



<b>REPORT OF:</b>	Director of Place
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<b>TO:</b>	Executive
<b>DATE:</b>	17 September 2020
<b>EXECUTIVE MEMBER:</b>	Portfolio Holder for Place and Economic Prosperity

<b>KEY DECISION REQUIRED:</b>	Y
<b>WARD (S) AFFECTED:</b>	Horley Central and South

<b>SUBJECT:</b>	<b>Delivering Change in Horley Town Centre</b>
<b>RECOMMENDATIONS:</b>	
<p>(i) Approval is sought from Executive to agree:</p> <ul style="list-style-type: none"> <li>(a) The scope of the Horley Town Centre revitalisation programme as set out in the report be approved.</li> <li>(b) That the programme is progressed in accordance with the key stages as set out in the report.</li> <li>(c) That a total of £600,000 already included in the Council's approved Capital Programme 2020–2025 be allocated to undertake the High Street public realm improvement works in the town centre in accordance with the scope outlined in the report.</li> <li>(d) That a total of £37,600 be approved from the Council's Commercial Ventures (Feasibility Studies) Reserve to progress a feasibility and options study in relation to the development of the High Street Car Park to deliver a mixed-use housing led scheme in accordance with the policy and site allocation set out in the Council's adopted Development Management Plan (funding to be capitalised should the project proceed).</li> <li>(e) That a total of £53,900 is approved from the Council's Capital Programme for the delivery of pay-on-exit car parking at the Victoria Road and Central car parks in accordance with the report.</li> <li>(f) The Head of Place Delivery be authorised in consultation with the Executive Member for Place and Economic Prosperity and Head of Finance to agree</li> </ul>	

provisional budget allocations to (i) progress the High Street Car Park project to planning and (ii) deliver the project within the Capital Programme.

- (g) The Head of Place Delivery be authorised in consultation with the Executive Member for Place and Economic Prosperity to make the necessary consultancy and contractor appointments to complete the feasibility studies and design development for the Delivering Change in Horley Town Centre programme.
- (h) The Head of Place Delivery be authorised in consultation with the Executive Member for Place and Economic Prosperity to undertake and complete the procurement, design and management of the works and to enter into any documentation required as part of the workstreams.
- (i) That the Head of Place Delivery be authorised to enter into all necessary agreements with partners including Network Rail and Surrey County Council in order to undertake works to the public highway and on privately owned structures.
- (j) That the Head of Neighbourhood Services, in consultation with the Executive Member for Neighbourhood Services, be authorised to enter into a contract for the supply, installation and maintenance of pay-on-exit equipment at the Central Car Park and Victoria Road Car Park.
- (k) That the Head of Neighbourhood Services, in consultation with the Executive Member for Neighbourhood Services, be authorised to make amendments to the Reigate & Banstead Parking Order (2019) including the placing of advertisements.
- (l) Following the successful completion of Stage 1 of the High Street Car Park development project and a further report to Executive that the Head of Place Delivery be authorised to submit a planning application(s) for the redevelopment of the High Street site.
- (m) That the Head of Place Delivery be authorised to enter into any highway agreements including Section 278 agreements.
- (n) That the Head of Place Delivery, in consultation with the Executive Member for Place and Economic Prosperity and Head of Finance, be authorised to make any necessary changes to the scope and the funding of the programme provided they it does not require any additional funding from the Council's capital programme.

**REASONS FOR RECOMMENDATIONS:**

The recommendations are required to progress the Delivering Change in Horley Town Centre programme (the Programme), a comprehensive programme of investment that will deliver and unlock maximum benefits for the town centre. The Programme recognises the role of Horley as an important local centre in a strategically important

location, and the opportunity that is presented now to accelerate the Council's programme of transformation.

### **EXECUTIVE SUMMARY:**

Horley Town Centre has long been identified as a regeneration priority by the Council. The Delivering Change in Horley Town Centre programme will deliver a targeted programme of interrelated projects that provide practical solutions to help address challenges faced by Horley Town Centre and achieve wider benefits including the opportunity to use Council assets to deliver new affordable homes in the heart of the town centre. There are three complementary workstreams forming the programme:

- (i) A refurbished subway and public realm improvements to the High Street to address the poor-quality environment;
- (ii) Installation of pay-on-exit parking in the Victoria Road and Central car parks to overcome perceived issues of parking being a barrier for town centre visitors; and
- (iii) Bringing forward the development of the underutilised High Street Car Park site to deliver much needed new homes through a mixed-use residential led scheme.

The Programme addresses objectives set out in the Reigate and Banstead 2025, the Housing Delivery Strategy 2020-2025, the Core Strategy, Development Management Plan together with County and Town Council policies.

The Programme has a total funding requirement of £1.51m [excluding the costs of progressing the High Street Car Park post feasibility] that includes several funding streams, namely RBBC revenue (that will be capitalised should the project proceed), RBBC Capital Programme, Surrey County Council S106 Contributions and external grant funding.

The Council has been successful in being awarded external grant funding of £229,600 from the Coast to Capital Local Enterprise Partnership Local Growth Fund (LGF) for the Programme. The £229,600 has been allocated by Council officers across the Programme workstreams.

Each workstream has a net anticipated budget, including contingency of:

- Public realm improvements: £617,700 (RBBC capital funding and LGF grant)
- Subway refurbishment: £646,858 (Surrey County Council S106 contributions and LGF grant)
- Pay-on-exit car parking: £140,000 (RBBC capital funding and LGF grant)
- High Street Car Park feasibility: £103,400 (RBBC revenue funding (to be capitalised if the project proceeds) and LGF grant)

A preliminary funding requirement has been identified to take the High Street Car Park development through to planning of £420,000 of which £103,400 is for feasibility, this is made up of £37,600 of revenue funding from the Council's Commercial Ventures (Feasibility Studies) Reserve (to be capitalised should the project proceed) and £65,800

of external grant. The budget to planning will be refined and presented to Executive for approval at a later date.

**Executive has authority to approve the above recommendations.**

## STATUTORY POWERS

1. The Council has wide ranging powers to promote the economic, environmental and social well-being of the borough. These powers are derived from the Local Government Act 2000 and also include the powers of general competence under section 1 of the Localism Act 2011 to do anything that individuals with full capacity generally may do, subject to the provisions of the Act.

## BACKGROUND

2. Horley Town Centre has long been identified as a regeneration priority by the Council. Although in a strategic location with excellent transport links, the town has struggled to adapt to changes in the retail sector and to respond to the opportunities associated with local growth.
3. The Delivering Change in Horley Town Centre programme (the Programme) will deliver a package of coordinated initiatives focused primarily in and around the High Street north area to help address these challenges and deliver wider benefits, such as the delivery of new homes.
4. The Programme is made up of three complementary workstreams that are expanded upon later in this paper, these are:
  - High Street public realm improvements and a refurbished subway
  - Installation of pay-on-exit parking in town centre car parks
  - Bringing forward the development of the High Street Car Park site
5. Significant investment is being made by the Council and Surrey County Council to support the Programme which aims to regenerate and revitalise Horley. The investment takes the form of capital funding from the Council and S106 contributions from Surrey County Council, together totalling over £1.28m.
6. In addition, the Council has been awarded £229,600 from the Coast to Capital LEP Local Growth Fund to contribute to the Programme. This combined investment enables these workstreams to be progressed at a time when the investment in Horley Town Centre could not be more needed.
7. The LGF grant has been awarded on the basis that the award can be spent fully within this financial year, and that each of the projects can be delivered by 2025.
8. To ensure that the Programme is fully coordinated in all aspects and that it is designed in a comprehensive manner, officers have commenced a competitive procurement process to commission a single professional team to lead the design

process across the Programme, including the design development of the public realm improvements and subway refurbishment, and the development of the High Street Car Park site.

## KEY INFORMATION

9. Over the last 10 years, Horley town centre has faced challenges, which have had a significant effect on its ability to fulfil its potential. These challenges have included:

- Loss of high street names as a result of retail market changes generally (for example, Threshers, Peacocks, Dolland & Aitchison) and the lack of modern retail floorspace in the town (meaning that multiples tend to choose to locate to other nearby centres instead);
- Growth in convenience retail and a contraction in service-based retail uses in the town, and consequential decline in visit numbers and dwell time;
- Competition from larger centres and out-of-town stores; and
- Loss of major employers such as Virgin and Tata, and loss of smaller business premises through changes of use.

10. The Council's 2019 town centre monitoring shows that Horley town centre experiences a higher percentage of vacant units than the borough average at 10.5%. Its retail offer is limited, with a relatively high number of takeaways and charity/second hand retailers for its size. Local businesses have reported a decline in footfall and spend in the town centre in recent years and a reduction in business confidence. This has been exacerbated by the COVID-19 pandemic.

11. Horley, like all town centres, needs to adapt to the structural changes that are happening to high streets across the country. Positive and proactive intervention is needed to ensure that the town is able to continue to fulfil its role as an important local centre.

12. The Programme recognises the role of Horley as an important local centre in a strategically important location, and the opportunity that is presented now to accelerate our programme of transformation.

13. The Programme comprises three related components.

### **Component 1: High Street public realm improvements and a refurbished subway**

14. The poor quality of the pedestrian environment and public realm, and particularly the subway connecting the High Street and Station Approach, has been identified within Horley Town Council's Town Centre Improvement Study as key contributor to negative perceptions about the town centre.

### **High Street public realm improvements (Component 1)**

15. This workstream will deliver public realm improvements in the High Street and complementary improvements to the subway. Building on the improvements that

have been recently delivered in the precinct, it will be delivered in partnership with Surrey County Council (SCC).

16. £600,000 of funding has been made available within the Council's approved capital programme 2020-2025 to undertake the High Street public realm improvements in the town centre. These improvements will be concentrated along the High Street extending from the precinct to the subway entrance at the end of the High Street with a view to creating a coordinated and comprehensive series of improvements to enhance the look, feel and flow of the High Street.
17. The public realm improvements will aim to create a high quality and attractive streetscape along the High Street. The enhanced public realm will improve public perception and business confidence, helping to attract visitors and investment and contributing to the Council's aims to regenerate the town centre.
18. Preliminary design proposals will be prepared and publicly consulted upon prior to progressing to detailed design and implementation. It is currently envisaged that design works will be developed with Surrey County Council as Highways Authority to ensure that the designs meet their requirements. An agreement will be put in place between Surrey County Council and Reigate and Banstead Borough Council (RBBC) outlining the expectations and obligations of both parties.
19. Improvements are likely to include street furniture, planting and signage as well as considering improving pedestrian connectivity and cycle priority through investment in the pavements and crossings and measures to promote cycling. The public realm improvements will aim to create a high quality, attractive street scene that enhances facilities for pedestrians and cyclists.
20. The current anticipated timescale for the delivery of the High Street public realm improvements is for preliminary design to be completed in January 2021, detailed design to be undertaken between March and July 2021 with the works being completed by March 2022.

#### **A refurbished subway (Component 1)**

21. The subway between High Street and Station Approach was built in 1905 to replace a level crossing, it is in a very poor condition, uninviting and is subject to flooding.
22. The subway is owned and managed by Network Rail and has a right of way, footpath number 546, which is the responsibility of SCC. The subway also forms part of National Cycle Route number 21, a 95-mile route from Greenwich to Eastbourne. As the subway is unattractive and poorly signed it discourages use by cyclists.
23. Significant S106 contributions have been secured through the Horley Master Plan by SCC towards the refurbishment of the subway that will be utilised to undertake improvement works to the subway. There is no RBBC funding requirement for the subway refurbishment project. RBBC officers are working closely with their counterparts at SCC to bring forward this project.
24. A key initial piece of work for the professional team will be to review extensive information provided by Network Rail in relation to the subway and to recommend works to be undertaken. It is not possible at this stage to confirm the exact capital

works until feasibility is completed however the scope of works might include: drainage and electrical works, structural work to the wing walls at the High Street entrance, improved lighting, decoration, footway improvements and public art installation.

25. It is intended that a report is presented to Executive following completion of the feasibility work to fully set out the scope and cost of the subway refurbishment project.

26. The current anticipated timeframe for the delivery of the subway refurbishment is for the feasibility study to be completed by the end of this year, detailed design development to be undertaken through to August 2021 with the works being completed by June 2022.

### **Component 2: Install pay-on-exit parking in town centre car parks**

27. One of the other challenges the town centre faces is that residents and businesses perceive parking in the town as a barrier to customer visits.

28. This component would replace existing pay and display from the most frequently used Council-owned Central Car Park and Victoria Road Car Park with pay-on-exit parking, to encourage increased visits and lengths of stay.

29. Pay-on-exit car parking has been proven to increase the length of stay in town centres and the economic benefits have also been demonstrated by the Association of Town Centre Management in their report *In Town Parking: What Works?* (2014).

30. The objectives of the project are to:

- Allow car park users to benefit from more convenient, modern and cost-effective parking payment systems;
- Generate more, and longer, visits to the town, with increased dwell-time;
- Increase town centre vibrancy and in-centre spend;
- Make parking in the town more attractive and convenient; and
- Address the perception that parking is a barrier to the town centre.

31. A performance specification has been produced by an internal project team of officers for the supply, installation and maintenance of pay-on-exit equipment and the Council has commenced a procurement process for the replacement infrastructure via the ESPO Parking Management Solutions framework. This covers the supply, installation and maintenance of pay-on-exit products and services.

32. The programme for the installation of the pay-on-exit infrastructure is for installation to commence in early 2021 and to be completed by the end of financial year 2020/21.

33. In order to actively monitor and issue Penalty Charge Notices, parking orders will have to be updated and advertised. This paper seeks approval for the Director of Place Services in liaison with the portfolio holder to progress and agree any changes necessary to implement the new orders.

### **Component 3: Bring forward development of the High Street car park site**

34. Horley is over-served by visually unattractive surface car parking, yet at the same time has a lack of attractive town centre living choices and modern flexible units for commercial, business or leisure use.
35. In line with Reigate and Banstead 2025, the underutilised High Street Car Park therefore presents the Council with a real opportunity to secure the delivery of homes that can be afforded by local people and which provide a wider choice of tenure, type and size of homes.
36. As a site within the Council's ownership, the Council can work in a targeted way to address local affordability issues to provide affordable rent homes, maximising site density to improve viability.
37. The development of this site will contribute towards fulfilling Objective 1 of the Council's Housing Delivery Strategy, to use Council assets to deliver additional housing via a Housing led scheme. Like Pitwood Park and Cromwell Road, the Council will be delivering homes on its own land.
38. The site is allocated in the Development Management Plan for a residential led mixed use development incorporating retail/leisure as part of policy HOR1 and this component will enable the Council to progress plans for a high-quality scheme, providing
- Well-designed homes that offer a choice of tenures and sizes.
  - Delivery of up to 1,500 sqm of flexible use space such as commercial, community, leisure and or employment uses.
  - An improved pedestrian environment and better relationship between this site and the rest of the town centre, particularly the subway and the High Street public realm improvements (a requirement of the Development Management Plan is that the development is subject to the improvement of the subway).
  - Leverage a revenue income stream for the Council via the commercial units and retention of the freehold.
39. Progression from feasibility to the next stage of design development will be dependent on further approval from Executive. It is intended that a report will be presented to Executive at a later date presenting the outcome of the feasibility study, to approve project costs to planning and to proceed to the submission of the planning application.
40. The anticipated timeframe for this project is for feasibility to be undertaken between October and December 2020 and, subject to further Executive approval, for a planning application to be submitted early in financial year 2021/22.

### **Professional Team Procurement**

41. To ensure that the Programme is fully coordinated in all aspects and that it is designed in a comprehensive manner, officers have commenced a competitive procurement process to commission a single professional team to lead the design process across the Programme, including the design development of the public realm improvements and subway refurbishment, and the development of the High Street Car Park site.



42. Funding for the commissioning of the professional team is included within the individual project budgets set out within this paper.
43. The procurement process for the professional design team is via restricted tender as the value is anticipated to be less than the OJEU threshold for services with each project being considered as a separate commission.
44. A range of professional and technical services will be required to bring forward the Programme. The professional design team will include Architect, Landscape Architect, Civils and Structural Engineer and Building Services Engineers in addition to a range of other consultancy services such as Contract Administrator, Project Manager and Quantity Surveyor.
45. For the professional design team, the procurement process will cover Royal Institute of British Architects design stages to planning submission with each stage having to be instructed before the consultants progress to the next stage. Progression to the next stage will be subject to approval, funding being in place and an instruction from RBBC to proceed.
46. A tender has also commenced for Contract Administrator, Project Manager and Quantity Surveyor consultancy services from a single company. These services will be tendered for all project phases, from inception through to completion, with progress to the next stage again subject to approval, funding being in place and an instruction from RBBC to proceed.

### Project Phasing

47. Each element of the Programme has a separate timeframe, that combined can be summarised as phases as shown in the table below; note that the project timescales are indicative at present.

Phase	Description	When
Phase 1	Procurement of professional team for the High Street public realm improvements, subway refurbishment and High Street Car Park  Procurement of contractor to design, supply and install pay-on-exit car parking	Now – October 2020
Phase 2	Preliminary design and feasibility/options studies for the High Street public realm improvements, subway refurbishment and High Street Car Park	October 2020 – January 2021

Phase 3	Detailed design and planning for the High Street public realm improvements, subway refurbishment and High Street Car Park  Implementation of pay-on-exit car parking	January 2021 – August 2021  January - March 2021
Phase 4	Implementation and construction:  High Street public realm improvements  Subway refurbishment  High Street Car Park redevelopment	Autumn 2021 – spring 2022  Winter 2022 – summer 2022  Summer 2022 – winter 2023

## OPTIONS

48. **Option 1 (not recommended):** Do nothing - do not take forward further regeneration activity in Horley Town Centre, rather let 'market forces' determine how the town responds to macro-economic and local development pressures.
49. This option does not deliver any improvements or change in the town centre to help the town respond to ongoing challenges or make it a more attractive place to visit or invest.
50. **Option 2 (recommended):** Deliver a comprehensive package of improvements to the town centre to make it more attractive to access and visit.
51. This option is the preferred way forward as it continues the programme of High Street improvements and addresses the longstanding issue of the poor condition of the subway. It also addresses a recognised barrier to residents parking and spending time in the town centre and moves forward the development for one of the key remaining regeneration opportunities in the town centre, delivering new housing, commercial and leisure uses and demonstrating the public sector's commitment to ongoing change and improvement.
52. **Option 3 (not recommended):** Deliver pay-on-exit parking at Central and Victoria Road car parks, public realm improvements and subway refurbishment but do not progress with the development of the High Street car park.
53. This option would continue the programme of public realm improvements, address the longstanding issue of the subway and tackle the recognised barrier to residents parking and spending time in the town. However, the unattractive High Street Car Park will remain undeveloped and the opportunity for vibrant new mixed-use development will not be realised. The success of the public realm and subway works would be undermined by the continued presence of the unattractive High

Street Car Park and the success of Central and Victoria Road car parking improvements would be undermined by the High Street Car Park remaining undeveloped and in use.

54. **Option 4 (not recommended):** Deliver public realm and subway improvements but do not progress with the development of High Street Car Park or pay-on-exit car parking at Central and Victoria Road car parks.

55. Option 4 continues the programme of public realm improvements and addresses the longstanding issue of the subway. However, it does not address the recognised barrier of poor parking options for residents and visitors wishing to spend time in the town. The unattractive High Street Car Park will remain undeveloped and the opportunity for its development will not be realised. Success of public realm works and subway improvements will be undermined by continued presence of unattractive High Street Car Park.

56. **Option 5 (not recommended):** Deliver pay-on-exit car parking at Central and Victoria Road car parks but do not progress with public realm or subway improvements or the development of the High Street car park.

57. Option 5 addresses the recognised barrier to residents parking and spending time in the town. However, the High Street Car Park will remain undeveloped and the opportunity for its development will not be realised together with the opportunity to extend successful High Street public realm works. The unattractive subway would remain a barrier to increasing walking / cycling journeys to the town centre.

58. The preferred option (Option 2) will deliver and unlock maximum benefits for the town centre. The inter-related and complementary nature of the components proposed means that without any single component the rest of the package will not deliver maximum value or benefit for the town centre.

## LEGAL IMPLICATIONS

59. The Council has general powers of competence under Section 1 of the Localism Act 2011 to undertake any activity which an individual with full capacity may undertake. This includes improving service provision and quality of life in identified regeneration areas by developing the Council's own land.

60. The Council has wide ranging powers to undertake development activity for the well-being of the Borough as outlined above. The recommendations in this report do not conflict with the statutory powers available to the Council.

61. The procurement of consultants and contractors required to perform the contract will comply with the Council's Contract Procedure Rules and any applicable EU or subsequent national legislation.

62. The legal risks associated with this matter continue to be fully assessed and mitigated.

## FINANCIAL IMPLICATIONS

63. A summary of the Programme budget requirements are summarised in the table below.

Budget Source	Budget activities	Amount
RBBC capital programme	Public realm works	£600,000
	Pay-on-exit car parking	£53,900
RBBC revenue budget programme (reserves)	Housing schemes	£37,600 (feasibility and options study only)
External grant	For the programme as a whole	£229,600
SCC Section 106 funding	Works to the subway	£586,858

64. An overview of each project budget is provided below with a detailed breakdown in Appendix 1. The LGF allocations are provisionally allocated across the projects and are subject to change based on individual project funding requirements:

### High Street public realm improvements

65. The public realm improvements have a budget allocation within the Council's Capital Programme of £600,000. Together with a provisional LGF grant funding allocation of £17,700, the total anticipated budget is £617,700 net of VAT.

66. The public realm works will be agreed with SCC as Highway Authority as it is their responsibility to manage and maintain the works once completed.

### Subway refurbishment

67. The subway refurbishment project has a budget of circa £647,000 which is made up primarily of S106 contributions held with SCC and an element of LGF grant funding.

68. The programme of works and the detailed costings of the recommended subway works will be available once the feasibility study is completed; this will be reported back to Executive at a later date.

69. The scope of the works and any future maintenance requirements need to be agreed between Network Rail, SCC and RBBC and the scheme will be designed to ensure that on-going costs are minimal. Should a maintenance requirement be identified that is greater than existing maintenance budgets held by third parties, this will be negotiated and contingency options considered.

### Pay-on-exit car parking

70. Pay-on-exit car parking currently has an anticipated funding requirement of £140,000 with £86,100 of this being external grant funding. Additional funding of £53,900 is requested from the Council's Capital Programme to make up the shortfall. The budget will be refined on receipt of tender returns from suppliers.

71. It is anticipated that there will be an operational saving through the installation of the new equipment; this will be ascertained during the tender process. It is estimated that there will be a minimum of 5% savings on current costs as advised by the Council's Parking team.

72. It is further forecast that there will be an uplift in parking income albeit that it will be from a lower starting position as a result of COVID-19 and it is estimated that the total parking income for 2021/22 in Horley will be an estimated third lower than usual.

### **High Street Car Park**

73. The High Street Car Park has an anticipated funding requirement of £103,400 including contingency to complete the feasibility stage. This will be funded by £65,800 LGF grant funding together with £37,600 funding from the Council's Commercial Ventures (Feasibility Studies) Reserve. The Commercial Ventures (Feasibility Studies) funding will be capitalised should the project proceed.

74. It is requested that a provisional capital allocation be made at an early stage for the costs relating to taking the project to planning. A preliminary budget has been identified to take the development through to planning of £420,000 of which £103,400 is for feasibility. A more refined project budget will be presented to Executive on completion of feasibility to confirm capital requirements.

75. The estimated costs post planning have not yet been quantified as the total project costs will be developed in collaboration with a Quantity Surveyor and will continue to be further refined as design development takes place. The estimated total project budget will be presented to Executive at a later date.

76. The on-going costs in relation to the project post completion will be ascertained in liaison with the Council's Housing and Property teams and external advisers. A number of factors that will be developed during the project design stages will impact on the potential revenue costs associated with an operational asset, these include:

- The number and nature of any non-residential spaces and anticipated rental income;
- The number and tenure of new homes built i.e. the mix of private sale, shared ownership and affordable rent homes;
- External spaces being provided; and
- The management and maintenance regime for the new asset.

77. There are several income streams associated with the existing car park; these relate to rental income from a council owned property on the site, the advertising hoardings located on the perimeter of the site and parking income.

78. The type of income streams that can be anticipated from the new development include items such as capital receipts from the sale of any market sale or shared ownership homes and rent from residential and commercial units.

### **EQUALITIES IMPLICATIONS**

79. An Equalities Impact Screening Assessment has been completed for each project within the Programme. These have identified that when completed the Programme will have positive or neutral impacts on all equalities target groups.

### **COMMUNICATION IMPLICATIONS**

80. The Council's Communications Team working with the Place Delivery Team will take overall responsibility for Programme and project communications to the public. As such, a Communications Plan will be prepared.

81. As well as utilising existing channels such as the Council's website and social media to convey key messaging regarding the investment in Horley town centre to businesses and residents, proactive communication with stakeholders will be undertaken at all stages of the Programme. As such, an extensive stakeholder matrix has been prepared.

82. The Programme will seek to engage residents and businesses in relation to the proposals. It is envisaged that a minimum of one round of public engagement will be undertaken to seek feedback to design proposals in relation to the public realm improvements, subway refurbishment as well as emerging proposals for the High Street. The appropriate method of engagement will be discussed and agreed with relevant Council teams and the Council's communications channels used to promote the engagement.

83. A member officer working group is being established to oversee progress in relation to the Programme; the group will also be involved in reviewing and helping to implement the programme level Communications Plan and stakeholder management in relation to each of the projects. This will include liaising with Horley Town Council and SCC members.

84. Regular updates will be provided to the emerging Place and Prosperity Partnership and it is anticipated that the Programme will form part of the initial agenda that is communicated to the group.

### **RISK MANAGEMENT CONSIDERATIONS**

85. The Programme will be managed within the Council's programme management office to ensure accountability. Project documentation will include the maintenance of a risk registers for the programme and each project. This will be a dynamic document that is regularly reviewed and updated. Key risks will be reported to the officer level People and Place Board as part of monthly highlight reports.

86. As each of the projects is at an early stage, pre-feasibility, project costs are a risk together with programme overrun. For this reason, as highlighted earlier in the report, it is anticipated that the High Street Car Park development and subway refurbishment be brought back to Executive when the feasibility is completed. At this stage, there will be greater certainty regarding project costs and programme.

87. COVID -19 has been identified as a potential risk that could impact on the Council's ability to recruit a professional team/consultants/suppliers leading to delays to project expenditure and outputs. In order to mitigate this as far as possible, procurement will be via a competitive process; a number of companies will be invited to tender for services and works, this will reduce the likelihood of delay and increase the likelihood of identifying a supplier that is able to undertake works within the required timeframes. Programmes have been designed to accommodate some scope for additional time to procure, if required.

88. The risk of a lack of public support to the proposals will be mitigated through early engagement and communication to ensure that stakeholders are informed and have an opportunity to give their views about the proposals.

89. Capacity to deliver the projects at an internal and partner level could also be a risk. Detailed project planning will identify any need for further resourcing at the outset and realistic timescales set.

90. Both the subway improvement and High Street Car Park development project will need close liaison with Network Rail as each require Network Rail's approval to proceed. A Basic Asset Protection Agreement will be entered into with Network Rail to ensure that there is close liaison with this adjoining landowner and initial conversations have already taken place. A Report on Title has been commissioned to better understand site constraints, restrictive covenants, easements, wayleaves etc.

91. If the Capital funding requests are not approved, the primary risk to the project is that the Council would not be able to progress the Programme in a timely manner which would put the external grant at risk, this would lead to a reputational risk to the Council as it has committed to being able to spend the £229,600 of LEP grant funding fully within this financial year.

92. Should the Council be unable to spend the grant in full or not be able to complete the projects by 2025, the funding could be lost and the Council could be asked to repay the grant. The Council would therefore be accountable to Coast to Capital for why it is no longer able to deliver one or more of these projects. The Council might have to repay any money that it has claimed and this would then place financial pressure on the Council to cover any expenditure incurred to date. This risk would need to be mitigated through negotiation with the funding body at an early stage should it be identified that the anticipated timescales are at risk.

#### **OTHER IMPLICATIONS**

93. There are no other implications arising from this programme.

## **CONSULTATION**

94. Public consultation and engagement regarding the Programme and individual projects therein will be undertaken as set out above. The Council will proactively engage with stakeholders to ensure that there is an opportunity to comment on the town centre regeneration proposals.
95. The programme has been presented to Leadership. This is supported by Portfolio Holder briefings with the Executive Member for Place and Economic and the Executive Member for Housing and Benefits.
96. Representatives from Council teams including Housing, Neighbourhood Services, Economic Prosperity and Property participate in project team meetings and are directly involved in the Programme. A representative from SCC is also invited to participate in project meetings.
97. This report has been prepared in consultation with the Council's Finance, Human Resources and Legal teams.

## **POLICY FRAMEWORK**

98. There is strong strategic justification for investing in this area of Horley.
99. Surrey County Council's Community Vision for Surrey includes key 'place' ambitions, including appropriate housing for all, that businesses thrive in Surrey, and for well-connected communities with effective infrastructure, that grow sustainably. This programme, through partnership working with Surrey, will contribute to achieving these ambitions in Horley.
100. Reigate & Banstead 2025: this sets out the Council's priorities for the next five years. This project is consistent with the plan's objectives to:
- With our partners, invest in our town and village centres, so they continue to be places where people choose to live, work and visit
  - Drive the continued economic prosperity of the borough
  - Secure the delivery of homes that can be afforded by local people
  - Work with partners to create strong, safe and welcoming communities
101. The Core Strategy: this sets the vision for Horley that by 2027 'the vitality and vibrancy of Horley will be restored'. It prioritises Horley Town Centre as a regeneration area requiring further investment. The Programme is consistent with this policy and will help deliver the Council's regeneration ambitions for the town.
102. The Horley Masterplan sets out the Council's long-term strategy to deliver high quality sustainable new development in the town accompanied by regeneration of the Town Centre. Through the Masterplan, a considerable amount of new housing has already been provided in Horley. The Programme will contribute to the continued delivery of the Masterplan, building on the considerable public sector investment that has happened in and around the town in recent years.



103. The Development Management Plan allocates the High Street Car Park for a mixed use development with approximately 40 homes and 1,000 sqm of retail/leisure as part of policy HOR1.
104. Housing Delivery Strategy 2020-2025: this sets out the Council's housing priorities for the next five years. The High Street Car Park project is consistent with the strategy's ambition and objectives to:
  - Boost the numbers of homes that are affordable to more households in the borough
  - Use our land and assets to deliver additional housing
105. Surrey County Council's draft 2018 Reigate and Banstead Local Transport Strategy seeks to encourage economic growth across the borough, encourage more sustainable transport in the borough (by foot, bicycle and public transport), and improve air quality.
106. The Local Transport Strategy particularly identifies an opportunity to improve accessibility to promote economic regeneration in Horley town centre, as well as (more generally) to improve walking and cycling provision and reduce car use and congestion, which this programme will contribute to.
107. The Horley Town Improvement Study undertaken by Horley Town Council and Horley Town Management Group, supported by the Council, includes proposals to 'improve the look and feel of the public realm' (including the underpass), improve the leisure offer, address the parking 'barrier' by implementing different payment options, and consider redevelopment of some under-used car park sites.
108. The Horley Town Centre Vision prepared by the Horley Town Centre Management Group (comprised of local business and community representatives) builds on the Improvement Study. It includes proposals to implement different payment options at car parks, consider redeveloping surplus car park(s), and improve the subway.
109. This programme will help deliver the community vision set out in these two Horley Town Council documents.

**Background Papers:**

None.

## Appendix 1

### Detailed Budget Breakdown

Project	Funding Requirement					Funded By				Notes
	Revenue / Capital	2020 / 2021	2021 / 2022	2022 / 2023	Total	RBBC	SCC (Surrey County Council - S106 funding)	Grant funding (Local Growth Fund)	Total	Notes
		£000	£000	£000	£000	£000	£000	£000	£000	
Subway Improvements	Capital	82.5	282.2	282.2	646.9	0	586.9	60.0	646.9	
High Street Public Realm phase 4	Capital	17.7	600	0	617.7	600	0	17.7	617.7	£600k already included in the council's approved capital programme 2020-2025.
Central and Victoria Car Parks pay on exit	Capital	140	0	0	140	53.9	0	86.1	140	£53.9k in-year capital cost pressure to be approved.
High Street Car Park redevelopment site	Revenue funding initially	103.4	0	0	103.4	37.6	0	65.8	103.4	Initial funding for feasibility and options study only
		343.6	882.2	282.2	1508	691.5	586.9	229.6	1508	

Executive  
17 September 2020

Agenda Item: #  
Delivering Change in Horley Town Centre