COVID-19 delegation powers) in April 2020.</p> <p>This will ensure that treasury investments achieve target returns within approved security and liquidity limits.</p>	<p>COVID-19 has resulted in material new financial risks, both in 2020/21 and potentially over the medium term. Additional unbudgeted expenditure has been incurred to deliver the authority's response and budgeted sources of income have been impacted by reduced demand during lockdown.</p> <p>Government funding received to date is likely to address a significant proportion of the one-off cost pressures but there remains uncertainty about funding support for lost income from fees & charges and local taxes in 2020/21 as well as about whether income levels will return to pre-COVID levels in the remainder of the year and beyond.</p> <p>In Q2 the Council has submitted the first claim to Central Government for lost income as a result of the COVID-19 pandemic.</p> <p>The importance of: (i) adopting and implementing strategies that support sustainable income</p>				

Risk No	Risk Description	Owner	Controls	Mitigating Actions / Progress	Rating	Status	Last review Date	Direction of Travel
				generation and (ii) taking forward income generating projects such as Horley Business Park, remains a high priority.				
SR4	<p>Partner public sector funding decisions</p> <p>The public sector is experiencing significant funding pressures. Budgetary decisions made by other public service providers will impact this borough's residents and businesses as well as the Council itself.</p> <p>The COVID-19 pandemic has increased pressure on public services. These pressures will result in reduced partner capacity which may require the Council to increase services and support provided. This could have negative funding and resource implications.</p>	<p>PM</p> <p>Portfolio Holder: Cllr Schofield</p>	<p>We will continue to maintain relationships with key partners across the public sector. This supports good information sharing, including future service and financial information</p>	<p>We expect to continue to hold meetings to discuss priorities and funding between the Leader, Executive and key partners such as SCC, Police and Raven Housing Trust.</p> <p>We will seek to align Council and partner priorities around the new Corporate Plan wherever possible, to ensure that all services are meeting the needs of our residents and businesses.</p> <p>We will seek to understand the funding decisions taken by partners at the earliest opportunity, and engage with them to consider the implications and avoid/minimise any negative impact on the borough.</p> <p>As noted in SR3 above, the financial distress or failure of a partner or neighbouring authority could result in</p>	A	Treat	14.10.20	-

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Risk No	Risk Description	Owner	Controls	Mitigating Actions / Progress	Rating	Status	Last review Date	Direction of Travel
				changes to the structure of local government in Surrey.				

COVID-19 Pandemic – Financial Implications

at January 2021

The Revenue Budget for 2020/21 that was approved in February 2020, was agreed before the impacts of the COVID-19 pandemic on the UK became apparent. It does not therefore consider the significant additional financial impacts that are now faced during 2020/21 on service income and expenditure budgets and on Collection Fund income forecasts for council tax and business rates.

Government Funding

The Government originally indicated an intention to fully-compensate councils for the financial impacts of COVID-19, however it remains unclear whether this commitment is just in relation to the additional costs incurred or whether it will also cover loss of income.

To date, relative to the scale of forecast financial impacts, the Council has received financial support as summarised the table below from Government and other agencies to offset the impacts on its budget.

Table 4.1: EMERGENCY GRANT (not ring-fenced)	£m
Emergency Grant allocation 1 • Equates to 64p per household.	0.042
Emergency Grant allocation 2 • Equates to £22.70 per household.	1.481
Emergency Grant allocation 3 • Equates to 3.11p per household.	0.203
Emergency Grant allocation 4 • Equates to £2.27 per household.	0.148
	1.874
Emergency Grant allocation 5 (for 2021/22 pressures) Equates to £9.78 per household.	0.638
	2.512

Table 4.2: OTHER SPECIFIC GRANTS AND FUNDING ALLOCATIONS	£m
Rough Sleepers accommodation funding. • In addition, £39.7k has been received from Surrey County Council from their Emergency Grant allocation to contribute to the cost of temporary accommodation for rough sleepers.	0.002 0.040
Next Steps Accommodation Funding - £180.3k • Contribution towards B&B costs	0.180
Reopening High Streets Safely Fund • Allocated to prepare for the reopening of non-essential retail	0.132
Emergency Assistance Grant for Food & Essential Supplies • Allocated via Surrey County Council	0.089
Compliance & Enforcement Grant	0.058

Table 4.2: OTHER SPECIFIC GRANTS AND FUNDING ALLOCATIONS	£m
• For enforcement of measures to support public health including social distancing	
Clinically Extremely Vulnerable Funding	
• share of Surrey County Council grant allocation	0.067
Contain Outbreak Management Fund (allocation from SCC)	0.446
• £3/£8 allocated to RBBC	
New Burdens 1	0.001
New Burdens 2	0.059
Environmental Health COVID-19 Response	0.079
	1.153

Income Compensation Scheme

In addition the Council is able to claim for reimbursement of a proportion of some COVID-19-related income losses. The terms of this reimbursement are quite specific:

- The scheme involves a 5% deductible rate, whereby authorities will absorb losses up to 5% of their planned (budgeted) 2020/21 sales, fees and charges income, with the Government compensating them for 75p in every pound of relevant loss thereafter. By introducing a 5% deductible Government argued that it is accounting for an acceptable level of volatility, whilst shielding authorities from the worst losses.
- Income from commercial activities is not eligible of reimbursement under the scheme
- Claims have to be certified by the Council's Chief Financial Officer and may be subject to audit.

Funding 2020/21 – Summary

This Council's share of income funding had not been confirmed at the time of preparing this report; the first claim for £1.086m (for eligible income losses in April to July) has been approved and the second claim for £1.044 million for August to November has been submitted.

The total COVID-19 Emergency funding allocated so far to this Council to cover expenditure incurred and lost income is therefore in the region of £2.5 million and a further £2.1 million has been claimed for income losses so far. However, as set out below, the forecast costs and loss of income forecast will potentially exceed the grants awarded.

Through the Local Government Association, Surrey Leaders, the Society of District Council Treasurers and the Surrey Treasurers' Association we have continued to make clear to the MHCLG and HM Treasury the scale of the financial impact and the case for additional funding.

While the Government published 'Our Plan to Rebuild' in May 2020 it remains uncertain as to how long the lockdown restrictions are likely to last and when the Recovery phase will end.

This means that accurate forecasting of the full financial impacts for this Council is remains challenging at this time and other updates will be provided through in-year financial monitoring and budget reports.

At the time of preparing this report it is expected that that the financial impacts of the pandemic will continue into 2021/22. The Government confirmed in the Provisional Settlement announcement that it will provide a fifth round of Hardship funding (£0.638 million) in 2021/22 and will fund income loss claims for the first quarter.

Other COVID-19 Funding

The Council has also received the following funding from Government for redistribution in line with specified guidance:

- Business rates – extended retail relief funding - £18.630m
- Business rates – nursery/local newspapers relief funding - £0.700m
- Small Business Grants Fund and Retail, Hospitality & Leisure Grants - £22.540m
- Local Discretionary Grants Fund - £1.130m
- Local Restrictions Support Grants (Closed) - £2.095m (grants to businesses told to close by the Government during the second lockdown)
- Additional Restrictions Support Grants - £2.975m plus £1.321m top-up = £4.296m (grants to other affected businesses during the second lockdown)
- Local Restrictions Support Grants (Closed) - £0.015m (grants to businesses told to close by the Government in Tier 2 in December 2020)
- Local Restrictions Support Grants (Open) - £0.210m (grants to other leisure, hospitality, hotels and B&Bs due to Tier 2 controls in December 2020) – funding TBC
- Christmas Support Payment - £0.045m (for closed ‘wet’ pubs)
- Local Restrictions Support Grant (Closed) – grants to businesses forced to close due to Tier 4 – funding TBC
- Closed Business Lockdown Payment – one-off grants of £4k-£9k for businesses forced to close during national lockdown – £6.282m
- Local Restrictions Support Grant (Closed) – grants to businesses forced to close due to Tier 4 – £3.142m
- Council Tax Hardship funding - £0.755m – to provide additional council tax support for households

- Test & Trace Scheme - £0.048 million for general claims plus £0.029 million for discretionary claims (payments to individuals who have to self-isolate and are unable to claim benefits) plus £0.027 million administration funding

How they are being utilised is explained below.

Expenditure Pressures

Since the outset of the pandemic the Finance Team has been tracking the financial impacts of the Council's COVID-19 response. New cost codes have been established to identify expenditure and an income and expenditure impacts model has been set up.

These detailed records are being maintained so that the impacts are readily identifiable to facilitate reimbursement wherever possible either from the Government or from Surrey County Council. For example, the costs incurred when providing support to residents in Category A (shielded) which is the responsibility of the County Council.

The financial impacts have been modelled based on lockdown restrictions lasting throughout 2020/21 in line with the parameters specified in the MHCLG's monthly COVID-19 financial impacts monitoring return. These assumptions are subject to regular review. The most recent return to MHCLG covers the period to 31 December. The figures quoted in this report for cost and income pressures are based on actual figures and full-year forecasts at 31 December.

The forecast additional expenditure for 2020/21 is summarised in the table below which follows the categories specified by MHCLG for the monthly financial data return:

Table 4.3: MHCLG EXPENDITURE CATEGORY	Full Year Forecast at 31.12.20 £M	Type of Expenditure Incurred
Housing Rough Sleepers	0.295	Temporary accommodation for Rough Sleepers and additional demand for B&B accommodation
Environment & regulatory – waste Management	0.117	Garden Waste – admin costs and vehicle hire
Finance & Corporate	0.076	Stationery, marketing materials and licensing for outdoor seating
	0.001	Vehicle Hire – cemetery
Other	0.060	Staff remote working – IT systems and support
	0.503	Staff and volunteer Training and Professional Support
	0.002	Revs and Bens Compliance and Checks for Business Grants

Table 4.3: MHCLG EXPENDITURE CATEGORY	Full Year Forecast at 31.12.20 £M	Type of Expenditure Incurred
Other - shielding	0.314	Voluntary Action Reigate & Banstead - VARB and YMCA Welfare Calls over a 10-week period Shielded Food Parcels and Communication
Other - PPE	0.123	Purchase of PPE for staff and volunteers
Other - excluding service areas listed	0.158	Publicity materials – e.g. social distancing banners Funding support - Voluntary Sector contributions Provisional Cost of support for Leisure Services Provider Support for Shielded Residents – including welfare calls, visits, foodbank and meals
Total Forecast Impact 2020/21	1.648	

Forecast expenditure pressures for 2021/22 are £100k plus for ongoing homelessness support (extra bed & breakfast costs and provision of loans for rent deposits in advance).

Income Reduction Pressures

In addition to incurring additional expenditure, the Council is also impacted by a significant reduction in budgeted income streams.

Overall, COVID-19 financial impacts are forecast to be more significant for the Council's income budgets compared to the additional expenditure incurred. This is in line with other district and borough councils, which tend to rely on fees and charges income as a greater portion of their budget.

Table 4.4: MHCLG INCOME CATEGORY	Full Year Forecast at 31.12.20 £M	Type of Income Loss
Cultural & Related Sales, Fees & Charges (SFC) losses	0.281	Harlequin – income reduction
	0.263	Leisure Services Provider - reduced Management Fees
Planning & Development SFC losses	0.349	Community Centres
	0.174	Reduction in Planning Fee income
Highways and Transport Sales, Fees & Charges (SFC) losses - other	2.210	Reduction in Car Parking income
Commercial Income Loss Total	0.360	Commercial Rents – income reduction

Table 4.4: MHCLG INCOME CATEGORY	Full Year Forecast at 31.12.20 £M	Type of Income Loss
		(including Redhill Market)
Other income losses	0.477	Garden Waste - income reduction
	0.205	Commercial Waste - income reduction
Other SFC income losses	0.204	Reduction in Revenues and Benefits Income from Third Party Clients
Total	4.523	

The main areas impacted include:

- Car parks usage and income from season tickets fell significantly following closure of council car parks on 30 March and the announcement that councils were required to make parking free for key workers.

Income from Pay and Display is forecast to reduce by £1.5 million compared to budget. whilst the bulk of expenditure associated with car parks, such as business rates and insurance, will still be incurred. The Council's policy with regard to residents who have paid for annual parking permits was reviewed and an extension was agreed, reducing forecast income by £240k. In addition many local businesses have applied for refunds on prepaid permits for staff.

A further impact is the reduction on forecast penalty ticket revenue: the predicted loss of income until the end of March 2021 is £130k for off street parking and £169k for on street parking.

- It is anticipated that across a range of other services including Planning, Building Control, Local Land Charges and Redhill Market income will fall significantly below budget in 2020/21 and there has been a temporary waiver of the monthly management fee received from the Leisure services provider - £263k.
- The increased risk to recovery of commercial rental income is estimated to be £40k. The most significant risk relates to Travelodge which applied for a Company Voluntary Arrangement (CVA), a legally binding agreement with the company's creditors to allow a proportion of the debts to be paid back over time, and some to be written off, typically lasting between two and five years. The Council is in negotiations with another hotel chain to take on the lease.
- The Revenues, Benefits and Fraud team experienced a reduction in recovery costs of £127k while magistrates courts were closed. Their income from contracted work for other councils has also reduced due to decisions by client authorities to pause recovery action.
- Pausing the garden waste collection service from March to June 2020 has resulted in a £477k reduction in income.

- Property rents are forecast to be lower than budget in 2021/22, primarily the Travelodge hotel in Redhill and the Old Town Hall in Reigate.

It is important to note that the Council's income budgets are not all based on an assumption of a 100% collection rate. Where appropriate, a level of arrears is assumed and a provision is made for bad debts. It is currently too soon to forecast whether the existing bad debt provisions will be sufficient to address all non-recovery as a consequence of COVID-19. An increase in the provision would require a call on revenue Reserves. This will be assessed as part of the year-end financial closedown.

Forecast income pressures for 2021/22 are:

- Community Centres - £0.200m
- Harlequin - £0.180m
- Parking - £1.200m
- Commercial Waste - £0.160m
- Property Rents - £0.270m.

Leisure Support Scheme

In late December 2020 Sports England published details of the Government's scheme for assisting outsourced Leisure providers with the costs of recovery/reopening between December 2020 and March 2021. The Council is working with GLL on a bid submission. The Council may be able to claim up to £0.270 million on behalf of GLL. No other funding has been made available to cover GLL's losses since the start of the pandemic.

Capital Programme Impacts

The Capital Programme 2020/21 to 2024/25 was approved in February 2020. No material changes to forecast expenditure or capital receipts have been identified to date. The main impacts are likely to be in terms of the timing of expenditure and income as some delays (slippage) may arise. The latest forecasts will be reported as part of quarterly capital programme monitoring and where necessary reports will be presented on specific schemes if any significant impacts are identified.

COVID-19 Pandemic: Summary Financial Implications

Overall the pandemic represents a material financial risk to the Council's budget and financial position. The information presented in this report represents the forecast at November 2020 based on the impacts during the first six months of 2020/21 and is likely to increase as more information becomes available. The financial impacts of a deficit on the Collection Fund (further details below) will add to these pressures.

The current estimate of the net adverse financial impact in 2020/21 is up to £1.0m after taking account of COVID-19 grant funding.

Table 4.5: FORECAST COVID-19 FINANCIAL IMPACTS 2020/21	Full Year Forecast at 31.12.20
	£M
Additional Expenditure	1.648
Income Losses	4.523
Government Grants <ul style="list-style-type: none"> • Emergency Grant - £1.874m (excludes £638k for 21/22) • Other Grants and Contributions - £1.153m 	(3.027)
Government COVID-19 Income Reimbursement: <ul style="list-style-type: none"> • April – July claim • August – November claim • December to March claim (est.) 	(1.086) (1.044) (1.000)
Net Forecast Unfunded Estimated Cost of COVID-19 in 2020/21	£0.014m

It should be noted that the accuracy of the above forecast depends on the completeness of COVID-19 income and expenditure forecasts and the outcome of Government funding decisions. The final position will not be confirmed until the budget outturn for 2020/21 is known.

This latest forecast of the net financial impact is not significant and can be funded through the Headroom Contingency sum that is included in the 2020/21 budget.

The Net Revenue Budget requirement for 2020/21 is £18.256 million. As a percentage of the net budget requirement it is less than 1%.

An alternative measure (to allow comparison with other councils) is to calculate the impacts in relation to the Council's 'Core Spending Power', the Government's standard measure which takes into account the authority's annual local government settlement funding assessment, forecast council tax income and its new homes bonus allocation. This Council's core spending power for 2020/21 is £18.430 million therefore the impact of the COVID-19 pandemic remains below 1% of its Core Spending Power.

Looking forward to 2021/22 the most significant impacts are forecast to relate to ongoing income losses (as explained above). Early indicative forecasts of income losses, additional costs and Government funding support are set out in the table below.

Table 4.6: FORECAST COVID-19 FINANCIAL IMPACTS 2021/22	Forecast at 31.12.20
	£M
Additional Expenditure <ul style="list-style-type: none"> • Homelessness support 	0.100

Table 4.6: FORECAST COVID-19 FINANCIAL IMPACTS 2021/22	Forecast at 31.12.20 £M
Income Losses <ul style="list-style-type: none"> • Community Centres - £0.200m • Harlequin - £0.180m • Parking - £1.200m • Commercial Waste - £0.160m • Property Rents - £0.270m 	2.010
Government Grants <ul style="list-style-type: none"> • Emergency Grant Other Grants and Contributions 	(0.638)
Government COVID-19 Income Reimbursement: <ul style="list-style-type: none"> • April – June claim (est) 	(0.750)
Net Forecast Unfunded Estimated Cost of COVID-19 in 2021/22	£0.722m

As for 2021/22 it will be important to continue to monitor and report these forecasts as part of in-year budget monitoring.

Options for Mitigation of the Financial Impacts

The main options for mitigating the ongoing financial impacts of COVID-19 include:

- Continue to lobby Central Government for additional funding in recognition of the impacts on district Councils and their ability to deliver services. The Council is actively working with other councils and networks on this.
- Look to make offsetting savings and efficiencies where possible.
- Make use of Earmarked Revenue Reserves to close the gap. This has implications for the projects and services and other potential risks that were intended to be funded from these resources.
- As a final resort, potentially apply capitalisation to some of the costs and financial impacts to enable the Council to borrow and fund them on a long-term basis. Local authorities are lobbying for greater flexibility from Government in this area. This may include using capitalisation flexibilities to cover costs from forecast future capital receipts and this may include making targeted asset sales to support this.

Further updates on the forecast costs and income and how they might be funded will be included in the quarterly budget monitoring reports in 2021/22.

Longer-Term Outlook

The preceding sections have focused on the short-term financial impacts for the Council in 2020/21. Of potentially greater concern is the impact of the projected

economic downturn on public expenditure and local government finances and what that means for public sector funding over the longer term.

UK public sector net borrowing is estimated to have been £31.6 billion in November 2020, £26.0 billion more than in November 2019 and the third-highest borrowing in any month since records began in 1993.

Once the immediate crisis is over and lockdowns have ended, the IMF have indicated that governments will have to raise taxes and put the brakes on public spending to bring their books closer to balance.

This need to bring down public debt is going to come into play alongside an economic contraction unprecedented in modern times. This will not only place additional pressure on Government funding but is also likely to have considerable impact on the Council's ability to raise additional income.

In recent years, local government has been increasingly relying on business rates as a source of income, which will in future years be less buoyant. In addition to the medium-term impact of the economic effects of COVID-19, in January 2021 the UK's transition period with the EU came to an end, and it is still not clear what impact the exit agreement will have on the economy.

The Office for National Statistics reported that GDP declined by 2.6% in November 2020 as Government restrictions reduced economic activity and was 8.5% below pre-pandemic levels. The services sector acted as the main drag on growth in November, with industries such as retail and accommodation accounting for nearly 80% of the fall.

In the labour market it is reported that 9.9m people were furloughed and classed as economically inactive at a cost of £46.4 billion. It is uncertain how the long-term effects on unemployment rates will work through the economy. At October 2020 The UK unemployment rate was estimated at 4.9%, 1.2 percentage points higher than a year earlier and 0.7 percentage points higher than the previous quarter.

The Government's furlough scheme has been extended to 30 April 2021. When it ceases, any increase in unemployment and / or furloughing of employees is likely to affect the sums the Council has to pay in Council Tax support, the amount collected in Council Tax and may have further knock-on effects to the business rates base and income from all sources – including car parking, planning and commercial rents.

Collection Fund Impacts

The in-year cash flow impact of business rate and council tax income shortfalls will be accounted for through the Collection Fund and eventually impact on the budgets of all precepting authorities (the County Council, the Police & Crime Commissioner and the Government), as well as this Council.

At 31 December 2020:

- Council Tax Collection was down by 1.40% compared to December 2019
- Business Rate Collection was down by 0.21% compared to December 2019.

At the time of preparing this report £0.445 million in Hardship Funding had been awarded to 3,291 households.

Business Support Grants

At the time of preparing this report the following sums had been distributed:

- Small Business Grants Fund and Retail, Hospitality & Leisure Grants - £22.540m to 1,714 businesses
- Local Discretionary Grants Fund - £1.130m to 161 businesses
- Local Restrictions Support Grants (Closed) - £0.928m to 558 businesses
- Additional Restrictions Support Grants - £0.129m to 88 businesses
- Local Restrictions Support Grants (Closed) - £0.030 to 30 businesses
- Local Restrictions Support Grants (Open) - £0.059m to 75 businesses
- Christmas Support Payment - £0.026 to 26 businesses
- Local Restrictions Support Grant (Closed) – grants to businesses forced to close due to Tier 4 – £0.539m to 538 businesses
- Closed Business Lockdown Payment – £2.817m to 566 businesses
- Local Restrictions Support Grant (Closed) – grants to businesses forced to close due to Tier 4 – £4.408m to 566 businesses

Test & Trace Payments

The authority has also been responsible for making payments under the NHS Test & Trace Scheme to individuals who have to self-isolate and are unable to claim benefits.

- At the time of preparing this report 147 claims had been processed totalling £0.074 million.

Other COVID-19 Financial Implications

In April 2020 the Government announced that implementation of the Relative Needs & Resources (Fair Funding) Review and the move to 75% Business Rates Retention planned for 2021/22 was deferred for at least a year. Both changes had been identified in the Council's MTFP as potentially adding to the authority's budget pressures in future years. This was confirmed in the provisional Settlement announcement in December. It also indicated that the removal of Negative Revenue Support Grant was also delayed (and possibly no longer proceeding).

**REVENUE BUDGET
ADDITIONAL SERVICE & CENTRAL BUDGET GROWTH,
INCOME AND SAVINGS PROPOSALS 2021/22**

Service & Central Revenue Budget Growth, Income and Savings Proposals 2021/22 (additional proposals – January 2021)

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3.1 Services - Pay					
Head of Service	Service	Growth £M	Income / Savings £M	FTE Impact	Description
Simon Rosser	Revenues, Benefits & Fraud	0.099		2.0	Additional Intelligence Officer post Additional Debt Recovery Assistant post.
Andrew Benson	Planning		(0.113)	(3.0)	Deletion of vacant posts no longer required ¹
Morag Williams	Waste & Recycling		(0.097)	(3.0)	Deletion of vacant posts no longer required ¹
Darren Wray	ICT		(0.056)	(1.0)	Deletion of vacant post no longer required ¹
Caroline Waterworth	Procurement		(0.035)	(1.0)	Deletion of vacant post no longer required ¹
Total		0.099	(0.301)	(6.0)	

NOTE 1: Confirmation of deleted posts (originally reported in the November Budget Report)

Service & Central Revenue Budget Growth, Income and Savings Proposals 2021/22 (additional proposals – January 2021)

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3.2 Services – Non-Pay					
Head of Service	Service	Growth £M	Income / Savings £M	FTE Impact	Description
Carys Jones	Communications	0.025			Investment in email marketing technology
Simon Rosser	Revenues, Benefits & Fraud	0.081			Increased budget provision for casual staff to support service delivery
Simon Rosser	Revenues, Benefits & Fraud		(0.045)		Re-baselining (reduction) of misc. non-pay budgets
Simon Rosser	Revenues, Benefits & Fraud	0.098			Re-baselining of Commercial income budgets to reflect contract forecasts
Peter Boarder	Place Delivery	0.031			Reduction in third party budget contribution
Total		0.235	(0.045)		

Service & Central Revenue Budget Growth, Income and Savings Proposals 2021/22 (additional proposals – January 2021)

3.3 Government Funding Reductions					
Head of Service	Service	Growth £M	Income / Savings £M	FTE Impact	Description
Simon Rosser	Revenues, Benefits & Fraud	0.009			DWP Administration Grant reduction
Simon Rosser	Revenues, Benefits & Fraud	0.006			Reduction in Cost of Collection
Total		0.015	0.0	0.0	

Service & Central Revenue Budget Growth, Income and Savings Proposals 2021/22 (additional proposals – January 2021)

3.4 Central Budgets					
Head of Service	Service	Growth £M	Income / Savings £M	FTE Impact	Description
Pat Main	Central Budgets		(0.052)	-	Insurance – premium decrease
Pat Main	Preceptor Grants		(0.021)	-	Reduction to reflect actual costs
Pat Main	Provision for Pay Increase	0.095			Outcome of final salary budget calculations
Total		0.095	(0.073)	-	

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FORECAST REVENUE RESERVE BALANCES AT 31 MARCH 2021

	Balance at 31.3.21 £m	Purpose
General Fund Balance	£3.246m ¹	Acts as a buffer against unpredicted budget pressures. The minimum level required is £2.6m

Earmarked Revenue Reserves	Balance at 31.3.21 £m	Purpose
Housing Delivery Strategy Reserve	19.079	Established as part of budget-setting 2020/21 – to support delivery of the Council's Housing Delivery Strategy. Funded from the equivalent of the balance on previous years' New Homes Bonus grant allocations plus the 2020/21 allocation.
Government Funding Reduction Risks Reserve	6.360	Reviewed as part of budget-setting 2020/21 – earmarked for the purpose of mitigating the planned reduction in Government funding pending delivery of new sustainable income streams. Includes £0.848m set aside for Business Rates recovery pressures in 2020/21.
Commercial Risks & Volatility Reserve	4.000	New reserve created as part of budget-setting 2020/21 - earmarked for the purpose of mitigating the impacts of delays in delivery of new sustainable commercial income streams.
Feasibility Studies (Commercial Ventures) Reserve	0.965	Established to ensure that funding is available to prepare business cases and obtain external professional advice for new initiatives designed to deliver new sustainable commercial income streams.
Corporate Plan Delivery Fund (CPDF)	1.000	Provides time-limited funding to deliver key priorities, Corporate Plan objectives and invest-to-save initiatives, including investment in new technology.
Homelessness Prevention	0.891	Established to account separately for the funding set aside for homelessness prevention.
Economic Development Initiatives Reserve	0.777	Established as part of budget-setting 2020/21 – to fund initiatives to raise awareness amongst local people of quality local employment opportunities.
New Posts Reserve	0.690	Established to provide initial funding for new permanent posts created during the year to support delivery of new corporate initiatives. Thereafter the intention is to build these posts into the approved budget in the following year.
Insurance Reserve	0.250	Provides cover against uninsured losses.

Earmarked Revenue Reserves	Balance at 31.3.21 £m	Purpose
Feasibility Studies (Infrastructure Initiatives) Reserve	0.250	Established as part of budget-setting 2020/21 – to fund the Council's contribution to councils in Surrey collectively funding the development of infrastructure feasibility studies so that bids can be made for full project funding when bidding rounds become available.
Environmental Sustainability	0.247	Established at the end of 2019/20 to fund Investment in delivery of the Environmental Sustainability Strategy.
Total Earmarked Revenue Reserves:	£34.509m²	

Total Revenue Reserves:	£37.755m¹
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Notes

1. Balances to be confirmed during closedown 2020/21.
2. Excludes new Reserve to be created for COVID-19 funding (balance to be confirmed at year-end)

**CAPITAL PROGRAMME
ADDITIONAL SERVICE CAPITAL GROWTH
PROPOSALS
2021/22 TO 2025/26**

Capital Programme – Additional Growth Proposals

– 2021/22 to 2025/26

Head of Service	Growth Proposal	Growth 2021/22 £M	Growth 2022/23 £M	Growth 2023/24 £M	Growth 2024/25 £M	Growth 2025/26 £M	TOTAL
ORGANISATION SERVICES							
Strategic Head of Resources	Investment in technology development projects	0.300	-	-	-	-	0.300
Head of ICT Darren Wray	Investment in systems disaster recovery measures	0.200	-	-	-	-	0.200
TOTAL		0.500	-	-	-	-	0.500

PEOPLE SERVICES							
Head of Wellbeing & Intervention Duane Kirkland	Harlequin improvements and increased maintenance requirements	0.100	0.100	0.100	0.100	0.140	0.540

CAPITAL PROGRAMME 2021/22 -2025/26 - SUMMARY - ALL SCHEMES

ORGANISATION SERVICES

STRATEGIC PROPERTY	2021/22	2022/23	2023/24	2024/25	2025/26	Total
Caroline Waterworth	£000	£000	£000	£000	£000	£000
Rolling Property Maintenance Programmes:						
Forum House, Brighton Road, Redhill	100.0	100.0	150.0	150.0	0.0	500.0
Unit 61E, Albert Road North	11.5	200.0	11.5	11.5	0.0	234.5
Regent House	50.0	100.0	90.0	90.0	0.0	330.0
Linden House , 51b High Street, Reigate	11.3	28.8	11.5	11.5	0.0	63.0
Units 1-5 Redhill Distribution Centre. Salfords	17.3	57.5	17.3	17.3	0.0	109.3
Crown House	135.0	75.0	75.0	75.0	0.0	360.0
Tenanted properties - occupied by third-parties - planned building maintenance	100.0	100.0	100.0	100.0	0.0	400.0
Commercial Investment Properties	76.0	76.0	76.0	76.0	0.0	304.0
Operational Buildings	145.0	110.0	95.0	80.0	0.0	430.0
Priory Park Maintenance	10.0	10.0	10.0	30.0	0.0	60.0
Public Conveniences	4.0	4.0	4.0	20.0	0.0	32.0
Infrastructure (Walls etc.)	10.0	60.0	10.0	60.0	0.0	140.0
Allotments	12.0	12.0	12.0	22.0	0.0	58.0
Cemeteries & Chapels	20.0	20.0	20.0	40.0	0.0	100.0
Leisure Centres	30.0	210.0	190.0	30.0	0.0	460.0
Pavilions	110.0	50.0	50.0	50.0	0.0	260.0
Car Parks Capital Works	195.0	190.0	195.0	170.0	0.0	750.0
Earlswood Depot/Park Farm Depot	20.0	20.0	20.0	20.0	0.0	80.0
Day Centres	85.0	75.0	67.0	65.0	0.0	292.0
Harlequin Property Maintenance	140.0	110.0	120.0	100.0	0.0	470.0
Building Maintenance – consultancy/capitalised staff costs.	50.0	50.0	50.0	40.0	0.0	190.0
	1,332.0	1,658.3	1,374.3	1,258.3	0.0	5,622.8
CORPORATE RESOURCES	2021/22	2022/23	2023/24	2024/25	2025/26	Total
Strategic Head of Resources/Darren Wray	£000	£000	£000	£000	£000	£000
Rolling Investment Programmes:						
ICT Replacement Programme	425.0	325.0	325.0	375.0	60.0	1,510.0
Disaster Recovery Systems Upgrade	200.0	50.0	0.0	0.0	0.0	250.0
Replacement Photocopiers/ Printers	0.0	0.0	60.0	0.0	0.0	60.0
Environmental Strategy Delivery	250.0	0.0	0.0	0.0	0.0	250.0
Strategic Resources:						
Investment in Technology Projects	300.0	0.0	0.0	0.0	0.0	300.0
	1,175.0	375.0	385.0	375.0	60.0	2,370.0
ORGANISATIONAL DEVELOPMENT	2021/22	2022/23	2023/24	2024/25	2025/26	Total
Kate Brown	£000	£000	£000	£000	£000	£000
Workplace Facilities: Estate/Asset Development	250.0	250.0	250.0	250.0	0.0	1,000.0
Workplace Facilities: additional IT requirement for increase in workforce.	10.0	10.0	10.0	10.0	0.0	40.0
	260.0	260.0	260.0	260.0	0.0	1,040.0

CAPITAL PROGRAMME 2021/22 -2025/26 - SUMMARY - ALL SCHEMES

PEOPLE SERVICES						
HOUSING	2021/22	2022/23	2023/24	2024/25	2025/26	Total
Richard Robinson	£000	£000	£000	£000	£000	£000
Grant-Funded Schemes						
Disabled Facilities Grant	1,134.0	1,134.0	1,134.0	1,134.0	0.0	4,535.9
Home Improvement Agency (Part Grant Funded)	120.0	120.0	120.0	120.0	0.0	480.0
Handy Person Scheme (Housing Assistance Programme)	50.0	50.0	50.0	50.0	0.0	200.0
Repossession Prevention Fund	30.0	30.0	30.0	30.0	0.0	120.0
Housing Development						
Pitwood Park	71.0	0.0	0.0	0.0	0.0	71.0
Massetts Road Maintenance	0.0	21.0	21.0	21.0	21.0	84.0
Housing Delivery Strategy						
Housing Delivery	10,000.0	10,000.0	0.0	0.0	0.0	20,000.0
	11,405.0	11,355.0	1,355.0	1,355.0	21.0	25,490.9
WELLBEING & INTERVENTION	2021/22	2022/23	2023/24	2024/25	2025/26	Total
Duane Kirkland	£000	£000	£000	£000	£000	£000
Rolling Maintenance Programmes:						
Harlequin - Increased Facilities Maintenance	40.0	40.0	40.0	40.0	40.0	200.0
Harlequin - Service Development	100.0	100.0	100.0	100.0	100.0	500.0
	140.0	140.0	140.0	140.0	140.0	700.0
COMMUNITY PARTNERSHIPS	2021/22	2022/23	2023/24	2024/25	2025/26	Total
Justine Chatfield	£000	£000	£000	£000	£000	£000
Rolling Maintenance/Investment Programmes:						
CCTV	30.0	30.0	30.0	30.0	0.0	120.0
	30.0	30.0	30.0	30.0	0.0	120.0

CAPITAL PROGRAMME 2021/22 -2025/26 - SUMMARY - ALL SCHEMES

PLACE SERVICES						
NEIGHBOURHOOD OPERATIONS	2021/22	2022/23	2023/24	2024/25	2025/26	Total
Morag Williams	£000	£000	£000	£000	£000	£000
Rolling Maintenance/Investment Programmes:						
Refuse Vehicle Replacement	1,620.0	0.0	0.0	0.0	0.0	1,620.0
Vehicles & Plant	294.0	533.0	1,101.0	674.0	339.0	2,941.0
Play Areas Improvement	230.0	230.0	230.0	230.0	0.0	920.0
Air Quality Monitoring Equipment	40.0	40.0	40.0	40.0	0.0	160.0
Park & Countryside - Infrastructure & Fencing	45.0	45.0	45.0	45.0	0.0	180.0
Contaminated Land - Investigation Work	30.0	30.0	30.0	30.0	0.0	120.0
Workshop Refurbishment	0.0	160.0	0.0	0.0	0.0	160.0
Contribution to Surrey Transit Site	127.0	0.0	0.0	0.0	0.0	127.0
Land Flood Prevention	10.5	10.5	10.5	10.5	0.0	42.0
	2,396.5	1,048.5	1,456.5	1,029.5	339.0	6,270.0
PLACE DELIVERY	2021/22	2022/23	2023/24	2024/25	2025/26	Total
Peter Boarder	£000	£000	£000	£000	£000	£000
Marketfield Way Redevelopment	23,212.0	15,100.0	0.0	0.0	0.0	38,312.0
Horley Public Realm Improvements - Phase 4	500.0	0.0	0.0	0.0	0.0	500.0
Merstham Recreation Ground	700.0	0.0	0.0	0.0	0.0	700.0
Redhill Public Realm Improvements	30.0	0.0	0.0	0.0	0.0	30.0
	24,442.0	15,100.0	0.0	0.0	0.0	39,542.0
ECONOMIC PROSPERITY	2021/22	2022/23	2023/24	2024/25	2025/26	Total
Simon Bland	£000	£000	£000	£000	£000	£000
Vibrant towns & villages	100.0	100.0	100.0	100.0	0.0	400.0
	100.0	100.0	100.0	100.0	0.0	400.0
TOTAL APPROVED CAPITAL PROGRAMME	41,280.5	30,066.7	5,100.7	4,547.7	560.0	81,555.6

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SIGNED OFF BY	Interim Head of Finance
AUTHOR	Jane Heppel, Finance Consultant
TELEPHONE	
EMAIL	jane.heppel@reigate-banstead.gov.uk
TO	Executive Council
DATE	Thursday, 28 January 2021 Thursday, 11 February 2021
EXECUTIVE MEMBER	Deputy Leader and Portfolio Holder for Finance and Governance

KEY DECISION REQUIRED	Y
WARDS AFFECTED	(All Wards);

SUBJECT	Council Tax 2021/2022
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RECOMMENDATIONS				
<p>1. It be noted that on 16 January 2021 the Council calculated:</p> <p style="margin-left: 20px;">a) the Council Tax base 2020/21 for the whole Council as 60,720.0 [Item T in the formula in Section 31B(3) of the Local Government Finance Act 1992, as amended (the “Act”)] and,</p> <p style="margin-left: 20px;">b) for dwellings in those parts of its area to which a Parish precept relates:</p> <table style="margin-left: 20px; border: none;"> <tr> <td style="padding-right: 20px;">Horley Town Council</td> <td>10,313.3</td> </tr> <tr> <td>Salfords & Sidlow Parish Council</td> <td>1,413.3</td> </tr> </table> <p>The ‘tax base’ is the number of Band D equivalent dwellings in a local authority area.</p> <p>Detailed calculations of the Council Tax are set out in Annexes 1, 2 & 3.</p> <p>2. Calculate that the Council Tax requirements for the Council’s own purposes for 2021/22 (excluding Parish precepts) is £14,418,580</p> <p>3. That the following amounts be calculated for the year 2021/22 in accordance with Sections 31 to 36 of the Act:</p>	Horley Town Council	10,313.3	Salfords & Sidlow Parish Council	1,413.3
Horley Town Council	10,313.3			
Salfords & Sidlow Parish Council	1,413.3			

REASONS FOR RECOMMENDATIONS

The *Local Government Finance Act 1992* sets out the requirement for local authorities to set a budget for the next financial year. This report provides the information to fulfil that requirement. Under the Constitution the Executive considers a proposed budget and Council Tax, before then making a recommendation on the appropriate level of Council Tax to full Council. Following consideration, Council may then authorise the budget and Council Tax.

EXECUTIVE SUMMARY

This report will enable this Council to collect Council Tax for 2021/22 on behalf of itself and its precepting bodies.

At the time of writing the final precepts from Surrey County Council and Surrey Police and Crime Commissioner are not finalised. They are holding their budget setting meetings in early February. All information relating to the precepts presented in this report is based on the latest available estimates, for illustrative purposes, and may therefore be subject to change.

Recommendations 1-7 are subject to approval by the Council.

STATUTORY POWERS

1. The Local Government Finance Act 1992 (the Act) sets out the requirement for local authorities to set a budget for the next financial year. The full Council of the authority is formally required to approve the budget and for Council Tax to be levied. Under the Council's Constitution the Executive considers a proposed budget and Council Tax, in order to make a recommendation on the appropriate level of Council Tax to the full Council.

BACKGROUND

2. Reigate & Banstead Borough Council, in common with other District and Borough Councils, acts as a Council Tax collection agent for other organisations, known as "preceptors" on the Council's Collection Fund. Reigate & Banstead's preceptors are Surrey County Council, Surrey Police, Horley Town Council and Salfords and Sidlow Parish Council. The majority of Council Tax paid by residents of the borough is collected on behalf of these precepting authorities.

KEY INFORMATION

3. The purpose of this report is to propose the technical recommendations which Council will need in order to comply with the Act and set a legally compliant budget.
4. Annex 1 sets out, in accordance with the legislation, the calculation of the Borough's and the Parish/Town Councils' basic amounts of tax. That is, the taxes for a Band D property.
5. The calculations below have been based on the assumption that the Executive will recommend a budget at that level for acceptance by Council. Any changes by the

Agenda Item 5

Executive will, of course, be incorporated into the recommendation to Council in February.

6. Salfords and Sidlow Parish Council set their budget on 14 December 2020 based upon an amount of £29.72 for a Band D dwelling which is an increase of £2.54 for a Band D dwelling.
7. Horley Town Council set their budget on 15 December 2020 based upon an amount of £41.51 for a Band D dwelling which is an increase of £1.80 for a Band D dwelling.
8. Reigate and Banstead Borough Council's proposed annual Band D Council Tax rates are as follows:
 - £237.46 (or £4.57 per week) in non-parished areas (i.e. the Borough's Council Tax)
 - £278.97 (or £5.36 per week) in the Horley Town Council area
 - £267.18 (or £5.14 per week) in the Salfords and Sidlow Parish Council area.
9. The Council has previously decided to treat all its expenditure as a general expense on the whole of the Borough and not to designate any special expense areas (for example, for parish/town Council areas) (minute no. 5(i)(5), page 623 1993/94 refers). All residents therefore pay the same basic amount for borough services for a Band D property, subject to statutory exemptions, reliefs and discounts.
10. Surrey County Council is due to set its budget on 9 February 2021. For the purposes of this report a 2.49% increase in their council tax rate has been assumed. This equates to a Band D Council Tax of £1,549.10. The calculations in Tables 1, 2 and 3 are illustrative only, in order to show what the Band D Council Tax might look like. The Executive is recommended to authorise the Chief Finance Officer to make such amendments as are necessary to this report in order to reflect the final demand from the County Council in the report to Council on 11 February 2021.
11. Surrey Police & Crime Commissioner is due to set its budget on 5 February 2021. For the purposes of this report a £15.00 increase in their council tax rate has been assumed. This equates to a Band D Council Tax of £285.57. The calculations in Tables 1, 2 and 3 are illustrative only, in order to show what the Band D Council Tax might look like. The Executive is recommended to authorise the Chief Finance Officer to make such amendments as are necessary to this report in order to reflect the final demand from the Surrey Police in the budget report to Council on 11 February 2021.
12. The 2021/22 Council Tax for each area of the Borough is as detailed in Annexes 1, 2 and 3.

Table 1: Analysis of Council Tax by Preceptor

Authority	£000	% share
Surrey County Council	94,061.1	74.48%
Surrey Police and Crime Commissioner	17,339.8	13.73%
Reigate and Banstead BC	14,418.6	11.42%
Horley Town Council	428.1	0.34%
Salfords and Sidlow Parish Council	42.0	0.03%
	126,289.6	100.00%

Table 2: Analysis of Council Tax Changes by Preceptor

Authority	2020/21 Band D £	2021/22 Band D £	Increase	
			£	%
Surrey County Council	1,511.46	1,549.10	37.64	2.49%
Surrey Police and Crime Commissioner	270.57	285.57	15.00	5.54%
Reigate and Banstead BC	232.46	237.46	5.00	2.15%
Horley Town Council	39.71	41.51	1.80	4.53%
Salfords and Sidlow Parish Council	27.18	29.72	2.54	9.35%
	2,081.38	2,143.36	61.98	2.89%

Table 3: Total Payable at Band D

Area	Borough and Parish Services £	County and Police Services £	Total Payable at Band D £
Horley Town Council	278.97	1,834.67	2,113.64
Salfords and Sidlow Parish Council	267.18	1,834.67	2,101.85
Rest of Borough	237.46	1,834.67	2,072.13

OPTIONS

13. The budget is based on a recommended Council Tax rise of £5.00 (2.15%) increase in 2021/22.

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LEGAL IMPLICATIONS

14. The legal implications of this report are fully covered in the statutory powers section.

FINANCIAL IMPLICATIONS

15. The financial implications of this report are set out in the report.

EQUALITIES IMPLICATIONS

16. These are explored in the Budget 2021/22 report elsewhere on the agenda

COMMUNICATION IMPLICATIONS

17. These are explored in the Budget 2021/22 report elsewhere on the agenda

RISK MANAGEMENT CONSIDERATIONS

18. These are explored in the Budget 2021/22 report elsewhere on the agenda

OTHER IMPLICATIONS

19. These are explored in the Budget 2021/22 report elsewhere on the agenda

CONSULTATION

20. The budget proposals were circulated to the business community via the monthly Business e-bulletin (which has in excess of 1,500 recipients).

POLICY FRAMEWORK

21. Approval of the annual General Fund Budget and determination of the Council Tax is a function of full Council under the Council's constitution (Article 4.12)

BACKGROUND PAPERS

Council Tax Base 2021/22, report to Council, 10 December 2020

Budget 2021/22, Executive, 28 January 2021

COUNCIL TAX 2021/22

Annex 1

REIGATE AND BANSTEAD'S AND PARISH/TOWN COUNCILS' BASIC AMOUNTS OF TAX

	RBBC average including parishes	RBBC excluding parishes	Horley Town Council area	Salfords & Sidlow Parish Council area
Tax base	60,720.0	60,720.0	10,313.3	1,413.3
	£	£	£	£
Gross expenditure (Borough)	67,565,480	67,565,480	67,565,480	67,565,480
Income (Borough)	(49,189,900)	(49,189,900)	(49,189,900)	(49,189,900)
	<u>18,375,580</u>	<u>18,375,580</u>	<u>18,375,580</u>	<u>18,375,580</u>
Contribution from Reserves	(242,000)	(242,000)	(242,000)	(242,000)
Contribution from General Fund	(235,000)	(235,000)	(235,000)	(235,000)
Contribution to Reserves	2,193,675	2,193,675	2,193,675	2,193,675
NET BOROUGH BUDGET	<u>20,092,255</u>	<u>20,092,255</u>	<u>20,092,255</u>	<u>20,092,255</u>
Horley TC precept	428,105	0	428,105	0
Salfords & Sidlow PC precept	42,003	0	0	42,003
NET BUDGET REQUIREMENT	<u>20,562,363</u>	<u>20,092,255</u>	<u>20,520,360</u>	<u>20,134,258</u>
Business Rates Relief Grants	(1,620,000)	(1,620,000)	(1,620,000)	(1,620,000)
Business Rates (NNDR)	(1,126,000)	(1,126,000)	(1,126,000)	(1,126,000)
Covid Tranche 5 grant	(638,440)	(638,440)	(638,440)	(638,440)
Tax Income Guarantee Grant	(150,000)	(150,000)	(150,000)	(150,000)
Lower Tier Services Grant	(394,000)	(394,000)	(394,000)	(394,000)
LCTS Grant (Covid)	(190,000)	(190,000)	(190,000)	(190,000)
Homelessness Prevention	(668,235)	(668,235)	(668,235)	(668,235)
New Homes Bonus	(887,000)	(887,000)	(887,000)	(887,000)
NNDR & NON SPECIFIC GRANT	<u>(5,673,675)</u>	<u>(5,673,675)</u>	<u>(5,673,675)</u>	<u>(5,673,675)</u>
COUNCIL TAX REQUIREMENT	<u>14,888,688</u>	<u>14,418,580</u>	<u>14,846,685</u>	<u>14,460,583</u>
BAND D COUNCIL TAX	<u><u>245.20</u></u>	<u><u>237.46</u></u>	<u><u>278.97</u></u>	<u><u>267.18</u></u>

COUNCIL TAX 2021/22

Annex 2

SETTING OF TOTAL COUNCIL TAX (INCLUDING BOROUGH & ALL PRECEPTING AUTHORITIES) - BASIC AMOUNT (BAND D)

AUTHORITY	AREA		
	Reigate & Banstead	Horley TC	Salfords & Sidlow PC
	£	£	£
Reigate & Banstead ⁽¹⁾	237.46	278.97	267.18
Surrey County Council ⁽²⁾	1,549.10	1549.10	1,549.10
Surrey Police ⁽²⁾	285.57	285.57	285.57
TOTAL	2,072.13	2,113.64	2,101.85

(1) Including Parish and Town Council where appropriate
(2) Draft figures: the bodies are not required to have set their Council Tax levels yet.

COUNCIL TAX 2021/22

COUNCIL AREA	VALUATION BANDS							
	A £	B £	C £	D £	E £	F £	G £	H £
1. AMOUNTS OF TAX FOR REIGATE AND BANSTEAD BOROUGH COUNCIL, HORLEY TOWN COUNCIL AND SALFORDS AND SIDLOW PARISH COUNCIL								
Horley Town Council area	185.98	216.98	247.98	278.97	340.96	402.96	464.95	557.94
Salfords and Sidlow Parish Council area	178.12	207.81	237.50	267.18	326.55	385.93	445.30	534.36
Rest of Borough	158.31	184.69	211.08	237.46	290.23	343.00	395.77	474.92
2. AMOUNTS OF TAX FOR SURREY COUNTY COUNCIL AND SURREY POLICE								
Surrey County Council precept	1,032.73	1,204.85	1,376.97	1,549.10	1,893.34	2,237.58	2,581.83	3,098.19
Surrey Police precept	190.38	222.11	253.84	285.57	349.03	412.49	475.95	571.14
3. TOTAL AMOUNTS OF COUNCIL TAX FOR 2021/22								
Horley Town Council area	1,409.09	1,643.94	1,878.79	2,113.64	2,583.33	3,053.03	3,522.73	4,227.27
Salfords and Sidlow Parish Council area	1,401.23	1,634.77	1,868.31	2,101.85	2,568.92	3,036.00	3,503.08	4,203.69
Rest of Borough	1,381.42	1,611.65	1,841.89	2,072.13	2,532.60	2,993.07	3,453.55	4,144.25

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SIGNED OFF BY	Head of Planning
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TO	Executive
DATE	Thursday, 28 January 2021
EXECUTIVE MEMBER	Portfolio Holder for Planning Policy

KEY DECISION REQUIRED	N
WARDS AFFECTED	(All Wards);

SUBJECT	Local Character & Distinctiveness Design Guide Supplementary Planning Document for Consultation
----------------	--

RECOMMENDATIONS

- (i) **The Executive approve the revised draft Local Character and Distinctiveness Design Guide for public consultation.**
- (ii) **The Head of Planning in consultation with the Executive Member for Planning Policy be authorised to make any necessary minor factual or typographic amendments to the draft revised Supplementary Planning Document prior to consultation.**

REASONS FOR RECOMMENDATIONS

Following the adoption of the Development Management Plan in September 2019, the Local Distinctiveness Design Guide Supplementary Planning Guidance (SPG) (2004) has been updated to reflect changes in national and local planning policy.

Regulation 12(b) of the Town and Country Planning (Local Planning) (England) Regulations 2012 require public consultation on draft supplementary planning documents for at least 4 weeks prior to adoption.

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EXECUTIVE SUMMARY

This report sets out the steps taken to produce the draft revised Local Character and Distinctiveness Design Guide Supplementary Planning Document (SPD), summarises the changes from the currently adopted SPG and outlines the proposals for consultation.

Consultation on the draft supplementary planning document is planned to be undertaken for four weeks in February 2021 with adoption planned for June 2021.

Alongside adoption of the revised Local Character and Distinctiveness Design Guide SPD, the Executive will also be asked to formally revoke the existing Local Distinctiveness Design Guide Supplementary Planning Guidance in accordance with Section 25 of the Planning Act 2008 and Regulation 15 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

Executive has authority to approve the above recommendations.

STATUTORY POWERS

1. The Council has no statutory obligation to produce supplementary planning documents but has powers under planning legislation to consult on and adopt supplementary planning documents as appropriate. The Planning Act 2008, Planning and Compulsory Purchase Act 2004 (as amended) and the associated Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), set out the requirements for the preparation and revision of supplementary planning documents.
2. The relevant Regulations require a Consultation Statement to be prepared to summarise who has been involved in the preparation of the supplementary planning document, and for this to be made available during the statutory public consultation. This Initial Consultation Statement is provided as a supporting document (as Annex 2).
3. A screening process has been undertaken to assess whether or not the supplementary planning document requires a strategic environmental assessment (SEA) and Habitats Regulation Assessment (HRA). The two screening opinions are annexed to this report and conclude that the revised Local Character and Distinctiveness Design Guide Supplementary Planning Document does not require full SEA nor HRA, a view that was confirmed by the three statutory consultation bodies.
4. The draft supplementary planning document is compliant with the Human Rights Act 1998 (Legal to Confirm). Article 8 of the Human Rights Act allows for the protection and respect to a person's home. This right to home is a right to enjoy your existing home peacefully. Planning decisions must be proportionate and no more than necessary to address the particular circumstances. The proposed Local Character and Distinctiveness Design Guide is proportionate in its approach and compliant with Article 8. Protocol 1, Article 1 the right to enjoy personal property peacefully. Situations may arise where public authorities may restrict the way in which personal property is used. Planning decisions that restrict a person's use of their personal property must only be done if it is necessary for the public interest. The proposed

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Design Guide strikes a fair balance between the interests of any property owner and those of the general public as a whole, and is therefore compliant with Protocol 1, Article 1 and the Human Rights Act 1998.

BACKGROUND

5. Supplementary planning documents are documents which provide guidance to assist in implementing development plan policies. They may be used to provide further guidance for development on specific sites, or on particular issues such as design. They are material considerations in planning decisions.
6. The existing Local Distinctiveness Design Guide Supplementary Planning Guidance (2004) has been updated to reflect changes in both national and local planning policy. The intention is to revoke this document in accordance with Section 25 of the Planning Act 2008 and Regulation 15 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) following the adoption of the revised document.

KEY INFORMATION

7. The 2004 Local Distinctiveness Design Guide Supplementary Planning Document no longer reflects national or local policy, has become outdated in places where design has evolved over the past 16 years. The draft revised SPD updates these Policy links and seeks to address some gaps in the current guidance. The draft Local Character and Distinctiveness Design Guide includes appropriate linkages to the National Planning Policy Framework 2019, Planning Practice Guidance and National Design Guide 2019 and removes references to obsolete documents including regional strategies and old style national planning policy guidance. It also links to current local policy in the Council's adopted development plan.
8. The draft revised supplementary planning document reflects the Reigate & Banstead Core Strategy (adopted 2014 and reviewed 2019) and the Reigate & Banstead Development Management Plan (adopted 2019) including references to Core Strategy policies CS4 'Valued townscapes and the historic environment', CS10 'Sustainable development', CS11 'Sustainable construction' and CS14 'Housing needs of the community' and Development Management Plan policies DES1 'Design of new development', DES2 'Residential garden land development', DES3 'Residential Areas of Special Character', DES8 'Construction management', DES9 'Pollution and contaminated land' NHE9 'Heritage assets'.
9. The draft revised supplementary planning document provides detail and guidance on how the Council will apply the above policies. It analyses character types and general design principles; outlines and illustrates design solutions; provides guidance on how to avoid poor design; provides a consistent approach to assessing planning applications; and includes examples of how new development can be designed to reflect local distinctiveness whilst responding to national and local policy.
10. A new section has been included on the design process to assist architects and developers understand better what they need to do at what stage in the development's evolution. The SPD includes examples providing guidance for new forms of development, including higher density development within areas of high transport accessibility. Further detail has been provided with regards to development within Residential Areas of Special Character, green infrastructure networks and

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green corridors. The draft revised document will enable decision makers to have a more up-to-date toolbox and will help avoid some of the gaps in the existing document. The title of the revised is Local Character and Distinctiveness Design Guide, and now includes the word “character” within the title, reflecting the enhancement of the “character” guidance.

OPTIONS

11. Recommendation 1: That the Executive approve the draft revised Local Character and Distinctiveness Design Guide Supplementary Planning Document for public consultation.
 - a. Option 1: Approve the draft revised Local Character and Distinctiveness Design Guide for public consultation. This option is recommended as it would enable the Council to move towards the adoption of up-to-date guidance to provide clarity and certainty for developers, development management and others.
 - b. Option 2: Do not approve the draft Local Character and Distinctiveness Design Guide for public consultation. This option is not recommended as legislation¹ requires that supplementary planning document policy does not conflict with the adopted development plan.
12. Recommendation 2: That the Executive authorise the Head of Planning in consultation with the Executive Member for Planning Policy to make any necessary minor factual or typographic amendments to the draft Local Character and Distinctiveness Design Guide Supplementary Planning Document prior to consultation.
 - a. Option 1: Agree to the suggested authorisation for making any necessary minor factual or typographic amendments prior to consultation. This option is recommended.
13. Option 2: Do not agree to necessary minor factual or typographic amendments being made prior to consultation. This option is not recommended.

LEGAL IMPLICATIONS

14. The updated Local Character and Distinctiveness Design Guide Supplementary Planning Document will come into effect on adoption and will become a material consideration in planning determinations where relevant. The current Local Distinctiveness Design Guide Supplementary Planning Guidance (2004) which in places conflicts with the more recently adopted development plan (Core Strategy and Development Management Plan) and national planning policy will be formally revoked on adoption of the revised supplementary planning document.

FINANCIAL IMPLICATIONS

15. Detailing the design process should help encourage more developers to use the Council’s paid for pre-application advice service. The document’s clarity will help reduce the number of appeals by addressing some current SPG’s areas of ambiguity thereby providing certainty to decision makers and applications.

¹ Regulation 8(3) Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)

EQUALITIES IMPLICATIONS

16. The Core Strategy and Development Management policies which the SPD provides additional guidance for have all been subject to Equalities Impact Assessment previously as part of their preparation and adoption. No negative impacts were identified.

COMMUNICATION IMPLICATIONS

17. As detailed in the section above, should the Executive approve the draft revised SPD for consultation, in accordance with Regulation 12(b) of the Town and Country Planning (Local Planning) (England) Regulations 2012, the draft supplementary planning document will be subject to the statutory minimum four week public consultation before updated where necessary, and being recommended to the Executive for adoption.
18. During the consultation, the Council will invite comments on the draft revised SPD by emailing and writing to interested parties (specific and general consultees, prescribed bodies for the Duty to Co-Operate and other individuals and organisations registered on the Planning Policy database for such purpose), and will also make the documents available on the Council website and in paper format at the Town Hall and in the six libraries in the borough (subject to Covid restrictions). This consultation is currently timetabled for February 2021.

RISK MANAGEMENT CONSIDERATIONS

19. No risk management considerations have been identified.

OTHER IMPLICATIONS

20. No further implications have been identified.

CONSULTATION

21. The preparation of the draft revised supplementary planning document has been informed by discussion with the Development Management Team, Senior Conservation officer and Development Management Advisory Group. Details of people and organisation involved and their input into drafting the revised supplementary planning document (SPD) is set out in the Initial Consultation Statement annexed to this report.
22. In accordance with Regulation 12(b) of the Town and Country Planning (Local Planning) (England) Regulations 2012, the draft revised SPD will be subject to a statutory minimum four week public consultation before being recommended to the Executive for adoption. During the consultation, the Council will invite comments by email and writing to interested parties² and we will make the documents available on the Council website and in paper format at the Town hall and six libraries in the borough, subject to Covid restrictions. This consultation is currently timetabled for February 2021.

² Specific and general consultees, prescribed bodies for the Duty to Co-Operate and other individuals and organisations registered on the Planning Policy database for such purpose.

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23. Following the formal consultation stage, the draft revised SPD will be amended to take account of consultation responses received and any further relevant information. The Initial Consultation Statement prepared to accompany the draft supplementary planning document for consultation will be updated with a list of who we consulted at the formal consultation stage, a summary of the comments received and how those comments have been addressed in finalising the supplementary planning document.

Resource Implications

24. The consultation and work towards adoption of the supplementary planning documents will mainly come from the Planning Policy Team. As no Examination is required for supplementary planning documents, costs will therefore be limited to officer time, consultation, printing and production costs, all within existing budgets.

POLICY FRAMEWORK

25. Supplementary planning documents are optional for the Council to produce. The updating of the existing Local Distinctiveness Design Guide Supplementary Planning Guidance (2004) will provide supplementary guidance to assist in the implementation of the Core Strategy and Development Management Plan. It is however not part of the Council's Policy Framework under the existing Constitution.

BACKGROUND PAPERS

1. [Planning and Compulsory Purchase Act 2004 \(as amended\)](#)
2. [Planning Act 2008 \(as amended\)](#)
3. [Town and Country Planning \(Local Planning\) \(England\) Regulations 2012 \(as amended\)](#)

Annexes

Annex 1: Draft Local Character and Distinctiveness Design Guide Supplementary Planning Document

Annex 2: Initial Consultation Statement

Annex 3: Strategic Environmental Assessment and Habitats Regulations Assessment Screening Statements



RBBC Local Character & Distinctiveness Design Guide Supplementary Planning Document

Draft for Consultation

November 2020

DRAFT

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1. Introduction

- 1.1. Reigate & Banstead is a distinctive borough. It contains three main geological areas which historically have provided contrasting building materials together with a range of tree and shrub types, leading to its varied landscape character. The borough also fringes London, resulting in grand homes built in the nineteenth and early twentieth centuries for city businessmen; and stretches right down to the Sussex border.
- 1.2. The character and local distinctiveness of Reigate & Banstead is part of what makes the borough special. The borough has distinctive town centres, landscapes, parks, historic buildings, character areas, conservation areas, open spaces and listed buildings which all play an important role in defining the local sense of place, character and distinctiveness.
- 1.3. At a time when there is demand nationally for additional housing, it is important to ensure that development addresses the local character and distinctiveness of its surroundings in relation to its immediate vicinity and also the broad locality within which it is located, taking into consideration local topography and accessibility to local services. To ensure good standards of design for residential and mixed use developments, this draft Supplementary Planning Document (SPD) has been produced to assist:

- **Landowners, developers and agents** considering potential development proposals;
- **Householders** considering residential conversions, alterations and extensions;
- **Designers** drawing up schemes;
- **Developments Management Officers** assessing the suitability of proposals when determining applications; and
- **Town and Parish Councils** and residents commenting on planning applications



Figure 1: Intended users (source: Arun Design Guide 2020)

Status

- 1.4. The draft SPD does not form part of the development plan and does not introduce new policy, but instead provides detailed guidance to accompany the policies in the Council's Local Plan. Upon adoption, it is capable of being a material consideration in the determination of planning decisions. The diagram below explains the role of the SPD within the planning and development process.

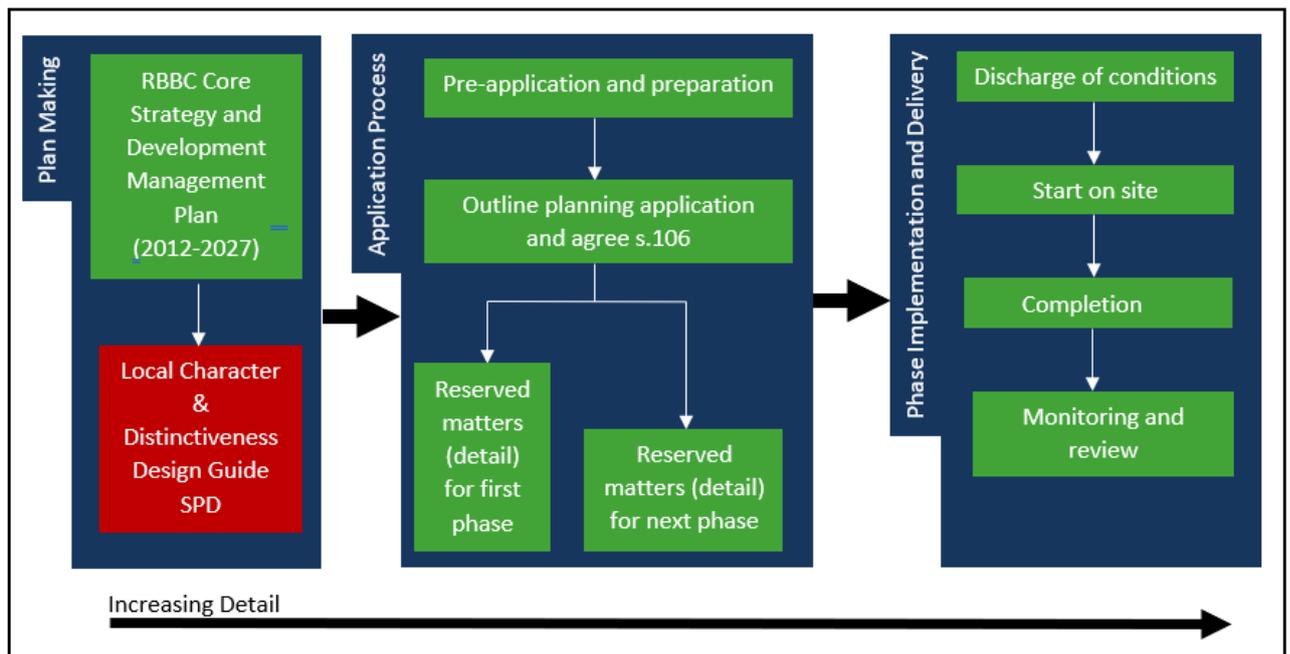


Figure 2: SPD in the context of the planning and development process

Purpose of the SPD

1.5. This SPD:

- Analyses character types and general design principles;
- Outlines and illustrates design solutions;
- Provides guidance on how to avoid poor design;
- Provides a consistent approach to assessing planning applications; and
- Includes examples of how new development can be designed to reflect local distinctiveness whilst responding to national and local policy.

How to Use This Guidance

- 1.6. This guide is intended as a useful source of information to all involved in the development process. It is not intended to be prescriptive and cannot substitute for the use of qualified architects, landscape architects, planners and urban designers. It sets out principles within which design creativity can be explored. It has been arranged into six separate chapters.

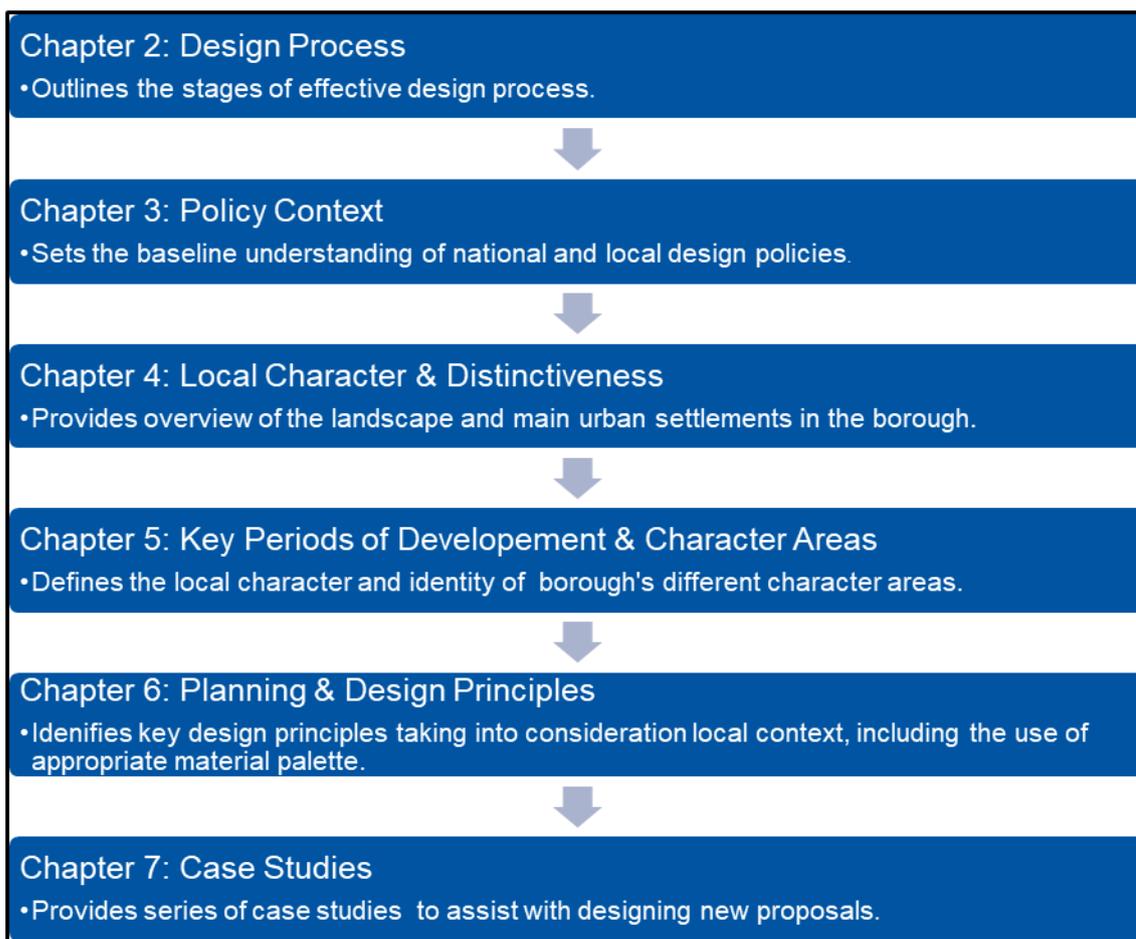


Figure 3: Structure of the SPD

2. Design Process

- 2.1. There are many factors to consider in designing a successful scheme, including the nature of the site itself, its surroundings, community needs and opinions, good design principles and local policies. These must sit in the context of viability, marketability and technical standards. To ensure that each of these considerations are given the attention they deserve, this chapter sets out a series of stages to help achieve good design.



Figure 4: Recommended Design Process

Phase 1: Context Appraisal

- 2.2. Prior to purchasing a possible development site, it is important to appreciate its strength, weaknesses and potential, taking into account the surroundings as well as the nature of the site itself. Fully understanding the site and all of its opportunities and constraints ensures that the context can be respected, allowing to make the best use of land and to enhance the local area. It will also enable effective budgeting and help to reduce the risk of paying too much for the site.
- 2.3. The level of detail required in each context appraisal will depend on the scale of development and the sensitivity of the site or location. In all cases, a visit of the site and its surroundings as well as a desktop review of existing information should be undertaken. For larger or more complex sites, the context appraisal may require more detailed studies, reflecting knowledge gained from engaging the local community on the significance of the site, any past or existing features, facilities, services and connections that are important.
- 2.4. The following factors should be taken into consideration when conducting a context appraisal:

- **Environmental Characteristics** – habitat, hedges, trees, landscape character, land forms, topography, flood risk, drainage on and surrounding the site.
- **Built Form and Materials** – Built form, materials, styles, forms and heights of existing buildings on and surrounding the site.
- **Historic and Local Distinctiveness** – Historic buildings, boundaries, space and features on and surrounding the site.
- **Functional and Infrastructure** – How infrastructure and facilities are used in the area, including existing activities and functions in the vicinity of the site; existing pattern of uses, footpaths, cycle paths, public transport connections, roads, employments, health, education and community facilities as well as open spaces on and surround the site.
- **Planning Policy Context** – Consideration should be given to local and national planning policy and local supplementary planning documents.
- **Engagement** – Early engagement especially with the local community, Reigate & Banstead Borough Council, stakeholder responses to relevant previous proposals on or near the site.

Phase 2: Design

- 2.5. Development that respects and responds to its context will almost always be more appropriate and will also be easier to integrate with the surrounding area. This does not however mean that new development needs to look exactly the same as other houses in the area. High quality innovative design, that respects the local vernacular could provide a welcome addition to the neighbourhood, further enhancing its character. It is recommended to retain key architects and designers throughout the process, including discharging planning conditions and into the implementation stages to ensure that the design concept and standards are maintained.
- 2.6. During the initial design stages, it is good practice to use the outcomes of the context appraisal to establish design principles for the amount, scale, layout, connections, public open space, landscaping, green corridors, biodiversity, drainage and appearance of proposals. It is advisable to consult the

community, stakeholders and Reigate & Banstead Borough Council on a series of alternative initial masterplan proposals before selecting the best option to work up in more detail.

- 2.7. Using the feedback from the pre-application engagement with community and the council, the details of the preferred masterplan should be drawn. Consideration should be given to refining the development zones and blocks, building heights, materials and landscaping approach. For larger or more complex schemes there should be opportunities for the local community to be engaged on possibilities and timescales and further pre-application consultation with the council should be undertaken.

Phase 3: Formal Planning

- 2.8. As part of a planning application for development, the applicant will need to submit a range of supporting documents. These include clear plans and drawings and, in many cases, a Design and Access Statement. Please see the national planning practice guidance¹ and the Council's Local Validation List² for a detailed list of specific validation requirements.

Phase 4: Delivery

- 2.9. Following the grant of planning permission, for schemes liable to Community Infrastructure Levy (CIL) it will be necessary to submit CIL forms to the Council before works commence. It will also be necessary to provide technical details to the Highway Department for those roads which are adopted. Consideration must also be given to ensuring the maintenance and long term stewardship of the public spaces and features of the development.
- 2.10. It is advisable to maintain a close relationship with both Reigate & Banstead Borough Council and the community even once the approvals are in place to ensure that the approved scheme is successfully delivered and lived in.

¹ www.gov.uk/guidance/making-an-application

² www.reigate-banstead.gov.uk/info/20279/making_an_application/116/local_validation_list

2.11. Once the scheme is completed and occupied, a post-delivery review could provide a useful tool for designing future schemes, taking into account comments from new occupants, local community and the planning department.

3. Policy Context

- 3.1. To help understand how good design principles fit within the local setting, this chapter outlines the national and local planning policy context.

National Policy Context

National Planning Policy Framework

- 3.2. The revised National Planning Policy Framework (NPPF) recognises the importance of well-designed communities, stating that “the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve.” It identifies good design as one of the key aspects of sustainable development and recognises that being clear about design expectations, and how these will be tested, is essential for achieving well designed places. The revised NPPF states³ that “to provide maximum clarity about design expectations at an early stage, plans or SPDs should use visual tools such as design guides and codes.”

National Planning Practice Guidance

- 3.3. The national Planning Practice Guidance (PPG)⁴ says that local design guides should “set out the general design principles and standards that development proposals should follow in the area, building on policies in the development plan.” The design guides “should be informed by the 10 important characteristics of good places set out in the National Design Guide⁵ and need to be shaped by a clear understanding of the local area’s qualities and opportunities.”

³ NPPF paragraph 126

⁴ PPG paragraph 005 Reference ID: 26-005-20191001

⁵ www.gov.uk/government/publications/national-design-guide

National Design Guide

- 3.4. The National Design Guide provides a structure that can be used for the content of local design guides. It advises that all design guides should set out a baseline understanding of the local context and an analysis of local character and identity and that this may include (but not be limited to) the contribution made by the following:
- The relationship between the natural environment and built development;
 - The typical patterns of built form that contribute positively to local character;
 - The street pattern, their proportions and landscape features;
 - The proportion of buildings framing spaces and streets; and
 - The local vernacular, other architecture and architectural features that contribute to local character.
- 3.5. The National Design Guide identifies ten characteristics that well-designed places have.



Figure 5: The ten characteristics of well-designed places
Source: National Design Guide

Local Policy Context

- 3.6. In accordance with paragraph 124 of the revised NPPF, the Council's Local Plan (comprised of the **Core Strategy** and the **Development Management Plan (DMP)**) sets out a clear design vision and expectations.

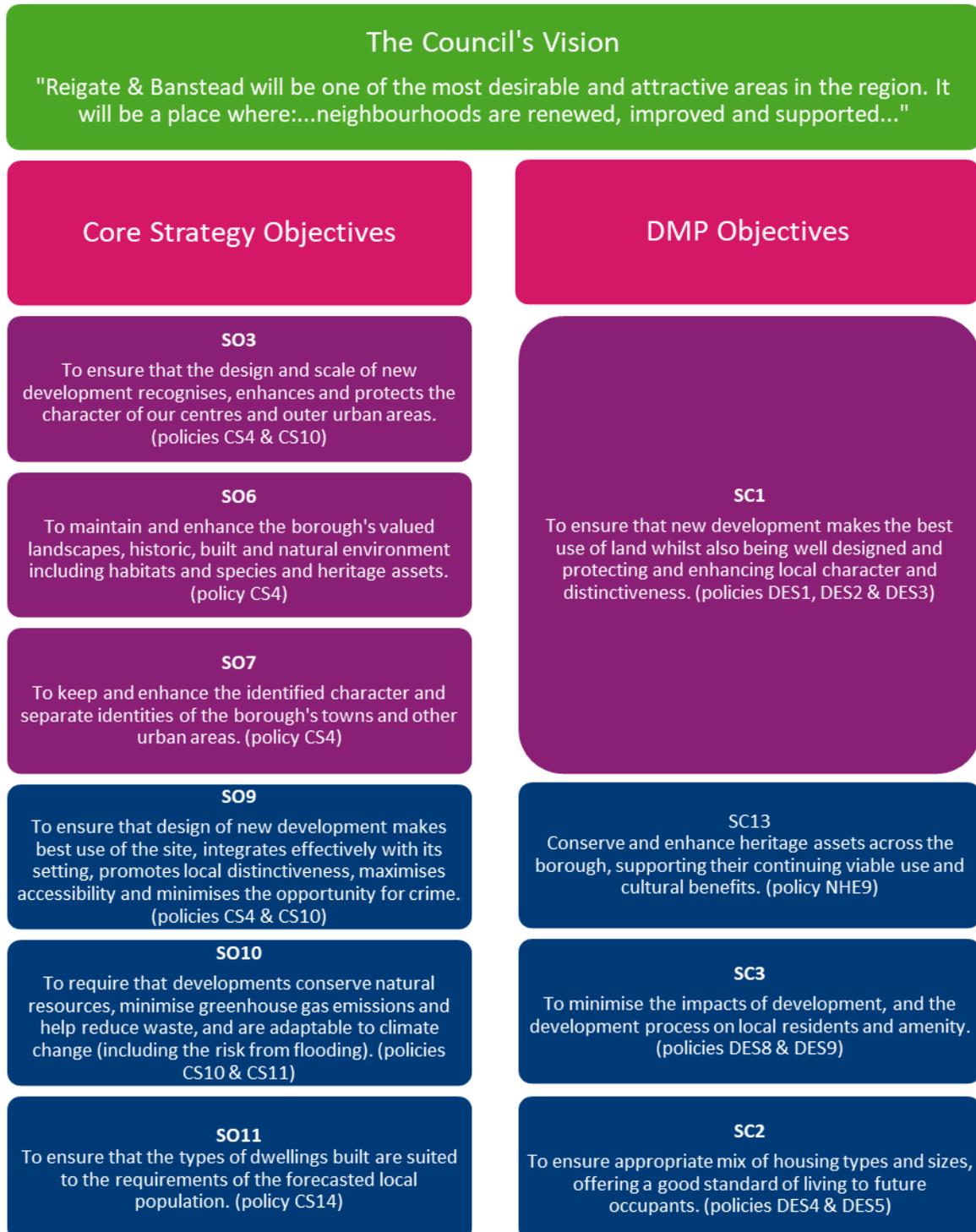


Figure 6: Overview of the Council's design vision and objectives

- 3.7. To enable delivery of the above objectives, the Council's Local Plan sets out a number of key design policies governing the development within Reigate & Banstead. An overview of relevant Core Strategy and DMP policies can be found in Appendix 1.
- 3.8. In addition to the Local Plan and national guidance, other local policy documents can provide useful guidance when making an application for a new development.
- 3.9. **Householder Extensions & Alterations SPG⁶** adopted by the Reigate & Banstead Borough Council in 2004 sets out guiding principles for small scale householder development. A draft **Climate Change and Sustainable Construction SPD** is currently being prepared. Once adopted, it will provide a detailed guidance on the issues of sustainability and will contain a 'Sustainability checklist' that will enable applicants to ensure all necessary information are provided within their application.
- 3.10. When submitting a development proposal within a conservation area, some additional issues may need to be considered. A useful guidance can be found on the council's website⁷, including draft **Conservation Area Character Appraisals** for all individual conservation areas within the borough.

⁶ www.reigate-banstead.gov.uk/info/20088/planning_policy/1103/supplementary_planning_documents_and_supplementary_planning_guidance_2020/2

⁷ www.reigate-banstead.gov.uk/info/20084/conservation/97/about_conservation_areas

4. Local Character and Distinctiveness

- 4.1. This chapter provides an overview of the local character and identity of the borough to help ensure that within areas where development is acceptable, development is of a high quality which respects the character and appearance of its immediate vicinity and broad locality. It should however be noted that as stated in DMP Explanatory Paragraph 2.1.6, innovation and originality in design will be supported where appropriate visual reference is made to the locality and where local amenity is respected.

Development of the Landscape

- 4.2. This section describes the geology and landform of the borough and their influence upon the landscape character and its modification over the centuries. It also describes the influence of the geology upon the locally distinctive settlement patterns and the use of building materials.

Geology and Landform

- 4.3. The borough straddles one of the main geological units of south-east England, the Weald. The Weald extends between the Thames and the Channel coast. Rocks were laid down as sediments over a period of 100 million years, and these layers of strata were later folded into a dome. Erosion of this dome, the development of river systems and changes during the Ice Ages have left the edges of these layers exposed. Formations of different rocks run roughly east to west in a series of relatively narrow bands.

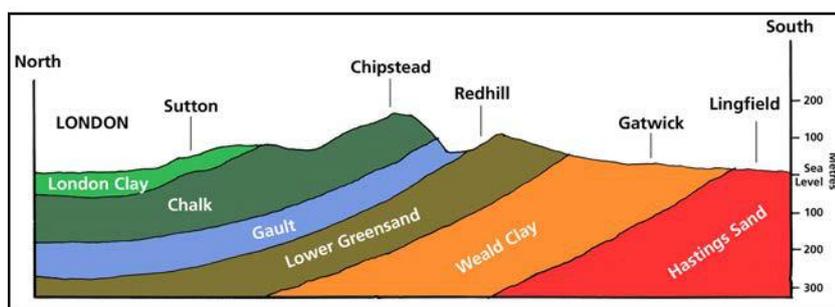


Figure 7: Geological formations in the South East

- 4.4. The more resistant sandstones and chalk, which alternate with clays in the rock sequence, stand up as hill ranges above the general lowland level. The northern chalk and Greensand escarpments face the Wealden clay to the south of the borough.



Figure 8: Terrain map of Reigate & Banstead, showing north of downs the smooth chalk downs but with the dry valleys to east, the North Downs ridge, the Greensand hills ridge south of Reigate and the flat weald of Horley.

Landscape Areas

- 4.5. The geology of Reigate & Banstead attracted several extractive industries in the area, such as the Upper Greensand at Merstham yielding hard calcareous building stone, sand was extracted in the Folkestone Beds and lime from Reigate Hill Chalk Pits. The clays in the borough have also provided the characteristic roof tile, tile hanging and brickwork. These locally available materials have influenced the traditional housing and features in the borough.
- 4.6. There are three main geological areas within the borough, which have historically provided contrasting building materials together with a range of tree and shrub types: the North Downs, Wealden Greensand and Low Weald.

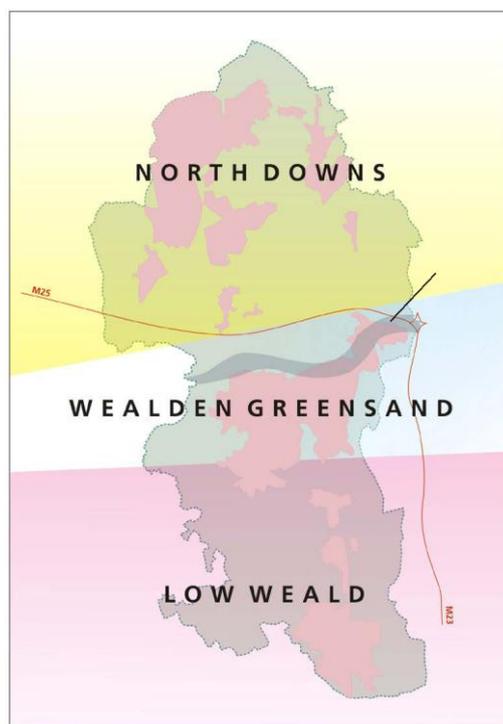


Figure 9: Landscape Areas

North Downs

- 4.7. The chalk escarpment of the North Downs runs east across Surrey and Kent to the coast at Dover. The south facing scarp forms a prominent landscape feature within the borough. The calcareous soils on the steep south facing slopes support a natural cover of downland, scrub and woodland. The top of the chalk plateau to the north of the borough is extensively covered with deposits of clay-with-flints; these non-calcareous soils support a patchwork of woodland and heath, for example Banstead Heath. The dip slope is dissected by a complex pattern of dry valleys.
- 4.8. Settlements along the Downs were small and widely scattered, with pre-Victorian hamlets located on lanes which follow the former drove roads, for example Chipstead. A significant proportion of former agricultural land was developed with 1930s – 1950s housing estates, for example at Banstead, Tadworth and Burgh Heath. There are also planned low density suburbs set within woodland at Walton-on-the-Hill and Kingswood.

- 4.9. The proximity of these settlements to areas of high-quality landscape, generates pressure from recreation and in places urban fringe developments. Much of the North Downs is designated Green Belt, Area of Outstanding Natural Beauty (AONB) or Area of Great Landscape Value (AGLV), which have successfully protected the Downs from development and retained its rural character.
- 4.10. Straddling the transition from the North Downs to Walden Greensand, there is a narrow strip (not more than half a mile) of Gault Clay, a medium to dark blue-grey clay from which yellow bricks are produced.

Local Vernacular

- 4.11. Materials on traditional buildings include flint walls framed with rich orange-red bricks and tiles. Boundaries are defined by hedges often hawthorn, sometimes holly and flint walls.



Figure 10: Traditional building in the North Downs

- 4.12. Verges are typically informal and left unkerbed away from built up areas. The narrow strip of Gault Clay straddling the transition from the North Downs to Wealden Greensand produced yellow bricks characteristic of the area, coloured with chalk.

Wealden Greensand

- 4.13. The Wealden Greensand east and west of Reigate forms a narrow band of low hills running parallel to the North Downs. This area is much more urbanised than the rest of the Greensand in Surrey and Kent. A line of villages and towns straddle the ridge, linked by the A25. Open heath remains only at Reigate Heath, where the western suburbs of the town merge into areas of common land. The Greensand Ridge is part of an AGLV.
- 4.14. The chalk scarp and the sandstone of the Lower and Upper Greensand formations have been extensively mined and quarried for building stone. The Lower Greensand between Dorking and Godstone has been quarried for high quality sands. Many exhausted quarries have been infilled with rubbish, but several still remain, the bright orange of the sand pits making them quite noticeable and this in turn has degraded the landscape around Redhill and Merstham.

Local Vernacular

- 4.15. Materials used on traditional buildings include red brick and Greensand stone walls, red tile roofs and distinctive hung tile elevations. Boundaries are defined

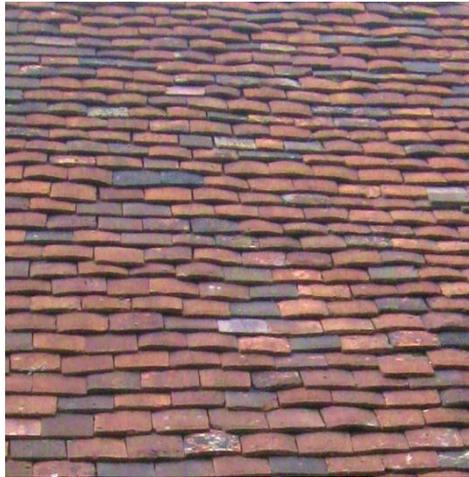


Figure 11: Red tile roofs of Wealden Greensand

- by occasional brick and Greensand stone walls, but mostly hedges and shrubbery.
- 4.16. Perhaps the most famous Surrey building stone, Reigate Stone, came from the very narrow beds of the Upper Greensand immediately south of the chalk

escarpment. Grass roadside verges are sometimes banked and enclosed by hedges.

Low Weald

- 4.17. The Weald was once one vast Oak forest, which stretched westward from the Downs behind Folkestone and Dover for 200km into Hampshire. Though much of the dense forest that gave the region its name of Weald has vanished, woodland is still abundant. By the thirteenth century, most of the woodland within the Weald was managed as coppice with standards or as wood pasture.
- 4.18. Many of the Wealden fields were cut directly from the wood, leaving narrow strips of woodland known as shaws. A number of richly varied ancient woodlands remain where ash, small-leaved lime and wild service tree occur in distinct communities. Hazel coppice is common. The enclosures of the seventeenth to nineteenth centuries led to new plantations of oak.
- 4.19. The high iron content of Wealden clay produced bricks of a strong orange red colour. Brick and tile farm buildings and black weatherboard barns add character to the landscape. The place names of these small villages refer to natural features, as in the case of leigh or ley (a woodland clearing), or hurst (a wood).
- 4.20. Settlements in the Weald today tend to be very small and scattered: groups of houses along the roadside, rather than nucleated villages. The main London to the south coast road and rail links serve the Low Weald and have acted as a catalyst for urban development around Redhill and Horley. The development of Gatwick Airport since the 1950's has added a further transport influence. The importance of the airport has led to the rapid growth of Horley, particularly, which has exerted significant pressures on the urban fringe.

Local Vernacular

- 4.21. Many of the buildings in the rural parts of the Low Weald are built of the local orange-red brick and are mostly tile hanging. Traditional Surrey roofs have a steep roof pitch. Older houses are half-timbered, with roofs of hand-made clay

tiles. Black weatherboarded barns with gabled roofs are common. Boundaries are typically enclosed by low, square cut hawthorn hedges with hedgerow lined with oaks and field maples. Grass roadside verges are often unkerbed and informal – hedgebanks and ditches beyond the verge are also common.

Urban Settlements

- 4.22. Within the borough, there are four main settlements – Banstead, Horley, Redhill and Reigate, and a range of smaller settlements – all of which have different characters and histories.



Figure 12: Borough's main urban settlements

Banstead



Figure 13: Banstead High Street. Image source: Surrey Live website

- 4.23. Banstead was originally a medieval settlement, with an agricultural community. This changed in the 17th century, when Banstead acquired a reputation as a health resort and offered riding, hunting, shooting and horse racing. In the 18th century large houses were built, providing additional employment for the villagers – Nork House, Garratts Hall, Banstead Place, Rooks Nest, and Yewlands.
- 4.24. Access to London via the railway in 1865 attracted commuters from the developing residential area. Subsequently improved road travel in the 1920s, resulted in the building of thousands of ‘desirable residences’ on the large estates which were sold off. Winkworth Road was built in 1931/32 and took traffic away from the High Street. The character of Banstead town centre today reflects 1930s-1950s development with few buildings which pre-date the 20th century.



*Figure 14: Banstead High Street 1910 and circa 1987 illustrating Loss of Village Character
Source: Banstead Then and Now
Photographs courtesy of Banstead History Research Group*

Reigate



Figure 15: Reigate Town Centre

- 4.25. Reigate was built as a planned town before 1170, after the Warennes built Reigate Castle and the later establishment of an Augustinian Priory in about 1230 saw the settlement expand. The distinctive Old Town Hall was constructed in 1728 and is still a prominent feature of the town centre.
- 4.26. In terms of communications, the road from Reigate to Brighton was turnpiked in 1755. Reigate Station opened in 1849 and by 1860 many houses were built to accommodate “commuters” who travelled to work in London.
- 4.27. ‘The Great Sale of Reigate’ in 1921, gave people the opportunity to purchase shops, hotels, businesses and homes. This led to the reconstruction of the town and many fine Georgian properties were demolished. Reigate as a commuter town has continued to grow with considerable amounts of infill development.



Figure 16: Reigate Church Street c.1965
Source: Francis Frith's Redhill to Reigate
Copyright: The Francis Frith Collection, SP3 5QP

Redhill



Figure 17: Redhill town centre. Image source: Get Surrey website

- 4.28. Redhill, in the early 19th century a hamlet, initially grew along a road from Gatton Point through to Salfords, slightly to the north west of Redhill town centre, called Warwick Town. Little remains of this settlement, other than place names, such as Warwick Quadrant.
- 4.29. Redhill started to grow with the introduction of the London to Brighton railway line, and the building of the station in 1841 to provide housing for both railway workers and commuters. Branch lines linked Redhill to Ashford and Guildford, reinforcing Redhill's development as a town.



Figure 19: Redhill Town Centre 1899
Copyright: The Francis Frith Collection, SP3 5QP



Figure 18: Redhill Town Centre in the 1990s
Photograph courtesy of East Surrey Then and Now by Mark Davison

- 4.30. Since the 1960s, the character of Redhill town centre has changed significantly with the loss of many of its original buildings during the town centre redevelopment of the 1960s – 1980s and in more recent times with the development of larger office blocks and higher density residential/ mixed-use development.

Horley



Figure 20: Horley town centre. Image source: Surrey Live website

4.31. Horley, formerly a small nucleated centre which centred around the present day area of Church Road with Horley Row to the north. The town did not expand significantly until Horley railway station was built in 1841. The small village was well placed, half way between London and Brighton. At this time the character of the village changed and by the 1890s the village had become very popular and attracted developers. Horley is now adjoined by Gatwick Airport. Successive waves of expansion include more recent developments in adjoining rural areas.



*Figure 22: Six Bells, Horley, early 20th century
Source: East Surrey Then and Now
Photograph courtesy of East Surrey Then and Now
by Mark Davison*



Figure 21: Horley High Street 1960s. Image source: Francis Frith

5. Key Periods of Development and Character Areas

- 5.1. In addition to the three distinct landscape types within the borough (North Downs, Wealden Greensand & Low Weald), the settlements within Reigate & Banstead have been greatly influenced by the development of the railway in the 19th century. Prior to that, the borough was largely agricultural with the settlements of Banstead, Horley and Reigate dating back to the Saxon period.
- 5.2. The more recent waves of development include Victorian suburbs built alongside the railway, primarily in Reigate, Redhill and Horley, while Victorian/Edwardian development in the north of the borough was more limited. Major new areas of residential development occurred before and after the Second World War, as these formerly outlying settlements became increasingly popular with commuters. Development since the 1930s – 1950s can be broadly characterised by common aspects of their built form and layout, which responded to housing needs of the time.
- 5.3. This chapter illustrates seven character types, based on the form and period of development.



Figure 23: Character areas within Reigate & Banstead

Pre-Victorian Housing Including Village Centres

5.4. Walton on-the-Hill and Chipstead are example of pre-Victorian settlements which date back to pre-12th century. These centres contain buildings which reflect the Surrey vernacular.

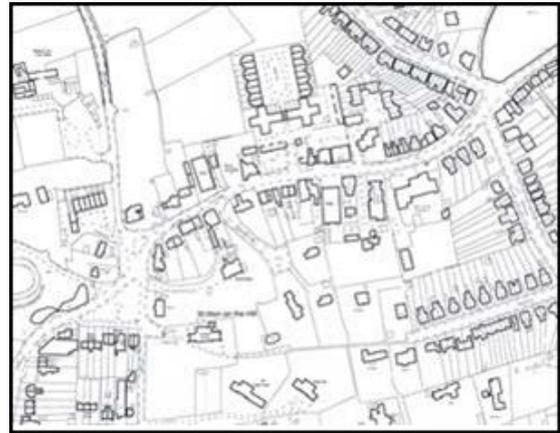


Figure 24: Walton on the Hill

5.5. This traditional form of architecture influenced numerous architects who by the end of the 19th Century were handling the Surrey vernacular with

flair. A pioneer in this movement was Norman Shaw. The chief inspiration for this new type of small country home was the Surrey farmhouse.

5.6. The most inspired creator of the “Surrey Style” was Edwin Lutyens, the most fashionable country house architect of his day, who with Gertrude Jekyll brought about one of Britain’s major contributions to domestic architecture.

5.7. The historic livelihood was agrarian, with development to accommodate domestic and farm workers. Village centres tend to contain Conservation Areas with locally distinctive or listed buildings, built with traditional materials. Late 19th/ early-mid 20th century development adjacent to village centres such as Chipstead, Merstham and Salfords was associated with rail stations.



Figure 26: Castle Road/High Road, Chipstead; Example of Surrey vernacular set within strong landscape framework



Figure 25: Epsom Lane South, Tadworth; Loss of country lane character with additional accesses to new development or replacement of hedgerows with brick walls

Character Appraisal

- Typically, villages have been expanded with traditional dwelling followed by Victorian/Edwardian cottages and villas and later with 1930s - 1950s housing.
- Development in the latter half of the 20th century has tended to be infill.
- Built form includes an inherent mix of uses, local shops and public houses.
- Narrow country roads present limited traffic capacity and parking.
- Plot boundaries often date back beyond the building which exists.
- Most of these areas are in Conservation Areas and in terms of character, these are defined in the borough's Conservation Area Appraisals documents.

Current Issues

Design Considerations

- ➔ Infill development with pressure for more comprehensive development leading to loss of plot boundaries.
- ➔ Scale of replacement development can be out of character.
- ➔ Traffic congestion, parking dominated streets and restricted parking.
- ➔ Loss of village centre and country lane character with the introduction of urbanising elements such as insensitive street lighting, furniture and kerbs.
- ➔ Extensions/conservatories and permitted development can erode character where poorly designed.

- ➔ Development within villages should retain the historic boundaries, listed and locally distinctive buildings, respect existing building lines, the ratio between building heights and street width.
- ➔ Development should reflect the surrounding urban form and consider both the use of local materials and vernacular design.
- ➔ All development should incorporate and enhance the existing landscape features - significant walls, trees and hedges where appropriate.
- ➔ Parking should be located to the rear of buildings.
- ➔ In new developments, parking in front gardens should be restricted with the use of agreements, to deter conversion of front gardens within residential streets to parking forecourts.
- ➔ Consideration should be given to the design of windows and building proportions to reflect local details.
- ➔ Coalescence of settlements should be resisted with attention to design of the countryside edge, consideration of strategic views and the retention of green corridors.

Figure 27: Character Appraisal, Current Issues and Design Considerations within Pre-Victorian areas

Victorian/ Edwardian including Town Centres

5.8. This period was most influential upon the form of settlements as described earlier and the new wealthy residents, generated by commuter railways, from 1870 onwards, created a great demand for the building of medium size houses.



Figure 28: Redhill - Victorian housing developed around rail junction

5.9. In the 1920s, there was plenty of cheap land available and developers

bought the land, designed a layout, put down the infrastructure of roads and services, and sold off plots to builders.

5.10. Increasing traffic between London and outlying destinations in the mid-19th century resulted in improved roads railways and the growth of villages to towns. Victorian/Edwardian residential development in Redhill and Horley was associated with the London to Brighton Railway.



Figure 30: Hardwick Road, Reigate - Victorian street which has retained its character as the front gardens are small



Figure 29: Massetts Road, Horley - Conversion of villas to other uses results in loss of large front gardens to hard standing for parking

Character Appraisal

- A considerable portion of the Victorian and Edwardian phases is in Conservation Areas and in terms of character these are defined in the borough's Conservation Area Appraisal documents. Conservation areas are located within and adjacent to Reigate town centre.
- Victorian/Edwardian housing is located within walking distance of town centres with:
 - Small 2 - 5m front gardens with varied plot depths;
 - On-street parking;
 - Limited street trees;
 - Up to 1.2m high boundaries/hedges.
- Victorian/Edwardian villas and more recent eras of development tend to be medium to high density.

Current Issues

- ⇒ Parking - heavy on-street and forecourt parking impacts upon the street character.
- ⇒ Infill development within Victorian terraces can be discordant with use of differing brick/material colour and finishes.
- ⇒ Loss of vernacular with replacement windows/doors and removal/replacement of consistent boundaries.
- ⇒ Subdivision of Victorian/Edwardian dwellings/plots with flats or change of use increases density.
- ⇒ One for one replacement with larger dwellings changes the character of area, creating a terraced effect, where dwellings are too close together.

Design Considerations

- ⇒ Development within town centres should echo the historic plot widths and boundaries as well as listed and locally distinctive buildings.
- ⇒ Development should respect existing building line and the ratio between building heights and street widths.
- ⇒ All development should reflect the surrounding urban grain.
- ⇒ Development should incorporate and enhance the existing landscape features - walls, trees and hedges.
- ⇒ The design of front gardens should deter their subsequent conversion to parking courts.
- ⇒ Retention and enhancement of historic shop fronts should be promoted.*

*See Shopfront and Shop Sign Design Guide SPD, Horley Shopfront Design Guide SPG and Reigate Town Centre Shop Front Design SPD for more details (available from Reigate & Banstead Borough Council's website).

Figure 31: Character Appraisal, Current Issues and Design Considerations within Victorian/Edwardian areas

Residential Areas of Special Character (RASCS)

5.11. The low density layout, set within heavily wooded areas, where housing was more exclusive, created a defined landscape character type. Areas such as Kingswood and Walton-on-the-Hill were developed with the new railway stations, serving affluent commuters.

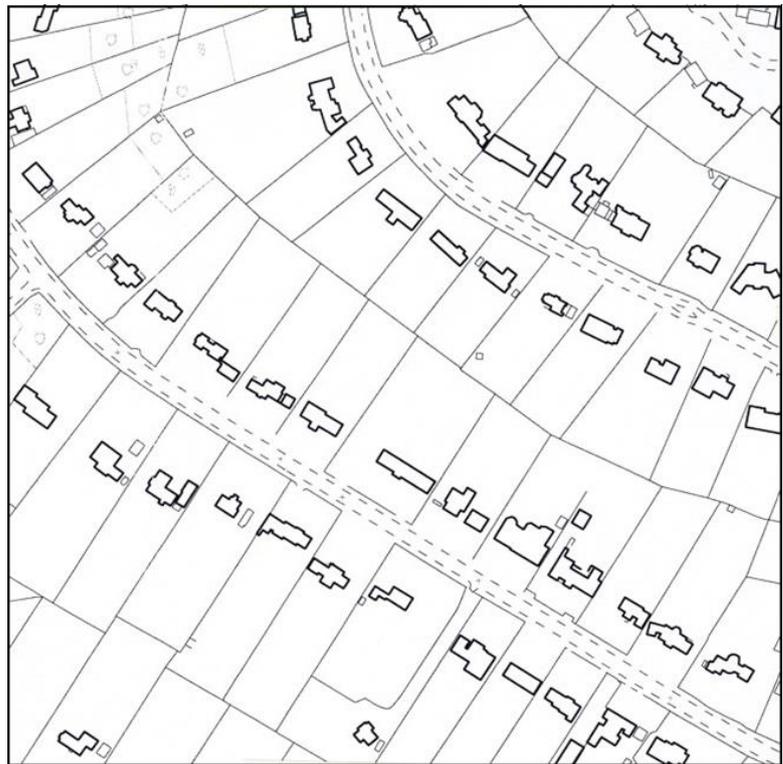


Figure 32: Kingswood Warren

5.12. Large estates such as Kingswood Warren were sold in the early 20th

century and developed over a number of years to meet the requirements of affluent commuters. This type of development is closely associated with the development of the railway stations.



Figure 33: Heath Drive, Walton-on-the-Hill - consistent boundaries



Figure 34: Haroldtslea Estates, Horley - buildings set back behind mature avenues, carriageway has no kerbs

Character Appraisal

- These are medium to large sized estates with an average plot area of 0.2 - 0.3 ha.
- Unified in character, with consistent landscape features - avenue trees, boundaries and hard landscape detailing.
- Houses often have historically an arts and crafts basis but this is being increasingly eroded.
- Arcadian layout with mature gardens - often dwellings are set back and not visible from the private road.
- Access roads possess rural character with grass verges and no footways or kerbs.
- Some of these areas are partly within Conservation Areas and in terms of character these are defined in the borough's Conservation Area Appraisal documents.

Current Issues

- The gaps and dominant landscape structure between buildings are essential to the character of the area.
- Larger replacement dwellings, often with dominant front garaging alter character.
- Redevelopment of dwellings to provide flats and the associated parking result in the loss of mature trees.
- Out of scale bulky house form and use of non-traditional slate on steep roofs is eroding the leafy character of these areas.
- Plot subdivision has resulted in increased density and loss of vegetation.
- Loss of local materials including handmade clay plain tiles. Use of slate out of character with RASCs.

Design Considerations

- The existing landscape structure should be retained and enhanced, ensuring that the new building does not dominate the plot.
- Where possible, parking hard surfaces and garaging should not be visible from access roads or other dwellings.
- Where a clear building line or distinctive dwelling spacing exists, these should be respected.
- Introduction of differing boundaries styles should be avoided. Where consistent boundaries exist, these should be retained/enhanced, respecting either an existing open or planted character.
- Strongly encourage the use of traditional plain tiles with a strong discouragement of the use of slate.
- Ensure new development is in scale with neighbour properties and character of the area.

Figure 35: Character Appraisal, Current Issues and Design Considerations within RASCs

5.13. The below diagram shows the principles of housing in the RASCs

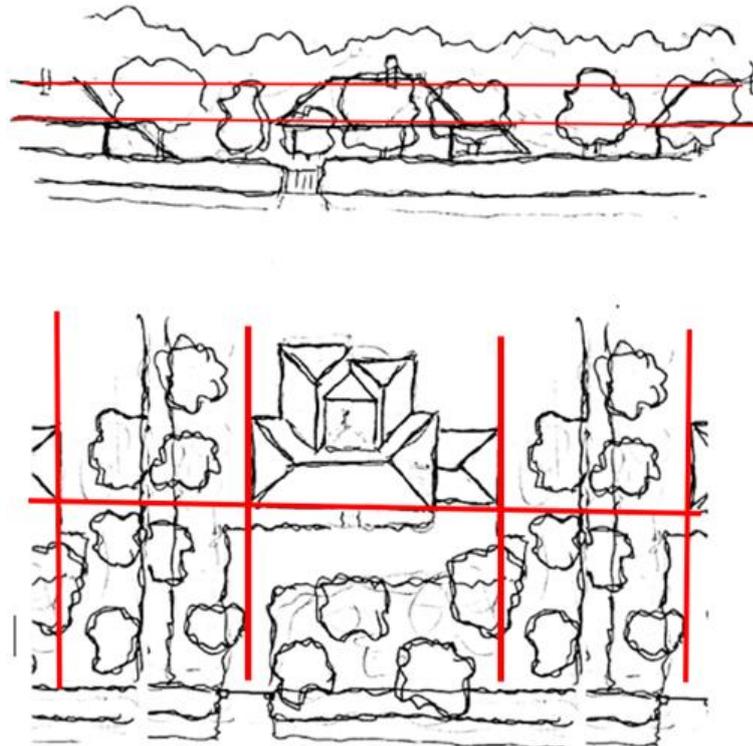


Figure 36: Design principles for developments within RASCs

5.14. The feature panel below provides further guidance for development in RASCs. The need for this guidance has arisen particularly from the development pressures in Kingswood RASC but also elsewhere that became apparent in 2014 due to the out-of-scale development, loss of tree cover and the use of slate.

5.15. The damage that occurred by inappropriate out of scale development was rapid and it has taken some time for policies to be updated to provide appropriate protection. It is considered that a strong line should be taken against the use of slate as it undermines the local geological character of the RASCs in the borough. The RASCs in the borough have an arts and crafts character as all were developed as residential estates after the 1880s and are also a local distinctiveness reaction against the use of slate eroding the local character at the time. Within the arts and crafts character, the areas often have particular traditional characteristics evident in each area, for instance the Imrie and Angell buildings in Chipstead or the Conservation Areas in Kingswood and Walton (where the Conservation Area Appraisals give further guidance). It is necessary to take a strong line as there

continues to be a gradual erosion of the arts and crafts and arcadian character, which result in significant damage to the RASC.



Figure 38: RASCs have an arcadian landscape dominated character, such as these examples in Kingswood RASC. The arcadian character is undermined by high eaves and ridge development slate out of character with the traditional character of the area, monumentalising parapets and loss of tree cover.



Figure 37: The danger is that what was once estates of the Surrey arts and crafts vernacular plain tile style houses being totally replaced with bulky slate roofs, large hardstanding and out of scale buildings which erode the arcadian character by incremental development. This example being at Oxshott, Surrey shows how such an area can be urbanised to point, where RASC status becomes doubtful as spaciousness is lost.

The following guidelines have been developed to stop further damage from occurring:

1. No development should be justified by other inappropriate examples, including out of scale development and the use of slate, even where a cluster has developed.
2. Shrubbery and hedge boundaries should be maintained. Walls, fence and railing front boundaries are unacceptable as they urbanise the street. Where security is needed, railings should be set back behind the hedge line and no higher than the existing hedge.
3. Gates should follow appropriate prevailing gate heights in the street. Where high gates and piers occur, no gate and gate pier shall be more than 1.8m high and should often be much less depending on the appropriate prevailing gate height in the street or hedge height, nearer to 1m in some roads or not occurring at all. Gate piers should be no more than 2 bricks wide. Gates should be set back at the back of the hedge line. White render or stone piers are unacceptable.

4. Existing trees should be retained where possible and tree cover is encouraged in front gardens and side boundaries to maintain the arcadian character and shall be informal in nature and for front garden tree should be of an appropriate size such as advanced heavy standard where possible. Tree planting species will reflect the species found in the street. Sufficient gaps to the side boundary should be maintained to ensure tree and hedge planting are retained or provided. Unkerbed grass verges are a feature of RASCs
5. Garages in front gardens or in front of general building line will depend on the pattern of appropriate examples in a street and the space available. They should have a small extent footprint, be set back in the site, have an eaves line no higher than the head of the garage door and a dual pitch with a single ridge line. Only large and deeper front gardens with good boundary screening are likely to accommodate accommodation in such roofs and such accommodation should be limited in extent. Parking would normally be limited to a double garage. In streets with tighter plots, garages will be unacceptable. Joined garage extensions will only be acceptable where behind the general building line, with low eaves down to the garage head and short spans, with a ridge no higher than the eaves of the house. Roof forms should be unobtrusive such as hipped roofs and gables and parapets are unacceptable as are obtrusive roof forms such as mansard or gambrel roofs. No other development should occur in front of building line. Garages should generally be no more than the standard 6 metre depth.
6. Hardstanding should be limited in extent, with a single access and set back from the front boundary so there is a substantial belt for the location of the front hedge or shrubbery and tree and shrub planting behind. Parking for no more than 4 cars should be provided on the larger sites. In and out drives are generally unacceptable.

7. Monumentalism is a problem where features are used to increase the visual scale of houses. The use of balustrades, parapets, pilasters, columns and two storey porticos is unacceptable and any pediments or feature gables shall be small and of short span. Parapets and balustrades are unacceptable even where below the general eaves line. Eaves lines with a gap above general window heads or arches or in the case of garages, above garage door head, will be unacceptable for the same reason. Asymmetrical compositions (with axial symmetry within the elements) are encouraged as they help reduce the apparent scale created by formal asymmetrical design and are a traditional form of composition with the borough's RASCs.
8. Slate and slate colour tiles are not acceptable are out of character with the arts and crafts character of the estates. Plain tiles will be expected, of local clay or colour to match. Recessive materials are encouraged generally to maintain the landscaped dominated character.
9. No part of the footprint of a development, however small, shall be forward of the front building line. Development should also be in line with the neighbouring property where set behind the building line.
10. The footprint of any house should not be out of character with the prevailing appropriate footprint size in the road. The footprint should be adjusted according to the plot size, for instance for an existing small plot a footprint smaller than the general street may be expected but for larger plots the length and depth should not exceed the general pattern in the street.
11. With a street or part of a street where the road characteristic varies, the width of plot and maintain the general pattern of gaps between side elevations and side space between dwellings and to boundaries should be respected. The prevailing width size within a road should be maintained and reduction by subdivision less than the prevailing width is unacceptable. Equally the typical plots sizes within the road should be maintained.

12. Depth of footprint should not exceed the general pattern in the street and be set back or recessed from the side to provide articulation and break the length of elevation
13. Generally, development will be of two storeys, accommodation the roof being dependent on the pattern in the street, though some streets in the RASC are of a single storey nature and this should be respected. Street scenes should be provide showing accurately the adjacent forms, including eaves and ridge heights. These will need to be verified as done by measured drawings or other means of verification including eaves, ridges and levels.
14. Where steep contours occur, unbroken three storey heights are unacceptable and the additional storey at basement level shall be contoured into the landscape.
15. Floor ceiling heights should be respected so eaves heights match appropriate neighbouring properties.
16. Width of building should reflect the general pattern in the street.
17. Repetition of built form so two adjoining houses are the same is unacceptable as this results in suburbanisation of the street. Token changes such as buildings of the same design but with different materials or variegation by slightly different articulation will be unacceptable. Repetitive forms such as temple fronted houses or tripartite villas should be avoided.
18. Roofs should follow the pitch, eaves height, ridge height and form within a road.
19. The eaves and ridge heights should be in line with neighbouring eaves and ridges. Proposals should be accompanied by street scenes showing the proposal in relation to eaves and ridge heights of neighbouring development. The height of these will be expected to be verified by measured drawings or other means by the applicant. To avoid breaches of height, the eaves and ridge heights will be conditioned to match by reference to the ridge and eaves line it intends to match.

20. Crown roofs are acceptable but should be made less apparent by the use of gables and articulation, including recesses in side footprint to reduce the apparent span. Parapetted or balustrade eaves, large pediments or large span gables are unacceptable even where below the general eaves line as they add to the obtrusiveness of the built form and apparent scale. Bulky roof forms are unacceptable including unbroken or overly apparent crown roofs, mansard roofs, gambrels and bird table roofs. Monopitches should be avoided due to their high eaves line and large spans and false pitches are also to be avoided. Flat forms need to be lower than adjoining eaves line.
21. Dormers numbers should reflect the prevailing pattern of appropriate examples in the street. Numerous rooflights should be avoided. e. Solar panels and photovoltaics should be sited so they minimise impact, including in crown roof no higher than ridge, or on the rear plane of roof or screened small rear garden arrays. Side roof planes would be a secondary options and front roof planes should be avoided. Where they occur in roof planes, they should be integrated in the roof, symmetrical to the roof's axial symmetry, rectangular in layout and not stepped and with black frames. They need to consider early in the design process and not an add on. Vehicle Charging points should be unobtrusively placed, preferably black with minimal indicative lights, where they cannot be sited internally.
22. Long and deep single storey footprints for rear extensions or outbuildings are unacceptable and such elements should not be beyond the general line of development to the rear in the road. Such extensions should also have a generous gap to the side boundaries, usually 5 to 10 metres depending on the character of the road or where asymmetrically set on the plot respect the gaps between single storey elements in the road. Low eaves would be expected, and false pitches are generally unacceptable.
23. Outbuildings in rear gardens should be limited in size and number and subservient in extent and even where good screen and large garden size allows should be less than the footprint of the two storey element of the house or prevailing in the road.

1930s – 1950s Suburbia

5.16. This period was the most extensive in terms of both public and private sector housing development. With increased rail services came large suburban estates with supporting shopping parades. There was a lack of structure to estates with issues of ribbon development. The architectural design with bay windows and material choice was almost totally brick and tile, gable, dormer and hip, sometimes repetitive.



Figure 39: Tadworth

- 5.17. The type of house made famous by Norman Shaw, Edwin Lutyens and other architects of the Surrey Style, became simpler and built in their thousands. The earliest council housing was introduced from the inter war period; later examples include estates built at Colesmead and Meadvale.
- 5.18. The housing boom slowed down in 1935 and the concept of Green Belt was established at this time. Larger council estates such as those built around Merstham were built to accommodate the post-war London overspill. Private estates were built to accommodate commuters and as such were located within walking distance of the station, e.g. Tadworth and Epsom Downs.



Figure 41: Longcroft Avenue, Banstead - highly decorated example



Figure 40: Brook Road Merstham - example of weatherboarding, painted a dark colour

Character Appraisal

- Street by street uniformity in style with more affluent housing providing more space and designs embellished with greater detail, often a simplified 'Arts and Crafts' style.
- Materials used in mass quantities; imports became more varied, widening the palette used.
- Regular road layouts lacking connectivity with grass verges and remnant avenue trees.
- Uniform building line with 2 - 8m front gardens and varied plot depths.

Current Issues

- ⇒ Backland development has occurred throughout the borough within this character type, most notably within the north of the borough.
- ⇒ On-street parking can be inadequate for smaller dwellings, resulting in front gardens converted to parking courts.
- ⇒ Flat roofed side extensions are often insensitive, either creating a terraced effect or discordant roofline in elevation.
- ⇒ Loss of boundary walls or boundaries replaced with tall larch fences or coniferous hedges has eroded the locally distinctive character.
- ⇒ Use of slate out of character with these plain, tile characterised neighbourhoods.

Design Considerations

- ⇒ Consideration should be given to the materials existing within the immediate vicinity as a means of integrating new development.
- ⇒ New infill development should not provide parking or garaging which dominates the street frontage.
- ⇒ Building lines should be respected, particularly where this is a dominant feature.
- ⇒ Visual separation between dwellings should be retained.
- ⇒ Building form and massing should reflect dwellings within the vicinity.
- ⇒ Due to a move away from slate in the 30s and 40s, handmade clay plains or other local materials should be used instead of slate, to be in keeping with the local style.

Figure 42: Character Appraisal, Current Issues and Design Considerations within 1930s - 1950s Suburbia

1960s – 1970s Housing Development

5.19. The pressure for council housing continued with the development of areas such as Preston Estate. The layout of these housing areas often separated pedestrian and vehicular circulation.

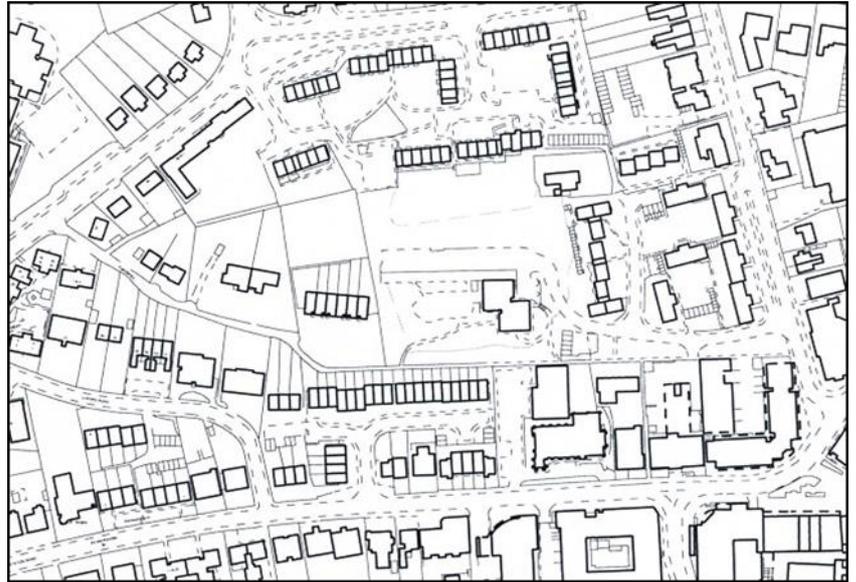


Figure 43: Redhill Town Centre, Western Edge

5.20. Housing estates were built to accommodate overspill from London, for example Bletchingley Road Estate, Merstham. In more affluent areas, development occurred within 1930s–1950s areas. The most extensive development occurred on the outskirts of settlements, particularly Redhill, compounding its coalescence with Reigate. With the opening of Gatwick Airport in 1958, Horley saw significant expansion.



Figure 45: Doric Drive, Kingswood - typical cul-de-sac development



Figure 44: Manor Drive, Horley - a highways dominated layout with separate garage accesses

Character Appraisal

- Predominant housing types in private and earlier 1960s council housing development comprised terraced or semi-detached dwellings.
- 1970s housing began to use cul-de-sac layouts with flexible living spaces and large windows to take more advantage of aspect.
- The loss of relationship between the dwelling and the street with segregation of vehicle and pedestrian accesses is particularly common in 'Redburn' styled council housing, particularly within deck access or flatted development.
- Often the use of materials lacked variation throughout the estate.
- Building lines which are perpendicular or at an angle to the street.
- Excessive areas of communal space which do not possess a clear function or strong landscape structure.
- Parking often located away from dwellings in either dedicated courts or rows of garages accessed from the rear of the properties, creating car-security issues.

Current Issues

- ⇒ Loss of consistent design features with permitted development such as boundaries and extensions/ conservatories.
- ⇒ New development can often appear discordant as existing dwellings lack character.
- ⇒ Poor public transport accessibility and poor pedestrian permeability.
- ⇒ Segregation of circulation creates poor natural surveillance as there is often unclear distinction between public and private space in council housing areas.

Design Considerations

- ⇒ Opportunities to create clearly defined private or public open space and/or improved parking provision around new development should be explored jointly by the developer and the Council.
- ⇒ The scale and form of new development should reflect/complement existing development which is of high quality.
- ⇒ Potential to improve the landscape structure or local environment, within existing estates should be explored in consultation with the Council.

Figure 46: Character Appraisal, Current Issues and Design Considerations within 1960s - 1970s housing areas

1980s – 1990s Estates

- 5.21. Development tends to be either small infill cul-de-sac within 1930s – 1950s suburbs or medium sized housing estates on the edge of a settlement.
- 5.22. The most extensive areas of development have occurred in Horley and Redhill with the direct rail connection to London.



Figure 49: Harendon/ Mabbots, Tadworth



Figure 48: Rudgwick Keep shared surface, informal layout



Figure 47: Harendon/ Mabbots, Tadworth - road layout includes over-engineered traffic calming measures

Character Appraisal

- Developments tend to comprise limited building types in terms of form, replicated across the site.
- Architectural style is often indistinct with uniform house types varied only by the colour of tile, rendering, style of windows and doors and brick colour.
- Landscape structure tends to be minimal with use of ornamental shrubs/trees.
- Design of road layouts include cul-de-sacs and dominant engineered traffic calming measures.
- Houses bear little relationship to the street, detached units are set out on tight plots.

Current Issues

- ⇒ Layouts are dominated by over engineered roads with little character.
- ⇒ Lack of natural surveillance.
- ⇒ Sometimes materials and finishes vary jarringly from unit to unit, giving no singular design character throughout the estate.
- ⇒ Smaller infill development within areas of broadly homogenous character often does not relate to the immediate context.
- ⇒ Extensions/conservatories further reduce small gardens and can result in loss of valuable landscape structure.

Design Considerations

- ⇒ Access should be inclusive, safe and well connected with integrated pedestrian, cycle and vehicle circulation.
- ⇒ Where appropriate, access to public transport/ local facilities should be within an acceptable walking distance.
- ⇒ New development should reflect the recommended palette of local materials in chapter 6.
- ⇒ The scale and form of development should reflect appropriate existing architectural style.
- ⇒ Explore potential to improve the local environment and landscape structure within existing estates in consultation with the Council.

Figure 50: Character Appraisal, Current Issues and Design Considerations within 1980s - 1990s Estates

2000s – Most Recent Trends

5.23. Since the start of the new millennium, development has comprised of a mix of infill sites, redevelopment of existing sites, edge-of-centre urban development and intensification of more accessible locations.



Figure 51: Infill development, Banstead

5.24. Back garden infill schemes have been particularly evident in the north of the borough. Notable large scale mixed use redevelopment include Former Netherne Hospital, Former Holmethorpe Quarry in Redhill (Watercolour) and the Former Royal Earlswood Hospital. Edge-of-centre urban development around Horley (Horley North East and North West Sectors) have provided much needed housing and community facilities.

5.25. Town centres, in particular Redhill and Horley, have seen a number of higher density flatted developments. This trend is expected to continue with the increasing pressures to deliver more homes and the national guidance to make efficient use of land directing towards higher densities in town centres



Figure 52: The Oaks, Tadworth development has retained mature trees



Figure 53: Square at Royal Earlswood Hospital - terraced dwellings are set out around a square which has retained the mature tree as a focal point

and other locations that are well served by public transport.⁸ . Examples and further guidance can be found in chapter 7; Case Study 7 – High density urban intensification. The extension of permitted development rights in 2013 to allow office to residential conversions has contributed further to the increase of this type of development within town centre/ edge of centre locations.



Figure 55: Osier Way, Banstead - material palette is too varied, and layout is too cramped



Figure 54: Chapel Way, Tattenham Corner gated developments are not accessible



Figure 57: The Acres, Horley. Edge of town development of 718 homes, primary school and a neighbourhood centre. The development has been split into three distinct areas – ‘Neighbourhood core’ with continuous frontages and limited openings; ‘Transitional area’ with strong building frontage and terraced and semi-detached properties; and ‘Countryside edge’ with no distinct building line and very informal frontage line with predominantly detached properties. Image source: The Acres Residents’ Association website



Figure 56: Infill development at Epsom Lane North (permitted under 13/02242/F). Traditional design is comparable to other properties within the locality. Space is provided for landscaping, softening the impact of the development. Donor property demolished to provide space for new access road.

⁸ NPPF paragraphs 122 & 123

Character Appraisal

- Road layouts are increasingly reflecting a traditional connected street pattern, rather than cul-de-sacs, where developments are not gated.
- Urban blocks can be achieved which face onto public spaces.
- Dwellings front onto the street, a return to traditional street patterns.

Current Issues

- ⇒ Smaller scale development often comprises subdivision of one large plot to provide two or more dwellings.
- ⇒ Intensification of single plots results in the loss of soft landscape areas and trees to the increased parking provision.
- ⇒ Parking dominated frontages and streets is a problem.
- ⇒ Extensions further reduce small gardens and erode consistent character.
- ⇒ Lack of townscape cohesion due to the desire to produce detached dwelling no matter how small the footprint. This reduces the opportunity for meaningful landscaping and suburbanised development lacking identity.
- ⇒ Resisting poor quality in materials and fenestration is a constant issue.
- ⇒ Poorly proportioned and detailed taller units despite their prominent height. Lack of hierarchy in proportion.

Design Considerations

- ⇒ In lower density areas single buildings with several dwellings are more in keeping with the local character than several separate dwellings on a site.
- ⇒ Use of a selective material palette (see chapter 6) should unify the development with variation achieved in the scale form and massing of the development.
- ⇒ Access should be inclusive, safe and well connected with integrated pedestrian, cycle and vehicle circulation.
- ⇒ Where possible, access to public transport, local services and facilities should be within an acceptable walking distance.
- ⇒ The scale of new development should reflect/ complement appropriate existing development.
- ⇒ Potential to improve the landscape structure within existing estates should be explored in consultation with the Council.
- ⇒ Improving quality of detail including windows and materials.
- ⇒ Use of green corridors to reduce visual impact of suburban spread.
- ⇒ Ensuring a more cohesive form within the development to give a sense of place.

Figure 58: Character Appraisal, Current Issues and Design Consideration within the Most Recent Development

6. Planning and Design Principles

- 6.1. In order to achieve the design vision and objectives in the Council's Local Plan (detailed in Figure 6, p. 14), this section details key design principles for new development taking into consideration national and local policy and the character and distinctiveness of the borough.
- 6.2. The key design principles will be split into the following three sections. Case studies showcasing the key design principles are provided in chapter 7.

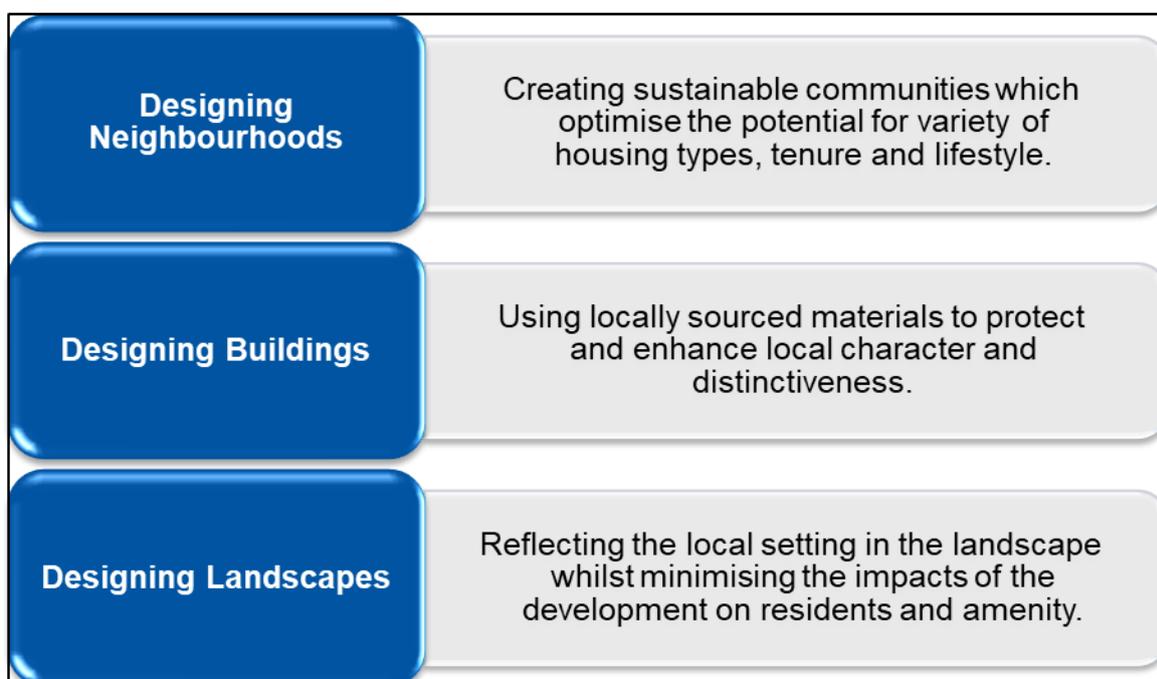


Figure 59: Key design principles

Key Design Principle 1: Designing Neighbourhoods

Creating sustainable communities which optimise the potential for variety of housing types, tenure and lifestyle.

- 6.3. Both national and local policy requires the creation of vibrant and mixed communities in order to ensure sustainable forms of development which:
- Provide a range of community facilities;
 - Encourage activity throughout the day and evening;
 - Reduce the need to travel by car to access local facilities and work;
 - Avoids large concentrations of the same type of housing;
 - Increases the vitality and viability for local shops and town centres; and
 - Provides opportunities for different ages and lifestyles.

Core Guidelines

- 6.4. In order to ensure development creates sustainable communities which optimise the potential for a variety of housing types, tenure and lifestyle, development should:
- **Be compliant with the principles or sustainability:** A Sustainability Checklist and more details about how to ensure sustainable development will be available in the emerging Climate Change and Sustainable Construction SPD.
 - **Make the best use of land:** in a borough such as Reigate & Banstead where there is a limited land for development, new development should make the best use of land whilst also being well designed and protecting and enhancing local character and distinctiveness. New development should have due regard to the layout, density, plot sizes, building siting, scale, massing, height and roofscapes of the surrounding area, the relationship to neighbouring buildings, and important views into and out of the site. Higher density well designed development may be appropriate in town centres and other locations that are well served by public transport whilst low-density character should be maintained within the RASCs. (Appendix 5 of the DMP lists appropriate densities for each RASC.)

- **Provide a range housing types, sizes and tenures:** in accordance with DMP Policies DES4: 'Housing mix' and DES6: 'Affordable Housing'. (Detailed guidance on affordable housing provision is provided in the Affordable Housing SPD⁹).
- **Provide flexible forms of accommodation:** Adaptable, accessible buildings will be able to respond to changing socio-economic circumstances and residents' changing requirements, including, for example, reduced mobility. When designing new development, consideration should be given to whether properties can be adapted or extended to provide a stairlift and downstairs bedroom.
- **Be designed for security:** New development should create a safe environment, incorporating measures to reduce opportunities for crime and maximise opportunities for natural surveillance of public places. Developments should incorporate measures and principles recommended by 'Secured by Design'¹⁰. The design should promote natural surveillance using approaches such as continuity of active street frontage and windows and entrances which overlook the street and open space areas such as play spaces and car parking. The choice and detailing of design should discourage the potential for fly-posting, graffiti and other anti-social behaviour. Careful consideration should be given to soft landscape design as this can improve the sense of safety, with groundcover planting adjacent to footways and ongoing management of trees to ensure visibility of areas close to footways. Additional means of improving security could be through the improvement of lighting at night and CCTV. To gain a local understanding of the issues in a given area, it is recommended that consultations are undertaken with the Local Crime Prevention Officer and the Police.
- **Provide sufficient parking:** Parking provision should be provided in accordance with DMP Policy TAP1 'Access, parking and servicing' which balances the need to provide adequate parking with the need to

⁹ www.reigate-banstead.gov.uk/info/20088/planning_policy/1103/supplementary_planning_documents_and_supplementary_planning_guidance_2020/2

¹⁰ www.securedbydesign.com/images/downloads/HOMES_BROCHURE_2019_NEW_version_2.pdf

encourage sustainable transport choices. Consideration should be given to good design and implementation, including for access and servicing to minimise impact on the street scene and to protect public safety.

- **Have clearly defined and coherent layout:** In order to ensure sustainable communities, consideration should also be given to street layout. Many of the most attractive and successful residential areas have a clearly defined and coherent layout. This can often be the simplest of urban forms, based upon a street block structure defined by a network of inter-connecting routes.

Car Parking & Access: Design and Layout

6.5. The location of parking in relation to the house has a fundamental effect on the quality of the environment. The preferred locations for car parking in medium to high density schemes are in secure rear courtyards where they are overlooked. Courtyard parking should be well located and convenient to use to avoid unnecessary on-street parking. In addition, lay-bys for formal on-street parking as well as parking on side driveways could also be provided. Parked vehicles should not be allowed to dominate the street.



6.6. This arrangement of buildings creates a well overlooked scene. Through routes increase natural surveillance from passing pedestrians. In lower density schemes, with detached and semi-detached houses, parking should be accommodated within the private curtilage of the dwelling. This has the advantage of being accessible, secure and easy to supervise. It is important, however, that parking is not visually dominant in the street scene. For this

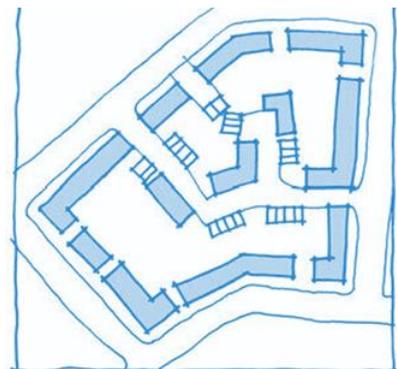


Figure 61: For larger perimeter block, 'mews' style housing adjoining parking courts provides added natural surveillance.

reason, parking to the rear or side of the property is preferred to integral garages or parking within front gardens.

- 6.7. The positioning and treatment of garages require care. Integral garages can unduly dominate the scale of a house and its street. In lower density areas garages can be detached from the house and turned in various directions or combined to perform a positive townscape role. In terraced streets a better solution is to locate the garage in the back garden, served from a semi-private parking court. Garages should have the same quality and type of materials as the main house.
- 6.8. If at all possible, an effective solution is to integrate parking into the basements of apartments. Other acceptable approaches are to locate parking at the side of the building, or in the front garden, as long as the landscape structure is preserved or enhanced. Parking in the back garden of apartments should be kept to a minimum.
- 6.9. Cycle storage within new developments should be secure and convenient to use. Storage provision should be within the curtilage of the dwelling. Access routes between the highway and the cycle storage should be well lit and clear connection to the road or cycle paths should be clearly designed. Cycle storage area should be securely segregated from the rest of the basement/ undercroft area/ ground floor area and have a smart/fob type secure access for residents only. Corridors and access aisle need to provide sufficient internal manoeuvrability.
- 6.10. It is important that planning of the storage and collection of waste is given a high priority in the design process to ensure appropriate access for collection vehicles. Detailed guidance for recycling and refuse waste storage and collection can be found in the council's Making Space for Waste¹¹ document.

¹¹ www.reigate-banstead.gov.uk/info/20085/planning_applications/147/recycling_and_waste_developers_guidance

Street Networks: Design and Layout

6.11. For streets within new neighbourhoods or estates, it is important to group houses cohesively to form a legible townscape and sense of place. The layout should reflect the typical Surrey organic plant, such as form of roads which respects the natural contours and picturesque quality of Surrey settlements and provide a sense of identity by this irregular layout and the use of focal points such as village greens or cohesive townscapes as well as locally distinctive architecture.

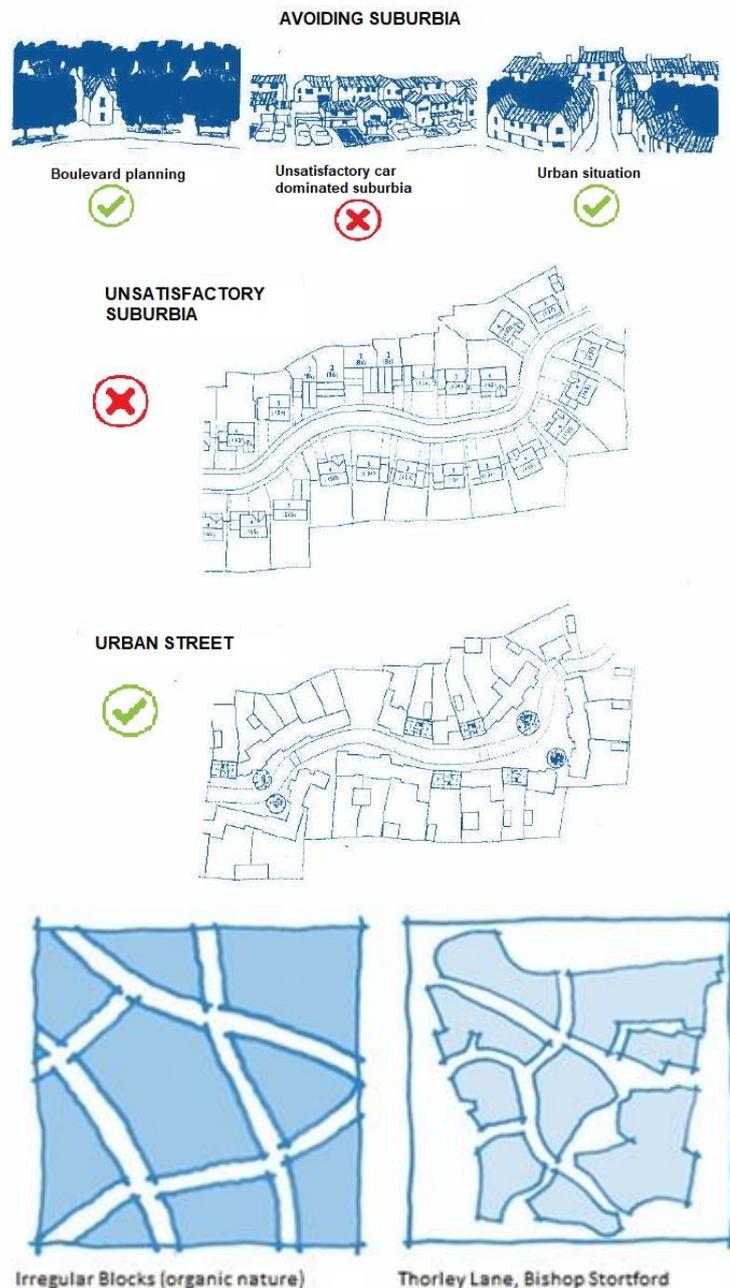


Figure 62: Street blocks (top image source: Essex design guide)

Street Widths and Enclosure

- 6.12. Higher densities, where appropriate, will result in a building, rather than a series of single dwellings. This form of enclosure will give a street an enclosed character. A useful measure of enclosure is the ratio of the height of buildings to the width of the street. It should be noted that enclosure is not always desirable, for instance in RASCs, where verdant and leafy character should dominate, edge of green belt or in green corridor situation minimising the appearance of urban character.
- 6.13. It is important that the space between the buildings is considered in relation to the activities taking place in the street. Setting back dwellings from the street has an important influence in determining the character of the street and the degree of privacy given to ground floor rooms.

Designing for Privacy

- 6.14. New development should provide an appropriate environment for future occupants whilst not adversely impacting upon the amenity of occupants of existing nearby buildings, including by way of overbearing, obtrusiveness, overshadowing, overlooking and loss of privacy.
- 6.15. Designing at higher densities does not necessarily mean a loss of privacy. Privacy can be achieved through:
- The layout of the street to create oblique views across the street.
 - On narrower streets, rooms needing less privacy should face the street with bedrooms located towards the more private parts of the home, typically at the rear.
 - The careful positioning of windows can enable dwellings to be closer together, while still providing surveillance of the public realm.
 - Walls, hedges and trees can limit overlooking between facing rear windows.
 - The inclusion of small front gardens and the treatment of the setback from the street.

Street Connections, Networks & Configuration

- 6.16. The use of street blocks to create the urban form is preferred to layouts based entirely on cul-de-sacs and loops which can result in an amorphous and often impermeable urban form. A permeable layout based on street blocks offers the pedestrian a choice of routes and can generate a higher level of activity and security. There should be good connections between adjacent housing schemes and links between neighbourhoods. These links should include not only roads for vehicular access but also cycle routes and footpaths, creating green corridors between communities. Please see chapter 6 - 'Designing Landscapes' section for more information on green infrastructure and green corridors.

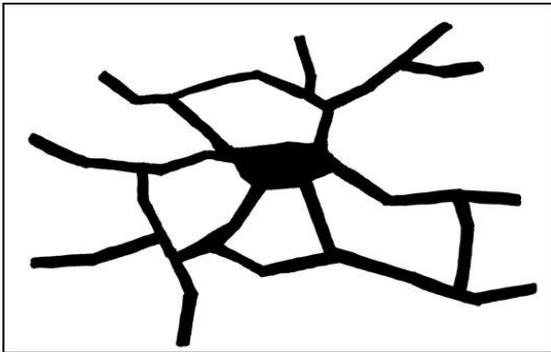


Figure 63: Layouts should focus on a core space or centre

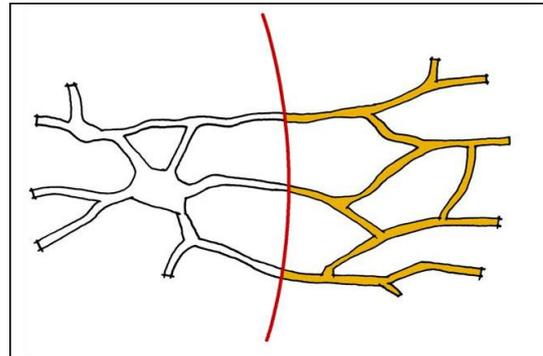


Figure 64: New neighbourhoods should connect to adjoining areas/ centres

- 6.17. In recent decades, the planning of residential layouts has been dictated by highway engineering considerations, and the Highway Authority's road design geometry and adoption criteria. Developments have also largely followed the 'branch and twig' form of road layout, which typically consists of distributor roads with restricted frontage development serving a hierarchy of cul-de-sacs and private drives.

6.18. Current thinking has moved away from this approach in favour of a lattice network of routes which effectively divides an area into blocks. Within this block structure, the emphasis is on permeability and the re-discovery of the traditional street.

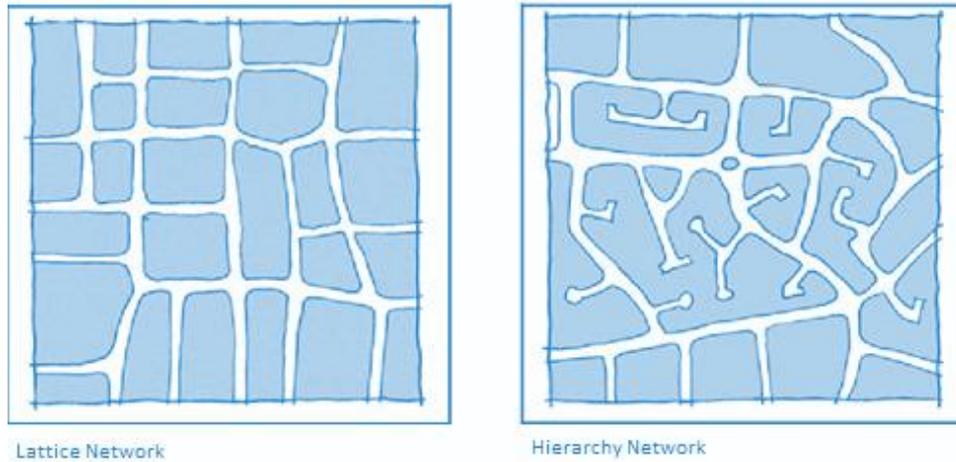


Figure 65: Contrast between lattice and hierarchy network

6.19. The design and arrangement of streets and routes which form the movement framework should be based on the following principles:

- Buildings should front onto streets.
- Access roads should give priority to pedestrians.
- Streets should be connected to other streets.
- Streets should link to form a grid or lattice, and variety of routes.
- The grain of streets should be finer around nodes of activity

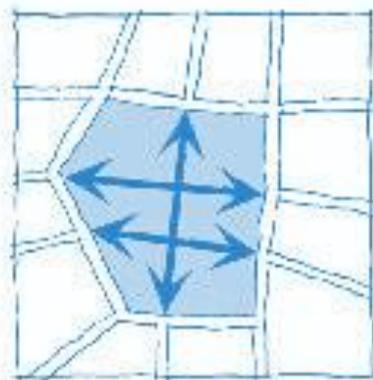


Figure 67: Potential Connections

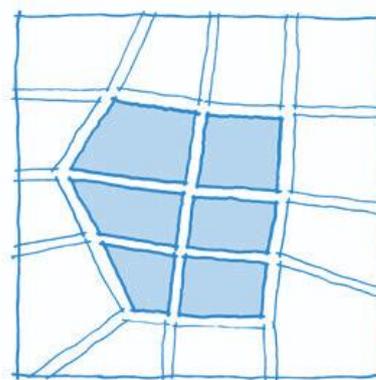


Figure 66: Creation of new urban blocks based on connections

Traffic Calming

6.20. Layouts should discourage the through movement of traffic with traffic calming measures, including:

- The urban form and arrangement of buildings and street should be the principle means of ensuring low traffic speeds.
- Physical traffic calming measures should be supplementary and integrated.
- The use of surfacing material to mark the transition to shared surface streets and squares.
- Sensitive located on-street parking to reduce vehicle speeds further.

Key Design Principle 2: Designing Buildings

Using locally sourced materials to protect and enhance local character and distinctiveness.

- 6.21. New development should respond to and enhance local distinctiveness. Whether using traditional design or embracing modern styles, high quality design that responds to the local vernacular whilst using sustainable forms of construction and materials is essential. Proportions of the local materials, i.e. white weatherboard or Reigate stone does not really occur, except in limited areas, whilst tile hanging and brick are very common.
- 6.22. The emphasis should be on applying appropriate local materials that reflect the landscape areas and Surrey's mixed geology. The re-interpretation of the local vernacular is not a new process. The heritage of domestic buildings was used by architects as models for their own designs in the late 19th century, albeit in a simplified style.



Figure 68: Example of good modern design using vernacular materials

Material Palette

- 6.23. **Brick** is the dominant building material in Surrey, with red or orange hues. Within the centre of the borough, buff Gault clay bricks can be found, together with London stocks in the railway towns of Redhill and Horley.
- 6.24. Traditionally Surrey brick houses were usually laid in Flemish bond. This and English bond are the most appropriate for conservation areas, setting of listed buildings, or extensions to existing buildings in these bonds. These bonding patterns can be achieved with cavity wall construction and have been since the introduction of cavity walls in 1885.
- 6.25. A characteristic of Surrey is the use of blue burnt headers in Flemish bond brickwork. Elaborate cut and rubbed brickwork was taken up by the Victorian architects of Surrey, Norman Shaw and Lutyens and would only be expected to be used in modifications to existing buildings which have used these techniques.
- 6.26. **Tile hanging** was originally used to weatherproof timber-framed buildings in rural areas. The continued use of clay tiles, especially in the countryside, is a natural progression of local building techniques. Tile hanging, particularly to upper floors over a ground floor of brick or render construction, is a common feature found in traditional buildings in the borough.



Figure 69: Flemish bond handmade red brickwork with burnt headers



Figure 70: Handmade tile hanging

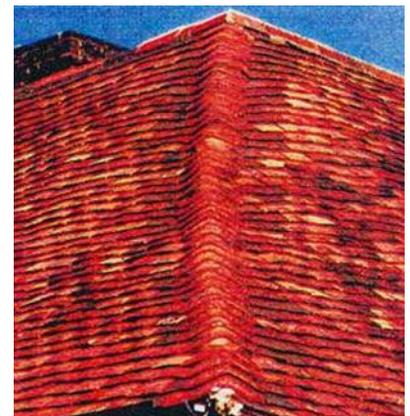


Figure 71: Handmade sandfaced plain clay tiles with half round ridge and bonnet tiles to hips

6.27. **Clay tiles** in Surrey have a characteristic orange red colour derived from the Wealden clay and therefore tiles or slate that do not reflect the colour and form of local plain tiles should be avoided. Handmade tiles are preferable to sand faced machine made clay tiles. Tile-hung Surrey houses are tiled from the ground floor window head upwards. Tile gables to brick houses are also attractive local characteristic.



Figure 72: White weatherboard

6.28. **Timber boarding** is also found on older timber-framed buildings. Boarding would have been cheaper than tiles, but it does not survive as well so there are few surviving examples. Feather edged weatherboarding should be generally painted black or white on houses but its use should be limited, particularly white weatherboard, to roads where it already occurs.



Figure 73: Example of Victorian Stucco

6.29. **Rendering, painted render or stuccoed** buildings are found in Surrey. Rendering, once a common method of waterproofing timber framed buildings in Surrey, particularly in town locations, is still appropriate in urban developments.



Figure 74: Example of Reigate Stone

6.30. **Merstham or Reigate stone** is greenish-grey, mellow, easily worked and therefore subject to erosion. Today its use is likely to be limited to the setting of listed buildings and within conservation areas.

6.31. **Flint** is not widely available and has generally been confined to the North Downs, it should not be used south of the M25. It can be visually effective in boundary walls and important elevations. Brick detailing should be used



Figure 75: Flint cottage; flint is generally found north of M25

sparingly as flint elevations and walls should be almost totally of flint, just corners or window surrounds.

6.32. **Exposed timber framing** should be used with caution. The common belief that black timbers and white plasterwork are widespread as part of the traditional Surrey vernacular is inaccurate. As a result, mock timber framing should be avoided, and genuine structural exposed timber framing should be used sparingly except in modifications to historic buildings which have used these techniques.



Figure 76: Parkhurst Road, Horley - painted timber boarding does not reflect materials used historically

Roof Forms and Materials

6.33. The traditional buildings of Surrey are normally made up of rectangular plan forms, with roofs spanning the narrow dimension. Spans are generally between 5 – 6.5m. Roofs should be pitched at about 50 degrees for plain tiles, or 30 – 50 degrees for slate. Traditional Surrey roofs have a steep pitch, with gable ends with limited use of half-hipped, cat slides and other roof forms.

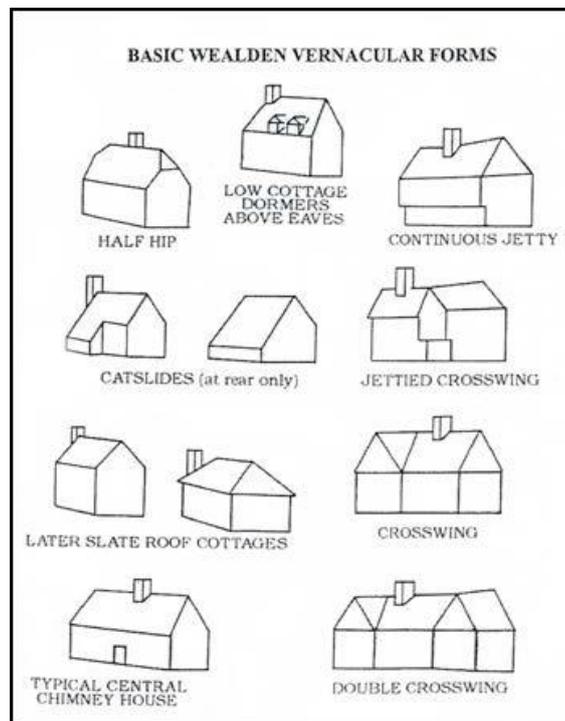


Figure 77: Roof forms

6.34. Substantial **chimney** stacks are a feature of the Surrey style and help to punctuate rooflines. Corbelling to tops is a traditional feature. Chimneys are encouraged in new developments.

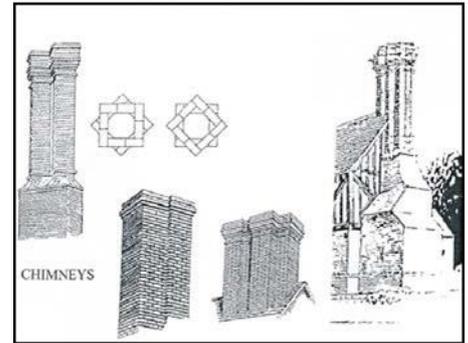
6.35. **Clay orange/red tiles** are traditionally the dominant roofing material within the borough. These should ideally be hand made plain tiles, but in secondary locations sand faced machine made clay tiles may be appropriate.

6.36. **Welsh slates** arrived with the railways and are common in Redhill and Horley. The use of slate should generally be restricted to mid Victorian town areas. Artificial slate should be generally avoided. Slate will not be suitable in areas generally developed after 1880 as the arts and crafts principles of using local materials such as plain clay tiles characterise the area and this is particularly evident in area developed from 1895 to 1939. The use of slate or grey tiles in these areas will generally be unacceptable.

6.37. **Horsham stone slabs** are found on a very limited number of traditional buildings in the borough. The heavy slabs are laid in diminishing courses, the big ones at the eaves and the smallest at the apex of the roof. They should be retained where they survive but are unlikely to feature in new developments.

6.38. Only natural roofing materials are to be used on listed buildings, their setting and in conservation areas, where they exist at present.

6.39. The detailing of **eaves and gables** in Surrey is traditionally simple, with little use of decorative bargeboards or boxing in rafter feet. Box and bargeboards are unacceptable as contrary to the local vernacular.



*Figure 78: Traditional Chimneys
Copyright courtesy of Surrey County Council, taken from 'The Surrey Style'
available from Surrey County Council*



Figure 79: Dwelling in Epsom Lane South with traditional chimneys



Figure 80: Typical asymmetrical Wealden vernacular farmhouse 50 degree pitch clay tiles and decorative tile hanging

6.40. **Dormer windows** are common in older buildings. The typical dormer is small with a single casement window lighting a room in the roof. They should not over-dominate the roof plane or be used to gain extra headroom over any great width. Rooflights should generally be restricted to rear elevations and used sparingly. Please refer to the council's Roof Alternations – Dormers SPG¹² for further guidance.

Building Elements

6.41. However well planned a scheme is, it is unlikely ultimately to be successful unless careful consideration is given to the detailed design of the buildings, and the spaces and interfaces between them. This requires an integrated approach, involving a range of professional disciplines.

6.42. The quality of the building can be spoilt by poor attention to detail. The other elements which require careful attention in detailed design include:

- Windows
- Doors
- Porches
- Lighting
- Flues and ventilation
- Gutter, pipes and other rainwater details
- Balconies
- Garage doors
- Ironmongery and decorative features
- Flashings

It is essential not to view these elements in isolation, but to consider also how they join together to contribute to the whole architectural composition.

¹² www.reigate-banstead.gov.uk/info/20088/planning_policy/1103/supplementary_planning_documents_and_supplementary_planning_guidance_2020/5

Proportion and Composition

6.43. The placing of openings is crucial to the overall composition of the house. Classical symmetry is an effective solution for the front elevation of the average medium to narrow frontage house, with openings arranged around the central axis.

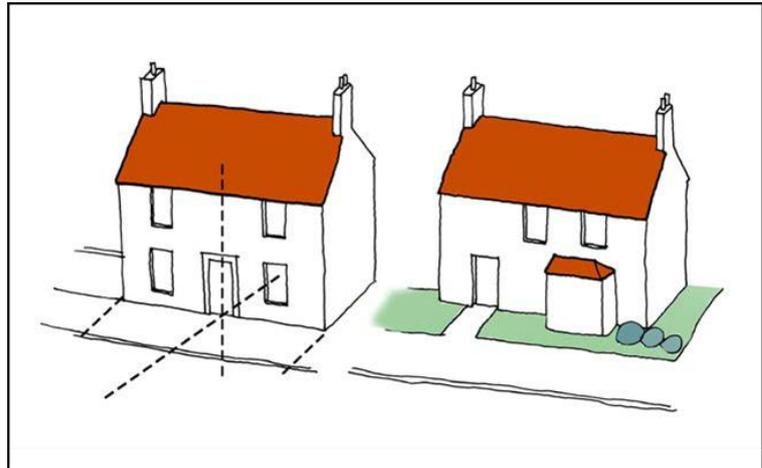


Figure 81: Symmetrical elevation has powerful presence and usefully commands the adjoining space thus tying house and space into one composition

Randomness of window size and positioning should be avoided, and a coherent arrangement of elevational openings created.

6.44. Buildings will generally be expected to have axial symmetry within the bays of a building, as this is an architectural convention for the area. The below asymmetrical elevation shows how this is applied with the axial lines shown so there are symmetrical features within an asymmetrical composition.



6.45. Solid to void ratios are an important characteristic of buildings in an area and should be followed in new buildings. The size of gap between windows will also vary as well as eaves and ridge heights.



Figure 83: Solid to void ratio

6.46. Buildings will generally be expected to have diminishing window heights as they go up the building with tall windows at the base and short windows at the top. This relieves the monotony of an elevation and helps express the base and top of the building.

6.47. **Windows** are traditionally side-hung casements or double-hung vertically sliding sashes. Timber is preferred and generally finished in white, though traditionally detailed upvc with equal sightlines and external glazing bars is acceptable if not in conservation areas or listing buildings and their settings. Dark stain or varnished hardwood finishes are not traditional and should be avoided. **Doors** are traditionally vertically boarded or panelled.



Figure 84: Window hierarchy

The Importance of Good Window Design

Developments are often let down by poor window quality. Windows in all new developments will be expected to have the following:

- Equal sightlines
- Glazing bars to be external if used.
- Sash windows to be vertically sliding and generally set back behind the reveal.



Figure 86: A window with equal sightlines would be expected to ensure a good joinery quality to ensure a visually balanced result



Figure 85: Unequal sightlines are harmful to the appearance of a building as they lack harmony and balance.



Figure 89: Sash windows should be vertically sliding. The proportion of the window opening and panes should have a vertical emphasis with the window opening following the double cube proportion. Sash should generally be set back behind the reveal (unless exposed box sashes).



Figure 88: Mock sashes are unacceptable and disruptive to the building form.

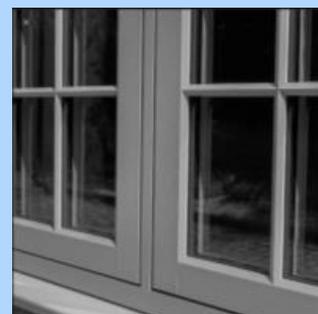


Figure 87: Windows are expected to have external glazing bars where glazing bars are used.

Solar and Photovoltaic Panels

6.48. In sitting Photovoltaic and Solar Panels, the visual impact should be minimised. Where they are on a roof plane, the least obtrusive plane should be chosen from an east, south or west orientation. They should be placed on a central point of a roof plane so axial symmetry is maintained, be black frames and black panel and integrated into the plane of the roof. Stepping of panels is not acceptable, they should be neatly placed in a rectangular format.



Figure 95: Modern housing estate in Horley with panels symmetrically placed. Image source: Google maps



Figure 94: Centrally placed panel. Image source: Google maps.



Figure 92: Garden arrays have been used in the borough to reduce visual impact. Image source: Google maps



Figure 93: Many panels are being hidden within crown roof schemes in the borough. Image source: Google maps



Figure 91: This array has a detrimental appearance due to the asymmetrical stepped appearance and it unbalances the roofscape. Image source: Google maps



Figure 90: This panel is obtrusively placed on the south east front of a house when the south west rear place would have been a possible location. The silver frames and lack of integration into the roof add to the prominence of the panels. Image source: Google maps.

Other Elements

6.49. Other elements which require careful attention in detailed design include:

- Bin storage
- Cycle storage
- External lighting
- Meter boxes
- Service entries
- Inspection boxes
- Storage for recycling waste
- Cool storage for home deliveries
- Windows and glazing
- Walls hedges, fences and gates
- Space for drying clothes
- Charging points



Figure 96: The location and cycle and bin stores should be considered before submitting plans and carefully screened by planting. In this particular case, the forward location and tall roof structure has made this design more detrimental.

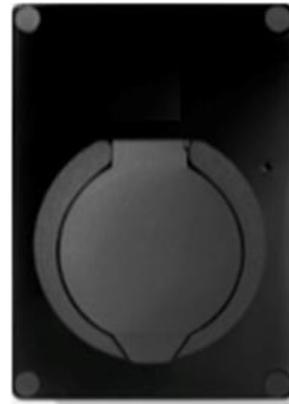


Figure 97: The number of car charging points is increasing. They can have a detrimental impact on the appearance of housing, particularly with garish design or led illumination. In a scheme in Chipstead, small black finished points with minimal illumination were chosen.

Conversions and Redevelopments of Barns, Farms and Other Buildings in the Countryside

The borough contains a large number of historic barns and farm buildings and detailed guidance on their conversion is given in the Barn and Farm Conversions SPD (available from RBBC website). The general approach is of no windows on public side, to maintain the agricultural appearance, including no rooflights, dormers or chimneystacks, minimising window openings, retaining two thirds of the internal space of a historic barn interior, and minimising the number of units to avoid suburban subdivision of plots within the countryside, with shared farmyard entrances or communal ownership of land where possible and a hedge soft edge buffer to screen the development and any residential elements from the countryside.



Figure 99: A barn conversion in the borough, showing the general approach of no windows on the public side to maintain the agricultural appearance, including no rooflights, dormers or chimneystacks.



Figure 98: A traditional farmyard conversion with subdivision of plots minimised.



Figure 100: Redevelopment of a yard in countryside using a cohesive farmyard layout with building of agricultural form and minimised gardens to reduce impact on rural landscape.



Figure 101: Farmyard conversion at Merstham with historic granary retained to right and new barn like housing to the rear, using traditional agricultural form (no rooflights, no dormers, no chimneystacks, black featheredge boarding and windows minimised).

Key Design Principle 3: Designing Landscapes

Reflecting the local setting in the landscape whilst minimising the impacts on the development on residents and amenity.

- 6.50. To ensure that the design of new development makes the best use of land whilst also maintaining, enhancing and protecting the character and local distinctiveness of the area, all new development should consider opportunities to enhance the landscape and ensure that new development responds to the local character and landscape setting. New development must be carefully integrated into the wider landscape and development on the edge of the urban area must treat the boundaries with the countryside sensitively.

Biodiversity, Green Infrastructure & Landscape Protection

- 6.51. New developments should protect, and wherever possible enhance, the borough's landscape and biodiversity interest features as well as maximise the contribution to a comprehensive green infrastructure network across the borough.
- 6.52. Protecting and enhancing green and blue infrastructure forms an important part of the borough's strategy. Positive planning can bring a range of social, environmental and economic benefits; from supporting healthy lifestyles and creating opportunities for sustainable travel, to enhancing local biodiversity and helping to combat climate change and flood risk. Where possible, consideration should be given to supporting initiatives within the council's Green Infrastructure Strategy¹³

¹³ www.reigate-banstead.gov.uk/downloads/download/2035/green_infrastructure_strategy

Trees & Planting

6.53. Many of the most successful residential areas in the borough are set within a strong woodland framework, for example Kingswood and Haroldslea Estates. This requires relatively low densities to have sufficient space to accommodate native tree species. Other older suburbs have an established character created by tree-lined avenues, for example Chipstead.

6.54. Formal and informal tree planting schemes can both be appropriate, depending on the location and context. The pressure to increase residential densities inevitably restricts the space available for tree planting within private back gardens. A typical response is to use fastigiated or small ornamental trees which result in a loss of local distinctiveness. There is a need to encourage the planting of large specimen trees where practical, instead of small ornamental species. It is important that the role of planting is clearly defined at the outset.

6.55. Surrey has a long history of horticultural innovation, with plants and trees cultivated from all over the world. These imported species have enhanced the unique character of Surrey gardens and this is to be encouraged. Other species not indigenous to Surrey have become naturalised, such as Scots Pine and Sweet Chestnut.



Figure 102: Beech



Figure 103: Oak

6.56. Planting native species is encouraged, where space and conditions allow. Native species planting in urban areas can complement existing woodland and hedgerows to provide a network of green corridors. Front boundary hedge and shrubbery form an important part of the landscape setting. Beech and Hornbeam hedges, particularly those with hybrid marcescent character, that is not natural and out of keep with the evergreen or deciduous character of most of the borough, should be avoided. To preserve natural habitats and biodiversity the use of plant stock of local origin is advisable. Appropriate plant species for the three landscape areas are summarised below and detailed table can be found in Appendix 2.



Figure 104: Coppice

North Downs

6.57. Beech and English Oak are the dominant species on the North Downs, Ash is also common. Since the 17th century, Sweet Chestnut has been naturalised around Banstead. Hornbeam and Whitebeam are also frequent, and Scots Pine is found in certain areas.

6.58. Holly is associated with English Oak on wetter soils, often making up to 50 percent of the understorey, and Yew with Beech on the drier scarp slope. Holly hedges are a locally distinctive feature. Other species include Field Maple, Silver Birch, Common Hawthorn and Hazel.



Wealden Greensand

6.59. English Oak and Beech are the dominant species, with naturalised Scots Pine abundant on sandy soils. Yew and Holly are also very common. Frequent smaller tree and shrub species are Field Maple, Silver Birch, Goat Willow, Grey Willow, Dogwood and Hazel. Hedges are typically of Hawthorne or Hazel with Elm common in Reigate.

Low Weald

- 6.60. The damper heavy clay soils of the Weald support English Oak, which is the dominant woodland, and hedgerow tree. Sessile Oak is also found. The absence of Beech is noticeable. Field Maple is the dominant small tree with Alder, Blackthorn and Hazel. Hedges tend to be of Common Hawthorn. Other frequent small trees and shrubs are Hairy and Silver Birch, Small Leaved Lime, Goat and Grey Willow and Dogwood.

Specific Recommendations

- 6.61. **Trees** in older urban areas, including species such as Chestnuts, Limes, Poplars and Planes are often found in tree lined avenues. The Banstead area was famous for its Walnuts in the 17th century and their replanting should be encouraged. Similarly, Holm Oak was planted in Reigate in the 18th and 19th centuries.



- 6.62. **The evergreen shrubberies** found on the boundaries of larger front gardens, particularly in Kingswood, Walton-on-the-Hill, Chipstead and Reigate are an important part of the local character and should be retained and managed.



Figure 106: Evergreen species create continuous character in RASC areas

- Holly, Yew, Rhododendrons and Laurel are typically the main species combined with Azaleas, Box, Arbutus and Magnolia. Kingswood is well known for its estate roads lined with mature Rhododendrons and Chipstead is typified by an abundance of Holly.
- 6.63. **Victorian garden** planting made use of many types of needle leaved conifers, for example Giant Fir, Wellingtonia and Cedar of Lebanon, together with Scots Pine. They provide an interesting and varied silhouette and all year round foliage as specimens.
- 6.64. **Introduced species**, such as Leylandii Cypress, are a threat to areas of traditional planting. They are particularly unsuitable in semi-rural locations and

reduce light penetration to neighbouring properties. *Rhododendron ponticum* is highly invasive and should not be planted, though historic *Rhododendron* garden species should be retained and are often of rare species or hybrids. Sycamore is similarly invasive in woodland areas.

- 6.65. **Traditional landscape features** including hedges, shaws, ditches and banks have been used to enclose fields. The resultant network of boundaries creates the scale and pattern of the landscape, which strongly influences its character. Such historic features should be retained and restored within new residential areas. Hedges survive better when managed in common or public ownership. Ideally, they should be integrated into the footpath and cycle network within 'greenways'. New hedges should be planted with appropriate native species such as Hawthorn, Hazel and Holly.

Landscape Structure

- 6.66. Larger development sites should be designed around a coherent landscape structure. This site layout will be required to respect existing landscape features wherever possible, including hedges, trees, streams and ponds and use them as the basis for the arrangement of buildings, circulation and open space.
- 6.67. Native species, indigenous to the three landscape areas should provide the overall framework within which more ornamental species can be accommodated. (See Appendix 2 for native tree and shrub species.)
- 6.68. Where there is an exposed edge to open countryside, the planting of woodland shelterbelts can act as a buffer. Community woodland and public open space at the edge of new developments can protect the adjacent countryside from trespass and vandalism and provide a defined urban edge, while visually linking the town with countryside.

Green Corridors, Parkways and Soft Edges

Green corridors or parkways, where new developments or housing estates are set back behind an existing hedge, including country lanes, to keep the feeling of moving through countryside or for the RASCs and other areas arcadian landscape, where the hedges and tree backdrop form the enclosure so the soft landscape is the dominant character, has been an important planning tool in the borough since the early 20th century.

Equally important are soft edges to the countryside when development is adjacent to the green belt or countryside. This prevents urbanisation of the countryside and suburban areas of the borough, including where urban expansions occur in terms of keeping the borough leafy.

To achieve a green corridor, it would be expected that development should be at least 15 metres (25 metres where possible) back from the hedge line with a tree backdrop provided to soften the silhouette of any housing behind. For soft edge buffer to the countryside, for instance housing estates next to fields, a wooded buffer of 15 metres retained in communal ownership would be expected, with housing set back behind. Green corridors are also beneficial in maintaining local biodiversity.



Figure 107: Parker and Unwin's Parkway system was policy since the 1920s so roads appear to run through open countryside with estates behind.

Green Corridors, Parkways and Soft Edges

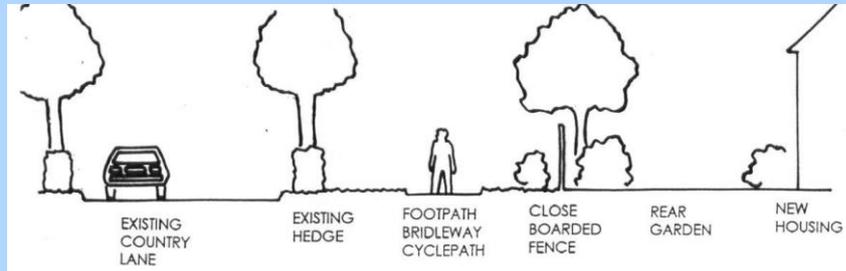


Figure 113: Sketch showing how green corridors or parkways are achieved at present.



Figure 112: Green corridor at Meath Green Lane, Horley with estates and footpaths behind the hedge. The hedges and buffer zone should be retained in communal ownership. Image source: Google maps.



Figure 111: Green corridor at Lake Lane, Horley through a housing estate, keeping a historic hedge line. Image source: Google maps.



Figure 108: Green corridor at Reigate Hill from Victorian principle of setting development back from the road to create an arcadian character and green approach to the town. This is found on main road and other roads throughout the borough. Image source: Google maps.



Figure 110: 1920s planned parkway at London Road North, Merstham, retaining original hedge and field trees with housing development behind. Image source: Google maps.



Figure 109: Soft edge to the countryside at Horley with a 15 metre buffer in communal ownership and housing set back 10 metres behind the buffer. Image source: Google maps.

Open Space

6.69. Public open space plays an important role in shaping the overall urban design strategy for the development of larger sites. It should be:

- Based around existing landscape features (streams, ponds, hedgerows) wherever practical;
- Integrated with sustainable drainage features such as swales and retention ponds;
- Have a clear function, serving the needs of the community, including people with mobility impairments;
- Be provided in accordance with requirements in DMP Policies DES5 'Delivering high quality homes' and OSR2 'Open space in new developments'; and
- Linear open space should generally be fronted onto and not backed onto buildings to ensure safety and security.

7. Case Studies

7.1. This chapter provides seven case studies illustrating some of the design principles and approaches identified in the previous chapters, which underpin successful housing schemes:

- One for One Replacement Housing
- Plot Sub-Division
- Infill Development to the Rear of Existing Housing
- Detached House Replaced by Single Block of Flats
- Historic Centre/Town Centre Development
- Development on the Countryside Edge
- High Density Urban Intensification

7.2. The case studies should not be read in isolation, but used in conjunction with the objectives, principles and character area studies outlined in Chapters 5 and 6. They are intended to be indicative only, in order to encourage creative solutions, and other building and layout configurations that conform to the design objectives and principles while providing valid design solutions.

Case Study 1 Example: 88 Fir Tree Road, Banstead



Figure 115: Original house (image source: google maps)

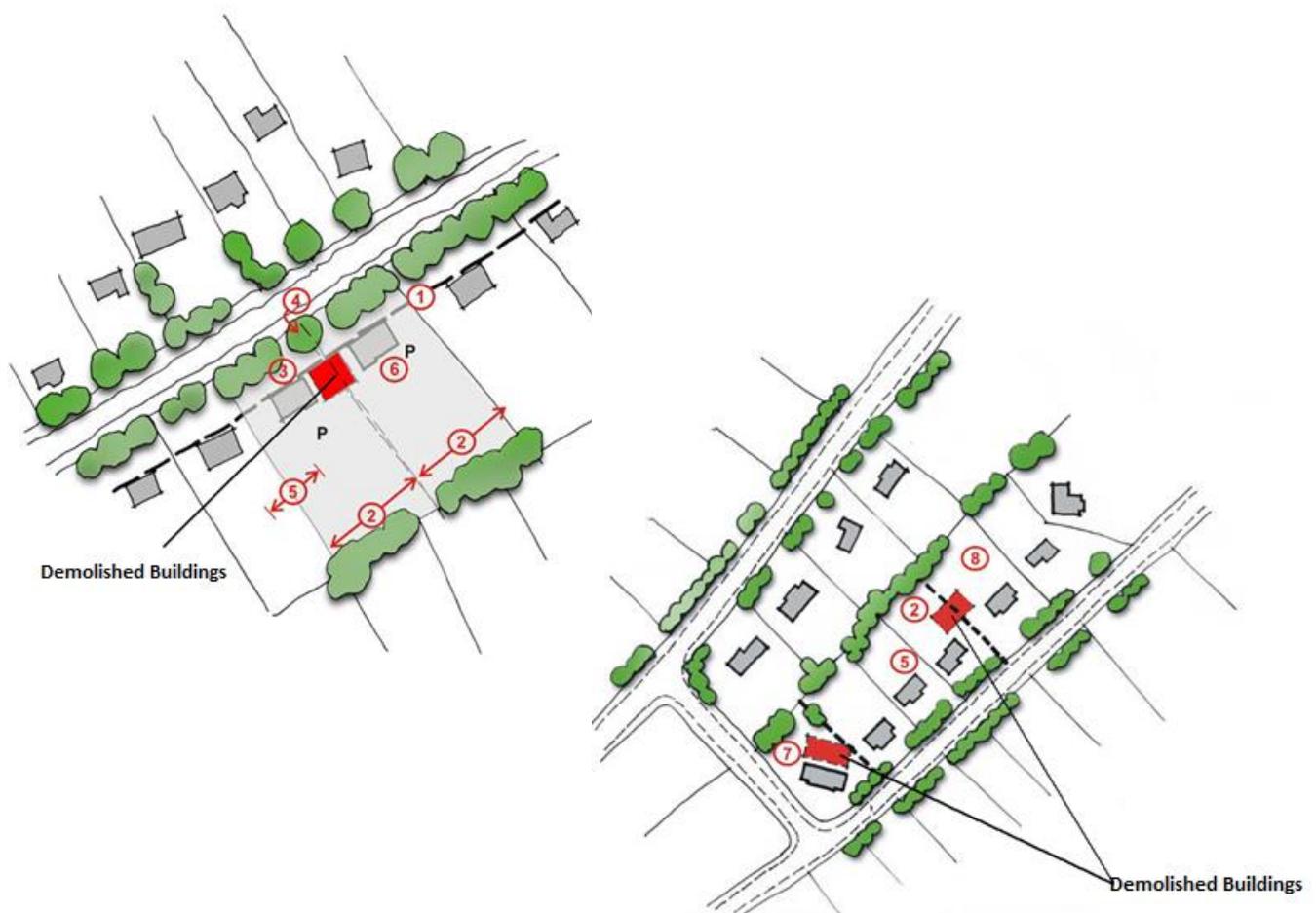


Figure 114: Replacement dwelling (image source: google maps)

Demolition of existing house and the erection of replacement dwelling, permitted under planning permission 16/00518/F. The 'Mock Tudor' design with projecting gable to the front elevation and external wood grain finishing is similar to a number of properties within the street scene and therefore not out of character in this case. Dormers to the rear elevation feature pitched roofs and narrow cheeks, complying with the council's supplementary planning guidance. The boxed bargeboards and large eaves fascia, however, should generally be avoided as non-traditional and bulky detail. The hardstanding frontage and reduction in greenery are also to be avoided.

Case Study 2 – Plot Sub-Division

1. Retain common building line where this exists.
2. Plot width should reflect those within the vicinity.
3. Existing mature trees and boundary vegetation to be retained.
4. Treatment of driveways should be consistent with other properties where a common landscape framework exists and should avoid the loss of mature trees.
5. Distances between buildings should be comparable with those in the vicinity or estate as a whole to maintain the character.
6. Hard standing/garaging should be located to the side of the building.
7. Existing landmark buildings should be replaced by new landmark buildings.
8. Replacement dwellings within areas with irregular building lines should be positioned to consider residential amenity of adjoining dwellings.



Case Study 2 Example: 40 Blackborough Road, Reigate



Figure 119: Proposed site layout



Figure 118: Proposed elevations



Figure 116: Original house



Figure 117: Replacement houses

Demolition of existing dwelling and erection of two detached dwellings. Approved under planning permission 17/00161/F, this scheme follows application previously refused due to poor design and being out of keeping with the character of the area. The implemented scheme amended the siting of the houses, reducing the extent of built development and improved the relationship with neighbouring buildings. The improved design is more traditional with reduced extent of glazing and rationalisation of openings, resulting in more sympathetic proposal in keeping with the existing streetscape. Whilst approved in this example, parking dominated frontages should generally be avoided.

Case Study 3 – Infill Development to the Rear of Existing Housing

1. Infill development should seek to retain a continuous street frontage and reflect the height and form of existing dwellings retaining mature trees wherever possible.
2. Development should seek to improve permeability, by creating new connections, particularly where the existing street block size is large.
3. The new development should be orientated to create a street, with continuous street frontage and a clear definition of semi-public and private space between existing and adjoining new development e.g. back to back.
4. Maintain space between existing buildings and new access roads to maintain the street scene and to provide space for new landscaping. Demolishing an existing property to provide adequate space for new access road may be an appropriate solution.
5. Smaller infill development should address the junction between new and existing streets, with buildings that ‘turn the corner’.
6. Where possible, the public side of buildings should address the new street, while private space should adjoin the private space of existing dwellings. Dwellings should not face the private space of existing dwellings.
7. In many cases there will be opportunities to increase density through the inclusion of smaller units within the building blocks indicated on the sketches.



Case Study 3 Example: Shelveys Way, Tadworth



Figure 120: Development permitted under 18/01134/F (in colour), next to previously permitted development under 17/02097/F (black & white)



Figure 122: Development permitted under 15/02752/F



Figure 121: Shelveys Way development



Figure 123: Access road

Infill development of back gardens. Latest permission for six houses under 18/01134/F follows on to two previously permitted schemes, utilising access from Shelveys Way, permitted under planning permission 15/02752/F. The access was gained by a demolition of an existing dwelling (Stanton Lodge), which enabled appropriate pedestrian and vehicular access from Shelveys way, aided by an adjacent speed bump. The scale, massing and external traditional appearance of the latest development, whilst on smaller plots, are comparable with the existing properties fronting Shelveys Way and also in keeping with the two previously approved schemes. The development presents an identifiable sense of frontage with the 'public' sides of the dwellings oriented to the new street and constituting a spacious layout with car parking domination avoided and giving the benefit of acceptable planting and landscaping. A joint approach presenting the whole scheme under a single planning application could have been beneficial in this instance, enabling more comprehensive delivery across the whole site, including potentially the provision of affordable housing.

Case Study 4 – Detached House Replaced by Single Block of Flats

1. Where a common building line exists, this should be reflected in the proposals.
2. Existing mature trees and boundary planting should be retained and protected, particularly where trees contribute to the overall character of the area.
3. The front of the block of flats should be predominantly soft landscape/ grass, which reflects the character of neighbouring dwellings.
4. Parking/ hard standing could be located to the side or preferably within the basement of the development and should not impact upon the visual amenity of neighbouring dwellings. In some cases, existing mature front boundary planting and new planting proposals may justify some parking in front of the building.
5. The size of communal garden should reflect that of the surrounding area.
6. Ancillary buildings should be kept to a minimum with any garaging accommodated within the basement of the flats.
7. Boundaries should be planted to reduce impact from vehicles and retain visual amenity of neighbouring dwellings.
8. Existing boundaries should be retained and enhanced, particularly in country lanes where the frontage is an indigenous hedgerow. Existing planting along boundaries with adjoining properties should also be retained where possible.
9. Maintain visual separation between dwellings and carefully locate windows to maximise privacy.



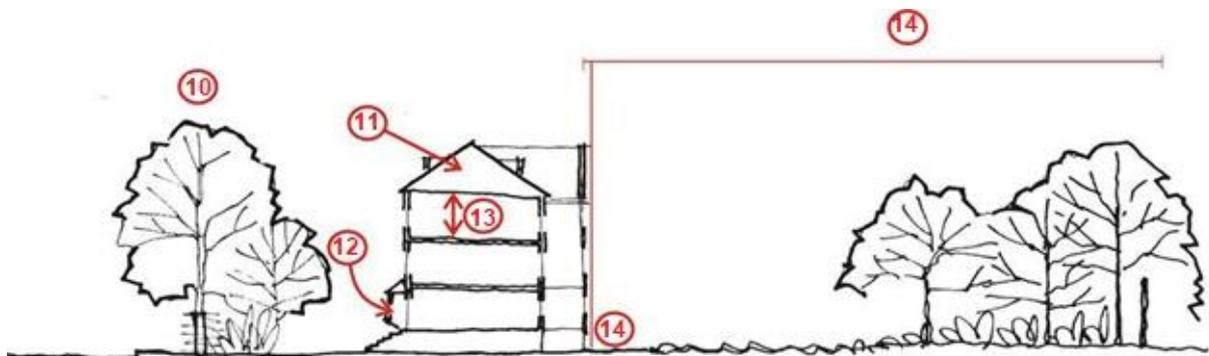
10. Boundary vegetation retained/ enhanced.

11. Accommodation within the roof space needs to be detailed such that the roof forms are not overly dominated by dormer windows. In addition, multiple vents protruding through the roof should be avoided, possibly by their amalgamation within a chimney.

12. Bay windows and balconies should articulate the façade.

13. Building and floor heights should reflect those prevalent in the area to maintain scale and proportion.

14. Hard standing at the rear of the building should be kept to a minimum, with soft landscape predominating within communal garden areas.



Example: Brighton Road, Banstead



Figure 124: Proposed elevations



Figure 125: Finished buildings

Demolition of detached house and replacement with a block of flats. The above images show the site of former number 12 (on the right, built under the planning permission 14/02352/F), next to the former number 14, developed previously under permission 13/02169/F. The new building follows the existing building line and is of comparable scale or built form and design to that at former number 14. Adequate separation distance with the neighbouring properties is provided. The positioning of the carpark to the front of the property in both schemes has been deemed acceptable due to the car parking spaces being slightly set back from the front boundary and adequate landscaping has been proposed to the front and side of the site.

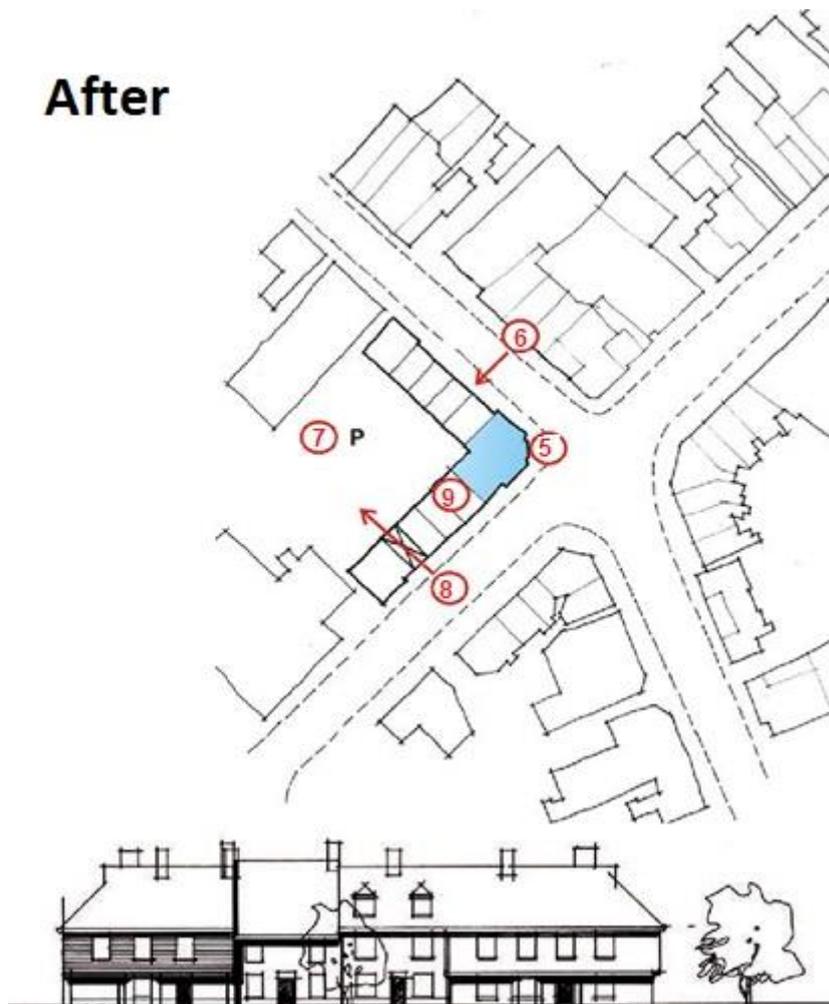
Case Study 5 – Mixed Use Development within a Historic Centre/ Town Centre

1. Previous eras of development such as 1960s garage set back from the building line.
2. Original historic building line development pattern, and plot boundaries lost, can be reflected in the new development.
3. Junction or node of activity is poorly defined spatially due to set back of existing building.
4. Single use does not make efficient use of land or provide interest in central location.



5. Corner feature with key building frontage – opportunity to create a landmark feature. Windows should afford good views and surveillance of the streets.
6. Respect/redefine the building line.
7. Locate parking to the interior of the street block and explore opportunities to rationalise existing parking, servicing and the appearance of the rear courtyard.
8. Reintroduce carriageway arches for vehicle accesses to maintain a continuous street frontage.
9. Within the building, consider potential conflicts between certain commercial uses and residential to be located above. Reflect the rhythm of former plot boundaries in the articulation of the façades.

After



Case Study 5 Example: 65b High Street, Reigate



Figure 126: Before (Image source: Google maps)



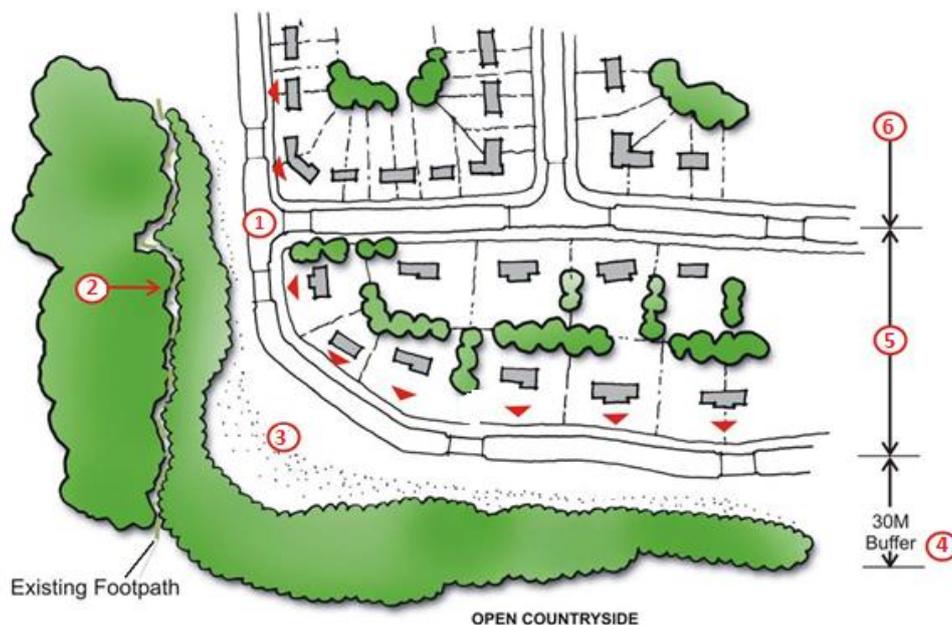
Figure 127: After (Image source: Google maps)

Scheme at 65b High Street, Reigate. Demolition of existing buildings and the construction of a mixed-use development of shop unit to the ground floor, flats above the shop and residential housing behind, permitted under planning application 06/01538/F. The design follows the local conventions of proportions, it is in scale with the listed buildings and conservation area and uses local materials such as handmade clay plain tiles.

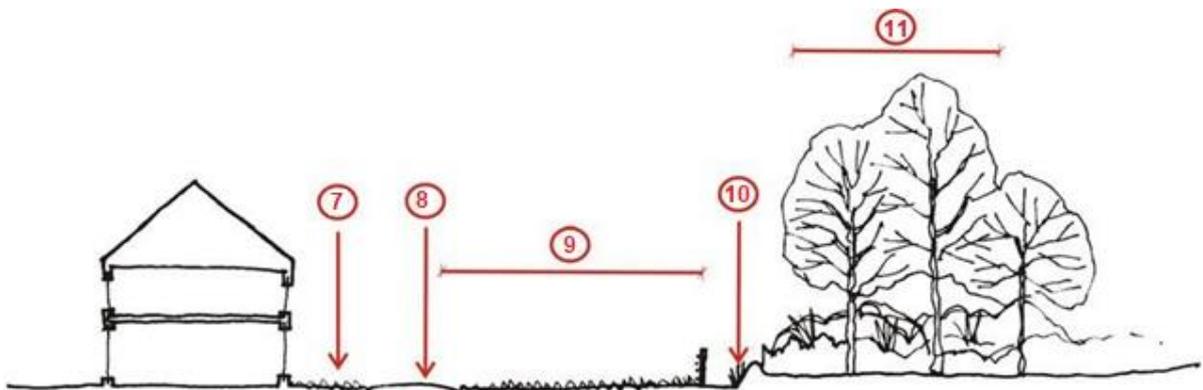
Case Study 6 – Countryside Edge

This case study has been included primarily to assist with comprehensive development, but some aspects will be relevant to smaller developments.

1. Where appropriate treatment of access roads should reflect country lanes with minimal carriageway widths/single carriageways with passing places as a sensitive means of achieving traffic calming. Surface treatment should be rural in character e.g. bound gravel.
2. Woodland timber stock fences should be set back from the woodland edge so they are not visible.
3. A neighbourhood or 'village' green should provide a focus for activities e.g. play area, while also providing a setting for new development.
4. A 30 metre woodland buffer to integrate new housing areas adjoining the countryside would be encouraged.
5. On the edge of the urban area, the layout and density of development should achieve a transition to the adjacent countryside.
6. Higher density of development adjoining existing settlement or more central areas.



7. Front boundaries for properties overlooking woodland or open countryside should either be consistent or omitted. This should be controlled by agreement or a condition.
8. Where appropriate carriageways should be a shared surface lane with no kerbs and mown verges.
9. A margin between dwellings and existing woodland should be included to provide a buffer/open space and managed as part of an overall strategy.
10. Traditional features such as wood banks could be introduced but should be managed.
11. Ongoing woodland management or defined use for pasture should be considered as part of the development. Management plans should be clearly defined over an agreed timescale and include measures such as replanting, coppice and tree works.



Case Study 6 Example: Westvale Park, Horley



Figure 128: Westvale Park, rural edge



Figure 129: Westvale Park. Image source: A2 Dominion website

Edge of town development of a new neighbourhood permitted via planning permission 04/02120/OUT for 1,510 new homes and a neighbourhood centre. The rural edge of the development has a lower density semi-rural character, providing transition from the higher density urban areas. Predominantly 2 with occasional 2.5 storey buildings with informal or irregular building line and larger setback and front gardens. Boundary treatment to include formal hedges, walls and railings. Complementary to the character and local distinctiveness of the area, the scheme used plain tile roofs, tile hanging and brick, and traditional Wealden forms of short span high pitch roofs.

Case Study 7 – High Density Urban Intensification

In accordance with Paragraph 122 of the revised NPPF, in boroughs such as Reigate & Banstead with significant development constraints (i.e. Green Belt, Flood Zones etc.), development should make optimal use of land, particularly in areas of high accessibility, such as town centres.

Proposals for higher density schemes however require special consideration in terms of their impact on location and siting, relationship to context, impact on local character, views and composition.

Higher density schemes should respond positively to surrounding building heights, depths, lines, street frontages and massing and provide an appropriate scale compatible with their surroundings. Historic buildings including statutory and locally listed buildings should be retained and any scheme need to respect, preserve or enhance Conservation Areas and their setting, including backdrops and views in and out of such areas. A high-density scheme is not justification in itself for detriment to the historic environment or landscape designations.

Where higher density schemes are considered appropriate, consideration should be given to sight lines, composition (how they meet the ground and the sky), and environmental impacts, such as sunlight, daylight, overshadowing and wind.

Consideration should be given to how the orientation of the building mass can be used to mitigate the effects of overshadowing on adjacent areas of development. Access to direct sunlight improves the usability of public space and the quality of rooms in buildings that face that space. It is important to consider how building's massing will affect both direct access to sunlight and sky views.

Proposals for higher density urban buildings should minimise a negative climatic impact on the surrounding area, including the diversion/funnelling of high-speed winds. Careful siting and design of such buildings can reduce the impacts of high-level winds at ground level. Accelerated winds (wind canyon effect) caused when wind is funnelled between two buildings should be avoided and consideration should be given to the height, spacing and orientation of the buildings in a specific area as these factors can affect the intensity of wind acceleration.

Higher density urban schemes should still provide occupants with high quality open space. This could include provision of balconies, internal courtyards and roof terraces. Roof terraces incorporating living vegetation could also serve as a method of mitigating the effect of taller buildings on thermal heat.

When designing higher density schemes, consideration should still be given to local character and distinctiveness of the surroundings and they should be designed in accordance with the guidance in this SPD. Where appropriate the detailing and design language of the building should seek to break down the massing of the building horizontally and vertically. Material palettes should reflect the local character and distinctiveness of the area but where appropriate on taller schemes could provide some differentiation through the use of slightly lighter materials on higher floors to create a lighter top to the building to reduce perceived massing. When designing higher density schemes in areas where higher density schemes already exist, such as Redhill town centre, consideration should be given to the way in which higher density schemes connect.

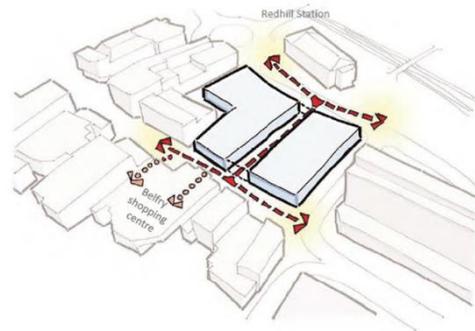


Figure 130: Marketfield Way Redhill - A mixed-use development providing new multi-screen cinema and flexible retail, restaurant and café units on ground floor with residential apartments above, granted under planning permission 16/01066/F. Buildings comprising part five, part six, part ten and part thirteen storeys with accompanying car parking and cycle storage, offer a dual frontage, facing onto both High Street and Marketfield Way with central break providing pedestrian access via a partially covered colonnade, helping to better connect and link the train station and south end of the High Street. The design and materials of the cinema and residential elements are quite different, intentionally so, to reflect their contrasting uses.

Case Study 7 Example: Former Redhill Youth Association Hall, Marketfield Way



Figure 132: CGI of proposed development at former Redhill Youth Association Hall.



Figure 131: CGI of proposed development at former Redhill Youth Association Hall in relation to neighbouring developments.

Demolition of the existing single storey youth association hall and erection of a new building of 6-8 storeys providing 50 residential dwellings and a new community hall granted under planning permission 17/02876/F.

It was considered that whilst the scheme represents a more dense form of development than currently on the site that it was appropriate in this location given the existing and emerging context of larger scale development along the A23. The scheme's appearance, detailing and materials palette was designed to ensure some consistency with higher density schemes approved on Former Liquid & Envy Scheme and Marketfield Way but without appearing monotonous or repetitive to reduce the bulked appearance of the schemes in cumulation. A staggered height is included in the design to reduce the impact of domination onto Marketfield Way. An area of public realm incorporating new hard and soft landscaping has been included within the design to be provided around the building, including a new public space/ pedestrian route to the subway.

Appendix

Appendix 1: Local Plan Policies

Core Strategy

Core Strategy Policy CS4: 'Valued townscapes and the historic environment' provides a requirement for developments within townscapes and the historic environment to be "designed sensitively to respect, conserve, and enhance the historic environment, including heritage assets and their settings". It also states that "development will respect, maintain and protect the character of the valued townscapes in the borough, showing consideration for any detailed design guidance that has been produced by the Council for specific built-up areas of the borough.

Core Strategy Policy CS10: 'Sustainable development' provides criteria that any new development needs to meet in order to be considered sustainable. "These criteria will help ensure that new development creates spaces and places that are well designed in practical and aesthetic terms and meet the needs of today and also address the needs of future generations."¹⁴

The Council recognises the need to lower local carbon emissions in the borough as well as the part that new developments need to play in achieving the targets, through meeting high standards of design and construction¹⁵.

Core Strategy Policy CS11: 'Sustainable construction' states that "the Council will work with developers and other partners to encourage and promote the development of decentralised and renewable or low carbon energy as a means to help future development meet zero-carbon standards affordably."

Core Strategy¹⁶ states that to enable development of sustainable and balanced communities, future housing development will require to "provide a mix of housing tenures, types and sizes to meet the needs of the wide range

¹⁴ Core Strategy paragraph 7.1.2

¹⁵ Core Strategy paragraph 7.2.2

¹⁶ Core Strategy paragraph 7.5.1

of household types that exist in the borough”. Core Strategy Policy CS14: ‘Housing needs of the community’ states the Council’s commitment to seek a range of housing types and tenures through the redevelopment of existing housing stock or new development as well as requirement of any housing developments to contain an appropriate housing mix in accordance with assessments of housing need, site size and characteristics.

Development Management Plan (DMP)

To deliver the vision and objectives of the Core Strategy with regard to design and character, the DMP sets out a series of detailed policies.

DMP Policy DES1: ‘Design of new development’ states that “all new development will be expected to be of a high-quality design that makes a positive contribution to the character and appearance of its surroundings”. It sets out detailed criteria that any new development needs to meet, including promoting and reinforcing local distinctiveness and respecting the character of the surrounding area.

DMP¹⁷ recognises that poorly designed garden development has the potential to impact negatively on the character of local areas. DMP Policy DES2: ‘Residential garden land development’ sets out detailed criteria that any new back garden scheme will be required to comply with in order to maintain and enhance the character and appearance of its surroundings in relation to the immediate vicinity and also the broad locality within which a site is situated.

Reigate & Banstead has a number of designated Residential Areas of Special Character (RASCs), which are recognised for their individual identity and distinct character. DMP Policy DES3: ‘Residential Areas of Special Character’ lists the borough’s RASCs and sets detailed requirements that any development within RASCs needs to adhere to.

DMP Policy DES4: ‘Housing mix’ seeks to ensure that a range of home sizes is provided as part of new developments. It states that “all new residential

¹⁷ DMP paragraph 2.1.10

developments should provide homes of appropriate type, size and tenure to meet the needs of the local community” and sets out requirements that all new developments need to follow.

DMP recognises that in order for all new homes to provide suitable and adequate space for day-to-day living, irrespective of type and number of bedrooms, all new developments (including conversions) need to meet internal space standards¹⁸. DMP Policy DES5: ‘Delivering high quality homes’ states that “all new residential developments (including conversions) must provide high quality, adaptable accommodation, and provide good living conditions for future occupants” as well as lists a set of requirements that all developments must meet.

Construction of new development can have a detrimental impact on the amenity and safety within the neighbourhood. DMP Policy DES8: ‘Construction management’ states that the Council may require Construction Management Statement to be agreed and implemented on case by case basis and it lists the information that the statement should include.

To consider a development to be well-designed, it must take into account the impact it will have on the surrounding environment. This includes both the impact on the surrounding area, properties and residents, but also the impact of the environment on that development. DMP Policy DES9: ‘Pollution and contaminated land’ states that “development will only be permitted where it can be demonstrated it will not result in a significant adverse or unacceptable impact on the natural or built environment, amenity or health and safety due to fumes, smoke, steam, dust, noise, vibration, smell, light or any other form of air, land, water or soil pollution.

Reigate and Banstead has a rich and varied historic environment, which plays a key role in defining the distinctive character and individuality of the borough. DMP Policy NHE9: ‘Historic Assets’ requires that development proposals must be sensitive to their impact on heritage assets and/or its settings with regard

¹⁸ DMP paragraph 2.1.22

to use of appropriate materials, design and detailing. This approach seeks to ensure that significance and setting of existing Heritage Assets are preserved and respected.

Appendix 2: Native Tree and Shrub Species

Table 1: Species native to Surrey appropriate for new planting based on landscape area

Common Name	Botanical Name	North Downs	Wealden Greensand	Low Weald
Alder	<i>Alnus glutinosa</i>	No	Yes	Yes
Buckthorn, Alder	<i>Frangula alnus</i>	No	No	No
Buckthorn, Purging	<i>Rhamnus catharticus</i>	No	No	No
Ash	<i>Fraxinus excelsior</i>	Yes	Yes	No
Aspen	<i>Populus tremula</i>	No	No	No
Beech	<i>Fagus sylvatica</i>	Yes	Yes	No
Birch, Hairy	<i>Betula pubescens</i>	No	Yes	Yes
Birch, Silver	<i>Betula pendula</i>	Yes	Yes	Yes
Blackthorn	<i>Prunus spinosa</i>	No	No	Yes
Box	<i>Buxus sempervirens</i>	No	No	No
Broom	<i>Cytisus scoparius</i>	No	No	No
Butchers Broom	<i>Ruscus aculeatus</i>	No	No	No
Wild Cherry	<i>Prunus avium</i>	Yes	No	Yes
Crab Apple	<i>Malus sylvestris</i>	No	No	Yes
Dogwood	<i>Cornus sanguinea</i>	No	Yes	Yes
Elder	<i>Sambucus nigra</i>	Yes	No	No
Elm, English	<i>Ulmus procera</i>	No	Yes	No
Elm, Wych	<i>Ulmus glabra</i>	Yes	No	No
Field Maple	<i>Acer campestre</i>	Yes	No	Yes
Gorse	<i>Ulex europaeus</i>	No	No	No
Guelder Rose	<i>Viburnum opulus</i>	No	No	No
Hawthorn, Common	<i>Crataegus mongyna</i>	Yes	Yes	Yes
Hawthorn, Woodland	<i>Crataegus laevigata</i>	No	No	No
Hazel	<i>Corylus avellana</i>	Yes	Yes	Yes
Holly	<i>Ilex aquifolium</i>	Yes	Yes	Yes
Hornbeam	<i>Carpinus betulus</i>	Yes	No	No
Juniper	<i>Juniperus communis</i>	No	No	No
Lime, Large Leaved	<i>Tilia platyphyllos</i>	No	No	No
Lime, Small Leaved	<i>Tilia cordata</i>	No	No	Yes
Oak, English	<i>Quercus robur</i>	Yes	Yes	Yes
Oak, Sessile	<i>Quercus petaea</i>	No	Yes	Yes
Osier	<i>Salix viminalis</i>	No	No	No
Popular, Grey	<i>Populus canescens</i>	No	No	No
Popular Black	<i>P.nigra var. betulifolia</i>	No	No	No
Privet	<i>Ligustrum vulgare</i>	No	No	No
Rose, Dog	<i>Rosa canina</i>	Yes	No	No
Rose, Field	<i>Rosa arvensis</i>	No	No	No
Rose, Sweet Briar	<i>Rosa rubiginosa</i>	No	No	No
Rowan	<i>Sorbus aucuparia</i>	No	No	No
Spindle	<i>Enonymus suropaeus</i>	No	No	No
Spurge Laurel	<i>Daphne laureola</i>	No	No	No
Wayfaring Tree	<i>Viburnum lantana</i>	Yes	Yes	No

Common Name	Botanical Name	North Downs	Wealden Greensand	Low Weald
Whitebeam	Sorbus aria	Yes	Yes	No
Wild Service Tree	Sorbus torminalis	No	No	Yes
Willow, Almond	Salix triandra	No	No	No
Willow, Crack	Salix fragilis	No	Yes	No
Willow, Eared	Salix aurita	No	No	No
Willow, Goat	Salix caprea	Yes	Yes	Yes
Willow, Grey	Salix cinerea	No	Yes	Yes
Willow, Purple	Salix purpurea	No	No	No
Willow White	Salix alba	No	No	No
Yew	Taxus baccata	Yes	Yes	No

Please note certain types of the species only occur as hedges and other tree species only appear in wet conditions such as water meadows.



Local Character and Distinctiveness Design Guide Supplementary Planning Document

Initial Consultation Statement

**Prepared in accordance with Regulation 12 of the Town and
Country Planning (Local Development) (England) Regulations
2012**

November 2020

If you would like this document in a different format, Braille, large print, or audio, or in a different language, please contact the Planning Policy Team at:

LDF@reigate-banstead.gov.uk; or

01737 276 178

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1. Introduction

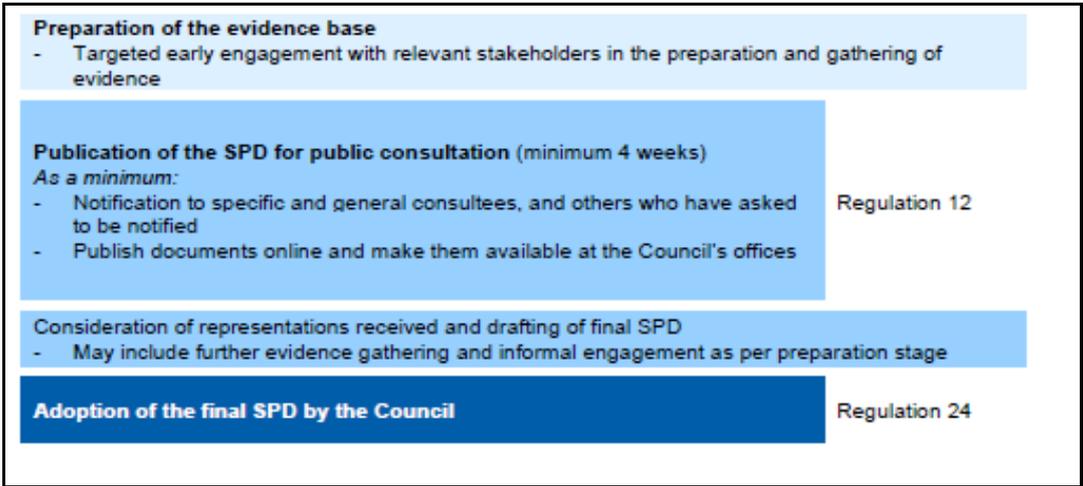
- 1.1. Following the adoption of the Council's Development Management Plan (DMP) in September 2019, the Council has revised the 2004 "Reigate & Banstead Local Distinctiveness Design Guide" Supplementary Planning Guidance (SPG) to reflect up-to-date national and local planning policy and more recent development styles/types and trends.

- 1.2. This Initial Consultation Statement has been prepared to accompany the draft revised Local Character & Distinctiveness Design Guide Supplementary Planning Document (SPD) made available for public consultation. It has been prepared in accordance with Regulation 12 of the Town and Country Planning (Local Planning) (England) Regulations 2012 and it sets out:
 - Who the Council has consulted with when preparing the SPD;
 - A summary of the main issues raised; and
 - How those issues have been addressed in the SPD.

2. Preparing the SPD

2.1. The draft Local Character and Distinctiveness Design Guide SPD has been prepared in accordance with the legal requirements of the Town and Country Planning (Local Planning) (England) Regulation 2012 (Local Plan Regulations)¹ and the requirements set out in the Council’s Statement of Community Involvement in Planning (SCI) (April 2019)². The SCI summarises how the Council will engage its communities in its planning functions, including in the preparation of SPDs. The process is summarised in Figure 1 and 2 below.

Figure 1 – Process of preparing a SPD



Source 1 – Reigate & Banstead Statement of Community Involvement (2019)

¹ Available at: <https://www.legislation.gov.uk/uksi/2012/767/regulation/12/made>

² Available at: http://www.reigate-banstead.gov.uk/download/downloads/id/5437/statement_of_community_involvement_in_planning.pdf

Figure 2 – Timeline for preparation of the SPD

Stage	Date
Early scoping and information gathering	July 2020 – August 2020
Preparation of draft SPD with relevant key individuals and organisations	August 2020 – December 2020
Consultation on draft SPD with supporting Initial Consultation Statement, Strategic Environmental Assessment and Habitats Regulations Assessment.	February 2021
Consider representations received and update draft SPD as relevant	March 2021 – June 2021
Adoption of the revised Local Character and Distinctiveness Design Guide SPD by Council's Executive and revocation of the existing Reigate & Banstead Local Distinctiveness Design Guide	June 2021
Publish SPD with final Consultation Statement and Adoption and Revocation Statement	June 2021

2.2. In preparing the draft revised Local Character and Distinctiveness Design Guide SPD, we involved and sought the views of the individuals and organisations listed in Table 1 below. Their suggestions have been incorporated into the draft revised SPD.

Table 1 – Individuals and organisations involved in preparing the draft SPD

Person/ organisation	Issues/ comments raised
RBBC Senior Conservation Officer and RBBC Development Management	<ul style="list-style-type: none">• Remote workshop/ meeting to discuss emerging Local Character and Distinctiveness Design Guide SPD.• Issues discussed include:<ul style="list-style-type: none">○ Emerging Design Process Chapter○ Tall buildings/ higher density schemes in areas of high accessibility○ Need to add additional guidance on issues such as positioning of solar panels, development in Residential Areas of Special Character (RASCs), window design, importance of green corridors and soft edges and redevelopment of farm buildings in the countryside.○ Overall structure of the document and in particular, the key design principles section

<p>RBBC Senior Conservation Officer and RBBC Development Management</p>	<ul style="list-style-type: none"> • Series of emails in addition to wider workshop/ meeting above discussing: <ul style="list-style-type: none"> ○ Tall buildings/ higher density schemes in areas of high accessibility ○ Relevant case studies • Provision of comments and suggested amendments to existing Local Distinctiveness Design Guide SPG. • Recommendation of suitable case studies and/or recommended wording. • Provision of additional guidance on issues such as positioning of solar panels, development in RASCs, window design, importance of green corridors and soft edges and redevelopment of farm buildings in the countryside. • Provision of revised details for table of native Surrey trees in the Appendix to correct errors in the existing SPG. • Comments sought and provided on draft document.
<p>RBBC Development Management Advisory Group (DMAG)</p>	<ul style="list-style-type: none"> • Remote workshop/ meeting to discuss the emerging Local Character and Distinctiveness Design Guide SPD. • Issues raised include <ul style="list-style-type: none"> ○ Backgarden schemes – importance of good access arrangements including landscaping and integration into existing residential areas. ○ Creating green networks/ links between developments, particularly backgarden schemes. ○ Importance of contemporary/ innovative design ○ Bicycle storage on new developments that is usable and convenient

3. Next Steps

- 3.1. The Council will hold a statutory public consultation on the draft SPD for a minimum of four weeks, when we will invite comments by emailing and writing to all interested parties³, and we will make the documents available on our website and subject to Covid restrictions in paper format in the main Town Hall and at the six libraries in the borough. The consultation is currently timetabled for February 2021.
- 3.2. Following the formal consultation stage, the draft SPD will be amended to take account of consultation responses received and any further relevant information. This Consultation Statement will also be updated with a list of who we consulted, a summary of the comments received, and how those comments have been addressed in finalising the SPD. Following its adoption, the SPD will be a material consideration used in determining planning applications and appeals.
- 3.3. On adoption of this SPD, which is currently proposed for June 2021, the Council's existing 2004 "Reigate & Banstead Local Distinctiveness Design Guide" SPG will be revoked.

³ Specific and general consultees, prescribed bodies for the Duty to Co-operate and other individuals and organisations registered on the Planning Policy database for such purpose

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RBBC Local Character & Distinctiveness Design Guide Supplementary Planning Document (SPD)

**Strategic Environmental Assessment and
Habitats Regulations Assessment
Screening Statement**

September 2020

Executive Summary

This screening statement considers whether a Strategic Environmental Assessment and / or full Habitats Regulation Assessment are required to be produced to accompany the Local Character & Distinctiveness Design Guide Supplementary Planning Document (SPD):

The screening concludes that **an SEA is not required** for the Local Character & Distinctiveness Design Guide SPD. It also concludes that the Local Character & Distinctiveness Design Guide SPD **would not need to be subject to full Appropriate Assessment under the Habitats Regulations Assessment.**

1. Introduction

- 1.1 Reigate & Banstead Borough Council is currently preparing a revised Local Character & Distinctiveness Design Guide Supplementary Planning Document (SPD) to replace the existing Local Distinctiveness Design Guide Supplementary Planning Guidance (SPG) adopted in 2004.
- 1.2 This revised SPD will provide additional guidance to support implementation of policies in the Council's adopted Local Plan: Core Strategy (adopted 2014 and reviewed 2019) and Development Management Plan (DMP) (adopted 2019). Upon adoption, the revised SPD will be a material consideration in planning determinations in the borough. The 2004 SPG will be withdrawn.
- 1.3 The 2004 Planning and Compulsory Purchase Act and associated Regulations made all local development documents subject to Sustainability Appraisal (SA), which met the requirements of Strategic Environmental Assessment (SEA) as defined by the EU Directive 2001/42/EC. The 2008 Planning Act removed the requirement for SPDs to be subject to SA and, as such, the Council does not propose to carry out a Sustainability Appraisal of the SPDs.
- 1.4 The requirement for local planning authorities to carry out a SEA of relevant plans and programmes before adoption is set out in the Environmental Assessment of Plans and Programmes Regulations 2004.
- 1.5 There are however exceptions to this and, in most cases, SPDs do not require SEA. This is acknowledged in the Planning Practice Guidance (PPG)¹, which sets out that *“supplementary planning documents do not require a sustainability appraisal but may in exceptional circumstances require a strategic environmental assessment if they are likely to have significant environmental effects that have not already been assessed during the preparation of the relevant strategic policies”*. Ultimately, it is the responsibility of the local

¹ PPG Strategic environmental assessment and sustainability appraisal Paragraph: 008 Reference ID:11-008-20140306

planning authority to assess whether the plan is likely to have significant effects on the environment and make these conclusions public.

- 1.6 In addition, Article 6 of the Habitats Directive (as transposed into UK law by the Conservation of Habitats and Species Regulations 2017 (“the Habitats Regulations” 2017) requires an assessment of the implications of a plan, both individually and in combination with other plans or projects, on designated ‘Natura 2000’ sites². If it is determined that a plan or project is likely to have a significant effect on these protected sites, an Appropriate Assessment should be undertaken.

- 1.7 The Council has therefore prepared this draft Screening Statement to determine whether the revised Local Distinctiveness Design Guide SPD should be subject to a SEA and/or Habitats Regulations Assessment (HRA)/Appropriate Assessment.

² Including Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar sites (which are treated as Natura 2000 sites)

2. Scope of the SPD under preparation

- 2.1 The paragraphs below summarise the purpose, scope and intended content of the revised Local Character & Distinctiveness Design Guide SPD under preparation and which is the subject of this SEA/HRA Screening Report. The updated SPD is intended to replace the currently adopted 2004 Local Distinctiveness Design Guide SPG, which on adoption, will be revoked.
- 2.2 It should be noted that the document will not contain any new policies, proposals or site allocations. Nor will it influence or alter the scale or spatial distribution of development across the borough which is already established through the Core Strategy.

Local Character & Distinctiveness Design Guide SPD

- 2.3 The purpose of revising the 2004 Reigate & Banstead Local Distinctiveness Design Guide is to reflect changes to national and local planning policy, since its adoption. In particular the adoption of the Council's Core Strategy (adopted July 2014 and reviewed July 2019) and DMP (adopted September 2019); as well the National Design Guide, published by the Ministry of Housing, Communities and Local Government (MHCLG) in 2019.
- 2.4 The revised SPD will provide applicants/ developers with guidance for how to take into consideration local character, context and distinctiveness of the borough's character areas when designing applications.
- 2.5 It will provide the national and local context. It will detail the national and local planning policy context; provide an overview of the local character and identity of the various parts of the borough; and detail current issues and design considerations which should be taken into consideration when designing schemes in the borough.
- 2.6 Taking into consideration the local context, the revised SPD will detail key design principles for new development. Specifically, it will provide further

detailed advice and guidance in relation to the following adopted Core Strategy and DMP policies:

Core Strategy Policies	
CS4	Valued Townscapes and the Historic Environment
CS10	Sustainable Development
CS11	Sustainable Construction
CS14	Housing Needs of the Community
DMP Policies	
DES1	Design of New Development
DES2	Residential Garden Land Development
DES3	Residential Areas of Special Character
DES4	Housing Mix
DES5	Delivering High Quality Homes
DES8	Construction Management
DES9	Pollution and Contaminated Land
NHE9	Heritage Assets

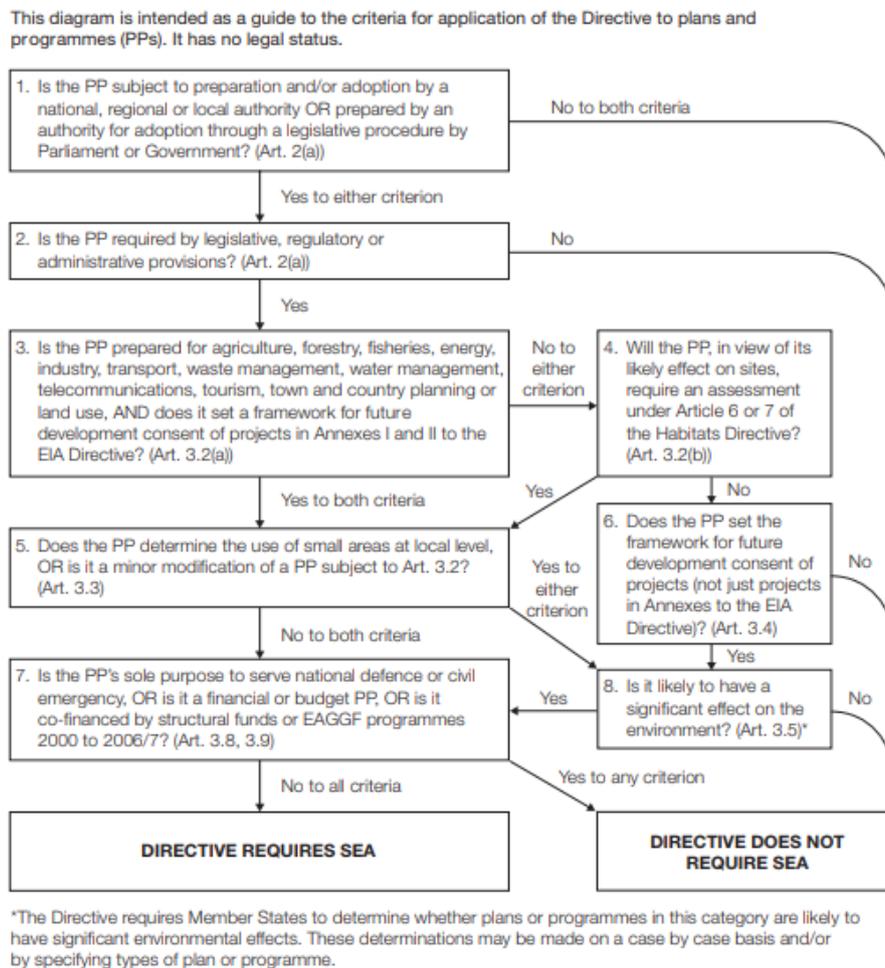
3. Strategic Environmental Assessment (SEA)

- 3.1 As discussed in the Introduction above, SEA is required for certain categories of plans and programmes where they are determined to be likely to have significant environmental impacts.
- 3.2 With regard to SPDs, the PPG indicates that SEA will normally only be required in exceptional circumstances. The Council must therefore determine whether SEA is required for the revised Local Character & Distinctiveness Design Guide SPD being prepared. This is referred to as a screening process.
- 3.3 As part of this, the Council must first determine whether the SPD is a “plan or programme” covered by Article 3(3) and 3(4). If it determines that it is, then the Council must carry out a screening to establish whether SEA is required. This will depend on its potential to result in significant environmental effects.
- 3.4 In deciding whether significant environmental effects are likely, the Council must take into account the criteria in Schedule 1 to the Environmental Assessment of Plans and Programmes Regulations 2004, and to consult the specified Consultation Bodies³. This process is summarised in **Figure 1** below.
- 3.5 The Council’s assessments of the SPD against Schedule 1 criteria are set out in **Table 1** below.
- 3.6 This draft Screening Report covers:
- a) An assessment of whether the SPD is covered by Article 3(3) and Article 3(4)
 - b) An appraisal of the SPD taking account of the criteria in Schedule 1 of the Environmental Assessment of Plans and Programmes Regulations 2004

³ Historic England, Natural England and the Environment Agency

3.7 This draft Screening will be used for consultation with the prescribed consultation bodies and will be updated and finalised to reflect any comments or feedback received as part of this consultation.

Figure 1: Application of the SEA Directive to plans and programmes



Source 1: ODPM (2005) A Practical Guide to the Strategic Environmental Assessment Directive

Table 1: Screening Assessment for the Local Character & Distinctiveness Design Guide SPD

The SPD is considered to be a plan or programme covered by Articles 3(3) and 3(4).

SCHEDULE 1 – Regulations 9(2)(a) and 10(4)(a)

CRITERIA FOR DETERMINING THE LIKELY SIGNIFICANT EFFECTS ON THE ENVIRONMENT

1. The characteristics of plans and programmes, having regard, in particular, to -	
(a) the degree to which the plan or programme sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources;	<p>The Local Character & Distinctiveness Design Guide SPD does not set the framework for development with regard to its size, activity, nature or operating conditions.</p> <p>The SPD will provide guidance as to the approach to design to supplement existing policies in the Core Strategy (CS4, CS10, CS11 and CS14) and DMP (DES1, DES2, DES3, DES4, DES5, DES8 and DES9) which have already been subjected to SEA as part of their development.</p>
(b) the degree to which the plan or programme influences other plans and programmes including those in a hierarchy;	<p>The SPD does not influence other plans or programmes. It is influenced by the higher order Local Plan documents (namely the Core Strategy and DMP) which have been subject to SEA, as well as the NPPF. It will guide development proposals but not other plans or programmes. The SPD does not set new policies.</p>
(c) the relevance of the plan or programme for the integration of environmental considerations in particular with a view to promoting sustainable development;	<p>The SPD will guide the design of development proposals. In accordance with Core Strategy Policies CS10,11 and 14, DMP Policies DES1-5,8 and 9 and NHE9 and NPPF Paragraph 124, the revised SPD will provide guidance for how to incorporate sustainable development</p>

	<p>considerations (including design, construction methods and materials) into the design of the development whilst respecting local character and distinctiveness.</p>
<p>(d) environmental problems relevant to the plan or programme; and</p>	<p>The Local Character & Distinctiveness Design Guide will encourage development to be responsive to the character and distinctiveness of their locale, with a view to protecting and enhancing the character and distinctiveness of the borough for future generations.</p> <p>The SPD will balance environmental considerations with the need to protect and enhance the character and distinctiveness of the landscape.</p> <p>Sustainability Appraisal (incl. SEA) of the Council's higher order Local Plan documents incorporates an objective (no. 15) "to protect and enhance the landscape character".</p>
<p>(e) the relevance of the plan or programme for the implementation of Community legislation on the environment (for example, plans and programmes linked to waste management or water protection)</p>	<p>The SPD is not directly relevant to the implementation of Community legislation on the environment.</p>
<p>2. The characteristics of the effects and of the area likely to be affected, having regard, in particular, to -</p>	
<p>(a) the probability, duration, frequency and reversibility of the effects;</p>	<p>The SPD provides guidance aimed at avoiding or mitigating the negative impact which new developments could have on the character of the local area and encourages positive benefits. It</p>

	supports delivery of policies within the Local Plan which have already been subject to SA/SEA.
(b) the cumulative nature of the effects;	The SPD will apply to any number of future development proposals within the borough. It will support the preservation and enhancement of the local character and distinctiveness of the borough. Its cumulative effect could be to promote recognition of, and sensitivity to, character and local distinctiveness across the borough.
(c) the transboundary nature of the effects;	The SPD is unlikely to result in any transboundary effects. Where developments may be close to boundaries or transboundary, the SPD will only serve to guide the design of developments taking into consideration the local character, ameliorating some of the possible negative effects of such development.
(d) the risks to human health or the environment (e.g. due to accidents),	The SPD does not present any risk to human health or the environment;
(e) the magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected),	The SPD will be applied to all relevant planning applications in the borough, although its application and effects will be limited geographically to those areas in which applications are made. The effects of the SPD may be felt by populations in and around the development sites to which the SPD is applied, but also those visiting those areas.
(f) the value and vulnerability of the area likely to be affected due to: - special natural characteristics or cultural heritage, - exceeded	The guidance in the SPD will specifically apply to proposals where development is either being provided or affected. Such proposals could potentially involve sites with listed buildings, within Conservation Areas, or within protected landscapes such as the AONB or AGLV. However,

<p>environmental quality standards or limit values, - intensive land-use,</p>	<p>the SPD only offers guidance to support implementation of policies (and site allocations) in the Local Plan which have already been subject to SA/ SEA. It does not propose further or different types of development to those already contemplated through the Local Plan.</p>
<p>(g) the effects on areas or landscapes which have a recognised national, Community or international protection status.</p>	<p>In applying to the borough of Reigate & Banstead, the SPD potentially covers and may be applied to, areas protected for their special natural characteristics such as the Surrey Hills AONB, Mole Gap to Reigate Escarpment SAC and various Conservation Areas.</p> <p>However, its guidance will not have general applicability and will be limited to design considerations and its effects limited to only sites in and around areas being brought forward for development.</p> <p>It is not intended to provide guidance directly in relation to landscapes of national, Community or international protection. The guidance in the SPD will compliment by adding detail rather than override existing policies in the Local Plan relating to the management and protection of such landscapes or protected areas (which have already been subject to SEA).</p>

Conclusions in respect of Strategic Environmental Assessment

- 3.8 The revised Local Character & Distinctiveness Design Guide is intended to supplement and support the delivery of existing policies in the Local Plan (Core Strategy and DMP) which have already been the subject of SA/SEA as part of their preparation process. This includes SA of the Main Modifications to the DMP proposed by the Inspector during the DMP Examination. The SPD will not include new policies or proposals, nor will it alter the overall development strategy (scale and distribution) which is established through the higher order Local Plan documents.
- 3.9 Having reviewed and assessed the SPD against the relevant criteria and considerations in Schedule 1 to the Environmental Assessment of Plans and Programmes Regulations 2004 (as set out in **Table 1** above), the Council concludes that the Local Character & Distinctiveness Design Guide SPD will not give rise to significant environmental effects. **As such, Strategic Environmental Assessment is not therefore required for the SPD.**
- 3.10 This conclusion will be subject to consultation with the relevant bodies with any feedback considered before the screening conclusion is finalised.

4. Habitat Regulation Assessment Screening

- 4.1 The European Directive (92/43/EEC) on the Conservation of Natural Habitats and Wild Flora and Fauna (the 'Habitats Directive') sets out the means to protect habitats and species of European importance through the establishment and conservation of a network of sites known as the 'Natura 2000' network. These include Special Areas of Conservation (SACs) and Special Protection Areas (SPAs). It is also Government policy for sites designated under the Convention on Wetlands of International Importance (Ramsar sites) to be treated as having equivalent status to Natura 2000 sites. These are sites of exceptional importance in respect of rare, endangered or vulnerable natural habitats and species within the European Community. In this report SACs, SPAs and Ramsar sites will be collectively referred to as 'Natura 2000' sites.
- 4.2 The purpose of a HRA is to assess the implications of a plan, both individually, and in-combination with other plans or projects, on these Natura 2000 sites. The Habitats Directive applies the precautionary principle to Natura 2000 sites. In normal circumstances, a land use plan can be brought into effect only after having ascertained that it will not adversely affect the integrity of a Natura 2000 site either alone or in-combination with other plans.
- 4.3 The first stage in the process is to establish, via screening, whether the plan is either directly connected with, or necessary to, the management of a European site. If not, a determination needs to be made as to whether the plan in itself or in combination with others is likely to have a significant effect on a European site.
- 4.4 A comprehensive HRA Appropriate Assessment was undertaken as part of the preparation of these higher order Local Plan documents to determine whether those policies would have likely significant effects. The conclusions of these previous HRAs are considered highly relevant to the screening assessment for Local Character & Distinctiveness Design Guide SPD. In relation to the policies which the proposed SPD will implement, the HRA for the Core Strategy and DMP concluded as follows:

Table 4: Conclusions of Core Strategy and DMP HRAs in respect of relevant policies

Policy	HRA conclusions
<p>Core Strategy Policy CS4 'Valued Townscapes and the Historic Environment' (known as Policy CS2 in the original Core Strategy HRA)</p>	<p>HRA (Feb 2012) concluded that the policy will not increase recreational disturbance at Natura 2000 sites or give rise to any identified impact in respect of air quality. Concludes no likely significant effects and no mitigation required.</p>
<p>Core Strategy Policy CS10 'Sustainable Development' (known as Policy CS8 in the original Core Strategy HRA)</p>	<p>HRA (Feb 2012) concluded that the policy would have no direct implications for recreational disturbance at the SAC and would have no impacts in respect of air quality. HRA noted that the policy would promote preferential use of previously developed land and encourage a reduction in carbon emissions and the need to travel. Concludes no likely significant effects and no mitigation required.</p>
<p>Core Strategy Policy CS11 'Sustainable Construction' (known as Policy CS9 in the original Core Strategy HRA)</p>	<p>HRA (Feb 2012) concluded that the policy would have no direct implications for recreational disturbance at the SAC and would have no impacts in respect of air quality. HRA noted that the policy should contribute to a reduction in the use of energy, and the increase in more sustainable forms of energy production and that the policy will contribute to regional efforts to reduce the trend of increased air pollution.</p>
<p>DMP Policy DES1 'Design of New Development'</p>	<p>HRA (Sept 2018) concluded that the then drafted policy had no impact pathways and no HRA/AA implications. The policy was therefore screened out.</p>

	HRA Addendum (March 2019) for the DMP Main Modifications also screened out the policy as no material effect on previous HRA/AA conclusions.
DMP Policy DES2 'Residential Garden Land Development'	HRA (Sept 2018) concluded that the then drafted policy had no impact pathways and no HRA/AA implications. The policy was therefore screened out. HRA Addendum (March 2019) for the DMP Main Modifications also screened out the policy as no material effect on previous HRA/AA conclusions.
DMP Policy DES3 'Residential Areas of Special Character'	HRA (Sept 2018) concluded that the policy had no impact pathways and no HRA/AA implications. The policy was therefore screened out.
DMP Policy DES4 'Housing Mix'	HRA (Sept 2018) concluded that the then drafted policy had no impact pathways and no HRA/AA implications. The policy was therefore screened out. HRA Addendum (March 2019) for the DMP Main Modifications also screened out the policy as no material effect on previous HRA/AA conclusions.
DMP Policy DES5 'Delivering High Quality Homes'	HRA (Sept 2018) concluded that the policy had no impact pathways and no HRA/AA implications. The policy was therefore screened out.
DMP Policy DES8 'Construction Management'	HRA (Sept 2018) concluded that the policy had no impact pathways and no HRA/AA implications. The policy was therefore screened out.
DMP Policy DES9 'Pollution and Contaminated Land'	HRA (Sept 2018) concluded that the policy had no impact pathways and no HRA/AA implications. The policy was therefore screened out.
DMP Policy NHE9 'Heritage Assets'	HRA (Sept 2018) concluded that the then drafted policy had no impact pathways and no HRA/AA implications. The policy was therefore screened out.

	HRA Addendum (March 2019) for the DMP Main Modifications also screened out the policy as no material effect on previous HRA/AA conclusions.
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Conclusions in respect of Habitat Regulations Assessment Screening

- 4.5 Previous HRAs have therefore concluded that there were no likely significant effects on European sites, either alone or in combination with other plans and projects, as a result of the policies within the Local Plan which the Local Character & Distinctiveness Design Guide SPD is intended to implement.
- 4.6 Given the proposed amended SPD is intended to provide supplementary guidance to aid implementation of existing policies in the Local Plan (Core Strategy and DMP) and will not introduce new or amended planning policy, it is concluded that the SPD will not give rise to likely significant effects on any European sites. **It is therefore concluded that a full Appropriate Assessment under the Habitats Regulations is not required for the Local Character & Distinctiveness Design Guide SPD.**
- 4.7 This conclusion will be subject to consultation with the relevant bodies with any feedback considered before the screening conclusion is finalised.

Appendix 1: Responses from the three Statutory Bodies

Reigate & Banstead Borough Council
Building & Development Services
Town Hall Castlefield Road
Reigate
Surrey
RH2 0SH

Our ref: SL/2011/108875/SE-09/SC1
Your ref: Email
Date: 13 October 2020

LDF@Reigate-Banstead.gov.uk

Dear Sir/Madam

**Consultation on Strategic Environmental Assessment and Habitats Regulations
Assessment Screening Statement**

- **Local Character & Distinctiveness Design Guide SPD**
- **Climate Change and Sustainable Construction SPD**

Thank you for consulting the Environment Agency on the above. We are in agreement with your conclusion that the Local Character and Distinctiveness Design Guide SPD and Climate Change and Sustainable Construction SPD are unlikely to have any significant environmental effects and therefore a full Strategic Environmental Assessment will not be required.

We agree that the proposed SPDs are intended to provide supplementary guidance to aid implementation of existing policies in the local plan and will not introduce new or amended planning policy and therefore will not give rise to significant effects on the environment.

Please do not hesitate to contact me should you wish to discuss this further.

Yours faithfully,

Charles Muriithi, MRTPI
Planning Specialist

Kent and South London
charles.muriithi@environment-agency.gov.uk



Historic England

Planning Policy Team
Reigate & Banstead Borough Council
Reigate Town Hall, Castlefield Road
Reigate, Surrey RH2 0SH

Our ref: PL00714802
Your ref:
Telephone 020 7973 3700
Email e-seast@historicengland.org.uk

[By email only to LDF@Reigate-Banstead.gov.uk](mailto:LDF@Reigate-Banstead.gov.uk)

Date 14 October 2020

Dear Sir or Madam

Reigate and Banstead Borough Local Character & Distinctiveness Design Guide SPD Strategic Environmental Appraisal Screening Opinion

Thank you for your email dated 9 September 2020 consulting Historic England on your intention of carrying out a SEA for the above plan.

In light of the Environmental Assessment of Plans and Programmes Regulations 2004, our view is that a SEA is not required in this instance for the reason set out in Paragraph 3.9 of the Screening Statement.

Yours sincerely

Alan Byrne
Historic Environment Planning Adviser



Historic England, 4th Floor, The Atrium, Cannon Bridge House, 25 Dowgate Hill, London EC4R 2YA
Telephone 020 7973 3700 HistoricEngland.org.uk

Please note that Historic England operates an access to information policy.
Correspondence or information which you send us may therefore become publicly available.



Date: 25 September 2020
Our ref: 327411
Your ref: [Click here to enter text.](#)



LDF@Reigate-Banstead.gov.uk

BY EMAIL ONLY

Customer Services
Hornbeam House
Crewe Business Park
Electra Way
Crewe
Cheshire
CW1 6GJ

T 0300 060 3900

Dear Sir/Madam,

Planning consultation: Reigate and Banstead Local Plan - Local Character & Distinctiveness Design Guide SPD - SEA & HRA Screening Consultation Request
Location: Reigate and Banstead

Thank you for your consultation on the above dated 09 September 2020 which was received by Natural England on 10 September 2020

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

SUMMARY OF NATURAL ENGLAND'S ADVICE

NO COMMENTS

Having reviewed the Council's Draft Screening Statement we have not identified any likely significant effects of the proposed SPD on any of the environmental features for which Natural England has statutory duties and responsibilities including the Mole Gap to Reigate Escarpment SAC and the Surrey Hills AONB and therefore has no comments to make.

Background

The Council's Screening Assessment (September 2020) concludes that an SEA is not required for the Local Character & Distinctiveness Design Guide SPD. It also concludes that the Local Character & Distinctiveness Design Guide SPD would not need to be subject to full Appropriate Assessment under the Habitats Regulations Assessment. The Council has consulted Natural England to seek comments on this assessment and its conclusions. For the purposes of Regulation 9 of The Environmental Assessment of Plans and Programmes Regulations 2004, Natural England is defined as a consultation body. Natural England is also the appropriate nature conservation body for the purposes of the Conservation of Habitats and Species Regulations, 2017 (the Habitats Regulations).

It is not the role of Natural England to advise the local planning authority on whether a SA/SEA is required and that is a matter for the local planning authority to determine. Under Regulation 105 of the Habitats Regulations Natural England does have a duty to advise a local planning authority if a

Habitats Regulations Assessment (HRA) of a plan is required where we believe it is likely to have significant effects alone or in combination with other plans and project on European protected sites.

In reviewing the Councils Screening Statement (September 2020), and coming to our views, we have noted in particular that:

1. This revised SPD will provide additional guidance to support implementation of policies in the Council's adopted Local Plan: Core Strategy (adopted 2014 and reviewed 2019) and Development Management Plan (DMP) (adopted 2019). Upon adoption, the revised SPD will be a material consideration in planning determinations in the borough. The 2004 SPG will be withdrawn.
2. The document will not contain any new policies, proposals or site allocations. Nor will it influence or alter the scale or spatial distribution of development across the borough which is already established through the Core Strategy.
3. The revised SPD will provide applicants/ developers with guidance for how to take into consideration local character, context and distinctiveness of the borough's character areas when designing applications.
4. It will detail the national and local planning policy context; provide an overview of the local character and identity of the various parts of the borough; and detail current issues and design considerations which should be taken into consideration when designing schemes in the borough.

Should the proposal change, please consult us again.

If you have any queries relating to the advice in this letter please contact me on 07789 928332

Yours faithfully

Phil Lomax
Lead Adviser, Sustainable Development, Thames and Solent Area



SIGNED OFF BY	Head of Legal and Governance
AUTHOR	Catriona Marchant, Democratic Services Officer
TELEPHONE	Tel: 01737 276066
EMAIL	catriona.marchant@reigate-banstead.gov.uk
TO	Executive
DATE	Thursday, 28 January 2021
EXECUTIVE MEMBER	Leader of the Council

KEY DECISION REQUIRED	N
WARDS AFFECTED	(All Wards);

SUBJECT	Calendar of Meetings 2021/22
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RECOMMENDATIONS
The Executive is asked to consider, and recommend to Council, the draft Calendar of Meetings for the 2021/22 Municipal Year.
REASONS FOR RECOMMENDATIONS
To establish a timetable to ensure the efficient and effective conduct of Council business for the forthcoming Municipal Year.
EXECUTIVE SUMMARY
The Calendar of Meetings for 2021/22 draws upon the pattern of previous years and the ongoing impact of the COVID-19 pandemic. The Calendar is designed to ensure all business is accomplished as efficiently as possible. The comments of the Overview and Scrutiny Committee will be reported to the meeting of the Executive on 28 January 2021. The proposed Calendar of Meetings will then be approved by full Council at its meeting on 11 February 2021.
The Calendar of Meetings requires approval by full Council.

Agenda Item 7

BACKGROUND

1. Under the Constitution the Council approves a Calendar of Meetings for the forthcoming Municipal Year.
2. A draft Calendar will be published as an addendum to the agenda.

KEY INFORMATION

1. The Audit Committee meetings have been added to the Calendar of Meetings 2021/22 to review quarterly risk management reports, internal audit reports and to approve the Council's annual Statement of Accounts and the opinion of the external auditor on them.
2. The statutory deadline for the publication of the Council's audited Statement of Accounts for 2020/21 and the opinion of the external auditor is 31 July 2021. The Audit Committee meeting has therefore been set for Wednesday 28 July 2021 to allow enough time to meet this deadline.
3. The public meetings (Council, Executive, Overview and Scrutiny and Audit) will all start at 7.30pm as set out in the Constitution.
4. The Standards Committee at its meeting on 1 September 2020 requested to meet more than once a year, and this has been satisfied by including three meetings for 2021/22. The initial Standards Committee is expected to be brief, enabling it to be on the same evening as the Overview and Scrutiny Committee on 8 June 2021.
5. The Employment Committee meets quarterly and on a separate evening to reflect the Committee's revised Terms of Reference.
6. The Commercial Ventures Executive Sub-Committee has agreed to meet formally every two months for an hour before each Executive meeting. The informal CVESC will meet every other month (between the formal meetings) and additional meetings will be held, should a need arise.
7. As in previous years, meetings of the Licensing & Regulatory Committee and its sub-committees have not been scheduled except for the initial meetings to make appointments to the Chair. The first meeting of the Licensing & Regulatory Committee will be combined with a training session.
8. The proposed Calendar includes indicative dates for meetings at the start of the 2022/23 Municipal Year to assist with planning for future business. These dates will be confirmed as part of the Calendar of Meetings for 2022/23, subject to any revisions.
9. Amendments to the Calendar may be made at any time in the course of the year and any changes will be publicly notified as and when these occur.

LEGAL IMPLICATIONS

10. There are no legal implications.

Agenda Item 7

FINANCIAL IMPLICATIONS
11. There are no financial implications.
EQUALITIES IMPLICATIONS
12. Consideration has been given to avoiding meeting dates in half term or school holidays, where possible.
COMMUNICATION IMPLICATIONS
13. All scheduled meetings will be listed in the Centralised Diary which can be viewed by both officers and Members. Members' calendars on their tablets will be automatically updated with the meetings they attend as committee members.
14. Scheduled meetings will be available to view on the Council's website. Any changes will be publicly notified as and when they occur.
CONSULTATION
15. The draft schedule has been reviewed by the Finance, Projects and Performance and Revenues, Benefits & Fraud teams.
16. The Corporate Governance Group was consulted at its meeting on 2 November 2020.
17. Leader's group considered the draft schedule at their meeting on 23 November 2020. Group Leaders were consulted on 18 November 2020.
18. Any comments by the Overview and Scrutiny Committee will be reported to the Executive on 28 January 2021.
ANNEXES
1. None.

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