



Horley Strategic Business Park Development Brief Supplementary Planning Document

Draft for Consultation

November 2021

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

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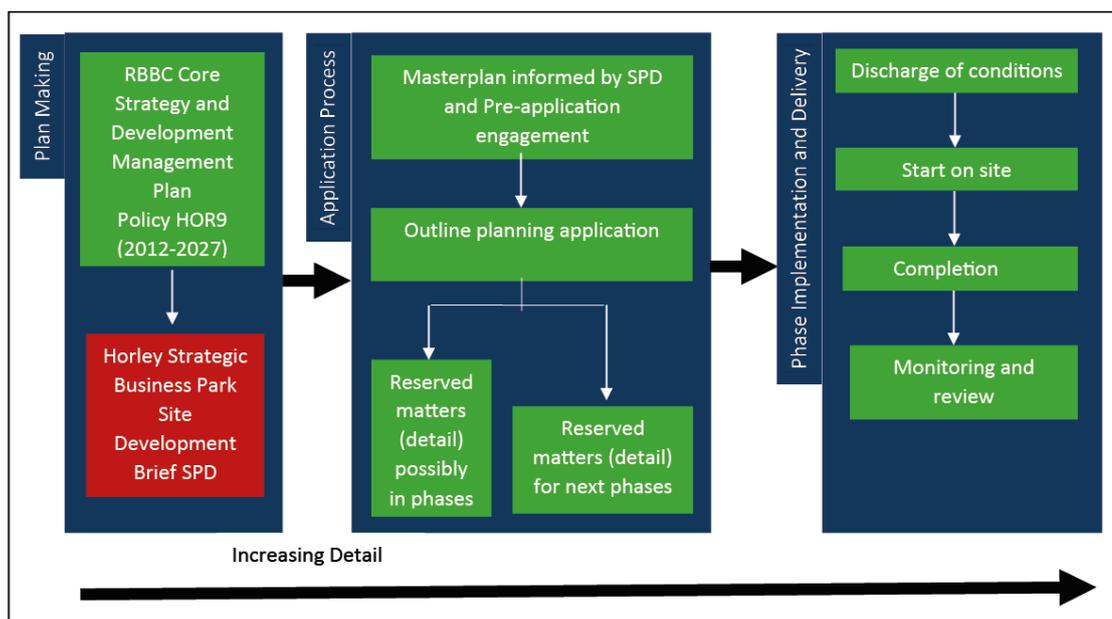
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Section 1: Introduction

a) Purpose of this Supplementary Planning Document

- 1.1 Reigate & Banstead Borough Council (the Borough Council) adopted its Development Management Plan (DMP) in September 2019. As explained in the “Policy Context” section below, a key site allocation of the plan is the DMP site allocation Policy HOR9 Horley Strategic Business Park.
- 1.2 This Development Brief has been prepared as a Supplementary Planning Document (SPD). It is therefore not part of the borough’s development plan, does not introduce new policy, and is not prescriptive. It provides guidance on the Borough Council’s key development plan policies relevant to the development of the site, in particular, DMP Policy HOR9. On adoption, the Development Brief SPD will be a material consideration in assessing development proposal for the site.

Figure 1: Context of the SPD in the site’s development



- 1.3 The Borough Council’s Planning Policy Team has produced this Development Brief SPD to assist with the planning, delivery, and on-going functioning of the Horley Strategic Business Park, as is required by DMP Policy HOR9. The SPD provides guidance and illustrative scenarios to inform preparation of the site owners and promoter’s masterplan in consultation with the Borough Council as local planning authority, as which is required by policy HOR9 to accompany and inform planning applications for the site’s development. It will also help other interested organisations and consultees to have a more comprehensive appreciation of the issues.

- 1.4 This SPD will help the site's landowners and developers achieve the successful development of the site in a manner which delivers the policy requirements and supports the sustainable economic, social, and environmental future of the site and the wider area.
- 1.5 The SPD has been prepared by the Borough Council's Planning Policy Team, in accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), hereafter referred to as the "Local Planning Regulations".
- 1.6 The Borough Council is required by law to prepare, and to review every 5 years, a "Statement of Community Involvement" (SCI). A SCI must set out how and when the Borough Council will involve the community and other stakeholders regarding planning matters. The Borough Council's current SCI was adopted in April 2019 and sets out the requirements for the preparation of planning policy documents, including this SPD, and the consideration of planning applications. You can use [this link to view the R&B Council's SCI April 2019](#). The SCI's Figure 3 summarises the stages in preparing SPDs such as this. The Borough Council's Planning Policy Team has considered the requirements of its SCI, as well as the Local Planning Regulations in preparing this SPD.
- 1.7 As required under the "Strategic Environmental Assessment Regulations 2004", SI 2004 No.1633 and the "Conservation of Habitats and Species Regulations 2017 (as amended)", the Horley Strategic Business Park SPD has been "screened" to determine whether the SPD should be subject to Strategic Environmental Assessment (SEA) and / or Appropriate Assessment (AA). The Council's Planning Policy Team's opinion on both is set out in its SEA/HRA screening statement, which found that the SPD does not require full SEA and AA assessments. This was confirmed by the three statutory consultation bodies.
- 1.8 Preparation of this draft SPD has been informed by the key relevant DMP Policy, HOR9 and its Explanation text and other relevant plan policies, Planning Policy officer's desk top work; workshops with various officers, councillors, locals, and written input from infrastructure providers; and consultants' Economic Demand and Impacts, and Design reports.
- 1.9 The comments and issues raised by various interested organisations that have been involved in the drafting of this SPD, and how their comments have been addressed, are summarised in the Initial Consultation Statement accompanying the draft SPD consultation.
- 1.10 Key input to the SPD is acknowledged from specialist design and economic consultants David Local Associates and Chilmark Consulting. The key findings of both of their reports are presented in this SPD, and the full reports are available for reference alongside the consultation draft SPD.

- 1.11 **Chilmark Consulting's** "*Horley Strategic Business Park Economic and Market Assessment: Market Demand and Supply and Economic Effects*" (February 2021), confirmed key issues relation to the likely demand for additional floorspace for employment and supporting uses in this location; and potential impacts on Horley and Crawley town centres, existing employment areas nearby, and on existing and committed business parks nearby. [You can use this link to view Chilmark Consulting's 2021 Horley Strategic Business Park report on the Borough Council's website.](#)
- 1.12 **David Lock Associates** was commissioned by the Borough Council's Planning Policy Team to produce "*Horley Business Park: Design Principles and Options*" (March 2021). This report was commissioned to consider the opportunities and constraints presented by the site's development allocation, to set out a series of "Design Principles" that will guide the site's masterplan and development, and finally, to present "Design and Massing options" as potential scenarios to consider for the development of the site. [You can use this link to view David Lock Associates 2021 Horley Business Park report on the Borough Council's website.](#)
- 1.13 In accordance with the "Local Planning Regulations" (Regulations 12 and 13), the Borough Council will invite comments on this draft SPD over a period of at least four weeks. All representations received during this formal consultation period will be taken into consideration in the visual and marketing preparation of the final SPD. Once adopted, the SPD will be used by the site owners and promoters to inform the masterplan which they are required by DMP Policy HOR9 to prepare in consultation with the Borough Council, and to submit at the outline planning consent stage to inform the planning application, as well as the planning application itself.
- 1.14 The Development Brief SPD establishes a Vision for the site; provides guidance to inform the masterplan that the developers are required to submit at the outline planning application stage; and includes design principles to help assist in the design of development and its delivery.

Section 1 of this SPD provides the introduction and policy context for this SPD.

Section 2 summarises the main features of the site, its context in the surrounding area, and the key constraints, challenges, and opportunities to its development.

Section 3 is the Vision for the site.

Section 4 sets out the key masterplanning considerations for the site, including design principles.

Finally, *Section 5* highlights the key issues in delivering Horley Strategic Business Park, the new public open space and the supporting uses.

b) Policy Context

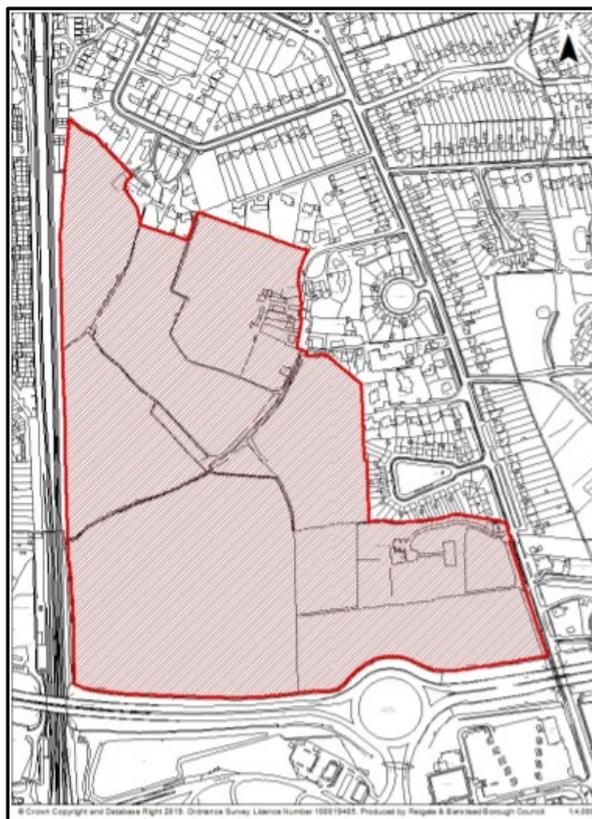
- 1.15 The Horley Strategic Business Park is identified and allocated for development in

Reigate & Banstead Local Plan: Development Management Plan (DMP)
September 2019 Policy HOR9 to provide:

- A strategic business park of predominantly offices
- A complementary range of commercial, retail and leisure facilities to serve and facilitate the main business use of the site and
- At least 5ha of new high quality public open space, including parkland and outdoor sports facilities.

1.16 Located south of Horley and north of Gatwick Airport and Crawley, the site is in a key strategic location with direct access to the Gatwick Airport, the strategic road network (J9A of the M23 spur road) and rail. The allocation of this site for a high-quality strategic business park is proposed to meet the strategic office needs of the borough and of the adjoining Crawley borough and wider Gatwick Diamond economic sub-region, which would otherwise be unmet. This will help to strengthen the economic role of this sub-region.

Figure 2: Horley Strategic Business Park site allocation area Policy HOR9
Source: Reigate & Banstead Development Management Plan (Sept 2019)



Reigate and Banstead Local Development Plan and Planning Guidance

1.17 Reigate & Banstead borough's Core Strategy 2014 (Reviewed 2019) is the

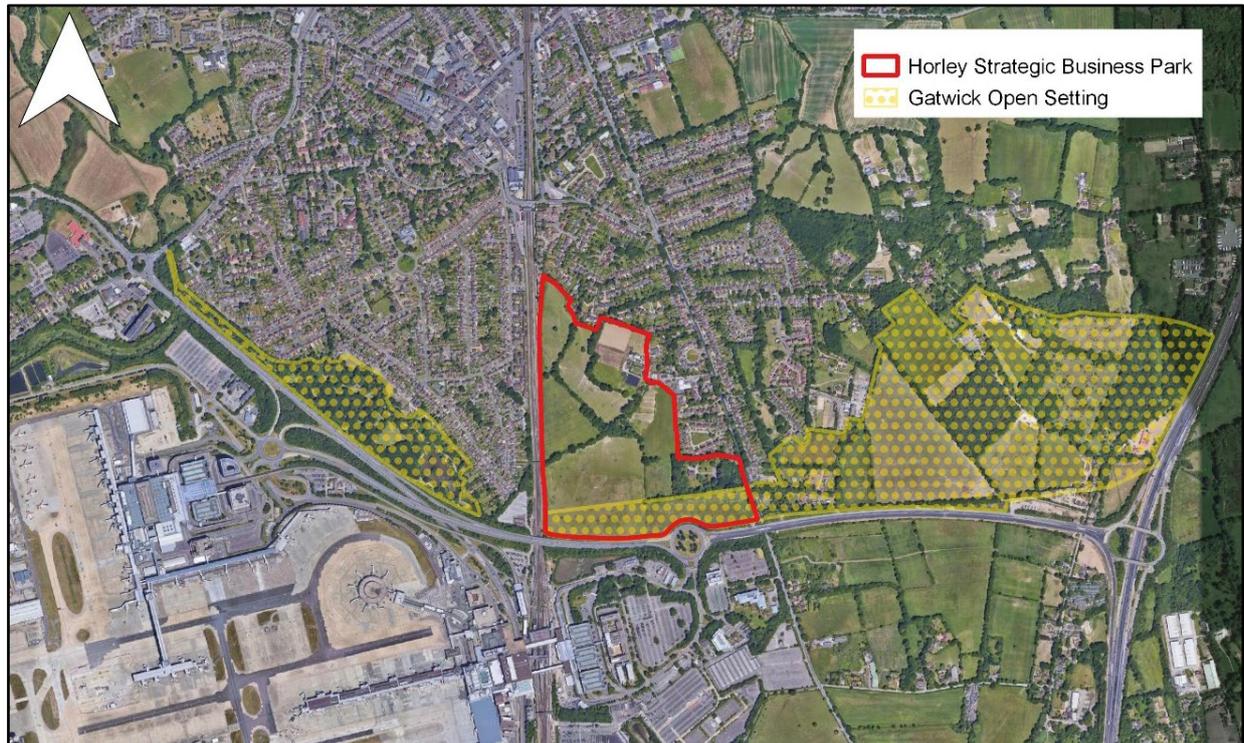
first part of the borough's development plan (also known as a local plan). It sets out the broad quantum of development planned for the borough over the 15-year plan period of 2012 -2027, based on identified needs and constraints to achieve a sustainable development strategy.

- 1.18 The Explanation to Core Strategy Policy CS5 *Valued People and Economic Development* (paragraphs 5.5.6, 5.5.8 and 5.5.11) provides the context to why this site is suitable for a strategic business park. This includes its location in the Gatwick Diamond and its proximity to Gatwick Airport. This includes potential for identification of a strategic employment development through joint working with other authorities, and potential for production of an SPD.
- 1.19 The borough's **Development Management Plan (DMP) 2019** provides detailed policies and site allocations to deliver the Core Strategy's strategic framework. DMP Policy HOR9 'Horley Strategic Business Park' outlines the specific requirements and considerations for the development of the strategic business park. [You can use this link to view Reigate & Banstead Borough Council's Local Development Plan on the Borough Council's website.](#)
- 1.20 As well as Policy HOR9, a number of other DMP policies are relevant to the development of this site. The relevant policies and their requirements are summarised below, although the full DMP Policy with its supporting Explanation must be considered in drawing up the masterplan and development proposal.
- Policy EMP5 *Local Skills and Training Opportunities* details the requirements for employment skills and training for new employment developments.
 - Policy RET5 *Development of Town Centre Uses Outside Town and Local Centres* outlines criteria that need to be taken into consideration in impact assessments for town centre uses outside town and local centres.
 - Policy DES1 *Design of new development* recognises that the character and local distinctiveness of the borough is part of what makes the borough special and therefore details the design criteria for new development.
 - Policy DES8 *Construction Management* recognises that the construction phase of development can have a detrimental impact on the amenity and safety of neighbours and highway users if managed ineffectively and therefore outlines the construction management requirements for developments.
 - Policy DES9(2) *Pollution and Contaminated Land* recognises that in areas of poor air quality (identified as Air Quality Management Areas), development must be designed to minimise the users' exposure to air pollution, both internally and externally. Policy DES9(3) requires residential development proposals to include a full noise impact assessment, which may potentially be relevant for any hotel proposed on the site.

- Policy OSR2 *Open Space in New Developments* and OSR3 *Outdoor Sport and Recreation* outline the requirements for open space provision in the borough.
- Policy TAP1 *Access, Parking and Servicing* recognises that new development has a role to play in ensuring that the increased demand for travel arising from development does not adversely affect the efficiency and safety of the local transport network. It therefore outlines the requirements for access, parking and servicing for new development.
- Policy CCF1 *Climate Change Mitigation* recognises that the borough has a role to play in mitigating climate change and therefore encourages the use of sustainable construction methods and materials and outlines the energy requirements required as part of new developments.
- Policy CCF2 *Flood Risk* outlines the climate change allowances and flood risk considerations that need to be taken into consideration as part of new developments.
- Policy NHE1 *Landscape Protection* requires development proposals located between Horley and Gatwick Airport to comply with a number of requirements (including ensuring that a physical break is maintained between Horley and Gatwick Airport) and outlines a number of more general landscape criteria that development proposals are required to comply with.
- Policy NHE4 *Green and Blue Infrastructure* requires new development to take into consideration green and blue infrastructure, appreciates that green and blue infrastructure supports economic development and recognises that green and blue infrastructure can extend across administrative boundaries.
- Policy INF1 *Infrastructure* provides detail on the infrastructure requirements required as part of new developments.
- Policy INF2 *Community Facilities* requires new community, sports and recreational facilities to have no adverse impact on residential amenity or the character of the area.
- Policy INF3 *Electronic Communication Networks* requires all new development to be connected with high speed and reliable broadband.
- Policy NHE1 *Landscape Protection* designates a strip of land 111 metres wide along the southern site boundary abutting the M23 spur road and A23 Airport Way as “*Gatwick Open Setting*”. This is reflected on the policies map with the designation of Gatwick Open Setting. The Policy requires development proposals between Horley and Gatwick to have regard to the open setting of Gatwick Airport consistent with adopted planning policies in adjoining areas.

- Policy NHE1(3) requires development proposals located between Horley and Gatwick Airport to ensure that a physical visual break is retained to reinforce the identity and separateness of the settlement of Horley from Gatwick Airport and Crawley. This can be achieved through the protection and intensification of existing tree and hedgerow belts and other landscape measures including introducing a suitable and distinct landscape buffer to reinforce the identity and separateness of Horley from Crawley and Gatwick Airport.

Figure 3: Gatwick Open Setting



- 1.21 The Borough Council's [Climate Change and Sustainable Construction SPD September 2021](#) can be viewed using [this link](#). It provides guidance on the application of a number of CS and DMP, including Policies CS4 *Valued Townscapes and the Historic Environment*; CS10 *Sustainable development*; Policy CS11 *Sustainable Construction*; Policy CS17 *Travel Options and Accessibility*; as well as DMP Policies CCF1 *Climate Change Mitigation*; NHE4 *Green and Blue Infrastructure*; NHE9 *Heritage Assets*; DES1 *Design of New Development*; DES8 *Construction Management*; DES9 *Pollution and Contaminated Land*; and TAP1 *Access, Parking and Servicing*. All relevant elements of the Climate Change SPD will need to be considered in drawing up the site's masterplan, some of the key implications for those preparing the masterplan and planning application(s) are summarised in Section 5c) below.
- 1.22 All other Supplementary Planning Documents guidance adopted by the Borough Council that is relevant to the preparation of a masterplan and planning applications for the site should be considered. [You can view these guidance](#)

[documents using this weblink.](#)

- 1.23 Other than the DMP site allocation, there is no significant relevant planning history for this site.

Other Council Plans and Strategies

- 1.24 The Borough Council's current corporate plan, *Reigate and Banstead 2025: Our Five Year Plan (2020)*, sets out the Borough Council's priorities for the five year period 2020-2025. The plan includes the objective of driving the continued economic prosperity of the borough, facilitating improved business infrastructure, and confirming the borough's reputation as a great place to do business. In order to do this, the Borough Council will work with partners to progress the Borough Council's plans for Horley Business Park, supported by infrastructure (including new road access, bus, walking and cycling routes, and a new public park), and other investment and benefits for the local area (such as jobs for local people including during construction). The plan also includes a commitment to act in an environmentally responsible way. [You can use this link to view the Borough Council's five-year plan for the borough.](#)
- 1.25 Reigate & Banstead agreed its *Environmental Sustainability Strategy and Action Plan* in 2020. This Strategy document explains how the Borough Council can and will achieve positive environmental change across the borough, working with residents, communities, businesses, and other partners. The Strategy is supported by an Action Plan which sets out actions that the Borough Council will take within its own areas of responsibility to contribute towards environmental sustainability objectives, including through planning policy and processes. Actions include promotion of renewable energy, minimising reliance on person car, increasing the area of soft landscaping, and limiting negative impacts to the wider environment. You can [view the Borough Council's Environmental Sustainability Strategy and Action Plan using this link.](#)

Other Relevant Strategies

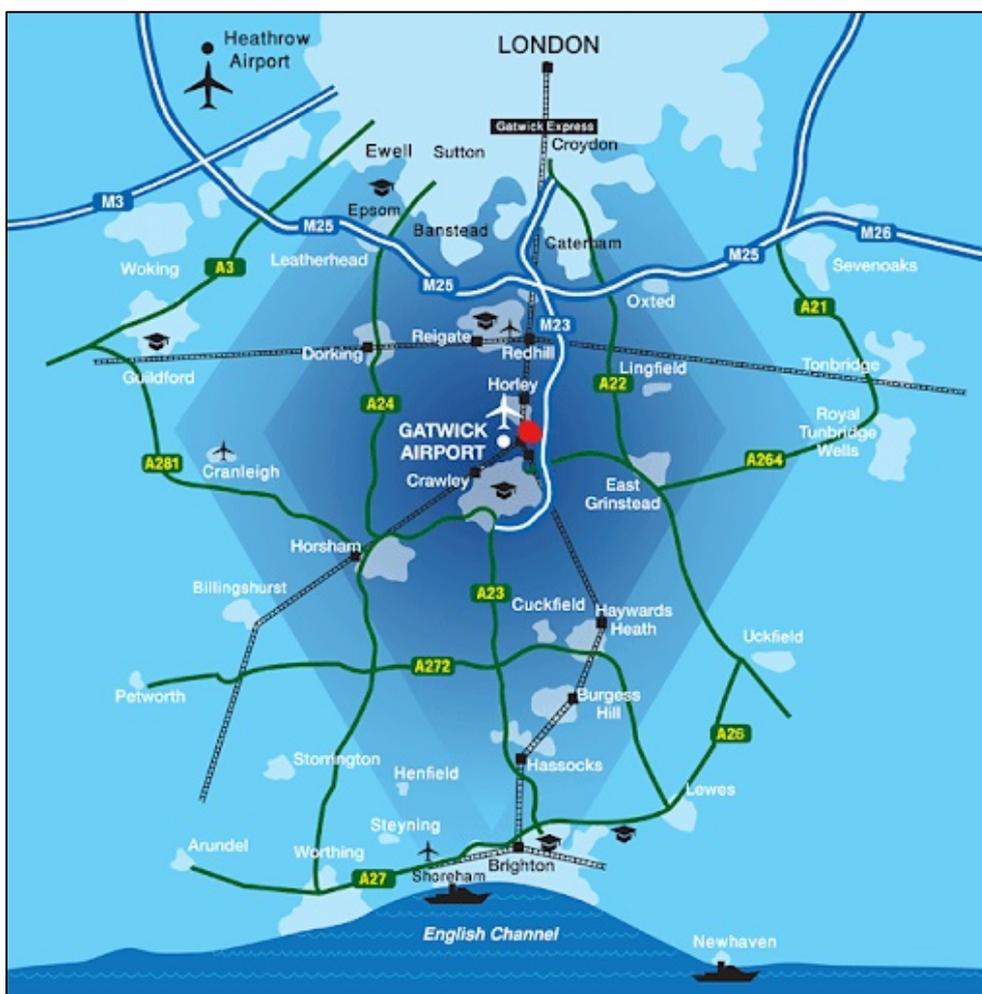
- 1.26 Reigate & Banstead borough lies within the **Coast to Capital Local Economic Partnership** (LEP) area, which has the strongest regional economy in the UK outside of London. The LEP's Strategic Economic Plan for 2018 to 2030 is "*Gatwick 360°*". You can [view the Gatwick 360° Strategic Economic Plan on the Coast to Capital LEP's website using this link.](#) The LEP area is a network of functional economic hubs. Its strong economy partly reflects the competitive advantage of having Gatwick Airport at its geographic and economic heart.
- 1.27 As the second busiest airport in the UK, Gatwick Airport is a key economic driver in the Coast to Capital LEP area. It is recognised by the LEP's Strategic Economic Plan as a main focus for future economic growth, including its role as a

vital gateway for trade which will be key in growing the area's economy after leaving the European Union. The LEPs' Vision for the local economy is to "become the most dynamic non-city region in England, centred around a highly successful Gatwick airport" by 2030.

- 1.28 Located between London and the South Coast and centred on Gatwick Airport (see Figure 4 below), the **Gatwick Diamond Initiative Area** is a vibrant, dynamic and innovative business location that includes areas of East Surrey and West Sussex. The Gatwick Diamond Initiative is a business-led strategic partnership focused on creating the right conditions for sustainable economic growth. With one of the strongest regional economies in the UK, its location gives companies the competitive edge they need to grow in a global marketplace.

Figure 4: Site location within the "Gatwick Diamond" Area

Image Credit: www.gatwickdiamond.co.uk



- 1.29 Companies located in the Gatwick Diamond have easy access to the rest of the UK, and to global markets and key suppliers. The area has a strong communications infrastructure including an international airport, international road, rail and sea links and high-speed broadband access. Many innovative companies have chosen the location for their national and regional headquarters,

with particular representation in the sectors of advanced manufacturing, digital economy including data services and E-commerce, environmental technologies, aviation, financial and professional services, and innovative small companies.

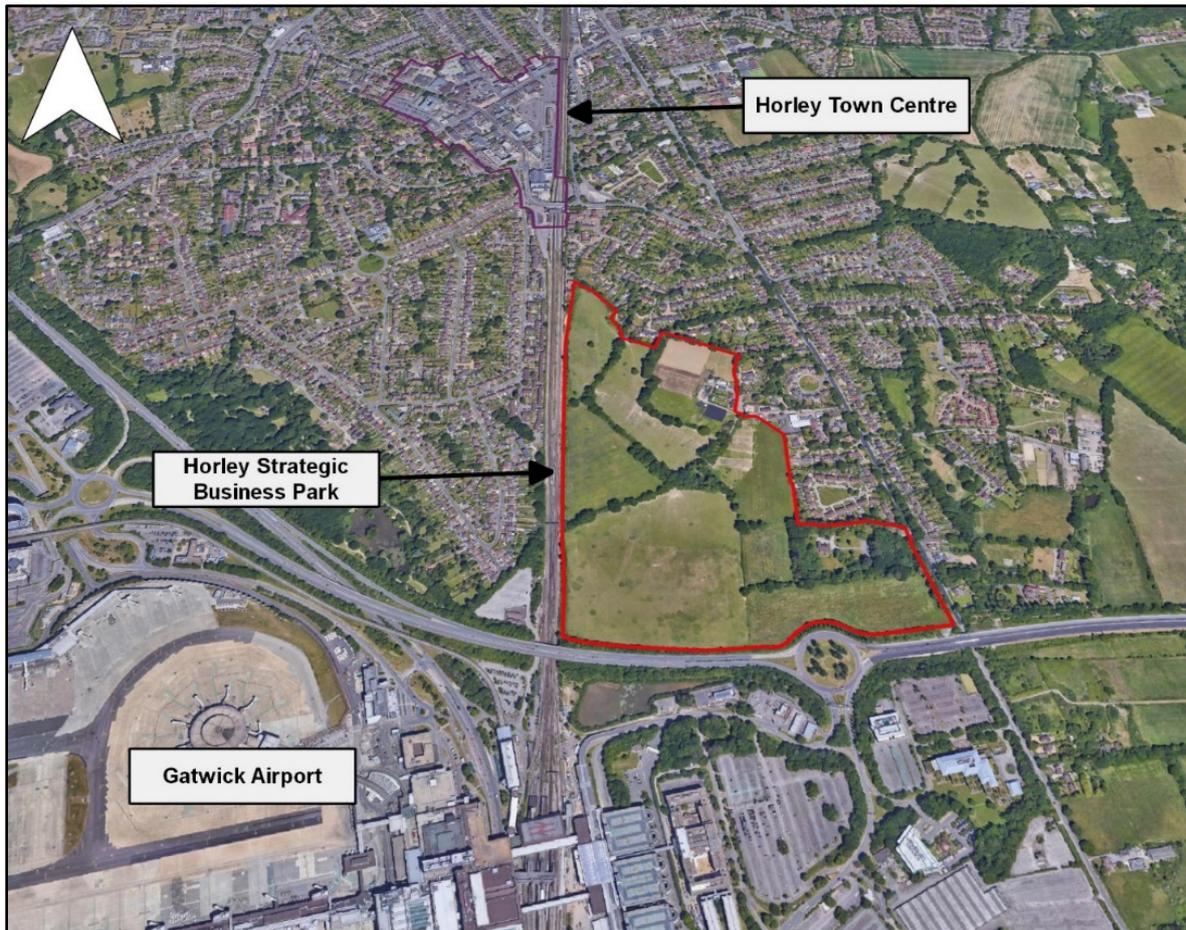
- 1.30 The LEP's economic priorities include to establish a new University focus on business innovation in high growth areas such as the Gatwick Diamond or Croydon in order to strengthen the research and innovation opportunities in those areas. It is acknowledged as an ideal location in which to establish an international headquarters or UK office, open up a research and development centre, establish service facilities, or to start a new business or relocate a growing business.
- 1.31 Due to its strategic location, requirement for high quality business accommodation and unique supply chain opportunities, this business park development site provides an attractive location to local, national, and international businesses, recognised by the Gatwick Diamond Initiative.
- 1.32 The development of this site for a strategic business park has potential to attract world leading businesses to the area, and to raise competitiveness and profile of the borough and of the wider region. The site's development for a business park with complementary supporting uses has potential to create approximately 11,000 Full Time Equivalent (FTE) new jobs in both the office market and the complementary uses, such as food and drink outlets, once the business park is operational, with approximately 4,600 FTE construction jobs during its construction phase.

Section 2: Site Analysis

a) Site Context

- 2.1 Reigate & Banstead extends between Croydon and Sutton on the edge of London to the northern edge of the M23 Gatwick spur road in the south. The borough benefits from enviable road and rail links to central London, the South Coast and the wider South East, and national and international destinations via the A23/M23 corridor, Brighton mainline and the North Downs line, the M25 and Gatwick Airport. The borough is generally very pleasant, with attractive countryside and landscape, four distinctive towns, and a range of smaller settlements. The locational advantages offered by the borough have attracted many national and international companies, including the headquarters of ESure, and Scotia Gas Network Ltd.
- 2.2 Horley town is home to approximately 22,000 people. Due to its excellent transportation links, vibrant community, and access to beautiful countryside, it is an attractive area for people to live, work and invest. The town is one of the borough's major growth areas planned under previous borough Local Plans, which included the Horley Masterplan identifying two new neighbourhoods at north east and north west Horley.
- 2.3 The Horley North East Sector (known as "The Acres") was completed around providing approximately 710 homes and the Horley North West Sector (known as "Westvale") is under construction which will deliver approximately 1,500 homes. Along with more minor site allocations in the DMP, the total growth of Horley will be approximately 2,500 new homes in Horley.
- 2.4 Horley Town Centre is identified by Policy CS6 of the Borough Council's Core Strategy 2014 as a priority location for development and regeneration. Detailed plans were adopted in the Horley Town Centre SPD 2006. Within Horley town centre, a number of developments have recently been completed, including the award-winning Russell Square development providing 90 new apartments and 1,100sqm of commercial space providing cafés, restaurants, and public library.
- 2.5 Town Centre regeneration plans are also in progress, with four planned projects being delivered as part of "Delivering Change in Horley Town Centre". These improvement projects are refurbishing the 1905 subway between the High Street and Station Approach; improvements to the High Street such as street furniture, landscaping and planting and signage; installation of pay-on-exit car parking at the Victoria Road Car Park and Central Car Park; and re-developing the High Street car park to provide new homes and other uses.

Figure 5: Site location context map



2.6 The Horley Strategic Business Park site is located in the borough of Reigate & Banstead, adjoining the administrative boundary of Crawley Borough Council along the north of the A23/M23 Gatwick spur road. The site is approximately 15 minutes' walk south from Horley town centre and north from Gatwick Airport.

Figure 6: View of the site from M23 spur road



2.7 The site is bounded to its south by the M23 Gatwick spur / A23 Airport Way and J9a Airport Way Roundabout; to west by the Brighton Mainline railway line; Balcombe Road (B2306) and the residential cul-de-sacs and crescents off it to the east; and the residential cul-de-sacs and crescents off Victoria Road to the north.

Figure 7: View of the site’s western boundary to the railway line looking north



2.8 Horley is situated on the Wealden Clay Vale, underlain by river terrace deposits, an area of generally flat open landscape. The underlying geology of the Weald lacks hills to provide local features or landmarks, and generally the area now lacks extensive woodland. As a result, buildings become the area’s landmarks, particularly the taller or larger ones such as farm complexes.

Figure 8: Balcombe Road looking south



- 2.9 The site is fairly low-lying and level, with approximately 1m difference between its highest and lowest point in the northern part of the site. It is within the Low Weald landscape of clay geology which is dissected by the River Mole and its catchments, including the Burstow Stream. The lower lying parts of the site in the north and north east are subject to surface water flooding, as are parts of the residential streets to the north.
- 2.10 The site is currently predominantly greenfield and undeveloped. Most of the land is used for grazing and equestrian uses, with mature field boundaries of well-established long-standing trees and hedges. Bayhorne Farm is an agricultural holding in the north east of the site which Surrey County Council leases to a tenant.
- 2.11 Meadowcroft House is an Edwardian building set in approximately 1.2 hectares of grounds with a surface car park for around 40 cars. It currently provides around 370sqm of flexible co-working office space for rent. Regrettably, the site was cleared of most of its trees in late November 2020, and a Tree Protection Order (ref: TPO number RE1503/2021) was served on the remaining trees along the boundary of the site in May 2021.

Figure 9: Meadowcroft House



- 2.12 Public access into and within the site is currently limited. An east-west public right of way footpath (Prow 362a) crosses the site, between Balcombe Road just north of Meadowcroft to the western site boundary with the railway line, where it continues over Network Rail's footbridge to come out at The Crescent. This public right of way broadly follows the field boundary tree belts across the site, just south of the central wooded area. See Figure 40 for a map showing the public rights of way.

2.13 On the western side of the railway bridge, it is joined to public right of way footpath 355a which extends northwards from Station Approach Gatwick, under the A23, and along the western side of the railway lines. Along the eastern side of the railway line, Prow 362a joins public right of way footpath Prow 360 which extends southwards to along the western site boundary into the south western corner of the site.

Figure 10: Stile on public right of way footpath crossing the site



2.14 To the north and east of the site are residential streets of predominantly two storey houses, including a few cul-de-sacs and crescents. Whilst these will be screened somewhat from the development by hedgerows and tree belts, existing and reinforced, they still have potential to be impacted by construction impacts (noise, dust etc.), particularly the properties along the Balcombe road and surrounding streets.

Figure 11: Residential properties around the site: The Coronet



Figure 12: Residential properties around the site: Meadowcroft Close



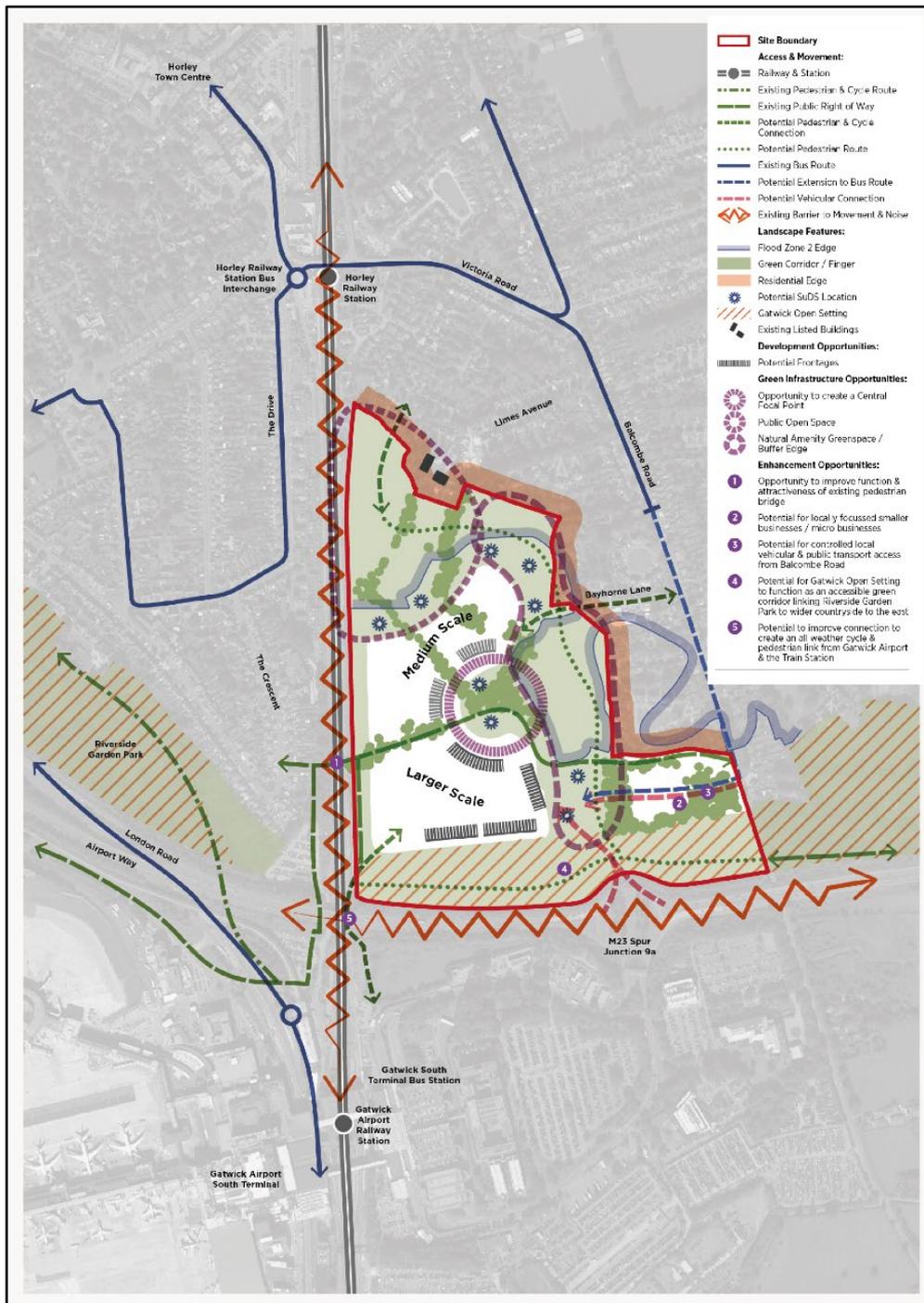
2.15 As well as being well located for a new business park which itself presents many opportunities for the site's development, there are many constraints and challenges which need to be address in preparing a masterplan for the site's development.

b) Site Constraints, Challenges, and Opportunities

2.16 This section summarises the site's Constraints, Challenges, and Opportunities. It has been informed by Policy officer's desk top work; "virtual" meetings with Council officers, Borough and Horley Town councillors, and locals; written input from infrastructure providers; and consultants' "Economic Demand and Impacts", and "Design" Reports.

Figure 13: Site Opportunities and Constraints Plan

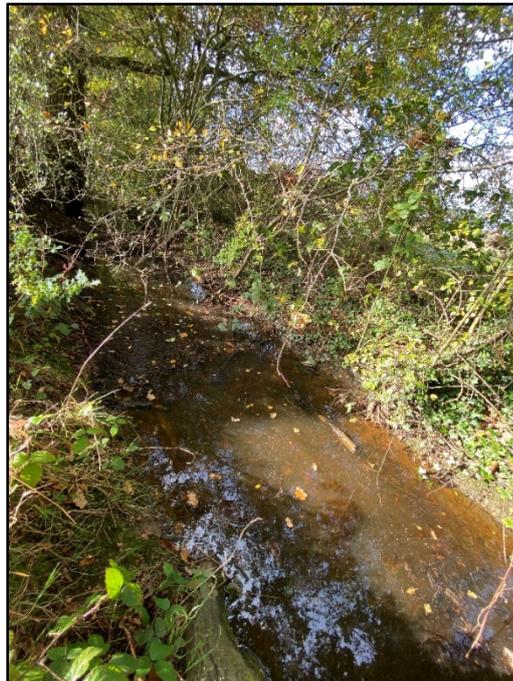
Image credit: David Lock Associates 2021



Constraint: Flooding

- 2.17 Horley is situated at the confluence of the River Mole and Gatwick Stream, and a short distance downstream is the confluence of the River Mole and Burstow Stream. All three rivers flow through the town in open channel, and all pose a risk of flooding to homes and businesses in events of varying magnitude and return period. Due to fairly low lying topography, with generally impermeable soil, Horley is vulnerable to flooding, both from surface water and as the river system overflows, and the landscape is characterised by rivers, streams and ditches. There is a large pond the south of the site on the other side of the A23, adjacent to Gatwick Airport's South Terminal.
- 2.18 The site is located on Wealdon Group, mudstone, siltstone and sandstone bedrock, with Sand and gravel river terrace deposits over the whole site. The south west of the site has slowly permeable loamy and clayey soils which impede drainage. The north east of the site has naturally wet loamy soil with high groundwater, and several drains and ponds. No rivers or streams cross the site. The northern and eastern parts of the site are within the Environment Agency's Flood Zone 2. 24% of the site is within Flood Zone 2 and also at risk of surface water flooding. No building will be permitted in these areas other than potentially car parks in accordance with Policy HOR9. The site is not within a Groundwater Source Protection Zone, and no part of it is designated by the Environment Agency as historic landfill site.

Figure 14: Open drain adjacent to public footpath on the site



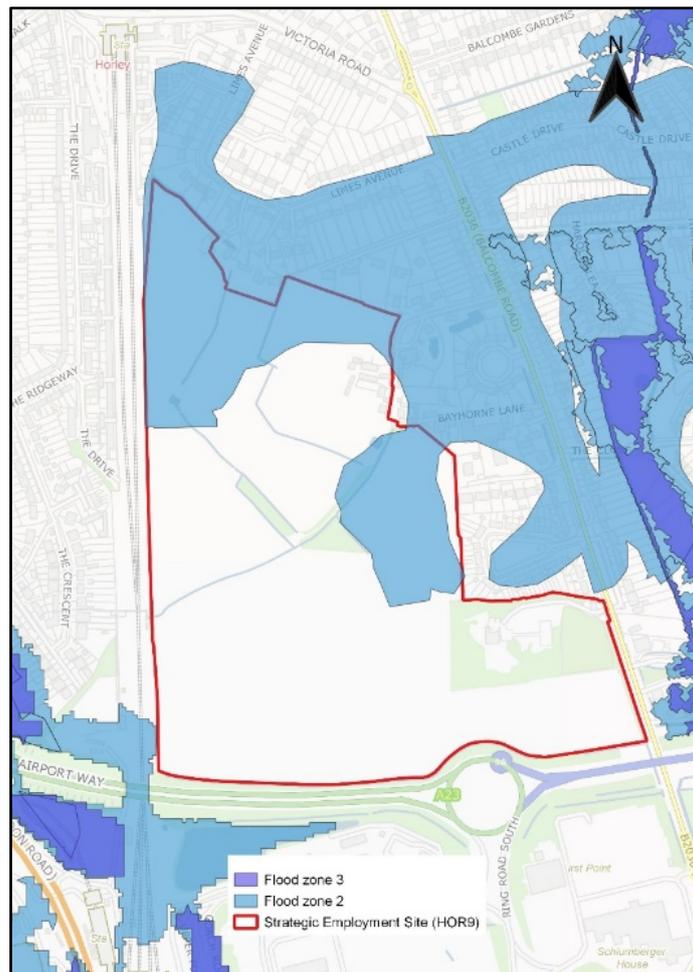
- 2.19 The Reigate & Banstead Level 2 Strategic Flood Risk Assessment, known as "SFRA" Level 2 (site specific) was prepared in 2017 to inform the DMP site

allocations. You can use [this link to view the “Strategic Flood Risk Assessment Final Report; Appendix B: Site Mapping”](#) (on page 1) and [this link to view the “Strategic Flood Risk Assessment Final Report Appendix A: Site Summary Sheets”](#) for the site (on page 4) on the Borough Council’s website.

- 2.20 The site’s flood risk assessment maps at Appendix B of the Level 2 SFRA show the main watercourses and other watercourses; the flood zones (the north eastern parts of the site are in Flood Zone 2) and including a climate change scenario, surface water flooding map (which shows the north eastern part of the site at most risk of flooding); and Hazard Map (showing no danger areas on the site).
- 2.21 Whilst the site is fairly level, the land drops by about 1m towards the north of the site. This supports flood mitigation measures being provided in the north eastern corner of the site, in particular on the land to be established and provided as new public open space parkland. The site development will need to be balanced with the need to ensure new development is designed safely and will not worsen the risk of flooding for other areas. This constraint will need to be considered in the site layout design and development, as outlined in Section 4(h) below.

Figure 15: Flood Zones

Source: Environment Agency



Constraint: Heritage Assets

2.22 There are no designated heritage assets, either statutorily listed or locally listed, within the site. However, a short distance to the north of the site, is a Grade II listed building, Fisher’s Farm House. This is accessed from Limes Avenue and the Farm House site also includes the cottage and barn.

Figure 16: Heritage assets



2.23 Fisher’s Farm House dates from the 17th century. The house has been divided and restored, with 20th century extensions.

Figure 17: Grade II Listed Fishers Farm’s house to the north of the site



2.24 Bayhorne Farm’s granary building which is located directly to the east of the site is locally listed. Bayhorne Farm itself, with its two farmhouses, farmyard and cart shed, is situated within the north east part of the site and is not listed as a heritage asset.

Figure 18: Aerial view of Bayhorne Farm’s locally listed buildings to the east of the site



Figure 19: Bayhorne Farm’s locally listed granary (photo 1989)



- 2.25 To the north east of the site, off Apperlie Drive are the locally listed buildings of Little Manor, Little Manor Lawn and Hatch End.
- 2.26 Some 150m to the north of the site is the locally listed Horley Railway Station building, close to Massetts Road Conservation Area, about 200m to the north east of the site.
- 2.27 Although there is a prehistoric occupation / burial site on the opposite side of the railway line from the south west of site, there appear to be no archaeology remains recorded on the site.

Constraint: Trees, hedgerows and landscape character

- 2.28 The site includes a mature historic farmed landscape character with extensive historic hedges along field boundaries marked on the 1602 Horley map, pre-dating this, which should be retained wherever possible. Certain hedges are protected by law and permission is needed to remove these. In masterplanning the site, the site promoters must consider the Hedgerow Regulations 1997 to ascertain whether any hedgerows on the site fall within the protections offered by the Regulations. The [1997 Hedgerow Regulations can be viewed using this weblink.](#)

Figure 20: Field boundaries looking west from public footpath by Meadowcroft House



- 2.29 There are also a few small areas of mature woodland, particularly around the centre of the site and at Meadowcroft. A blanket Tree Preservation Order (TPO) made in 2020, covers the remaining trees on the northern and southern boundaries of the Meadowcroft site in the east of the site. There are also TPOs on trees surrounding the site along Balcombe Road close to the Meadowcroft entrance to the site, and just outside the site at Warltersville Way, The Coronet, Apperlie Drive, and Balcombe Road.

Figure 21: Map showing location of Tree Protection Orders



Constraint: Airport Noise

- 2.30 The southern part of the site falls within the Civil Aviation Authority's (CAA) defined 57 dB $L_{Aeq, 16 \text{ hour}}$ (07:00 to 23:00) L_{Aeq} airport noise contour. Mapping of this 57dB (07:00 to 23:00) L_{Aeq} contour is produced by the CAA, which has identified this as the level at which noise is will start to cause significant community annoyance. The government acknowledges the evidence from recent research which shows that sensitivity to aircraft noise has increased, with the same percentage of people reporting to be highly annoyed at a level of 54 dB $L_{Aeq, 16 \text{ hour}}$ as occurred at 57 dB $L_{Aeq, 16 \text{ hour}}$ in the past.
- 2.31 Planning applications within affected areas of Reigate and Banstead borough are assessed in accordance with DMP Policy DES9(3) 'Pollution and contaminated land', although recognising that changes to aircraft fleet and aircraft traffic may alter these.

Constraint: Gatwick Airport Aerodrome Safeguarding

- 2.32 Aerodrome Safeguarding is a legislative requirement for officially safeguarded aerodromes, which includes Gatwick Airport. This process ensures the safety of aircraft while taking off and landing or flying close to aerodromes. These requirements are formalised in a Directive and its related circular. There are a several elements that will govern what is an acceptable height with regard to an aerodrome safeguarding, namely Navigational Aids, Instrument Flight Procedures (IFPs), and Obstacle Limitation Surfaces (OLS).
- 2.33 Gatwick Airport Ltd.'s Airport Safeguarding has advised that with regard to this site the most restrictive set of protected surfaces will be with regard to navigational aids. Any restriction on building heights, material and lighting required by Gatwick's Aerodrome will depend on the exact siting of proposed buildings will be sited, and on the size of the building footprint and as to whether they are in line of site to the radar.
- 2.34 It is vital that the safe operation of officially safeguarded aerodromes is not impacted upon by buildings, structures or works which infringe the protected Obstacle Limitation Surfaces (OLS), impact on navigational aids utilised by the airport, distracting or confusing lighting or by development which has the potential to increase the number of birds or the bird hazard risk, and other factors.
- 2.35 Gatwick's air traffic control providers ANS (Air Navigation Solutions) and NERL (NATS EN Route Ltd) have advised that in general, any buildings proposed for this site should be no taller than the buildings on the Gatwick Airport site (for example the Premier Inn is approximately 12 storeys). This would be subject to a full assessment. Early discussion with Gatwick Airport Ltd.'s Airport Safeguarding is recommended in drawing up the site masterplan.

- 2.36 Detailed consideration must also be given to design of the business park and the development and the new public open space to ensure that birds that may be hazardous to aviation are not attracted to this site over and above the numbers that already exist. Birds that are more likely to cause damage to aircraft are flocking birds including Starlings and Gulls and large heavier species such as waterfowl, while other species including Pigeons and Corvids can also be problematic. Smaller bird species such as Sparrows and Finches, as well as bats are generally not an issue. Gatwick Airport Ltd.'s Airport Safeguarding has an active bird management programme to reduce risk, and early discussions in the masterplanning process is recommended, including regarding open space and soft landscaping, and any outdoor eating areas proposals.

Challenge: Gatwick Airport expansion plan

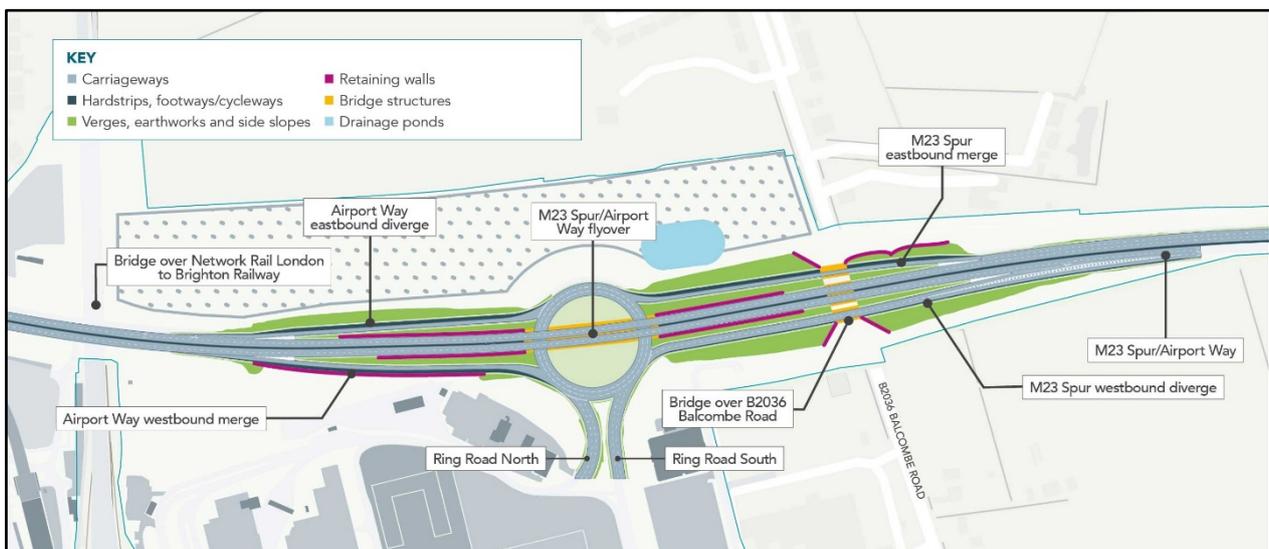
- 2.37 In July 2019, Gatwick Airport Ltd (GLA) published its masterplan for increasing **Gatwick Airport's** capacity. As nationally important infrastructure, at that time, GAL also confirmed its intention to apply to the Secretary of State for Transport "development consent" for routine use of the northern runway, currently only used for emergencies, as a Nationally Significant Infrastructure project. This **Northern Runway** Development Consent Order (DCO) is scheduled to be submitted in late 2022, with a decision anticipated in 2024. GAL is holding a consultation on the proposed submission proposal between September and December 2021.
- 2.38 The existing northern runway is currently mostly used for aircraft to taxi, or when the main runway is closed for maintenance or emergencies. The proposal is to use the Northern Runway for departing smaller aircraft only. GAL considers that routine use of the northern runway would provide an innovative and low-impact way to increase the airport's capacity and resilience.
- 2.39 Whilst GAL's proposals include greater modal shift for Airport passengers and staff to public transport and active transport modes than before the Covid pandemic, it is also proposing an additional 18,500 car parking spaces as well as changes to nearby road junctions to add to existing road capacity and to increase flow. The proposals take account of background traffic including commitments such as development plan site allocation such as this site. GLA's proposed highways works include introducing a flyover approximately 8 metres above existing ground level, with a noise barrier, to take through-traffic above the existing A23 / M23 J9A Airport Way roundabout.
- 2.40 GAL's highways proposals also include widening of both carriageways of the M23 Spur and improving or replacing the existing bridge over Balcombe Road (the B2036) to accommodate the proposed flyover. Most of the land-take, including acoustic measures, would be within the airport site, although a narrow strip of land at R&B Borough Council owned Riverside Gardens, to the west of the railway line would be required by GAL. GAL's proposals also include grade

separating Junction 9A M23 Spur Airport Way roundabout. These works would not be needed for the business park site’s key access road off the M23 J9A and would be likely to be needed after the Business park’s key site access has been built.

- 2.41 It will be vital for the landowners and site promoters to continue discussions with National Highways (formerly Highways England) and Gatwick Airport Ltd about this key junction and the timing and funding of the works to provide access to the business park. The development of this site also represents an opportunity to provide greatly improved pedestrian and cycle linkages between Gatwick and the business park site, including potentially a new underpass under the A23 Airport Way east of the railway line into the site (as outlined in section 4d).
- 2.42 Gatwick Airport’s DCO proposals also include three new hotels (total of 1,000 rooms), and three new office blocks (each around 27m high, over 6 storeys high) to provide approximately 9,000m² floorspace.
- 2.43 GAL’s plans include a temporary construction compound and balancing pond on Surrey County Council owned land along the southern part of the Business Park site on land designated as “Gatwick Open Setting” in R&B Borough Council’s DMP, which GAL indicates would be needed until 2038. Through the Development Consent Order (DCO) process for Nationally Strategic Infrastructure Projects, “Project Sponsors” such as Gatwick Airport Ltd. are able to compulsory purchase land. The scale of land that would need to be acquired will be determined as part of the DCO process.

Figure 22: Gatwick Airport Ltd.’s proposed surface access improvements & construction compounds

Image Credit: GAL’s South Terminal Roundabout Exhibition slide, September 2021

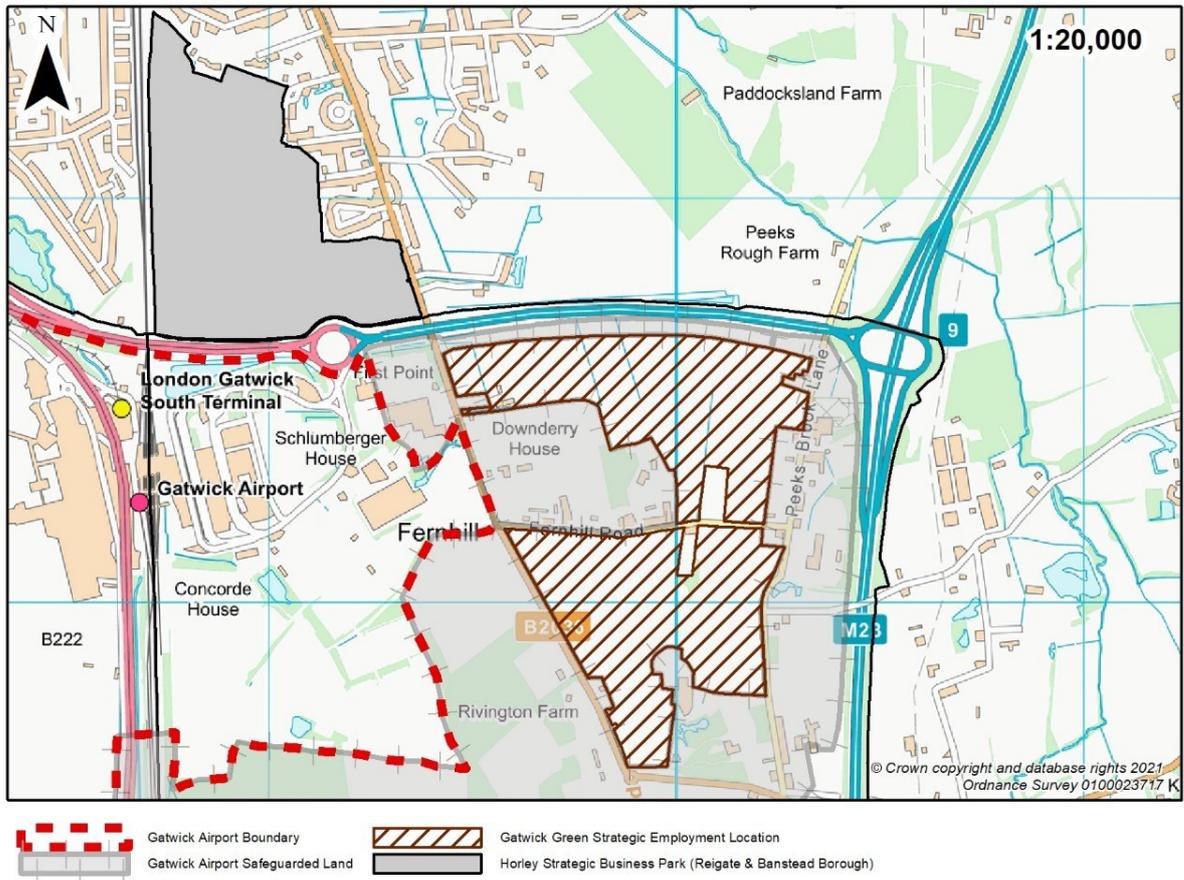


Challenge: Crawley Local Plan Review

- 2.44 **Crawley Borough Council** held two stages of pre-submission consultation (under Regulation 19) on its Local Plan Review 2020-2035 between January and March 2020 and January and June 2021. The first consultation proposed a North Crawley Area Action Plan that would consider whether land should continue to be safeguarded for a possible wide-spaced runway to the south of the airport, or whether safeguarding could be lifted to help accommodate Crawley's employment needs.
- 2.45 In the second consultation, following representations and advice, the Area Action Plan policy was deleted, safeguarding was retained for most of the area, and a newly proposed site allocation (Local Plan Policy EC4: Strategic Employment Location) was included. The proposed site allocation, referred to as **Gatwick Green**, is for land to the south of the M23 spur and east of Balcombe Road, diagonally opposite the Horley Business park site (see Figure 23 below).
- 2.46 Crawley BC is proposing to allocate this site through its Local Plan Review for delivery of a strategic employment location that will provide, a minimum of 24.1 hectares of new industrial land, predominantly for storage and distribution uses. Draft Policy EC4 also includes a requirement to justify any limited complementary supporting uses such as office floorspace and small-scale convenience retail and leisure facilities. It is noted that office and hotel use for the site were also tested as part of the Local Plan Review strategic highways assessment evidence at Regulation 19 stage. The draft Policy also requires an impact assessment to demonstrate how it will complement other employment locations including Crawley Town Centre, Manor Royal and the proposed office-led Horley Strategic Business Park. Crawley Borough Council's intention for the proposed allocation site at Gatwick Green is that it complements the existing provision at Manor Royal and the planned development at Horley Strategic Business Park.
- 2.47 Access to the site is proposed from Balcombe Road (south), with no access from M23 Spur, and a proposed restriction of access / egress to Balcombe Road (north). Crawley BC is proposing that a significant area of the site is provided with landscaping buffers, including to the adjoining Gatwick Wood Biodiversity Opportunity Area.
- 2.48 At the time of preparing this draft development brief SPD for Horley Business Park, Crawley's Local Plan Review had not been submitted for independent examination by a government inspector. The proposed Gatwick Green site remains part of the land safeguarded by Crawley Local Plan 2015 for the possible future expansion of Gatwick Airport, with the Local Plan Review proposing an amended safeguarding area that will allow Crawley to meet its strategic warehousing and industrial needs.

Figure 23: Crawley Borough Council's proposed site allocation Gatwick Green

Image Credit: Crawley Borough Local Plan 2021 – 2037, Proposed Submission consultation draft, January 2021



2.49 In preparing the masterplan and planning application for Horley Strategic Business Park, site promoters are advised to check on progress and status of Crawley’s Local Plan Review to ascertain whether or how it might impact on the Horley business park development.

Opportunities: Public Transport and Active Travel

2.50 The site’s location in relation to Gatwick Airport and Horley rail and bus stations and national cycle network is one of its considerable assets. Despite this, the development site and the surrounding areas would benefit from improvements to the area’s pedestrian and cycle infrastructure. As detailed in Section 4c and d below, the development of this well-located site with the limitations imposed on the road network, presents an opportunity to develop an exemplar low carbon business park development, so improving pedestrian, cycle and public transport infrastructure and services in the area.

Figure 24: Existing pedestrian access to the site



2.51 Creating and enhancing pleasant, safe linkages into the business park, including through the new public open space will maximise the opportunity to integrate the business and with Horley town.

Section 3: Vision for Horley Strategic Business Park

This Vision for the development of the site for a Strategic Business Park and new public open space has been informed by research and by discussions and consultation with relevant organisations and individuals, including Horley ward councillors, Horley Town Council, local interest groups and the site developers / landowners / promoters.

“Horley Strategic Business Park will be a thriving, exemplary, cutting edge strategic business park that is functionally, visually and physically integrated into the wider Horley area. This will include an inspiring biodiverse green environment with high quality public open space.

The business park will offer high value jobs for residents from the local and wider area in sustainably designed and constructed, flexible Grade A quality accommodation. It will capitalise on its key strategic location, attracting local, national and international businesses to assist in the long term sustainable economic growth of Horley, the borough and the wider region.

Employment, training, and supply chain opportunities and accommodation will be provided for local residents and for small and medium sized businesses. The business park will also provide a range of complementary facilities for employees and local residents.

Ultra-modern infrastructure including telecommunications, power and transport will be provided. Flood alleviation interventions will reduce flooding on the site and surrounding areas.

Attractive and safe pedestrian and cycle links will encourage sustainable journeys between the site and Horley, Crawley and Gatwick Airport, and across the site, minimising car use.”



Section 4: Key Masterplanning considerations

- 4.1 In preparing a site masterplan and in designing the site layout and the buildings and spaces around them, the site owners and promoters will need to address the “design principles” set out in in this section of the SPD. These are predominantly established by “*Horley Business Park: Design Principles and Options*” (March 2021) David Lock Associates, the key elements of which have been incorporated into this SPD.
- 4.2 These design principles consider the site’s development at several scales, from site-wide principles for site layout, street widths, permeability and urban grain, to detailed design including building heights, roof designs and building sustainability, and are illustrated with exemplar precedents showing how they can be applied. The design principles for the site cover wide range of themes, water, open space, green infrastructure, sustainable movement, vehicle access and parking, location of key uses on the site, urban design, urban design, grain and massing, building heights, and sustainable design and construction.
- 4.3 In preparing the masterplan for this site, the landowners and site promoters must have regard to the full David Lock Associate report (March 2021) and Chilmark Consulting report (February 2021). They are also advised to consider the British Council for Offices’ (BCO) research on “The Future of Business Parks” (March 2019), referred to the DLA report, which outlines the emerging trends in business parks. You can download the [BCO's 2019 Future of Business Parks 2019 report from its website using this weblink](#). The BCO’s website also includes a number of potentially useful research publications and best practice guides on office design, including digital workspace, office specification design, and office building sustainability.
- 4.4 The site allocation HOR9 covers 31 hectares. Of this 31ha, at least 5 hectares of the site must be laid out and dedicated as new public open space. The southern part of the site is designated as “Gatwick Open Setting”, 6.1 hectares and 111 metres wide. This ensures that a physical visual break between Horley and Gatwick Airport is retained. With the exception of the new access from Airport Way roundabout (J9A of the M23 Gatwick spur), this land is to be retained as green open space and enhanced by the addition of trees and hedges and potentially a pedestrian footpath running east-west.
- 4.5 This leaves approximately 17.3 hectares of developable area in which to provide the business park, supporting uses, infrastructure such as roads and parking, and hard and soft landscaping areas.

Figure 25: Recent business park development: Chiswick Park Business Park, London

Image Credit: Orchards of London



a) Land Uses

- 4.6 The Borough Council recognises the importance of being pro-active with the local economy, and its Economic Prosperity Team assist existing businesses in the borough to secure economic prosperity, and to promote the borough as an attractive location for businesses to locate. The borough must continue to increase its attractiveness and competitiveness and to national and international businesses, and existing businesses must be supported and allowed to grow. The Borough Council is committed to ‘sustainable economic growth’ which harnesses the positive impacts of economic growth whilst securing social and environmental objectives which benefit all those who live in, work within or visit the borough.
- 4.7 The need and demand for a strategic business park site was identified to provide for most of the borough’s strategic office needs as well as the unmet office and research and development needs of Crawley Borough Council’s, and the wider Gatwick Diamond Initiative Area which would otherwise be unmet. Due to its location, it is also well placed to provide an opportunity for foreign direct investment into the borough.
- 4.8 A new strategic business park in this location with the latest building and technology in a pleasant environment with a range of supporting facilities can help to meet the current gaps in the range, type and quality of business premises that the Borough Council and Coast to Capital LEP have identified in the borough and the wider LEP area. It will also support the local economy by providing a

highly visible centre for business and innovation with cutting-edge property and facilities for businesses that will provide flexible space to support new businesses to start and grow, and will reduce out-commuting from Horley, particularly to London.

- 4.9 Early work on planning for a new strategic business park in the borough included Nathaniel Litchfield & Partners' 2014 report on "*Scope for a Strategic Employment Site within Reigate and Banstead*". That report concluded that 20-30 hectares would be needed to provide sufficient "critical mass" for a business park, and that demand is likely to be driven by occupiers seeking a highly accessible location. This is summarised at paragraph 3.3.164 of the Explanation to DMP Policy HOR9. [You can use this link to view Nathaniel Litchfield & Partners' 2014 report.](#)
- 4.10 The Borough Council's Planning Policy Team then assessed potential site options for delivering a new strategic site in the borough to meet identified unmet needs and demands for employment provision from the borough's strategic needs, Crawley and the wider Gatwick Diamond Initiative area. The assessment is provided in its "Strategic Employment Provision Opportunity Study" (June 2016). [You can view the Borough Council's 2016 "Strategic Employment Provision Opportunity Study" on its website using this link.](#)

Figure 26: Recent business park development: Caribbean Business Park, Victoria, Australia

Image Credit: Sydney Morning Herald



- 4.11 As referenced at paragraph 3.3.167 of DMP Policy HOR9's Explanation,

Chilmark Consulting was then commissioned by the Borough Council's Planning Policy Team to review, update and evaluate the evidence to date, and to further assess the suitability of allocating land south of Horley (proposed site allocation HOR9) for a strategic employment site. Chilmark Consulting's 2017 report "*Strategic Employment Site: Economic Evidence*" (September 2017) informed the DMP site allocation Policy HOR9. [You can use this link to view Chilmark Consulting's 2017 report.](#)

- 4.12 The 2017 Chilmark report's guidance on indicative floorspace quantum that could potentially be provided on the site given the identified needs and demands was based on market indications at the time the report was written. Its findings are summarised in the DMP paragraph 3.3.167, the Explanation to Policy HOR9, as "up to 200,000sqm of B1 floorspace, predominantly focusing on B1a (*offices*), B1b (*research & development*) and B1c (*light industrial*) including floorspace for new incubator and start-up units for small and medium-sized enterprise" and "up to 10,500 sqm of community facilities, including A1 (predominantly convenience shops); A3 (Food and Drink); D1 (Children's Nursery) and/or D2 (Gymnasium)." The report advised that detailed masterplanning and further market testing will inform the final quantum and mix.
- 4.13 Subsequently, the DMP 2019's site allocation Policy HOR9 allocated the site for a strategic business park of predominantly offices, with a complementary range of retail and leisure facilities to serve the main use, and new public open space. The Policy allocation also permits limited B1b (Research and Development), B1c (Light Industrial), B8 (storage, distribution, and logistics), and non-B Class uses including appropriate airport-related Sui Generis uses (which may include uses such as flight simulator training facilities).
- 4.14 Neither the DMP site allocation Policy HOR9 nor this draft SPD set out prescriptive floorspace quanta. Potential floorspace ranges for the key office use and for other uses on the site will need to be proposed in the masterplan and planning application(s) with a range or upper limit fixed by any planning permission.
- 4.15 Given the changes since Chilmark's 2017 was prepared, including Brexit and the Coronavirus pandemic, the Borough Council's Planning Policy Team commissioned Chilmark Consulting again in 2020 to review the current market demand for the type and scale of accommodation included in its 2017 report; to extend the employment forecast to 2045 to reflect that strategic business park is unlikely to be occupied before 2025; and to assess the potential economic impact of the business park development on Horley and Crawley town centres, existing employment areas nearby, and on existing and committed business parks nearby. You can view Chilmark Consulting's 2021 report from the link provided in Section 1a) of this SPD.

- 4.16 Chilmark Consulting's 2021 report advises that in recent years the market supply of quality office and industrial floorspace in the local Horley / Gatwick / Crawley area has been tight, and take-up has been strong. A similar position is reflected in the wider Gatwick Diamond area. Alongside this limited new supply has been the loss of offices, particularly older offices with smaller templates, largely due to national permitted rights to change to residential use. Commercial space needs have changed in their nature in recent years, and this has accelerated recently with the increase in remote and home working driven by the Coronavirus pandemic over the past two years.
- 4.17 The 2021 report concludes that whilst uncertainties and economic shocks caused by the Coronavirus pandemic and Brexit are and will impact on market demand and developer confidence to invest in new commercial floorspace in the shorter term, overall, the fundamentals of market demand for the development of the site are confirmed.
- 4.18 Current demand for the type of building accommodation envisaged is evident in the recent development of Gatwick Park, nearby in Crawley Borough. Located on the eastern side of Gatwick Road, Crawley, this recent development, by Commercial Park Group, will provide up to 18,581 sqm of new Grade A offices to let, set within a pleasant and attractive green environment.

Figure 27: Recent business park development: Gatwick Park, Crawley
Image credit: Gatwick Park Brochure; Vail Williams & eujll (artist impression)



- 4.19 As summarised in Section 1a above, David Lock Associates (DLA) were commissioned by the Borough Council's Planning Policy Team in 2020 to provide design and masterplanning advice on how the site might be suitably developed to achieve sustainable, well-planned growth that contributes to the local area and maximises the opportunity presented, achieving the Vision for the site.
- 4.20 David Lock Associates' 2021 report does not present a prescriptive design scenario. Rather, it sets out design principles based on various themes with indicative design approaches and uses these to build up three indicative layouts that balance development with key principles relating to themes including placemaking, green and blue infrastructure, open space, and sustainable movement to achieve the "Vision" for the site.
- 4.21 The three indicative design scenarios demonstrate how different floorspace quanta could be accommodated on the site. These are not prescriptive scenarios but are examples of what could be achieved on the site taking account of the constraints, opportunities, and the design consultant's recommended design principles for the site.
- 4.22 These three illustrative "Design and Massing" scenarios are considered in detail below in Section 4e of this draft SPD, "Masterplanning Considerations: Site Layout". The DLA report also includes computer simulated aerial views of how the site could look after its development to provide a strategic business park, including views from key vantage points around the site.
- 4.23 David Lock Associates' 2021 report's "*Balanced Development Scenario*" design scenario shows the site as it could potentially be developed to provide approximately 147,000sqm gross total floorspace (approximately 128,000sqm business use floorspace). This scenario also includes 7,500sqm of mixed supporting facilities, and 11,500sqm of hotel space. There is additional floorspace requirement for multi-storey car parks associated with each scenario, approximately 2,386 car parking spaces for Scenario 1.
- 4.24 The report also considers the same scenario, with limited B8 included as in the DMP site allocation Policy HOR9. Small scale logistics premises, potentially to service the site could be located in the Meadowcroft area of the site, which due to its proximity to existing houses and limited scope to add additional height.
- 4.25 The DLA report also includes a "*Maximising Employment Floorspace*" layout scenario, which could accommodate at total of 190,000sqm. This could consist of 170,000sqm commercial floorspace with limited B8 distribution floorspace, 8,500sqm of mixed supporting uses located central in the site, and 11,500sqm hotel space located in the south west corner of the site. This level of floorspace quantum would need higher buildings, and therefore higher plot ratios (ratio of floorspace to building plot area). The plot ratio is an indication of the intensity of

development (site coverage and building height) needed to achieve the floorspace ambitions.

- 4.26 The DLA report makes it clear (at paragraph 4.6) that the overall quantum of development will depend on a balance of level of car parking provision, the location and design of car parking (for example underground), transport, site layout and building heights and viability issues.
- 4.27 To help existing and new local businesses to grow in a nurturing environment with opportunities for collaboration, a range of business accommodation sizes and types should be provided to suit small and medium sized businesses. These could include small scale premises designed for incubator and start-up businesses, each including a range of workspace types such as co-working, hot desking, serviced accommodation. Provision must also be made for expanding businesses and also buildings designed for major anchor occupiers, suitable for a range of tenants or owner-occupiers.

Figure 28: Example of well-designed small scale business premises, Rugby Radio Station



- 4.28 Provision for should be made for business units suitable for start-ups and small and medium enterprises (SMEs). This could include retaining and using some of the buildings at Bayhorne Farm in the east of the site, potentially with limited

modifications. This option should be assessed and considered, particularly given the contribution these buildings make to the character of the local area, and their potential role in the transition between the existing residential areas the Bayhorne industrial park and the strategic business park. In this context, the Borough Council’s Barn and Farm Conversion SPD 2020 may assist. Provision of facilities designed for co-working, conferencing and meetings will need to be provided as part of the business park to encourage business collaboration and growth.

Figure 29: Existing businesses at Bayhorne Lane Industrial Estate to the east of the site



- 4.29 Access to leisure and everyday services on the site will be vital in attracting occupants and employees to the site. Complementary uses to support the main business use of the site could include on-site food and drink outlets, limited retail provision, hotel and conference facilities, gym, crèche and medical services. Early comments locally indicate that provision of a holistic “wellness” centre with a gym and fitness studios, a mental health and GP facility, chemist and health food facility, and possibly a place for contemplation or worship, and a workplace nursery may be welcome.
- 4.30 The scale of these complementary uses must be limited and designed to meet the on-site needs of the business park employees without not significantly diverting trade from the wider area. Provision of such uses will enhance the wellbeing of employees of the site and will enable the business park to become a community of businesses rather than a collection of individual premises.
- 4.31 Inclusion of such supporting uses at a suitable scale will ensure that the business

park provides for a contemporary lifestyle, focussed on an attractive working environment offering significant opportunities for interaction and networking in a pleasant environment. With improved pedestrian and cycle linkages from the site into Horley, including through the new public parkland, there is potential for Horley residents to also enjoy the supporting facilities on the site.

- 4.32 A suitably-scaled and branded hotel with conference facilities, potentially located close to Gatwick Airport in the south west of the site, where building heights could potentially be highest, would be a great asset to Horley business park, noting the lack of state of the art conference facilities in this area.
- 4.33 Following the introduction of the new use Classes Order in September 2020, former Use Classes B1, A2, A3, and most uses within the former Use Classes D1 and D2 (including crèche / day nurseries, clinic / health centres, and gyms) are now merged within the Use Class E “Commercial, Business and Services”. This national change does not however mean that the site is suitable for all E Class uses.
- 4.34 The success of Horley business park will be dependent on finding its role and function and ensure it is sufficiently differentiated from other supply in the borough and wider surrounding area. It will be crucial to secure the suitable mix of supporting uses on the site to ensure that a quality brand and image is promoted to the regional and international commercial market. By securing a plan allocation and preparing this SPD whilst allowing the detailed scheme to emerge and respond to market requirements, the flexibility needed for this large scale development that will be delivered over a longer-term timeframe is being provided.
- 4.35 As the site is outside of any designated town or local centre and the complementary uses in the site allocation to support the business park development, convenience and comparison retail and food and drink to be provided on the site should be of limited scale, aimed at serving the site, and should not operate as a destination in its own right.
- 4.36 The site allocation also includes “at least 5 hectares of new high quality public open space”. Although the Policy HOR9 site allocation includes parkland and outdoor sports facilities, following more detailed consideration of the open space needs in the area and the issues relating to formal sports provision in this location (in particular the needs for a car park, lighting, and changing and washing facilities in a pavilion), formal playing pitches and fields are considered unsuited to this site.
- 4.37 The required area of newly accessible public open space to be provided for local residents and employees of the business park is unchanged. The new public parkland to be created will provide a buffer and a pedestrian and cycle route

between Horley and the business park will be required to be delivered early in the phasing of the site’s development and adopted by Reigate & Banstead Borough Council. It will also need to link up to the Gatwick Open Setting greenspace in the south of the site, via green corridors along roads and walkways crossing the site.

b) Highway Access and Parking

- 4.38 The site is located in an excellent position with regards to connectivity to the road and rail networks. By making the most of the site’s sustainable location, negative impacts on traffic flows and on air quality can be minimised.
- 4.39 The site allocation Policy HOR9 requires a new dedicated access onto the **strategic road network** from the M23 Gatwick spur. As well as being a key draw of the site, with its main access from J9A Airport Way Roundabout at M23 Gatwick Spur and the A23, its location so close to Gatwick Airport which is also nationally-important infrastructure, will require a creative access solution to be negotiated with National Highways (formerly Highways England) and Gatwick Airport Ltd.

Figure 30: Site and existing nearby transport facilities



- 4.40 A number of potential solutions to accessing the site from the strategic road network at J9A Airport Way Roundabout have been considered by the site owners and promoters through the DMP examination. Potential design solutions range from a new access to the existing roundabout through to a grade-separated junction, depending on the level of development traffic, other committed development in the local area, and surrounding network traffic flows.
- 4.41 A key consideration in designing the business park will be the need to ensure that there would not be an unacceptable impact on highway safety, or severe residual cumulative impact taking into consideration committed developments in the borough and surrounding areas, including West Sussex, and any necessary mitigation proposed. The operation of Gatwick Airport as strategic national infrastructure will also need to be a key consideration.
- 4.42 To this end, as requested by National Highways (formerly Highways England) DMP Policy HOR9 includes the requirement for a cap on the number of vehicles accessing the site per hour from the strategic road network, if this is shown to be needed at the planning application stage. This will depend on the particulars of the development and the findings of the Transport Assessment which is required to be submitted as part of any planning application. If a cap is needed, details of how this would be monitored and enforced will need to be negotiated and secured. Such a cap has been imposed at University of Surrey in relation to the A3, in order to safeguard the strategic road network from severe congestion.
- 4.43 The site allocation policy HOR9 also includes a restriction on the use of Balcombe Road (B2036), for serving the site. This has been accepted in principle by the Local Highways Authority Surrey County Council. The Policy permits a secondary access to the site from Balcombe Road to be used by emergency services, public transport and other sustainable transport modes. It will also be available for use by only a limited number of private motor vehicles which are employees' cars registered at local addresses. Restricted access between Balcombe Road and the site is needed in order to prevent local employees' cars being forced onto the strategic road network, or people driving through the site onto Balcombe Road.
- 4.44 The operation of this restriction would need to be controlled by barriers working alongside technology such as local council tax (such as currently operated at Dartford Crossing), vehicle tax or ANPR. Improvements to manage the impact of additional traffic on surrounding local roads will also be required.

Figure 31: Existing site access to Meadowcroft from Balcombe Road



- 4.45 Whilst air pollution in most areas of the borough is well below the government limits for all pollutants, in nine areas of the borough the levels of Nitrogen Dioxide (NO₂) has been identified as a potential problem, in relation to road traffic. The site is within an Air Quality Management Area, which is subject to AQMO No.3 2003 for an area south west Horley. The Borough Council has an Action Plan for this AQMA, and annual status reports. [You can use this link to view AQMA Order No.3 and Air Quality Action and Monitoring Reports on the Borough Council's website.](#)
- 4.46 Whilst a relevant issue to be considered, the AQMA is not considered by the Borough Council's Environmental Protection Team to be a significant constraint in designing the business park, although the inclusion of a hotel would require more consideration in relation to building design for its occupants.

On-site parking

- 4.47 The site allocation Policy HOR9 requires the provision of “appropriate levels of on-site parking and a comprehensive Travel Plan”. In considering what an “appropriate” level of on-site parking might be, several factors must be considered and balanced. These relevant factors are likely to include:
- The proposed floorspace quantum
 - R&B Borough Council's maximum car parking standards (DMP Annex 4; maximum of 1 space per 30 square metres)
 - Commercial requirements and attractiveness for the type of occupier (occupier demand for car parking),
 - any cap on the number of vehicles accessing the site from the M23 Gatwick spur / A23 Airport Way
 - the limit on private cars accessing the site from the new Balcombe Road

access to be created (restriction to be limited to employees’ cars registered at local addresses)

- the success of modal split in favour of more sustainable public and active transport modes, which can also contribute to limiting the carbon emissions arising from the site’s development
- design, massing and visual impact issues related to car parking provision

Figure 32: Car Parking provision for Design Scenario 1

Source: David Lock Associates 2021

Development Phase	Net Floorspace* (sqm)	Number of Car Parking Spaces	Car Parking Spaces per sqm	Notes
1	39,300	600	65	Multi-storey car park (MSCP) Can be supplemented with selective undercroft or podium parking
2	33,200	730	45	MSCP
3	27,800	440	63	MSCP Could be supplemented with selective undercroft or podium parking
4	12,500	400	31	MSCP
Meadowcroft	12,100	240	50	Surface parking
TOTAL	125,000	2,386	52	

* Note that the net floorspace is assumed to be 85% of gross floorspace after servicing floorspace subtracted.

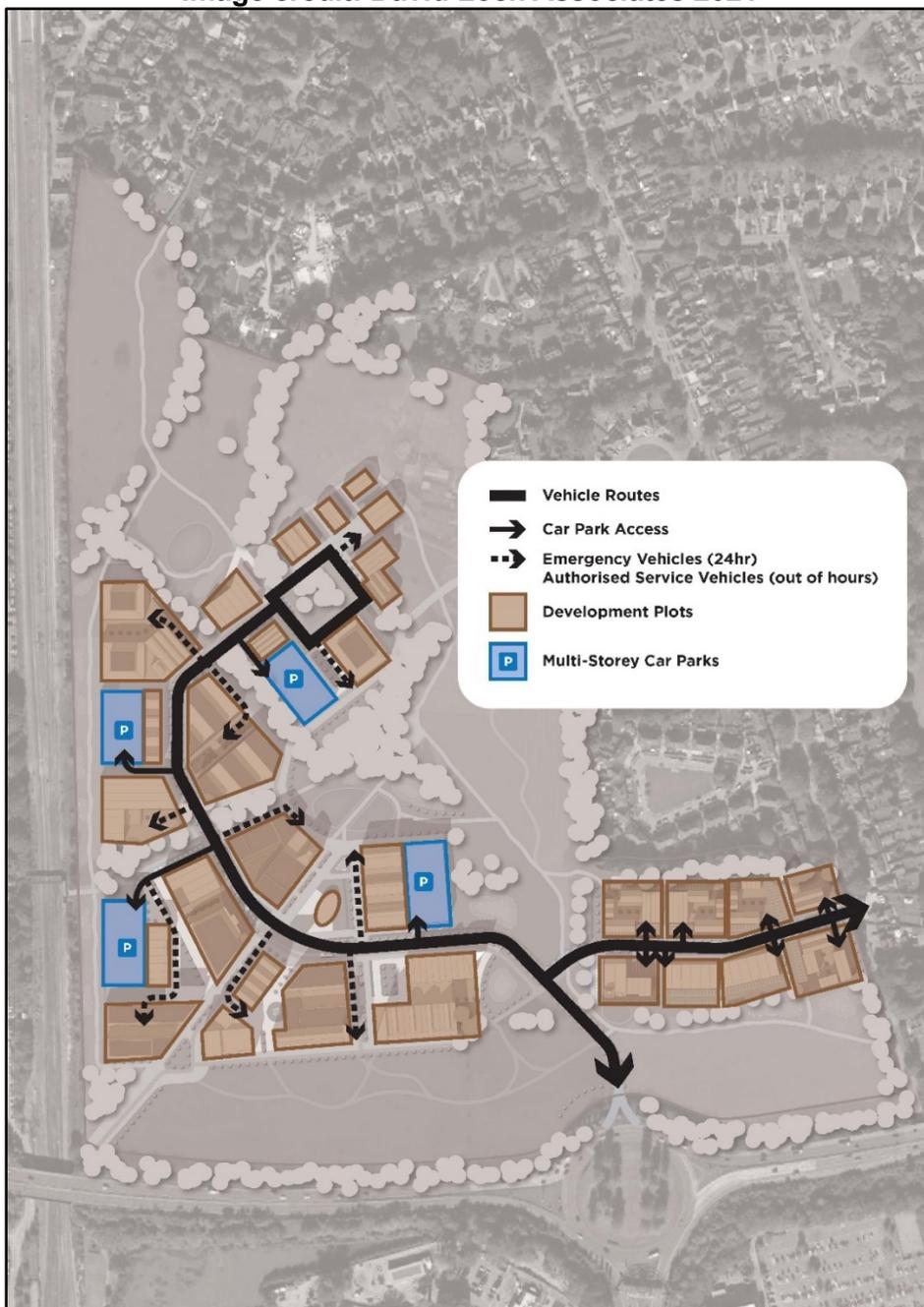
- 4.48 The policy requirement in HOR9 for “provision of appropriate levels of on-site parking and a comprehensive travel plan” will prevent the development significantly adding to on-street parking pressure. Provision of specific, conveniently-located, parking spaces for use by car clubs should be addressed within the parking plans, and the Travel Plan.
- 4.49 The policy also requires “measures and improvements to manage the impact of additional traffic on surrounding local roads” in order to help to ensure that the development’s transport assessment and any subsequent planning permissions protect the local road network from severe adverse impacts. Most of the roads surrounding the site already have parking controls in place due to their proximity

to Gatwick Airport.

4.50 Provision and design of on-site car parking should be addressed in the masterplan in accordance with the design principles. This may suitably include very limited surface car parking (mainly disability bays and car club bays) beside buildings, with most car parking spaces being provided within creative solutions such as podium, undercroft or a sleeved multi-storey design for each of the main development parcels.

Figure 33: Indicative plan of servicing and parking access

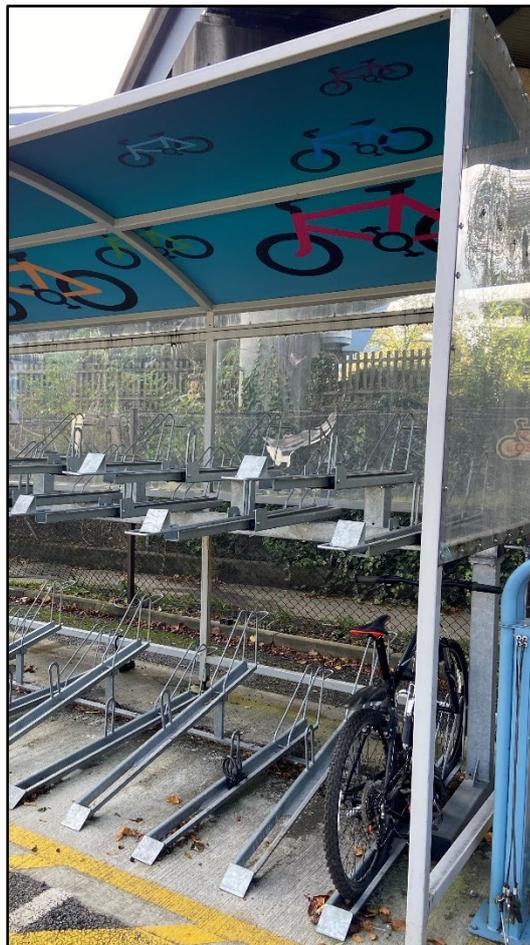
Image credit: David Lock Associates 2021



4.51 An appropriate number of **cycle parking spaces** must be provided across the

site both specific to buildings and in the communal hard landscaped areas to encourage cycling. Minimum cycle parking standards are set out in the DMP Annex 4. Provision of lockers, changing facilities and showers within buildings should be made. By focussing efforts on maximising use of sustainable transport such as cycling, walking and public transport, carbon emissions arising from the development of the site can be minimised.

Figure 34: Cycle parking to be provided throughout the site



PRINCIPLES FOR HIGHWAYS ACCESS AND PARKING

1. The primary vehicle access is to be from a new dedicated, direct access onto the M23 Gatwick Spur road at J9A, with a cap on the number of vehicles per hour accessing the site and how to monitor and enforce it (if at the planning application stage, it is determined that this is needed.)
2. Secondary vehicle access to the site from Balcombe Road, for use by emergency vehicles, public transport and other sustainable transport, and by a limited number of registered local employees, the number and proportion of vehicles should be considered at the masterplanning stage and will be assessed and

agreed at the planning stage and enforced through a planning obligation or condition.

3. A main central tree-lined street with wide segregated footways and cycleways should run through the main employment park area, connecting the two vehicle access points. This should give access to the business parks' development plots and car parks via distributor roads and should terminate in a "green square" in the northern part of the site, which could provide a turning area for buses and service vehicles.
4. Car parking provision must be planned for delivery alongside each development phase. If early phases do not require a full multi-storey car park to be developed at that time, temporary surface car parking could potentially be provided on a future development plot until development reaches a threshold where a multistorey car park is needed.
5. Most car parking on the site should be provided within "disguised" multi-storey car parks. These could be provided as undercroft or podium car parks integrated within buildings at ground or below ground levels subject to flooding and design principles, including active ground floor frontages to key pedestrian routes and public spaces. Alternatively, shared multi-storey car parks could be wrapped by office development or clad at upper levels to become a feature building. Only limited surface parking should be provided, either as disabled parking spaces close to buildings or towards the sites' edges, appropriately landscaped to soften their visual impact.
6. Cycling parking provision must be made in secure storage areas to meet or exceed the minimum local plan standards. Within each building, facilities for changing, showers and lockers should be provided to encourage cycling to the site.

c) Public Transport

- 4.52 At Gatwick Airport South Terminal, the bus stops on either side of the A23 are accessible by lift from South Terminal arrivals (for the northbound stops towards Redhill and Horley) and from the inter-terminal shuttle station, near the train station (for southbound stops).
- 4.53 Given its proximity to a range of existing public transport links, Horley Business Park is a great opportunity to create a public transport oriented development

(PTOD), known internationally as a “transit-oriented” development (TOD). The site is located within a few minutes’ walk of Gatwick Airport railway station, one of the best-connected rail station and bus stations in the south-east of England. Horley railway station is also located some 10 minutes north of the site, adjacent to a public transport interchange and the edge of Horley town centre.

- 4.54 The development of the site provides an opportunity to enhance the role of the integrated transport interchange on the western side of Horley Railway Station, potentially to include stops for a shuttle bus to the business park. Located at The Close, with access from The Drive, there are existing bus stands, which could provide a frequent regular electric mini-bus shuttle service down the residential streets of The Drive and The Crescent to the railway bridge between numbers 114 and 116 The Crescent, which provides access to the public right of way across the site.

Figure 35: Existing Public Transport / Public Transport Facilities in Horley



- 4.55 Enhancements will need to be made to existing public transport facilities, including existing bus and passenger facilities to maximise the accessibility of routes/ services to current and future occupiers in and around the site. The local bus operator in the area around Horley, Gatwick and Crawley, is Metrobus. Existing Metrobus routes 20, 100, 400, 420 and 460 serve Horley town centre, and the wider Horley area around the site, whilst these and many other routes also stop at Gatwick South Terminal bus station.
- 4.56 Surrey County Council’s *Bus Service Improvement Plan* (October 2021) identifies the Redhill – Horley – Gatwick Airport (Metrobus route 100 corridor) as a Bus Rapid Transport Network (BRT) route that connects towns and already operates at high frequency. Surrey’s *Bus Service Improvement Plan* considers this route to

have scope for further growth. The plan includes an aspiration to invest in this bus priority corridor, amongst others, to improve the reliability of bus journeys on the route. SCC will then submit its *Bus Service Improvement Plan* to the Department for Transport (DfT) and will work with its bus operator partners on improving these services.

- 4.57 Other options to be explored in masterplanning the site include whether a new Metrobus route could permeate into the site, either in a traditional or in a demand-responsive way. Potential for re-routing bus services 100 and 20 to serve the site should be discussed with Metrobus. A further alternative could be improving the pedestrian access to the existing Gatwick South bus stops to access the excellent services already provide there. In designing interventions to maximise modal split in favour of public transport and active travel, early discussions with Metrobus is recommended.
- 4.58 The DLA 2021 report shows how public transport running along Balcombe Road and entering the side by Meadowcroft could run along the main street in the business park, turning at a one-way bus turning in the north park of the business park. The DLA report 2021 (figure 47) shows indicative how all area of the business park development could be within 200m of a bus stop with only three bus stops needed within the site.
- 4.59 Gatwick Airport Railway Station situated next to the South Terminal, approximately 15 minutes' walk from the site, is owned by Network Rail (NR). Govia Thameslink Railway (GTR) operates the Gatwick Express service, with Great Western trains also stopping at Gatwick. Thameslink and Southern services also provide direct rail services on the Brighton Main line between Brighton, London Victoria and London Bridge. The station is owned and managed by Network Rail and has six platforms immediately below the airport's South Terminal. The ticket office is located on the main concourse of the rail station.
- 4.60 In 2020 a major upgrade to Gatwick rail station commenced to increase its capacity to accommodate forecast rail growth up to 2036, and to improve accessibility and station facilities. The improvement project, proposed by Network Rail in partnership with Gatwick Airport Ltd, Coast to Capital Local Enterprise Partnership and the Department for Transport (DfT) was approved by Crawley Borough Council. The project is worth over £50 million, and is being funded by Gatwick Airport Ltd, Network Rail and Coast to Capital Local Enterprise Partnership, and managed by Network Rail in partnership with the Department for Transport and Govia Thameslink Railway (GTR). It is due to be completed in 2023.
- 4.61 The proposed improvements include almost doubling the size of the rail station concourse; providing eight new escalators, five new lifts and four new stairways to improve accessibility and passenger flow; widening platforms 5 and 6 to

reduce overcrowding; improving connections to the south terminal with improved passenger information; and providing an attractive new roof structure for all weather protection.

d) Active Travel: Walking and Cycling

- 4.62 The site is well located for travel on foot or by cycle from Gatwick Airport railway station to the south and Horley bus and train stations to the north.
- 4.63 The walk between Horley train and bus station and the site along the west of the railway line is approximately 1.1km (14minutes), via The Drive or Cheyne Walk and Fairfield Avenue to The Crescent and via the pedestrian footbridge over the railway into the site. An alternative, more attractive route is approximately 1.6 km (20 minutes' walk) eastwards from Horley station via Victoria Road and the tree-line Balcombe Road into the site by Meadowcroft.

Figure 36: Entrance to Public Right of Way to the site from The Crescent, Horley

Image credit: Google Maps



- 4.64 The existing walking route from Gatwick rail and bus stations is on the footpath running alongside Station Approach Road, past Gatwick Staff B car park and through the A23 Airport Way underpass on the western side of the railway line. After about 200m this footpath joins the public footpath from The Crescent where they access the pedestrian railway bridge into the site.
- 4.65 Despite being within walking distance of Gatwick Airport, the existing walking and cycle routes between Horley town centre and Gatwick Airport are currently indirect and in places unappealing. The two photographs below (Figure 37) show existing pedestrian and cycle routes to the site, one of the graffitied underpass

under the A23 Airport Way to the west of the railway line and one of the public footpaths north of the A23 and west of the railway linking Gatwick to Network Rail's pedestrian railway bridge.

Figure 37: Existing Pedestrian and Cycle Linkages with Gatwick



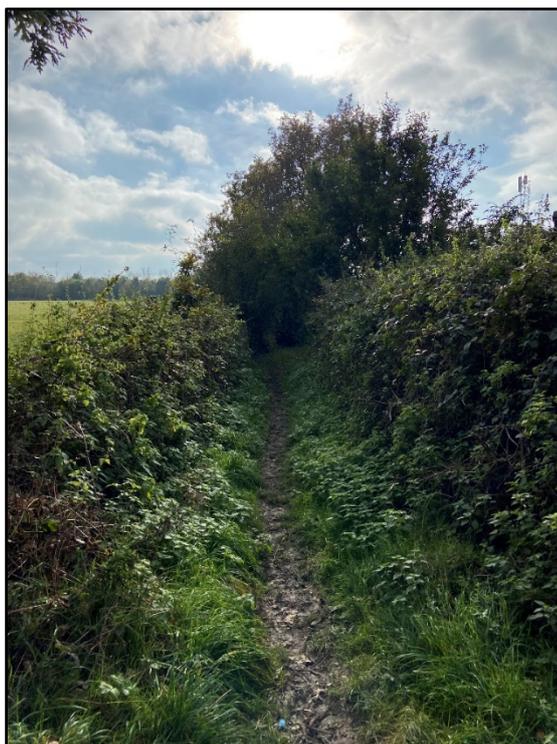
- 4.66 Considering the close proximity of the site to Horley town centre with short walking and cycling routes, direct routes need to be enhanced to provide safe and attractive routes for pedestrians and cyclists in order to maximise active travel to the site by those who are able to walk and cycle, and to minimise the use of the private car. This will also help to maximise opportunities for enhanced footfall into Horley town centre, including to Waitrose close to Horley train station.
- 4.67 It has been a long-term regeneration priority for the town centre to improve the connectivity between Horley Town Centre and Gatwick Airport. This recognises the importance and potential of the Town's proximity to Gatwick Airport, as an international gateway. The development of the Horley Strategic Business Park presents an opportunity to enhance existing pedestrian and cycle routes between Horley town centre and Gatwick Airport and to develop direct, safe and attractive pedestrian and cycle routes between Horley town centre and Gatwick Airport.
- 4.68 To encourage use of public and active travel modes and minimise use of the private car, every effort will need to be made to create the shortest, safe, and pleasant walking and cycle routes between Horley bus and train station, and Gatwick Airport Station to / from the site.
- 4.69 Across the site, public access routes across the sites are limited. A Public Right of Way footpath (No.362a) runs east-west across the site, linking Balcombe Road

and Network Rail's footbridge across the railway lines. This is currently overgrown and often muddy.

Figure 38: Public Right of Way across site

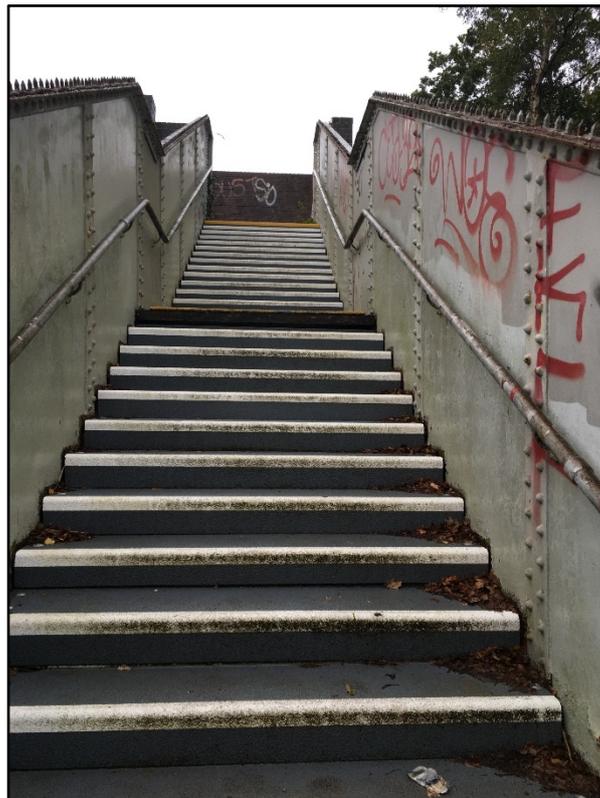


Figure 39: Photograph of the Public Right of Way footpath across the site



4.70 This Network Rail railway footbridge needs of improvement or replacement for it to provide a convenient and pleasant route into the site. It is currently blighted by graffiti and overgrowth vegetation, and does not provide access for cycles, those with restricted mobility, or carers with buggies. As part of the improvement to this existing pedestrian route, the fencing to the railway line would need upgrading, along with new lighting. The existing railway footbridge would need upgrading with a bicycle groove to assist cyclists, along with environmental and wayfinding improvements.

Figure 40: Existing footbridge over the railway lines



- 4.71 Other options to provide short, safe and pleasant pedestrian and cycle routes to the business park from Gatwick Airport South Terminal rail and bus stations that should be explored include the potential to create a new attractive subway tunnel under the A23 embankment east of the railway line, which could potentially include murals or other art work that increases the appeal of the walking / cycling route. This would be ideal for the business park, given that the majority of business park employees using public transport would be likely to use Gatwick rail and bus stations.
- 4.72 Alternatively, a new footbridge over the railway to the north of the existing bridge, could potentially be provided in conjunction with Network Rail. It is acknowledged that neither the cost of a new underpass under the A23 embankment nor of a new railway bridge have been included in the development viability work to date, and as both options would be very costly, this could be discussed with Gatwick

Airport Ltd and National Highways as part of the Gatwick proposal.

- 4.73 A potential option to consider would be to divert the existing Public Right of Way to extend from Balcombe Road across the site along the northern edge of the designated Gatwick Open Setting to the pedestrian bridge across the railway. This option provides an opportunity for the Public Right of Way to follow a more natural recreational route. In drawing up the site masterplan, early discussion with Surrey County Council's Rights of Way Officer is recommended.
- 4.74 Should the business park layout be designed retaining the public right of way in its current location, an additional east-west recreational route along the Gatwick Open Setting, planted up with screening vegetation to its western side, and on over the rail bridge into Riverside Gardens would increase the recreational value of this green corridor. This would also help to retain exiting green chains for animals to move between the site and other greenspaces nearby, including the fields to the west of the site.
- 4.75 Opportunities should be taken where viable to provide "green bridges" for animals to move over roads and rail lines, and wildlife tunnels for hedgehogs and amphibians. National Highways (formerly Highways England) advises that as the site shares its boundary with the M23 Gatwick Spur, it will need to consider and agree to any landscaping and / or boundary treatment such as noise barriers adjacent to the M23 Spur boundary in accordance with DfT Circular 02/2013.
- 4.76 Detailed consideration should be given to potential pedestrian and cycle routes into the site from Limes Avenue to the north, which could lead into the new public park and on into the business park, and also from Bayhorne Lane to the east. The limited access point from Limes Avenue (between number 28 and 30) has historically been used by R&B Borough Council for grounds maintenance but has potential to form a suitable pedestrian and potentially cycle access to the new public open space in the north of the site. National Cycle (NCN) Route 21 enables off-road cycling between Crawley and Gatwick. However, its links into Horley are limited, and would benefit from improvements.

PRINCIPLES FOR SUSTAINABLE TRAVEL

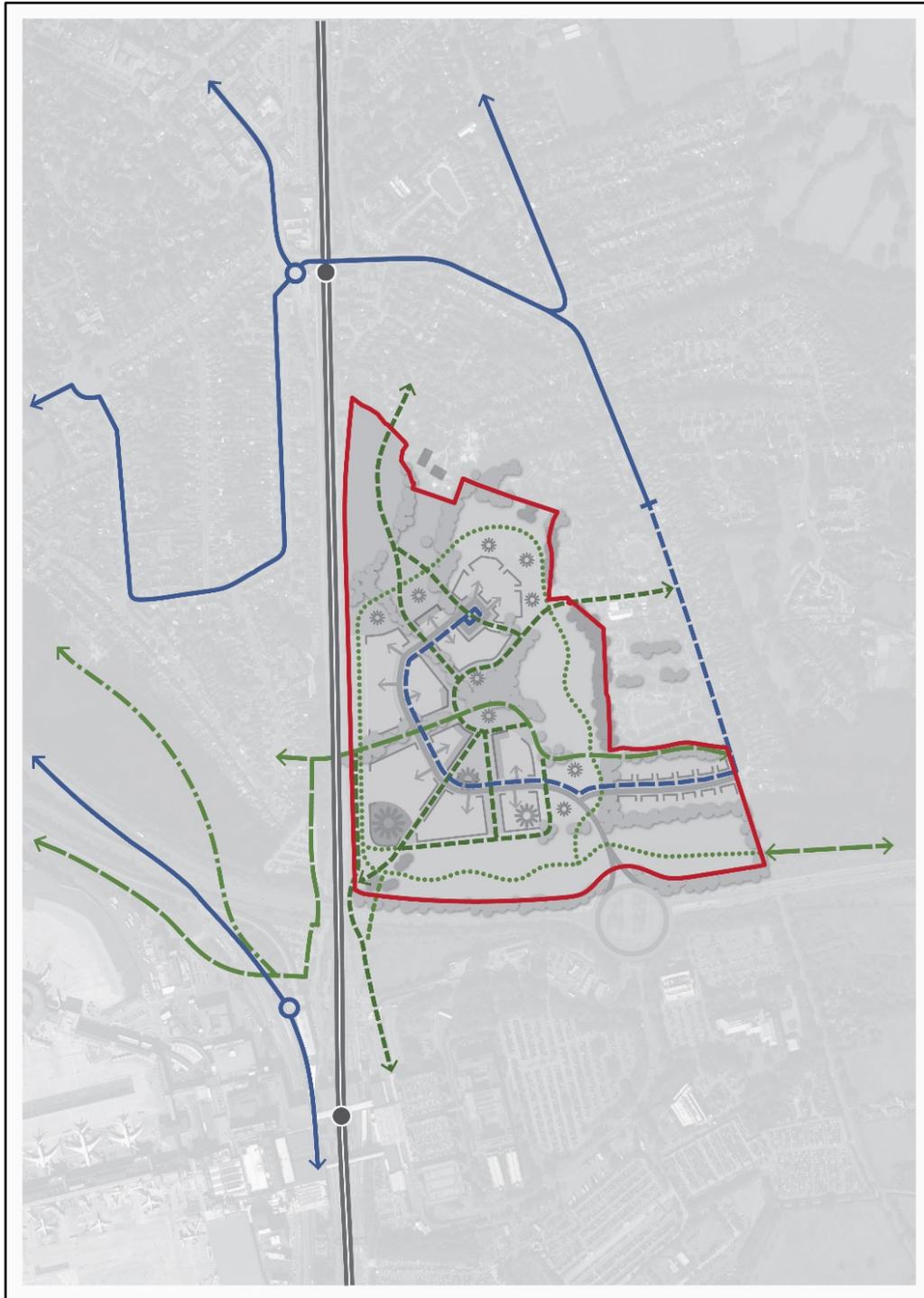
1. Maximising travel by sustainable modes, cycling, walking, and public transport will be key to the business park's success, allowing it to operate within the local and strategic road network limitations, minimising the developments carbon footprint and impact on air quality.
2. The masterplan and planning application must include proposals for improved pedestrian and cycle access to the site from Gatwick Airport reflecting its higher service levels, connectivity and accessibility to the wider region by sustainable transport modes. This could be through improvements to lighting, security,

boundary treatment, and environmental improvements in the A23 underpass on the western side of the railway line and along the public right of way to the footbridge into the site, involving Network Rail.

3. Improvements to, including potentially a bicycle groove, or replacement of Network Rail's railway footbridge will be needed to provide access for cycles.
4. Alternatively, a more costly but potentially more attractive shorter route between Gatwick Airport, rail and bus stations and the site should be investigated, to create a new tunnel under the A23 to the east of the railway line for cyclists and pedestrians. Potentially designed as an attractive art work and gateway feature to Gatwick Airport South Terminal and Railway Station, investigations into design, costs and viability should be considered in discussion with Gatwick Airport Ltd, National Highways, and Network Rail.
5. The masterplan must include proposals for improvements to walking and cycling routes from Horley town centre, train and bus interchange and nearby residential areas to the site.
6. Clear wayfinding signage will be needed between Gatwick, the site and Horley town centre, and Limes Avenue and Bayhorne Lane into the new public open space.
7. A public transport corridor should run through the site linking Balcombe Road to a central square in the business park. All development parcels should be within 400m walk of a bus stop, with most being within 250m, with bus stops located at key locations and walking network nodes.
8. A "green" walking and cycling leisure circuit could be provided linking the new public open space in the north of the site, the open green space to the east of the business park, and the southern "Gatwick Open Setting" land. This could potentially be used for "Parkrun" or similar local community events.

Figure 41: Sustainable Movement principles diagram

Image credit: David Lock Associates 2021



e) Site Layout

4.77 David Lock Associates' 2021 report "*Horley Business Park: Design Principles and Options*" (March 2021) sets out a series of themed "design principles" for the development of the site, both general and location-specific, which should be

followed by the site promoter in preparing the masterplan and designing the site's development in order to achieve the site's "Vision".

- 4.78 These design principles have been applied to the site to create three **illustrative masterplan** scenarios which demonstrate how different floorspace quanta could be accommodated on the site to achieve an attractive sustainable development. These three illustrative design scenarios are not prescriptive but are examples of what masterplanning of the site can achieve taking account of the constraints, opportunities, and the design principles set out in DLA's 2021 report and summarised in this SPD. These three "Design and Massing" scenarios are presented in this section.
- 4.79 Whilst the three Design Scenarios presented are indicative and not prescriptive, the DLA report concludes that Design Scenario 1: "Balanced Development Scenario" delivers a suitable balance of developable floorspace whilst also satisfying the design principles for sustainable development including requirements of DMP Policy HOR9.
- 4.80 Each of the three scenarios includes a supporting mix of uses being concentrated around a central square located just south of the existing woodland area for convenience to all employees, and to act as a focus, providing more coherence to the business park development. Small scale offices, light industrial, research facilities or distribution units suitable for local start-up companies could be suitably located in the south east of the site close to the Balcombe Road site entrance. There is potential to create a combined hotel with conference facilities close to the south west corner of the site closest to Gatwick Airport to maximise connectivity.
- 4.81 For each design scenario, the floorspace is split between five main development parcels, four in the western part of the site and one around Meadowcroft area in the east of the site. Within each parcel, which could be phased in delivery, are individual development plots that could potentially be subdivided depending on market demands. Whilst plot ratios (ratio of floorspace to building plot area) vary through the site, the overall average over the whole site in Scenario 1 is 1.5, which is similar to that of a town centre.
- 4.82 DLAs "*Balanced Development Scenario*" illustrative masterplan scenario shows the site as it could be developed to provide approximately 147,000 sqm gross total floorspace, of which approximately 140,000 sqm is for business uses. This is shown on Figure 42 below. This scenario includes a large new public parkland in the north of the site, two further areas of natural open green space to the east and south, with the business park in the centre of the land adjacent to the railway line.

Figure 42: Design Scenario 1: Balanced Development Scenario

Image credit: David Lock Associates 2021

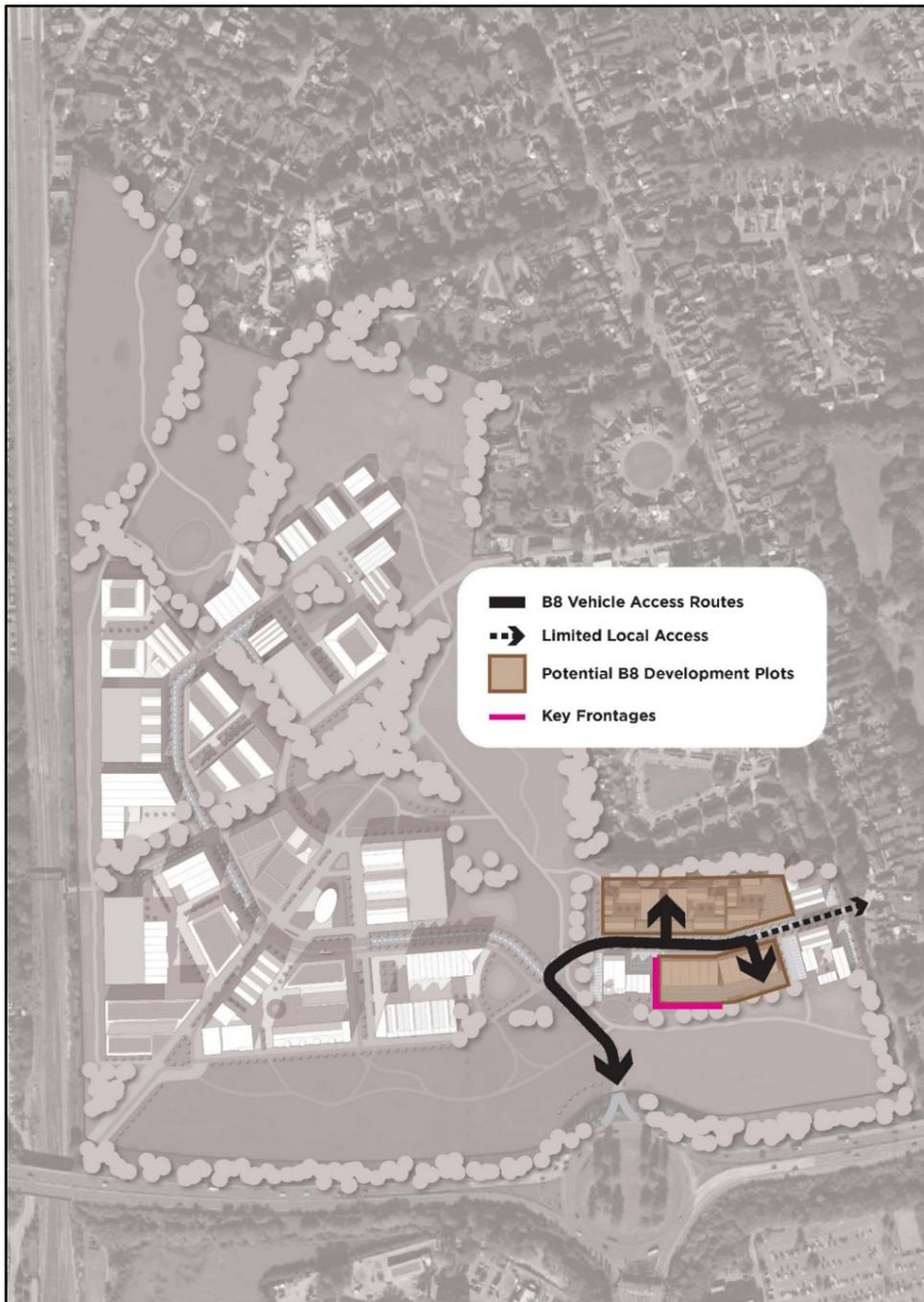


4.83 DLA’s 2021 report then considers the same scenario, but with limited B8 uses (storage or distribution) included as in the Policy allocation, “Incorporating B8 uses”. Should it be included in development proposal, limited logistics or

warehouse floorspace should be located close to the site access point from the M23 Spur J9A. Any logistics / warehousing provision must be of limited, small scale to serve local distribution needs. The design of such buildings should contribute positively to the street scene, and where possible should be partially surrounded with other finer-grain uses such as light industrial or research and development on key frontages. Consideration of connectivity and movement patterns will help to inform where the various uses would best be located within the site.

Figure 43: Design Scenario 1A: Incorporating B8 Uses

Image credit: David Lock Associates 2021



- 4.84 A third indicative scenario is presented, a “*Maximising Employment Floorspace*” Design Scenario, which accommodates 170,000sqm business floorspace with limited B8, with approximately 11,500sqm hotel space and 8,500sqm mixed supporting uses.
- 4.85 Due to constraints on the site, such as Flood Zone 2, Gatwick Open Setting, the surrounding residential floorspace to the north and east, and airport safeguarding, provision of the amount of floorspace accommodated in scenario 2 would require very high plot ratios (ratio of floorspace to plot area). The higher plot ratio required by this scale of development would have implications for the character of the development across the site. Buildings would need to be higher, resulting in it being more visible from the surrounding areas, and / or there would be less open public area surrounding buildings, and the streets and spaces would have a more intensive, urban character. Buildings would generally need to have larger footprints with less variety, potentially reducing flexibility in the buildings’ use.
- 4.86 Greater floorspace provision results in more people travelling to the site, which would require higher level of sustainable modal split, encouraged by demand management and limits on site access from the M23 Spur and from Balcombe Road. A greater level parking provision may also be needed, which would impact on the public open spaces within the site. Some of this additional car parking could potentially be accommodated within Flood Zone 2 land in the east of the site, raised above Flood Zone 2 level.

Figure 44: Design Scenario 2: Maximising Employment Floorspace

Image credit: David Lock Associates 2021



4.87 The DLA report (paragraph 4.6, page 42) makes it clear that the overall design and quantum of development will depend on a balance of car parking, the location and design of car parking (e.g., underground), transport, and viability issues. The design scenarios set out design principles, and indicative design approaches and layouts that balance development with placemaking, green and blue infrastructure, open space, and sustainable movement to achieve the “Vision” for the site.

Building Heights

- 4.88 The surrounding building height context is approximately 12 commercial storeys (48m) at Gatwick Airport to the south west of the site, and 4 to 5 storeys (residential storey height) at the recently constructed Russell Square development in Horley Town Centre to the north of the site. The surrounding residential building height to the east and north of the site is typically 2 (residential) storeys.
- 4.89 The height of buildings at different locations within the site will depend on the floorspace required for the development to be commercially viable and attractive to the market; the constraints on the site and close to the site; and good building design, including as creating landmark buildings in suitable locations.
- 4.90 Towards the north of the site, bordering the planned new public open space, buildings heights will be expected to be lower, no more than 3 storeys to fit the residential context.
- 4.91 Building heights would suitably rise towards the southern edge of the site bordering the Gatwick Open Setting, in particular towards the south west corner of the site away from domestic scale buildings. A taller landmark building of striking design should be considered in the south west of corner of the business park, where it would create a legible (easy to navigate) environment, providing a visible southern gateway to the site, more reflective of the nearby Gatwick Airport buildings. The maximum height will be subject to a full assessment from Gatwick Airport.
- 4.92 The DLA report explores building heights for Design Scenario 1 and Design Scenario 2, showing in two indicative plans (DLA's report figures 52 and 66 respectively) how the storey heights could be accommodated across the site to provide the floorspace given in each scenario. The two DLA figures both show a generally stepped increase in height from 2 storeys in the north and east of the business park, closest to the open space and existing residential areas to 7 storeys (approximately 28m) towards the south west corner, which is closer to the Gatwick Airport buildings. Storey heights are assumed to be 4m for office buildings.

Figure 45: Indicative Building Heights Plan for Design Scenario 1

Image credit: David Lock Associates 2021



- 4.93 Building heights have potential to impact on the surrounding area including daylight and overshadowing. The building height of any development should not harm the amenity to the existing residential areas and proposed public realms, noting that there is no right to retain existing views. Building heights on the site must also not encroach airport safeguarding requirements depending on context. Applications will be required to consult with Gatwick Airport to ensure there are no conflicts with safeguarding requirements.
- 4.94 A landmark building should be used as an orientation point within the site to aid legibility (be easy to navigate). Attractive memorable buildings that stand out within their environment through height and scale can significantly contribute to the character of an area by implementing placemaking principles. A legible

building therefore can create a sense of pride to communities and create navigational benefits for better connectivity.

Figure 46: Newcastle College landmark building

Image Credit: Critical Tortoise Ltd 2021



- 4.95 Through the use of appropriate height, scale and design, a focal feature can be created to provide legibility (be easy to navigate) to particular spaces, such as a public realm space. Consideration of the “grain” of development within each plot and along key streets in the business park will be an important way to make the business park more walkable and attractive. The business park masterplan should suitably include more fine-grain buildings, or articulation of larger buildings to break up the massing. Narrow floorplates which maximise access to natural sunlight and allow for passive ventilation should be considered for suitable parts of the business park.
- 4.96 Views both into the site and long views of the site will need to be considered. Additional planting along Balcombe Road will help to screen the development, reducing its visual impact. Blank frontages should be avoided, including from long distance views into the site.

PRINCIPLES FOR SITE LAYOUT AND BUILDING HEIGHTS

9. The masterplan and proposed site layout must be informed by the design scenarios presented in David Lock Associates 2021 report and the commentary that supports them.

10. Small scale supporting uses should be focussed around an attractive urban square towards the centre of the business park, south of the wooded area, which would act as a central focal point for the business park development.
11. Clear sightlines should be provided along main routes towards the main urban square.
12. Small scale offices, light industrial, research or distribution buildings providing accommodation particularly suited for small local businesses would be suitably located close to the Balcombe Road site entrance.
13. Finer grain buildings should be located in the south easter corner of the development, close to the Balcombe Road entrance, around the central square, and in the northern part of the business park bordering the new public open space.
14. Buildings should not result in adverse impacts on the character of the area, public realm environments and the amenity of nearby properties.
15. Building heights on the site could range from 2 office storeys high in the north and east of the site to 7 storeys close to the south west corner, respecting the height context of nearby buildings. Along the business park's key streets and the urban square, 4 storey buildings could provide suitable enclosure to the spaces.
16. Within the building design of the lower buildings on the site, particularly along the northern and eastern edges of the site, refence could be made to the character of neighbouring buildings.
17. A well designed prominent landmark building, potentially providing a hotel with conference facilities, could be located towards the south west corner of the site, closest to Gatwick Airport. The landmark building would provide legibility and enhance the area.
18. The masterplan should be based on a strong urban design framework that enables creation of an interesting and varied business park, which has a strong character and is easy to navigate. This will help to maximise the business park's attractiveness to prospective businesses and employees.
19. Plans and visual assessments supporting the masterplan and planning application must show how the proposal would be viewed within the wider context of the site.

f) Building Design and Sustainability

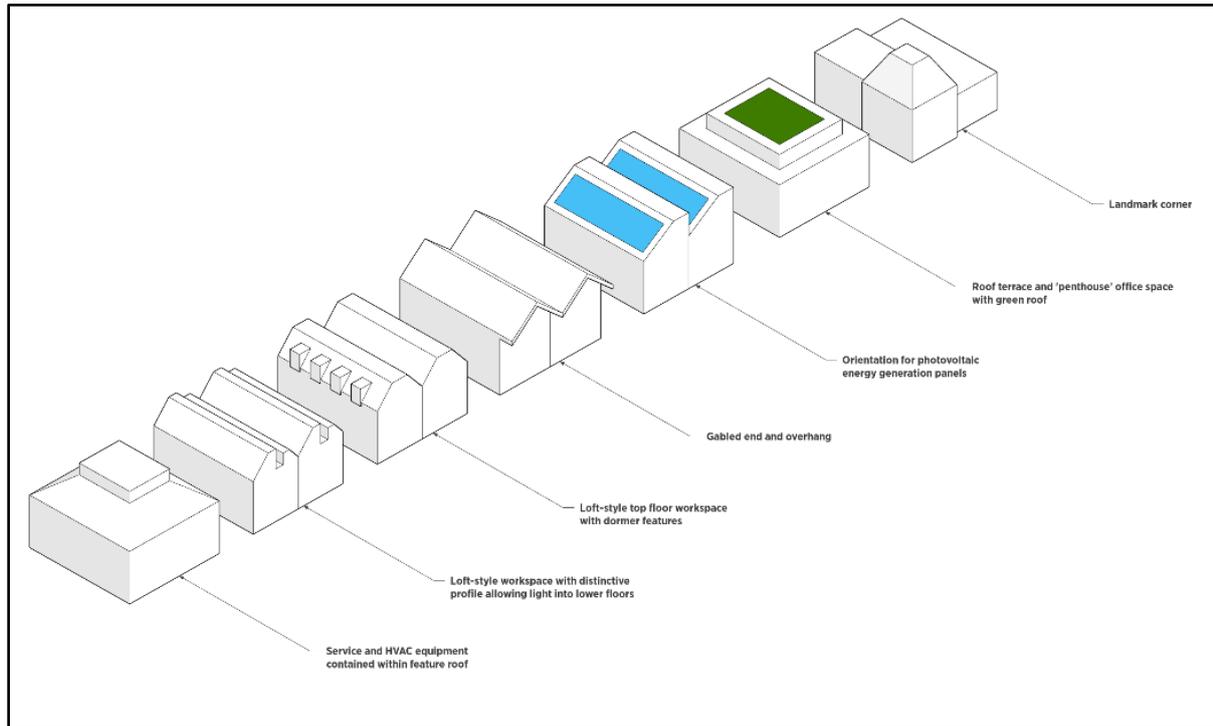
Building Design

- 4.97 Carefully planned building design can avoid inefficient, poorly designed buildings that do not integrate with the surrounding area. Well-planned building design contains high quality architectural detail that integrates with the surrounding area, and optimises energy, materials, and water use.
- 4.98 The businesses that will occupy the site once developed will want to attract and retain the best talent available, and a high quality workplace will be important to attract and retaining staff. Linking design, people and technology to enhance health and productivity will be fundamental for high -performing workplaces. A healthy attractive office environment that offers supporting facilities for leisure and everyday needs set in an attractive environment which facilitates interaction, collaboration and networking will help to attract businesses and employees to the business park and will help to create a coherent business community. Attractive workspaces will need to be fully integrated into the development, including the intelligent buildings to support occupier and employee expectations for a healthy working environment. More information can be found on the British Council for Offices website.
- 4.99 The National Planning Policy Framework 2021 (paragraphs 126 – 136) focusses on national planning policy to achieve well-designed, sustainable places, which create better places to live and work. This includes recognising the important role that trees play in the character and quality of urban environments and in helping areas to reach carbon neutrality. New streets should be tree-lined, and trees should be incorporated in parks and community orchards.
- 4.100 Roofscapes are a significant influence on a buildings design that can add considerable to the character and individuality of the business park. A variety of roofscapes should be used across the site to mitigate some of the scale of taller buildings and to add to the character of the business park.
- 4.101 Contemporary office roofscapes could be multifunctional, incorporating green roof terraces with places for employees to sit out. Other roof forms to be considered include roofs angled for photovoltaic energy generation and servicing equipment contained within a feature roof, and loft style workspaces for the lower buildings more suitable for SMEs.
- 4.102 Green roofs can help optimise building energy conservation and are encouraged, provided they are made unattractive to flocking birds to avoid potential to create bird strike at Gatwick Airport. Techniques to create such roofs, which remain friendly to insects and other biodiversity, have been employed in the vicinity of other international airports, and should be considered for this site.

4.103 The site owner or management company would need to sign up to a Bird Hazard Management Plan to ensure that regular inspections are undertaken to ensure that flocking birds such as Gulls do not use the roofs for nesting or roosting, as this could potentially endanger Gatwick's aviation safety.

Figure 47: Roofscape design options

Image credit: David Lock Associates 2021



4.104 Building design, construction, operation and ongoing management has potential to contribute to addressing carbon emissions. Building design must also directly contribute to the health and wellbeing of the people who work inside them. It is essential that building design options reflect commercially deliverable schemes, and the DLA 2021 report selected a range of suitable office building types which they used to develop the three illustrative design scenarios.

4.105 Architectural detailing including materials and colour have a strong influence on the quality of a building. The choice of materials and material colours for this development should be derived from urban design analysis that considers the surrounding area and character. This includes building grain, roof forms, architectural features, and materials.

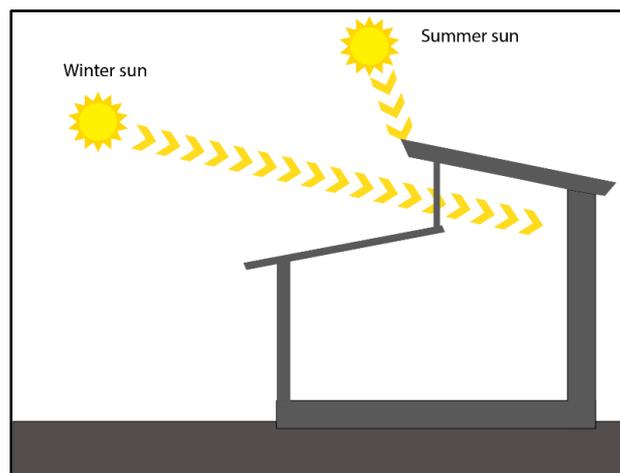
4.106 Window design is a part of architectural detailing that has a strong influence on the quality of a building, whilst also creating benefits to the workspace inside. Windows can provide natural lighting that brings offices to life and helps an employee's ability to focus. Window design should consider the height, bulk and scale of the development and be positioned to provide views, lighting and active

frontages.

Building Sustainability

- 4.107 Developers should use “sustainability assessment” methods, such as the Building Research Establishment Assessment Method (BREEAM) in masterplanning the site and in the design and construction and management of buildings. This could include aiming for carbon neutrality for the business park’s development to reduce as far as possible carbon dioxide emissions and balancing carbon dioxide emissions with removal of carbon dioxide. [The BREEAM Sustainability Assessment Method Technical Standards for New Construction can be viewed using this weblink.](#)
- 4.108 Through masterplanning, the sites owners and promoters should aim to achieve BREEAM technical “excellent” standard for new building construction. It is acknowledged that as most of the site is currently undeveloped this will be challenging. BREEAM “very good” standards must be met as a minimum but should be exceeded wherever possible, such as in water efficiency.
- 4.109 Buildings should be designed to incorporate the latest suitable technologies, with built-in future-proofing wherever possible. Opportunities to maximise energy saving, including maximising solar gain including through orientation of buildings, and planting of deciduous trees should be used. Building design aimed at maximising solar gain , including use of narrower floorplates, will provide heat and light in the winter months whilst providing shade during the hottest parts of the summer months.

Figure 48: Solar Gain design



- 4.110 Wherever possible and suitable for design and appearance, building materials that absorb and maintain heat should be used for insulating walls and roofs. This will help to save energy in the operation of the buildings.
- 4.111 Hot weather has potential to result in some buildings overheating, which can

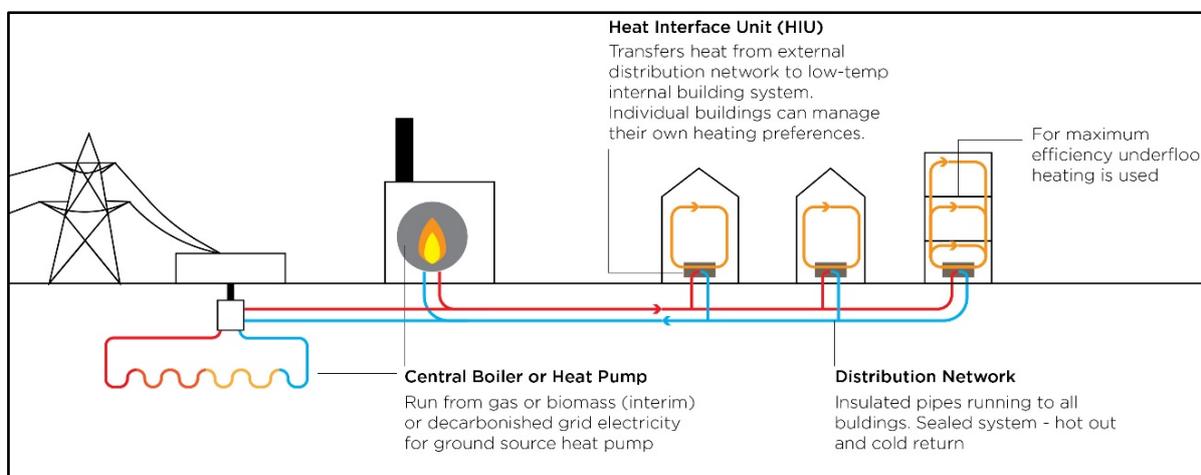
cause serious health issues such as heat stress. It is therefore important that buildings can be kept warm in winter but can also stay cool during the summer months without an overdependence on energy intensive air conditioning systems, which are also more expensive to run. Use of building materials with high thermal mass together with mechanical ventilation could provide flexible options for some buildings. The Council's preferred approach to avoid buildings overheating is that the design of developments follows a 'cooling hierarchy'. Figure 11 of the Borough Council's adopted Climate Change and Sustainable Construction SPD 2021 should be referred to. To prevent buildings overheating, the use of "brise soleil" using aluminium louvred blades for relevant elevations of buildings should be considered in design buildings depending on their scale and orientation.

4.112 DMP Policy CCF1 requires new non-residential developments of 1,000 sqm or more such as this to be renewable or low-carbon energy generation, in order to provide 10% of the anticipated energy use of the development. Site promoters should aim for this 10% to be far exceeded on this strategic cutting-edge business park, setting an example of what is possible through the masterplan and planning application. This could be achieved through including in the site and building design renewable energy technologies such as provision of a district heating network, and solar photovoltaics.

4.113 The scale of the site's development offers potential to provide on-site sustainable energy generation through use of a district heating solution, either a heat exchange loop from a ground source heat pump (GSHP), or centralised CHP energy generation facility using low or zero-emission technologies. If biomass is to be used, local emission impacts on air quality must be considered as the site lies in an air quality management area (AQMA). Related to these and to solar panels will be a need for batteries to store electricity or hydrogen tanks on site.

Figure 49: District heating network principles

Image credit: David Lock Associates 2021



- 4.114 Gatwick Airport Ltd (GAL) has asked that use of wind turbines as a renewable energy source or to power building ventilation be avoided if possible, due to the potential for their rotating blades appearing as “clutter” on the airport’s radar screens. Bladeless wind turbine ventilators may be suitable and viable, and their use could be explored. Where solar panels are including on buildings, these should be sited to avoid being in the line of site of the airport’s radar to avoid distortion of beams. Every opportunity to incorporate sustainable energy technologies, including solar collectors and solar water thermal stores, must be considered, and included where suitable.
- 4.115 Use of sustainable construction materials and methods should be employed wherever possible, starting at the masterplanning stage. This should include green thermal insulation, recycled wood, and recycled metal. “GreenSpec” is the leading resource in the UK promoting sustainable building products, materials, and construction techniques. It was launched with government funding in 2003 and is independent of companies and trade bodies. Further information on sustainable building materials is available on the [GreenSpec website, which you can access using this weblink](#). Forest Stewardship Council certified materials are certified sustainable materials that could also potentially be included in the build. Further information is available on [the FSC website, which can be accessed using this weblink](#).
- 4.116 Surrey County Council (SCC), as the waste planning authority for the site has produced and adopted an [Aggregate Recycling Joint Development Plan Document 2013, which can be viewed on SCC’s website using this weblink](#). The County Council’s development plan document encourages use of recycled aggregates such as inert construction, demolition and excavation waste in place of land won aggregates where possible and suitable.

PRINCIPLES FOR BUILDING DESIGN AND SUSTAINABLE CONSTRUCTION

1. Building design should contribute to the health and wellbeing of the end users. Architectural detailing should be used to create beautiful buildings that contribute positively to the area.
2. Roof design should be varied, interesting and contextually sensitive.
3. Green roofs to optimise building energy conservation are encouraged, provided they are made unattractive to flocking birds to avoid potential to create bird strike at Gatwick Airport.
4. Streets should be lined with trees.
5. Workspaces should be designed to be healthy and stimulating to help optimise productivity and wellbeing.

6. A variety of suitable office building types should be used across the site, suggested by their location within the site.
7. Larger buildings should be articulated or “broken up” so that they appear as groups of smaller buildings to retain a “human” relatable scale.
8. Presentation of larger format buildings with active short edges towards main pedestrian routes and public areas to create a visually finer grain.
9. Development should be adaptable and resilient with consideration of building orientation to maximise solar gain and minimise carbon emissions. Where suitable, use of narrower floorplates can help to maximise access to sunlight to warm buildings whilst enabling passive ventilation. As an absolute minimum, at least 10% of anticipated energy use must be provided by renewable or low carbon methods.
10. Commercial building design and construction should aim to be carbon neutral and should incorporate the latest technologies to create an exemplary sustainable business park, exceeding BREEAM “very good” standards.
11. Water efficiency measures designed to minimise water consumption on the developed site, including grey water recycling systems should be considered at the masterplanning stage.
12. Building design and construction should make use of recycled materials including inert construction and design waste and should consider the use of sustainable materials and high thermal mass materials.
13. Development should use high thermal mass building materials where suitable, whilst considering potential to overheat in the summer.
14. Developments should follow the Borough Council’s “cooling hierarchy” guidance to reduce buildings overheating.
15. Sustainable construction techniques using recyclable materials where possible should be used.

g) Open Space: Public park, hard and soft landscaping and trees, hedgerows and biodiversity

- 4.117 The site includes field boundaries consisting of hedgerows and trees that may well date back beyond the 1600s. This makes up a large part of the historic landscape character of the site. These are important landscape character features to protect and should be retained and enhanced along with the central

woodland copse which could provide a green focal point, with a new small “green square” planted to contribute to provide the green setting of the business park.

- 4.118 The east part of the site contains the only formally protected trees on the site. These are subject to a blanket TPO covering the remaining trees along the north, south and eastern boundaries of Meadowcroft House. The mature tree and hedge belts along the site’s east edge to Balcombe Road must be retained and enhanced to provide green “buffers” to the business park. Suitable new planting will need to be provided along the site boundaries, between the business park and the nearby houses, for screening, biodiversity, and to support a reduction in carbon emissions.
- 4.119 As part of the site’s development, at least 5ha of high quality public open space will need to be provided. This would be best provided in the northern part of the site for several reasons. This northern part of the site, being the lowest part of the site, and within Flood Zone 2, has limited development potential. However, laid out as parkland, it could include flood mitigation measures, such as balancing ponds and swales (a broad shallow planted channel designed to store and convey runoff and help remove pollutants) to help reduce flood risk on the rest of the site and in the surrounding streets.
- 4.120 The land in the south, designated as the Gatwick Open Setting (DMP Policy NHE1), would not be suitable as the new public open space as it is not sufficiently close to the existing homes to the north and north east of the site to be well used, and would not form the required buffer to the existing houses. Instead, a public park situated in the north of the site will allow better public access for the local residents. However, it could be linked through a network of green corridors to the new public open space in the north of the site.
- 4.121 It is likely that this new public park will be laid out and dedicated as public open space by the Borough Council as the first , or early phase in the site’s development. This would need to include details of the ongoing management and maintenance of the new public open space by R&B Borough Council. Transfer of the land for the new public open space, most likely through a planning obligation, will allow for effective on-going management of the new public open space.
- 4.122 The Natural Environmental and Rural Communities Act 2006 requires the Borough Council as a public authority to have regard to biodiversity conservation when carrying out its functions in order that biodiversity conservation is embedded in all its relevant policies and decisions
- 4.123 Although the site allocation includes parkland and outdoor sports facilities, following more detailed consideration of the open space needs in the area and the issues relating to formal sports provision in this location (in particular parking, lighting, a building for changing and washing facilities), formal playing pitches /

fields are considered unsuited to this site.

- 4.124 Provision of a new public open space would be most suited to take the character of semi-natural parkland. It could provide a pleasant parkland area potentially with outdoor gym equipment or “trim trail” of outdoor exercise equipment, young children’s play area, an orchard area of native trees, a sensory garden for relaxation and rest, and temporary water features and ponds which could help to reduce flood risk elsewhere in the area.
- 4.125 Access to a large area of natural green space will provide opportunities for exercise, play, and quiet enjoyment of nature, benefitting health of local residents and business park employees.
- 4.126 A new large public open space in the north of the site will provide a buffer between the houses surrounding the site and the business park, acting as a new southern ‘gateway’ to Horley. It also offers the opportunity to provide tree lined walking and cycling corridors linking this to other areas of open space, and to Sustainable Drainage Systems (SuDS) on the site.
- 4.127 A well planned green infrastructure network on the site will deliver many positive benefits for nature and for the local community, including providing a habitat for important species, managing flood risk. This will create recreation and biodiversity links and will avoid fragmented green spaces. Green space linkages should be provided within and to outside the site, including to the “Gatwick Open Setting” in the south of the site, and the Riverside Garden Park in the west in order to link into a wider green and blue infrastructure network. Consideration should be given to opportunities to provide green bridge crossings for small animals to cross “obstructions” such as roads and railway lines where possible, including examples of such corridors already built.
- 4.128 Hard and soft landscaping should be used to create aesthetically pleasing environment for the business park which also provide biodiversity opportunities. Getting the correct balance of hard and soft landscaping is key to building effective green infrastructure networks. Developers are urged to explore multifunctional landscape provision to deliver wide ranging benefits.

Figure 50: Indicative plan of green and blue infrastructure within the site

Image credit: David Lock Associates 2021



4.129 Efforts should be made to contribute to functioning, diverse biodiversity in the site. Within the centre of the site a formally landscaped “urban square” space forming the focal point of the business park development should be provided, linked by a pedestrian and cycle route to Gatwick railway station to the south and

to Horley town centre via the new public park to the north.

- 4.130 New streets on the site should be lined with trees and landscaped to create a pleasant mature green setting for the business park whilst providing some shade for pedestrians and cyclists.
- 4.131 Development should protect or replace existing wildlife corridors, and also provide opportunities to develop new habitats for wildlife, which will help to achieve a net gain in biodiversity. Green walls and wildflower planting with native and pollinator species in particular will be an effective way to enhance biodiversity of the developed site. Consideration must be given to [Surrey Wildlife River Mole and Tributaries Biodiversity Opportunity Area Policy Statement September 2019, which can be accessed using this weblink.](#)
- 4.132 Attention must be taken in designing the park and soft landscaped areas within the business park to avoid increasing the attractiveness of the site to birds which may be hazardous to aviation safety. Habitats that help improve biodiversity on the site but do not increase the birdstrike risk to the airport include long grass meadows and planting for pollinators; provision of habitat for bats, excluding permanent large areas of open water; bat boxes and bird boxes for smaller species; scrub or bare ground habitat for invertebrates or smaller, non-flocking bird species; areas of short grass, provided they are away from open water; and green walls, which tend to attract smaller species.

PRINCIPLES FOR OPEN SPACE: PUBLIC PARK, HARD AND SOFT LANDSCAPING AND TREES, HEDGEROWS AND BIODIVERSITY

1. Hedgerows and mature trees along the site boundary and within the site should be retained as far as possible. Generous screening planting including suitable deciduous tree species should be provided as a buffer to existing housing areas around the site. Full Arboriculture and Ecological Surveys will be required at the planning application stage to include impact assessment on existing trees.
2. A high quality public open space (5ha) in the north of the site close to Limes Avenue must be provided to serve the local community and the employees of the site. The open space should link via green corridors through the site to the area designated as Gatwick Open Setting in the south of the site to connect to the local green infrastructure network.
3. Open spaces must be multi-functional, providing for recreational amenity, natural habitats for wildlife, surface and fluvial water management, and an attractive distinctive setting for the business park development.

4. Two key features of the business park that would benefit its employees could be provided around the existing central area of woodland. An “urban square” to the south of the woodland area which provides outdoor seating, meeting and eating areas, and a smaller “green square” to the north of the central woodland area to provide a turning area for buses and service vehicles and an attractive green setting for the business park buildings.
5. The site’s development must avoid an overall decline of biodiversity. Instead, wildlife habitats must be protected and enhanced, whilst also providing opportunities for new habitats for flora and fauna.

h) Mitigation of Surface Water and River Flooding

- 4.133 Areas within the north and eastern part of the site (shown on Figure 15 above) are within Flood Zone 2, although no rivers or streams actually run through the site. Nevertheless, the site lies within the “Burstow Stream at East and North Horley” flood warning area and Ifield Brook, Upper River Mole, Gatwick Stream, Burstow Stream and Salfords Stream flood alert area. Opportunities must be planned through the site’s development to ensure no increased flooding on the site and surrounding streets, and where possible, to reduce it. A site-specific flood risk assessment will be needed to support any planning application, which takes account of the findings of the DMP’s Level 2 Strategic Flood Risk Assessment 2017.
- 4.134 As part of the development of the site, flood mitigation and attenuation measures must be provided to ensure no increase in the risk of flooding to the site and nearby properties. Due to the existing flood risk to properties surrounding the site, surface water runoff must be restricted to greenfield runoff rates, unless satisfactory evidence is submitted to demonstrate why this is unfeasible. Noting that the site is predominantly greenfield, Surrey County Council as Lead Local Flood Authority (LLFA) for the area requires for the development of the greenfield land area, the peak runoff rate from the development to any highway drain, sewer or surface water body for the 1 in 1 year rainfall event and the 1 in 100 year rainfall event should never exceed the peak greenfield runoff rate for the same event.

Figure 51: Groundwater on the site



- 4.135 SuDS should be designed around existing surface water flow paths and areas of ponding. The soils on the site and the high groundwater table may limit the opportunities for infiltration SuDS, however this large undeveloped site should be able to implement other SuDS features and designs.
- 4.136 Creation of new SuDS balancing ponds, temporary wetland areas, swales, as well as improvements to existing drains on and around the site should all be explored as early as possible in drawing up the masterplan to help mitigate future flooding of the site and surrounding streets. [Surrey County Council's Sustainable Drainage System Design Guidance, which you can access using this weblink](#), was prepared by the County Council in its role as LLFA for this area. By meeting the requirements of that guidance relating to surface water drainage will help the LLFA to assess the planning application, to which they will be a statutory consultee. Where a site is significant in size, is hydrologically complex or where an approach which goes against the advice in this guidance is proposed, it is strongly advised that applicants seek pre-application advice from SCC as the LLFA prior to submission of their application.
- 4.137 Thames Water, as the wastewater / sewage undertaker for the area has advised that the developer is responsible for following the sequential approach to the disposal of surface waters with proper provision for surface water draining to ground, water course or surface water sewers being given. The discharging of surface waters to the foul sewer can be a major contributor to sewer flooding and should therefore be avoided.

Figure 52: Oxford Science Park's integration of water channel, walking route and green infrastructure



- 4.138 Opportunities should be taken to deliver multi-functional SuDS which also deliver benefits to biodiversity and recreation through integration with areas of greenspace. These can provide attractive multifunctional landscape features route that help increase biodiversity, provide for temporary water storage during wet times, and provide pleasant walking / cycling routes, recreation or seating areas.
- 4.139 Any open water areas to be created as SuDS must be designed to be as unattractive as possible to birds which may be hazardous to aircraft safety. SuDs should be reasonably small with steep banks, and continuous planting on its edges with an evergreen plant such as Common Reed, which will obstruct land access by waterfowl. There must be no islands in water features, which should ideally have shrub or tree planting around them, and no adjacent short grass as that will be attractive grazing source for geese.
- 4.140 The existing culvert between Staffords Place and Limes Avenue is currently restricted. The potential for this culvert to be improved through clearing and potentially widening must be investigated with SCC in order to increase its capacity. A survey of existing ditches and culverts is needed to inform the design of flood alleviation measures, which could also potentially include new swales and balancing ponds.
- 4.141 Green roofs that are appropriately designed to be unwelcoming for certain

flocking birds which can be hazardous to aviation activity should be considered throughout the site in order to absorb and filter rainwater. Green Roofs can be designed to absorb and filter rainwater with appropriate rainwater harvesting techniques, whilst being uninviting to flocking birds.

Figure 53: Landscaped balancing ponds used for temporary flood water storage, Cheltenham

Image credit: JPR Environmental



Figure 54: Example of Sustainable Drainage System at Watercolour, Redhill



4.142 The site masterplan should include the northern part of the site within Flood Zone 2 as public open space incorporating flood attenuation measures, with built development (other than infrastructure such as car parks) restricted to Flood

Zone 1.

- 4.143 Following an extreme flooding event in the Horley area in late 2013, the Environment Agency (EA) work has been working on design of a suitable flood alleviation scheme in order to reduce the risk of the area flooding in the future. The EA has to date shortlisted six potential options for the Burstow Stream catchment, which require further detailed appraisal to assess feasibility before any formal design and consultation can begin. These options incorporate natural methods, such as using more natural measures like upstream storage and increased wetlands and washlands to offer improved habitats. The EA intends to further develop the options that would deliver the widest range of benefits, including improved biodiversity, habitat creation, improved amenity and public access. Progress on the EA's development of these potential options to improve the flooding in the Burstow Stream catchment should be checked as the masterplan is being prepared.

PRINCIPLES FOR MITIGATION OF SURFACE WATER AND RIVER FLOODING

1. A site-specific Flood Risk Assessment with Surface Water Drainage Strategy must be submitted as part of any planning application and must inform the site masterplan. Both must take into account the Reigate & Banstead Level 2 Strategic Flood Risk Assessment (2017).
2. The use of multifunctional SuDS and other flood mitigation and attenuation measures will need to be provided on appropriate areas of the site, especially where they can provide multifunctionality and can integrate into the green infrastructure network. Must avoid creating permanent large areas of open water that could attract birds that could become a hazard to the adjacent airport. Flood alleviation proposal must ensure no increased risk to nearby residential properties and must comply with Surrey County Council's SuDS Guidance.
3. Maximising use of SuDS and other flood mitigation measures such as green roofs designed to absorb and filter rainwater.
4. The flow of surface water should follow natural topography and existing channels with attenuation features within or adjacent to development phasing plots.
5. No buildings except for supporting infrastructure such as car parking may be proposed within Flood Zone 2 in the site's masterplan.
6. The north of the site should be used to provide strategic flooding mitigation within the new public parkland, potentially through creation of wetland habitats to slow down the flow of surface water out of the site.

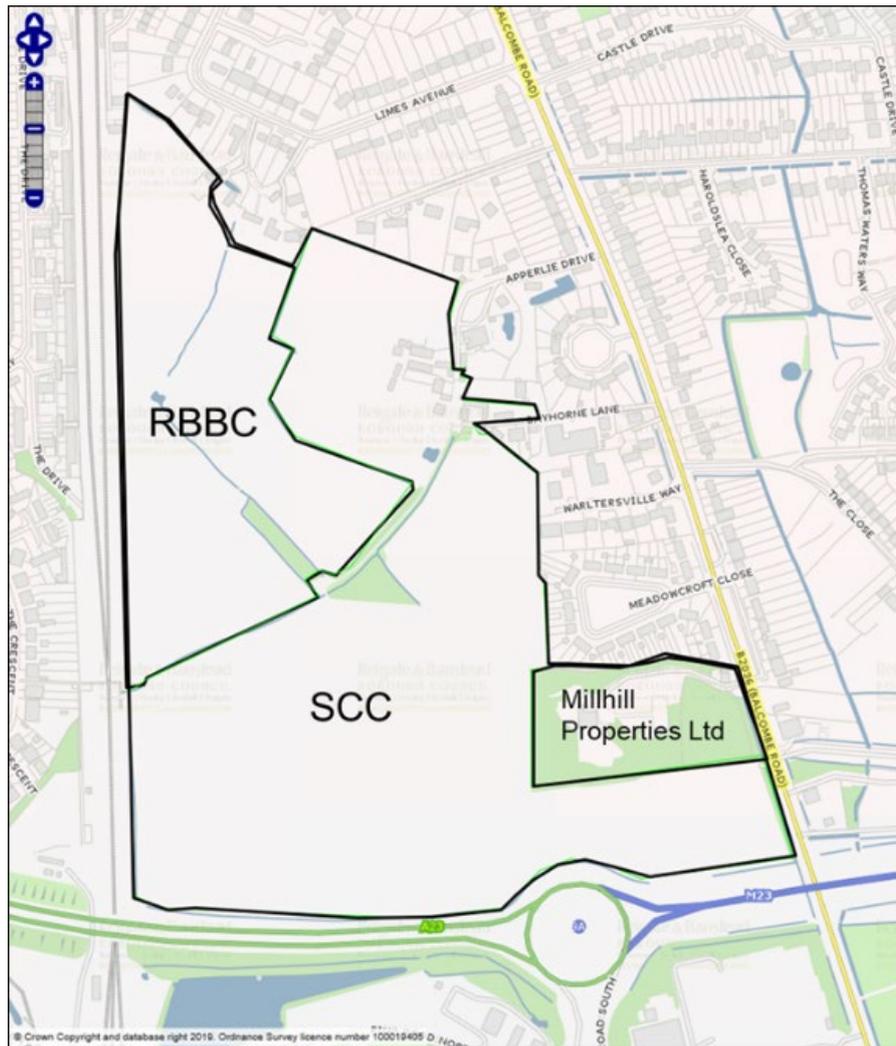
7. Using permeable surfaces and planting within the limited surface car park areas and areas of “hard” landscaping to adsorb surface water, and street trees with tree pits in all streets and public spaces.
8. Use of swales within street verges and open space, and rills within hard paved areas to channel water towards the swales.
9. Stafford’s Place culvert directly to the north of the site should be improved and upgraded

Section 5: Delivery

a) Land Ownership

- 5.1 The ownership of the 31-hectare site is divided between three parties. Surrey County Council (SCC) owns over half of the site, some 19ha, in the north-east, central and south of the site. SCC's ownership includes the main access point from Airport Way roundabout at the junction of the M23 Gatwick spur road and the A23 Airport Way.
- 5.2 Approximately 8.82ha at the central and north west of the site, with a limited serving access from Limes Avenue used for maintenance, including the landholding of Fishers Farm, is owned by Greensands Holding Ltd, Reigate & Banstead Borough Council's private limited wholly owned company.
- 5.3 Millhill Properties (Horley) Ltd owns Meadowcroft House (approximately 2.3ha) in the far east of the site, with vehicle access from Balcombe Road (B2036).
- 5.4 Horley Business Park Development LLP (HBPD LLP) a joint venture company was established by Reigate & Banstead Borough Council (50%) and Millhill Properties (Horley) Ltd and Berwick Hill Properties Ltd (49.99% and 0.01% respectively) for the development and ongoing management of this site as a strategic business park.
- 5.5 The Borough Council's Planning Policy Service prepared this SPD in consultation with consultants. As was the case with the allocation of site HOR9 by the Development Management Plan (DMP), this SPD has been prepared by the Borough Council's Planning Policy Service, retaining an "ethical wall" (in effect an information barrier) between the Borough Council's two interests, as landowner and as local planning authority (LPA). This "ethical wall" prevents exchange of information or communication that could lead to conflicts of interest. At both officer and member level, communication between R&B Borough Council's interests as the LPA regarding the site's development brief SPD, as opposed to the Borough Council's interest as landowner and site promoter has been limited to discussion in a virtual meeting with the site owners regarding contents of the SPD and key issues. This "ethical wall" will remain in place when the Borough Council, in its role as LPA, considers any planning application for development of the site.

Figure 55: Illustrative landownership map of the site



5.6 With the constraints on various parts of the site, including Flood Zone 2 and the designation of the Gatwick Open Setting, and the policy requirement for a significant new public open space, a Developer Equalisation Agreement may well be required to assist in delivery of the development. This will ensure a comprehensive and co-ordinated approach that results in integrated and sustainable development and a high quality, well designed place

b) Pre-application Community Involvement Requirements

5.7 As summarised in Section 1a above, the Borough Council has an adopted Statement of Community involvement, which set out how and when the Borough Council will involve the community and other stakeholders regarding planning matters, including in the consideration of planning applications. The Borough Council’s current SCI was adopted in April 2019. Section 4.2 of the SCI sets out how developers, particularly of large-scale developments such as this new business park and public open space, should seek feedback from the Borough Council on draft proposals and should engage the public before submitting a

planning application.

- 5.8 Having prepared a masterplan that takes account of the contents of this SPD, the landowners and site promoters should engage with the local community, interested and affected organisations including local residents' associations, Gatwick Airport Ltd and National Highways (formerly Highways England), and Horley Town Council before submitting a planning application. The public engagement could usefully include a local public exhibition.
- 5.9 Details of the pre-application engagement and how the feedback has informed the submitted proposal should be submitted to the local planning authority (LPA) alongside any planning applications submitted for its consideration.

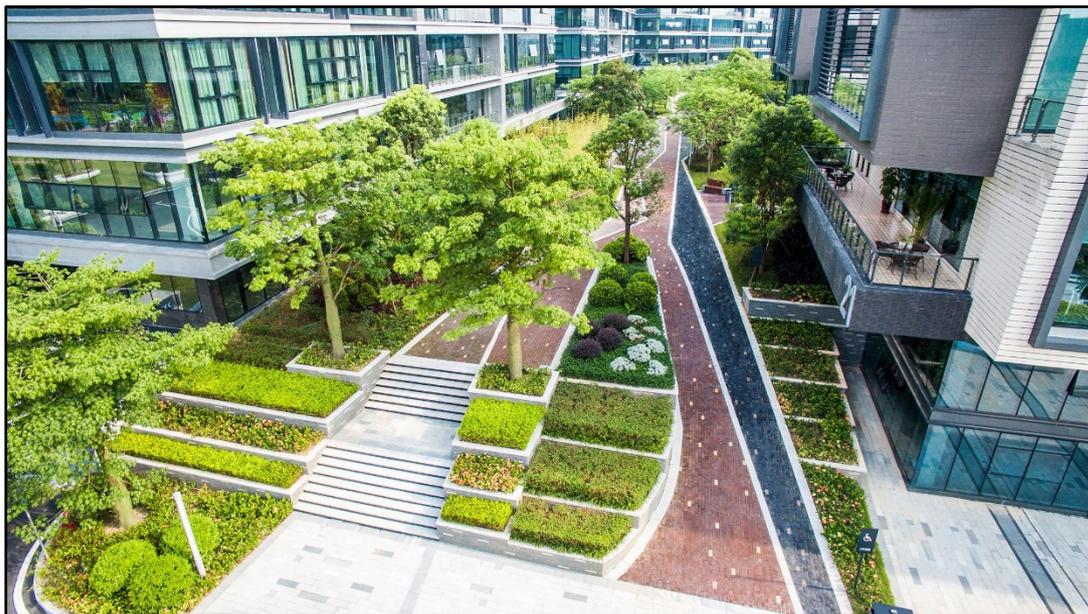
c) Planning Application Requirements

- 5.10 In drawing up a masterplan for the development of the site, the owners and promoters must take account of, amongst many factors, the guidance contained in this SPD. That masterplan will need to be submitted alongside any outline planning application made to help explain the rationale behind the outline scheme chosen which will assist the LPA to assess the proposal and subsequent Reserved Matters or phased full planning applications.
- 5.11 As detailed in Section 4e) "Key Masterplanning Considerations: Site Layout" above, the quantum of development that will be provided on the developed site, will depend on a balance of considerations, including site layout, design and massing, which will need to be balanced against viability issues. The site masterplan and the planning application(s) based on the masterplan are likely to include a narrow range of floorspace provision rather than an absolute or maximum amount.
- 5.12 National Planning Practice Guidance (PPG) advises that **Environmental Impact Assessment (EIA)** must be applied where needed under *the Town and Country Planning (Environmental Impact Assessment) Regulations 2017*, to individual projects which are considered likely to have significant environmental effects. Its consideration may include potential mitigation requirements. This would include consideration of potential impacts on biodiversity. The PPG advises on the different requirements between strategic environmental assessment (SEA) and other forms of assessment. It advises that strategic environmental assessment (SEA) may be used at the plan-making stage to assess the likely environmental effects of the plan when judged against reasonable alternatives, which the site allocation in the DMP was subject to.
- 5.13 The development of this allocated site, if in accordance with the site allocation HRO9, is not of a type listed in Schedule 1 of the 2017 Environmental Impact Assessment Regulations. However, it may well fall within the description of

projects (in column 1) over the specified size threshold (listed in column 2) of Schedule 2.

- 5.14 **Screening for Environmental Impact Assessment** may therefore be required under Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 for urban development projects over a specified size and / or in a sensitive location. A “sensitive location” could potentially include the Air Quality Management Area subject to AQMO No.3 2003 for an area south west Horley, within which the site is located. Section 4b, above, provides more detail and links to relevant documents.
- 5.15 **Before** submitting a planning application, the applicant may submit, or the local planning authority (LPA) may request submission of EIA screening information. On the basis of that information, the LPA may give a screening opinion as to whether an EIA is required to be submitted with a planning application as an Environmental Impact Assessment Development.
- 5.16 The Natural Environment and Rural Communities Act 2006 (section 40) requires all public bodies to have regard to biodiversity conservation when carrying out their functions. This is commonly referred to as the ‘**biodiversity duty**’. The National Planning Policy Framework (paragraphs 174 and 180) requires developments to improve biodiversity where possible. Biodiversity net gain can be achieved on-site, off-site or through a combination of on-site and off-site measures. There is a national proposal for most developments to be required to achieve a net gain in biodiversity of at least 10%, which is proposed to be included in the Environment Act 2021. It is likely to be a requirement nationally from 2024. Full **Arboriculture and Ecological Surveys** must be submitted as part of any planning application. This must include impact assessment on existing trees.

Figure 56: Green infrastructure at Link International Business Park in Dongguan, China



- 5.17 National requirements for planning applications of various types and scales to be considered valid are set out in planning legislation and in the NPPF, known as **national validation requirements**. The NPPF also establishes policy for local planning authorities to adopt **local validation requirements checklist** of local requirements. Both the national and the Borough Council's Local **Validation Lists for planning applications** are available on the Borough Council's website. [You can use this link to view \(2013\) national and local validation requirements lists on the Borough Council's website.](#) In addition to these national and local validation requirements, the following will be required to be submitted in support of any planning application on this site. This is not exhaustive, and other studies and assessments may be required to be submitted, depending on the detail of the proposed development.
- 5.18 The detailed guidance provided in Reigate & Banstead's *Climate Change and Sustainable Construction SPD 2021* should inform the preparation of the site masterplan. This includes methods of minimising water usage and flood risk, promotion of sustainable transport use, suggestions for sustainable site layouts, sustainable building design and construction, local power and heating opportunities to help minimise man-made climate change, use of green infrastructure including planting of native deciduous trees to provide shade to buildings in summer whilst allowing the sun to warm the buildings during the winter. A list of suitable native trees is included in the Borough Council's [Local Character and Distinctiveness Design Guide SPD 2021, which can be viewed using this weblink.](#)
- 5.19 The 2021 CCSC SPD also includes requirements for submitting a planning application, such as the need for a **Sustainability Checklist**, a **Carbon**

Reduction Statement, and a **Construction Management Statement**. A weblink to the 2021 CCSC SPD is provided at Section 1b) above.

- 5.20 As required by national planning policy and site allocation Policy HOR9, a comprehensive **Transport Assessment** will need to be submitted as part of any planning application. Although a site-specific Transport Assessment was submitted to inform the DMP site allocation and examination, the Assessment submitted with the planning application will need to include more refined floorspace quantum and phasing. The key modelling assumptions will need to be developed in liaison with National Highways, Gatwick Airport Ltd (as a national infrastructure provider), Surrey County Council and West Sussex County Council. Committed development in the borough and in the surrounding areas including West Sussex, will need to be taken into account. Committed development means having a local plan site allocation, planning permission, or Permission in Principle.
- 5.21 As the site is located within an Air Quality Management Area Order 3 2003 (SW Horley), in accordance with DMP Policy HOR9, the developer will be required to submit an **Air Quality Modelling Report** alongside the required Transport Assessment as part of any outline planning application. This should include consideration of cumulative impacts.
- 5.22 Surrey County Council (SCC) is the designated Lead Local Flood Authority (LLFA) for the county, including Reigate & Banstead borough. Consequentially, it is a statutory consultee on surface water drainage for all major development proposals, which will include the development of this site.
- 5.23 A **site-specific Flood Risk Assessment** (considering all sources of flooding) and a **Surface Water Drainage Strategy** will be required as part of any planning application submitted. The later could form part of the site's SFRA or could be presented as a separate document, and it must set out the surface water drainage assessment and proposals for the site. Both the FRA and the Surface Water Drainage Assessment should take account of the Strategic Flood Risk Assessment (SFRA) Level 2 (2017) and should be prepared in early consultation with SCC as LLFA and the Environment Agency (EA). A weblink to the Level 2 SFRA is provided in Section 2 above.
- 5.24 Detailed modelling will be required to confirm Flood Zone and climate change extents, and groundwater flood risk in the north of the site should be investigated. The Environment Agency and the LLFA should be consulted to obtain the latest hydraulic modelling information for the site at the time of the flood risk assessment. They will advise as to whether existing detailed models need to be updated. Climate change modelling should be undertaken using the relevant allowances (February 2016) for the type of development and level of risk. The SFRA will need to update data upon and add to the understanding of flood risk in

the Horley area.

- 5.25 The Environment Agency (EA) recommends that the site’s flood alleviation scheme be designed to provide sufficient protection to existing properties at risk from flooding in Horley, in particular those areas in Horley East ward, adjacent to the Burstow Stream and Haroldtslea Stream. This should follow a natural flood management approach, linking in with wider sustainability and habitat creation to use natural flood risk management techniques to slow the flow and store flood waters.
- 5.26 The site-specific SFRA will need to provide a detailed assessment of potential flood risk from all sources such as fluvial, groundwater, sewers and surface run-off (including potential impact of climate change) and a strategy to manage all such risks; and demonstrate that the new development will not increase flood risk on the site and elsewhere during all phases of the development.

Summary of Key Planning Application Submission Requirements

- Environmental Impact Assessment (EIA) Screening
- Site Masterplan
- Compliance with national validation requirements
- Compliance with local validation requirements checklist
- Design and Access Statement
- Transport Assessment
- Air Quality Modelling Report
- Full Arboriculture Survey
- Full Ecological Survey
- Sustainability Checklist
- Carbon Reduction Statement
- Construction Management Statement
- Site-specific Flood Risk Assessment
- Surface Water Drainage Strategy
- Surrey County Council’s Surface Water Drainage Pro-Forma
- Heritage Impact Assessment
- Retail and leisure impact assessments

- 5.27 As advised by Historic England, a **Heritage Impact Assessment** (HIA) should be undertaken and submitted as part of any planning application, to consider all heritage assets, statutory and others. A HIA should consider the implications of development (positive and negative) for the setting of a heritage asset, for

landscape and townscape character, and any for potential archaeological interest of the site. Information on the area's historic character of the area such as historic landscape characterisation should be included. The HIA should inform the preparation of the masterplan and subsequent planning application.

- 5.28 Due to proximity of the site to Gatwick Airport and the need to protect airport safety, the design, heights, materials and any green roofs of buildings, and any permanent water features must have regard to the requirements of ODPM / DfT Circular 01/2003 2003 'Safeguarding of Aerodromes, Technical Sites & Military Explosives Storage Areas and to the Town and Country Planning (safeguarded aerodromes, technical sites and military explosives storage areas) Direction 2002.
- 5.29 **Retail and leisure impact assessments** may be required to be submitted as part of any planning application, depending on their floorspace, to ensure that the proposals do not result in undue competition with designated town centres at Horley and Crawley, and smaller local centres in the surrounding area. Sequential assessments will not be required for limited scale supporting retail and leisure uses on the site, provided their location requirement is to support and complement the business uses.

d) Infrastructure Requirements, planning conditions and obligations

- 5.30 **Due** to the scale and complexity of the likely development on this site, any planning permission will need to include a planning obligation and planning conditions. These will help to ensure that the development is delivered in a comprehensive manner with all the infrastructure, supporting facilities and new public open space delivered when needed. This will assist in the proper, effective planning of the site, and prevent individual elements of the scheme being "cherry-picked" for delivery.
- 5.31 **This** section summarises the likely **potential S106 planning obligations and / or planning conditions** based on the site assessment and early work. It is indicative only, and is not exhaustive, as the full nature of the development and its potential impacts that need to be mitigated will not be known until a masterplan and outline planning application have been prepared and submitted and are being assessed.
- 5.32 National planning guidance (the PPG) advises that SPDs must not add unnecessarily to the financial burden on development. The DMP allocation policy HOR9 for the development of the site was subject to high level viability testing during preparation of the DMP, which included most of the infrastructure and other requirements listed in this section (unless specified). The site allocation, including its high level viability assessment was confirmed by the DMP Examiner.

- 5.33 Any planning permission granted for this scale of development will need to be subject to planning conditions, which would be imposed only where they are considered necessary, relevant, enforceable, precise and reasonable.

Planning conditions which may be required include

- Restricting the land uses and floorspace on the site within use Class E to those uses the site was allocated and planed for
- Requiring ongoing economic impacts testing
- Securing the detail, timing and maintenance of the new public open space to be created
- Requiring use of local labour and training for construction of the business park, local supply chain procurement
- Enhancement of local training opportunities particularly in nearby colleges and sixth forms
- Requirement to submit and have approved a *Construction Management Statement*
- Requiring a palate of building and outdoor surfacing materials to be agreed across the site and for individual phases of the development
- Potentially requiring details of noise attenuation details to be submitted if needed for a hotel or offices, reflecting the southern part of the site being within the current 57dB LEQ airport noise, in order to ensure a suitable interior environment for users
- Requiring high speed electric vehicle charging points throughout the site
- Requiring all commercial properties to be within 90m of a fire hydrant for the supply of water for firefighting, and for the locations to be agreed

- 5.34 There are several infrastructure requirements that are crucial to the site’s successful development. These include highways access; initial and on-going investment in sustainable transport modes; telecommunications, digital connectivity, and other utilities infrastructure. These will most likely need to be secured by means of a s106 planning obligation.

- 5.35 Whilst being in a highly accessible, sustainable location, the Borough Council’s Planning Policy Team appreciates that the development of the site will need to be supported by a wide range of significant “hard” and “soft” infrastructure to optimise the development’s sustainability credentials. Public and active transport infrastructure will be key to the success of the development, including designing for a suitable balance between on-site car parking and public transport and

pedestrian and cycle infrastructure provision and improvements.

- 5.36 In assessing any planning application for the site, as set out in national planning policy, the decision maker will need to be assured that any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree so that there would not be an unacceptable impact on highway safety, and the residual cumulative impacts on the road network would not be severe.
- 5.37 In allocating the site, the Borough Council and the DMP examiner consider the viability of the site's development and the infrastructure required to successfully deliver it. The floorspace quantum shown in DLA's "Balanced Development Scenario" represents a favourable design scenario in terms of layout, design and massing. This will need to be balanced against the infrastructure needs, including substantial costs of a new M23 spur road and significant active transport projects and other infrastructure improvements, and the site's overall development viability.
- 5.38 The design of the primary means of access to the site from the strategic road network will need to be viable and deliverable. It will also need to comply with the Secretary of State's for Transport's relevant policy, and with the Secretary of State for Transport's licence appointing National Highways (formerly Highways England) as a strategic roads company. Consideration of Gatwick Airport Ltd.'s (GAL) proposals for the M23/A23 and J9A Airport Way Roundabout will also be needed and discussions with GAL and National Highways regarding the re-design of this key roundabout, including its funding and timing, will need to continue.
- 5.39 **A Planning obligation** entered into under **section 106** of the Town and Country Planning Act 1990 may be used to assist in mitigating the impact of unacceptable development to make it acceptable in planning terms. This may include prescribing the type of development, and the timing of delivery of elements of the development such as the public open space and supporting uses, and its supporting infrastructure.
- 5.40 The decision taker may consider a planning obligation in granting planning permission if it meets the three legal tests set out at regulation 122 of the *Community Infrastructure Levy Regulations 2010 (as amended)*. These include the requirements that they are necessary to make the development acceptable in planning terms, directly related to the development; and fairly and reasonably related in scale and kind to the development.

Potential S106 planning obligation general clause to regulate or require:

- Phasing of development including the new public open space and timing of

infrastructure provision and upgrades

- Provision, delivery and on-going management and maintenance of the new public open space, likely to be adopted by the Borough Council
- Guidelines to ensure the effective ongoing management of the business park over its lifetime, including its shared areas, servicing, regardless of its final ownership
- Biodiversity / Ecological Surveys, undertaken at an appropriate time of year for the relevant species. These should include consideration of the many small watercourses on the site and their role as green wildlife corridors.
- Replacement of any trees to be removed from the site should be with tree of a similar canopy size
- Upgrade to wastewater network including to Horley wastewater treatment works
- Arrangements for co-ordinated servicing and waste management across the site's buildings
- On-site telecommunications infrastructure to support the business park, including advanced wireless networks (including fixed link and mobile 5G connectivity), which could potentially benefit the wider Horley area.
- Requirement for the owner / developer to fund the Borough Council's monitoring or the delivery of the development including timely delivery of infrastructure
- Incorporation of site-specific Flood Risk mitigation measures for the site and surrounding areas, including creation of balancing ponds and potentially upgrading the capacity of the existing Stafford Place culvert
- On-going Biodiversity requirements
- Economic needs/ ongoing requirements
- Need to agreed guidelines to regulate the "branding" of the business park at the outset and ongoing, including building signage and potentially a hotel and conference facilities

5.41 **Section 278 highways agreements** entered into under section 278 of the Highways Act 1980 allows developers to carry out works on the public highway using their contractors. Planning obligations and s278 agreements will be used where it is not possible to address the issue through a **planning condition**. This

will include any off-site considerations that cannot be regulated by a planning condition, including mitigation of impact on the local and strategic road network. It may also be used to regulate phasing of development and timing of infrastructure provision. Depending on the development proposed, the following issues may need to be included in a s106 planning obligation or section 278 highways agreement:

Potential s106 planning obligation or s278 highways agreements clauses to regulate or mitigate transport issue:

- A new direct dedicated access onto the strategic road network at J9A of the M23 spur
- Cap on the number of vehicles accessing the site per hour from the strategic road network, and the means of controlling vehicle entry and exit to the site, and how to monitor and enforce this (to be determined at the planning application stage)
- Design of new secondary access from Balcombe Road and method of restriction to emergency vehicles, public transport and other active travel modes, and a limited number of local private registered vehicles of employees living local to the site.
- Upgrade to Balcombe Road / Antlands Lane to the south east of the site.
- A comprehensive Travel Plan to maximise modal split in favour of non-car modes, including provision for car clubs. Potential for a car-sharing application, with a prize to encourage participation, should be explored
- Securing, maintaining and managing an appropriate maximum or range of on-site car parking for all site users.
- Securing, maintaining and managing an appropriate minimum number of cycle parking / storage spaces.
- Enhancement and extension of pedestrian and cycle routes from the Business Park to Horley town centre and Gatwick Airport station including to include the north-souths route connecting Horley to the site and Gatwick Airport to the site. this could potentially also include upgrade to subway under the A23 with a new railway bridge to the north of the existing one and / or a new subway under the A23 embankment on the eastern side of the railway
- Upgrade to national cycle route NCR21

- Enhancement to the east-west public right of way route across the site either upgrading right of way footpath in its current location or re-routing it
- A new electric shuttle bus service from transport interchange on the west side of Horley station
- Improvements to public transport facilities, including a new bus service (Metrobus) operating between Horley and Crawley town centres via the business park, to operate for between three and years; and
- A financial contribution towards Network Rail / GLA's work in increasing the capacity of Gatwick Airport station, if required (to be determined at the planning application stage)
- Demand-Responsive Transport (DRT) potentially consisting a five vehicle operation serving the Business Park
- One Connected and Autonomous Vehicle (CAV). A self-driving vehicle to operate within the Business Park with potential to connect to Gatwick Airport rail station supported by the latest telecommunications connectivity (including 5G technology)
- 20 self-drive electric vehicle pods supported by the latest (5G) technology
- Micro Consolidation Centre - a small logistics facility for small, light goods delivered by couriers
- A Community Concierge

5.42 A **section 278 Highways Agreement** will be needed for off-site highways works, which will include the new access road from Airport Way Roundabout, and the new access to be formed from Balcombe Road. The cost of a new at grade access road to the site from Airport Way Roundabout and Balcombe Road will be significant, potentially in the order of £20 million. Other section 106 active travel costs could potentially be in the order of around twice as much as the section 278 highways costs.

5.43 To achieve the very ambitious modal split needed for this site to function with the likely restriction on number of private vehicles accessing the site from both access points, there will need to be a significant and ongoing investment in alternative modes of transport which will include on-site shuttle buses or their equivalent, electric vehicles and cycling pods.

Figure 57: Electric charging points in the Borough



- 5.44 Achieving this will be challenging, and at the very least will need to be ‘pump primed’ through section 106 money in coordination with the local planning authority and the local highways authority, Surrey County Council for at least five years, and potentially longer given the scale of development. Any ongoing costs would have to be borne by occupiers.
- 5.45 It will be crucial for the site’s development to be planned to incorporate cutting edge **telecommunications and utilities infrastructure technology**. This is much easier to build in or upgrade at the start of the site’s development and will be likely to include power generation and storage such as battery facilities for storing electricity, potentially solar panels, or hydrogen tanks inside buildings, and water supply and waste-water treatment to serve the site’s businesses.
- 5.46 Opportunities for the Horley Business Park to benefit from cutting edge telecommunications and full fibre digital network infrastructure (including all necessary ducting) to support 5G technology and ultrafast broadband must be fully explored with local providers and planned for early in the masterplanning process. These should all be designed to be future-proofed as far as is possible given the rapid pace of technological change. The Coast to Capital LEP’s Strategic Economic Plan includes the commitment to improve digital connectivity in the area, in particular to establish a new full-fibre network and delivering ultrafast broadband across the area along railways and to key locations, including Crawley. Opportunities should be discussed early with the Coast to Capital LEP and with network provider Cityfibre to support the business park’s requirements.
- 5.47 The Environment Agency has classified the South East of England as an “area of

serious water stress”, which means there is concern about the amount of water available for future use. The development should be designed to help address this issue by minimising water use by the development, including implementing rainwater harvesting, collection and filtering rainfall from the roofs. The development will need to achieve BREEAM Excellent (or Very Good as a minimum) in respect of water efficiency, reflecting the serious water stress of the area.

- 5.48 The area’s water supply company, SES Water, has advised that measures such as limiting road and silt run-off to prevent groundwater and local waterways from being harmed by the development should be considered. This would need consideration at the planning application stage, potentially enforced by a planning condition.
- 5.49 The wastewater company for the area, Thames Water (TW), has advised that the scale of development is likely to require upgrades to the wastewater network, including Horley’s Lee Street sewage treatment works. TW has therefore recommended early discussions to agree a Development and Infrastructure Phasing Plan. This will determine the amount of spare capacity currently available within the network, and what phasing may be required to ensure development does not outpace delivery of any network upgrades needed to accommodate the planned development. It is not permitted by the Regulator to provide speculative additional capacity.
- 5.50 **Wastewater infrastructure** capacity will need to be considered early in the masterplanning process to ensure sufficient wastewater capacity is available when required, to plan and programme in any upgrades needed. The potential need for a trade effluent license, would also be considered depending on uses proposed. Lead in time for upgrades to the wastewater local network can take approximately 18 months and upgrades to sewage treatment and water treatment works can take between 3 and 5 years to implement.
- 5.51 Due to lead in times for upgrading of infrastructure such as power, telecommunications and water supply infrastructure, these should be investigated in detail with suitable providers early on in the masterplanning process. SES Water (formerly Sutton and East Surrey Water plc) is the Water Company for the area in which the site is located. Further information on water supply and wastewater infrastructure, and water quality in the area is available in the [Gatwick Sub-Region Water Cycle Study, August 2020, which you can view using this link](#).
- 5.52 Electricity and gas connections currently serve the surrounding residential streets, Gatwick Airport, and the few commercial buildings currently on the site, but not the whole site. Early discussions with local power distribution and supply companies will help to ensure that each phase of the development has the infrastructure in place before it is needed, including sufficient time for upgrading

of capacity where needed.

- 5.53 In September 2020 the Use Classes B1, A1, A3, D1 and D2 were merged into the new Use Class E “Commercial, Business and Services”. As the site allocation policy HOR9 includes these uses, based on identified need and demand, any planning permission for predominantly office development would likely need to be subject to a planning condition to restrict the use of the floorspace and land on the site to the approved uses within the new Class E.
- 5.54 Local skills and training: DMP Policy EMP5 requires for schemes of more than 1,000sqm (gross) a minimum of 20% of the total jobs created by the construction of new development for local residents or apprenticeships. It also says that “opportunities for training and placement schemes targeted at local residents in respect of any jobs created through the end use of any non-residential development will also be explored”.
- 5.55 A planning condition could require local procurement and training opportunities to be promoted by the developer. For example, a “Meet the Buyer” event could be held, potentially in partnership with Horley Town Council and Horley Chamber of Commerce Council and supported by Construction Line. This could be used to procure some of the subcontractors for the build, fit out, and management of the site’s development from existing local businesses. A planning condition could require an “Employment and Training strategy” to be submitted and agreed.
- 5.56 The construction of the Horley Strategic Business Park is likely to be planned in phases and take place over a period of approximately 20 years. Whilst construction is ongoing, the developer will need to ensure that construction does not unduly affect the amenity of those living and working within close proximity of, or on, the Horley Strategic Business Park, and does not impact upon the local and national infrastructure network. This will need to take account of any major development close by. The Borough Council will therefore require a *Construction Management Plan* to be prepared and approved for each phase of the development. This should be produced in accordance with the requirements of DMP Policy DES8 ‘Construction Management’ and BS5228.
- 5.57 Given the location of the site and the long construction timeframe envisaged, consideration should also be given to the impact on the local community; and on the strategic road network and Gatwick Airport, both of which are nationally significant infrastructure. If development consent be granted for Gatwick’s Northern Runway proposal, should the construction of the Horley Strategic Business Park coincide with development of a second operational runway at Gatwick Airport, opportunities should be sought to co-ordinate the impacts of the project, for example the schedule of deliveries on the strategic road network.
- 5.58 The developers will be encouraged to use best practice guidance, including that produced by the Construction Industry Research and Information Association

(CIRIA) on the preparation of Site Environmental Plans and commit to the Considerate Constructors Scheme.

- 5.59 The Borough Council has implemented the **Community Infrastructure Levy (CIL)** within the borough. The **CIL rates for the borough**, are set out in the Charging Schedule, which can be viewed on the [Council's website using this link](#). The CIL rates vary by type of development (and by location within the borough for residential uses) operational since April 2016, remain current (with annual indexing of rates from 2020). The rate for convenience retail development is £120 per square metre, and for residential Use Class C3 use is £200 per square metre in greenfield locations such as this. For all other uses, including office and warehousing / logistics, the Borough Council's CIL rate is "Nil".

e) Delivery and Phasing

- 5.60 The DMP site allocation Policy HOR9 requires the site to be developed comprehensively. This requires the whole site, including all elements of the development, to be planned at the same time, even though it is likely that a development of this scale will be delivered in phases for various reasons, such as infrastructure requirements and their programming, funding and viability, the market, and dependencies.
- 5.61 The northern part of the site, the preferred location for the new public open space to be created, is in the ownership of the Joint Venture company, as is the likely access point from Balcombe Road. The key access point to be formed into the site from the M23 Gatwick spur / A23 Airport Way roundabout is through the land designated as Gatwick Open Setting and owned by Surrey County Council. The site's development will likely need to be subject to an Equalisation Agreement to ensure that the landowners each receives a suitable share of the return from the site's development.
- 5.62 The site masterplan will need to include a phasing plan and programming timeline for the site's development, including the new public open space. The phasing plan should be clear and concise. It should set out the approximate type and quanta of uses proposed in each phase (noting that ongoing economic effects modelling and impact testing will determine the final type and quanta of uses) and the supporting infrastructure to be delivered with each phase. Evidence indicates that development of the site is likely to be completed within approximately 20 years of gaining planning permission, which could potentially be in around 2045.
- 5.63 The phasing plan will likely need to reflect the need for development to begin near the two highways access points but should, as far as possible, seek to avoid the creation of isolated parcels of land or pockets of development.

- 5.64 The first phase will likely need to involve initial site preparation and the infrastructure required to unlock the early stages of development, including the first accommodation to fund the infrastructure. Increased capacity in utilities infrastructure and the road network will be required before the next phase can be commenced. This will need to include provision of the new public parkland, the points of access, the flood alleviation to be included within the site, and the funding needed to deliver it.
- 5.65 The site is likely to be developed as one entity by a developer commissioned jointly by the landowners, rather than individual building plots being sold off. This approach will help to ensure that the business park has a single coherent identity, whilst allowing for elements of individuality in building design. It will also help to ensure that the branding of the complementary uses on the site, including food and drink and retail outlets, hotel and conference facilities are of suitable quality to support the business park.
- 5.66 It may be suitable for a management company to be established by the landowners to secure the ongoing management of the site. This could suitably include ongoing management of the shared spaces of the business park, monitoring, site servicing, waste management, delivery of Travel Plans, and on-site transport.

Figure 58: Simulated aerial view of the site from the south west showing the illustrative Balanced Development Scenario

Image credit: David Lock Associates 2021



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